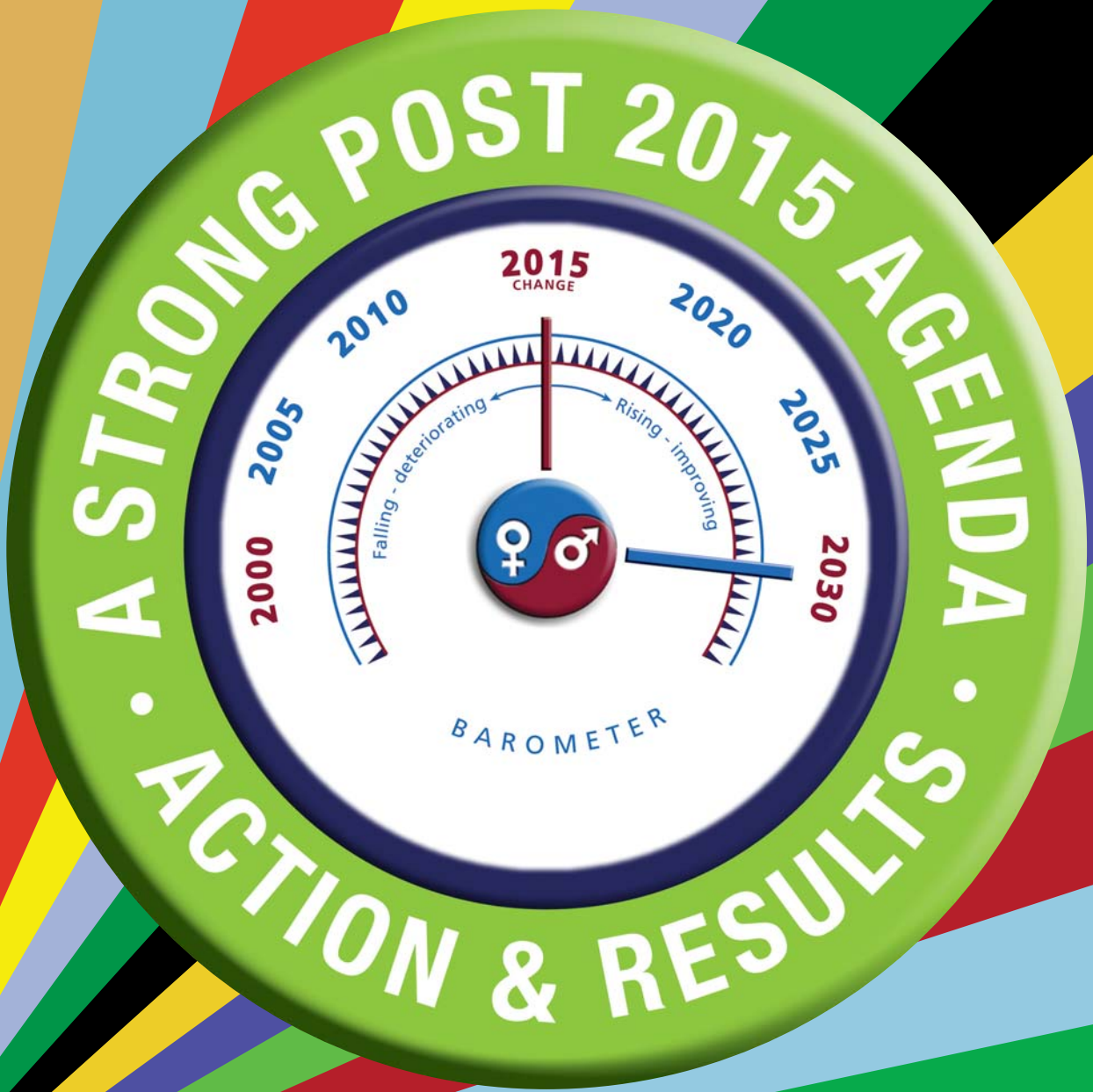
SADC GENDER PROTOCOL 2015

BAROMETER



Edited by Colleen Lowe Morna, Sifiso Dube and Lucia Makamure
Foreword by Phumzile Mlambo-Ngcuka, Executive Director, UN WOMEN

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Men's Groups
Sonke Gender Justice
Climate change and gender
Gender CC SA

The Southern African Gender Protocol Alliance vision is of a region in which women and men are equal in all spheres. The Alliance campaigned for the adoption and implementation of the SADC Protocol on Gender and Development that has 28 targets to be achieved by 2015. The Alliance is now advocating for a strong Post-2015 agenda linked to the Sustainable Development Goals (SDGs), Beijing Plus Twenty and the Africa Agenda 2063, with a strong action and results framework.

Gender Links coordinates the work of the Alliance.

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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
BSSP	Business Support Services Programme
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
EMAP	Export Marketing Assistance Programme for Manufacturers
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
LEAP	Lesotho Enterprise Assistance Program
LEP	Lesotho Education Party
LHRC	Legal and Human Right Centre
LNDC	Lesotho National Development Corporation
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
MTI	Ministry of Trade and Industry
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
PSCP	Private Sector Competitiveness Project
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
SADP	Smallholder Agriculture Development Project
SAEF	South Africa Editors Forum
SAWID	South African Women In Dialogue
SBFA	Small Business Financing Agency
SENPA	Small Enterprise Promotion Agency
SEOM	SADC electoral observer mission
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
SLB	Standard Lesotho Bank
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
SWTF	Seychelles Women's Trust Fund
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
UDC	Umbrella for Democratic Change
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
WBI	Women's Budget Initiative
WCNOVAW	Western Cape Network on Violence Against Women
WCoZ	Women Coalition of Zimbabwe
WDF	Women Dignity Project
WECA	Women in Enterprise Conference and Awards
WFHB	Women's Finance House Botswana
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

Contributors

EDITORIAL TEAM



Colleen Lowe Morna (South Africa) is CEO of Gender Links. A South African born in Zimbabwe, Colleen began her career as a journalist specialising in economic and development reporting including the Africa Editor of the New Delhi-based Women's Feature Service. She joined the Commonwealth Secretariat as a senior researcher on the Africa desk in 1991, and later served as Chief Programme Officer of the Commonwealth Observer Mission to South Africa. Colleen subsequently served as founding CEO of the South African Commission on Gender Equality. A trainer, researcher and writer, Colleen has written extensively on gender issues in Southern Africa. She holds a BA degree in International Relations from Princeton University; Masters in Journalism from Columbia University and certificate in executive management from the London Business School. She has received awards from the Woodrow Wilson School of International Relations; the Newswomen's Club of New York and the Mail and Guardian newspaper in South Africa. In 2007, South Africa's Media Magazine named Colleen runner up in the *Media Woman of the Year Award*. In 2013, CEO magazine named Colleen the "most influential woman" in South Africa and Africa as a whole in the civil society category. A year later the University of Johannesburg awarded Colleen honorary membership of the Golden Key Association that recognises excellence in academia and public service. Colleen has served as editor-in-chief of all six Barometers.



Sifiso Dube (Zimbabwe) is the Alliance and Partnerships Manager at Gender Links. Sifiso has been with Gender Links since September 2012 when she joined as the Gender and Governance Manager. Sifiso is now manager of the SADC Gender Protocol Alliance and the annual SADC Gender Protocol Barometer research. Sifiso holds a BCOM in Entrepreneurship and a Master's in Public and Development Management. She undertook Gender Studies at the University of Pretoria and African Thought Leadership at the Thabo Mbeki African Leadership Institute (TMALI). Prior to joining Gender Links, Sifiso worked at CIVICUS, a global civil society network where she led a gender mainstreaming programme. Sifiso updated the Implementation chapter and edited several chapters of the Barometer.



Lucia Makamure (Zimbabwe) is the Alliance and Partnerships Officer at Gender Links. She is responsible for coordinating the SADC Gender Protocol Alliance network and the annual SADC Gender Protocol Barometer research. Lucia, who joined the organisation in 2011, is responsible for much of the desktop and administrative follow up and support on this project. Previously she worked for the Zimbabwe Independent as a political reporter. Lucia researched most of the SGDI data in the report; updated the Education chapter and executive summary; and served as editorial assistant.



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



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CHAPTER AUTHORS



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Linda Musariri Chipatiso (Zimbabwe) is GL's Gender Justice Manager. She holds a Master of Arts degree in Demography and Population Studies from the University of Witwatersrand. Linda has gained significant experience in data management and analyses using household survey data from various countries in Africa. She also holds a BA Honours degree in Theatre Arts from the University of Zimbabwe. Before GL, Linda worked for Sonke Gender Justice Network on consultancy basis. Since joining GL, Linda has co-authored the GBV Indicators Reports for Limpopo, KwaZulu Natal, Western Cape, Lesotho and Zambia. She wrote the GBV chapter.



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



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



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COUNTRY BAROMETER AUTHORS



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Tirelo Modie-Moroka (PhD, MPH) (Botswana) is a Senior Lecturer at the University of Botswana, Department of Social Work. She was also a visiting instructor at the Institute of Health Sciences, where she taught theories of health behaviour and behavioural change for 10years (2003-2013). She is a public health social worker who is broadly-trained in the behavioural and social sciences, and uses this breadth to investigate various dimensions of health behaviour relative to broader social patterns. As a mixed-method researcher and gender development specialist, she has worked on gender issues in several sectors. She has engaged in consultancy work with the Botswana Women's Affairs Department (now GeAD), UNECA, UNICEF, FHI, MCDA, Botswana Police Service, Research Triangle Institute, Ministry of Health, Ministry of Finance and Development Planning on various issues, including gender and health. Her passion lies in studying the intersecting epidemics of HIV, alcohol, poverty and IPV (dubbed the "syndemics") and the design of empirically-based interventions that address these co-occurring problems, hopefully leading to significant scientific contributions in gender-based innovations for women and girls. She updated the Botswana Barometer.



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Jovita Mlay (Tanzania) Jovita Mlay (Tanzania) is a Gender consultant with extensive involvement in the Women's Tribunal, Gender and Climate justice. Currently, Jovita is one of the coordinators of the Women's Working group on Financing and Development, an economic forum in Dar es salaam. She has also in the past been a participant of the Global Women in Management (GWIM) initiative. She is also a member of Tanzania Gender Networking Programme - *Mtandao*. She is also a representative of Africa on the Feminist Task Force (FTF) - an organisation that advocates for gender equality to end poverty. Jovita has founded a grassroots organisation, SASA Foundation to help vulnerable children access education opportunities. The organisation hosted the Women Tribunal on Climate Change to discuss how climate change has affected the economic and social activities of women in Africa. Jovita updated the Tanzania Barometer.



Pat Made (Zimbabwe) is a leading gender and media consultant, former Director General of Inter Press Service (IPS) and former editor of the Southern African Economist magazine. During her tenure at IPS, Pat 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 Zimbabwe Barometer.

Foreword

Southern Africa Barometer 2015 - Action and Results

By the Executive Director of UN WOMEN, Dr Phumzile Mlambo-Ngcuka



The year 2015 is a pivotal one. This year we take stock of where we are and position ourselves for transformative change that will shape the next generation. We have already reached two of three important milestones this year - our 20th anniversary review of the implementation of the Beijing Declaration and Platform for Action and the Third International Conference on Financing for Development in Addis Ababa - and we are fast approaching the adoption of the new Post-2015 agenda.

UN Women is committed to ensuring that gender is mainstreamed across all levels and policy areas, and that we have better data to measure progress and demand accountability. That is why the Southern African Development Community (SADC) Gender Protocol Barometer 2015 is so timely.

SADC Heads of State have demonstrated encouraging commitment to gender equality and women's empowerment. They have shown foresight in adopting a Protocol on Gender and Development with 28 targets aligned to the Millennium Development Goals (MDGs) that expire this year. SADC is one of the few sub-regions that has taken global and continental commitments to gender equality and wrapped them into one instrument with ambitious, time-bound targets.

Their work, and that of the Southern African Gender Protocol Alliance that produces this annual Barometer, are providing us with vital tools to track progress. It is through such transformative partnerships with governments and civil society networks that we can create real and irreversible change.

I am a firm believer in the dictum that *what is not counted does not count*. Until we start making gender equality *count*, there will be no point in count-downs. I have made counting down to gender equality an indispensable part of my mission at the UN, and committed to a Planet 50:50 by 2030. The SADC Gender Protocol Barometer provides data to measure progress and identify gaps. It highlights in irrefutable detail the losses and the gains between August 2008, when governments adopted the Protocol, and August 2015, when leaders will gather in Botswana for their annual summit. The 2015 Barometer is unique in its comparative analysis of 2015 data against the 2009 baseline. Each chapter begins with a tracking box that shows where countries started, where they are now, and how far they are from reaching the set target.

The Barometer uses two complementary indicators: the empirical SADC Gender and Development Index (SGDI), based on 23 easily measurable indicators, and the Citizen Score Card, in which citizens rate their governments. At 68 per cent and 67 per cent respectively, the conclusion reached is that, despite considerable progress, we are not where we need to be. The grim realities of poverty, dispossession, harmful practices and gender violence overshadow tantalising glimmers of hope, such as the rate of mother-to-child HIV transmission in many SADC countries, which has fallen to almost zero.

We are on the brink of adopting the new Sustainable Development Goals (SDGs), a global blueprint for peace, equality and sustainability that will contain over 30 distinct gender indicators, including a standalone gender equality goal. Realising that there is little room for complacency, the Southern African Gender Protocol Alliance began a campaign in 2014 to review the SADC Gender Protocol targets in line with the SDGs. I am delighted that UN Women and the Alliance have been able to actively participate in shaping the global agenda, while using that same agenda to strengthen national and regional efforts.

SADC Gender Ministers, in agreeing to review the SADC Gender Protocol targets in line with the SDGs, Beijing +20 Review, and Africa 2063 at their meeting in Harare in May 2015, have shown they are ready to work for change. This is highlighted by the ministers' declaration that the updated Protocol be accompanied by a Monitoring, Evaluation and Results Framework. This is indeed the language we need as we count down to gender equality by 2030.

We do not want to have to be making the same promises 15 years from now. Let us break the back of gender discrimination so that the 21st century is regarded as the century that empowered women and empowered humanity. This is an historic opportunity. ***Let us grasp it!***

Preface

INTO THE FUTURE: ACTION AND RESULTS!



Looking to the future: Alliance Chair Emma Kaliya; Secretary General of the Beijing Conference, Gertrude Mongella and GL CEO Colleen Lowe Morna. *Photo by Gender Links*

KEY FACTS

- The SADC Gender Protocol targets, aligned to the Millennium Development Goals (MDGs), expire in 2015.
- At their meeting in Lilongwe in 2014, gender ministers agreed to review the SADC Gender Protocol (the Protocol) in 2015. In Harare a year later, Ministers agreed that the Protocol should be aligned to the Post-2015 Sustainable Development Goals (SDGs), the Beijing Plus Twenty Review, and the Africa Agenda 2063. They also agreed that the Protocol should be accompanied by a Monitoring, Evaluation and Results (MER) Framework.
- The SADC Gender Protocol, that brings together all existing global and regional commitments to gender equality, and enhances these through specific targets and timeframes, is the only one of the 27 SADC Protocols that has specific time frames, and that will now have an MER framework.
- In anticipation of the review, the 2014 Barometer identified strengths and weaknesses of the SADC Gender Protocol, and suggested how this might be strengthened by the SDGs that currently have 17 goals and 169 targets, including Goal Five on gender equality. The SDGs, to be adopted at the UN General Assembly in September 2015, are likely to be accompanied by approximately 100 indicators.
- The 2014 Barometer identified 150 possible gender targets accompanied by 300 indicators; 100 of these concerning gender violence. Considering that gender is intrinsic to all the SDG targets, this is a credible finding.
- The Southern African Gender Protocol Alliance (the Alliance) has worked tirelessly to canvass the Post-2015 agenda through its 15 country networks as well as influence the global agenda, where this work has been acknowledged by the UN.
- The 2015 Barometer serves two purposes. It tracks progress since the historic adoption of the SADC Gender Protocol in 2008. It also proposes how the Protocol can be strengthened through alignment to the new instruments, especially the SDGs that have 33 complementary references to gender, and are likely to be accompanied by over 30 gender-related targets.
- What is clear from the analysis is that the biggest gap over the last seven years is implementation. This underscores the theme of the 2015 barometer: *A Strong Post-2015 agenda: Action and Results!*



"The review of targets in the SADC Protocol on Gender and Development is very critical. It is encouraging to note that the review is one of the main agenda items that this meeting will focus on so as to align these targets to the Post-2015 Sustainable Development Goals, the AU Agenda 2063 and other relevant regional, continental and international instruments."[1]

Statement by SADC Executive Secretary, Dr Stergomena Lawrence Tax at the May 2015 SADC Gender Ministers meeting, Harare

2015 marks a turning point in the region as the targets of the SADC Protocol on Gender and Development expire in August with major gaps in almost all 28 targets. The Sustainable Development Goals (SDGs) to be adopted by world leaders in September provide an opportune moment for the region to use the global agenda to complement and enhance the regional gender equality Post-2015 agenda.

The Protocol is a best practise one stop shop for implementing gender equality. In July 2014, the SADC Gender Ministers meeting in Malawi noted that "most Member States will not achieve all the set targets by that date (2015). Therefore, the targets will have to be reviewed in line with Article 38 of the SADC Protocol on Gender and Development and the SADC Treaty as Amended in Article 22 (11)." Ministers further noted that "an amendment in relation to the targets in the SADC Protocol on Gender and Development will be produced in 2015 for submission to the Council of Ministers for approval by the SADC Executive Secretary as per Article 13 of the SADC Treaty."[2]

Why the Protocol targets should be reviewed

1. It has time bound targets that expire in 2015.
2. As an omnibus instrument for the region aligned to the MDG's, African Charter and Beijing Platform for Action, the Protocol must reflect the new global developments to remain relevant.
3. Two countries - Mauritius and Botswana - have not yet signed the Protocol. The review opens an opportunity for them to join.
4. The Protocol had targets but no indicators. With over 30 gender indicators, the SDGs provide an opportunity to strengthen the Monitoring, Evaluation and Results Framework.
5. Some countries are moving faster than others. There is scope for varied targets, so as not to hold back performance.

As follow up to that resolution the gender ministers meeting in Harare held from 27-29 May 2015 adopted a roadmap for the review of the Protocol targets. They agreed that to be current, these should be aligned to the SDGs, African Union Agenda 2063, and the Beijing Declaration and Platform for Action.

Breaking with SADC protocol tradition, the ministers stated that the Protocol should be accompanied by "a regional monitoring, evaluation and reporting framework aligned with Specific, Measurable, Achievable, Realistic and Time-Bound (SMART) targets and indicators" to be finally adopted during the next SADC Meeting of Ministers responsible for Gender/ Women's Affairs in 2016. In future, "progress made on implementation of the Protocol on Gender and Development" is to be reported annually in every meeting of Ministers responsible for Gender/ Women's Affairs. Attending her first gender ministers meeting, SADC Executive Secretary Dr Stregomena Tax requested technical assistance from the Alliance, along with UN WOMEN in the forward processes[3]. This preface to the 2015 Barometer tracks the background to these developments; the strategic opportunity that this presents, and how the region can best take advantage of these developments.

Background

Of all the sources of inequality and exclusion across the globe, gender is the most cross-cutting of all. Reinforced in formal and informal ways, gender inequality begins in the home; is perpetuated by the family; schools; work place; community, custom, culture, religion and tradition as well structures within society more broadly-the media, new media, popular culture, advertising, laws, law enforcement agencies, the judiciary and others. While society generally identifies other forms of inequality, gender inequality is so normalised that it often goes unnoticed, including by

[1] SADC Executive Secretary statement at official opening of the 29 May 2015 Gender Ministers Meeting.
[2] Final record of SADC Ministers of Gender Meeting, 25 July 2014.
[3] E Mail communication with the Alliance, S Tax, 31 May.

women who have been socialised to accept their inferior status. While these realities may differ in their specifics and intensity, gender inequality is a *global phenomenon*. Despite changes in laws and Constitutions, many women remain minors all their lives - under their fathers, husbands, even sons, and as widows subject to male relatives.

Across Southern Africa, key challenges in achieving gender equality include:

- ***Patriarchal attitudes still abound***, reflected in gender stereotypes in schools; the work place and the media; as well as predominantly male decision-making structures in all areas. Customary law contracts constitutional provisions with few ramifications in many countries. The case of a Lesotho woman denied the right to take over the chieftaincy after her father died is a chilling reminder of deeply entrenched patriarchal values. Hate crimes against lesbian women (widely publicised in South Africa) serve as another reminder of the lethal combination of homophobia and misogyny that still dog many countries in the region.
- ***Gender violence remains the most telling indicator of women's lack of rights and agency:*** The shockingly high levels of gender violence revealed by recent prevalence surveys (from 25% in Mauritius to nearly 80% in four districts of Zambia) shows that one in three if not more women have experienced some form of gender violence over their lifetime, often multiple times, and multiple forms of violence.
- ***Backward movement in elections:*** With few exceptions, the last set of elections have been disappointing: the decrease in women's representation both at national and local level in Botswana and Swaziland last year; persistent low levels of women's representation in the DRC, and the marginal increase in women's representation in the Lesotho national elections in May 2014 serve as a reminder of the fragile gains made by women in the political sphere.
- ***The economy is still a male preserve:*** Women still lack access to economic decision-making (26%), land, credit and other means of production. They constitute the majority of the poor; the unemployed; the dispossessed and those who work in the informal sector.
- ***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.

The SADC Protocol on Gender and Development

In 1997, two years after the Beijing Conference, gender activists in the SADC region lobbied for the adoption of the SADC Declaration on Gender and Development



Women demand action now campaign led by Alliance focal network South African Women in Dialogue. *Photo by Gender Links*

in Blantyre Malawi. This had only one target - 30% women in decision-making by 2005. At a conference in Durban in 1998, SADC Gender Ministers added to the Declaration an addendum on Violence Against Women and Children, due to the urgency of this issue in the region. During the Beijing Plus Ten review in 2005, activists came together again to review progress. They realised the benefits of the single target on gender equality, but also its limitations, as gender equality was being equated with women's numerical political participation. Regional NGOs working in various sectors, coordinated by Gender Links, undertook sector reviews that led to a paper entitled "Rationale for a Protocol on Gender and Development." Civil society organisations came together as the SADC Gender Protocol Alliance to lobby for this Protocol, which went through seven drafts before its adoption.

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 26 SADC Protocols, the SADC Gender Protocol has specific targets and timeframes. Although Botswana and Mauritius have not signed the Protocol, it became enforceable in September 2012 after getting nine ratifications (over two thirds of the 13 signatories).

The SADC Gender Protocol encompasses ten thematic areas which include Constitutional and Legal Rights; Governance (Representation and Participation); Education and Training; Productive Resources and Employment, Economic Empowerment; Gender Based Violence; Health; HIV and AIDS; Peace Building and Conflict Resolution; Media, Information and Communication; Implementation with the over-arching objective of 50/50 parity by 2015.

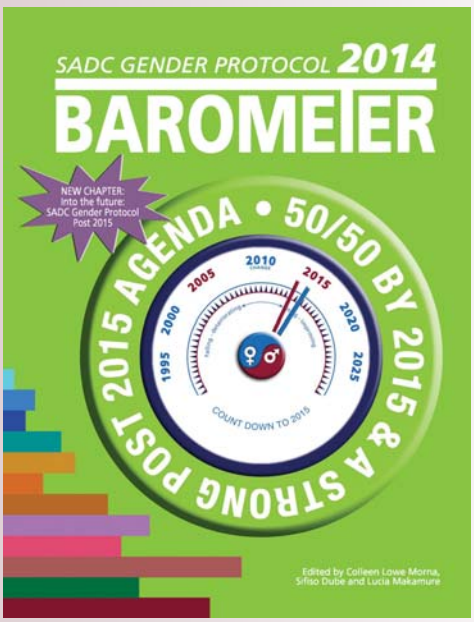
Civil society - making the links

One of the most significant developments around gender in the region is the dynamic relationship between SADC and the Southern African Gender Protocol Alliance (the Alliance) that campaigned for the adoption of the Protocol and now for its implementation. The Alliance is a "network of networks" comprising 15 country networks, nine theme groups and two interest groups (men and faith-based organisations) across the SADC region.

Although the Alliance has no formal recognition by the SADC Secretariat except through its membership of the SADC Congress of NGOs (SADC CNGO), the Alliance works closely with the SADC Gender Unit and Member States on gender issues. The creative tension between women's NGOs, gender ministries, and the SADC Gender Unit goes a long way in explaining the progress that has been made to date, also in ensuring that the SADC Gender Protocol is one of the best known of the SADC Protocols by ordinary citizens. Since 2005 Gender Links (GL) has provided the Secretariat for the Alliance that produces 15 annual country and one regional Barometer to track progress in the attainment of the 28 targets of the Protocol in the 15 member countries of SADC.

Measuring change

Progress 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.



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 2935 **SADC Protocol@Work** 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 Alliance also administers a **Gender Progress Score Card** used to measure changes in attitude towards gender equality, and the **Knowledge Score Card** is used to gauge how well the SADC Gender Protocol is known. These are administered to over 8000 women and men in the region each year. Since 2010, the Alliance and partners have convened the annual **SADC Protocol@Work summits**, at district, national and regional level, showcasing how this instrument is being used at local and national level, by the media, government and civil society, to bring about change. Table one shows that in the 2015 Barometer alone, the Alliance has shared 94 of the 1018 case studies gathered during the summits that took place from April to July 2015. Fourteen are regional. The balance come from virtually every country, with Zimbabwe (12) and South Africa (11) providing the largest number of case studies.

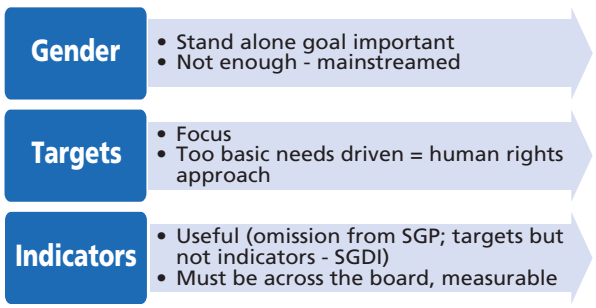
Table 1: SADC Protocol@Work case studies used in the 2015 Barometer																	
Theme	Angola	Botswana	DRC	Lesotho	Madagascar	Malawi	Mauritius	Mozambique	Namibia	Seychelles	Southern Africa	South Africa	Swaziland	Tanzania	Zambia	Zimbabwe	TOTAL
1.Education							1		1			2				1	**5**
2.GBV		2				1	1			1		1	1	1	1	1	**10**
3.Implementation		2			1	1			1		1	1		1	1	2	**11**
4.Media						1		1	1		3	4	1			1	**12**
5.Health						1	1				2		1			2	**7**
6.Gender & governance		1			1	2	2		1		1						**8**
7.Const & Legal rights			2	1		1		1			3	1	1			2	**12**
8.HIV and AIDS		3			1	1					1			1			**7**
9.Climate Change		1		1					1				1			1	**5**
10.Economic Justice		1		1	1	1		1	1		2	1	1		1	2	**13**
11.Peace & Security		1			1						1	1					**4**
TOTAL	**0**	**11**	**2**	**3**	**5**	**9**	**5**	**3**	**6**	**1**	**14**	**11**	**6**	**3**	**3**	**12**	**94**

Table one shows some of the Protocol@work case studies used in this barometer.

Lessons from the MDG era



Three key lessons emerge from the MDG era. First, valuable lessons have been learned on **mainstreaming gender, versus gender as a stand-alone target** during this period. The Gender and Development Network (GADN) comments: "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 standalone 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." [4]



The second 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 third lesson concerns the value and limitation of **indicators**. An important difference (and omission from the Protocol) 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*.

[4] Achieving gender Equality and Women's Empowerment in the Post-2015 framework, Paper by the Gender and Development Network.

Making gender equality count!

Assessing the gender impacts and dimensions of economic and social policies is possible using gender statistics and data. Gender disaggregated data has been increasingly important to ascertain gender dimensions of development. In 2013, the United Nations Statistical Division (UNSD) endorsed a minimum set of gender indicators to serve as a guide for the compilation of gender statistics.[5] To close the gender inequality gap, it is critical to expand indicators to beyond governance, health, education and employment. The Post-2015 gender agenda presents an opportunity for the world to cover the gender inequality gap. There is evidence of a vicious cycle whereby low availability of gender statistics leads to a lack of demand from policy makers and researchers, which in turn can reduce the incentive for their production.

The Post-2015 context and frameworks

In 2014, the Alliance mounted a Post-2015 campaign from national to regional to global level. Country level consultations focused on getting Member States to buy into reviewing the Protocol. Countries such as Namibia demonstrated how the Protocol has strengthened gender mainstreaming through alignment and costing of gender action plans.

Malawi's Ministry of Gender provided direct linkages with the Presidency as part of the SADC troika (the past Chair, Malawi, current chair, Zimbabwe, and forthcoming chair, Botswana) to review the Protocol. Minister Patricia Kaliati of Malawi hosted the Alliance during the 59th session of the Commission on the Status of Women (CSW) at the Malawi Permanent Mission in New York. This provided a space for the Alliance to assess the Protocol against the SDGs in preparation for the Post-2015 review.

In seeking ways to influence the global policy agenda so that this could be used as leverage at home, the Alliance held several meeting with UN Women's policy teams as well as the Post-2015 team in New York. The Alliance is a member of the Women's Major Group and the Beyond 2015 group which collate inputs into the Post-2015 agenda. Gender Links (GL) as the coordinating NGO for the Alliance contributed critiques on preliminary reports for the indicators report.[6] As chair of the Global Alliance on Media and Gender (GAMAG) GL has been especially active in campaigning for the inclusion of gender, media and ICTs, presently missing altogether from the SDGs (see Chapter nine, on the media). The March, 2015 SDG Targets and Indicators report acknowledges this input.[7]

The Sustainable Development Goals (SDGs)



Alliance members with Malawian Gender Minister Patricia Kaliati at the Malawi Mission to the UN during the 2015 CSW. *Photo by Gender Links*

The zero draft[8] of the outcome document for the United Nations General Assembly that will adopt the Post-2015 development agenda covers four components of the agenda including Means of Implementation. The SDGs currently comprise 17 goals and 169 targets, including a standalone gender equality goal.

5 Progress of the World's Women 2015 - 2016, UN Women.
6 Indicators and a Monitoring Framework for the Sustainable Development Goals, 12 June 2015 http://unsdsn.org/wp-content/uploads/2015/05/150612-FINAL-SDSN-Indicator-Report1.pdf
7 Acknowledgements, Sustainable Development Goals targets and indicators report, March 2015, United Nations.
8 Zero draft outcome document - UN General Assembly for the Post-2015 Development agenda, 1 June 2015.

SDG Goal 5: Achieve gender equality and empower all women and girls

5.1 End all forms of discrimination against all women and girls everywhere.
5.2 Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking, sexual, and other types of exploitation.
5.3 Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation.
5.4 Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate.
5.5 Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life.
5.6 Ensure universal access to sexual and reproductive health and reproductive rights as agreed in accordance with the Programme of Action of the International Conference on Population and Development and the Beijing Platform for Action and the outcome documents of their review conferences.
5.a Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws.
5.b Enhance the use of enabling technology, in particular information and communications technology, to promote the empowerment of women.
5.c Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels.

Attached at **Annex 1** at the end of this report is a table that shows the relationship between the MDGs, the SADC Gender Protocol, and the SDG targets and indicators. This table shows that in addition to the provisions of Goal Five, references to gender mainstreamed in other SDG targets bring the total number of gender targets in the SDGs to 33 (including those on climate change).

The zero draft outcome document suggests investment at national and regional level in the following means of implementation for Goal Five:



Lusaka Mayor, George Nyendwa, Daisy Ngambi, Ministry of Gender and Child Development Permanent Secretary, and Sara Longwe, Gender Links Board Member, during the SADC Gender Protocol@Work Summit in Zambia.
Photo by Gender Links

- Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources in accordance with national laws.
- Enhance the use of enabling technology, in particular information and communications technology, to promote the empowerment of women.
- Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of girls at all levels.

The United Nations Statistical Division (UNSD) working with the Open Working Group on the SDGs has developed indicators and a monitoring framework to measure the proposed targets for the Post-2015 goals. The indicators cover national, global, regional and thematic monitoring. These provide a platform for sub-regions such as SADC to develop their own monitoring system. The UNSD recommends a framework of 100 Global Monitoring Indicators, accompanied by Complementary National Indicators. Thirty five gender specific indicators are included in the global list; 12 under Goal Five (gender equality). Strong financing for development avenues are recommended to implement the proposed targets, measure their progress and a follow up multi-tiered Post-2015 review process. At a national level, the Post-2015 review process recommends active citizen participation.

The ten red flags of the SDGs on gender equality

The Women's Major group raised ten red flags in June 2015 on areas that need strengthening to achieve a transformative agenda:

- Gender equality and the human rights of women and girls must be recognised as a cross-cutting issue critical for the success of the Post-2015 development agenda.
- Commitments to human rights and inclusivity must be strengthened.
- Commitments to civil society and major group participation must be strengthened.
- The role of feminist and women's organisations must be recognized and supported.
- The role of the private sector must be regulated and its social, economic and environmental impacts assessed and remedied where appropriate.
- The Political Declaration must emphasise commitments to the wellbeing of people and the planet.
- The Vision and the Call for Action need to acknowledge the way in which the current economic model has contributed to inequalities and environmental degradation.
- The goals and targets proposed by the Open Working Group should be fully endorsed, and there should be a clear path to devise ambitious indicators for the SDGs.
- Means of Implementation must be prioritised for the Post-2015 agenda.
- The commitments to monitoring, review and accountability must outline comprehensive processes for national, regional and global reviews.

Source: International Women's Health Coalition www.iwhc.org

The Beijing Plus Twenty Review

The world celebrated the historic roadmap signed by 189 governments 20 years ago that is still considered the most comprehensive blueprint on women's rights during the 59th session of the Commission on the Status of Women. 164 countries conducted reviews of the Beijing commitments towards gender equality and women's empowerment.

Women and the economy has been a cause of concern since the 1995 Beijing Platform for Action (BPFA). The Beijing Plus Twenty review proposes acceleration of women's empowerment through increased decision-making, education and training that include Science, Technology, Engineering and Mathematics (STEM) subjects; recognition of the multiple roles of women and financing empowerment activities. The environment, women in peace keeping and violence against women remain areas that need accelerated processes to reduce the gender equality gap.

The Africa review of the BPFA called for transformative change for women and girls. However, the continent raised concerns on new and continuing challenges on issues such as climate change, conflicts, HIV/AIDS, epidemics, human trafficking, child labour, religious extremism, terrorism, global economic and financial crises and increasing inequality, which threaten to set back progress made so far towards gender equality and the advancement of women and girls across the continent. The review emphasised the correlation of Africa's sustainable development with gender equality.

The Addis Beijing Plus 20 review called for a strong **regional accountability framework** involving Governments, the private sector and civil society to monitor and track progress with a view to achieving the Post-2015 development goals, and particularly the stand-alone goal on gender equality and women's empowerment. The review called for investing in data and information systems for monitoring and tracking of gender equality and empowerment.

The review calls for stronger mandates for gender machineries to monitor and evaluate the achievement of agreed-upon gender equality targets and indicators, including by equipping them with the requisite staff to drive, convene and coordinate policies, programmes and interventions. Capacity building programmes, gender audits, gender markers and integrated reporting across all sectors are highlighted as key to tracking funding for gender equality and women's empowerment. The Beijing Plus 20 review emphasises connecting SDGs to implementation at a local level.



Marching for equality at the 59th Commission on the Status of Women meeting, March 2015. *Photo by Katherine Robinson*

Financing for development



Governments, civil society and the private sector gathered in Addis Ababa in July 2015 to deliberate on financing the world's development framework. The Financing for Development (FFD) Agenda calls for domestic resource mobilisation which may leave poor countries reliant on foreign aid. As highlighted in Chapter Four on the Economy, SADC's push on industrialisation raises concerns as to who will benefit from this growth and job creation.

The Women's Major Group, representing more than 600 women's groups from over 100 countries, expressed concerns that the framework fails to:

- Advance solutions to developing countries' debt crises, continuing to jeopardize the human rights of women and girls worldwide who bear the burden of harsh austerity measures and debt repayments.
- Address systemic imbalances in the global financial system or advance a new paradigm for democratic economic governance. Women continue to act as shock absorbers and stabilisers during financial crises.
- Regulate the role of the private sector through binding frameworks that align their actions with human rights and sustainable development objectives and hold corporations accountable for violations of human rights and gender equality.
- Ensure that trade and investment agreements do not undermine policies intended to uphold human rights and provide decent work consistent with international labor standards.

African Union Agenda 2063



The African Union finalised a framework in April 2015 to optimally use Africa's resources for advancing the wellbeing of Africans[10]. The framework proposes a rights-based approach to development that is mirrored at a national and sub-regional level. The Agenda 2063 framework sets goals and targets for the continent's development including reducing gender inequality. The African Union further declared 2015 as a year of women's empowerment. In Aspiration number six, Agenda 2063 calls for people driven, inclusive development through:

- Including women through decision-making regardless of gender, political affiliation, religion, ethnic affiliation, locality, age or other factors.
- Fully empowering women in all spheres, with equal social, political and economic rights, including the rights to own and inherit property, sign contracts, register and manage businesses.
- Enabling rural women to have access to productive assets: land, credit, inputs and financial services.
- Eliminating gender-based violence and discrimination (social, economic, political) against women and girls.
- Attain full gender parity, with women occupying at least 50% of elected public offices at all levels and half of managerial positions in the public and the private sectors.

The African Union Agenda 2063 raises the bar for gender equality and especially empowerment of women. The framework however lacks an implementation framework in the form of indicators to measure the set targets.

The SADC Post-2015 Gender Protocol - key issues

The Alliance began 2015 with a campaign demanding that the region:

- Conduct a thorough and honest review of the last seven years, and use this to reposition for 2030.
- Ensure that all gender provisions of the SDGs are incorporated.
- Go further than the SDGs on gender, media and ICTs.
- Strengthen the sustainable development provisions of the SADC Gender Protocol.
- Strengthen the rights-based language in the SADC Gender Protocol.
- Remove contradictions and anomalies around custom, tradition and religion.
- Adopt an implementation framework with strong gender disaggregated indicators.

Since the 2014 Barometer, the Alliance has been reviewing the Protocol targets against the agreed 17 goals and 169 indicators of the SDGs. The Alliance found that the Protocol needs to be bolder and more specific in a number of areas. Target five of the SDG's on gender equality goes much further than its predecessor MDG 3. The global agenda includes GBV, has a number of economic indicators (including the

[9] Women's Major Group Press release, 26 July 2015.
[10] The Future We Want for Africa, African Union Agenda 2063, April 2015.

unwaged work of women); goes beyond numbers in women's political participation through provisions for "effective" leadership and pushes some boundaries on reproductive health and rights.

On the other hand, the SDGs are thin on gender, media and ICT's, sparking an outcry by the Global Alliance on Media and Gender (GAMAG). Globally, all eyes are now on the indicators that will accompany the SDGs that are expected to be adopted by Heads of State at the UN General Assembly in September. The Alliance and GAMAG shared a potential 300 gender indicators with technical committees working on the global framework. As of latest count, the SDGs had 34 specific indicators on gender, a considerable improvement on the 8 in the MDG's criticised for taking a minimalist, basic needs approach to gender equality. This illustrates how Southern Africa has influenced the global gender agenda, while also looking to strengthen its own position.

The campaign has met with some resistance from the SADC Secretariat that hesitates to re-open Protocols and points out that none of its other protocols have targets let alone indicators.[11] Zimbabwe, the current chair of SADC, did not have a gender minister for several months, leading to a hiatus at a critical time. But Malawi, the immediate past chair of SADC, supported by South Africa, Mozambique, Seychelles and Lesotho has provided strong leadership in support of revising the SADC Gender Protocol Targets. The Gender Ministers meeting in May 2015 provided much-needed guidance to the process. The meeting also raised key conceptual issues that need to be grappled with as part of the review, including:

- How best to align the SADC Gender Protocol to the SDGs, Beijing Plus Twenty Review and the Africa 2063 Agenda;
- The balancing act between strengthening the SADC Gender Protocol and ensuring that gender is main-streamed in all SADC Protocols;
- How to concretise key provisions in the SADC Gender Protocol that are not currently cast as targets; and
- How best to come up with timeframes and a monitoring framework, when there are such wide differences in country performance.

Alignment and pushing the envelope

Often referred to as a sub-regional road map for MDG Three, SADC has up to now stayed ahead of the global agenda in its aspirations for gender equality. Table 2 is a numerical summary of the table at **Annex 1**, found at the end of the Barometer, showing the progression on gender from the MDGs to the SDGs, and where the SADC Gender Protocol sits within these frameworks.

Table 2: FROM MDGs to SDGs - Aligning the SADC Gender Protocol to the SDGs

THEME		TARGETS			INDICATORS		
		MDGs - Gender	SADC Gender Protocol targets	Sustainable Development Goals - Gender	MDGs - Gender	SDGI	SDG indicators - Gender
1	Constitutional and legal	0	3	3	0	0	2
2	Governance	1	1	1	1	3	1
3	Education	1	2	2	2	3	7
4	Economic Justice	4	7	6	1	8	7
5	Gender Based Violence	0	6	3	0	0	4
6	Sexual &Reproductive Health	4	4	3	2	3	9
7	HIV and AIDS	1	3	1	2	3	2
8	Peace and Security	0	1	0	0	0	0
9	Media	1	1	1	0	6	0
10	Environment	3	0	12	6	0	2
TOTAL		**12**	**28**	**32**	**8**	**26**	**34**

Table two shows that:

- The SADC Gender Protocol went further that the MDGs with 28 targets on gender equality in ten sectors compared to 12 in the MDGs in seven sectors.

The SADC targets cover a wider range of areas than the MDGs, including Constitutional and legal rights, violence against women, peace and security and the media. However, the SADC Gender Protocol is silent

[11] E Mail communication with the Alliance, E Kakukuru; 11 May, 2015.

on gender and the environment, an area the MDGs began to touch on, ahead of the SDGs.

- With 32 targets specific to gender or in which gender is mainstreamed, the SDGs go beyond the MDGs in a number of areas, and potentially reinforce the SADC Gender Protocol in almost all theme areas, except for the media, peace and security. With 12 gender-related targets on the environment, the SDGs are especially strong in this area.
- Although SADC governments did not have a Monitoring, Evaluation and Results (MER) framework for the SADC Gender Protocol, the Alliance devised the SADC Gender and Development Index (SGDI) with 26 empirical indicators in six sectors. The MDGs had just eight gender indicators, in similar sectors. The SDGs have 34 gender indicators, in eight sectors. These indicators have been selected by a team of experts from statistical offices around the globe because they are measurable. This means that these indicators can definitely be used to strengthen the SGDI.

Table 3: Integrating the SDG provisions into the SADC Gender Protocol

	TARGETS	INDICATORS
Additional to the SADC Gender Protocol	4	24
Similar and can be merged	16	8
Only the SADC Gender Protocol has these	13	18
Total	**33**	**50**

Annex 1 shows in detail how the provisions of the SDGs and the SADC Gender Protocol might be merged, by categorising targets and indicators into those that are additional to the Protocol; those that are similar and can be merged, and those that are unique to the SADC Gender Protocol. **Table three** summarises these findings. It shows that a simple merging of these provisions might lead to 33 targets, and 50 indicators in the Post-2015 SADC Gender Protocol. *Hoever, this is not a numbers game, or a mathematical exercise; rather one of identifying what is going to ensure that gender equality is achieved by 2030.*

Annex A is on the CD ROM because it is a working document that the Alliance is contributing to the review process, for which it is providing technical advice. This details not only the provisions in the SDGs, but also in the Beijing Platform for Action, and Agenda 2063, against the targets of the Protocol. It also includes gender provisions in other SADC Protocols, where these have been mainstreamed. Based on the analysis of authors in this Barometer, the annex proposes ways in which the SADC Gender Protocol targets can be aligned to these global and continental provisions. The annex also identifies indicators for which credible data can be sourced, both from the experience of working with the SGDI, and the debates on the SDGs. As these are still matters for negotiation, it is premature to put numbers to what may emerge for review. What is apparent however is that there is a basis in agreed instruments for a strong MER framework for the Post - 2015 SADC Gender Protocol.



Looking at all the options: Regional SADC Gender Protocol@Work summit, May 2014.
Photo by Thandokulhle Dlamini

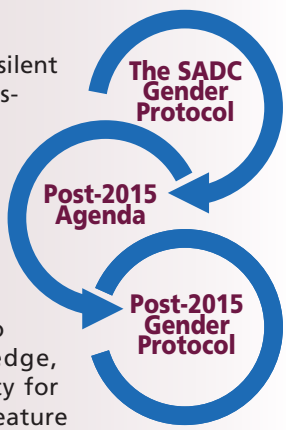
Table 4: Mapping of global gender frameworks against the SADC Gender Protocol

Thematic area	MDGs	The SADC Gender Protocol	SDG	BPFA	AU Agenda 2063
Constitutional and Legal rights					
Governance					
Education					
Economic Justice					
Gender Based Violence					
Sexual and Reproductive Health					
HIV and AIDS					
Peace and Security					
Media					
Climate Change					

Key	Gender missing	Gender weak	Strong on gender	Very strong on gender

Table four summarises the *content* of **Annex A**, showing also the progress that has been made with regard to global discourse on gender since the MDGs. With colour coding ranging from red for gender missing to dark green for very strong, the analysis shows that the SADC Gender Protocol is a strong instrument lacking only on climate change; and open to strengthening in seven areas. The Protocol also has much to contribute to global debates, especially on the media, ICTs, HIV and AIDS.

A dynamic interplay



The SADC Gender Protocol is silent on **climate change** and sustainable development, a key area in the Post-2015 agenda. The SDGs are strong on women's representation and participation in climate change decision-making as well as investment in agriculture, mining and tourism to empower women. Knowledge, development and accessibility for women on climate change feature strongly in the SDGs and the BPFA. The AU Agenda 2063 targets equitable use of natural resources for socio-economic beneficiation. Tapping indigenous knowledge from women as a means of knowledge generation and decision -making is highlighted in the SDGs, BPFA and the AU Agenda 2063. The three frameworks highlight the involvement of women in disaster management as well as the equitable allocation to land for income generation and food security.

While the Protocol focuses on enrolment in **education**, the SDGs bring in completion rates. The BPFA also focusses on changing negative cultural norms to promote girls' retention at school. The BPFA emphasises safety and sanitation facilities at school as means of keeping girls in school. It also recognises early childhood development as key to gender responsive career pathing. By having a target and indicators on prevalence of **gender violence**, the SDGs open the door for cascading the GBV baseline studies that have now been conducted in six SADC countries to all countries in the region.

The SADC Gender Protocol is the only framework that recognises care work linked to **HIV and AIDS**. While the SADC Gender Protocol has strong provisions on gender equality in and through the media, there is superficial mention of increasing access to ICTs and internet usage in the SDGs and AU Agenda 2063. All instruments need to be more up-to-date on cyber violence, use of ICTs for economic empowerment and improvement of literacy levels of women using ICTs.

Stand alone or mainstream? Gender in other SADC Protocols

A perennial question for SADC, as for any organisation, is the extent to which gender should be mainstreamed in existing instruments, as opposed to the stand-alone Protocol. The SADC region has 27 Protocols (including the SADC Gender Protocol). Gender mainstreaming in these instruments is patchy at best; missing at worst.

Table 5: Gender in mainstream SADC Protocols

	Protocol	Year adopted	Gender references
1.	Protocol to the Treaty establishing SADC on Immunities and Privileges	1992	1 Provision: Officials of SADC shall: Be immune together with their spouses and members of the family forming part of the household, from immigration restrictions, alien registration and from national service obligations.
2.	Protocol on Energy	1996	1 Provision: Ensure that the development and use of energy takes cognisance of the gender realities of the region.
3.	Protocol on Combating Illicit Drug Trafficking	1996	
4.	Protocol on Trade	1996	
5.	Protocol on Transport , Communications and Meteorology	1996	
6.	Protocol on Education and Training	1997	
7.	Protocol on Mining	1997	
8.	Protocol on Health	1999	2 Provisions: To develop common strategies to address the health needs of women, children and other vulnerable groups; Encourage adolescents to delay engaging in early sexual activity which may result in unwanted teenage pregnancies.
9.	Protocol on Legal Affairs	2000	
10.	Revised Protocol on Shared Water courses	2000	
11.	Protocol on the Tribunal and Rules thereof	2000	1 Provision: Article 4 - Nomination, Selection and Appointment of Members :2) Due consideration shall be given to fair gender representation in the nomination and appointment process.
12.	Protocol Against Corruption	2001	
13.	Protocol on Control of Firearms, Ammunition and other materials	2001	
14.	Protocol on Fisheries	2001	2 Provisions: In the Implementation of this Protocol, State Parties shall promote gender equality and address any potential inequalities; State Parties shall ensure that all stakeholders participate, at the appropriate level in decision-making processes that affect the management of shared resources.
15.	Protocol on Politics, Defence and Security	2001	
16.	Protocol on Culture, Information and Sport	2001	4 Provisions: Article 3 - State parties undertake to cooperate in the following areas: f) gender equality and equity; Article 9 - State parties shall co-operate in ensuring gender equality and equity in the areas of culture, information and sport in light of the SADC Declaration on Gender and Development; Article 17 - In fulfilment of the Principles of this Protocol, State Parties shall co-operate in the area of information in order to attain the following objectives: f) ensure that the media are adequately sensitised on gender issues so as to promote gender equality and equity in information dissemination; Article 24 - In fulfilment of the Principles of this Protocol, State Parties shall co-operate in the area of sport in order to attain the following objectives: d) promote active participation by stakeholders in sport and recreation activities, with special emphasis on women, children and persons with disabilities.
17.	Protocol on Mutual Legal Assistance in Criminal Matters	2002	
18.	Protocol on Extradition	2002	1 Provision: Article 4 - Extradition shall be refused in any of the following circumstances: b) if the Requested State has substantial grounds for believing that the request for extradition has been made for the purpose of prosecuting or punishing a person on account of that person's race, religion, nationality, ethnic origin, political opinion, sex or status or that the person's position may be prejudiced for any of those reasons.

	Protocol	Year adopted	Gender references
19.	Protocol on Forestry	2002	ARTICLE 13: 2 Provisions: State parties shall adopt national policies and mechanisms to enable the effective participation of women in effective forestry management, including affirmative steps to seek and encourage such participation; develop regional guidelines and share information and expertise related to the participation of women in sustainable forest management.
20.	Protocol on the Facilitation of Movement of Persons	2005	
21.	Protocol on Gender and Development	2008	Gender Protocol.
22.	Protocol on Science, Technology and Innovation	2008	1 Provision: Promotion of gender equity in all areas of science, technology and innovation
23.	Protocol on the development of Tourism	2009	
24.	Protocol on Finance and investment	2010	
25.	Protocol in Trade in Services	2012	
26.	Protocol on Environmental Management For Sustainable Development	2013	8 Provisions in Article 19 on Gender equality and Women's Empowerment, gender analysis and gender mainstreaming; gender responsive policies, strategies, projects and programmes; gender responsive capacity building, education, and training; participatory consultations including women and men; utilise women's skills, knowledge and capacities in mitigation and adaptation strategies; conduct research which does exist on gender and environmental management; gender sensitive indicators for environmental management; collect and publish gender disaggregated data.
27.	Protocol on Employment and Labour	2014	11 Provisions across the Protocol including: promoting gender equality in the employment and labour sector; equality of opportunity in employment and labour market policies; elimination all forms of direct or indirect discrimination on grounds such as sex, gender, pregnancy, marital status; ensure equal pay for work of equal value, and equal remuneration for jobs of equal value for women and men; the eradication of occupational segregation and all forms of employment discrimination; adoption of reasonable measures to enable men and women to reconcile their occupational and family obligations; promotion of decent work; equity in post-employment security schemes; maternity protection is afforded to all employed women, in accordance with the ILO Maternity Protection (Revised) Convention, 2000 (No. 183); compulsory social insurance paid by both the employer and the employees in respect of the total number of men and women employed, without distinction of sex; Maternity medical benefits shall include prenatal, childbirth and postnatal care, as well as hospitalisation care when necessary; paternity leave in order to ensure that child-caring is a shared responsibility between father and mother; ensure that women are not discriminated against or dismissed on grounds of maternity; working conditions and environments are appropriate for and conducive to pregnant and nursing mothers; sustainable human development which promotes innovative, gender-sensitive training and skills development programmes, such as apprenticeship programmes, mentorship, business incubators, promoting a culture of entrepreneurship.
TOTAL			**34 references to gender**

Table five analyses the existing provisions for gender equality in SADC Protocols. It shows that 11 out of the 26 mainstream Protocols make some reference to gender. Significantly, the most comprehensive references to gender are in the latest two Protocols: the Protocol on Employment and Labour and Protocol on Environmental Management for Sustainable Development.[12] This is a positive sign that gender mainstreaming is beginning to take root in SADC processes.

[12] Gender Dimensions of Regional Integration; C L Morna, 2015.

Table 6: Gender references in SADC Protocols by theme			
Theme	**SADC Gender Protocol targets**	**References to gender in other SADC Protocols (no specific targets)**	**SADC Protocols that make these references**
Constitutional and legal	3	3	• Protocol to the Treaty establishing SADC on Immunities and Privileges • Protocol on the Tribunal and Rules thereof • Protocol on Extradition
Governance	1		
Education	2	1	Protocol on Science, Technology and Innovation
Economic Justice	7	16	Protocols on Energy, Fisheries, Forestry, Science and Innovation, Employment and Labour
Gender Based Violence	6		
Sexual reproductive Health	4	2	Protocol on Health
HIV and AIDS	3		
Peace and Security	1		
Media, ICT and communication	1	4	Protocol on Culture, Information and Sport
Environment and climate change		8	Protocol on Environment Management
TOTAL	**28**	**34**	

Table six summarises the more detailed mapping of gender in mainstream SADC Protocols by theme in **Annex A on the CD ROM**. This shows that there are 34 references in six theme areas. Not surprisingly, given SADC's economic bent, the most number of references to gender are in the economic justice sector. An important vindication of the stand-alone gender protocol is that there are no references to gender in other SADC Protocols in four key areas: governance, GBV; HIV and AIDS; peace and security. Numerical representation in other areas should not be mistaken for adequacy. In some instances, as reflected in Table Five, references are vague and peripheral. *Of great significance is the fact that the other SADC Protocols do not have specific targets, timeframes or an MER framework. This underpins the Alliance position that mainstreaming all SADC instruments should be cross referenced with the SADC Gender Protocol.*



A SADC Protocol on gender and development workshop in DRC.
Photo by Gender Links

Why cross referencing is key

A case in point is the creative tension that has existed between the SADC GU and the Alliance on Gender and Climate Change. Recognising the gap on this issue as natural disasters in the region swirl around us, the Alliance started a campaign for an addendum on Gender and Climate Change in 2011. While the addendum did not eventuate, many of the proposals found their way into the Protocol on Environment Management and Sustainable Development. The Alliance still argues that given the crucial importance of this issue for women in the region, reference should be made to these provisions in the SADC Gender Protocol, and enhanced through its unique targets, timeframes, and now MER framework. Alignment to the SDGs, that are particularly strong in this area, will enhance the action and results that this Barometer calls for.

Provisions in the SADC Protocol that are not targets

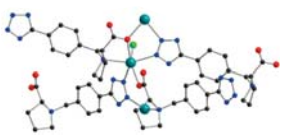
Table 7: Targets and provisions in the SADC Gender Protocol		
Theme	**SADC Gender Protocol targets**	**SADC Gender Protocol Provisions**
Constitutional and legal rights	3	36
Governance	1	7
Education	2	0
Economic Justice	7	8
Gender Based Violence	6	15
Sexual reproductive Health	4	0
HIV and AIDS	3	2
Peace and Security	1	1
Media	1	6
Environment		0
TOTAL	**28**	**75**

Another key area for consideration in the review are existing provisions in the Protocol that have not specifically been designated as targets. **Table seven** shows that while the Protocol has 28 targets for the attainment of gender equality by 2015, it has another 75 provisions for gender equality. Working with the Protocol, especially in aligning national action plans to the SADC Gender Protocol, has raised questions as to why some provisions constitute specific targets, while others do not. A critical debate is required during the review on what informed these decisions, and whether they need to be relooked in the Post-2015 review, as illustrated in the media example that follows:

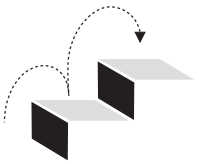
Why more media provisions should be targets

The media targets of the SADC Gender Protocol are recognised globally as among the most progressive. Yet only one of the ten provisions (equal representation of women in the ownership of, and decision-making structures of the media by 2015) is a specific target. Of particular concern to gender and media activists is that the provision on "giving women equal voice in all areas of coverage" in Article 30.2 is not a time-bound target. While monitoring has proceeded on the premise that this *should* be a target, the fact that it is not weakens advocacy in this area. The Alliance will be lobbying hard for certain *provisions* of the Protocol to become *targets* in the Post-2015 era.

Variable performance



A fourth and final key consideration concerns timeframes and variable performance between countries. As detailed in the chapters that follow, SADC countries vary greatly in size and performance. While some have come close to reaching certain targets, others still lag behind. For example, three SADC countries (Seychelles, South Africa and Namibia) are now close to attaining gender parity in women's representation in parliament. Yet in four SADC countries (the DRC, Zambia, Botswana and Mauritius) women's representation in parliament is below 15%. Clearly, some SADC countries should set themselves earlier deadlines than others for achieving the gender parity target. *Overall, the review should not just be a case of substituting 2015 with 2030. It should be based on a realistic assessment of performance, overall and by country, to set achievable targets that will lead to action and results.*



Next steps

Table 8: Roadmap for the review of the SADC Gender Protocol

ACTION	WHO	WHEN	OUTPUT
Set up task team - one senior official per Member State plus Technical Team.	Secretariat	June 2015	Task Team
Draft Budget for the process and mobilise resources.	Secretariat	June 2015	Budget
Alignment exercise leading to draft Post-2015 targets and indicators.	Technical team	July 2015	Zero Draft revised targets and indicators
Circulate to Member States for input.	Secretariat	July 2015	Input from MS
Notification on the review process to Council of Ministers.	Secretariat	July 2015	Endorsement of the review process
Meeting of Task Team in the margins of the SADC HOS.	Secretariat/ Alliance	August 2015 (Botswana)	Draft Targets and MER Framework
National consultations.	Member States/ Alliance	September/ October 2015	Feedback on the draft Targets and MER Framework
Meeting of Gender Ministers in the margins of the AU/UNECA meeting.	Secretariat/ UN WOMEN	November/December (TBC) - 2015	Revised targets and MER Framework
Council of Ministers Meeting.	Secretariat	March 2016	Final comments on the revised targets and MER framework
Annual Gender Ministers Meeting.	Secretariat/UN WOMEN, Alliance	May 2016	Adoption of the revised targets and MER framework

Source: SADC Gender Ministers Meeting May 2015.

The May 2015 Gender Ministers meeting crafted a roadmap for the review process **(Table eight)** which will be led by the Member States, the SADC secretariat, UN Women and the Alliance. The process requires commitment from the government, SADC secretariat and the gender movement. The Alliance has a platform to contribute to strengthening the Protocol using lessons learnt from 2008 to 2015. Alignment to global processes will help to ensure synergy and enhance the possibility of resource mobilisation. The region has seen the value of time-bound targets but also felt the gap of indicators to measure the targets. The implementation framework agreed to by governments will help to ensure that targets will be met in 2030. *Now is the time for all to demand, and work together for, action and results!*

Executive summary



Malawi Minister of Gender, Children, Disability and Social Welfare Patricia Kaliati engages with the Post-2015 agenda during a meeting with the Alliance at the Malawi Mission in New York. Background: Permanent Secretary, Mary Shawa; right Zimbabwean Kadoma junior councillor Rumbidzai Muparutsa. *Photo: Colleen Lowe Morna*

2015 is a landmark year for the Southern Africa Development Community (SADC) as the SADC Gender Protocol, aligned to the Millennium Development Goals (MDGs), expires this year. At their meeting in Harare in May 2015, SADC Gender Ministers resolved to review the Protocol and align it to the upcoming Sustainable Development Goals (SDGs), the Beijing Plus Twenty Review, and Africa's Agenda 2063. They also agreed that the Post-2015 SADC Gender Protocol must be accompanied by a Monitoring, Evaluation and Results (MER) framework.

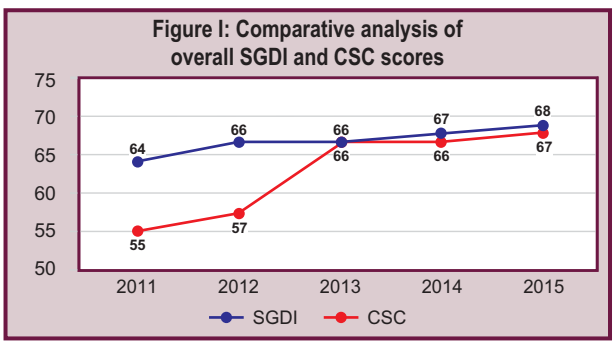
In August 2015, the SADC Gender Protocol Alliance, a "network of gender networks" that has championed the SADC Gender Protocol, its tracking and implementation, will meet in Gaborone, Botswana, to review progress, and reposition for 2015. The sixth SADC Protocol@Work summit will take place on the eve of the SADC Heads of State Summit. With its theme, *"A Strong Post-2015 Agenda: Action and Results"*, the gathering of the Alliance, local government, government, media and Faith Based Organisations will take stock of progress and make recommendations for the review.

The expiry of the Protocol comes a few weeks before the gathering of leaders from around the world for the United Nations General Assembly to adopt the SGDs that will steer the global development agenda for the next 15 years (2015-2030). Following a concerted campaign by activists that the Alliance contributed to, the SDGs include a stand-alone goal on gender equality that goes well beyond the MDG three goal. The SDGs also have a stronger emphasis on mainstreaming across all goals. The SDG results framework includes 35 gender-specific indicators. This is an opportunity both to influence the global agenda, and to strengthen the SADC Post-2015 agenda.

Progress against the SGDI and CSC

Since 2011, the Alliance has been measuring progress towards gender equality in the region using two indices (see box). The SADC Gender and Development Index (SGDI) measures progress against 26 empirical indicators in six sectors (education, political participation, the economy, health, HIV and AIDS, and the media), all adjusted to a factor of 100.

The Citizen Score Card (CSC), administered to a representative sample across the region, measures perceptions of women and men on the change that is taking place around them against all 28 targets of the SADC Gender Protocol, in ten sectors. Unlike the SGDI, the CSC 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 (in addition to the six SGDI sectors) the four sectors for which there are no SGDI scores because these are difficult to measure. These are: Constitutional and legal rights, GBV, peace building and implementation. Like all indicators, both the SGDI and the CSC have limitations. However, read together, they provide a fair reflection of the progress and challenges.



Source: Gender Links 2015.

Figure I shows the progression of the SGDI and the CSC over the five years that these indicators have been tracked. Typical of empirical measures, the SGDI has moved slowly, from 64% to 68%, a four percentage point increase. The CSC on the other hand has increased by twelve percentage points from 55% to 67%, underscoring the optimism among the people of SADC that gender is now on the agenda. *But at 68% for the SDGI and 67% for the CSC, the region is only about two thirds of where it should be by 2015 using these measures.* This explains the key message of the 2015 Barometer: ***action and results must be the name of the game from 2015 to 2030!***

How the CSC and SGDI work

Table I: CSC sample 2015			
Score cards			
	Female	**Male**	**Total submissions**
Botswana	887	573	1460
DRC	598	559	1157
Lesotho	918	686	1604
Madagascar	1421	1243	2664
Malawi	289	351	640
Mauritius	1685	1648	3333
Mozambique	1220	614	1834
Namibia	913	748	1661
South Africa	1382	966	2348
Swaziland	515	334	849
Tanzania	581	433	1014
Zambia	906	692	1598
Zimbabwe	691	675	1366
Regional	**12006**	**9522**	**21528**

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.

The sample size for the CSC for 2015 is the biggest since 2009. 21 528 women and men from 13 SADC countries participated in the syrvey compared to 4 501 in 2014. Women constituted 56 %, and men 44 % of the total. This is the highest sample size for men to date.

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 at for the country barometers, the team had assembled data on 23 indicators in six sectors (see **Table V**). 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 II: 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		✗

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

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

TABLE III : 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	37	10	9	25	21	17	12	39	38	44	41	15	36	13	34
Local government	n/a	19	6	46	6	11	26	36	42	n/a	38	22	34	6	16
Cabinet	19	13	14	22	19	32	8	29	22	27	41	26	37	15	12
EDUCATION															
Primary School	46	51	46	49	50	49	49	47	49	50	50	48	52	49	50
Secondary School	44	48	36	57	50	54	52	44	53	50	55	50	46	45	50
Tertiary level	40	47	32	59	50	40	61	38	53	n/a	58	51	40	52	42
ECONOMY															
Economic decision-making	29	29	21	36	11	20	33	25	33	33	23	20	44	23	23
Labour force participation - Women	64	75	70	60	88	85	49	86	56	68	49	45	90	73	85
Labour force participation - Men	78	83	72	75	91	81	80	83	64	79	63	73	91	86	91
Unemployment - Women	n/a	20	36	28	4	10	13	2	19	5	28	26	4	11	4
Unemployment - Men	n/a	15	n/a	23	2	5	6	3	15	4	23	20	3	14	4
Women in non-agricultural paid labour (% of labour force)	24	41	26	51	35	11	38	11	48	54	45	32	31	22	22
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	100	100	100	100	100	100	100	60	16	100	100	100
SEXUAL AND REPRODUCTIVE HEALTH															
Maternal mortality rate (out of 100,000)	460	170	730	490	440	510	73	480	130	n/a	140	310	410	280	470
Using contraception	18	53	18	47	40	46	76	12	55	41	60	65	34	41	59
Births attended by skilled personnel	49	99	80	62	44	71	100	19	88	99	94	82	49	47	66
HIV and AIDS															
Comprehensive knowledge on HIV and AIDS women	25	40	15	39	23	42	80	36	65	67	27	58	40	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	97	27	81	3	73	96	66	90	100	87	95	71	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	n/a	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	17	17	20	46	15	15	45	20	n/a	23	24	19	18	22

Source: Gender Links, 2015.

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 % of total: The number of women employees working in media institutions expressed as a percentage of all employees in media institutions.
- Women as % of board of directors: The number of women directors of media institutions expressed as a percentage of all directors of media institutions.
- Women as % of management: The number of women managers in media institutions expressed as a percentage of all managers in media institutions.
- Female % 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 % 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-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.

Table IV: SGDI Scores by country and rank 2011 - 2015							
	Baseline 2011	Rank	Progress 2015	Rank	Variance rank (2011-2015)	Variance score (2011-2015)	Variance target (2011-2015)
Region	64		68			4	-32
Seychelles	79	1	82	1	0	3	-18
Namibia	73	3	79	2	1	6	-21
South Africa	79	1	79	3	-2	0	-21
Lesotho	73	3	75	4	-1	2	-25
Mauritius	71	5	75	5	0	4	-25
Botswana	70	6	69	6	0	-1	-31
Tanzania	65	8	69	7	1	4	-31
Swaziland	67	7	67	8	-1	0	-33
Zimbabwe	61	9	66	9	0	5	-34
Mozambique	57	12	65	10	-2	8	-35
Zambia	58	10	62	11	1	4	-38
Malawi	56	13	61	12	-1	5	-39
Madagascar	58	10	60	13	3	2	-40
Angola	56	13	58	14	-1	2	-42
DRC	45	15	48	15	0	3	-52

Source: Gender Links 2015.

Table IV compares the SGDI scores from 2011 to 2015 by country and rank. At 82%, Seychelles scored highest, with a three percentage point increase compared to 2011. Seychelles remained in the top position throughout the monitoring period. Namibia moved up a notch to second and gained six percentage points from 73% in 2011 to 79% in 2015. Twelve countries received a rating that is above the 2011 score. These are: Angola, DRC, Lesotho, Madagascar, Malawi, Mauritius and Mozambique, Seychelles, Swaziland, Tanzania, Zambia and Zimbabwe. Only one country (Botswana) received a lower rating. Two countries (South Africa and Swaziland) have not shifted from the 2011 score.

DRC, while ranked last in the region, has made a three percentage point shift from 45% to 48%. With an 8 percentage point improvement (twice the regional average), Mozambique registered the greatest improvement during the period - a dividend of the return to peace, economic prosperity, and the progressive gender measures taken during this period. South Africa (six percentage points) and Zimbabwe (five percentage points) also registered significant improvement over this period. All countries have a long way to go to reach the 100 percent target. This ranges from 18% in Seychelles to 52% in the DRC.



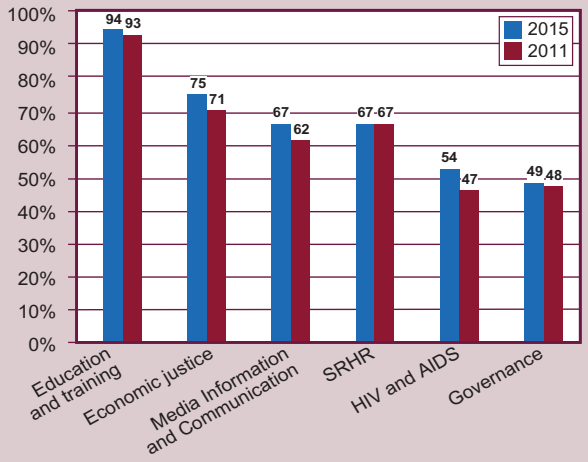
Debating the Post-2015 agenda: Director in the Lesotho gender ministry, Matau Futho-Letsatsi and Alliance partners at the Malawi Mission to the UN during the 2015 CSW in New York. *Photo: Colleen Lowe Morna*

Table V: SDGI by country and sector performance 2011-2015							
Countries		Progress SGDI - 2015 %	Sector	Progress SGDI - 2015 %	Sector	Variance Progress - Basline	Progress versus target
	Regional	**64**		**68**		**4**	**-32**
	Highest	93	Education	94	Education	1	-6
	Lowest sector	47	HIV and AIDS	49	Governance	2	-51
1	**Seychelles**	**79**		**82**		**3**	**-18**
	Highest	100	Education	100	Education	0	0
	Lowest sector	53	Governance	70	Health	**17**	-30
2	**South Africa**	**79**		**79**		0	**-21**
	Highest sector	99	Education	100	Education	1	0
	Lowest sector	50	HIV and AIDS	70	Health	20	-30
3	**Namibia**	**73**		**79**		**6**	**-21**
	Highest sector	99	Education	99	Education	0	-1
	Lowest sector	56	Governance	65	HIV and AIDS	9	-35
4	**Lesotho**	**73**		**75**		**2**	**-25**
	Highest sector	96	Education	99	Education	3	-1
	Lowest sector	46	HIV and AIDS	54	HIV and AIDS	8	-46
5	**Mauritius**	**71**		**75**		**4**	**-25**
	Highest sector	99	Education	99	Education	0	-1
	Lowest sector	25	Governance	40	Governance	15	-60
6	**Botswana**	**70**		**69**		**-1**	**-31**
	Highest sector	100	Education	77	Education	-23	-23
	Lowest sector	28	Governance	28	Governance	0	-82
7	**Tanzania**	**65**		**69**		4	**31**
	Highest sector	84	Education	91	Education	7	-9
	Lowest sector	53	HIV	50	HIV	-3	-50
8	**Swaziland**	**67**		**67**		**0**	**-33**
	Highest sector	99	Education	99	Education	0	-1
	Lowest sector	43	Governance	42	Governance	-1	-58
9	**Zimbabwe**	**61**		**66**		**5**	**-34**
	Highest sector	97	Education	95	Education	-2	-5
	Lowest sector	35	Governance	41	Governance	6	-59
10	**Mozambique**	**57**		**65**		**8**	**-35**
	Highest sector	86	Education	86	Education	0	-14
	Lowest sector	37	HIV	48	HIV	11	-52
11	**Zambia**	**58**		**62**		**4**	**-38**
	Highest sector	96	Education	96	Education	0	-4
	Lowest sector	24	Governance	23	Governance	-1	-77
12	**Malawi**	**56**		**61**		**5**	**-39**
	Highest sector	89	Education	93	Education	4	-7
	Lowest sector	33	HIV	31	Governance	-2	-69

Source: Gender Links 2015.

Table V provides the highest and lowest SGDI score for each country by sector. The table shows that for all countries, education is the highest scoring sector. The lowest scores are all for HIV and AIDS, health and Governance. This provides an indication of priority areas for the Post-2015 agenda.

Figure II: SGDI by sector 2011 - 2015



Sector	2011	2015	Variance
Education and Training	93	94	1
Economic Justice	71	75	4
SRHR	62	67	5
Media Information and Communication	67	67	0
HIV and AIDS	47	54	7
Governance	48	49	1

Source: Gender Links 2015.

Figure II shows that SGDI scores in all sectors have gone up since 2011. Education and training scored 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 2011 and August 2015.

The SGDI in all six sectors except for Media, Information and Communication moved upwards from their 2011 baseline scores. The most progress over the last four years has been made in the HIV and AIDS sector which gained seven percentage points from 47% in 2011 to 54% in 2015. This reflects the tremendous strides that have been achieved in reducing new HIV and AIDS infections, including Prevention of Mother to Child Transmission.

Sexual and Reproductive Health and Rights improved by five percentage points, thanks to improvements in maternal mortality, and contraceptive usage. Economic justice improved by four percentage points, as women have become more engaged in business and the work place. Education and training, already high, made a shift of one percentage point.

Governance also made a modest shift of one percentage point. Major achievements during the past four years include the adoption of legislated quotas for women in parliament and local government in Mauritius, Namibia and Zimbabwe using the Protocol as a lobbying tool. Forward and backward movement in elections resulted in limited net gains.

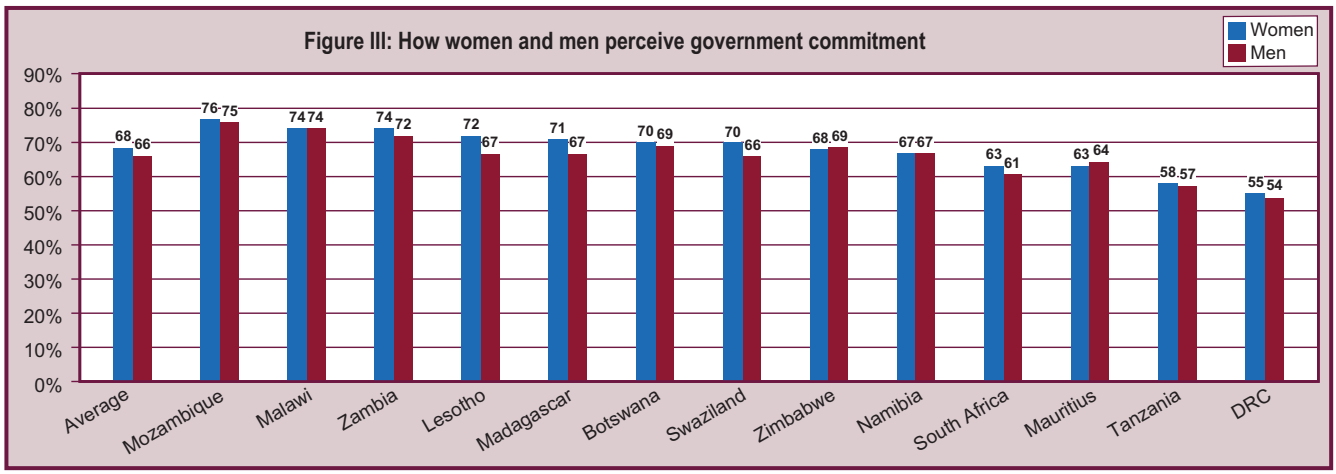
Table VI: Citizen Scores by country and rank 2011 - 2015

Countries	Baseline 2011	Rank	Progress 2015	Rank	Variance rank (2011-2015)	Variance score (2011-2015)	Variance target (2011-2015)
Mozambique	54	8	75	1	7	21	-25
Malawi	61	4	74	2	2	13	-26
Zambia	41	14	73	3	11	32	-27
Lesotho	59	6	70	4	2	11	-30
Botswana	54	9	70	5	4	16	-30
Madagascar	44	13	69	6	7	25	-31
Zimbabwe	47	11	69	7	4	22	-31
Swaziland	46	12	68	8	4	22	-32
Namibia	74	1	67	9	-8	-7	-33
Mauritius	70	3	64	10	-7	-6	-36
South Africa	74	2	62	11	-9	-12	-38
Tanzania	56	7	57	12	-5	1	-43
DRC	50	10	54	13	-3	4	-46
Seychelles	61	5					

Source: Gender Links 2015.

Table VI shows that overall there has been a positive trend in citizen perceptions as measured by the CSC. Citizens in eight SADC countries scored their countries upwards over the last year. Zambia made the most progress from 41% in 2011 to 73% in 2015. South Africa dropped from second position (74%) in 2011 to eleventh position (62%) during the period under review. Joining South Africa on the downward trend is Namibia and Mauritius.

With a 32 percentage point jump from 41% to 73%, Zambia showed the greatest improvement in citizen rating during the period under review. A factor that is likely to have influenced this rating is the appointment of the country's first woman vice president and gender activist Inonge Wina (see Chapter Two, Governance). The 25 percentage point hike in Madagascar's score (from 44% to 69%) may be due to the substantial increase in women's representation in parliament (now at 21%) in the December 2013 elections.

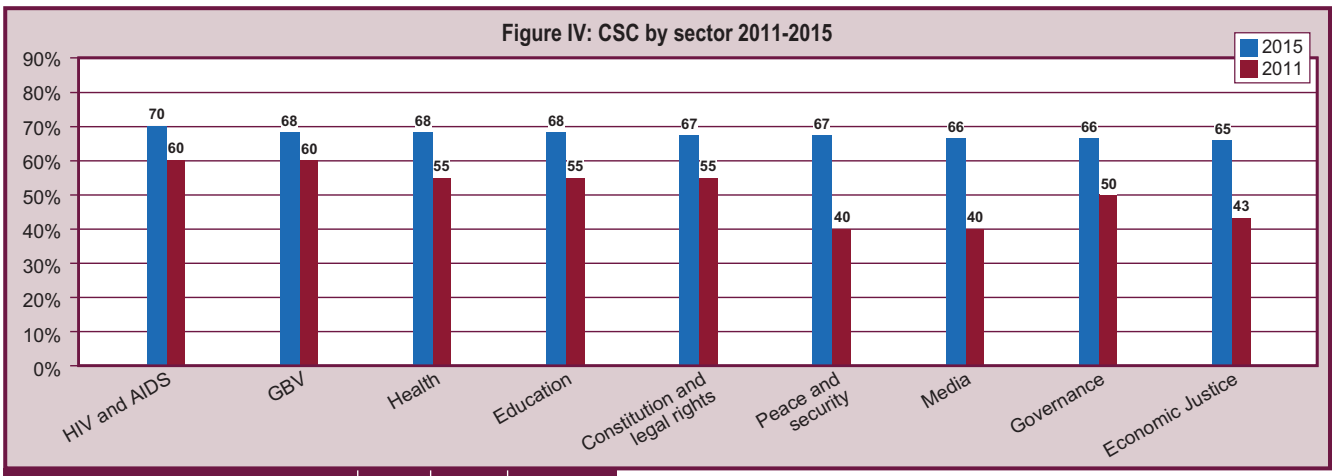


Source: Gender Links 2015.



Men in Kabwe, Zambia, rating their government's performance using the Citizen Score Card.
Photo: Colleen Lowe Morna

Figure III shows that overall there is no major gap in the scores of women and men. Women scored their governments higher than men in Mozambique, Zambia, Lesotho, Madagascar, Botswana, Swaziland, South Africa, Tanzania and DRC.The opposite is true in Zimbabwe and Mauritius. In Malawi and Namibia both women and men gave the same score. Lesotho and Madagascar registered the biggest gender gaps (five and four percentage points). This gap in perceptions points to the underlying social conservatism, with men apparently perceiving a more conducive environment than women.



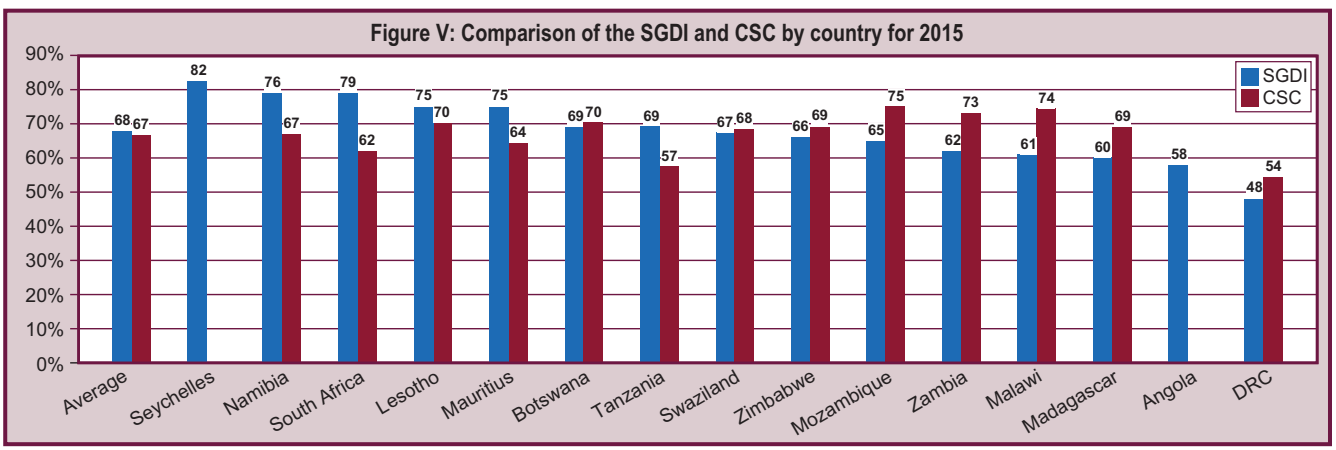
Sector	2011	2015	Variance
Regional	**55**	**67**	**12**
HIV and AIDS	60	70	**10**
GBV	60	68	**8**
Health	55	68	**13**
Education	55	68	**13**
Constitutional and legal rights	55	67	**12**
Peace and security	40	67	**27**
Media	40	66	**26**
Governance	50	66	**16**
Economic Justice	43	65	**22**

Source: Gender Links 2015.

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

Figure IV shows that at 70%, the HIV and AIDS sector has the highest score. This reflects the positive perceptions engendered by prevention, treatment and care campaigns over the period that have resulted in a decline in new rates of infection. Governance (66%) and economic justice (65%) scored lowest, reflecting lacklustre performance in women's political representation, and the perception that women's economic circumstances are not changing fast enough.

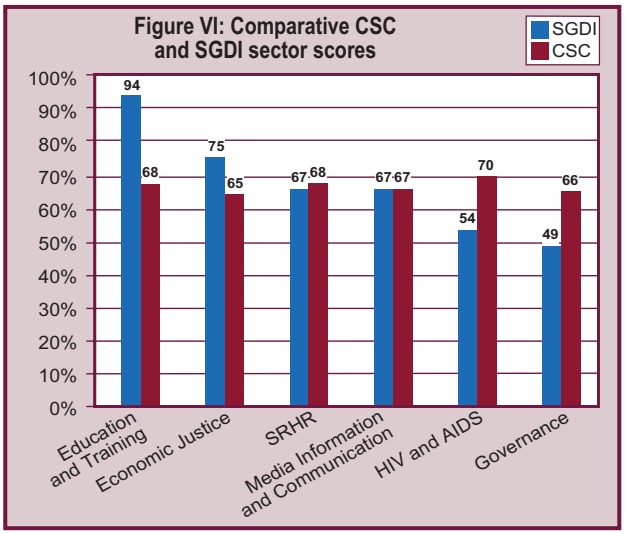
While the scores of all sectors improved, peace building registered the greatest improvement (27 percentage points). This reflects the return to peace in most SADC countries, except for pockets of conflict, notably in the DRC. With a 26 percentage point increase, media is a close second. This may reflect 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. GBV (8 percentage points) registered the least improvement. GBV remains one of the biggest areas of concern and most telling indicators of gender inequality in the SADC region.



Source: Gender Links 2015.

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 V 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 (79%) 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.



Source: Gender Links 2015.

Figure VI 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 is sorted in descending order according to SGDI scores. It shows that:

- The biggest gap between the two scores is for the education sector. The SGDI ranks education highest (94%) while at 68% the CSC score for education is number two in the region. This is a stark reminder of the need to consider both quantitative and qualitative evidence in assessing progress. SADC countries have done well in achieving gender balance especially at primary and secondary school level. However, there are still strong gender biases in teaching, subjects, curriculum and occupational choices. Gender violence is rife in schools.
- The SGDI ranks productive resources sixth, 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.
- At 70% the CSC score is considerably higher than the SGDI HIV and AIDS score of 54%. 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. These will take longer to translate into realities that will change the SGDI score.
- Governance is ranked last on both the CSC and SGDI. The empirical SGDI score of close to 50% reflects the reality that the average representation of women in political decision-making - averaging 21% to 27% 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 third place whereas the SGDI puts media in fourth place. However, both award a score of 67%. 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.
- At 67% and 68%, the SGDI and CSC scores for Sexual and Reproductive Health and Rights are very similar. This is an area in which SADC has made progress at the basic needs level (such as reducing maternal mortality) but is still grappling with more contentious issues, such as abortion. The adoption by Mozambique of Choice of Termination of Pregnancy legislation in the period under review (the third country after South Africa and Zambia to have such a law) shows that these are areas of gender discourse that are gradually advancing.

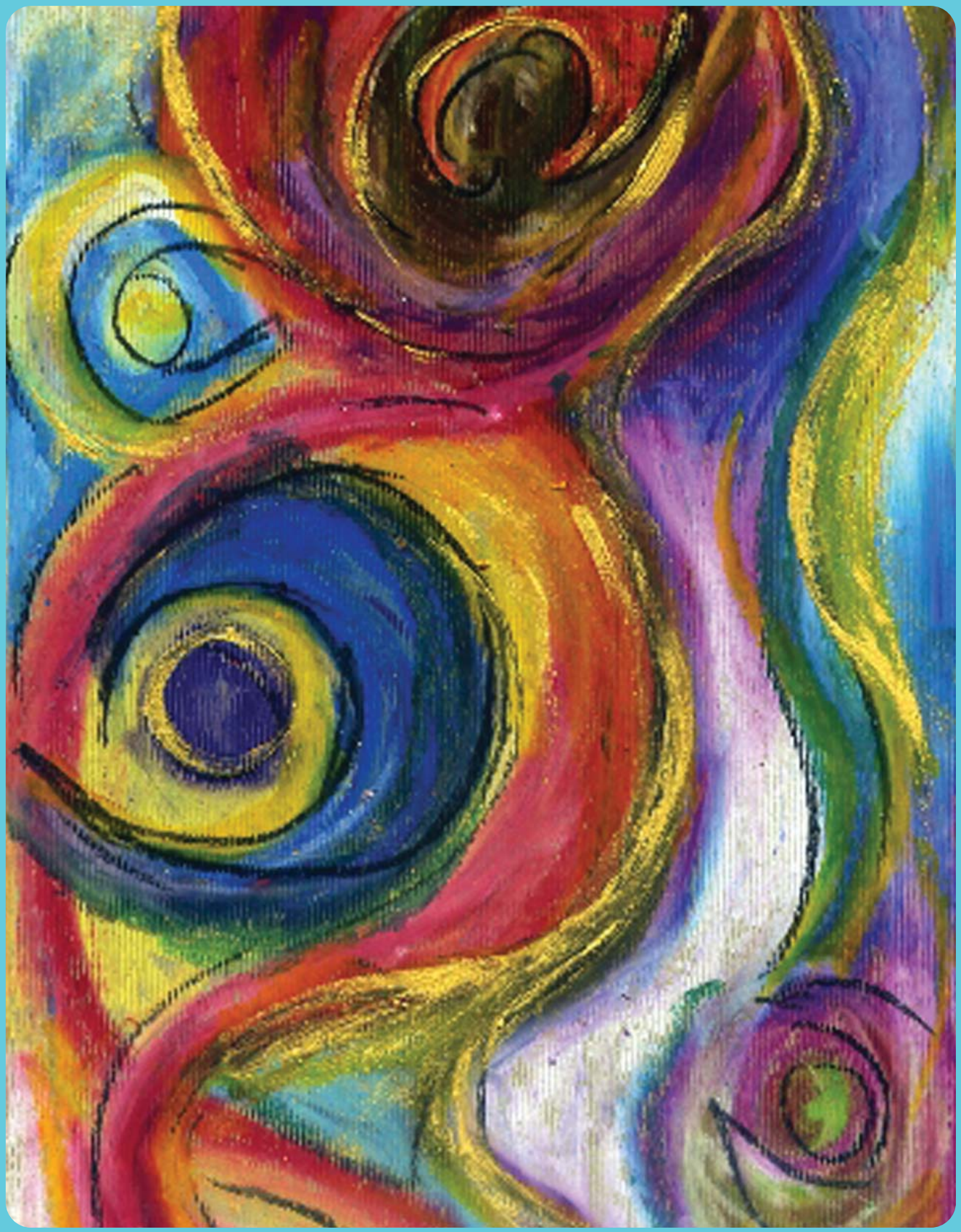
SADC GENDER PROTOCOL MILESTONES

- **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 UN WOMEN, 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.
- **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.
- **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.
- **May 2014:** SADC Gender Protocol@Work summit preceded by 12 national summits with a special category on the Faith Based Organisations (FBOS).
- **March 2014:** Alliance participates in the 58th Commission on the Status of Women.
- **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; Alliance lobbies for review of the SADC Gender Protocol.
- **March 2015:** The Alliance participate at CSW 59 with a focus on the targets and indicators for the SDGs and the SADC Gender Protocol Post-2015
- **March 2015:** The Alliance's input on the Global SDGs consultations is acknowledged
- **May 2015:** The SADC Executive Secretary requests the Alliance together with UN Women to work with the SADC Secretariat as technical partners in the review process.
- **May - June 2015:** The Alliance holds 13 national SADC Protocol @ work summits.
- **August 2015:** The Alliance will launch the sixth edition of the SADC Gender Protocol Barometer in Botswana on the eve of the 35th SADC HOS Summit in Gaborone at the SADC Protocol@Work summit.

Summary of progress and challenges from 2009 to 2015

Red lights	Green lights
Implementation	
Botswana and Mauritius have not signed the Protocol but there are positive signs that they will join the Protocol Post-2015. Madagascar has not yet ratified the Protocol.	The SADC Gender Ministers have agreed to review the SADC Gender Protocol and to add a Monitoring, Evaluation and Results Framework.
Domestication of this and other commitments remains a major concern.	Eight SADC countries have developed costed gender action plans aligned to the Protocol from six in 2014.
Knowledge of the SADC Gender Protocol, based on a widely distributed knowledge quiz, stands at 46%. While the Protocol is one of the best known of all the SADC Protocols, efforts on this front need to improve in the coming year.	417 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 Gender Progress Score puts attitudes towards gender in the region at 63% - an area that needs considerable improvement, as it underpins the injustices that persist despite the paper promises of equality.	
Constitutional and legal rights	
The CSC of 66% is two percentage points lower than in 2014.	Since the first 2009 Barometer eleven countries have undertaken constitutional reviews of some kind that have a bearing on gender equality. Twelve countries (up from four in 2009) address the contradictions between the Constitution, laws and practices.
The South Africa Women Empowerment and Gender Equality Bill (WEGE) has lapsed due to a lack of political will.	Fifteen countries provide for non-discrimination on the basis of sex.
Six countries do not have 18 as the minimum age of marriage.	The campaign against child marriages has gained momentum with Malawi raising the age of marriage to 18.
Levels of homophobia remain high; violence against lesbian women who experience “corrective rape” is of particular concern.	Three countries in the region (South Africa, DRC and Mozambique) have decriminalised homosexuality.
Abortion, sex work and marital rape do not feature in the SADC Gender Protocol. No country has decriminalised sex work.	Three countries have legalised abortion - South Africa, Zambia and most recently Mozambique.
Governance	
No country has reached the 50% target of women's representation in parliament, cabinet or local government. Over the past six years, women's overall representation in parliament has gone up by only two percentage points from 25% in 2009 to 27% in 2015.	As a region SADC is five percentage points ahead of the global average of women in parliament (22%).
Women's representation in cabinet has remained at 22 % since 2009. Only two countries have achieved over 30% women in Cabinet.	There has been an unprecedented flurry of women in high office in SADC over the period. Twelve women in eight SADC countries have held high positions: two Presidents, six deputy presidents, two prime ministers and two deputy prime ministers.
Women's representation in local government has increased by a mere one percentage point from 23% in 2009 to 24% in 2015.	SADC has local government elections in eight countries in 2015/2016. These elections can be used as a springboard for 50% representation in local government.
Women comprise 19% of parliamentarians and 8% of councilors in countries without quotas. They comprise 18% of MPs and 8% of councilors in countries with a First Past the Post (FPTP) system.	Women constitute 38% of MPs and 37% of councillors in countries with quotas, and 39% of MPs and 31% of councillors in countries with a Proportional Representation (PR) system. This shows that with the right combination of quotas and electoral systems, a rapid increase in women's political representation is possible.
Education and training	
The regional average score for education is 94% compared to the regional CSC score of 68%. The citizen score card underlines many qualitative challenges such as Gender Based violence in schools.	SADC has reached the targets of the Protocol, the MDGs and the Education For All Dakar Framework (EFA). The SDGs usher in a new era, with emphasis not just on enrolment rates, but also completion rates, performance and quality of education.
More girls (28%) are out of school compared to boys (25%). 31.7% of high school girls and 2.9% of girls in primary school drop out because of teenage pregnancy.	More countries have equal numbers of boys and girls in high school and tertiary at 10 and 9 countries respectively from a baseline of 7 for both in 2009.
Productive resources	
Regional and national economic performance still does not take into account the contribution of women especially those in the agriculture, mining and informal sectors.	The SGDI score has increased from 71% in 2009 to 75% in 2015. The CSC score has seen the most significant increase from 56% in 2009 to 65% in 2015.
There are still only two women finance ministers in the region. Only 3 countries in SADC have women as central bank governors & only Botswana has a female minister of Trade and Industry. Madagascar has the lowest representation of women in economic decision-making in the region at 14%.	The proportion of women in economic decision-making in the region has increased from 18% in 2009 to 27% in 2015.
Only 4 countries (Malawi, Namibia, South Africa and Mauritius) have conducted time-use studies on the multiple roles of women.	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 levels of women in entrepreneurship.	Regional and national economic performance still does not take into account the contribution of women especially those in the agriculture, mining and informal sectors.
Gender Based Violence	
Gender violence remains one of the most flagrant violations of women's and human rights in Southern Africa, undermining every other gain.	Citizens scored their governments 68% in 2015 compared to 47% in 2009. However this score has remained constant since 2013.

Red light	Green light
There is an urgent need to establish GBV baselines in all SADC countries and strengthen integrated, costed planning frameworks for ending GBV.	GL has conducted Violence Against Women Baseline Studies in six SADC countries (Botswana, Mauritius, four provinces of South Africa, Lesotho, Zambia and Zimbabwe).
Despite the relatively strong GBV legal frameworks, GBV in all its different forms continues to be rife in the region, with lifetime prevalence rates ranging from 25% in Mauritius to 86% in Lesotho.	11 now countries have laws on domestic violence; 13 on sexual harassment and 11 on human trafficking.
SADC did not meet the target of all 15 countries providing comprehensive treatment by 2015. Cash strapped NGOs provide most services.	All 15 SADC countries now offer Post Exposure Prophylaxis (PEP), up from only two in 2009.
According to a recent KPMG study, it costs South Africa over R42 million annually to respond to GBV.	National Action Plans to end Gender Violence have not been adequately costed. Monitoring and evaluation remains weak.
Sexual and reproductive health and rights	
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 progress is fragile and easy to reverse. The region is still far from the 2015 target.	The SGDI for health has gone up by five percentage points from 62% in 2011 to 67% in 2015. The CSC score for health has gone up from 55% in 2011 to 68% in 2015.
Maternal mortality rates in SADC range from 43 per 100,000 in Mauritius to 730 per 100 000 in the DRC. 5 countries have less than 50% of births attended to by skilled personnel. The SDG target is no more than 70 deaths per 100,000 births.	There are encouraging signs of declining maternal mortality ratios in Zambia, Lesotho and Zimbabwe. This underscores the need for all countries in SADC to redouble their efforts to prevent maternal deaths.
Health centres are often not adolescent friendly which contributes to the various health challenges faced by women in SADC. Female adolescents still face challenges in accessing contraception.	
HIV and AIDS	
SADC continues to be the epicentre of the HIV and AIDS epidemic. 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. Women account for 58% of those living with HIV in the sub-Saharan region. Women bear the greatest burden of care.	HIV and AIDS incidence has decreased consistently over the past decade as fewer people are becoming infected. The SGDI score increased from 47% in 2011 to 54% in 2015. The CSC for HIV is 70%; the highest of the sector scores and a strong thumbs up from the general public for government efforts to curb the pandemic.
Having multiple sexual partners, unprotected sex, early exposure to sex, the abuse of drugs and alcohol are some of the factors that contribute mostly to the new infections.	Prevention of Mother to Child Transmission (PMTCT) coverage is expanding in all countries. Botswana and South Africa are close to the target of 0 new infections for unborn babies.
Overstretched and understaffed health systems in the region face many challenges as they struggle to further expand treatment programmes.	Provision of antiretroviral therapy (ARVs) is expanding rapidly.
Peace building and conflict resolution	
Only one SADC country, the DRC, has adopted a UNSCR 1325 National Action Plan.	The increase in the CSC from 40% to 68% reflects the general return to peace in the region, with the exception of pockets of conflict, especially in the DRC, which had the lowest CSC score (48% for women and 51% for men).
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 since the Barometer began tracking this parameter in 2010. 12 countries (compared to seven) now provide sex disaggregated data on defence and 13 (compared to five) on the police.
Much more concerted effort is required by governments to meet the targets of Article 28 and translate the inclusion of women into the security sector for greater security of women in the region.	Eight out of the ten countries that send peacekeepers on UN missions send women peacekeepers. At 29%, Zimbabwe and Namibia sent the highest proportion of women on peace keeping missions in 2014, despite Zimbabwe deploying 35% women in 2013.
Media and communication	
The media, including new media, play a major role in reinforcing gender stereotypes. This is especially true in coverage of gender violence.	Citizens scored the media 66%, up from 64% last year and on par with the SGDI score in 2015.
The proportion of women in the news has increased only marginally, from 19% in 2011 to 21% in 2015.	Recent monitoring showed that Madagascar and Mozambique have 46% women as news sources whilst the rest of SADC have less than 30%. This shows that change is possible.
The SDGs are surprisingly silent on media and ICTs, given their significance in the Post-2015 agenda. Gender and the media is completely absent from this global agenda.	The Global Alliance on Media and Gender (GAMAG) used the 59th CSW to mobilise and campaign for the inclusion of media and ICTs in the draft SDGs. This has raised considerable awareness on the issues.
The media industry remains male dominated.	The Southern African Broadcasting Association (SABA), which is playing a leading role in GAMAG, elected 50% women to its board at its last meeting in Swaziland.
Climate change	
Women are the most vulnerable to the impact of unsustainable environmental practices and climate change, because they often have no independent income or land rights. In Southern Africa, the poor, the majority of whom are women, will be the hardest hit by the impacts of climate change.	Agenda 2063 and the SDGs provide a strong framework for strengthening responses to gender and climate change Post-2015. Although SADC has a stand-alone Protocol on the Environment with a chapter on gender, this needs to be cross referenced in the post-2015 SADC Gender Protocol. The review of the SADC Gender Protocol in 2015 provides the opportunity to do so.



A question of culture *Anushka Virahsawmy*

CHAPTER 1

Constitutional and legal rights

Articles 4-11



Ovahimba women from Kunene Region in Namibia demand their right to a better life.
Photo by Veronika Hambili

KEY POINTS

- Citizens rated their governments 66% (up from 60% in 2009) on Constitutional and Legal Rights using the Citizen Score Card (CSC) that gauges citizen perceptions of progress made thus far. Mozambique scored the highest and Tanzania the lowest. There is no SGDI score for this sector.
- Eleven Constitutional reviews have been undertaken in the region since the adoption of the SADC Gender Protocol. Malawi, Zambia and Tanzania are in the process of undertaking Constitutional Reviews.
- The South Africa Women Empowerment and Gender Equality Bill (WEGE) has lapsed due to a lack of political will.
- Contradictions between customary and common law exacerbate gender inequality.
- 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.
- In an important breakthrough Malawi increased the age of marriage for girls to 18. A young woman in Zimbabwe has challenged the constitutionality of child marriages. The campaign against child marriages is gaining momentum.
- Three countries in the region - South Africa, DRC and Mozambique - have decriminalised homosexuality.
- Abortion, sex work and marital rape do not feature in the SADC Gender Protocol (The Protocol). These merit consideration in the post-2015 Protocol agenda.

Constitutional and legal rights in the SADC region 2009-2015 trends table			
Target	**Baseline (2009 or 2011)**	**Progress 2015**	**Variance (Progress minus target)**
15 countries undertake constitutional reforms and review processes to align with the SADC Protocol on Gender and Development	**0**	**11** *8 complete* (Angola, DRC, Madagascar, Mauritius, Mozambique, Namibia, Seychelles, Zimbabwe) *3 in process* (Malawi, Tanzania, Zambia)	**-4** (Botswana, Lesotho, Swaziland, South Africa)
15 countries provide for non-discrimination on the basis of sex and others	**14** (Angola, Botswana, DRC, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, South Africa, Swaziland, Tanzania, Zambia, Zimbabwe)	**15** (Angola, Botswana, DRC, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Tanzania, Zambia, Zimbabwe)	**0**
15 country constitutions provide for the promotion of gender equality	**7** (Angola, DRC, Lesotho, Malawi, Mozambique, South Africa, Swaziland)	**12** (Angola, DRC, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, South Africa, Swaziland, Tanzania, Zimbabwe)	**-3** (Botswana, Seychelles, Zambia)
15 countries have no claw back clauses	**7** (Angola, DRC, Madagascar, Mozambique, Namibia, Seychelles, South Africa)	**10** (Angola, DRC, Madagascar, Mozambique, Namibia, Seychelles, South Africa, Tanzania, Zambia, Zimbabwe)	**-5** (Botswana, Lesotho, Malawi, Mauritius, Swaziland)
15 countries address the contradictions between the constitution, laws and practices	**4** (Namibia, South Africa, Swaziland, Tanzania)	**12** (Angola, Lesotho, Madagascar, Malawi, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Tanzania, Zambia, Zimbabwe)	**-3** (Botswana, DRC, Mauritius)
15 countries provide for affirmative action in their constitutions	**9** (DRC, Lesotho, Malawi, Namibia, Seychelles, South Africa, Swaziland, Tanzania, Zimbabwe)	**13** (DRC, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Tanzania, Zambia, Zimbabwe)	**-2** (Angola, Botswana)
15 countries decriminalised LGBTI	**0**	**3** (DRC, Mozambique, South Africa)	**-12** (Angola, Botswana, Lesotho, Madagascar, Malawi, Mauritius, Namibia, Seychelles, Swaziland, Tanzania, Zambia, Zimbabwe)
Marriage age for girls and boys is a minimum of 18 in 15 countries	**8** (Angola, Botswana, Madagascar, Mauritius, Mozambique, Namibia, Seychelles, South Africa)	**9** (Angola, Botswana, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa)	**-6** (DRC, Lesotho, Swaziland, Tanzania, Zambia, Zimbabwe)
Marital rape is a crime in 15 countries	**0**	**5** (Lesotho, Namibia, South Africa, Swaziland and Zimbabwe)	**-10** (Angola, Botswana, DRC, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Seychelles, Swaziland, Tanzania, Zambia)
15 countries decriminalise sex work	**0**	**0**	**-15** (Angola, Botswana, DRC, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Tanzania, Zambia, Zimbabwe)
15 countries legalise abortion	**2** (South Africa, Zambia)	**3** (Mozambique, South Africa, Zambia)	**-12** (Angola, Botswana, DRC, Lesotho, Madagascar, Malawi, Mauritius, Namibia, Seychelles, Swaziland, Tanzania, Zimbabwe)
Citizen Score Card (CSC) 100%	**60%**	**66%**	**-34%**



Women judges claim their space in Madagascar.
Photo by Zotonantenaina Razanandrateta

Constitutional and legal frameworks provide guidelines on the rights and duties of citizens. Two of the fundamental principles in all constitutions are the right to equality and freedom.

The trends table illustrates that all 15 SADC countries provide for non-discrimination on the basis of sex and other gender considerations. One of the most significant developments since the adoption of the SADC Gender Protocol (the Protocol) since 2008 is the fact that eight SADC countries have undertaken constitutional reviews, and three (Malawi, Tanzania and Zambia) are in the process of doing so. These reviews prioritise strengthening gender provisions in Constitutions. All but three countries (Botswana, Seychelles and Zambia) now have strong constitutional provisions for the promotion of gender equality. All but two countries (Angola and Botswana) have affirmative action provisions in their Constitutions.

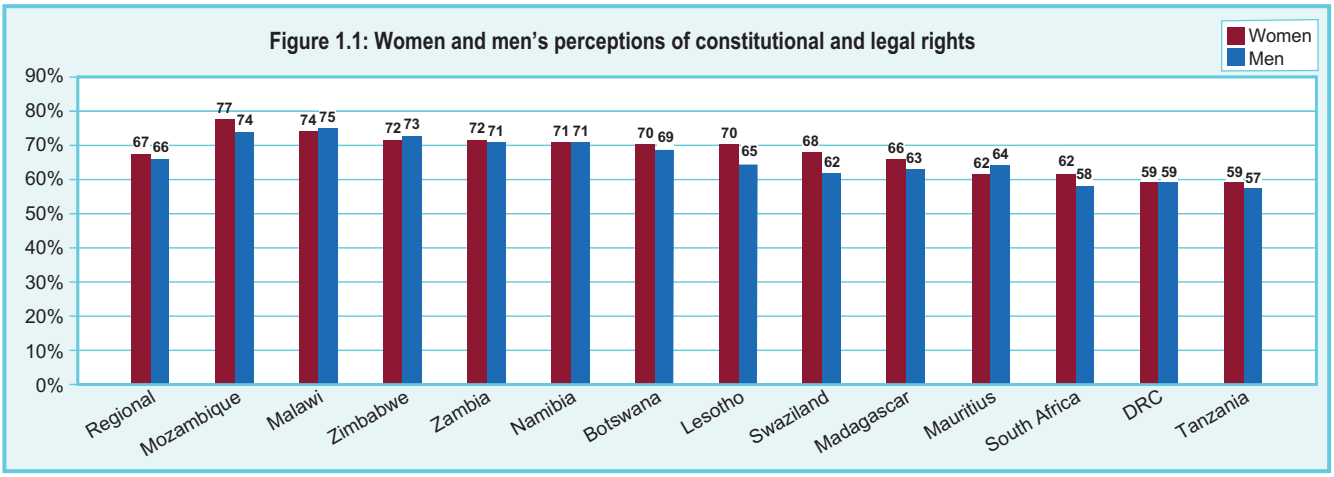
In the period under review, legislation on the age of marriage has gained momentum. Nine countries (all excluding DRC, Lesotho, Swaziland, Tanzania, Zambia and Zimbabwe) now set 18 as the minimum age for marriage. The passing of the Marriage, Divorce and Family Relations Bill in Malawi marked a key turning point for women in that country. In Zimbabwe two young women have challenged the early marriages that they were forced into.

In many countries the Constitution is contradicted by customary practices particularly dealing with what is considered to be the "personal" such as marriage, gender based violence marital rape, sex work and abortion. High levels of homophobia abound. Only three SADC countries have decriminalised sexual orientation: DRC, South Africa and - in the period under review - Mozambique.

There are critical issues that have to be considered in the Constitutional and legal rights provisions in the Post-2015 SADC Protocol on Gender and Development (The Protocol). These include:

- Ensuring women have equal opportunities as well equality of outcomes.
- The personal is public; women's rights in every sphere are part of the broader struggle for gender equality.
- Constitutional provisions must not be contradicted by laws, traditions and religious practices.
- Constitutions must guarantee equality from a gender and diversity perspective.

As indicated in the trends table The Citizen Score Card for Constitutional and Legal Rights rose from 60% in 2009 to 66% in 2015. This is 34 percentage points below the 100% target for 2015. Furthermore, the score went down by two percentage points from 68% in 2014 to 66% in 2015. This is disappointing, given the centrality of this area for advancing gender equality.



Source: Gender Links 2015 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 - 67% and 66% respectively. Mozambique moved from fifth position in 2014 to the highest scores in 2015, 77% for women and 74% for men. This represents an eight percentage point increase in the CSC for women and a six percentage point increase for men. The period under review witnessed a high level of activism around Mozambique's Penal Code that has been substantially revised, removing clauses that allowed rapists to go unpunished if they married their victims and criminalising homosexuality.

Women's rights are human rights

Since the 1993 International Conference on Human Rights in Vienna adopted the mantra "Women's rights are Human Rights" and set into place the Vienna Declaration and Programme of Action, an extensive body of normative texts has been adopted at international and regional levels to promote gender equality. These include the Convention on Elimination of all Forms of Discrimination against Women (CEDAW), which provides a solid, legally binding framework for the realization of a full range of women's rights and the integration of a substantive equality approach at all levels.

Strides have indeed been made, and gender dynamics continue to undergo rapid social, political, and economic changes. Women are increasingly represented in almost every facet of social, economic, political, and civil life. In many countries women now have the right to own land and real property, to vote, and to stand for offices previously held only by men. It is generally accepted that the status of women in any country is an important indicator of the well-being of that country. In the words of Nelson Mandela, "As long as women are bound by poverty and... looked down upon, human rights will lack substance."

Despite these advances, progress has been slow and the situation of women is far from satisfactory. Numerous factors, ranging from cultural and political to economic and patriarchal, continue to undermine women's rights. To some extent the collision of three trends - globalization, urbanization, and climate change - has made the challenges facing women more complex and more shared than ever before. New threats such as the trafficking of women, climate change-induced migration, and landlessness have emerged, and old problems such as violence against women have intensified and become more pervasive.

In many parts of the world women still work more than men, yet are paid less, and positions of power in corporations and government remain predominantly male. Women and girls suffer the most poverty and illiteracy. Women are more likely to suffer abuse than men. Young women are trafficked, forced to work as sex slaves, and face the threat of HIV/AIDS infection. Women bear a disproportionately greater burden than men in the consequences of conflicts. There may arguably be more women in leadership positions, but this does not necessarily translate into gender equality or equal, active participation in decision-making.

While many countries have ratified international conventions and regional agreements guaranteeing women equal rights and protection from discrimination, these agreements have not given rise to better living and working conditions for women. The elaboration of declarations promoting basic rights and international accountability is inadequate on its own to ensure that women's rights become a reality. We cannot accomplish the goals of gender equality in health care, education, standards of living, security, and employment until we address the cultural and economic conditions that underpin inequality.

Gender inequality is deeply rooted in economic and social structures and mind sets that have become entrenched over centuries and generations. Until we develop strategies to transform societies by changing the conditions that are midwives to the ills we seek to eradicate, our efforts will continue to yield less than satisfactory results.

The lesson is that as we deal with the symptoms of the crisis-by ensuring that victims of gender violence and discrimination have access to the courts and receive the necessary support, by combating all forms of violence against women, working to make homes, villages, and cities safe for women, ensuring that women's rights are integrated into international and regional human rights protection systems, and ensuring effective participation of women in decision-making bodies - we must contextualize the struggle in the conditions that produce the symptoms we seek to eradicate.

Economic conditions, poverty, male-dominated political party systems, and cultural norms impede the full participation of women in society and make it difficult for them to realise their full potential. In rural communities all over the world, women struggle with lower productivity, smaller farms, and less access to financing and farm inputs. When they have children the greater burden of bringing up children is on them. In times of illness, women are the primary caregivers and bail out inefficient or non-existent state health facilities. We need to create services that ensure these burdens do not fall only on women. We need to facilitate strategic research and planning to strengthen women's rights to use, control, and transfer land as well as access the economy. Access to land is vital to the empowerment of rural women.

(Excerpt from an article by Dr Muna Ndulo, Chair of the Gender Links Board).



Namibia moved from first in 2014 to fifth position in the rankings in 2015. The scores for women and men dropped substantially in the year under review, 13 and 10 percentage points for women and men respectively. This is cause for concern. During this period, women's rights activists in Namibia have criticised the government for failing to take effective action against harmful traditional practices.



Women and men in **DRC** both rated their government 59%, the second lowest score. Persistent conflict in Eastern DRC, accompanied by sexual violence, highlight the most glaring gaps between the rhetoric and the reality of gender equality in the SADC region.

DRC: Horrors of sexual violence a reminder of stark realities on the ground



Horrific levels of rape and other forms of sexual violence have plagued eastern Democratic Republic of Congo for almost two decades. Tens of thousands of women, girls, men, and boys have been raped and otherwise sexually abused. The exact number of victims is unknown.

Dozens of armed groups operate in eastern Congo, and many of them - as well as members of the Congolese security forces - have been perpetrators of sexual violence. Armed groups have abducted and held Congolese women and girls as sex slaves. The perpetrators often harmed their victims with machetes and other weapons before or after raping them. Girls as young as two and women older than 80 have been targeted, as well as some men and boys. Many victims developed serious medical complications following the rape, frequently dying from their wounds.

Armed groups and members of the Congolese army have used rape as a weapon of war to "punish" civilians belonging to a particular ethnic group, or those they accused of supporting the "enemy." Stigma and fear of rejection by their families or communities have prevented many women and girls from reporting rape. Others live in remote areas where no psychosocial or medical services exist.

Many have been threatened by the perpetrators or members of their armed group or army unit, deterring victims from seeking justice.



Women in DRC protest against sexual violence.
Photo courtesy of Getty Images

In recent years, Congolese authorities have carried out an increasing number of arrests and prosecutions for rape, but the vast majority of perpetrators remain unpunished. Senior level officers who have command responsibility for soldiers who rape are effectively untouchable. The United Nations Joint Human Rights Office (UNJHRO) in Congo recorded 187 convictions by military courts for sexual violence between July 2011 and December 2013. Four of those convicted were members of armed groups; the others were soldiers, police, or other state agents. Of the 136 army soldiers convicted, only three were senior officers, namely lieutenant colonels. The trial of one general, Jérôme Kakwavu, on rape charges is ongoing.

Widespread sexual violence in eastern Congo will not end until the perpetrators, including leaders bearing command responsibility, are brought to justice. Government officials should send strong, clear warnings to soldiers, officers, combatants, and warlords that rape carries a high price. Government officials who protect commanders or hinder investigations or prosecutions should also be brought to justice.

The justice system in Congo is beset by corruption, limited capacity, and political interference. Magistrates often lack proper training and basic equipment to conduct thorough investigations. Because of poor security in prisons, and corruption among judicial and prison staff, many of those arrested for rape have escaped from prison; some have returned to threaten the victims who denounced them. Others languish in appalling prison conditions awaiting trial, for weeks, months, or years. Ongoing insecurity in eastern Congo and the presence of armed groups has hindered the arrest of armed group commanders. The government has also had a policy over the past decade of rewarding former armed group leaders and alleged war criminals by integrating them into the army and giving them senior positions, effectively perpetuating the cycles of violence and impunity.

(Source: Democratic Republic of Congo: Ending Impunity for Sexual Violence. A Human Rights Watch Report)[1]

Protocol @ work

[1] https://www.hrw.org/news/2014/06/10/democratic-republic-congo-ending-impunity-sexual-violence



Malawi moved from seventh to second position in the rankings. Women's scores increased by five percentage points and men's by seven percentage points. This may in part be accounted for by the government's commitment to ending child marriages, elaborated later in this chapter.



South Africa, the country that is credited with the most progressive and best constitution in the region, moved from ninth to eleventh position. This, after dropping in the CSC rankings for Constitutional and legal rights, from first in 2013 to ninth in 2014. The xenophobic attacks, the lack of political will on the WEGE Bill and the lack of clarity on the vision of the Ministry of Gender are some of the factors contributing to the downgrading South Africa in the Constitutional and legal rights sector.

Background

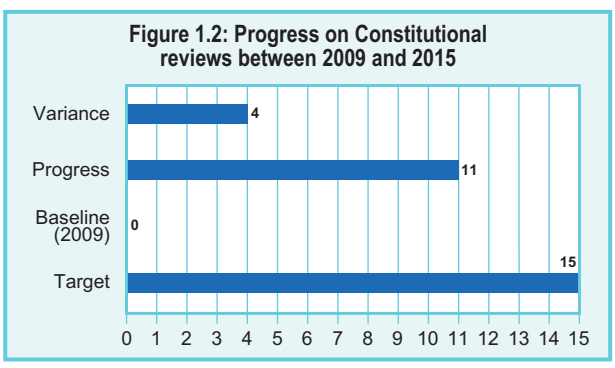
The Protocol has three measurable targets for Constitutional and legal rights. These include:

- 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.

SADC countries committed to 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.

Constitutional reforms and review processes in the region

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.



Source: Gender Links 2015.

During the period 2009 to 2015 11 out 15 SADC countries undertook Constitutional reviews. Eight countries completed their reviews and three are in process of doing so (Malawi, Tanzania and Zambia). South Africa allowed its Women Empowerment and Gender Equality Bill that would have given effect to Constitutional provisions for gender equality to lapse. Zimbabwe has made progress in aligning new laws to the Constitution.



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 of its greatest achievements to date. Malawi's former president, Joyce Banda, was well-positioned to revisit the proposed constitutional reforms.

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.[2] In the period under review Malawi enacted the Marriage, Divorce and Family Relations Act (Marriage Act). The provisions of the new law cannot contradict Malawi's Constitution. Malawi's parliament needs to amend the Constitution to raise the minimum age of marriage to 18 for both boys and girls without parental consent. Finalising the new constitution and its adoption is urgent.

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



The draft **Zambia** 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.[3]

The Grand Coalition on the Campaign for a People Driven Constitution in Zambia commended Members of Parliament for their reservations to unnecessary amendments to the Referendum Act. Coalition vice-chairperson Sara Longwe said on 8 July 2015, the Grand Coalition followed with keen interest the debate in the National Assembly of the Referendum Amendment Bill N.A.B No. 5 of 2015 presented by the Minister of Justice, Ngosa Simbyakula for the second reading.

"We were pleased to hear Hon. Jack Mwiimbu, Chairperson of the Parliamentary Select Committee on Legal Affairs, Governance, Human Rights, Gender Matters and Child Affairs, state that the Members of his Committee have rejected the government's move to force piecemeal constitutional amendments on the people of Zambia and to raise the vote threshold for adoption of a new constitution through a referendum, which is contrary to what is provided for in the current Referendum Act," she said.



Sara Longwe, Vice-chairperson, Grand Coalition on the Campaign for a People Driven Constitution in Zambia. *Photo by Mukayi Makaya*



The **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.

The draft Constitution also takes the unprecedented step of making education a guaranteed right for every Tanzanian. Tanzania postponed the 30 April 2015 referendum due to technical problems with voter registration.



The tabling of the Women Empowerment and Gender Equality (WEGE) Bill in **South Africa** aimed to give life to the Constitutional provisions on gender equality. 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.[4]

The National Council of Provinces (NCOP) did not sanction the 50% representation of women despite the fact that the Constitution provides for affirmative action and referred the Bill back to the Ministry of Gender for amendment. The Bill lapsed and will have to be reinstated by the National Assembly for consideration. This requires lobbying and advocacy by civil society organisation.

[3] http://www.southernafricalitigationcentre.org/2014/01/16/a-brief-analysis-of-zambias-constitution-making-process-and-the-leaked-final-draft-constitution/
[4] http://ohrh.law.ox.ac.uk/the-women-empowerment-and-gender-equality-bill-can-it-live-up-to-its-name/

Zimbabwe has made substantial progress on changing its laws and policies to align them with the new Constitution. The constitution is very clear on what needs to change and how this should be done. The Ministry of Women Affairs, Gender and Community Development convened a national conference on how to make the Constitution work for women. Attended by more than 4000, the conference made women aware of the process and continued to build their knowledge of the gender equality and women's rights provisions.

Protocol @ work

Zimbabwe: Making the new Constitution work for women

The Constitutional alignment process provides an opportunity to further cement the gender equality and women's rights gains provided for in the Constitution. More than 400 laws are to be amended, and where necessary, new laws will be created, in the process which government expects to complete by 2018.

Zimbabwe's 2013 Constitution provides a strong legal framework for advancing gender equality, women's rights and women's empowerment. The language and provisions of the Constitution obligate the State to ensure that women and girls access their rights, entitlements and opportunities as citizens. The gender equality and women's rights provisions in the Constitution are aligned to the international and regional agreements on the rights of women signed and ratified by Zimbabwe. These include the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), the Protocol to the African Union Charter on Human and People's Rights in Africa on the Rights of Women in Africa (Maputo Protocol) and the SADC Gender Protocol.

The Constitution contains a comprehensive non-discrimination clause in Section 56, *Equality and Non-discrimination*[5], that eradicates all laws, policies and programs that discriminate unfairly on the basis of sex, gender, marital status, pregnancy, disability, opinion, custom and "whether [a person was] born in and out of wedlock", among others.[6] Discriminatory treatment is defined as any direct or indirect discrimination that results in a privilege or disadvantage, including any condition, restriction or disability to which others are not subjected.[7] All forms of discrimination that may occur unintentionally and as a collateral effect are covered by the provision.

Equal treatment between "women and men" applies to "political, economic, cultural and social spheres."[8] Any discrimination is presumed to be unfair unless such treatment is established to be fair in a democratic society that comports with principles of "human dignity, equality and freedom."[9]

The Constitution also includes an expanded Declaration of Rights with a section on Women's Rights [Section 80]; gender equality is among the *Founding Values and Principles* [Section 3]; and, gender balance [Section 17] is among the *National Objectives* [Section 17]. A sea change is evident in the language in the new Constitution that clearly places the obligation on the State through the use of the word 'must'.

Section 80 on the *Rights of Women* in the new Constitution states that women should have equal opportunities as men in political, economic and social activities; and that *all laws, customs, traditions and cultural practices that infringe the rights of women conferred by this Constitution are void to the extent of infringement*. This effectively removes the dual legal system and the claw back clause in the former Constitution [Section 23, (3)(b)] which protected the application of customary law and provided for discrimination in matters of personal matters and customary law.

The alignment process provides the next test of whether there is a strong political commitment to gender equality and women's rights. It must be accompanied by a series of other measures to strengthen societal acceptance and to increase political accountability to the constitutional gains for women and girls.

Awareness of the process, however is not enough. The women's movement learnt in one of its earliest engagements to provide inputs into the amendment of the Electoral Act that there are still many stumbling blocks to be removed if laws are to be aligned to the gender equality and women's rights provisions in the Constitution. Women must have knowledge and information on how to participate in the alignment process; they must have a thorough knowledge and understanding of all sections of the Constitution; they must strengthen their technical expertise to analyse whether proposed amendments are compliant with the Constitution; and they must work collectively to keep up with the pace of the alignment process and to prioritize the laws that will make a difference in the lived realities of women and girls.[10]

[5] The language from this provision draws from the Non-discrimination provision of the South Africa Constitution.
[6] Section 56(3).
[7] Section 56(4).
[8] Section 56, Equality and Non-discrimination.
[9] Section 56 (5).
[10] Zimbabwe country Barometer, Gender Links, 2015

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.

Table 1.1 documents the ways gender equality clauses are included in constitutions across SADC.

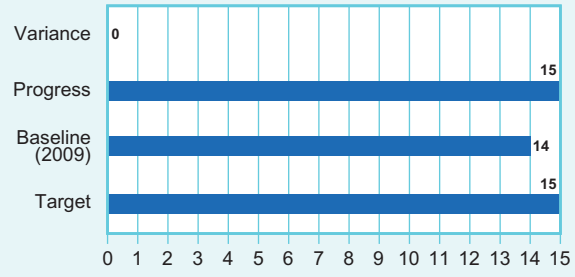
Table 1.1: Analysis of gender equality clauses in constitutions

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	Yes	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 **Namibia**	Yes, Article 35	Yes, Article 36	Yes, Article 39	Yes, Article 120	Yes, decriminalisation of homosexuality and termination of pregnancy	No	Yes, Article 143	Yes
Seychelles	Yes, Article 10	Yes, Article 10	Yes, Article 14	Yes, Article 95	Yes, Article 8	No	Yes, Article 19	Yes, Article 23
South Africa	Yes, Article 27	No	Yes, Article 30	No	No	No	Yes, Article 5	Yes Article 27
Swaziland	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
Tanzania	Yes, Section 20	Yes, Section 20	Yes, section 20 (2)	Yes, Section 28	Yes, Section 28 Yes, Article 13	Yes, Section 20	Yes, Section 2 and Article 20	Yes, Section 20, Article 86
Zambia	Yes, Article 13	Yes, Article 9	Yes, Article 16	Yes, Article 66	No	No	Yes, Article 30	Yes, Article 78
Zimbabwe	Yes, Article 23	Yes, Article 23	Yes, Article 23	No	The Declaration of Rights in the new Constitution has been expanded to include Equality and Non-Discrimination	Amended	Yes, Article1(1)	Yes
	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 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, 2015.

All SADC constitutions provide general protection from discrimination as well as discrimination on the grounds of sex and gender but discriminatory legislation exists: All SADC constitutions have non-discrimination clauses and almost all refer to non-discrimination based on sex. The Seychelles is the only country that does not provide for non-discrimination on the grounds of sex.

Figure 1.3: Progress on non-discrimination on the basis of sex and others between 2009 and 2015



Source: Gender Links 2015.

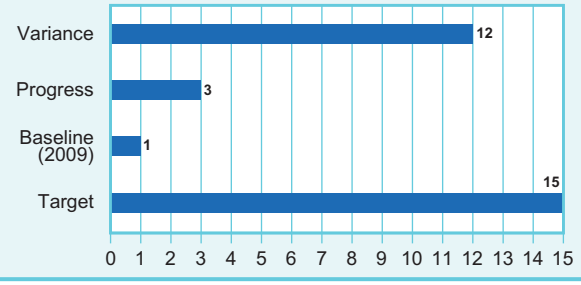
Twelve SADC countries do not protect the rights of Lesbian, Gay, Bisexual, Transgender, Intersex (LGBTI) people. Only the DRC, South Africa and Mozambique protect the rights of Lesbian, Gay, Bisexual, Transgender, Intersex (LGBTI) people. However, the DRC is considering introducing legislation to criminalise homosexuality. The Alliance is pushing for the Post-2015 Protocol to respect the rights of all persons, regardless of their orientation or identity.



Mozambique decriminalised homosexuality in its new Penal Code, making it one of a few African countries where same-sex relationships are legal.

While not technically illegal, same-sex sexual activity can be prosecuted under existing criminal code if individuals are found to "habitually engage in vices against nature."

Figure 1.4: Progress on decriminalising LGBTI between 2009 and 2015



Source: Gender Links 2015.

The old law dates back to 1887, when Mozambique was still under Portuguese rule. In December 2014 President Filipe Nyusi signed off on penal code reform and gave 180 days for it to take effect. Thus from June 29, 2015 homosexual behavior is no longer illegal in Mozambique. "The new penal code sweeps away a great deal of the musty colonial legacy, including the mention of 'vices against nature,'" wrote Agencia de Informacao de Mocambique. "Now not even the most contorted of arguments could claim that acts of gay sex between consenting adults are somehow illegal."

While Lambda, an advocacy group working in the country, is happy with the change, it is just one small step needed to ensure the broader human rights of all LGBTQ individuals in Mozambique-such as formal recognition of same-sex relationships, Gay Star News reported.



Mozambique's new penal code decriminalises homosexuality.
Photo courtesy of Pink News

The move comes as other African countries have moved to tighten anti-gay laws. In Nigeria, a law that came into force last year banned same-sex public displays of affection and introduced a possible 14-year prison sentence for gay sex. In Uganda, the government has pledged to introduce a new restrictive law after the last law which criminalised homosexuality was successfully challenged in the Constitutional court.

Activists hope that the change in Mozambique could have an impact on other countries. Mozambique's move to decriminalise homosexuality looks in step with recent changes elsewhere, such as Ireland and the US. Mozambique is also following the likes of neighbouring South Africa and the DRC where it is not a crime to be gay. "I am sure that African countries will look at their old laws and see that this is an important step to guarantee that society is free and equal," said Danilo Da Silva, head of the Mozambican gay rights group Lambda.[11]

[11] http://www.bbc.com/news/world-africa-33342963



In contrast, the **DRC** is facing backlash as there is a Bill on the table to criminalise homosexuality. In November 2013, a bill that would criminalise homosexuality was brought before parliament. It has yet to be debated. IRIN News ran this first hand plea of a young man called Paul (not his real name, as he fears persecution). He makes an impassioned plea for understanding and tolerance:

A plea for tolerance

"I realised that I was gay when I was 16 after a friend explained to me what I was. Before then, I had this unexplained liking for men. At times I got people to pray for me because I thought I was possessed by the devil or I had demons. Despite the prayers, I still wanted to sleep with a man and I could not help having this attraction.

I tried to change because of the daily stigma and discrimination at home and at school, but it was impossible. I concluded that you don't become gay, you are born gay. When my family learnt that I was gay, I was banished and abandoned. They treated me as if I were cursed, a deviant, an Anti-Christ. I quit school because no one could pay my fees. My friends are very homophobic [although] some are tolerant, especially the girls.

Homosexuality is considered as being against African culture. Like something meant to stop human procreation. That's why among certain tribes in the DRC a homosexual son cannot inherit anything from his mother or father. In others, he should be completely excluded from the family.

Homosexuality is seen as something contagious. That is why a homosexual should be separated from other children not to `contaminate' them. In other cultures like the Bamocha or the Kabare in Sud Kivu, if your child is homosexual his genitals should be mutilated because they have no meaning.

Many LGBTI have been cut off from their families and society. They cannot attend school normally, get employed or take bank loans. The situation is unimaginable in the provinces where homosexuals don't have the sort of solidarity like in cities.

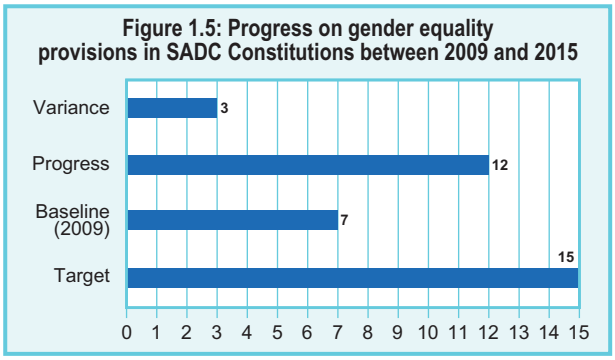
To survive, they take to prostitution. Their main clients are expatriates, young people or even older people. Sometimes they use condoms for those aware of HIV/AIDS infection, but due to poverty, others don't use protection despite being aware of the risks. Some clients demand sex without protection. Without condoms the fee is US$100 instead of $20 with protection. So, many prefer to take the risk to meet their financial needs.

Homosexuals are forced to hide their sexual orientation to get HIV/AIDS treatment. Known homosexuals don't get treatment due to discrimination and stigma by health workers. In some health centres they are treated differently from heterosexuals and their HIV status is publicly revealed after tests. Since the National Assembly accepted for debate the bill to criminalize homosexuality, the plight of homosexuals has worsened in the country, particularly in South Kivu where some radio stations air homophobic programmes in which they are condemned as the anti-Christ and jinxes. Protestant churches are also preaching homophobia and encouraging people to support the Bill.

Some preachers are encouraging violence, especially sexual violence against homosexuals. Some churches in Bukavu preach that a homosexual can become heterosexual if raped. That's why sexual violence against homosexuals has risen recently in Bukavu. Initially, lesbians also suffered sexual violence to make them become heterosexual. Criminalising homosexuality will gravely undermine human rights in the DRC and put homosexuals in great danger, especially those already known to be homosexual such as LGBTI activists."[12]

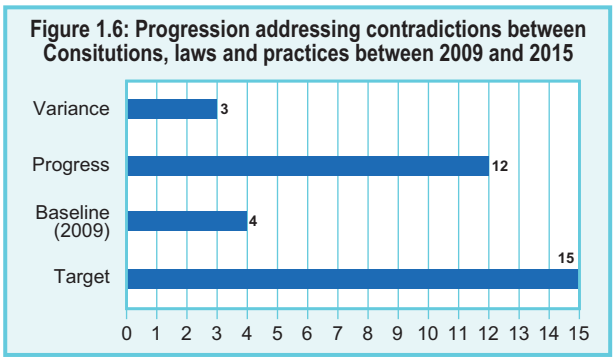
Twelve of SADC countries have explicit Constitutional provisions that promote gender equality: Over the period 2009 to 2015 five countries included specific clauses that relate to gender equality to their constitutions. Botswana, Seychelles and Zambia do not have specific clauses that relate to gender equality. In Zimbabwe and Mauritius the Constitutional reviews have provided the impetus for important policy and legislative changes.

[12] http://www.irinnews.org/hov/100509/paul-gay-rights-campaigner-in-drc-they-said-i-was-the-antichrist



Source: Gender Links 2015.

Twelve SADC countries have specific clauses that address the contradictions between Constitutional provisions, laws and practices: In 2009 only four SADC countries included clauses in their Constitutions to address contradictions with other laws and practices. This number rose to 12 in 2015. Only Botswana, the DRC and Mauritius Constitutions fail to state that the Constitution overrides any other provisions. However, in reality many contradictions persist.



Source: Gender Links 2015.



In **Zimbabwe** the 2013 adoption of a new constitution is viewed as a watershed for women. Emed Gunduza, a spokesperson for the Women's Coalition of Zimbabwe (WCZ), a network of women's rights activists and women's organizations, told IRIN the new Constitution had eliminated contradictions between customary and statutory law. "All laws, customs, traditions and cultural practices that infringe the rights of women conferred by the constitution are void to the extent of infringement." The new constitution stipulates that "all laws, customs, traditions and cultural practices that infringe the rights of women conferred by the constitution are void to the extent of infringement." The previous constitution protected customary law. Consequently the custom of a widow losing her deceased husband's land entirely or partially if she refused to marry a male relative becomes redundant. The custom, Chidavarume said, had placed an unwarranted strain on a woman's ability to provide for her children. Customary law also dictated that unmarried women could not have communal land allocated to them.[13]



South Africa has one of the most progressive Constitutions in the world. Despite this, South Africa's current president, Jacob Zuma, advocates for polygamy using the argument that it is freedom to practise ones culture. Polygamy exists in a complicated space within South Africa's legal structure. The practice is legal yet at the same time the country's Constitution provides for the equal rights of women and men - something many see as inherently missing in polygamous relationships.



President Jacob Zuma with his wives. *Photo courtesy of Blog Wizzy*

Article 4 of the Protocol stipulates that governments must go beyond enshrining gender equality and equity in their Constitutions. They must ensure that no provisions, laws or practices compromise either. Article 21 mandates state parties 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-based violence with a view to eliminate them.

Given South Africa's history of apartheid, those championing polygamy hold it up as a symbol of openness in a newly democratic society. For others, it represents the very opposite: oppression and outdated tradition. The South Africa Law Reform Commission, Discussion Paper 104 on Domestic Partnerships states: "A situation that is peculiar to South Africa is the legal recognition of polygamous customary marriages for some members of the population while for the rest a bigamous marriage is null and void."[14]

[13] http://www.irinnews.org/report/100135/zimbabwe-s-women-farmers-on-the-rise
[14] South Africa Law Reform Commission, Discussion Paper 104, Domestic Partnerships, Project 118, DOMESTIC PARTNERSHIPS, section 7.7.21. 2003



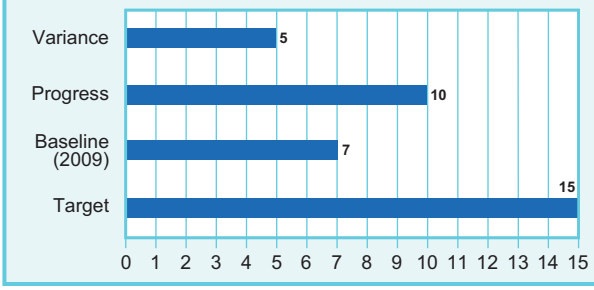
In **Tanzania** customary laws and practices mitigate against the effective implementation of constitutional law. The table outlines some of the discriminatory laws that need to be repealed. Most of these exist in customary law.

Table 1.2: Tanzania discriminatory customary legal provisions

Provision	Yes/No	Impact
Every marriage, including civil, religious, traditional or customary, is registered.	No	Most customary and traditional marriages are not registered.
Widows are not subjected to inhuman, humiliating or degrading treatment.	No	A widow traditionally often has only three choices: to be inherited as a wife, to go back to 'her people', or to live where her children have decided to stay. All these choices require her to be a dependent irrespective of the number of years she has lived with her husband and how much she has contributed to the family wealth.
A widow automatically becomes guardian or custodian of her children, unless otherwise determined by a court of law.	No	In some customary laws the children are put under the guardianship or custodianship of a family member of their deceased father.
A widow shall have the right to live in the matrimonial house after her husband's death.	No	Statutory law is not binding when it comes to customary and traditional laws. In some customs and traditions, widows are evicted from the matrimonial house, or inherited by the deceased's brother. The 1963 Local Customary Law (Declaration) Order excludes the possibility for a widow to inherit land from her deceased husband.
A widow shall have access to employment and other opportunities.	No	Under Islamic laws and some customs a widow is required to remain indoors for a long time often about three months. She risks losing her job or if self-employed, her income-earning activities.
Widows shall have the right to have inheritance of her husband's property.	No	Not in customary laws and in some traditional practices.
Widows shall have the right to remarry any person of their choice.	No	Wife inheritance is practised in some traditions.
Widows shall be protected from all forms of violence and discrimination.	No	Most customary laws leave women vulnerable to violence.

Source: Tanzania Human Right Report by Legal and Human Rights Centre 2008.

Figure 1.7: Progress on eliminating claw back clauses between 2009 and 2015



Source: Gender Links 2015.

Five SADC countries have claw back clauses in their constitutions: In 2009 eight countries had claw back clauses in their constitutions. This number has dropped to five in 2015. Progress in eliminating claw back clauses has been slow. Botswana, Lesotho, Malawi, Mauritius and Swaziland include claw back clauses in their constitutions.

These clauses generally relate to cultural practices and personal laws. 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...".[15] 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.



Botswana provides for a House of Chiefs, which submits resolutions to the National Assembly on Bills affecting customary issues. 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."

[15] Botswana Government CEDAW Report 2010.



In **Lesotho** 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. In Swaziland, the claw back clause relates to the law relating to marriage and the minority status of women.

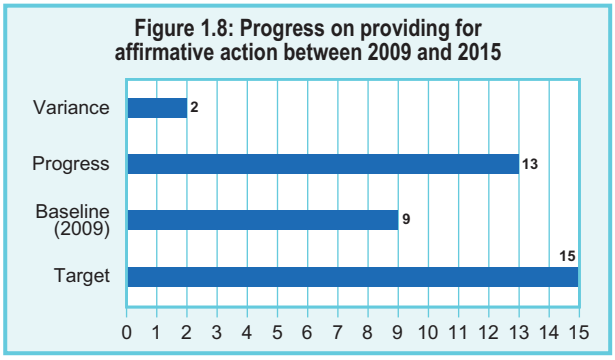


In **Swaziland** the preamble of the Constitution states that it is necessary to blend customary institutions with those of democratic society, and then the constitution sets out the traditional pillars of the monarchy and states that traditional government is administered according to Swazi law and 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.

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.

This section will focus on increasing women's participation in sectors other than public decision-making. This subject will be covered in Chapter two: Governance.



Source: Gender Links 2015.

At the start of the monitoring, nine countries had affirmative action provisions in their Constitutions. This has increased by four countries to 13 countries. Angola and Botswana do not affirmative action provision in their constitution. Botswana, however, uses affirmative action strategies to improve the lives of its citizens.



The **Botswana** Revised Area Development Programme of 2009 provides broad strategies aimed at uplifting members of remote area settlements. This practice came about as a result of an acknowledgement that people in remote areas have experienced particular and intractable disadvantage because of long-standing historical prejudice and subjugation by the dominant group. Thus, remote area communities continue to be most affected by poverty and dependent on welfare support from the state, despite interventions and initiatives devised to complement the objectives of the Remote Area Development Programme and other existing national economic empowerment programmes. The major challenges confronting these populations include limited access to land, water, education, and health.

Government, through cabinet, has directed that a Comprehensive Plan of Affirmative Action be developed specifically for the remote area communities. This will promote equal opportunities and ensure that national programmes include these communities. The programme identified imbalances and improving the livelihoods of rural dwellers. The Ministry of Local Government (MLG) is conducting affirmative action programmes to promote poverty eradication for remote area dwellers (RADs) in seven districts and 67 settlements from 2012 to 2022. Major components include agriculture, education, culture, health, transport, communication and technology, water, social and economic empowerment.



The **Mauritius** government has not signed the Protocol on the basis that the Mauritian Constitution does not allow for affirmative action. In 2012 Mauritius adopted a local government quota that quadrupled the representation of women in local government. Women constitute 12% of parliamentarians and 26% of councillors, and 8% of cabinet

ministers (the lowest proportion of women cabinet ministers in SADC). The Constitution was amended to allow for the adoption of a gender neutral quota in a FPTP system. The amendment of the Constitution to allow for a quota in local government, the main obstacle to Mauritius signing the SADC Protocol on Gender and Development has paved the way for a change of position.

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.

In general SADC constitutions have strong gender provisions. The challenge is aligning contradictory and discriminatory laws that still operate and require repealing or amending. The added and perhaps bigger challenge are the discriminatory provisions in customary law particularly where Constitution are not clear.

The **Lesotho** Chieftainship Act of 1986 discriminates against female children of chiefs. According to the laws of Lerotholi, which form the basis for Basotho customary practices, women cannot be chiefs in their own right. The first son of a chief inherits chieftainship upon his father's death.

Lesotho reserves Article 2 of the CEDAW provisions referring to culture and traditions, particularly about the equality of males and females in the inheritance of the throne and office of chief. The test case of Princess Senate Masupha went before courts of law as the first born and female child of Chief Masupha sought to be principal chief of Ha Mamathe in Berea District, succeeding her late father and to inherit his estate. She questioned the constitutionality of the Chieftainship Act, which denies women the right to succeed to chieftainship based on the tradition of male primogeniture. She lost the case following the court's ruling that no discrimination had taken place and noted that even if the law discriminated based on gender, such discrimination would be justifiable because the constitution enshrines patriarchal customary law. Masupha appealed the decision and lost.

In 2008, **Mauritius** passed landmark anti-discrimination legislation that included provisions on sexual harassment in employment, provisions of goods and services, accommodation, etc. The Prevention Information Lutte contre le SIDA (PILS) used the Anti-Discrimination Act to stop the deportation of a Cameroonian student. The student test HIV positive on her arrival in Mauritius and was subsequently denied a study permit. PILS asserts that deporting the student because of her HIV status is contrary to the Act.

The Basic Conditions of Employment Act in **South Africa** provides for four months of maternity leave for women who have children. Men do not get paternity leave. Men have to take three days of family responsibility leave. Hendri Terblanche, 38 from Brackenfell in Cape Town is fighting for paternity leave. During the months that he visited his twin sons in intensive care, Terblanche saw many fathers come and go - all very present for their children's first three days, after which they had to return to work.

Terblanche states that "parenting is a team effort. The law needs to change to factor in fathers. Paternity leave should also apply to fathers who adopt a child, with no difference in the number of days."

After consulting the constitution and finding that "any interested persons" could submit a petition to the National Council of Provinces (NCOP) and any MP could present a petition to the National Assembly, he submitted his petition to the chairwoman of the NCOP, Thandi Modise, on 3 July 2014. He also approached every member of Parliament and urged them to draft a bill for consideration by the National Assembly. He received an acknowledgement from Modise saying his petition would be referred to the select committee on petitions and executive undertakings "for consideration and report".[16]

[16] http://www.iol.co.za/news/crime-courts/sa-man-fights-for-paternity-leave-1.1719180#.U8PR37Gp9p0

Harmful traditional practices

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



No FGM! Safe house and training centre. *Photo courtesy of Global Giving*

A key source of contradictory and discriminatory laws and practices emerges from parallel legal systems. Current contradictions between formal and customary laws that occur across the SADC region require the most significant legal reform. Parallel legal systems of statutory, customary and in some cases religious law, govern marriages. Women suffer discrimination due to non-uniform marriage and divorce laws, the application of customary property laws that still favour men's ownership of land, discriminatory and harmful cultural practices, gender-based violence and lack of equal access to education. 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
- Being "given away" in marriage
- Age of consent frequently lower for girls than boys
- 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
- *Kusasa fumbi/fisi* - A Malawian practice whereby a male has sexual intercourse with a female as an initiation requirement
- *Kulowa Kufa* - A Malawian practice in which a male member of the community has sexual intercourse with a woman upon the death of her husband
- Female genital mutilation (not prevalent throughout much of the SADC region, occurs in Tanzania)
- Widow inheritance (where a woman is made to marry her husband's brother if she is widowed)
- Virginity testing
- Sexual cleansing of widows
- Prohibition of family planning
- Elevation of boy children above girl children
- Widow dispossession/property grabbing
- Polygamous marriages
- Initiation rites
- 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



While Female Genital Mutilation (FGM) is a crime in **Tanzania**, it is still practiced secretly. Some members of parliament are reluctant to address the issue because they believe it will affect their support from voters. Some local councillors expressed the view that the practise cannot be stopped because it is taboo to marry a woman who have not undergone FGM. Section 162 of the Penal Code provides that FGM is an offense for girls under 18, but is silent about those above 18. Human rights and gender activists have formed a strong coalition to fight against FGM practices. The Anti FGM Coalition advocates against FGM while Anti-Female Genital Mutilation Network (AFNET) works directly against FGM. Other organisations such as TAMWA, TGNP, WILAC, TAWLA and KWIECO address FGM as part of their activities gender based violence prevention campaigns. More effort is needed to sensitise people and make sure that those who commit the crime are punished.[17]



In addition to the problems caused by the ongoing conflict, there are other serious threats to women's physical well-

[17] Tanzania country Barometer 2015.

being in the **Democratic Republic of the Congo**. Female genital mutilation (FGM), while not widespread, exists among some populations in northern parts of the country; the prevalence of FGM is estimated at about 5% of women in the country. FGM is now illegal: the law imposes a penalty of two to five years of prison and a fine of 200,000 Congolese francs on any person who violates the "physical or functional integrity" of the genital organs. Maternal mortality rates are high, as access to maternal healthcare is limited. Additionally, a woman can only use contraceptives with the permission of her husband, rendering her unable to prevent herself from contracting AIDS from him.[18]



In **Namibia**, the Southern African Litigation Centre, Southern African Christian Institute, Namibian Women's Health Network and Women's Leader-ship Centre called on the government during the second Universal Periodic Review of June 2015 to urgently redress harmful traditional practices that undermine women's rights:

"A number of human rights concerns, raised in Namibia's last UPR[19], remain a concern, including harmful traditional and cultural practices, access to health, as well as violations of rights in the criminal justice system. In addition, we are concerned about the failure to take adequate steps in respect of forced and coerced sterilisation, to review laws related to abortion, as well as to enact policies and legislation in respect of persons with disabilities, and the decision of Namibia to sign the revised SADC Tribunal Protocol which removes individual access to the court and its human rights jurisdiction.

We remain concerned about traditional laws and cultural practices which perpetuate gender inequality, gender based violence and the perception that women are inferior to men or are the property of men. These include initiation practices which involve humiliation and violence against young girls to enforce submission and obedience in preparation for marriage; sexual readiness testing; coerced cutting and scarring of young girls' bodies which is believed by some to make them more attractive to men; child marriages; cutting mothers in a misguided attempt to heal children; widow cleansing; as well as other practices which subject women to forced marriages or loss of property. Such practices are common in the Zambezi region, as well as other regions of Namibia.

Many of the above practices expose girls and women to infection with HIV. Such practices constitute a violation of the rights to non -discrimination, health, property and the right not to be tortured or subjected to cruel, inhuman or degrading treatment, as well as the right to life where the practice results in death. Although Namibian law requires customary practices to be in line with human rights contained in the Constitution, traditional authorities in some communities continue to apply discriminatory laws and practices which violate human rights in the resolution of disputes brought before them.

Furthermore, Namibia's constitution states that customary laws in force at the time of independence remain valid to the extent that they do not conflict with the Constitution or statutory law. Therefore, in many cases, unless customary laws and practices are explicitly stated to conflict with the constitution and to be invalid, and unless people are made aware of this, the laws and practices are seen as valid.

During the last UPR, Namibia undertook to take steps to eliminate harmful cultural and traditional practices. Civil society in the country has attempted to work with traditional authorities to eradicate such practices. However, little appears to have been done by the government to educate traditional authorities on the need to ensure decisions in traditional dispute resolution mechanisms do not violate human rights.

We call on the government to abolish all harmful and discriminatory customary laws and practices which expose girls and women to all forms of violence and HIV, and implement awareness raising campaigns aimed at educating individuals and traditional authorities, particularly those deciding cases in customary courts and others involved in traditional dispute resolution mechanisms, on the rights violated by harmful and discriminatory customary practices , as well as the duty to ensure that customary laws and practices do not violate the rights of women."



Photo courtesy of Mama Cash

[18] https://en.wikipedia.org/wiki/Women_in_the_Democratic_Republic_of_the_Congo
[19] Joint Civil Society Submission to the 2nd cycle Universal Periodic Review of Namibia June 2015.

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.*

Access to justice is defined as "the ability of people to seek and obtain a remedy through formal or informal institutions of justice, and in conformity with human rights standards". Across the region lack of resources, low levels of literacy and lack of information are emerging as the three main challenges women face when exercising their legal capacity. Traditional courts are dominated by men and it is highly unlikely that women will get a fair hearing in these courts. Numerous recent cases show that the justice on paper accorded to women by Constitutions and Protocols is not translating into reality.



Access to justice is key. *Photo by Collen Lowe Morna*

In **Botswana**, access to the justice system for women and girls remains a challenge due to limited financial resources, poor legal education, lack of a national legal aid service and poor knowledge about their rights. However, the government is making efforts to address the problems. For example, in 2011 to 2013 it piloted the legal aid service, at the Attorney General's Chambers in Gaborone and Francistown. This initiative will go a long way to assist poor and low-income women and men who do not have resources for legal litigation.

In theory, in the **Seychelles**, women have equal right of access to justice and protection before the law (Article 27 on equal protection under the law). However, in reality vulnerable and disadvantaged women who wish to pursue court cases have reported in the UNDP Access to Justice Report in 2010[20] that because proceedings usually take place in English, they are often unaware of what has happened during their cases and how the outcomes were reached. They spoke of coming to court, hearing an incomprehensible babble and then leaving with the case postponed or ended, even when it is in their favour.

[20] UNDP (2010) Study on Disadvantaged and Vulnerable Women in Seychelles Access to Justice.

Southern Africa: Women denied the justice they are promised on paper
By Priti Patel, Southern Africa Litigation Centre

The case of Senate Masupha in Lesotho not being able to inherit the chieftancy her father left behind cuts to the heart of women's rights and cultural equality in Southern Africa. It magnifies deeply embedded notions of the role of women within society that deny women access to justice.

During oral arguments in the matter, the bench as well as counsel for the younger half-brother accorded the chieftaincy and the uncle expressed their anxiety about this possible change. They raised concern specifically at if the woman married and had children, who would succeed after her.

Yet outside the courtroom, numerous people indicated that they knew of instances in Lesotho where women had succeeded to chieftainship at the behest of the community. They have indicated that this conundrum is not only resolvable, but is already being addressed within communities.

Lesotho is not the only SADC country with discriminatory laws in place. Despite most SADC countries having Constitutions that enshrine non-discrimination and non-discrimination based on sex as well as provisions for equality before the law, a number of laws remain on the books, which explicitly discriminate against women.

In Botswana, three sisters tried to sue their nephew for the right to inherit the family home that according to customary law devolves to the youngest son and his heirs not the youngest child, which in this case is a daughter. The Court asked the Attorney General to intervene and she argued that though this law may discriminate against women, such discrimination should be allowed to stand because the Botswana society is not ready to embrace equality. If such has been the thinking of courts around the world, then it is a wonder that we have achieved equality in law with respect to race relations in America or equality for same-sex relationships in South Africa. It also fundamentally misinterprets the role of the court, which is to uphold the constitution and rule of law, not to cater slavishly to public opinion.


Studying the provisions of the SADC Gender Protocol in Mozambique.
Photo by Ruben Cované

The unequal status of women in law throughout the region is not due solely to entrenched discrimination. Indeed, in other sectors such as HIV, great gains towards ending discrimination in law have been made. Why is that not the case with respect to women?

Some of the explicitly discriminatory law continues in part because many SADC countries have clawback clauses in their constitutions. This means that though there is protection against discrimination on the basis of sex or gender, this protection does not extend to either matters related to customary law. It also doesn't extend to matters of personal law such as inheritance, divorce, adoption and burial. This makes it harder for successful challenges.

Very few women have been willing to even bring such cases in courts. This is due in part to the fact that few women who are affected are aware of their rights, and even if they are, few if any, have access to lawyers who can bring such cases on their behalf. At the 67th UN General Assembly, the UN Secretary General Ban Ki-Moon emphasised at a side event on Women's Access to Justice the need to invest more to help women overcome their obstacles to justice; repeal laws that discriminate against women and girls; and to dedicate at least 15% of overall rule of law funding to breaking down the barriers to justice for women.

This is where strong social movements of which we have seen in the region around HIV and previously in South Africa around women's rights can step in. They can provide support to women who are willing to challenge these laws and construct a broader campaign to address the unequal laws through parliamentary structures. However, these movements remain largely absent in Southern Africa.

In Botswana, where the challenge to an unequal customary law rule is one of the first cases of its kind in the High Court, the notable absence of women's rights organisations or even women apart from those involved in the case is of concern. If there is to be real change in the status of women in southern Africa, there will have to be serious investment both financial and human in building grassroots movements. Otherwise, Masupha will remain one of the lone voices pushing for equality for all women.

(This article is part of the Gender Links News Service that brings fresh views on everyday news).

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: Incidence of child marriages in SADC

Countries and areas[21]	Child marriage (%) 2005-2013*	
	Married by 18	Married by 15
Malawi	50	12
Mozambique	48	14
Zambia	42	9
Madagascar	41	12
Democratic Republic of the Congo	39	9
United Republic of Tanzania	37	7
Zimbabwe	31	4
Lesotho	19	2
Namibia	9	2
Swaziland	7	1
South Africa	6	1

Source: UNICEF No data available for Angola, Botswana, Mauritius and Seychelles.
*The statistics in Table 1.3 record the percentage of girls married before the age of 15 or 18 in a sample of respondents between ages 20 - 24.

Child marriage is one the main obstacles preventing young girls from enjoying the constitutional rights and privileges. In November, the UN General Assembly passed its first substantive resolution reflecting broad recognition that child marriage holds back girls, their families and the development of our nations.

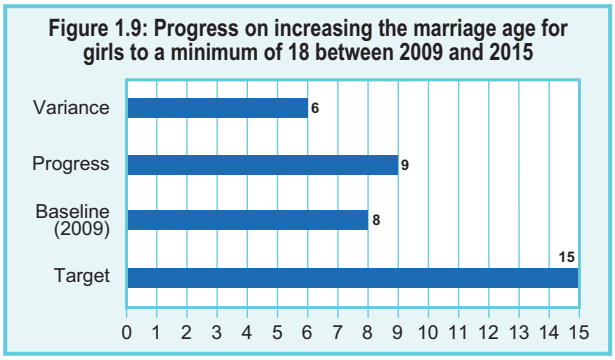
"Promoting gender equality and women's empowerment was included in the Millennium Development Goals, but child marriage was not explicitly addressed," say Geeta Rao Gupta, deputy executive director of UNICEF and Nyaradzayi Gumbonzvanda, Goodwill Ambassador for the AU Campaign to End Child Marriage and general secretary of the World YWCA. "We have a chance to change that now, as the international community sets the road map for the next 15 years in the form of the new Sustainable Development Goals. In this commitment Governments justice systems must work in collaboration with departments of health, welfare, education, and finance, to make ending child marriage a priority."

A shocking proportion of young women in Southern Africa marry below the age of 18: Table 1.4 shows that the highest proportion of child marriage before the age of 18 is in Malawi at 50%. The highest proportion of girls married before 15 is in Mozambique (14%) and Malawi (12%). The table shows that the proportion of girls marrying before 18 is at crisis levels in Malawi, Mozambique, Zambia, Madagascar, the DRC, Tanzania and Zimbabwe (over 30%). Lesotho, Namibia, Swaziland and South Africa registered levels of 20% or lower.

[21] http://www.unicef.org/search/search.php?q_en=child+marriage&go.x=0&go.y=0

Table 1.4: 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	Yes, the legal age for marriage for girls and boys is 18	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	Yes	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 2015.



Source: Gender Links 2015.

Nine SADC countries have now 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, Seychelles, Tanzania, Zambia and Zimbabwe is between 15 and 16. In these countries the marriage age for boys is 18. The Post-2015 Protocol must standardise the legal age for marriage for girls and boys at 18 or higher. Malawi struck a goal for gender equality in early 2015 with a law to stop the high rate of child marriage in that country by increasing the legal age of marriage for women to 18.

Protocol @ work

Malawi says no to child marriages!



Eighteen year old Memory Banda managed to escape the cycle that turns half the girls in her southern African nation into brides, and often mothers, by her age. But her sister Mercy Banda was not so lucky. When only 11, Mercy got pregnant during a traditional sexual "cleansing ceremony" that is intended to prepare pubescent girls for womanhood and marriage. Mercy was forced to marry the man who impregnated her, but the marriage did not last; nor did the next one. Now 16, Mercy already has three children and little education: her dreams of becoming a teacher put on hold.

Memory believes the testimonials forced lawmakers to end their denial of how widespread child marriage had become in this tradition-bound country. "They were caught," she says. She went on to become something of a lobbyist for a new law to raise the legal age of marriage in Malawi to 18. After five years of debate, the Malawi Parliament passed the long awaited Marriage, Divorce and Family Relations Act in February 2015. The Act increases the legal marriage age to 18 years old and sentences perpetrators of child marriage to ten years in prison.



Memory Banda, anti-child marriages activist.
Photo courtesy of the Huffington Post

Emma Kaliya, Chair of the SADC Gender Protocol Alliance and the NGO Gender Coordination Network (NGOCGN) in Malawi said, "We are very excited as you may already be aware that this Bill was long overdue, it received overwhelming support from the majority who decided to move and support the Bill. I hope this brings to the end the long protracted struggle that we have well fought for almost a decade. What remains now is popularisation after its assertion by the Head of State and Government."

"This is something that we have been waiting for since 2009 and it is going to make a big difference to our advocacy work on child marriage and it will help us end child marriages now that we have a legal backing," added Julie Juma, the Thematic Manager for Education and Youth for ActionAid Malawi.

Civil society must work closely with the Ministry of Justice and Legal Affairs Committee to expedite the process of reviewing Section 22 (7) of the Republican Constitution which is in conflict with the draft Bill. The Constitution says, "For persons between the age of fifteen and eighteen years, a marriage shall only be entered with the consent of their parents or guardians".

"We need to start working on distribution and dissemination [of the bill] to make sure that law enforcement, judiciary, traditional authorities and others are aware that this [criminalisation of child marriage] is now being enforced by a piece of legislation. We have a lot of work to do but I think this shows that if we work together change is possible" said Alice Harding Shackelford, UN Women Country Representative.

Memory Banda says the law "will make a big difference and a big impact, but *if and only if* there are better ways of implementing the law." She sees a new openness forming in pockets of Malawi's society as she tries to educate girls about sexuality and their rights. She knows her sister is determined not to let her children go through what she did. Mercy's oldest daughter is now five, almost half the age Mercy was when she got married off.[22]

Excerpts from an article by Daud Kayisi for the Gender Links News Service

[22] http://www.pri.org/stories/2015-03-12/memory-banda-escaped-child-marriage-malawi-her-11-year-old-sister-wasnt-so-lucky



In **Tanzania** the legal age for marriage for girls is 15. The Children's Act however stipulates that girls can only be married at 18. Contradictions of this nature have also emerged in Malawi where the constitutional review process has stalled. These cases provide a strong rationale to finalise and adopt the new constitutions.



In **Zimbabwe**, and around Africa, the campaign to end child marriages is gaining momentum. It is estimated that nearly 40% of sub-Saharan women were married as children with more than one in three married before they reached the age of 15.. The girls run the risk of dying during early pregnancy and childbirth, they are also more vulnerable to domestic violence and abuse. Africa has the second highest rate of child marriages after South Asia. Some of the countries with the highest rates of child brides are Mali, Central African Republic, Niger and Chad.

Nyaradzayi Gumbonzvanda, the secretary-general of the World Young Women's Christian Association and AU goodwill ambassador, said at least 39 000 girls got married every day. "This is a total failure of our families to protect the rights of girls. It is unacceptable that girls escape poverty through getting married to older men. This is an abuse of culture and religion," she said.

Gumbonzvanda said the campaigns on child brides were insufficient, unless girls were educated on their rights. "The girls should not be treated as statistics. They need to be told about their rights. There should also be campaigns around men. If we say 15 million girls are married every year, that means there are 15 million men who are abusing girls. Males must take responsibility," she said.[23]

Zimbabwean child brides demand justice



Loveness Mudzuru and Ruvimbo Tsopodzi, were 16-year-old girls just beginning to plan careers as social workers or nurses when they were forced to marry men they had not chosen. Their dreams of a better life might have ended that day, as do the dreams of so many girls around the world who are married off while still young girls.

Mudzuru and Tsopodzi refused to accept a future not of their own choosing. Now 19 and 18, they are determined to seek justice for themselves and for other girls who are routinely denied the right to decide when and whom to marry. They are asking the Constitutional Court of Zimbabwe to declare that no girl or boy may enter into marriage - including marriages recognised in traditional or customary law - before they are 18 years old. They argue that the law must be unequivocal: Child marriage is illegal and unacceptable. The court has yet to rule.

Speaking at the *Gender is My Agenda Campaign* (GIMAC) pre-AU summit in Sandton, Johannesburg, on mainstreaming gender on the continent, Mudzuru said governments needed to do more to protect girls. She said she would like to return to school so she could fight the issue better.



Child bride Loveness Mudzuru, 20, of Zimbabwe hugs Dr Basil Jones from the African Development Bank after he offered to fund her studies. *Photo courtesy of Nokuthula Mbatha, The Star, Johannesburg*

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. In Tanzania, a woman's parents can consent on her behalf to marriage under the Law of Marriage Act. In other SADC countries, parents can 'give away' their daughters in marriage or in some cases even sell them under customary law.

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. This results in a lack of protection for women under the law when there are disputes or succession battles.

[23] http://www.aljazeera.com/indepth/opinion/2015/04/courageous-legal-challenge-child-brides-zimbabwe-150410062235859.html

Men and women have reciprocal duties towards children in cases of divorce or annulment of marriage: Guardianship rests primarily 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.[24] In the case of Tanzania, customary law entitles women to child support in nebulous and undefined "special circumstances." In all SADC countries except Swaziland and Tanzania, both men and women have equal duties towards children in cases of divorce or marriage annulment. While laws enforce maintenance payments in ten SADC countries, enforcement remains an issue.



An assessment of the **Namibia** Maintenance Act reveals serious gaps. In 2013, the Legal Assistance Centre launched the report on the operation of the new Maintenance Act. The study is the third in a series conducted by the Legal Assistance Centre on the operation of key gender laws in Namibia. It is the first study to assess the operation of the Maintenance Act.

The goal of the study was to assess if the law is serving its intended purpose effectively and simultaneously develop concepts in order to improve the performance of the Maintenance Act. For this purpose, data was collected from maintenance files opened during the years 2005 to 2008. The study presents the findings of the field research from:

- 1687 court files opened in the period 2005-2008 by 19 of the 31 magistrates' courts in 12 of Namibia's 13 regions
- 34 interviews with magistrates, maintenance officers and clerks from 11 regions;
- Six focus group discussions with a total of 62 people;
- An examination of reported and unreported cases that cite the Maintenance Act, and
- Relevant statistics, judicial developments and examples from other countries.

The results show that on average, someone makes a maintenance complaint in Namibia every thirty minutes during working hours, since 4000-5000 complaints are filed at the maintenance courts each year. However, only approximately two-thirds of complaints ever result in an order being made. This is despite the fact that all children need maintenance and most claims for maintenance present a clear need for financial support. Overall, the findings show that if the maintenance complaint is a simple one and the absent parent is willing to pay maintenance, the process of making an order will be as quick and easy as the law intends it to be. However, if there are challenges along the way, the outcome is very different - the process will probably take much longer with numerous causes for delay, and an order may not even be made.[25]

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.

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.

[24] Aphane, D. (2009) p.28
[25] LAC. (2013). Maintenance Matters: An Assessment of the Operation of the Maintenance Act 9 of 2003. Windhoek, Namibia: LAC. At pages 2-5.

With exception of South Africa, widows face difficult circumstances across the SADC region mainly due to customary laws. In Botswana, if a spouse dies intestate (without a will) the estate is devolved using customary rules. In Tanzania a woman reverts to a minor status on the death of her spouse. In Swaziland women are faced with the choice between mourning and survival and many are choosing survival.

Swaziland: Women say no to two years of mourning and no work



A traditional two-year mourning period for widows during which they are expected to be confined and not work, is meeting growing resistance in Swaziland. The custom is ill-suited to today's smaller, more autonomous family units, and the cash-based economy, according to women who have begun to challenge the custom.

"When women dressed in black and stayed hidden in their huts, those huts were part of polygamous homesteads and the other wives and relatives ensured the widow and her children were fed. Those were also the days when there were no schools or hospitals and no need for cash," says Amanda Ginindza, a widow in her thirties who cut short the mourning period to six months in order to earn an income.

Ginindza has been condemned by her late husband's family for accepting a job as a shop assistant during the mourning period. At the same time, however, they offered no financial support to her and her three children during the mourning period. "We have to eat. My husband's family came after his burial and took many of our marital items, such as furniture and electronics. They said it was his estate and that it is the property of his family. I thought I married into the family. That's Swazi custom. They were not following custom because they were greedy and now they criticize me for working to make ends meet. We lived on my husband's pay cheque when he was alive. He left us with nothing," she said.

After a cleansing ceremony at the close of mourning period, a widow is expected to enter her deceased brother's households as a junior wife. The practice remains widespread, especially within Swaziland's rural communities. "My husband has no brother, thank goodness," Ginindza said. "My own mother who stays with us told me I must do what I have to do to support us all. She is a very strict traditionalist. No eating fish, no appearing without a hat. She sees that times are changing. Widows need to shorten mourning periods is about survival"

HIV/AIDS in Swaziland (with one of the highest rates of the disease in the world), and the rising cost of school fees, health care and transport, put a huge strain on traditional ways of living. "It's not about disrespecting the dead. The women need to be free to leave their homes and take jobs without facing discrimination," says Joan Thwala, a bank teller who defied family pressures and resumed work two months after her husband died.

Widows are also banned from becoming parliamentarians, though during last year's elections Jennifer Du Pont, a recent widow and resident of rural Ludzibini near the capital Mbabane, defied tradition and entered the primary election. Swazi law and custom tends to take precedence over statutory law. The headman, Dumisane Dlamini, was incensed and called a meeting of residents and threatened to evict anyone who voted for Du Pont. "The MP must represent you before the king. How can a widow do that because she is not allowed in the presence of the king?" Dlamini said.



Swazi women demand an end to discriminatory practices.
Photo by Thandokuhle Dlamini

The headman's warning fell on deaf ears and Du Pont advanced through the primary election, only to be defeated in the second round. "Women are legal minors here. But women are no longer accepting their oppression. There were two candidates who were not permitted to enter their candidacies by the authorities because they came to the nomination meetings dressed in pants and T-shirts. It was remarkable not because the chiefs blocked their candidacies, because that is to be expected from the male authorities, but that the women defied custom knowing the consequences. That is really significant for a place like Swaziland," said Thab'sile Ndlovu, a women's rights activist in Manzini.

Source: http://www.irinnews.org/report/99961/mourning-versus-survival-in-swaziland

Protocol @ work

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.

Poverty, conflict, natural disasters, and harmful practices such as early marriage, economic and sexual exploitation, gender discrimination in education, have a disproportionately negative effect on the girl child. Worldwide, UNICEF estimates that 150 million children aged 5-14 years work. The problem is most common in sub-Saharan Africa, where more than a third of children are engaged in child labour.

Like the Convention on the Rights of the Child (CRC), the African Charter on the Rights and Welfare of the Child (ACRWC) was created to protect children. The Charter spells out the rights that African countries must ensure for their children, and it is the main instrument of the African human rights system for promoting and protecting child rights.

The Charter, which was adopted by the Organisation of African Unity (now the African Union) in July 1990, was entered into force in November 1999. It was the first regional treaty to address child rights, and was created partly to complement the CRC, but also because African countries were under-represented in the drafting process of the CRC, and many felt another treaty was needed to address the specific realities of children in Africa.

The ACRWC and the CRC are the only international and regional human rights treaties that cover the whole spectrum of civil, political, economic, social and cultural rights. Like the CRC, the ACRWC talks about the same principles of non-discrimination and participation. Some of the other issues that African States wanted the Charter to address were: children living under apartheid, harmful practices against the girl child, such as female genital mutilation (FGM), internal conflicts and displacement, the definition of a child, the rights of children of imprisoned mothers, poor and unsanitary living conditions, the African conception of communities' responsibilities and duties, weak enforcement and monitoring mechanisms, role of the family in adoption and fostering, and the duties and responsibilities of the child towards the family and community.

In the Southern Africa, almost all countries except Zambia have ratified the African Charter. The ACRWC is divided into two parts. Part one deals with the rights, freedoms and duties of the child and has 31 articles. Part two deals with States' obligations to adopt and enforce laws.



Botswana has invested in an integrated approach to children's health, education, welfare and survival, resulting in remarkable achievements. Most notably, more than 90% of children access primary and junior secondary education, and more than 90% of children have been vaccinated against the main infant and childhood diseases (NDP 10, MDG's Report 2010).



Primary school students in Botswana show an interest in gender equality research. *Photo by Gender Links*

In 2009, Parliament approved the amended Children's Act, a milestone achievement because it takes into account the principles of the Convention on the Rights of the Child (CRC) and facilitates the domestication of the instrument. The Act provides for the promotion and protection of the rights of the child, the promotion of the social development, care, support and rehabilitation of children through the development of support and care structures.

The Act is progressive and gender-sensitive, recognising the rights of girls, boys, mothers and fathers. It has domesticated the CRC, which is consistent with the

SADC Gender Protocol and also the African Charter on the rights and welfare of the child. It has also reiterated the principle that the best interest of the child must be paramount. It prohibits a range of child abuses such as abduction, sexual abuse, exploitation, and trafficking. A Children's Court will enforce the law and mete out appropriate punishments for these crimes.

The challenge is to educate parents, relatives and other carers on the legal requirements and procedures of the Children's Act. There is also more need for support for abused children. At present, civic organisations and local authorities provide support to abused children but they need government support to ensure sustainability of programming.



Gender differences manifest themselves in **South Africa** in the altogether different experiences of boys and girls in schools.[26] According to a survey by the Department of Education (DoE), in the Grade 12 Senior Certificate Examination and assessments, girls seem to be doing better at key competency tests.

More girls participate in higher education: the female share of enrolment has increased over the years from 44.1% in 1993 to 51% in 1999 and to about 54% in 2001. Participation in mathematics, science and technology for female learners is also improving.

One major challenge is the unacceptable rate of violence and harassment against girls, who are often still excluded from mathematics and science, and from prestigious leadership positions such as school prefects. The United Nations Children's Fund (UNICEF) is working with partners such as the South African Girl Child Alliance and the Girls Education Movement (GEM) to advocate the development of a national policy and legislation on violence against women and children. At community level it cooperates with organisations like CRISP (Crime Reduction in the Schools Project) to facilitate community action in reducing violence, and to declare 200 schools as "Safe Schools" for boys and girls. In addition, a UNICEF-supported programme to train girls in critical life skills is underway in KwaZulu-Natal, Eastern Cape and Limpopo provinces.

President Zuma misses the mark on teenage pregnancies
By Liesl Gerntholtz of Human Rights Watch



The South African cabinet approved a progressive and far-reaching strategy designed to lower its exceptionally high rates of teen pregnancy and provide access to comprehensive reproductive health care to adolescents. This positive development is, however, undermined by bizarre comments made by President Jacob Zuma that teen mothers should be separated from their children and sent away to a "faraway" place until they complete their education.

Roughly one in three of South Africa's teenagers has been pregnant, the majority unplanned, a 2013 study shows. The country's new strategy, which will operate across various ministries and government departments, aims to reduce unwanted pregnancies and to give teenagers better access to sexual and reproductive information and health services. It has been welcomed by both public health specialists and human rights activists.

Zuma's comments are not only at odds with South Africa's constitutional guarantees of equality, dignity, and reproductive freedom for women and girls; they will likely undermine the strategy before it's even gotten underway.

Human Rights Watch has interviewed many hundreds of pregnant adolescents and teen mothers worldwide. Many described their powerlessness to negotiate safer sex and how their lack of access to information on sex, family planning, and reproductive health care drove them into early motherhood. Many told us how they were often forced into sex, and did not understand how contraception worked or where to get it. When they were able to access reproductive health care, they faced judgmental attitudes from health care workers.

Painfully, many girls also described how pregnancy ended their schooling, infringing on their right to education. Almost uniformly, they said if they could, they would go back to school. Rather than forcibly separating young mothers from their children, states should offer a variety of support options to keep pregnant teens and young mothers in school. These options should include easy access to childcare facilities for teen mothers, evening schools, and even boarding schools - a range of measures that will help the girls complete their education. It cannot, however, be at the cost of girls' rights to freedom and dignity and at the expense of their children.[27]

Protocol @ work

[26] Adapted from information obtained from http://www.sahistory.org.za/topic/girl-child, accessed on 18 July 2015.
[27] https://www.hrw.org/news/2015/03/12/dispatches-how-not-deal-teen-pregnancies

Another issue is the decline in girls' school attendance. Several reasons have been cited for the increase in drop-out rates among girls, namely; poverty, HIV-Aids, and in particular parents' inability to pay school fees. It has been established that 26 percent of girls in grade 12 in rural areas leave school because of marriage, HIV-AIDS, teen pregnancy and other family commitments. Teenage pregnancy is a factor when looking at the school drop-out rates among girls. Many girls in South Africa give birth during their teenage years, when they are neither economically nor emotionally ready to deal with parental responsibilities. In many cases, young rape victims are left with unwanted pregnancies. Education is seen as key in controlling the number of teenage pregnancies in South Africa. However, many controversial methods of education have been adopted. An example is the virginity testing in rural KwaZulu-Natal. These tests are aimed at encouraging rural girls to look after themselves properly. They are taught how to behave and to avoid indulging in activities such as sex, drugs etc. The Commission on Gender and Equality is strongly opposed to this form of testing, but people in support of it say it contributes to the education and upbringing of girls.

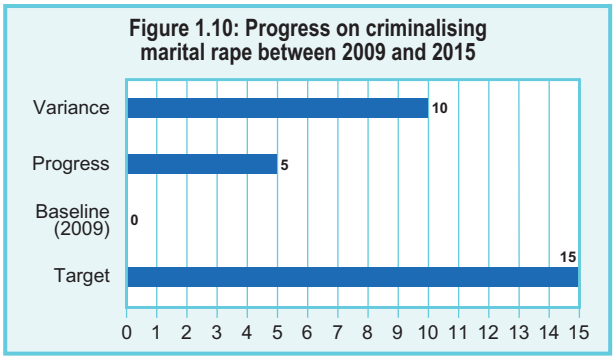
The seeming failure to help young girls (both urban and rural, although to a larger degree rural) deal with their sexuality, leads to a high incidence of pregnancies, abortions, STDs, and HIV and AIDS, as well as high maternal and infant mortality. There is an urgent need for South African teenagers to have access to sexual education and confidential contraceptive services. Progressive strides have at times been undermined by poor political leadership as reflected in the previous article.

Difficult issues

There are three hot button issues not addressed in the Protocol. These are:

- Criminalisng marital rape
- Decriminalising sex work
- Legalising abortion

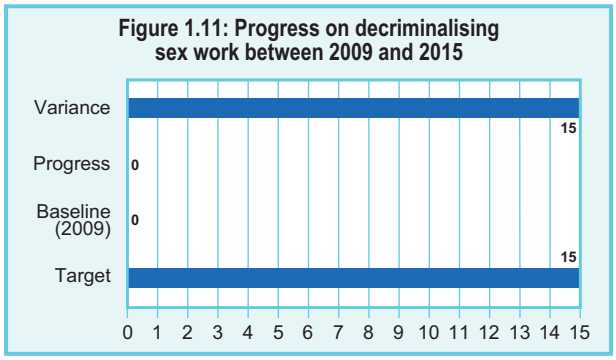
Criminalising marital rape



Source: Gender Links 2015.

Only five SADC countries criminalise marital rape (Lesotho, Namibia, South Africa, Swaziland and Zimbabwe). In Zimbabwe the complainant has to get permission from the Attorney General to proceed with the case. The message in the ten countries where there is no provision for marital rape is that married women cannot get raped. This is problematic given the high levels of HIV, the inability to negotiate safe sex and intimate partner violence. Marital rape is an important provision to include in the Post-2015 Protocol.

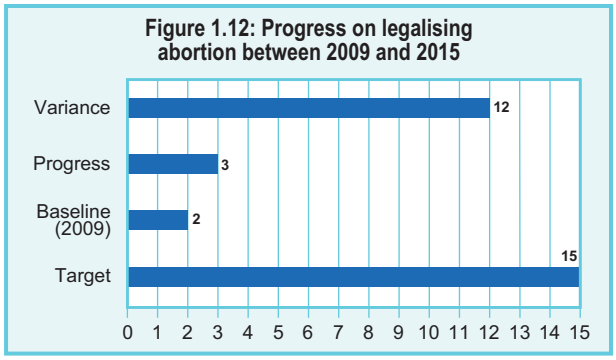
Decriminalise sex work



Source: Gender Links 2015.

Currently none of the countries in SADC have decriminalised sex work. Sex workers are vulnerable in several as result of working outside of the law. Accessing health care, the justice system and reporting assaults is a challenge. This is an important issue for discussion in the Post-2015 Protocol.

Legalising choice of termination of pregnancy



Source: Gender Links 2015.

Women across the region are accessing illegal abortions. These often result in serious health consequences and death. Only three countries have legislation in place legalising abortion (South Africa, Zambia and now Mozambique). This is a priority area for the Post-2015 Protocol.

Mozambique allows abortions to lower maternal deaths



Mozambique passed a law in December 2014 permitting women to terminate unwanted pregnancies under specified conditions without risking punishment, a move hailed by activists in a country where clandestine abortions account for a large number of maternal deaths.



Activist in Mozambique calling for legal abortions. *Photo by Pathfinder*

President Armando Guebuza quietly signed into law a revised penal code bill that eases prohibitions in abortion regulations before stepping down.

The new law specifies that abortions will have to be carried out in recognised and designated health centres by qualified practitioners. Termination must be carried out within the first 12 weeks but in case of rape, the period is extended to 16 weeks. It will also be allowed when the pregnancy poses a serious risk to the health or life of the mother or in case of foetal abnormality. In Mozambique, the earlier law outlawing abortion, except in cases where the mother's life or health is endangered, dates to the late 19th century, when the mainly Catholic Portuguese controlled the country. The other major creed in Mozambique is Islam, a faith which also does not support abortion.

The reform came after a decade of spirited lobbying by reproductive health advocates in Mozambique, where clandestine abortions are one of the leading causes of deaths among pregnant women and girls. Abortion accounts for 11 percent of maternal deaths in Mozambique, according to health watchdogs.

The move is a victory for women, because it's not so "restrictive" anymore, said Ivone Zilhao a Maputo-based sexual and reproductive health doctor with Pathfinder, an international NGO that promotes safe and legal abortion services. Many African countries have strict laws that prohibit abortion, leaving many women to resort to resort to secret and unsafe methods of termination. Cape Verde, South Africa and Tunisia are the few countries that allow for therapeutic abortion in Africa.

To abort an unwanted pregnancy, some women drink bleach or home-brewed mixtures made with livestock manure. Others insert a twig or chicken bone into their uterus or rub their vagina with herbal elixirs to induce early childbirth. When abortions are illegal, they are often carried out in the back rooms of doctors, traditional healers or druggists - and can be painful and dangerous. Thousands of women die each year as a result.

Rosa (not her real name), a small and lanky woman in her 30s who lives near the coastal town of Xai-Xai, was 16 years old when she became pregnant. The boy who impregnated her left and because single mothers are not accepted in her community, she went to a traditional healer to abort the pregnancy. The next day she became unwell and was brought to a health clinic.

"Those who don't live close to a doctor die of the complications," Rosa said, adding she was aware of the risks before she saw the healer. Ivone Zilhao, a doctor in Maputo, Mozambique's capital, has lobbied for years for liberalisation of the country's abortion law. "Women that don't want a child are willing to go to their own death," she said. "Under the new provision, women have the possibility to terminate a pregnancy safely and without deadly risks."

Safe abortions are five times cheaper for the country's medical system than illegal abortions, Zilhao said - and Mozambique suffers from a high rate of maternal deaths during pregnancy and childbirth. "It's time to take a new approach," she said. Zilhao estimated about 11 percent of all maternal deaths in Mozambique are caused by unsafe abortions.

The underlying causes of unwanted pregnancies must also be addressed - often the result of a lack of access to safe and effective family planning. Domestic violence, rape, child marriage, and more generally the position of women in traditional societies are among the other causes. "The aim should be to abolish unwanted pregnancies and therewith the need for abortion."[28]

[28] http://www.aljazeera.com/indepth/features/2015/01/mozambique-loosens-anti-abortion-laws-150120081246992.html
http://news.yahoo.com/mozambique-legalises-abortion-stem-maternal-deaths-

Protocol @ work



In a key test case in March 2014 that raised critical debates on women's right and choice, the Supreme Court of **Zimbabwe** ordered the government to compensate a rape victim, Mildred Mapingure, after the State failed to prevent a pregnancy resultant from the rape. On 4 April 2006, Mapingure was attacked and raped by robbers at her home in Chegutu, Zimbabwe. She immediately lodged a report with the police and requested that she be taken to a doctor in order to access medication to prevent pregnancy and any sexual infections. After some delays at the police station she was taken to the hospital later in the afternoon. However, the doctor only treated her knee injury stating that he could only provide the medicine to prevent pregnancy and any sexual infections in the presence a police officer.

Mapingure repeatedly went to the police in the days that followed but was advised that the police officer mandated to deal with her case was not available. When she returned to hospital, the doctor insisted that she could only give her medication if a police report was provided. On 7 April, Mapingure was eventually accompanied to the hospital by another police officer but was informed that she could not receive the medication she had requested as the prescribed 72 hours within which the emergency contraception should be administered had elapsed.

Upon discovering she was pregnant, Mapingure sought a lawful termination; as a victim of rape she is eligible for an abortion under Zimbabwe's Termination of Pregnancy Act. A prosecutor and magistrate erroneously told her that she could not acquire the magisterial certificate required for termination until the rape trial had been completed. When she eventually obtained a certificate of termination on 30 September, it was no longer safe to carry out the termination. Mapingure gave birth on 24 December 2006.

On appeal, the Supreme Court ruled that the State was liable for failing to provide Mapingure with emergency contraception to prevent the pregnancy and ordered the government to pay damages. The Court, however, dismissed the claim that the State was liable for failing to ensure a timeous termination of pregnancy, and thus had to provide maintenance for the child. The case was referred back to the High Court for a determination of the quantum of damages.

Nyasha Chingore-Munazvo, argues that "while the Zimbabwean Supreme Court may certainly have missed an opportunity to show greater commitment to women's rights, this judgment makes very important pronouncements that can be used as a stepping stone to further advance the women's sexual and reproductive rights in Zimbabwe. In the discussion around the vagueness of the Termination of Pregnancy Act, for example, the Court implores civil society to take this up with the relevant Ministry. Therein may lie an opportunity to reopen a broader debate on termination of pregnancy in Zimbabwe."[29]

SGP Post-2015

In 2015 the Millennium Development Goals (MDGs) come to an end. A key critique of the MDG's, particularly from a gender perspective, is that these goals took a minimalist, basic needs approach. The Post-2015 Development Agenda consists of two processes coming out of the 2010 MDG Summit and the 2012 Rio+20 outcome documents. The MDG Summit requested the Secretary-General to initiate thinking on the global development agenda beyond 2015, while the Rio+20 Conference on Sustainable Development initiated an inclusive process to develop a set of Sustainable Development Goals (SDGs). These processes will result in one global development agenda beyond 2015, with sustainable development at its core.

[29] This entry was posted in Blog, Nyasha Chingore-Munazvo, Sexual and reproductive health rights, Women's rights, Zimbabwe and tagged sexual and reproductive rights, women's rights, Zimbabwe. Bookmark the permalink. http://www.southernafricalitigationcentre.org/2014/04/08/judgment-in-mapingure-v-the-state-a-step-forward-for-womens-rights-or-a-token-gesture/#

According to the Post-2015 Women's Coalition, "advocacy around the Post-2015 Development Agenda presents an opportunity for women's rights and social justice organisations to help shape a development framework that can transform the lives of women and marginalised populations. In the context of the MDGs and other processes, women's rights advocates and social justice organizations have sought to highlight the nexus between gender equality, women's rights, women's empowerment and development, demonstrating how progress towards equality can lead to greater social, ecological and economic justice. These linkages are now widely recognised and feminist leadership and active participation are necessary to ensure that progress continues as governments prepare for the Post-2015 Development Agenda."



Women in Mozambique marching for their rights.
Photo by Ruben Cované

Women's rights demands for the Post-2015 agenda[30]

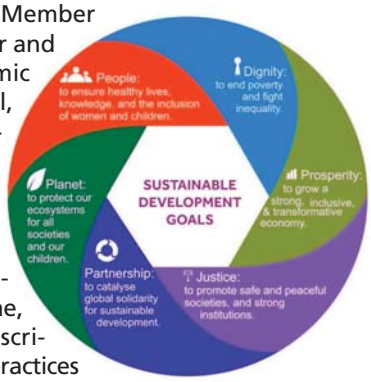
POST-2015 WOMEN'S COALITION
A coalition of feminist, women's rights, women's development, grassroots and social justice organizations working to challenge and reframe the global development agenda.

We demand that the Post-2015 Development Agenda:

- Be explicitly shaped by, and grounded in, human rights, including the principles of equality and non-discrimination. The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), and the International Covenants on Civil and Political Rights (CPR) and Economic, Social and Cultural Rights (ESCR) among other international human rights instruments as well as international consensus documents, including the Declaration on the Right to Development, the Vienna Declaration on Human Rights, the ICPD Programme of Action, and the Beijing Declaration and Platform for Action, provide a clear normative framework for promoting and protecting women's human rights and addressing gender inequality. They should form the non-negotiable basis of any post-2015 development framework.
- Place gender equality, women's human rights and women's empowerment at its core. The new development agenda must outline specific strategies to eliminate gender-based inequalities in all areas of concern to women, whether social development, health including sexual and reproductive health, economic development, environmental sustainability, and peace and security. Inequality must be understood and addressed from an intersectional approach, recognizing the ways in which multiple factors - including race, ethnicity, class, gender, gender identity, sexual orientation, and disability - can increase and compound discrimination and marginalization.
- Address the structural factors that perpetuate crisis, inequality, insecurity and human rights violations. In the wake of the financial crisis, which has had a disproportionate and particular impact on women, feminists and others have proposed transforming policy responses and rethinking the mainstream development model to promote greater equality, equity, security and sustainability. To this end, a Post-2015 framework must ensure that macroeconomic policies and the international financial system work to advance gender equality, women's empowerment and women's human rights.
- Be developed with the meaningful and substantive participation and leadership of women. Women's organizations and social justice groups working for gender equality, human rights and women's empowerment should be fully supported to meaning-fully engage - at all levels of consultation. Grassroots women leaders from community-based organizations are key stakeholders in the development of a Post-2015 development agenda and should be enabled to negotiate for their own development priorities throughout this process.
- Ensure that economic interests are not allowed to override the greater aim of respecting human rights and promoting sustainable development through clear regulations. Global partnerships should take into account the national capacities of states and not entrench inequalities through neoliberal reforms that leave countries struggling to meet their development objectives.
- Ensure strong mechanisms for accountability within countries and at the international level. Accountability should be universal, holding both northern and southern governments to account for their commitments to gender equality and women's human rights. Robust financing for development is crucial. To this end, northern countries must be accountable to their ODA commitments, allocating 0.7% of GDP to development cooperation.

[30] http://www.post2015women.com/

The **SDG Goals** call on UN Member States to, by 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status. They also require countries to "Ensure equal opportunity and reduce inequalities of outcome, including by eliminating discriminatory laws, policies and practices and promoting appropriate legislation, policies and action in this regard." Goal five on gender equality includes the requirement that governments "end all forms of discrimination against all women and girls everywhere."



The **Beijing Plus Twenty Review** calls on governments to "review and revise national constitutions and legal systems to systematically remove all discriminatory laws, norms, practices and policies to make the legal framework conform to international and regional instruments on women's human rights." It further urges that members "continue to strengthen efforts to completely eliminate early child marriages by criminalizing the practice and enforcing the age of marriage of 18 for girls, in accordance with international norms and standards; and criminalise all forms of female genital mutilation, early child and forced marriages, and other harmful traditional practices, and disallow judicial consent to marriage in sexual violence cases." With regard to access to justice, the Beijing Plus Twenty review urges that governments "build the capacity of the judiciary and law enforcement agencies in gender and women's human rights and support the enforcement of laws to fight discrimination against women and girls and support women to know and claim their rights," including through establishing and popularising legal aid funds for underprivileged women."

The SADC Gender Protocol and Women's rights



Viewed against the current global discourse, the SADC Gender Protocol is a visionary document, that went beyond the minimal standards of the MDGs, and anticipated many of the current requirements, well ahead of time.

The 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 Protocol 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.

Progress to date

To date, the region has seen notable progress in including gender and gender equity in constitutions. Eleven constitutional reviews have started and eight are complete. Tanzania, Malawi and Zambia are still in process. Most SADC constitutions provide general protection from discrimination as well as discrimination on the grounds of sex. Most Constitutions, except DRC, Mozambique, 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.

Eight 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.

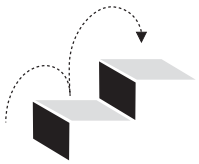
The marriage age in the DRC, Lesotho, Seychelles, Tanzania, Zambia and Zimbabwe is between 15 and 16. In these countries the marriage age for boys is 18.

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.[31] In the case of Tanzania, customary law entitles women to support in nebulous and undefined "special circumstances." While laws enforce maintenance payments in ten SADC countries, enforcement is an issue.

In most countries women have the right to maintain their nationality: In ten of the SADC countries, women have the right to decide whether to retain their nationality or to acquire their spouse's nationality. In the case of Lesotho, only men have the right to decide their nationality. A woman acquires the nationality of her husband upon marriage. In Swaziland, a national exercise to change travel documents to a new format exposed gender inequality in the Citizenship Act, which makes it mandatory for children to assume the citizenship of the father. Women can only pass on citizenship to children born out of wedlock.

One of the most important long term outcomes of the first seven years is firmly embed gender into SADC Constitutions: this trend must continue. Efforts to ensure that laws and practices are brought in line with Constitutions need to be strengthened. Harmful practices must be eliminated. New areas will include specific provisions for the girl child aligned to the Convention on the Rights of the Child and the African Charter on the Rights and Welfare of the Child. The post-2015 SADC Gender Protocol needs to be willing to build on the evolving progressive rights-based discourse in the region on the tough issues such as LGBTI; sex work, and abortion.



Next steps

The 2015 SADC Gender Protocol Barometer is an important measure of gender progress made in the Southern African region between 2009 and 2015. At the time of adoption, the SADC Protocol on Gender and Development was a milestone that provided a roadmap for gender equality in the SADC region. To create an enabling environment that guarantees gender equality, women's human rights, constitutional and legal protection to every citizen the following strategies are needed:

- The measurable targets in the 2008 Protocol were amongst most important successes of the instrument. A key learning moving forward is to set realistic and achievable targets that take into account governments' ways of working and processes.
- Governments, civil society organisations and the media should continue to develop programmes and initiatives to increase the population's knowledge and understanding of the Protocol and how it impacts on their constitutions, laws and policies. Widespread knowledge and information on the Protocol is an essential first step towards citizens understanding how the Protocol can and should change their daily lives.
- Aligning national laws to the gender equality and women's rights provisions in the constitutions should be among the priority areas for reform as the countries embark on a comprehensive law reform process.
- Harmonisation of the country's marriage laws and a review of inheritance laws are among the priority areas for legislative reform.
- An expansive definition of access to justice should be embraced by all actors in the judiciary and justice system and practical initiatives to ensure women's access to justice should be strengthened and financed.
- The lobbying initiatives of the women's movement must continue to ensure that effective and well-resourced mechanisms and strategies to monitor the alignment process and the domestication of the Protocol are put in place. This is essential for ensuring that the Protocol brings about a social transformation in the lived realities of women and girls.
- A consortium of actors must develop multi-media national campaigns with strong and unified messages against negative and harmful practices such as early marriages.
- Tough issues such as Termination of Pregnancy, marital rape, sex work and LGBTI must be confronted as part of a stronger rights-based approach.

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



Forgotten by families

Anushka Virahsawmy

CHAPTER 2

Gender and governance

Articles 12-13



Namibia scored a goal for gender equality in its November 2014 elecions.
Photo courtesy of All Africa.com

KEY POINTS

- The year 2015 marks the deadline 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 past six years, women's overall representation in parliament has gone up by only two percentage points from 25% in 2009 to 27% in 2015. Seychelles (4th) and South Africa (7th) are the only two SADC countries in the top ten global ranking of women parliamentarians. However as a region SADC is five percentage points ahead of the global average of women in parliament (22%).
- Women's representation in local government has increased by a mere one percentage point from 23% in 2009 to 24% in 2015.
- Women's representation in cabinet has virtually remained stagnant at 22% since 2009.
- Women in eight SADC countries have, for the first time, occupied top positions during the monitoring period. In June, Mauritius became the second SADC country after Malawi to have a woman President. SADC currently has a woman vice president in Zambia, as well as a woman prime minister and deputy prime minister in Namibia.
- Between July 2015 and the end of 2016, seven more SADC countries - DRC (local); Lesotho (local), Madagascar (local), Tanzania (Tripartite) and Zambia (National), South Africa and Namibia (local) are due to hold elections.
- Calculations in this chapter reflect the global reality that women's political representation is highest in Proportional Representation (PR) electoral systems (39% in parliament and 31% in local government) and in countries with quotas (38% in parliament and 37% in local government).
- The focus of the 5050 campaign must be on the adoption of strategic special measures to ensure that gender parity is achieved in the Post-2015 era.

Governance in the SADC region 2009-2015 trends table			
Target	**Baseline (2009 or 2011)**	**Progress 2015**	**Variance (Progress minus target)**
Women in Parliament			
The average proportion of women in Parliament reaches 50%.	**25%**	**27%**	**23%**
Number of countries that have achieved over 30% women in Parliament.	**5** (Angola, Mozambique, Namibia, South Africa and Tanzania)	**7** (Angola, Mozambique, Namibia, Seychelles South Africa, Tanzania and Zimbabwe)	**8** countries (Botswana, DRC, Lesotho, Madagascar, Malawi, Mauritius, Swaziland and Zambia)
Highest (country %)	South Africa **(42%)**	Seychelles **(44%)**	**6%**
Lowest (country %)	DRC **(8%)**	DRC **(9 %)**	**91%**
Women in Cabinet			
Average proportion of women in cabinet reaches 50%.	**21%**	**22%**	**28%**
Number of countries that have achieved over 30% women in Cabinet	**1** (South Africa)	**2** (South Africa and Tanzania)	**13** (Angola, Botswana, DRC, Lesotho, Malawi, Madagascar, Mauritius, Swaziland and Zambia, Mozambique, Namibia, Seychelles and Zimbabwe)
Highest (country %)	South Africa **(42%)**	South Africa **(41%)**	**9%**
Lowest (country %)	Mauritius **(10%)**	Mauritius **(8%)**	**42%**
Women in Local Government			
Average proportion of women in local government reaches 50%.	**23%**	**24%**	**26%**
No. of countries that have achieved over 30% women in Local Government	**5** (Lesotho, Mozambique, Namibia, South Africa and Tanzania)	**5** (Lesotho, Mozambique, Namibia, South Africa and Tanzania)	**10** (Angola, Botswana, Malawi, Madagascar, Mauritius, Namibia, Seychelles, Swaziland, Zambia and Zimbabwe)
Highest (country %)	Lesotho **(58%)**	Namibia **(49%)**	**1%**
Lowest (country %)	Mauritius**(6%)**	Madagascar **(6 %)**	**44%**
Scores			
SGDI	**48%**	**49%**	**51%**
CSC	**50%**	**67%**	**23%**

Women's political participation and representation is central to achieving the full dividends of democracy. When women are marginalised in politics, issues that concern them, children and youth tend to be compromised at the political decision-making level. When women are equal partners in decision-making, and their experiences considered and their voices heard, national and development policies are more inclusive and have a broader influence and impact. This makes a difference in people's lives, which supports the need to have more women in local and national parliaments.[1]

While the Millennium Development Goals (MDGs) only had a target on women's participation in parliament, the SADC Gender Protocol went further and tracked progress at the local government and cabinet levels. The 50/50 target is one of the best known of the Southern African Development Community (SADC) Gender Protocol targets. The period has seen a paradigm shift from the call for 30% women in decision-making prior to 2005, to gender parity in the current period.

As reflected alongside in Table 2.1, in the year under review, SADC countries held three local and five national elections (in Madagascar, Mozambique, Botswana, Namibia, Mauritius, Lesotho and Tanzania). Seven local elections are taking place in one or other of these countries and in South Africa in 2015/2016. Tanzania and DRC will also be having national elections this year. This flurry of elections gave countries a real opportunity to make up lost ground in the final count-down to 2015.

With a regional average of 27% women in national parliaments, 24% in local government and 22% in cabinet, Southern Africa is barely half way where it needs to be to meet the target of 50% women - all

[1] African Woman and Child Feature service, 2010."Beyond Numbers: Narrating the Impact of Women's Leadership in Africa."

Table 2.1: Elections in SADC 2014-2016				
Country	Elections held 2014-2015		Elections planned 2015-2016	
	Local	National	Local	National
Madagascar		August 2014	July 2015	
Mozambique	October 2014	October 2014		
Botswana	October 2014	October 2014		
Namibia		November 2014	Late 2015	
Mauritius	June 2015 (municipal)	December 2014	Village (late 2015)	
Lesotho		February 2015	September 2015	
Tanzania			2015 - TBC	2015 TBC
DRC			Late 2015	Late 2015
South Africa			Early 2016	
Zambia		May 2014	September 2016	September 2016

Source: Gender Links 2015.

areas of decision-making by 2015. Yet the region is ahead of Europe, Asia, Arab States and the Pacific regions on this score. The adoption of affirmative action measures - such as quotas and party electoral lists or reserved seats - has been critical in facilitating women's entry into national assemblies and local councils. Innovations in electoral system and affirmative action measures have come about both as a result of pressure from women's movement and through the influence of global declarations and resolutions.[2]

Since the baseline Barometer in 2009, progress on the three governance indicators (national, local and cabinet) has been wide and varied with countries like Seychelles and South Africa missing the target with single digit points while in DRC the variance runs in the double digits.

The period under review demonstrated yet again that the First Past the Post System (FPTP) with no quota is hostile to women's political participation, with women's representation declining in both the Botswana and Mauritius national elections. In contrast, in the municipal elections where the 30% quota for women in local government held sway, women got voted in at the local level in Mauritius. The village elections are yet to take place later this year. In Madagascar, the increase of women's representation from 8% to 21% showed that it is possible to have an increase in a FPTP system without a quota, but with concerted lobbying and advocacy. However, this still remains far below the 50% mark.

Countries with a Proportional Representation (PR) system (Namibia and Mozambique) did well but fell short of the 50% mark. As a result of the ruling South West Africa Peoples (SWAPO) 50% zebra quota, the representation of women in the national assembly in Namibia shot up from 26% to 47%, but the overall figure is diluted to 38% because of a weaker showing in the upper house.

Lesotho, which has a mixed system, missed the opportunity to escalate the quota at local level to national level. Again, the PR seats delivered a higher proportion of women, but the overall performance (25%) fell short of target. Tanzania is strengthening its constitutional quota from 30% to 50%, but this is unlikely to be adopted before the elections later this year.

Recognising the quotas and electoral systems are key to increasing women's political representation, the 50/50 campaign is sharpening its tools. A high level local government study visit from Zimbabwe to Mauritius in April 2015, resulted in a proposal for the adoption of a quota for women in local government in the 2018 elections. This should inform the continued 50/50 campaigns across SADC towards more strategic approaches with clear emphasis on electoral systems and quotas, accompanied by strong advocacy campaigns, combined with increased training and financing of women in leadership and politics.



Peer learning and sharing: Zimbabwe study visit to Mauritius.
Photo by Gender Links

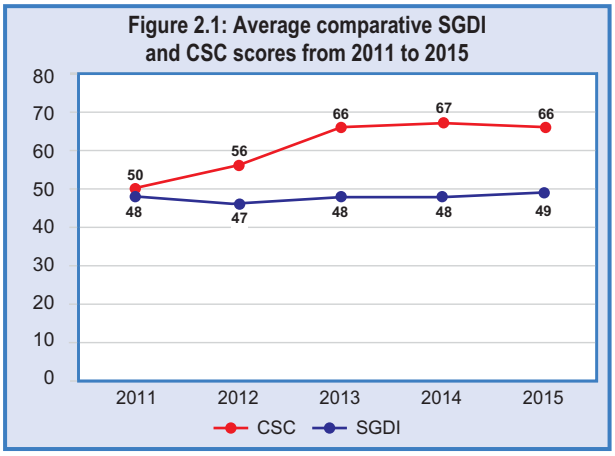
[2] UN Women: Progress of the world's women 2015-2016.

During the period under review (2009-2015) there has been an unprecedented flurry of women in top leadership. In 2012 Malawi became the first country in the region to have a female head of state after deputy president Joyce Banda stepped in following the death of the incumbent, Bingu wa Mutharika. She later lost the post to Peter Mutharika, brother to her predecessor in the 2014 Presidential elections.

This June the Mauritian Parliament voted Ameenah Gurib-Fakim as the country's new president following the resignation of her predecessor, Kailash Purryag. Though her title is a ceremonial one, she becomes the first woman in the island nation to hold that office. Currently only Zambia has a female vice president, Inonge Winga. Namibia has a woman Prime Minister (Saara Kuugongelwa) and Deputy Prime Minister (Netumbo Ndaitwah). The pattern in the appointment (rather than election) of women in top leadership is a clear indicator that the region is not yet ready for women presidents. This calls for additional measures in order to change mind-sets on female leadership.

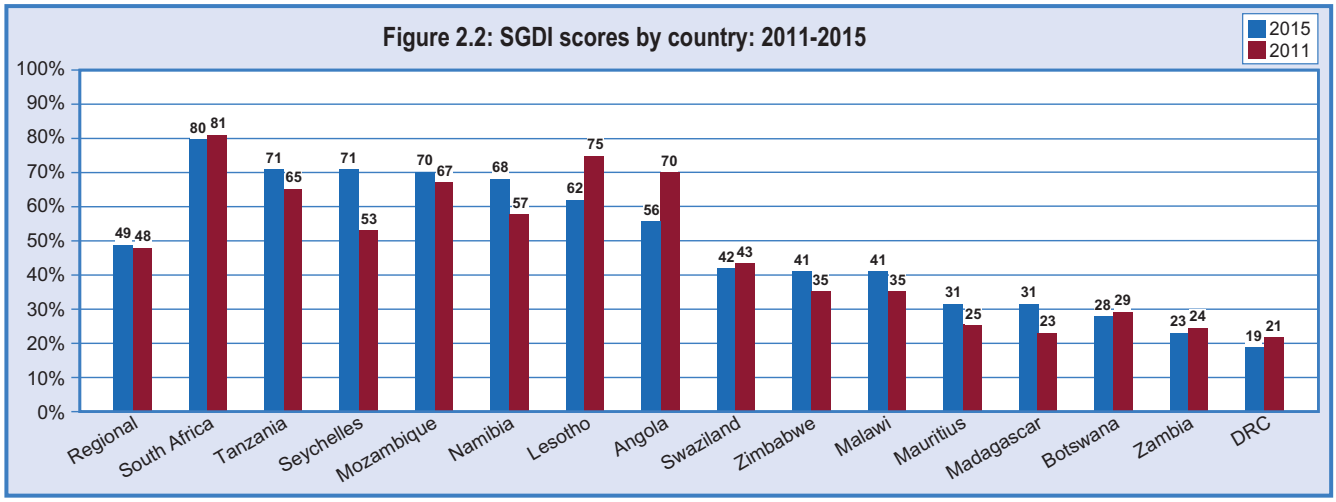
Cabinet is one area governments should more easily make rapid progress as members are appointed rather than elected. Over the years, South Africa has consistently held the highest percentage of women in cabinet at 41%, while Mauritius and Zimbabwe have low scores below 15%. Over the last ten years, the average women's representation has remained relatively low: between 21% to 22%.

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. While the SGDI measures progress against governments achieving the set targets, the Citizen Score Card (CSC) measures citizen perceptions of governments' commitment to gender in governance. The CSC is highly subjective and dependant on people's views. A combination of the quantitative and qualitative tools provides an objective view and analysis of progress countries are making towards promoting gender equality and development for all in SADC.



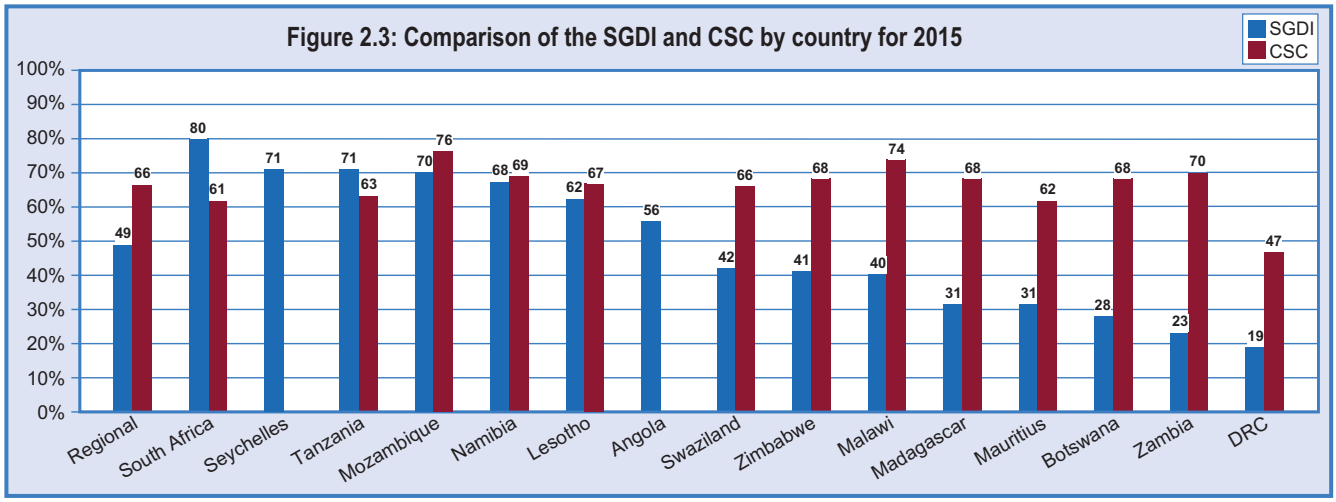
Source: Gender Links 2015.

Figure 2.1 shows that the SGDI for governance has only moved by a percentage point from 48% in 2011 to 49% in 2015, as a result of the losses and gains experienced in the region on elections held between 2009 and 2015. On the contrary there has been a significant increase on the CSC which is at 66%, 17 percentage points higher than the 2009 score (50%).The higher perception score is probably a result of the visible and persistent 50/50 campaigns across the SADC region as well as Constitutional reviews conducted by countries like Tanzania, Mauritius and Zimbabwe to increase women's political representation through legislated quotas at local and national government levels. The flurry of women in high level leadership, albeit still just a handful, creates the public perception that things are changing.



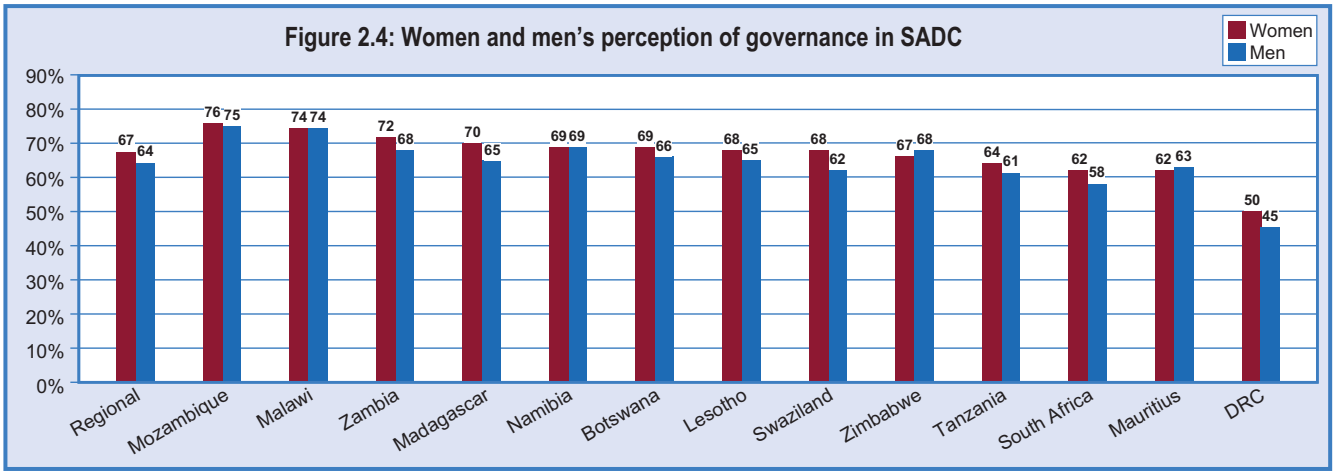
Source: Gender Links 2015.

Figure 2.2. provides detailed comparative scoring on SGDI scores per country. While the regional average has only moved by a percentage point since 2011, some remarkable gains have been made in Seychelles and Namibia where the SDGI went up by 18 and 11 percentage points since 2009. Notable losses have also been recorded in the same period in Angola and Lesotho where the SDGI fell by 14 and 13 percentage points respectively. Botswana, Zambia and DRC have not had any signicant changes with women continually occupying the periphery of the political space.



Source: Gender Links 2015.

Figure 2.3 shows that as in previous years citizens are generally more optimistic and scored their governments higher that the SDGI in at least eleven of the 15 SADC countries. The SGDI at 49% shows that the region has failed to reach the Protocol targets by 2015 but also an indication that efforts in the last six years have only yielded half the desired result. Four countries have an SDGI above 70 % - South Africa, Seychelles, Tanzania and Mozambique. However eight (Swaziland, Zimbabwe, Malawi, Madagascar, Mauritius, Botswana, Zambia and DRC) scored less than 50 %. Citizens from 11 countries (Mozambique, Namibia, Lesotho, Swaziland, Malawi, Madagascar, Mauritius, Botswana, Zambia and DRC) scored their governments higher than the SDGI. The biggest gaps are in Botswana and Zambia where citizens gave scores 40 and 47 percentage points higher than the SDGI. Zambia's score could have been influenced by the appointment of the country's first female Vice President. In South Africa and Tanzania citizens scored lower than the SDGI with a gap of 19 and eight percentage points respectively.



Source: Gender Links 2015.

Figure 2.4 compares the CSC for women and men. This shows that at an average of 66% women scored their government slightly higher than men at 64%, as has been the case over the past years. Governance is one sector where women and men generally score in the same range. In 2015 the biggest gender gap in perceptions are in DRC, where women (50%) are more optimistic than men (45%) and Madagascar (women, 70% and men 65%).In Malawi and Namibia both women and men gave the same score of 74% and 69% respectively. Mauritius is the only country where men (63%) scored higher than women (62%).

The high score from both women and men could be a result of the rising profile of women decision makers in the region. SADC has had two female presidents (Malawi, Mauritius) and three female vice presents (Zimbabwe, Mauritius and Zambia) since the baseline barometer. The current Chairperson of the Africa Union Nkosazana Dlamini and UN Women Executive Director Phumuzile Mlambo Ngcuka are both formidable women politicians from the region.

Background

From the local to the global level, women's leadership and political participation is restricted. Women are underrepresented as voters, as well as in leading positions, whether in elected office, the civil service, the private sector or academia. This occurs despite their proven abilities as leaders and agents of change, and their right to participate equally in democratic governance.[3]

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.[4] Several studies have gone beyond numbers to show that women bring different approaches and perspectives to decision-making.[5] 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 reaching the initial 1997 SADC Declaration on Gender and Development target of 30% representation of women in decision-making, governments upped this target to 50% in the more binding 2008 SADC Gender and Development Protocol (the Protocol). Table 2.1 outlines the three key articles critical to this sector:

As seen alongside in table 2.2, the Protocol provisions on gender and governance are relatively short yet pertinent. They provide for equal representation of women and men in all areas of decision- making in the public and private sectors. Further, Article 5 calls for a strategy of affirmative action, a strategy key to the rapid increase in women's political participation. Gender activists in many countries are calling for deliberate measures, such as legislated quotas as has been achieved in Zimbabwe and Mauritius, to increase women's representation in decision-making positions. While this is the ideal, it has not occurred fast enough and is often limited to either just the parliament or the local government level; and not both. This chapter tracks in detail, progress made toward meeting the Protocol 2015 target of 50/50 representation and other governance-related provisions.

[3] http://www.unwomen.org/en/what-we-do/leadership-and-political-participation.
[4] 2011-2012 Progress of the world's women: In Pursuit of Justice, UN Women 2011
[5] Studies such as the Gender Links report Ringing up the Changes, Gender in Southern African Politics, the first to assess the qualitative difference that women bring to decision-making in the region, have helped to move the debate beyond numbers to why gender equality is integral to good governance.

Table 2.2: 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.

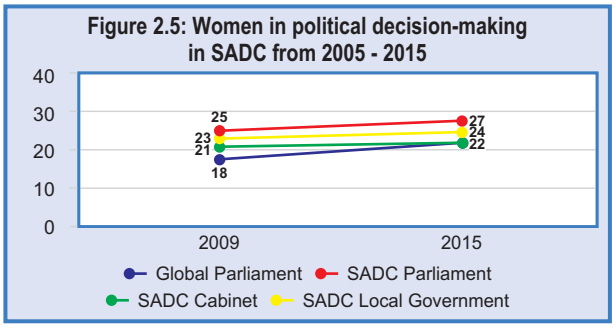
Source: Gender Links compiled from the SADC Gender and Development Protocol.

Representation



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

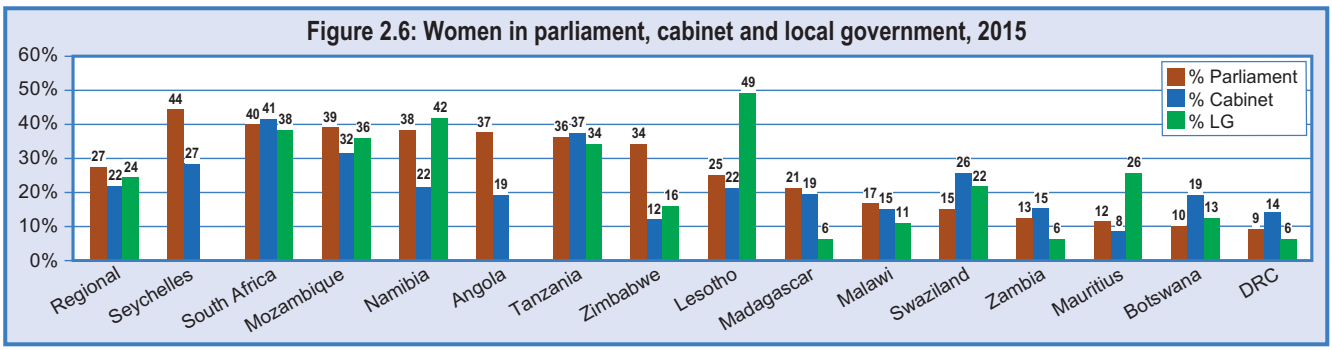
It further provides for Member States to ensure that all legislative and other measures are accompanied by public awareness campaigns which demonstrate the vital link between the equal representation and participation of women and men in decision-making positions, democracy, good governance and citizen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



Source: Gender Links 2015: SADC Gender Protocol Country reports 2015 and IPU last accessed 12 July 2015.

Slight increase in parliament, cabinet and local government: Figure 2.5 shows that women's representation in SADC parliaments increased by two percentage points from 25% in 2005 to 27% in 2015. The proportion of women in SADC cabinets' increased by just one percentage point from 21% to 22%. Women's representation in local government increased slightly from 23% to 24%.

Women's political representation in SADC continues to progress at a slightly higher rate than the global rate but not fast enough to reach the 2015 target: Since adopting the 50% target in 2008, the representation of women in SADC, at 27%, is five percentage points higher than the global average of 22%.

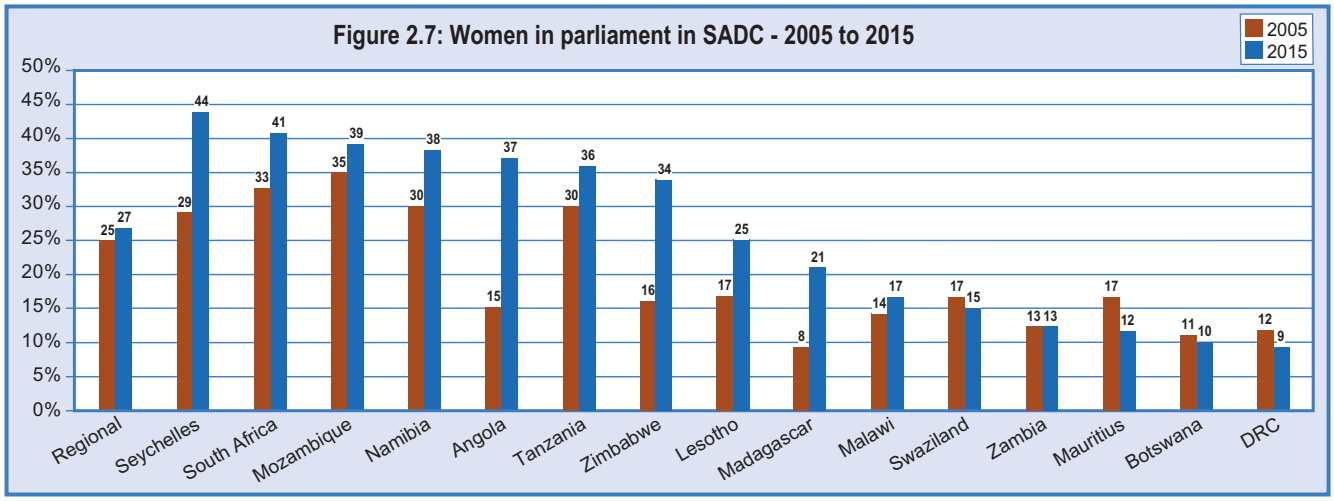


Source: Gender Links 2015, SADC Gender Protocol Country reports and IPU last accessed 12 June 2015.

There continues to be a wide variation in women's representation across the region in parliament, cabinet and at local government levels: Figure 2.6 shows that performance continues to be mixed in different areas of political decision-making:

- Namibia, South Africa, Mozambique, Seychelles, Tanzania and Lesotho perform moderately well in all three areas though below the 50% gender parity target. Better performance is noted in women in parliament across these countries. Women in cabinet and local government mostly have lower scores.
- Seychelles has the highest proportion of women in parliament (44%), six percentage points shy of the 50% target.
- South Africa, Madagascar, Malawi, Zambia and DRC have less women in local government compared to cabinet and parliament.
- Only Angola, South Africa and Tanzania all exceeded 30% women's representation in all three areas.
- Madagascar, Swaziland, Mauritius, Malawi, Zambia, DRC and Botswana still have a long way to go to achieve gender parity across categories.

Parliament



Source: Gender Links 2014, SADC Gender Protocol Country Reports 2014, IPU accessed 18 July 2015 http://www.ipu.org/wmn-e/world.htm

Over the past ten years, efforts towards increasing women's representation in Parliament have not yielded the desired objective of 50% women's representation. However, figure 2.7 shows that two SADC countries have over 40% women in parliament and five have passed the 30% mark. Eight have less than 30% women's representation in parliament. Of the eight, six have below 20% women's representations with the least being DRC and Botswana at 9% and 10%. At 44%, Seychelles ranks highest followed by South Africa (41%) and Mozambique (39%).

Angola, Zimbabwe, Seychelles and Madagascar have made the most progress: In 2005 Angola only had 15% women in parliament; this figure has gone up by 22 percentage points in the last ten years. Zimbabwe has moved from 16% to 34%. Following closely is Seychelles which also had a considerable improvement from 29% in 2005 to 44% at present. Madagascar also made remarkable progress, from 8% to 21% woman in parliament in the last election.

Mauritius, DRC, and Botswana slid backwards: Mauritius and Botswana are yet to formally commit to signing the SADC Protocol. All three SADC countries have missed the chance of having 50% women's representation through lack of political will, effective strategies and action plans devised well ahead of elections.

Table 2.3: Global comparison of women in parliament by region

Region	2009 (%)	2010 (%)	2011 (%)	2012 (%)	2013 (%)	2014 (%)	2014 (%)
	Percentage women in both houses						
Nordic countries	41	41	41	42	42	42	-
Americas	21	23	23	23	25	26	27
SADC	25	24	25	24	25	26	27
Europe excluding Nordic countries	19	20	20	22	23	24	24
Sub-Saharan Africa (including SADC)	19	19	19	20	21	23	22
Asia	18	18	18	18	18	19	17
Arab States	9	9	11	13	14	16	19
Pacific	15	15	15	17	15	16	16
Global average	**18**	**19**	**19**	**20**	**21**	**22**	**22**

Source: www.ipu.org, 16 July 2015.

SADC has performed better than other regions in increasing women's representation in political decision-making: With an overall average of 27% women in parliament, SADC is ahead of the global and Sub-Saharan African averages of 21% and 22% respectively. The global average has remained stagnant at 22% while the Sub-Saharan average has also dropped by a percentage point from 23% in 2014. Ranked in descending order of the percentage women in lower and upper houses, results on Table 2.4 show that as a region, SADC ranks third after the Nordic countries (42%) and Americas (27%) in terms of women's representation in Parliament. As seen on the table, SADC is ahead of Europe and Sub-Saharan Africa, ahead of the Asia and Pacific regions and well ahead of the global average of 22%.

Table 2.4: Global and regional ranking of Women in Parliament

Country	Women in Parliament % representation		Global rank			SADC rank		
	2009	2015	2009	2015	Variance (2009-2015)	2009	2015	Variance (2009-2015)
Seychelles	24%	44%	41	4	37	7	1	6
South Africa	45%	42%	3	7	-4	1	2	-1
Mozambique	35%	39%	15	12	3	3	3	-1
Namibia	27%	38%	21	10	11	5	4	2
Angola	37%	37%	9	17	-8	4	5	-1
Tanzania	30%	36%	23	21	2	2	6	-4
Zimbabwe	15%	32%	78	28	50	11	7	4
Lesotho	25%	25%	28	49	-21	6	8	-2
Madagascar	8%	21%	90	65	25	14	9	5
Malawi	21%	17%	52	82	-30	8	10	-2
Zambia	16%	13%	77	100	-23	10	11	-1
Mauritius	17%	12%	66	105	-39	9	12	-3
Botswana	11%	10%	95	114	-19	13	13	0
DRC	8%	9%	108	117	-9	14	14	0
Swaziland	14%	6%	83	125	-42	12	15	-3

Source: www.ipu.org, 12 July 2015 and Gender Links.

SADC countries vary greatly in their global rankings: Table 2.4 illustrates where SADC countries rank globally and relative to each other against 140 countries listed by the Inter-Parliamentary Union (IPU). The table shows that SADC countries range from fourth to 125th in the global ranking. At 44% Seychelles is the only country in the region in the global top five. At seventh South Africa makes it to the top ten but has slid four places down since 2009. This shows that there are a growing number of countries globally now nearing gender parity for women in parliament.

While some SADC countries improved significantly in the past six years, others plummeted: Zimbabwe has made moved fifty rungs from 78 in 2009 to 28 in 2015 as a result of a constitutional electoral amendment prior to the 2013 general elections. Swaziland on the other hand has dropped 42 places to number 125 from number 83 in 2009. Mauritius also climbed down 39 notches, to 105 on the global list.

Countries have also jostled around within the SADC rankings: In the period 2009 to 2015, Seychelles moved six places up to the top of the league; Madagascar five places to ninth position and Zimbabwe four places up seventh place. Tanzania moved down four places as others moved up. Mauritius and Swaziland both moved down three places to 12th and 15th position respectively.

Table 2.5: Women in parliament

Women in parliament in SADC 2015

	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			**2922**	**788**	**27%**	**331**	**86**	**26%**	**3253**	**874**	**27%**
Tanzania	Unicameral	Oct-10	350	126	36%				350	126	36%
Mozambique	Unicameral	Oct-2014	250	98	39%				250	98	39%
Namibia	Bicameral	Nov-2014	104	43	41%	26	6	23%	130	49	38%
South Africa	Unicameral	May-2014	396	166	42%	54	19		450	185	41%
Seychelles	Unicameral	2011	32	14	44%				32	14	44%
Angola	Unicameral	Aug-2012	220	81	37%				220	81	37%
Zimbabwe	Bicameral	Jul-2013	270	85	31%	80	38	48%	350	123	35%
Madagascar	Bicameral	Jul-2005	151	31	21%				151	31	21%
Lesotho	Bicameral	May-2012	120	30	25%	33	8	24%	153	38	25%
Malawi	Unicameral	May-2014	192	32	17%				192	32	17%
Zambia	Unicameral	Sep-2011	158	20	13%				158	20	13%
Mauritius	Unicameral	Jul-2014	69	8	12%				69	8	12%
Botswana	Unicameral	Oct-2014	63	6	10%				63	6	10%
DRC	Bicameral	Nov-2011	482	44	9%	108	5	5%	590	49	8%
Swaziland	Bicameral	Aug-2013	65	4	6%	30	10	33%	95	14	15%

Source: Gender Links, Inter-parliamentary Union website.

Table 2.5 tracks the performance of all SADC countries in national elections and provides projections to 2020. The information is sorted in descending order according to 2020 projections. The explanations for these projections are in the last column. Those shaded green are countries that have or are likely to achieve 40% or more women in parliament. Those shaded amber have or are likely to achieve 30% or more women in parliament. Those shaded red are in the danger zone of not having achieved, or not likely to achieve 30% women in parliament. Projections, based on an assessment of electoral systems, quotas, and past trends (see comments in the predictions table) show that:

- At best the region will achieve an overall average of 35% women in parliament by 2020.
- Six countries (Tanzania; Mozambique; Namibia; South Africa; Seychelles and Angola will come close to achieving the 50% target, especially if they strengthen

in SADC 2015

Women in parliament by 2020 - prediction table

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
	2922	**1031**	**35%**	**331**	**109**	**33%**	**3254**	**1140**	**35%**	
Oct-2015, 2020	350	175	50%				350	175	50%	Constitutional quota not adopted by 2015, but still has an opportunity in 2020. If 50% quota adopted, Tanzania will achieve 50%
Oct-2019	250	120	48%				250	120	48%	Has had steady growth over last two elections and 50/50 campaign underway
Nov-2019	104	50	48%	26	10	38%	130	60	46%	SWAPO has voluntary 50% quota, move towards legislated quota
2019	400	180	45%	54	20		454	200	44%	Even without quota should reclaim ground lost in the last election.
2016	32	14	44%				32	14	44%	Traditionally high proportion of women.
2017	220	87	40%				220	87	40%	Has been making steady progress.
2018	270	90	33%	80	40	50%	350	130	37%	Next election in 2018.
2019	147	50	34%				147	50	34%	Made significant progress in last election; should build on this.
2020	120	36	30%	33	10	30%	153	46	30%	Instability is a concern but progress in local government puts pressure for quota.
May-2019	192	50	26%				192	50	26%	Opposed to quotas but pressure political pressure is mounting
2016	158	40	25%				158	40	25%	Next election in 2016, pushing for new Constitution but not certain if this will be adopted before the next elections. Push for more women candidates.
2019	69	17	25%				69	17	25%	Enough time for local quota to be escalated to national.
Oct-2019	63	13	21%				63	13	21%	Opposed to quotas but pressure political pressure is mounting
2016	482	100	21%	108	19	18%	590	119	20%	Opposed to quotas but pressure political pressure is mounting
2018	65	9	14%	30	10	33%	95	19	20%	Incremental progress can be expected.

their existing voluntary and legislated/constitutional quotas.

- Three - Zimbabwe, Madagascar and Lesotho - will achieve the earlier 30% target if they stay the course and leverage off their quotas as well as fifty-fifty campaigns.
- Six countries - Malawi; Zambia; Mauritius; Botswana; DRC and Swaziland will remain below 30% unless they adopt quotas and or amend their electoral systems.
- Given the wide variations between countries - from 44% women in Seychelles to 8% in DRC, *SADC needs to consider setting different targets for different countries in the post-2015 era*. The one size fits all approach is leading to complacency by countries close to reaching the target, and to those who are not close to reaching the target feeling overwhelmed.

Protocol @ work

Southern Africa: Top women leaders challenge gender stereotypes

In 2015, SADC had its second woman president (in Mauritius), a woman vice president (in Zambia), a woman prime minister and deputy prime minister (both in Namibia). The calibre of these women, well known in financial, scientific and gender activist circles, is a reminder of the diverse skills and strengths that women bring to decision-making.



Mauritius President Ameenah Gurib-Fakim meets Gender Links Chief Executive Officer Colleen Lowe Morna and Gender Links Mauritius board member, Loga Virahsawmy during the Mauritius SADC Gender Protocol@Work summit. *Photo by Gender Links*

Prominent scientist **Ameenah Gurib-Fakim**[6] is both the first woman president of **Mauritius** and only president not from a political background. Speaker of Parliament Maya Hanoomanjee, who is also the first woman to hold that post, hailed her overwhelming approval as "an historic day for the country." The opposition also supported her appointment, making the vote a mere formality. "I have always believed in the equality of men and women," Prime Minister Sir Anerood Jugnauth told reporters. Gurib-Fakim, aged 56, becomes the first female president of the island, which gained independence from Britain in 1968 and replaced Britain's Queen Elizabeth II as its Head of State in 1992.

Gurib-Fakim completed her university studies in England and holds a PhD in Chemistry from Exeter University. She was the first woman to become Chair in Organic Chemistry at the University of Mauritius, as well as Dean of the Faculty of Science and Pro Vice Chancellor of the University of Mauritius. She helped create the Centre for Phototherapy and Research.

As founding member of the Pan African Association of African Medicinal Plants Standards, she has co-authored the first African Herbal Pharmacopoeia. She has co-authored and written over 30 books on medicinal and aromatic plants. She sits on several international boards; is fellow of several prestigious institutions; and is honoris causa of Marie Curie and Pretoria Universities.

Gurib-Fakim is also the first Mauritian woman to have obtained the L'Oreal-Unesco Prize for Women in Science; the CTA/NEPAD/AGRA for African Women in Science; and the African Union Award for Women in Science. Gurib Fakim has been elevated to the Order of the Commander of the Star and Key by the Government of Mauritius, and admitted to the Order of the Chevalier dans l'Ordre des Palmes Academiques by the Government of France.[7]

Inonge Mutukwa Wina, a well-known gender activist, is the first woman Deputy President of **Zambia**, the highest ranking female in the history of this Southern African nation. A social worker with degrees from the University of Zambia and Santa Monica in California, Wina's passion for community work dates back to the early 1970s when she gave free service to women's movements as a volunteer.



Committed gender activist: Vice President Inonge Wina launches the 2012 Zambia Barometer. *Photo by Albert Ngosa*

She has served on a number of boards of Non-Governmental Organisations and as president of the Young Women's Christian Association, where she was instrumental in promoting the women's human rights agenda, resulting in the Zambian government's establishment of the Victim Support Unit under the Zambia Police Service. In 1996, she was elected National Chairperson of the NGO Coordinating Council of Zambia (NGOCC). In 2000, Wina led the women's movement in the Red Ribbon Campaign in defence of the Zambian Constitution.

[6] For the full article see News 24 see - http://www.news24.com/Africa/News/Mauritius-parliament-approves-first-woman-president-20150604-2
[7] News24; GL News Service.

In 2001 Wina contested and was subsequently elected Member of Parliament of Nalolo Constituency under the United Party for National Development (UPND). She was elected chairperson of a number of portfolio committees, including the Committee on Human Rights Gender and Governance, and Women Parliamentary Caucus.

In the 2006 presidential and general elections, Wina re-contested her Nalolo seat under the United Liberal Party (ULP) - a breakaway faction of the United Liberal Party. She lost the election and petitioned the results in the High Court; the case was ruled in her favour but later overturned by the Supreme Court. In the 2011 General Elections, Wina again contested the Nalolo seat, under the Patriotic Front ticket, and won. She was appointed National Chairperson for the ruling Patriotic Front (PF). The late President Micheal Sata appointed Inonge Wina as the Minister of Gender and Child Development; later Minister of Chiefs and Traditional Affairs. On January 26 2015, newly elected President Edgar Lungu appointed Wina as Vice President.[8]



Netumbo Nandi-Ndaitwah, Deputy Prime Minister of Namibia.
Photo courtesy of Lesotho Times

Netumbo Nandi-Ndaitwah[9] served as Minister for Foreign Affairs in **Namibia** from December 2012, until her appointment to Deputy Prime Minister in March 2015. Nandi-Ndaitwah went into exile and joined SWAPO members in Zambia in 1974, worked at the SWAPO headquarters in Lusaka, Zambia from 1974 to 1975 and attended a course at the High Komsomol School in the Soviet Union from 1975 to 1976. She was a Member of the SWAPO Central Committee from 1976 to 1986 and President of the Namibian National Women's Organisation (NANAWO) from 1991 to 1994.

Nandi-Ndaitwah has been a Member of the National Assembly of Namibia since 1990. She served as Deputy Minister of Foreign Affairs from 1990 to 1996, Director-General for Women's Affairs in the Office of the President from 1996 to 2000 and subsequently Minister for Women's Affairs. From 2005 to 2010, she served as Minister of Information and Technology in Namibia's cabinet. In her term she is reputed to have warned Swapo MPs that chauvinism was against the party constitution. She has been consistent in her call for equal representation of the country's elected leaders, from the 30% to 50% target. President Hage Geingob, appointed Nandi-Ndaitwah as Deputy Prime Minister and Minister of International Relations and Cooperation.

Saara Kuugongelwa-Amadhila,[10] recently elected Prime Minister of Namibia, served as Minister of Finance for **Namibia** before her recent appointment in 2015. In 2013 the SADC Gender Protocol Barometer mentioned her as the only woman finance Minister in SADC at the time. She entered the political limelight at the age of 27 when she was appointed the Director General of the National Planning Commission in 1995. She joined Swapo's politburo in 2002. In 2003 she became Minister of Finance, a position she has held until now. Kuugongelwa-Amadhila's tenure at the Ministry of Finance will be remembered for her ambitious fiscal targets, resulting in the country's first ever budget surplus in 2006/07 and 2007/08. During her tenure the country employed serious fiscal discipline.

Kuugongelwa-Amadhila went into exile in 1980 at the age of 13, and continued with primary education at Koidu Girls Secondary School in Sierra Leone in 1984, before completing secondary education at St Joseph's Secondary School in Sierra Leone in 1987. She then went to read for a Bachelor of Science in Economics at Lincoln University, Pennsylvania, USA, from 1991 to 1994 when she graduated and returned home. Back in Namibia Kuugongelwa-Amadhila began working as a Desk Officer in the Office of the President under the Presidency of the Founding President Sam Nujoma for a few months in 1995 before being assigned the role of Director General at the National Planning Commission.



Saara Kuugongelwa-Amadhila, Prime Minister of Nambia.
Photo by Albert Ngosa

[8] http://www.lusakatimes.com/2015/01/26/inonge-winas-full-profile/
[9] https://en.wikipedia.org/wiki/Netumbo_Nandi-Ndaitwah
[10] https://www.newera.com.na/2015/03/12/profile-saara-kuugongelwa-amadhila/

Table 2.6: Women's representation in cabinet 2009 - 2015				
Country	Women in cabinet		Variance	Variance
	2009	2015	2015-2009	Progress minus target (50%)
Regional average	21%	22%	1%	-28%
Angola	28%	19%	-9%	-31%
Botswana	20%	19%	-1%	-31%
DRC	N/A	14%	N/A	-36%
Lesotho	**32%**	**22%**	**-10%**	-28%
Madagascar	N/A	19%	N/A	-31%
Malawi	24%	15%	-9%	-35%
Mauritius	**10%**	**8%**	**-2%**	**-42%**
Mozambique	28%	32%	4%	-18%
Namibia	19%	22%	3%	-28%
Seychelles	20%	27%	7%	-23%
South Africa	**41%**	**41%**	**0%**	**-9%**
Swaziland	27%	26%	-1%	-24%
Tanzania	**22%**	**34%**	**12%**	**-16%**
Zambia	N/A	15%	N/A	-35%
Zimbabwe	N/A	12%	N/A	-38%

Source: www.ipu.org, 12 June 2015.

Over the past six years, the regional average of women's representation in cabinet has moved by only one percentage point to 22%: With 2015 here, the region has missed the Protocol target for cabinet by 28 percentage points. Cabinet should be the sphere of governance with the most seats allocated for women as these are appointed by the Head of State, not elected. However, as reflected in Table 2.6, women's representation has only steadily increased in South Africa (now 41%) followed by Tanzania at 34%. Tanzania also recorded the greatest gain at twelve percentage points. Women's representation in cabinet declined in six of the 11 countries for which comparative data is available. Lesotho registered the highest decline (ten percentage points).

Table 2.7: Top women leaders in Southern Africa 2009 -2015				
Country	President	Deputy President	Prime Minister	Deputy Prime Minister
Malawi	1. Joyce Banda (2012 - 13)	1. Joyce Banda (2009 - 2012)		
Mauritius	**2. Ameenah Gurib (2015 -Current)**	2. Monique Ohsan Bellepeau (2010 - 2015)		
Mozambique			1. Luísa Diogo (2004 - 2010)	
Namibia			**2. Saara Kuugongelwa (2015 - current)**	**1. Netumbo Nandi-Ndaitwah (2015 - Current)**
South Africa		3. Phumzile Mlambo-Ngcuka (2005 - 2008) 4. Baleka Mbete (2008 - 2009)		
Zambia		**5. Inonge Wina (2015 -Current)**		
Zimbabwe		6. Joyce Mujuru (2004 - 2014)		2. Thokozani Khuphe (2009 - 2013)

Source: Gender Links 2015.

One promising development over the last six years is the extent to which women are now beginning to feature in the hallowed hallways of top leadership. As illustrated in Table 2.7, seven of the 15 Southern African countries have now had a woman president, deputy president, prime minister or deputy prime minister. Although no woman has yet run for president and won, Southern Africa briefly had a woman executive president (Joyce Banda of Malawi) following the death of a sitting president. In Mauritius the post of president is largely ceremonial, but is voted on by parliament. The appointment of a woman president not linked to any political party is therefore a milestone for Mauritius and the region.

During the period under review, the region has had six women deputy presidents in five countries. One, Inonge Wina, is currently the Deputy President of Zambia.

The region has had four women prime ministers and deputy prime ministers: Namibia currently has a woman Prime Minister Saara Kuugongelwa, and Deputy Prime Minister Netumbo Nandi-Ndaitwah.

Local Government

Table 2.8: Women's representation in local government 2009 - 2015

Country	Women in local government		Variance	Variance
	2009	2015	2015-2009	Progress minus target (50%)
Regional average	23%	24%	1%	-26%
Angola	N/A		N/A	
Botswana	18%	19%	1%	-37%
DRC	N/A	6%	N/A	-44%
Lesotho	**58%**	**49%**	**-9%**	**-1%**
Madagascar	6%	6%	NA	-44%
Malawi	0	11%	11%	-39%
Mauritius	**6%**	**26%**	**20%**	**-24%**
Mozambique	36%	36%	0%	-14%
Namibia	42%	42%	0%	-8%
South Africa	40%	38%	-2%	-12%
Swaziland	18%	22%	4%	-28%
Tanzania	34%	34%	0%	-16%
Zambia	7%	6%	-1%	-44%
Zimbabwe	18%	16%	-2%	-34%

Source: www.ipu.org, 12 June 2015.

The regional average of women in local government has gone up by one percentage point from 23% to 24% since 2009: Table 2.8 shows that:

- All 13 SADC countries with elected local government have failed to reach the 50% target. Only two countries (Namibia 42% and Lesotho 49%) are a single digit point away from the target with Lesotho missing the mark by just one percentage point. Ironically, Lesotho experienced the steepest decline in political participation from 58% women in local government in 2009 to the current 49%, a nine percentage point plunge. This came about as a result of a change in the quota system that Lesotho innovated, that still leaves the country with the highest proportion of women in local government, and proved more acceptable to political parties.
- Mauritius experienced the greatest improvement during the period under review. Women's participation at the local level rose by 20 percentage points from 6% to 26% as a result of the amendment of the Constitution to allow for a quota at local level.



Table 2.9: Women in local government in SADC in 2015 and projections									
	Women in LG 2015				Women in local gvt projected 2020				Assumptions
	Date of election	Total LG councillors	Women in LG	% Women in LG	Next election	Total LG councillors	Women in LG	% Women in LG	
Regional Average		**30165**	**6873**	**23%**		**30181**	**8924**	**30%**	
Lesotho	2011	1276	627	49%	Sep-15	1276	635	50%	Elections later this year legislated qouta.
Tanzania	2010	3477	1190	34%	Oct-15	3477	1750	50%	Assuming constitutional quota is adopted by the 2020 election.
Namibia	2010	323	135	42%	2015	323	150	46%	SWAPO has a voluntary 50% quota; legislated 30% quota.
South Africa	2011	9090	3494	38%	2016	9090	3600	40%	Election in 2016; only ruling party has quota but subtle pressure on other parties.
Mozambique	2014	1196	431	36%	2018	1196	450	38%	Mozambique has made steady progress in increasing women's representation, national figure is 39%.
Zimbabwe	2013	1962	318	16%	Planned for 2018	1962	580	30%	Considering adopting a qouta for local government after the success of the parliamentary constittutional qouta.
Mauritius	2005	1614	420	26%	2018	1614	500	31%	Have a legislated quota of 30%.
Botswana	Oct-14	589	116	20%	2019	605	150	25%	Opposed to quotas, but lots of work on the ground.
Madagascar	2008	9608	579	6%	2015	9608	1500	16%	Constitution encourages but does not prescribe women's increased representation; too late for quota.
Malawi	May-14	462	51	11%	May-19	462	70	15%	Next election is in 2019; likely to resist quota but some time for lobbying.
Swaziland	2013	462	54	12%	Nov-18	462	54	12%	Efforts underway to gain ground after losses in urban elections.
Zambia	2011	1382	85	6%	Planned for 2016	1382	120	9%	Elections in 2016; quota will not have been adopted.
Angola									Data unavailable.
DRC					Aug-15				Data unavailable about the number of councillors to be elected.
Seychelles					N/A				No elected local government.

Source: Gender Links, Inter Parliamentary Union website.

Table 2.9 tracks the performance of all SADC countries in women's representation in local elections and provides projections to 2020. The information is sorted in descending order according to 2020 projections. The explanations for these projections are in the last column. Those shaded green are countries that have or are likely to achieve 40% or more women in local government. Those shaded amber have or are likely to achieve 30% or more women in parliament. Those shaded red are in the danger zone of not having achieved, or not likely to achieve 30% women in local government. Projections, based on an assessment of electoral systems, quotas, and past trends (see comments in the predictions table) show that:

- At best the region will achieve an overall average of 30% women in local government by 2020.
- Four countries (Lesotho, Tanzania, Namibia, South Africa) will come close to achieving the 50% target, especially if they strengthen their existing voluntary and legislated/constitutional quotas.
- Three countries (Mozambique, Zimbabwe and Mauritius) will achieve the 30% target if they stay the course and leverage off their quotas as well as fifty-fifty campaigns.
- Five countries (Botswana, Madagascar, Malawi, Swaziland and Zambia) will remain below 30% unless they adopt quotas and or amend their electoral systems.
- GL could not obtain data of local government in Angola and DRC. Seychelles does not have elected local government.
- Given the wide variations between countries - from 44% women in Seychelles to 8% in DRC - *SADC needs to consider setting different targets for different countries in the post-2015 era*. The one size fits all approach is leading to complacency by countries close to reaching the target, and to those who are not close to reaching the target feeling overwhelmed.

Constitutional reviews and women's political representation

The adoption of affirmative action measures - such as quotas on party electoral lists or reserved seats has been critical in facilitating women's entry into national

assemblies. Innovations in electoral system and affirmative action measures have come about both as a result of pressure from women's movement and through the influence of global declarations and resolutions.[11]

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.



Later this year **Tanzania** will hold a referendum on the draft constitution which 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 Consti-tution, political parties would lose the power to nominate women to parliamentary seats and instead, voters in every constituency would elect two parliamen-tarians, of whom one has to be a woman. Tanzania already has a high representation of women in parliament. With elections set for October 2015, this is the last chance for the country to ensure gender parity before the end of 2015.

Tanzania adopted a mixed electoral 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. Tanzania has a Constitutional quota, and this is being raised from 30% to 50%. The unique mixed system of combining quotas and FPTP system could facilitate the seal of approval that indeed, women and men are equally entitled to participate in 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 consti-tutional rights and is therefore less open to contestation that a mixed system and quotas help to rapidly increase women's political partici-pation.

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."

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.[12] 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.[14] The chance of women being elected is even higher when the PR system works in concert with a quota.



Tanzanian women march for a better tomorrow. *Photo by Lucia Makamure*

[11] UN Women : Progress of the women's world 2015.
[12] For more information on the comparative global data on quotas for women in politics see www.idea.int/quota
[13] Lowe-Morna, 1996.

Table 2.10: 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 2015.

Table 2.4 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 African National Council (ANC) and SWAPO of Namibia) these quotas are in line with the Protocol parity targets. The ruling Frelimo party in Mozambique has a 40% quota.

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.

Table 2.11: Electoral systems, quotas and women's political participation in SADC						
Country	**Electoral system - local**	**Quota - local**	**% women local**	**Electoral system - national**	**Quota - national**	**% women national**
South Africa	Mixed	Voluntary party	38%	PR	Voluntary party	41%
Mozambique	PR	Voluntary party	36%	PR	Voluntary party	39%
Namibia	PR	Law 30%	42%	PR	Voluntary party	38%
Angola	PR	Voluntary party	N/A	PR	Voluntary party	37%
Tanzania	Mixed	Constitutional 30%	34%	Mixed	Constitutional 30%	36%
Zimbabwe	FPTP	No	16%	Mixed	Constitutional 30%	35%
Lesotho	Mixed	Law 30%	49%	Mixed	Law -30% PR seats	25%
Seychelles	**FPTP**	**No**		**FPTP**	**No**	**44%**
Madagascar	FPTP	No	6%	FPTP	No	21%
Malawi	FPTP	No	11%	FPTP	No	17%
Swaziland	FPTP	No	12%	FPTP	No	15%
Zambia	FPTP	No	6%	FPTP	No	13%
Mauritius	FPTP	Law -30%	26%	FPTP	No	12%
Botswana	FPTP	No	20%	FPTP	No	10%
DRC	FPTP	No	N/A	FPTP	No	8%

Source: Gender Links 2015.

Table 2.11 plots electoral systems and quotas at local and national levels against women's political representation in each country. The countries are shaded according to the electoral system at national level: PR, mixed and FPTP (South Africa has a mixed system at local and PR system at national). Within each colour band, countries are sorted according to the levels of political representation at the national level. Overall, the chart demonstrates the strong correlation between electoral systems, quotas and women's political representation. Specific observations include:

- Seven out of the 15 SADC countries have either a Constitutional or legislated quota, or voluntary party quota, in place. All of these except one (Mauritius local government) have a PR system.
- All countries except one that have over 36% women in local government and parliament have a PR (or in the case of local government in South Africa, mixed) electoral system. In all four countries (South Africa, Mozambique, Namibia and Angola) ruling parties have adopted voluntary party quotas. In Namibia, the electoral law also prescribes a 30% quota for women in local government.
- Seychelles, with a FPTP system and no quota, yet 44% women in parliament (the highest proportion in the region) is the only exception to the rule. The island of just 80,000 people has a strong matriarchal tradition with many men leaving the island in search of greener pastures. It also has a very small parliament, such that a few changes in MPs can make a big difference to the gender balance.
- Countries with a mixed system coupled with Constitutional or legislated quotas come next in terms of performance. Lesotho has always had a mixed system at the national level. The country adopted a mixed system at the local level so that 30% of seats can be reserved for women and distributed on a PR basis. Lesotho now has a quota for PR seats at the national level, but these are not reserved solely for women. The Lesotho formula at local level drew on the experience of Tanzania that has now also been emulated at the national level in Zimbabwe. In all these examples, countries have adopted a mixed system to get around the rigidities of the FPTP system when it comes to increasing women's political representation. The difference between women's representation at the local level in Zimbabwe (16%) where there is a FPTP system and no quota, and national (35%) where there is a mixed system and quota is a stark reminder of the key role played by electoral systems and quotas in determining women's political representation.



Gender Links Mauritius board member, Loga Virahsawmy teaching Stephanie Leu an aspirant politician on how to engage with the media.
Photo by Gender Links

- With the exception of Seychelles, the lowest representation of women is in the eight countries with a FPTP system. Within this category, Madagascar comes after Seychelles, following the increase in women's political representation from 6% to 21% in the recent elections. These elections showed that it is possible to increase women's representation in FPTP countries through strategic Fifty/Fifty campaigns, but still a challenge to succeed beyond around 20% without a quota. The Mauritius local government quota is the only example of such a quota in the FPTP system in any Southern African country. Generally, quotas do not work well in a straight FPTP system as there is no guarantee that even a fixed number of women candidates will win, unless seats are reserved for them, which may be construed as unconstitutional. Mauritius managed to get the quota to work at the local level through combining this with a spirited campaign to train and position prospective women councilors for election.

Table 2.12: Electoral systems and quota results table

	Overall - % women		With quota - % women		Without quota - % women	
Electoral system	**Parliament**	**Local government**	**Parliament**	**Local government**	**Parliament**	**Local government**
FPTP	18%	8%		31%	18%	8%
PR	39%	31%	39%	37%		
MIXED	33%	40%	36%	40%	25%	
ALL	27%	24%	38%	37%	19%	8%

Source: Gender Links 2015.

Table 2.12 summarises the overall impact of electoral systems and quotas on women's political participation in the SADC region. The table shows that:

- In both local government (37%) and parliament (38%) countries with quotas have a far higher representation of women than those without quotas (19% for parliament and 8% for local government).
- Consistent with global trends, countries with the PR system (39% for parliament and 31% for local government) have a much higher representation of women than the FPTP (18% 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 various electoral systems is key to increasing women's representation. Women in countries with a mixed system and quota comprise 36% of parliamentarians, compared to 25% in mixed systems with no quotas.
- Quotas used in combination with the PR system (39%) and mixed system (40%) yield the highest representation of women.

The examples that follow, from elections that took place in the region during the period under review, provide vivid illustrations of electoral systems and quotas working together to promote the fifty-fifty target. Conversely, some examples show how the absence of quotas and strong Fifty/Fifty campaigns in some countries accounts for the big gap in performance between countries that continues to be experienced.

Voluntary quotas and the PR system: Namibia and Mozambique



The 2012 Barometer reported on mounting pressure in South Africa and **Namibia** for legislated quotas ahead of elections in 2014. Neither country has adopted legislated quotas at the national, or in the case of South Africa, local level. As these advocacy efforts continue, Namibia scored an important goal for gender equality with the adoption of a 50/50 quota by SWAPO at its June 2013 Congress that led to a substantial increase in women's representation in parliament in the November 2014 elections.

Protocol @ work

Namibia: SWAPO quota boosts women numbers in parliament

Namibia is the only country with a PR system that has a legislated quota (but only at local level). Pressure mounted for this to be escalated to national level, but this was not achieved in time for the October 2014 elections.

Instead, the South West African People's Party (SWAPO), which has been Namibia's Ruling Party since independence in 1990, announced in April 2014 during a SWAPO Party Central Committee Meeting, that the Party would opt for 50/50 gender representation on the Party list. While the announcement brought about a fair amount of discontent amongst some of the members of the Party, former President Hifikepunye Pohamba hailed this amendment to the Party's Constitution as a long sought-after objective aimed at achieving gender balance in all structures of the Party. SWAPO's "Zebra System" had a dramatic impact on the outcome of the elections. In an interview with Henning Melber, a German-Namibian political scientist soon after the elections, Hage Geingob, the current president (then Prime Minister) stated: "SWAPO took a so-called "zebra" decision a year ago which meant that their own electoral list is comprised of men and women in equal numbers. That means half of the SWAPO members of parliament to be elected will be female."

Some SWAPO members seem to have regretted this afterwards leading to parliament being expanded from 72 to 96 seats to allow more male candidates from the SWAPO party list to become or rather continue to be members of parliament.

Thanks primarily to SWAPO's zebra system and substantial election victory, the proportion of women in the election increased to 41% in the national assembly. However, there are only 23% women in the national council or upper house that is indirectly elected by the 13 regional councils (two members each). These councils - that are elected on a FPTP basis - are heavily male biased. The combined total of women in parliament in Namibia (upper and lower house) thus comes down to 38%.

Writing for the *Guardian Development Network*, Alexander O'Riordan notes: "Youth and women are not part of the political equation. While the leadership is talking about being an international player, building a first-world economy and blaming their failures on the legacy of colonialism or apartheid, youth and women are talking about violence against women, jobs, alcoholism, basic social services and basic access to food and water."[14]

In his first State of the Nation Address on 21 April 2015, President Geingob, stated that: "Gender equality is an enabler which allows all people to reach their full potential to contribute to and benefit from economic, social, cultural and political participation. It is pertinent that women have greater access to high level decision-making roles".

[14] http://www.theguardian.com/global-development/2014/jul/08/namibia-gender-equality-zebra-politics



Mozambique is an example of a country with a PR system and voluntary 40% quota instituted by the ruling party, Frente de Libertação de Moçambique or Front for the Liberation of Mozambique (FRELIMO). The country has performed consistently well with regard to women's political participation, but only made modest gains in the November 2014 elections. Women's representation in parliament and local government remained at 39% and 38% respectively. Women in cabinet rose by nine percentage points (from 23% to 32%).

There are no constitutional or legal quotas to guarantee representation of women in publicly elected bodies in Mozambique. The Constitution recognises formal equality between men and women before the law in respect of rights and duties and in all spheres of life. The Constitution further tasks the state with ensuring the substantive equality of women: "The State shall promote and support the emancipation of women, and shall provide incentives to increase the role of women in society. The State recognizes the value of, and shall encourage, the participation of women in the defence of the country and in all spheres of the country's political, economic, social and cultural activity".

In 1994 FRELIMO adopted a policy to ensure that 30% of candidates for the National Assembly and local government were women, raised the quota level to 35% and then to 40% for the 2014 election. Women candidates were distributed throughout proportional representation lists and not merely appended to the bottom where they had slight chance of success.

Mozambique has made steady progress. After its multiparty elections in 1994 women constituted 28.4% of MPs. In 2004, Mozambique became one of the first countries in SADC to meet the target set by Member States of 30% women in parliament before 2005. In the 2014 elections, FRELIMO led by Filipe Jacinto Nyusi garnered 57% of the vote, followed by RENAMO (led by Afonso Dlakama) and then the Mozambique Democratic Party (led by Daviz Simango). FRELIMO's quota for women resulted in representation of just under 40% women in local and national results.

Looking to the Post-2015 era, Mozambique needs to consider advocating for a legislated quota that binds all political parties to achieving gender parity. During the 2014 SADC Protocol@Work summit in Mozambique, former Mozambican Prime Minister Luisa Diogo, patron of the 50/50 campaign said, "When you achieve something, you need to sustain it and advance from there." Diogo added that the country must prioritise political will and innovation for the Post-2015 agenda, and should recognise that women must be "given the necessary space and the necessary incentives to boost their capacity and energy to perform well for the good of the country."

FPTP and no quota, but a strong 50/ 50 campaign: The case of Madagascar



Political instability still blurs the political landscape in **Madagascar** with the local elections scheduled for 31 July 2015 in jeopardy at the time of going to press. This has also affected planning within political parties to ensure women's representation in Malagasy political parties and local government.

The Committee on the Elimination of Discrimination Against Women in Madagascar organised a consultative workshop to draft a Bill for moving to a Proportional Representation system to enhance women's chances in decision-making. The Ministry of Justice did not table the Bill at the last parliamentary session in October 2014. This is a serious setback ahead of the local government elections in July 2015. The situation raises questions about what the most effective strategies are to lobby for affirmative action legislation.

On a positive note, women constituted 21% of those elected in Madagascar's national legislative elections in December 2013. Indeed, this is an unprecedented step forward because this rate has never exceeded 11%. During the 2013 elections, organisations working for gender equality mounted a spirited campaign to improve women's participation. At national level, initiatives to promote women's participation included:

- Strong references to gender equality in the National Development Plan targeted at different levels.
- The establishment of a mechanism to ensure regular dialogue between the Government and civil society.
- Civil society initiatives, including capacity building to prepare and equip women candidates to face elections, undertaken by EISA (Electoral Institute for Sustainable Democracy in Africa) in partnership with Gender Links and CNFM (National Council of Women of Madagascar) in the 6 provinces of Madagascar (July-Dec 2013).

While all the evidence shows that the Fifty Fifty campaign in Madagascar must come up with a strategy to address electoral systems and quotas if the 50% target is to be reached, this must go hand in hand with strategies to empower women for political participation, as illustrated in the case study that follows:

Madagascar: 50/50 campaign gains momentum

Despite Madagascar's signature of various international, regional and national instruments, the representation of women in decision-making remains low. In 2008, women constituted only 4.46% of mayors; 6.03% of councillors and 11% of MPs. During the last legislative election in 2013, the percentage of women elected in parliament increased to 21%. However, this rate is still very low and far from the 50% target.



Madagascar National Summit 2015.
Photo by Zotonantenaina Razanandrateta

Apart from traditional, cultural practices and gender stereotypes, women's limited knowledge of, and exposure to politics constitutes a major barrier to accessing decision-making.

The Association of Consultant Trainers for Gender Equality, led by Ranoromalala Lantoharitiana has established a project to implement targets 12-13 of the SADC Protocol on Gender and Development. Given the fact Madagascar has not yet adopted quotas on women's participation, the association focused on capacity building of women candidates for legislative and local elections and raised awareness concerning the importance of women's participation in politics.

With the support of financial partners, the association conducted a nine step project in order to achieve 50/50 objectives: (1) field research to collect information on the needs of women candidates concerning capacity building; (2) Elaboration of the modules and methodology of training; (3) Conducting training; (4) Awareness raising campaign in the field to sensitise men on the fact that the promotion of gender is not a competition between men and women but collaboration between the two; (5) Elaboration of a guide book dedicated to women candidates; (6) Validation and popularisation of the guide book; (7) Training of women candidates for legislative elections; (8) Support and assistance of women candidates concerning electoral applications as well as (9) monitoring and evaluation.

Some 453 women (65% mayors and 35% councillors) have been trained. 85% of them are ready to be candidates for the coming local election. 286 men were sensitised on gender equality. The Association has also worked closely with media. They organised a debate on women's participation in politics at the national TV that gave visibility to the work.

Even though the project has resulted in satisfying outputs, there is still much to be done. Future objectives include lobbying for government to establish a gender department in each ministry and adoption of a quota, especially within political parties. In all this, collaboration between newly elected women and experienced politicians needs to be reinforced to strengthen learning.

FPTP and no quota - regression in Botswana and Mauritius

As noted earlier the FPTP system is generally unfavourable to new entrants, especially women. When this is coupled with a competitive and or contentious political environment, with no safeguards or quotas for the new entrants, the result is sure regression. The October and December 2014 elections in Botswana and Mauritius illustrate this principle.


Making sense of the SADC Protocol in Botswana.
Photo by Gender Links

Botswana continues to be lauded as a shining example of democracy and model of excellent political governance. However, after almost fifty years of independence the representation of women in politics is still way below par. During the first ten years after independence, female representation in Parliament was non-existent. Subsequently, between 1974 and 1989, the numbers hovered between 0% and 4%. The next elections in 1994 brought a modest leap to 7%, followed by a more encouraging soar to 18% in 1999- albeit still way below

the 30% target set by the 1997 SADC Declaration on Gender and Development. From then on, a downward trend emerged. Ratios spiralled down to 11% in 2004, 11% in 2009 and 10% after the latest 2014 general elections. Women in cabinet have decreased from 25% in 2009 to 17% after the 2014 elections. Women in local government rose slightly from 18% to 19%.

Of the 15 women who stood for parliamentary seats, five from Botswana Democratic Party (BDP), six of Botswana Congress Party (BCP), three from Umbrella for Democratic Change (UDC) and one independent candidate, only four made it to the 57 contested parliamentary seats. Two came in through the four indirectly elected seats giving a total of six women in the 63-member house. Commenting on the elections, the SADC Electoral Observer Mission (SEOM) highlighted the disproportionate representation of women as candidates across the parties. The Constitution of Botswana makes no provision for quotas to ensure women's representation in publicly elected bodies or at any other level.

The March 2015 UN Economic Commission for Africa (UNECA) Profile of Botswana aptly explains this downward spiral: "The main challenges to achieving gender equality continue to revolve around institutional mechanisms, funding, capacity enhancement, and research monitoring and evaluation." These challenges generally manifest in:

- Absence of provision by the Botswana Constitution for quotas favouring women.
- Political parties' failure to apply quota system effectively.
- The first past the post electoral system, which is not conducive to women's access to higher political position.
- Blindness to the critical connection between participation of women and socio-economic development.
- Difficulty in recognising that women rights are human rights.
- Extreme delays in ratification and implementation of legal instruments.
- Gender Affairs Department undersized and financially under-resourced, considering that office's scope of work.
- Women NGOs struggles to optimally fulfil their mandates or survive.
- Low voter literacy levels of electorate.
- Deterrents that disable women from standing for political office (social obligations, means, marginalisation, hostilities).
- Poor media coverage of the women's agenda.

A call to action

We need to put renewed pressure on the Government of Botswana to expedite the domestication of international and regional instruments so they are held accountable for the advancement of gender equality lest we see women lose out again in the 2019 elections.

The Botswana Government Beijing+20 report offers little assurance for women in politics: "So far there are no indications regarding the public agenda to consider modifying the electoral process to allow for deliberate measures to ensure that a critical mass of women is elected, for expediency in political decision-making at all levels". The report also bleakly admits that the majority of international commitments that the Botswana government is party to are yet to be domesticated."

Meanwhile, the SADC Protocol on Gender and Development is yet to be signed and the MDGs are still far from being met. Botswana does not have a budget that is gender responsive, nor has been done to implement gender sensitive budget. Local NGOs working to advance gender equality have been crippled since most international donors withdrew their sponsorship after Botswana was declared a middle income country. For instance, Women's NGO Coalition, Botswana Caucus for Women in Politics and Women in Law Southern Africa (WILSA) folded. Important initiatives suffered as a consequence - specifically those providing voter education as well as training of female political aspirants and community mobilisers - which had all played a decisive role in the unprecedented and unsurpassed 18% women parliamentarians in 1999.



Ntombi Setshwaelo. *Photo by Gender Links*

Adapted from an article by Ntombi Setshwaelo, Board Member, GL Botswana

Southern Africa: Zimbabwe learns from Mauritius' local quota

Zimbabwe made history in 2013 by adopting a new constitution that requires gender equality, but only has a specific quota for women in parliament. As a result, the proportion of women in parliament has shot up to 35%, while women in local government lag behind at 16%. But there is a glimmer of hope.



Summary: Erica Jones expresses appreciation to Mauritian electoral advisor Sanjt Teelock during the study visit. *Photo by Gender Links*

The country's new Gender Commission, also provided for in the new Constitution, is making sure that all discriminatory laws are amended and aligned with the new Constitution. This is a window for the local government electoral law to be amended.

Against this background, UN WOMEN, Gender Links, and the Ministry of Local Government collaborated in a study visit for senior Zimbabwean government officials to Mauritius in May 2014. 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 was 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.

Erica Jones Principal Director in the Ministry of Local Government, Public Works and National Housing, who led the delegation, noted that with 16% women, Zimbabwe is a long way from achieving 50%. The delegation comprised Ministry of Local Government officials who will be responsible for the implementation of the law; the Ministry of Women Affairs, Ministry of Justice who will initiate the law and the Electoral Commission.

The specific provision of a quota for women in parliament in Article 124 (b) of the Zimbabwean Constitution is one of several substantive gains in line with the SADC Protocol on Gender and Development. Given the importance of local government to women's every-day lives, it is unfortunate that the quota does not extend to this level. Article 17 b I of the Constitution states: "Both genders are equally represented in all institutions and agencies of government at every level." This opens the door for a quota for women in local government in the electoral law, if not in the Constitution, a demand being made by the Women in Local Government Forum.

Mauritian local government officials explained that the passing of the Local Government Act in 2011 is an example that shows the SADC Gender Protocol at work. The Act requires that political parties field a minimum of one-third of candidates of either sex for the municipal and village council elections. They explained that this is no guarantee that they will win: for example in the last election, the proportion of women (26%) is less than one third. However, advocacy and capacity building helped to narrow the gap between women candidates and women elected.

As a result of the study visit, a submission has already been sent to the Electoral Commission on an amendment to the Local Government Act to include a quota for women in local government as part of the alignment of laws with the new Constitution, in particular Article 17. Progress in this direction will significantly increase chances for further improved SDGI scores and one more country with quotas not only at national but also at local government.

In an article for the Herald newspaper, Simbiso Marimbe notes that "The challenge for the newly-instituted Zimbabwe Gender Commission (ZGC) is to influence a surge towards the 50 percent representation target of the SADC Gender Protocol. Outside parliament there is needed to break the glass ceilings that prohibit women's advancement in all sectors including, private, public and non-profit sectors. There is a worrisome scarcity of women on parastatal boards, political party structures, in cabinet, and other public service positions... The ZGC is called upon to investigate the glass ceilings thoroughly and ensure that they are effectively broken to allow for the equal advancement of both women and men in all sectors."



The proportion of women in parliament in **Mauritius** dropped from 19% to 12% in December 2014, following the celebrated increase of women in local government from 6% to 24%. Mauritius has not signed the SADC Gender Protocol because of the clause on affirmative action. Ironically the country amended the Constitution to allow for a gender neutral quota at the local level. While other countries are making progress, Mauritius is regressing, from 9th to 12th position in the SADC women in parliament rankings. Mauritius is now among the five Southern African countries with the lowest percentage of women in parliament joining Malawi, Zambia, DRC and Botswana.

Women's hopes were high when the former government announced a White Paper on Electoral Reform. This paper borrowed from the Local Government Act, hinting at a legislated gender quota at the national level. Unfortunately this did not go to Parliament before the general elections. Had the act been passed, Mauritius would have jumped to at least 33% women in Parliament.

Instead, a political cyclone swept women out of politics. General elections held in Mauritius on 10 December 2014 resulted in a victory for the Alliance Lepep coalition, which secured 47 of the elected seats under the leadership of Sir Anerood Jugnauth, while the PTR-MMM Alliance under Navin Ramgoolam only got 13 seats. Rangoolam lost his own seat and accepted defeat after voters rejected his proposals to boost presidential powers. Former president and Alliance Lepep leader, 84-year-old Anerood Jugnauth became prime minister in the Indian Ocean island nation. Alliance Lepep is a coalition led by the Mouvement Socialiste Militant (MSM) with other parties including the Parti Mauricien Social Démocrate (PMSD) and the Muvman Liberater (ML).[15]

The winds of change brushed away the 12 women candidates fielded by the PTR/MMM Alliance as well as one from the nine candidates fielded by the Lepep Alliance-the Alliance now in power. Mauritius now does not have a single woman in opposition. One of the biggest pitfalls of the FPTP electoral system is that in competitive political environments, women candidates often get fielded in unsafe seats. This is evident in Mauritius. Apart from three candidates,[16] the PTR/MMM fielded it's nine other female candidates in constituencies that they had never worked in. This meant they could not even be nominated as "best losers" within the Mauritian system.

Among the women who lost seats from PTR/MMM were four former Ministers of women's rights and gender equality namely Arianne Navarre Marie, Sheila Bappoo, Indranee Seebun and Mireille Martin. These women ushered in key legislation: the Protection from Domestic Violence Act, Sex Discrimination Act; Amendments to the Crimin al Code to make provision for abortion in specific cases; Family Court; Family Support Bureaux; Family Welfare Protection Units; Women's Centres and recreation centres for the elderly among others. Five of the eight women elected sit in Parliament do so for the first time. On a positive note, the only woman not elected from Lepep Alliance, Maya Hanoomajee (former Minister of Health and Quality of Life) is now Speaker of the Legislative Assembly - the first woman speaker in Mauritius. As mentioned earlier in this chapter, the island also now has its first woman president. It is hoped that the new president and her government will break new ground by signing the Protocol and charting a new course for the 2019 elections.[17]



Where next for the 50/50 campaign? Mala Chetty speaking at the SADC Gender Protocol@Work summit. *Photo by Gender Links*

FPTP and quota - Zimbabwe learns from Mauritius' local government quota

As reflected in the recent national elections in Mauritius, 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 the 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)

[15] https://en.wikipedia.org/wiki/Mauritian_general_election,_2014
[16] Sheila Bappoo-former Minister of Social Security and National Solidarity; Kalynee Juggoo-Secretary General of the Labour; and Nita Deerpalsing-Leader of the Youth Wing.
[17] Adapted from an article by GL Board Member Loga Virahsawmy.

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 (see next section). The Zimbabwe Constitution, for example, reserves a portion of seats in the lower house to be distributed to parties on a PR basis for women.

Mauritius is the only FPTP country to institute a quota for women that is not reliant on reserved seats and that is working at the local level. The "gender neutral quota" that requires that at least 30% of all candidates be either sex worked in the December 2012 elections because of the accompanying emphasis on grooming women candidates. Local elections in Mauritius now take place every two years. Municipal elections took place in June 2015, and will be followed by village elections later this year. Results for elections in the five municipalities (Port Louis, Beau Bassin-Rose Hill, Quatre Bornes, Vacoas-Phoenix and Curepipe) show women occupying 34% of the seats. This is indeed a vindication of the local government quota adopted in 2012. It shows that even with a change of government, women's political participation is guaranteed because of the legislative provision. While Mauritius failed to cascade the quota at the local level to its national elections, the legislation has become a subject of interest and learning in the SADC region.

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. Lesotho employs this system at local level. Lesotho has always had a mixed system at national level. In the February 2015 elections, Lesotho applied a 50% quota to the PR seats. Unlike local government where all PR seats go to women, in the case of national elections only one third of the PR seats go to women, and these are already fewer than the FPTP seats. As a result of not taking bolder moves on quotas for women in local government at national level, Lesotho missed to reach the 50% target in 2015. Local elections are planned for September 2015.



At 49%, **Lesotho** has the highest proportion of women in local government. Early this year Lesotho witnessed the registration of a woman-led political party, the Reformed Congress of Lesotho now represented in Parliament. There has been a gradual increase by nine percentage points of women in parliament from 17% in 2009 to 25% in 2015. Women's representation in cabinet remained at 22% after the appointment of the new government in early 2015. Lesotho appointed its first woman Chief Justice in 2014. Lesotho is the third country after Malawi and Zambia to appoint a woman to that position and sixth in the continent. Two political parties out of 19 - Lesotho Congress for Democracy and the Democratic Congress- adopted quotas of 30%, but experience has shown parties pay lip-service to this policy. Women's representation in parliament in Lesotho dropped from 26% to 25% in the 2015 elections.



Councillors at Qibing Council, Lesotho are committed to gender equality.
Photo by Ntolo Lekau

Peace restored, but where are the women?
By Rethabile Pholo, GL Board Member and former Deputy Chair of the Independent Electoral Commission

Lesotho is breathing more easily after the political crisis in 2014 that almost resulted in a coup. Early elections restored democracy, but women are still glaringly missing from political decision-making in the last election before the 2015 SADC Gender Protocol deadline for gender parity.

In June 2014, Prime Minister Thomas Thabane suspended parliament because of conflict within his coalition, leading to criticisms that he was undermining the government In August, after Thabane attempted to remove Lieutenant General Kennedy Tlai Kamoli from the head of the army, the Prime Minister fled the country alleging a coup was taking place. South African Deputy President Cyril Ramaphosa, on behalf of SADC troika, went to Maseru to pursue a regional mandate to help restore peace, stability and democracy to the country. The threats of coups and political rivalry are not uncommon to the Lesotho Kingdom and the country has experienced instability for the last few decades.

Even though Lesotho is said to be amongst the countries in the world that have made significant progress toward achieving gender equality this does not seem to be the case when it comes to women in politics. In the 2012 national elections there were very few women candidates contesting constituency seats. In order to address this worrying state of affairs, in 2011 during review of the National Assembly Electoral Act 1992, the Commission came up with a provision that mandated political parties to ensure their proportional representation (PR) lists included an equal number of women and men and were zebra-style. These provisions made a significant difference in the 8th Parliament as the number of women increased more than ever before.



Rethabile Pholo. *Photo by Trevor Davies*

The 2015 elections were held on 28 February, more than two years ahead of schedule due to the 2014 political crisis. Since the zebra-style requirement applies only to the proportional representation component of Parliament, women still comprised a significant minority among the constituency candidates. Of the 1,116 constituency candidates in the 2015 elections, only 30% were women.

The Lesotho parliament comprises 120 seats. 80 are filled on a First Past the Post (FPTP) basis. The remaining 40 seats are distributed among parties on a Proportional Representation (PR) basis. The Electoral Law requires that women be equally represented in the PR seats, but not the FPTP seats. Nine women and 71 men won constituencies. Women won a further 21 seats in the Proportional Representation seats, giving a total of 30 women out of 120 or 25%, compared to 26% prior to these elections. Five women lead ministries out of a total of 26 (20%), compared to 22% before. Lesotho has missed the 2015 deadline and now has to re-position for the Post-2015 agenda.

Protocol @ work

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 outnumber men as voters, yet men continue to dominate politics: 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.

Protocol @ work

Malawi: Zomba finds a new way to conduct free and fair elections for women



Mudzi Social Network (MSN) in Malawi is piloting a way or removing gender bias from elections, as illustrated in this case study concerning the Zomba City Council - Ward and Community Development Committees. By blindfolding candidates and allowing voters to line up behind candidates of their choice, women's representation shot up to 46% in the Community Development Committees, and 41% in the wards.

Gender inequality is a challenge to empowerment of women in Malawi due to educational and cultural upbringing and out-dated cultural values. This has continued into elections to public office where "family voting"- male partners demanding that female partners to vote for a candidate - prevails and denies women the right to choose on their own. All this contributes to male domination.



Women in Malawi are consigned to traditional roles.
Photo by Daud Kayisi

Blindfolding candidates, despite not being totally effective in reducing "family voting", provided women voters an opportunity to make a choice, without being coaxed to vote. The results encouraged women participation: a stepping stone to increased women's representation in decision- making positions especially at community and grassroots level

An affiliate member of Gender Coordination Network, MSN contributes to women and youth empowerment through information sharing and being part of the organizing team for the district and regional activities e.g. Sixteen days of Activism, and commemorating the GBV. MSN has worked with the Zomba City Council in promoting good democratic governance through ensuring that the Ward and Community Development Committees are functioning in accordance with the relevant legislation. Apart from the elections MSN provide capacity building training courses in leadership, group dynamics and organization management, thus our involvement with women and youths. We have been instrumental in promoting women to participate in civil society activities and organised events show casing women and girl child rights.

During the run-up to the 2014 Presidential and Parliamentary elections, the organisation supported women to participate despite several challenges. MSN encouraged the candidates to review government practices that were not women friendly and to take them as their campaign messages because they affected the women. This resulted in a woman Member of Parliament for Zomba central and three women ward councilors within the City. The organisation is developing strategies to ensure that the political parties introduce a quota system in their structures and government to endorse a Gender Equality Charter to maintain a gender balanced parliament.

(Source: SADC Protocol@Work summit Malawi, 2015)

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. The case study from Mauritius that follows is one of several examples of how civil society organisations are contributing to this process.

Mauritius: Yes WE can!

Women in Politics (WIP) launched the *"WE" Campaign* with a view to increase the representation of women in the parliament for the 2014 General Elections. "W" stands for Women and "E" stands for Empowerment".

"WE" also stands for whole Mauritius; for togetherness and inclusiveness. The campaign is a good practice because it is designed for different target groups: political parties, local government, voters, media and the general public. It is therefore a well-rounded campaign for optimum result.

The "WE" Campaign is made up of six interactive and connected focus areas with the following specific objectives:

- *"WE" Lobby:* This area is geared towards reminding the Political parties and the public in general the importance of having more women in politics and why we must vote for women. "WE" have issued regular press releases, open letters, press articles, bill-boards, radio shows and networking events.
- *"WE" Train:* Training on electoral and campaigning skills for future women candidates, women activists and women voters.
- *"WE" Support:* Helpline put in place to receive queries and need for help from women as from the day of the dissolution of the parliament till the elections day.
- *"WE" Coach:* Three (3) free coaching sessions for the women candidates.
- *"WE" Educate:* Voters' education campaigns through bus adverts and radio spots one week prior to elections till elections date to remind the Mauritian voters' to vote intelligently and to vote and support women candidates.
- "*WE" Sensitise:* The team met with voters at commercial centres. "WE" distributed tokens to remind voters to support and vote for women. On Election Day, "WE" toured the island to keep sending the same message of voting and supporting women candidates.

Despite several attempts to meet with Ministers and other officials of the Government, the latter did not respond to invitations to collaborate. Despite the great effort to get more women as candidates, "WE" discovered that without the will of the political parties, the representation of women will remain low. WIP is lobbying for a gender neutral quota to be introduced in Mauritius at the national level. Some of the lessons learned include:

- The first barrier for women's political involvement is women themselves; they need to first discover their own power.
- Start with political parties!
- Lobby for a gender neutral quota.

Source: SADC Gender Protocol@Work Summit, Mauritius 2015



The Women in Politics team went on a roadshow in December 2014 to lobby for women voters.
Photo courtesy of WIPs Facebook page

Protocol@Work

Table 2.13: 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%		**2015/17**		Work with Ministry of Gender and Alliance Focal Point/Women's umbrella organisation during the period 2014-2016.
Botswana	17%	10%	**2019**	FPTP/ Voluntary party quota	18%	**Oct 2019**	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%	**Oct 2015**	FPTP	Advocate for legislated quotas at national and local level.
Lesotho	27%	27%	**2020**	Mixed No Quota	**41%**	**Sept 2015**	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	15%	21%	**2019**	FPTP/ No Quota	6%	**July 2015**	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	11%	**2019**	FPTP No Quota	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	12%	19%	**2019**	Mixed/ No quota	24%	**2018**	FPTP 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%	38%	**Oct 2014**	PR/Voluntary party quota	38%	**2018**	PR/Voluntary party quota	Advocate for all parties to adopt quotas and/or legislated quota. Increase efforts to mobilise women's participation in local government.
Namibia	23%	48%	**Nov 2019**	PR/ Voluntary party	45%	**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 and increase efforts and women in politics trainings.
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.
Tanzania	20%	36%	**2015**	FPTP Constitutional 30%	34%	**2015**	FPTP With Constitutional 30%	Advocate for the adoption of the 50% Constitutional quota as this goes to a referendum.
Zambia	11%	11%	**2016**	FPTP No Quota	6%	**2016**	FPTP No Quota	Advocate for Constitutional quota as part of the review using the Zimbabwe example that created a mixed electoral system before the 2016 elections. Have space in the media to name and shame Boards and committees who do not have 50/50 representation on their Boards. Increase efforts and lobbying and advocacy for 50/50 campaigns ahead of elections in 2016.
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. Lobby for quota at local levels.

Source: Gender Links, Inter Parliamentary Union Website and http://www.content.eisa.org.za/node/279 , 16 July 2015.

SGP Post-2015

As the region moves beyond 2015, the governance sector is one area where progress on the Protocol has been slow and marked by huge gaps between countries. Since 2012 the governance SDGI has not reached the half way mark. The Protocol provided a relatively comprehensive framework for promoting gender responsive governance in the SADC region, covering representation, participation and service delivery.

As mentioned earlier in the chapter some countries in SADC have done well and are currently ranked in the global top five while others are in the bottom 20. No country in the region has attained the 2015 50% targets in any area of political decision-making - parliament, local government and cabinet. This calls for new strategies in the Post-2015 era to step up women's participation in *all areas* of decision- making.

With the Protocol now under review, lessons from the last six years have shown that policies alone without political will do not translate to transformation on the ground. Another big lesson from the last six years is the power of women's rights groups in the region in ringing up change. In countries where improvements on women's representation have taken place, this has been a result of women rights organisations holding governments accountable. A series of 50/50 campaigns by civil society over the past six years have resulted in more women being elected into office while at policy level countries like Mauritius and Zimbabwe have had constitutional reviews to include gender quotas. Tanzania will likely later this year adopt a new constitution with a 50% gender quota for all levels of decision-making. It is therefore imperative that governments continue to recognise the importance of the women's movement as we move into the Post-2015 era.

In a few months the United Nations Assembly will adopt a new set of Sustainable Development Goals (SDGs) that aim to compliment and improve progress made during the MDG era. The SDGs will likely call *for women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic, and public life*, strengthening the efforts that have been underway in SADC. At the continental level, Agenda 2063 aspires for Africa to have *attained full gender parity, with women occupying at least 50 % of elected public offices at all levels and half of managerial positions in the public and private sectors by 2063*. Agenda 2063 recognises that no society can reach its full potential, unless it empowers women and youth and removes all obstacles to women's full participation in all areas of human endeavours.

Key lessons

Representation: With 2015 here, women in the region constitute an average of between of 22% to 27% 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. It is also apparent that countries are moving at different rates. *Targets do not need to be a one size fits all. Varying targets and timelines can be adopted for different countries.*



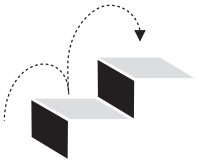
In search of a better life for women in Mandlakazi, Mozambique.
Photo by Ruben Cované

Public perceptions: For sustained progress, it is imperative that cultural transformation be aimed at reversing the negative attitudes in societies towards gender

equality and women's empowerment.[18] 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: Meaningful participation of women is about more than just numerical presence in decision-making forums, whether at the local or national level. Women in decision-making positions must be able to articulate and act on issues that concern different groups of women, especially those who are disadvantaged.[19] 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.



Next steps

The Post-2015 era must prioritise:

- ***Reinvigorating the 50/50 campaign:*** Following the revamping of the of the 50/50 campaign in 2014 in preparation for an effective Post-2015 new era, robust work is needed to maintain gains made in getting more women into political decision-making positions. It is crucial to guard the 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, take action and ensure the effective implementation of the Protocol!*
- ***Women's access to political decision-making requires special measures:*** The 2015 Barometer presents evidence showing 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. The Namibia model at party level clearly exemplifies the gains of party level quota systems as fertile opportunities for increasing women's representation and participation in politics.
- ***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. It becomes imperative to review party manifestos, encourage quotas, and sensitise communities about the 50/50 campaign and the value in the renewed opportunity through the Post-2015 era, to achieve gender parity in all aspects of private and public life.
- ***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 under-



Holding government accountable at the DRC SADC Protocol@Work summit. *Photo by Esther Kamuanya*

[18] Africa MDG report 2014.
[19] UN Women: Progress of the women's world 2015.

standing 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. Gender equality activists need to actively engage political parties to strengthen and sustain any transformation towards gender-responsive democracy and governance. There should be a continuous sensitization and awareness raising training and support for women to attain political positions. Promote and build capacity of men and boys in civil society to become more active and participate in the gender movement and developing gender programmes and campaigns. There is need for more civic education about women and men's equal participation in politics and decision-making in public service is crucial now and especially in the new Post-2015 era.

- ***Redress culture as a barrier to progress and advocate affirmative action for women:*** Empower women to take up decision-making positions by removing major structural barriers deeply rooted in custom, culture, religion and tradition; and concerted effort that begins with strong political will and leadership, accompanied by deliberate strategies and special measures. Continue work to address customs and traditions that influence the negative perceptions about women's participation in politics. This can be carried out through citizen civic education and targeting influential community leaders and members as well as voters in communities.
- ***Revamp and upscale capacity building for women in politics and leadership:*** Initiatives to strengthen the knowledge, information and gender analysis capacities of women members of Parliament and councillors should be scaled up in order to give women the confidence to retain their seats and inspire other women to participate in elections. Research on women's experience and participation in governance and political processes is required as well as a detailed analysis of the amount of funding that has been dedicated by government, civil society and donors to programmes to increase women's participation, and for civic education across SADC.
- ***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. Research, monitoring and evaluation remain key for qualitative and qualitative gains in the 50/50 campaign. Stakeholders should use this to strengthen collaboration between civil society, government, the private sector 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. Pending local elections in 2015 to 2016 should be a spring board for encourage women to use local government as a stepping-stone to national politics.
- ***The media is a key partner:*** Gender, elections and media training shows that the media has a key role to play in changing mind-sets and promoting women candidates. These partnerships should be built and extended in all countries having elections between now and 2020 as an opportunity to start anew. Increase involvement with the media, including an increased use of social media, to lobby for increasing the number of women in decision-making positions. The media must work to increase coverage of women and their various roles in order to change mind-sets and thus encourage more women to contest for political positions.
- ***Broadening the definition of decision-making:*** So far this sector has largely focused on political decision-making. The SADC Gender Protocol refers to all areas of decision-making. Certain sectors that have escaped scrutiny need to come under the spotlight. These include the media, private sector, the judiciary, civil society, the defence and police force.
- ***Ensure concerted efforts towards a fired-up 50/50 campaign Post-2015:*** Involve other stakeholders such as the private sector in the 50/50 campaign to encourage management to ensure that the target is integrated in all spheres and not just political decision-making bodies. Lobby the relevant structures for more women in government.



"Sarah" *Anushka Virahsawmy*

CHAPTER 3

Education and training

Article 14



Snenkhosi and Tanele, students from Mbabane Central High School, Swaziland at the Gender Links office doing their school research on gender issues. *Photo by Thandokuhle Dlamini*

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.
- This September member states of the United Nations will adopt the Sustainable Development Goals (SDGs) with a new education framework that aims to address the unfinished business of the Millennium Development Goals (MDGs) that included low literacy rates for women.
- While girls outperform boys at schools in the SADC region, gender based violence and unconducive learning environments continue to keep girls away from school especially in marginalised communities.
- The large gap between the regional average Southern Africa Gender and Development Index (SGDI) of 94% compared to the regional Citizen Score Card (CSC) score of 68% is a telling indicator of the gap between quantitative and qualitative achievements in the education sector.
- The Protocol Post-2015 provisions on education will be inspired by Goal 4 of the SDGs and Africa's Agenda 2063 which looks at education beyond the classroom with an emphasis on students acquiring life skills that respond to current job trends.

Education and training trends table 2009-2015			
Target for 2015	**Baseline (2009)**	**Target (2015)**	**Variance (Progress minus target)**
Equal number of girls and boys enrolled in primary school in all 15 countries	**5 countries** (Lesotho, Namibia, Seychelles, Malawi and Tanzania)	**6 Countries** (Botswana, Madagascar, Seychelles, South Africa, Tanzania and Zimbabwe)	**9 Countries** (Lesotho, Malawi, Mauritius, Namibia, Zambia, Swaziland, Mozambique, Angola, DRC)
Equal number of girls and boys enrolled in secondary school in all 15 countries	**7 countries** (Lesotho, South Africa, Namibia, Botswana, Mauritius , Seychelles and Swaziland)	**9 countries** (Lesotho, South Africa, Malawi, Namibia, Mauritius, Madagascar, Seychelles, Swaziland, Zimbabwe)	**5 countries** (Tanzania, Zambia, Angola, Mozambique, DRC)
Equal number of women and men enrolled in tertiary school in all 15 countries	**7 countries** (Seychelles, Namibia, Mauritius, South Africa, Botswana, Zambia and Swaziland)	**7 countries** (Lesotho, Madagascar, Mauritius, Namibia, South Africa, Swaziland and Zambia)	**6 countries** (Angola, DRC, Malawi, Mozambique, Tanzania and Zimbabwe)
Scores			
CSC 100	65%	68%	32%
SGDI 100	n/a	94%	6%

One of the most important gains for gender equality and women's rights over the last 60 years has been the rapid increase in girls' education. Education, particularly at secondary level, is associated with a range of positive outcomes for women and girls, including greater awareness of their rights, greater participation in decision-making, reduced probability of early marriage and childbearing, and reduced likelihood of dying during childbirth.[1]

For more than half a century the international community of nations has recognised education as a fundamental human right. In 2000 the Millennium Development Goals (MDGs) acknowledged education as an indispensable way for people to realise their capabilities, and prioritised the completion of a primary school cycle.[2] MDG 2 aimed at the achievement of universal primary education. Indicator 3.1 of MDG 3 (gender equality) focused on the ratio of girls to boys in primary, secondary, and tertiary education. Taking its lead from the global agenda, the SADC Gender Protocol (the Protocol) went beyond the MDG focus on equal enrolment. The Protocol called for the eradication of gender-based violence in educational institutions. It also challenged the existing stereotypes in education. With the stock take of the first round of the SADC Gender Protocol this August, education is the one area in which SADC countries can truly claim to have made tremendous strides. However as the trends table shows numbers alone do not always tell the full story. Hidden within the statistics are the gaps between and within countries.

By the 2015 deadline only six out of 15 SADC countries have achieved 50% or more girls in primary education (Botswana, Madagascar, Seychelles, South Africa, Tanzania and Zimbabwe), up from five in 2009. This is an increase of one country over a five year period. Tanzania (52%) is the only country with a slight majority of girls in primary school. Most of the nine countries that fall short of gender parity only miss the mark by



Children at Lesotho's Khukhune primary school in Hololo, Lesotho.
Photo by Ntolo Lekau

1 Progress of the world's women.
2 Sustainable development begins with education(UNESCO).

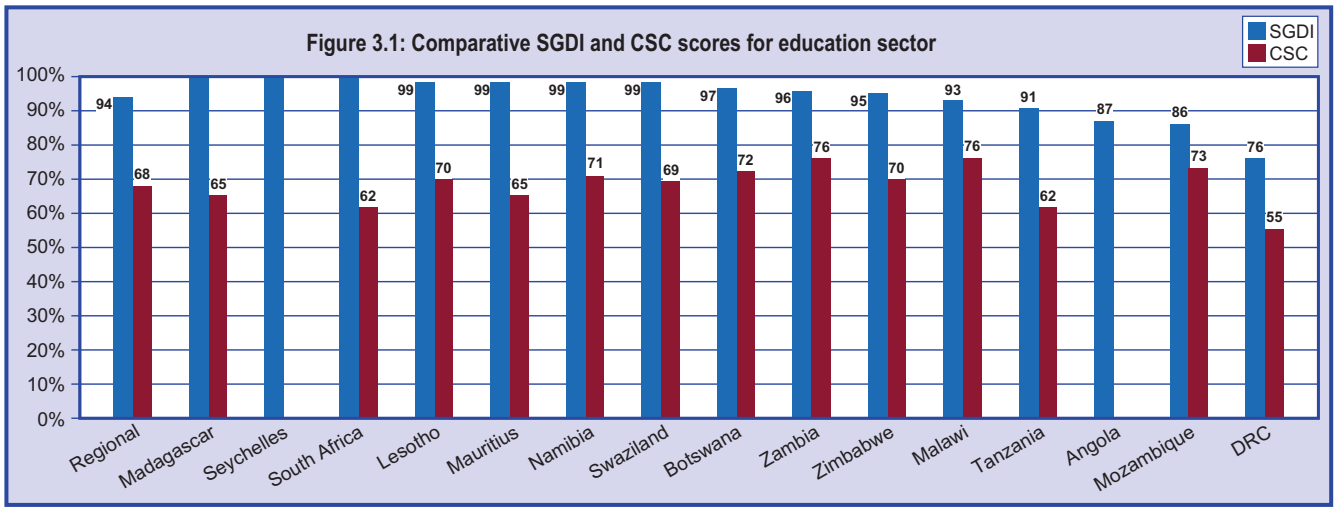
a percentage point or two. DRC, with 46% girls in primary education, has consistently fallen in last place.

Nine countries (Lesotho, South Africa, Malawi, Namibia, Mauritius, Madagascar, Seychelles, Swaziland, Zimbabwe) have 50% or more young women in secondary school (up from seven in 2009). 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 countries, Lesotho, Madagascar, Mauritius, Namibia, South Africa, Swaziland and Zambia now have more young women than young men in tertiary education (up from seven in 2009). Mauritius (62% women at tertiary level) has the highest proportion of women at this level. The DRC, with 32% 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.

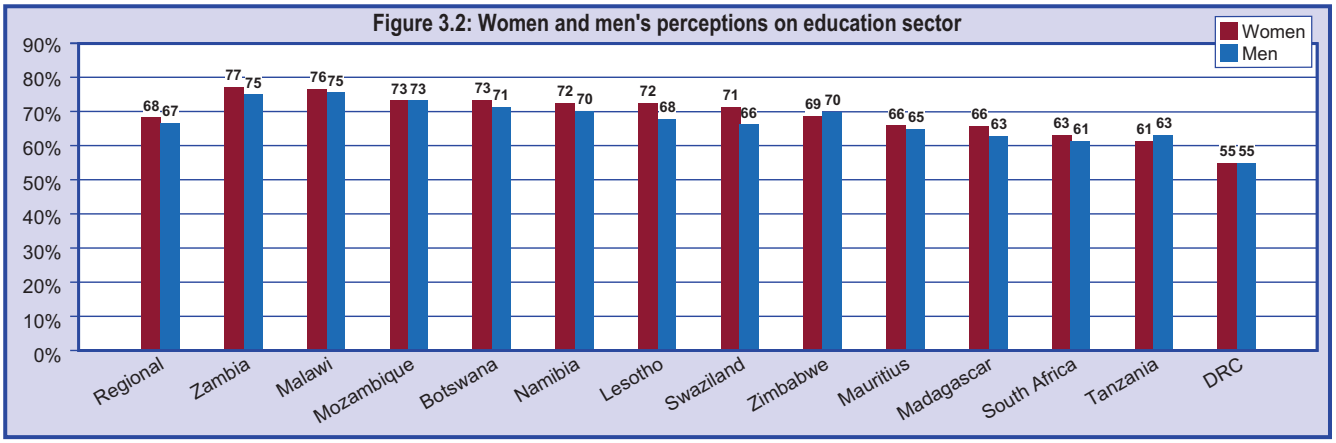
The regional average on the SGDI score has moved from 93% in 2012 to 94% in 2015.This demonstrates the success of efforts by SADC member states to reach the 2015 target of equal enrolment of boys and girls at all levels. This is the highest score achieved in any of the six sectors measured by the SGDI. These scores show 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 four years gained 13 percentage points from 55% in 2011 to 68% in 2015. This shows that citizen perspectives on education are generally more positive than in the past.



Source: Gender Links.

Figure 3.1 compares the SGDI and CSC scores. With the Protocol having reached its 2015 deadline ten member states - Madagascar, Seychelles, South Africa, Lesotho, Mauritius, Namibia, Swaziland, Botswana, Zambia and Zimbabwe - have attained an SGDI score of 95% and above. Madagascar, Seychelles and South Africa have achieved full marks. Four countries: Lesotho, Madagascar Swaziland 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%. At 76% DRC is the lowest ranked. But this score is a significant improvement from 71% in 2011 to 76 % in 2015.

At 68%, the CSC "perception" score is much lower than the SGDI. The difference between the SGDI average score and CSC in education (94% minus 68% or 16 percentage points) is the biggest gap between these two scores in any of the six sectors for which the scores can be compared (see Introduction). Citizens in all the 15 SADC countries gave lower scores compared to the SGDI. South Africa recorded the highest gap between the SGDI (100%) and the CSC (62%). Malawi and Zambia achieved the highest citizen score (76%), but this is much lower than the SGDI scores of 93% and 96 % respectively. This reflects the less obvious gender gaps that still exist and need to be addressed in education in the Post-2015 discussions.



Source: Gender Links.

Figure 3.2 compares the perceptions of women and men on education across the region through sex disaggregation of the CSC. Overall, at 68%, women are slightly more positive than men (67%). Women in ten countries (Botswana, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, South Africa, Swaziland, and Zambia) scored higher than men while in two countries (Tanzania and Zimbabwe) men gave a higher score than women. In DRC and Mozambique women and men gave the same score.[3]

Background

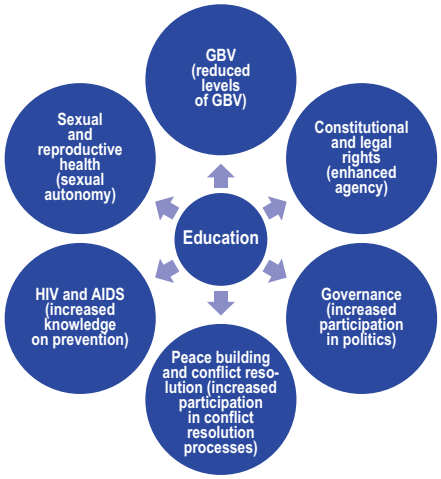
Education can accelerate progress towards the achievement of each of the proposed sustainable development goals for 2015 and beyond in a multiplicity of ways. Not only is education a basic human right: it is vital for development. Education enables individuals, especially women, to live and aspire to healthy, meaningful, creative and resilient lives. It strengthens their voices in community, national and global affairs. It opens up new work opportunities and sources of social mobility. In short, the effects of education are significant across many development sectors. Education deserves to be a prominent cornerstone in the post - 2015 development framework.[4]

The lives of millions of girls worldwide have been moulded by multiple layers of disadvantage - formed by poverty, social-economic status, cultural attitudes and expectations, social norms, ethnicity and geographical location. Inequalities in access to secondary education 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]

Although relatively brief, Article 14 of the 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 Protocol, education and training provisions were closely interlinked 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, was a yardstick of the likelihood of the other Protocol 2015 targets.

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



[3] The Alliance was unable to get a CSC for Angola due to budgetary limitations.
[4] UNESCO.2015 Sustainable development begins with education.
[5] UNESCO.2012.Advocacy brief: Removing Gender Barriers to Literacy for Women and Girls in Asia and the Pacific. Bangkok: UNESCO.

Figure 3.3 illustrates how education also linked 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. This chapter traces the gender successes and gaps in education from funding; literacy through to primary, secondary and tertiary education. It covers enrolment, subject choices, safety in schools and several other gender dimensions to education.

Education funding

Five years after the baseline Barometer it is evident that the region has only partially met the education targets of the Protocol, the MDGs and the Education For All Dakar Framework (EFA) that recommended that 20% of government budgets go to education.

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 in Southern Africa:

- Only Lesotho (23.7%) and Tanzania (27.5%) have met the target of 20% budget to education, with South Africa (19.2%) coming close to reaching the target.
- Most countries devote the bulk of their budget to primary education, with Tanzania (67.6%) having the highest proportion of budget devoted to primary education.
- Figures on the proportion spent on secondary and tertiary education are scant.

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.[6]



Botswana: The government spent 30% of its annual budget on education and training during the Ninth Development Plan NDP 9. This has resulted in improved access and equity at all levels of the education system. School enrolment levels remain high, and the enrolment of girls matches or exceeds that of boys at all levels, except science, technology, and vocational training. The net enrolment ratio at primary school level is 89.6%. The transition rate from primary to junior secondary level is 96.9% and estimated at 70% from junior secondary to senior secondary. Because of the government's decision to increase sponsorship of students in local tertiary institutions, the enrolment into tertiary education more than doubled from 20 011 in 2003/4 to 47 889 in 2008/9 (NDP 10).



Lesotho: The Ministry of Education has traditionally received most of the national budget allocation. Though it is not explicitly gender responsive, it benefits women and men's education by financing tertiary education, an area in which a high number of female students participate. There is no gender-disaggregated data available to indicate the number of women and men reached by the literacy

[6] Global Initiative on Out of School Children East and Southern Africa report.

initiatives and/or the National Manpower Development Secretariat scholarships. However, given the higher number of women in tertiary education institutions, it is fair to conclude that women benefit most. This may be different in the private sector, as Letšeng Diamond Mining reports that females comprise 30% of their total grantees to date.



South Africa: Funding for education constituted 20% of the 2014 national budget, in line with United Nations Education Scientific and Cultural Organisation (UNESCO) standards. This currently represents the largest sector allocation in the country's budget and amounts to 6% of the Gross Domestic Product (GDP). Public spending on primary and secondary schooling represents 4% of the Gross National Product (GNP) which compares well with the average of 3.1% for developing countries and 2.9% in sub-Saharan Africa. (Department of Basic Education (DBE), 2012).



Zimbabwe: Like most countries in Southern Africa, has a large proportion of government education expenditure invested in primary education (51.6%). The total percentage of government spending on education is 8.3%, and the percentage of GDP to education is low at 2.5%. The Basic Education Assistance Module (BEAM) is a social safety net for assisting vulnerable children's access to education. BEAM's guiding principle is that 50% of the assisted students should be girls. In 2013, the programme assisted 456,003 children.

Beyond statistics



The future of schoolchildren in the SADC region depends on a strong Post-2015 development framework for education.
Photo by Ruben Covane

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.[7] 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.[8]

Analysis of the SGDI scores over the last five years shows that most of the countries in the region have made progress on access to education. The MDG era has taught us that access alone is not enough: attention needs to turn to quality of education and retention at all levels of girl students. Critics feel that implementation of the current education framework has limited the focus to access, thus directing attention away from quality learning outcomes.

In April 2015 the Africa Union unveiled Agenda 2063, a blueprint for the continent's development agenda for the next five decades, which among other things recognises the importance of education for the benefit of society. The document guarantees the development, rewarding and protection of the talent of the African child and youth as well as full access to education, training, skills and technology.

Quality of education is vital for economic growth. Spending more time in school, while important, is not enough. Children need to be learning. Some analysts have suggested that a proof of the economic effect of education would require measures of quality and learning outcomes. Countries need to monitor their students' learning over a sufficiently long period in order to assess the effects of education and quality on economic growth.[9] 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]

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.

7 UNESCO (2012a).
8 UNESCO (2012a).
9 Sustainable development.UNESCO 2015.
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.

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.

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	51	49	46	54	49	51	50	50	49	51	49	51	47	53	49	51	50	50	50	50	48	52	52	48	49	51	50	50
Secondary school	44	56	52	48	36	64	57	43	50	50	54	46	52	48	44	56	53	47	50	50	55	45	50	50	46	54	45	55	50	50
Tertiary level	40	60	53	47	32	68	59	41	50	50	40	60	61	39	38	62	53	47	n/a	n/a	58	42	51	49	40	60	52	48	42	58
Vocational and technical			39	61	61	39	52	48	38	62	35	65	24	76	31	69	69	31					54	46	45	55			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 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.

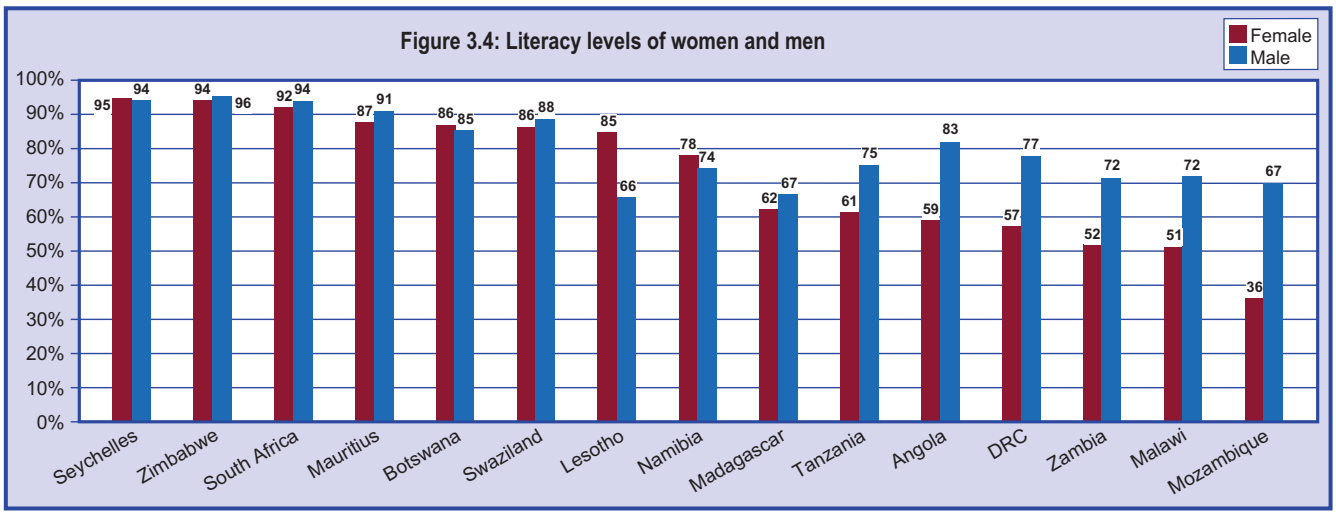
Factors related to school presence can be categorised into internal and external factors. The internal factors include cost of school requirements, poor teaching, poor learning environment, overcrowded classes, gender-insensitive schools and curriculum, insecurity at and out of school, insensitivity 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.

Literacy

The MDG goal of halving global illiteracy rates by 2015 has largely been missed. Some positive trends reflect more schooled populations entering adulthood[11] rather than the success of adult literacy campaigns.

[11] Education for All 2000-2015 Achievements and challenges.



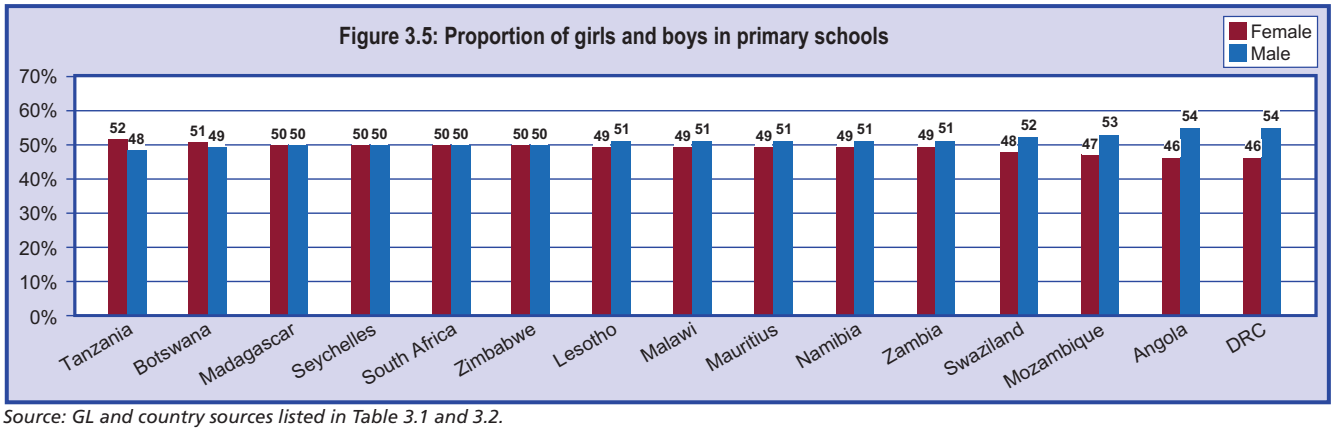
Source: GL and country sources listed in Table 3.1.

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 in Angola to 31 percentage points in Mozambique.



Primary school

Universal primary education provides the foundation for societal progress and has been linked to better health and well-being outcomes.[12] The ratio of girls to boys enrolled in primary school continues to improve in many African countries. Of the 49 African countries with data, 18 have achieved gender parity at the primary level of education. Parity figures, however, deteriorate at the secondary and tertiary levels. Thus, the transition of girls and boys between different levels of education requires urgent attention.[13]



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

[12] Progress of Children 2015.
[13] Africa 2014 MDG report.

Gender parity has been achieved in primary schools in most, but not all, SADC countries: With both the Protocol and MDGs having reached their 2015 deadline, primary education enrolment is the region's (and Africa's) greatest success story. Tanzania and Botswana are the two countries in the region that have more girls than boys enrolled in primary school. But most SADC countries now have roughly equal numbers of boys and girls at primary schools. Botswana, Madagascar, Seychelles, South Africa and Zimbabwe have all reached parity and met 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. The conflict in DRC continues to affect girl's participation in education.

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.[14] Only five countries in the region (Namibia, Swaziland and Malawi, Tanzania and Zambia) have laws and policies that make primary education free and compulsory.

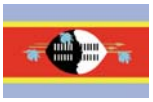


In **Malawi**, the abolition of education levies contributed to bringing more girls than boys to school and reducing the gender gap in primary education. The implementation of a similar policy in Lesotho facilitated a significant influx of overage boys into the educational system, which had been difficult to achieve in the past decades. African governments have also mandated and enforced participation in schooling through compulsory education laws. Universal education laws can now be found in most African states. Such laws, usually combined with large infrastructure and human resource investments to enhance service delivery, have brought more children into school, not only in Africa, but across the world. (World Bank, 2012b; UNESCO, 2014).

One of the lessons to come out of the MDG era is that policies on compulsory free education alone, are not enough. Despite efforts by some Southern African states to make primary education free and compulsory, the cost of learning materials still makes schooling out of reach for the most disadvantaged communities. Innovative funding and management mechanisms are therefore required to remove the challenges in access.[15]



In **Lesotho** the Ministry introduced a free primary education policy and the 2010 Education Act No. 7, enforcing the right to education and making it free and compulsory for children to go to school. This has allowed even marginalised children like herd boys to access basic education. Notably, the education sector continues to experience implementation challenges emanating from inter alia, poor quality of education, and low pass rates at the basic education level, as well as limited infrastructure to absorb new entrants into the education system at different levels.[16]



Swaziland has a policy of free education at primary school, from the first grade, in public schools although in practice not everyone manages to access this facility. Though Swaziland has a policy of free education, the challenge for most poor families, orphans and vulnerable children is the top-up fees - a requirement at most schools. The education ministry does not see the need for top-up fees and it is essential that the issue is addressed urgently before significant numbers of children are affected. This issue has been discussed at length between the head teachers and the ministry but a stalemate has been reached because head teachers insist on charging the extra fees.

Good policy spurs rapid educational advances

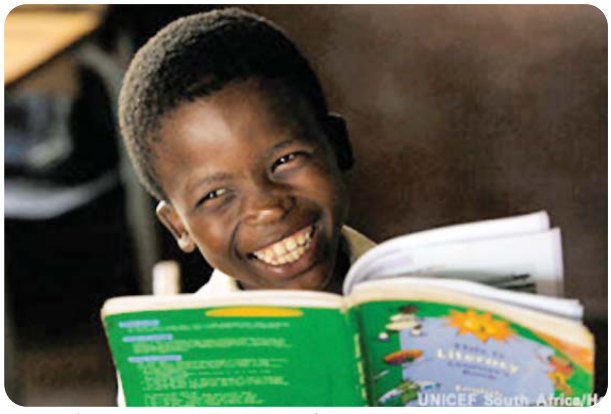
Countries have their own slightly different, but ultimately similar, ways of encouraging education. Some, like Namibia, have enshrined compulsory education in their Constitution and have established educational policies and programmes to enforce compulsory primary education. Mauritius imposes penalties on parents who do not send their children to primary school. Seychelles has eliminated all forms of educational discrimination (including against disabled people). Increased budgetary allocations, a primary education development plan and capitation grants are driving progress in Tanzania. In short, a good policy environment can create momentum for rapid progress.

Source: UNDP-RBA (2010)

[14] Africa Millennium Development Goals report 2012.
[15] Africa 2014 MDG report.
[16] Lesotho Minister of Finance L.Ketso's 2013/14 Budget Speech.

Not all children are in school

The poorest girls remain the least likely to enrol. Understanding the patterns behind gender differences in school enrolment is important, particularly in countries still struggling to increase enrolment overall. Do children enter school and then drop out? Do they fail to enrol in the first place? About 43% of the world's out-of-school children will never go to school. Considerable gender disparity exists: 48% of girls are likely never to enrol, compared with 37% of boys. 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.[17] In surveys of 30 countries with more than 100,000 out-of-school children, more girls (28%) had not enrolled than boys (25%).[18]



South Africa spends a larger share of its gross domestic product on education than any other country in Africa. *Photo by UNICEF*

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.[19]



According to recent data released in a policy paper by UNESCO, **Tanzania** had more than a million out of school children by the end of 2013. **DRC** is also cited in the policy paper as having a large number of out of school children though precise data could not be obtained.



Disparities remain between enrolment in rural and urban areas: Household data from 42 countries show that rural girls are more likely to be out of school than rural boys, and they are twice as likely to be out of school as urban girls. In rural areas, there is often a greater prevalence of social and cultural barriers, labour requirements and distance "penalties," that keep girls out of school. Evidence indicates that rural girls are less likely to attend secondary school than rural boys, and they are far less likely to attend than urban girls. (World Bank 2012)

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.[20]

Disability is strongly linked with poverty and marginalisation. Children with disabilities are among the world's most marginalised, excluded populations. A multisector approach is crucial for assessing and addressing disability in children. Addressing this issue early helps children and their families improve their potential life outcomes. Disabled children are a significant proportion of those marginalised, so to reach a large number of marginalised children, policies must effectively target children with disabilities and the multitude of contexts in which they live.[21]

The earlier disability is diagnosed, the better for children and their families. Early childhood services provided by multiple sectors can be crucial for reaching children early and comprehensively. Children with disabilities are often kept at home, without access to opportunities other children might have. Home visiting programmes can reach these children when other types of services might not. They also have the important role of educating and supporting parents in positive interaction and supporting children's development in their first learning and care environment, the household.

[17] UNESCO (2013c).
[18] Education for all 2000-2015 Achievements and Challenges.
[19] Global Initiative on out of School Children.
[20] Source: UNICEF (2010), 'In Angola, child-friendly schools bring new life to primary education' - http://www.unicef.org/infobycountry/angola_53656.html
[21] Education for All 2015.

Mauritius: *Lizie dan la main*



Lizie dan la main caters for visually impaired children and youth (blind and partially sighted), especially in terms of education to help them become independent individuals. The Association is a leading organisation in fighting for the welfare and care of the visually handicapped in Mauritius.



Lizie da la main aspires to give disabled student an opportunity to participate in all levels of education including tertiary education.
Photo by Davina Sholay

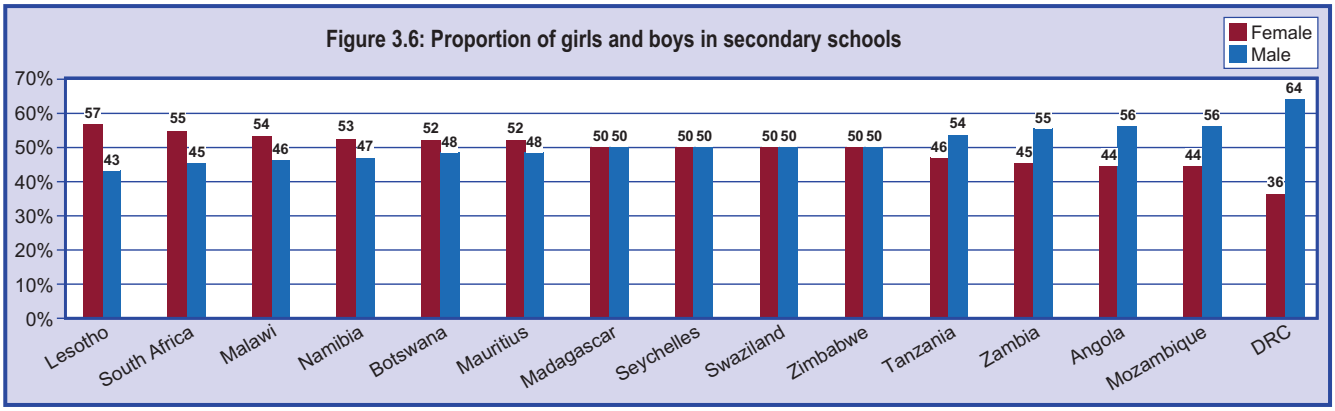
Visually impaired children are unable to cope at mainstream schools as they need special attention and equipment to facilitate their learning process. They learn mainly through dramatisation and this requires special materials. For the programme to be effective the students need to be integrated in a school set up at an early stage from pre-primary level to ensure that they are able to learn the basics such as alphabets, numbers, and identication of objects, participate in group activities adapted to their needs. This helps to prepare the students for primary level and ultimately to participate in National exams for the Certificate of Primary Education (CPE).

Furthermore, they are also taught skills on how to deal with their emotions with the help of a psychologist. The psychologist conducts psychotherapy with the beneficiaries to ensure that appropriate treatment is provided and the psychological problems of these children are addressed carefully.

Orientation and mobility training helps a blind or visually impaired person to know where to go and how to get there (mobility). Orientation and mobility skills should begin to be developed in infancy starting with basic body awareness and movement, and continuing on into adulthood as the individual learns skills that allow him to navigate his world efficiently, effectively, and safely. The visually impaired students are trained how to become independent, perform their daily tasks by themselves, how to move from one place to another and are taught how to walk with the help of the white cane. The adult beneficiaries are taught basketry and jewellery. Trained educators impart IT skills using specialised software such as JAWS (Vocal synthesizer) and Zoomtext (enlarging text). The visually impaired persons, parents and educators are also taught how to read and write Braille, a series of raised dots that can be read with the fingers by people who are blind or unable to read printed material.

Two children from the association participated in the Certificate of Primary Education (CPE) exams in 2013. One child has written Standard 5 exams, five are in Standard 4, three are currently enrolled at Secondary schools (mainstream) and one student is heading to Canada for tertiary education to study Psychology after having brilliantly succeeded in their Higher School Certificate exams. Eight are enrolled at the pre-vocational section.

Secondary school



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

Most SADC countries now have more girls than boys or have reached gender parity at secondary school level: SADC countries differ from their counterparts in the rest of Africa in that the gender gap at secondary school level is rapidly narrowing. Indeed, six countries have more girls than boys at this level; four have reached parity and only five have less girls than boys at secondary school level. 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. Malawi, 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% in Tanzania. Mozambique and Angola have 44%. In Tanzania and Zambia, girls constitute 45% of those enrolled in secondary school. It is concerning that these figures have failed to improve over the years.

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.



Teenage pregnancy is a key driver of high dropout rates for girls in Southern Africa. *Photo: Google Images*

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. 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. A significant number of young women do not fulfil their educational potential due to teenage pregnancies. Some 1054 cases of pregnancy accounted for 31.7% of all learners who dropped out of secondary school. In primary school, a further 115 reported cases of pregnancy resulted in 2.9% of girls dropping out. In addition, in remote, poor rural areas livelihood and cultural factors may lead children to drop out, such as seasonal harvesting and planting, migratory patterns and language barriers (Botswana MDG 2010 report).



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.[22] 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.[23] Any pregnant student is allowed to attend school, including after delivery.

[22] Combined Report of the Republic of Zimbabwe in terms of the Convention on the Elimination of All Forms of Discrimination against Women 2009
[23] 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.

South Africa: The Harmony case: Protecting the rights of pregnant learners



In an important victory for gender equality, two South African NGOs have worked with education authorities to ensure that preganant learners have the chance to be readmitted into class.

Education Equality (EE) and the Education Equality Law Centre became involved in a case at the Constitutional Court in March 2013 concerning the learner pregnancy policies of two Free State schools: Harmony and Welkom High.

At Harmony High, a 17-year-old learner who had given birth in July 2010 had been instructed to leave school unless she could produce a medical certificate proving that she had not given birth. At Welkom High, the School Governing Body (SGB) suspended a pregnant learner for a year, without considering her grade, age or baby's due date. In response to complaints submitted by the parents of the two learners, the Free State Head of Department (HOD) instructed the principals to ignore their pregnancy policies and readmit the learners.

When both principals complied, their SGBs launched a High Court application to prevent the HOD from interfering with the implementation of school policies. Both the High Court and later the Supreme Court of Appeal delivered narrow and technical judgments in favour of the SGBs, ruling that the provincial HOD is essentially powerless in such matters. The Free State Education Department then appealed to the Constitutional Court, where officials allowed EE and the Centre for Child Law (CCL) to be admitted as amici curiae ("friends of the court").

Unlike the previous hearings, the case dealt with two separate but interconnected issues: whether, in these particular instances, the HOD's instructions had been unlawful, and whether the pregnancy policies themselves are constitutionally valid. EE argued that HODs do have the power to intervene because the Constitution obliges them to respect, protect and fulfil pregnant learners' rights to human dignity, to receive a basic education, and not to be subjected to unfair discrimination. EE also noted that the pregnancy policies discriminate on the basis of both gender and pregnancy, without taking into account the personal circumstances of the learners affected.



Equal education march for better schools in South Africa.
Photo courtesy of Equal Education

The Court ruled that although the actions of the Free State Education Department had been "entirely inappropriate and undermined the carefully constructed scheme of powers of the Schools Act," the schools' policies had nevertheless violated the pregnant learners' rights. Thus, the court ordered the two SGBs to revisit their pregnancy policies in consultation with the HOD by 10 October 2015. Both Welkom and Harmony readmitted the pregnant learners.

Source: Education Equality (South Africa)



Swaziland: Although Swaziland has virtually 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. The gender bias of the language assumes male decision-makers. The rule places the immediate discipline of a pregnant child on the head teacher by permitting the head teacher to suspend the girl from attending school. According to the Ministry of Education, most teenage girls do not deliver their babies in hospitals. These girls 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** show fewer girls than boys in secondary school. Early marriage is a serious problem; most girls marry before reaching the end of secondary school. Earlier this year the government passed a law that revised the legal marriage to 18 years. 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.[24]

Sanitation

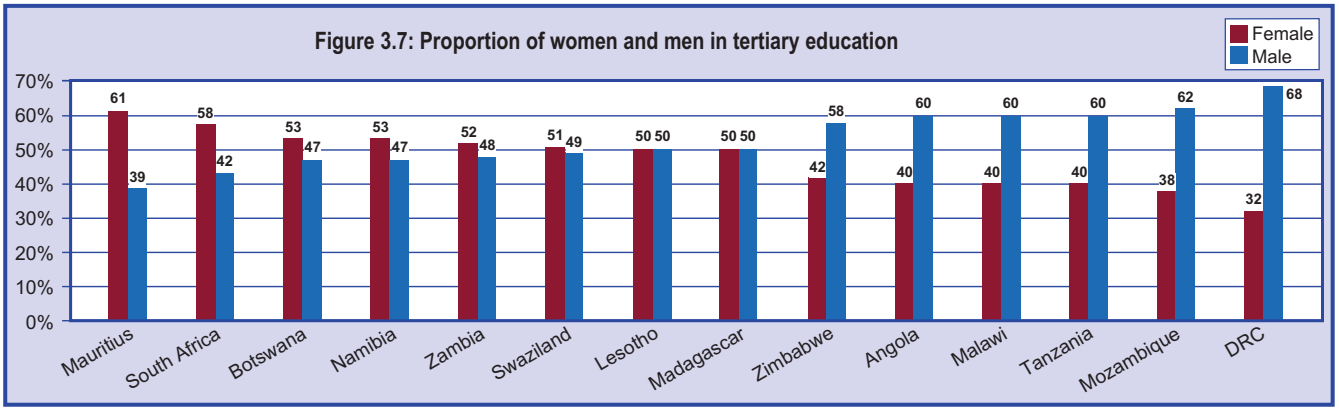
The Dakar Framework for Action highlights the provision of safe and separate sanitation facilities for girls as a key strategy in improving school attendance for girls and promoting more equitable school environments.[25] However most rural schools in the region languish in a neglected state. They lack basic services such as running water, sanitation facilities and electricity. Because of these poor conditions, many girl children skip school every month during menstruation.

Even for high income countries like South Africa, provision for separate sanitation facilities is still a challenge as a recent audit of the country's department of Education revealed that most schools do not have proper sanitation facilities. The audit cited schools in the Eastern Cape classified as mud - schools (consisting of mud and shacks with unreliable water supply) as the hardest hit.

A lack of clean, safe and 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).

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.[26]



Source: GL and country sources listed in Table 3.1.

[24] Making equality a priority in Post-2015 Agenda.
[25] Education for All 2000-2015 Achievements and Challenges.
[26] Making education a priority in the Post-2015 Development Agenda.

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

But there remain large gender gaps in other countries when it comes to women's enrolment in tertiary education: Substantial gender gaps exist in DRC - where women constitute 32% 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 the 50/50 front at tertiary level is still patchy, 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.[27]

Quality of education

The Protocol went further than MDG 2 on enrolment and retention by going beyond just primary school education. It also specifically called 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.[28]

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.



Female students head home after a day of classes at the Lesotho College of Education. Women comprise almost three quarters of students at the college. *Photo courtesy of Lesotho College of 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 inter-sectoral.[29] 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).

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 divisive: Some argue that students should receive support based on merit, not sex. 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

[27] Africa Millennium Development Goals Report 2012.
[28] UNESCO.
[29] Making Education a priority in the Post-2015 Development Agenda.

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.

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[30]	63	76	69	80
Madagascar	59	62	80	79
Malawi	74	71	Not available	Not available
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.

Table 3.3 gives the percentage pass rates at primary and secondary school in Southern African countries where these are available in seven Southern African countries. The figures in red highlight instances in which girls outperform boys. The table shows that in Botswana, Mauritius and Seychelles (all middle income countries) girls outperform boys. This is in keeping with trends in developed countries. In poorer countries, girls multiple roles continue to be a major factor in lower performance levels. Girls slightly outperform boys at secondary school levels in Swaziland, but the very low performance of both (32% and 34% pass rate for boys and girls respectively) is a cause for concern).



Botswana: Girls performed better in the Primary School Leaving Examination (PSLE) and Junior Certificate (JC) examinations, especially in terms of grade A, B and C. The statistics indicate insignificant difference between the results in 2011 and 2012. Gender analysis of the pass rates by subject indicates that the girls perform better across all subjects. The pattern is consistent with both the 2011 and 2012 results (BEC 2012).



South Africa: In 2012, the National School Council (NSC) found the overall national examination pass rate to be 73.9%. More females than males wrote the NSC examination in all provinces. However, in relative terms, the NSC found the national pass rate of male candidates (75.7%) to be higher than the national pass rate of female candidates (72.4%). A similar trend persists in all nine provinces. In all the provinces, more female than male candidates passed.



Tanzania: Variations in pass rates reflects differences in socio-economic realities. For example, in the 2008 examinations (PSLE), the highest pass rate was just below 74% in Dar es Salaam region, (the big city), while the lowest pass rate stood at 34% in Shinyanga (a poor, isolated region in western Tanzania). In addition, the pass rates varied between boys and girls with 82% versus 66% respectively in Dar- es- Salaam and 46% against 22% in Shinyanga (RAWG et al., 2009). Socio-economic status is closely linked to GBV, early pregnancy and early marriage. These in turn have a negative effect on enrolment, retention and performance in education.

[30] Grade a to C.

Challenging stereotypes

The Protocol requires that by 2015 state parties adopt and implement gender sensitive educational policies and programmes addressing gender stereotypes in education and gender-based violence.

Entrenched discriminatory social norms and attitudes to gender equality negatively affect girls' education and restrict the benefits of their improved access to education. These norms are reflected in practices such as early marriage, traditional seclusion practices, the favouring of boys in families' education investment and the gendered division of household labour (OECD, 2012d).



Breaking gender sterotypes, girls and boys in Lesotho play soccer during their lunch break. *Photo by Ntolo Lekau*

In many countries women and girls take on the bulk of domestic work (Lyon et al.,2013), including collecting firewood, hauling water and caring for younger siblings - all of which can limit children's ability to attend school (Dreibelbis et al., 2013; Keilland, 2015; Nankhuni and Findeis, 2004). However, girls' domestic work is nearly invisible, unlikely to be reached by child labour laws, and receives little attention from policy-makers (UNESCO, 2008b). Gender stereotypes in education reflect in a variety of ways: the teaching profession, choice of subjects, and gender violence in schools, among others.

Table 3.4 provides data on women teachers in SADC countries, where this is available. The table highlights in red instances in which women constitute less than 50% of the total, and in blue where women constitute 50% or more. The analysis shows that:

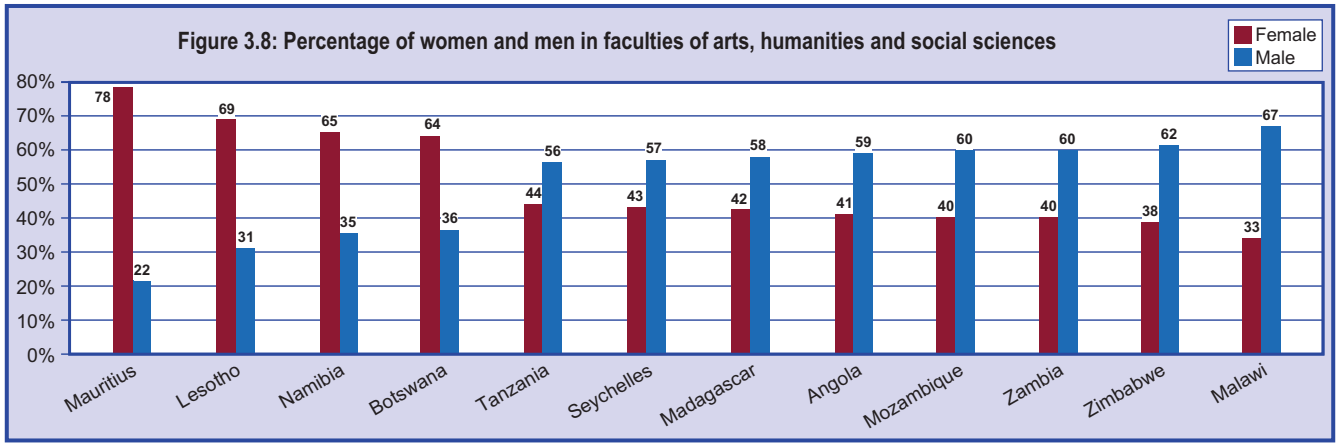
- Women constitute the majority of the teachers at primary school, expect in Angola, Malawi and Mozambique.
- The proportion of women teachers at secondary school tapers off, and is below 50% in four of the nine countries for which data could be obtained (Angola, Madagascar, Malawi and Mozambique). The highest proportion of women at secondary level is Mauritius (58%) and the lowest is Mozambique (18%).
- There is not a single country out of the eight SADC countries for which data is available in which women constitute the majority of teachers at tertiary level. The highest is Lesotho (47%) and lowest is Mozambique (21%).

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.

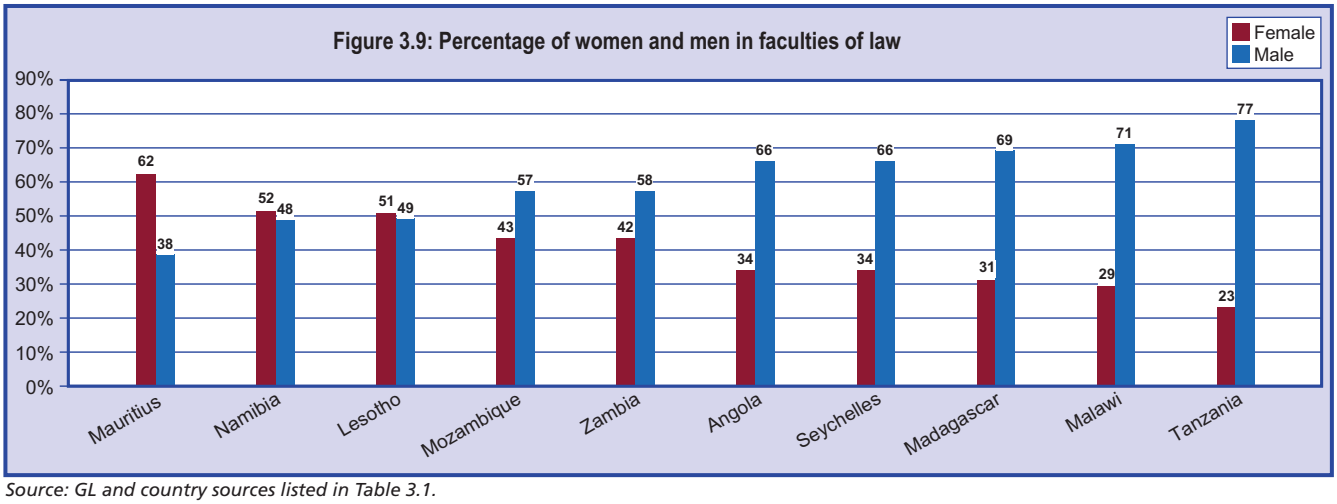
Gender biases in subjects at tertiary level



Source: GL and country sources listed in Table 3.1.

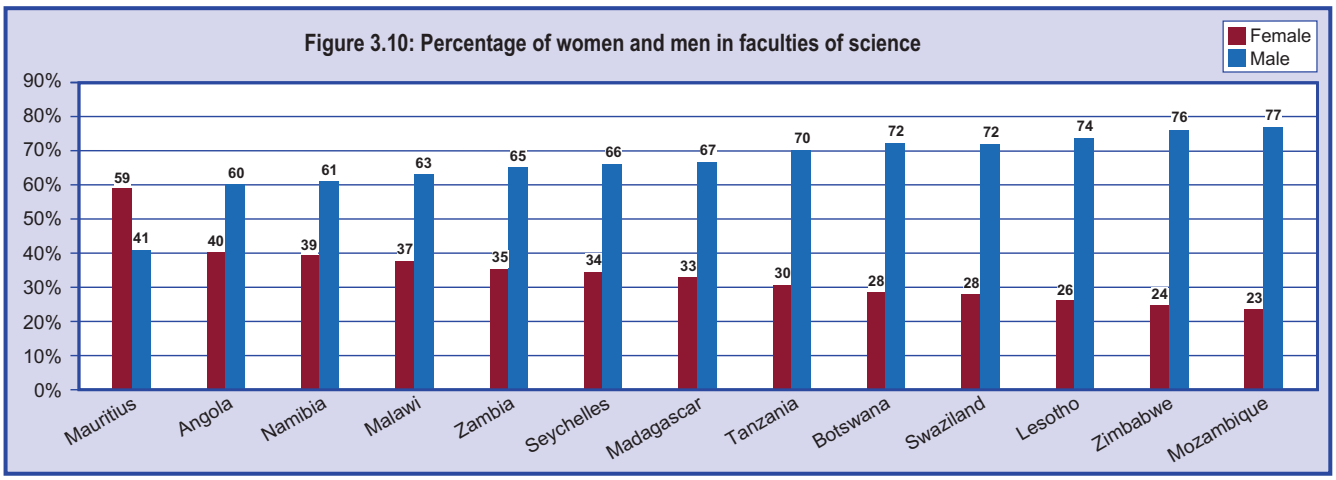
Women dominate in the arts, but not in all countries: In countries for which data could be obtained, and as reflected in Figure 3.8, women predominate in the arts, humanities and social sciences in many countries, but this is not universally the case. As illustrated, men form a majority in these faculties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

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.

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, where there is now almost 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.



Supported by UNESCO, **Botswana** is part of a Women Engineers and Girl Scientist in Africa (WEGSA) network that is addressing gender inequalities in science-based education and careers. The aim is to encourage girls to opt for the sciences, so that more women become engineers (WEGSA 2010). The Ministry of Education's Equal Opportunities Policy states that no individual shall face discrimination based on race, religion, social status, sex, marital status, and location.

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.



Tanzania: The government through the Ministry of Education has put in place *Education Sector Development Program* (ESDP) to guide the sector. The ESDP is a sector-wide approach with a vision to have an upgraded and coherently planned and well managed and monitored educational sector. However, implementation of the program has not been as planned. There has been resource gap for the implementation of the program. The budget for the programme decreased from 19.8% of the total Government budget in 2009 financial year to 19.1% in 2012 financial year. The program aims to reduce the number of out-of-school children; dropouts and those who did not register at childhood. Implementation of Big Result Now (BRN) is an initiative to fast-tracking the national development plan in 2013/2014 financial year, which identified education as one among six priority sectors. The government has also targeted indigenous/nomadic communities to ensure that all school age children are enrolled in schools.



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.

Zimbabwe: A Framework for Giving Girls a Better Chance



In October 2014 the Zimbabwean government launched *The Girls and Young Women's Empowerment Framework*, a national commitment to giving girls and young women a better future. This recognises that empowering girls and young women contributes to their development, and to the economic future and development of the nation.

The *Empowerment Framework* is grounded in the regional and international human rights instruments. These include the Convention on the Rights of the Child, the Convention on the Elimination of all form of Discrimination against Women, the Protocol to the African Charter on Human and Peoples Rights on the Rights of Women in Africa and the Southern Africa Development Community Protocol on Gender and Development. The Constitution of Zimbabwe further provides a strong legal framework for advancing gender equality and the rights of girls and young women. *Section 81 on the Rights of Children* guarantees and protects the rights of every girl and boy under the age of 18.



Launch of the Girls and Young Women's Empowerment Framework.
Photo : Google Images

The voices and perspectives of girls and young women, as well as other stakeholders, have shaped the *Empowerment Framework* which seeks to:

- Eliminate all forms of discrimination against the girl child and young women.
- Eliminate negative cultural attitudes and practices against girls and young women.
- Promote and protect the rights of girls and young women and increase awareness of their needs and potential.
- Eliminate discrimination against girls and young women in education, skills development and training.
- Eradicate violence against the girl-child and young women
- Promote girls' and young women's awareness of and participation in social, economic and political life.
- Strengthen the role of the family in improving the status of girls and young women.

The *Empowerment Framework* is anchored on five strategic areas of intervention:

- ***Education:*** To increase girls and young women's access to education, skills development and training in order to achieve parity at all levels by 2020.
- ***Economic empowerment:*** To increase girls and young women's knowledge of economic issues to ensure their participation in the economy of Zimbabwe.
- ***Safety and Protection:*** To ensure that girls and young women grow up in environments that are safe, secure and free of all forms of violence. The goal is to increase the rate of reporting from three percent of girls who experience violence to 50% by 2020.
- ***Reproductive Health:*** To increase the percentage of girls and young women who know where to go to access sexual and reproductive health services by 2020.
- ***Decision-making and Leadership:*** To increase the confidence of girls and young women for their effective participation in decision-making and leadership at community and national levels.

Protocol @ work

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	84	16	42	58	33	67	78	22	40	60	65	35	43	57	45	55	44	56	40	60	38	62
Science	40	60	28	72	25	75	33	67	37	63	59	41	23	77	39	61	34	66	28	72	30	70	35	65	76	24
Economic Sciences (& Law for Seychelles)	40	60	59	41	54	46	31	69							55	45	33	67	50	50	30	70			29	71
Law	34	66			54	46	31	69	29	71	62	38	43	57	52	48					23	77	42	58	43	57
Medicine/Health Services			55	45	58	42		69			59	41	49	51	77	23	34	66	56	44	33	64	33	67	33	67

*South Africa has a very large higher education sector. While gender disaggregated data is available per institution, there is no composite data. This it still being compiled for the country barometer.

Source: Angola, Mozambique: UN Data. Botswana: CSO 2006. DRC: Annual statistics of Higher Education 2006, 2007. Madagascar: Statistical Yearbook MENRS, 2006-2007. Malawi: Academic and Administrative Staff List; Chancellor College 2009. Mauritius: University of Mauritius 2009. Namibia: University of Namibia 2007. Seychelles: Ministry of Education 2009. South Africa: Education Statistics 2007. Swaziland: Report of Vice Chancellor 2007-2008 P116. Tanzania: Wizara Ya Fedha na Uchumi, Hali ya Uchumi waTaifa katika mwaka 2008, Year June 2009. Zimbabwe: Women and Men in Zimbabwe, Year 2002. Zambia: Year Education Statistical Bulletin 2008.

Curriculum, gender and education studies



Girls discussing teenage pregnancy. *Photo courtesy of LAC*

To achieve the Protocol goal of removing gender stereotypes in education, there must 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.

In the classroom, gender-responsive teaching is guided not only by pedagogic approaches but also by curriculum content, textbooks and other learning materials, which serve as vehicles for socialisation (Brugeilles and Cromer, 2009).Schools can be a powerful entry point for promoting equitable gender relations and diverse possibilities for men and women. Curricula can encourage children to question gender stereotypes and promote equitable behaviour. Conversely, discriminatory gender norms conveyed in textbooks can damage children's self-esteem, lower their engagement and limit their expectations (Esplen, 2009). The Dakar Framework of Action highlights the need for learning content and materials to encourage and support equality and respect between genders. In 2010, UNGEI reiterated the importance of eliminating gender bias in school teaching and learning materials and called for greater attention to this policy issue (UNGEI, 2010).

It is recommended that the next step is to train Ministry of Education textbook and curriculum department staff - from the head to the rank-and-file professional staff - in gender and education issues that are relevant to their work, in order to build support for going beyond the study of gender bias in textbooks to adopt concrete reforms.[31]



Tanzania: Gender reviews of curricula have helped raise awareness and supported change towards more gender-responsive content and resources. In Tanzania, the national secondary school syllabuses, revised in 2010, contain gender-related topics. In civics, nearly 25% of form 2 lessons are devoted to gender; form 4 includes gender in the study of culture; and the 2010 civics exam included questions on gender inequality (Miske, 2013).

[31] EFA Global Monitoring Report 2015.



Zimbabwe: According to the government's CEDAW Combined Report, the primary education curricula has been reviewed to ensure that it is gender sensitive and projects a favourable outlook for girls; and, the government will ensure the production of textbooks that project gender equality. Other initiatives cited by government to challenge gender stereotypes in the sector include:[32]

- Gender awareness programmes for teachers during and after their training at Teachers Education Colleges.
- Introduction of a course on Human Rights, Population and Civic Education in colleges.
- Career guidance and counselling in schools provided by the ministries of labour and education with a focus on breaking gender stereotypes in terms of career choices and choices of professions.
- Boys at secondary school level are provided with domestic science and household management education.

Protocol @ work

South Africa: 50/50 in school decision-making



"Students let's sing this song together; let's go fifty-fifty on coming elections," declared Councilor Robert Makokela at the launch of the Pro-Master Group in November 2013.

The purpose of the project in the Limpopo province of South Africa is to encourage women and mostly young girls in schools to take part in the decisions made in schools through being a part of the Student Representative Councils (SRCs) in their schools. "Change is what we are looking for in our communities and institutions, because that is where young men and women learn their leadership skills. We encourage young women to part take in today's leadership. Women are given power to be leaders in this generation and there is no man who will say you don't have the power to do that," the Councilor added.

The project encourages and empowers women and young girls to be active members and to compete for higher positions in their schools, community committees, local government and private sector in the area. The project focuses on schools because if a girl child is empowered from school they are prepared to take up leadership when they start working. The group is made is of 10 members (four women and six men).

Presenting at the South Africa SADC Protocol@Work Summit in 2015 the team said that "As a group we saw that young women were being left out of major decisions which affect them in the schools so we thought that for them to be active members they needed to be empowered and given more knowledge on being a leader and how to take up leadership positions within the schools.

"We encourage young women to be seen and heard for all the right reasons. We are trying to change the mind set of people that times have changed and this is now time to see that we have gender equality in our schools. We believe that we have reached over 2900 people in our community through campaigns, door to door visits and having roadshows with the police and social development."



Pro-Master group members. *Photo : Gender Links*

Key activities include:

- High school awareness on gender equality from different schools; meetings with student support officers and the SRC.
- Local meetings with members of the community on how they should give women a chance to be in community elections.
- Road shows with local government on gender equality and gender violence.
- Community awareness through matches; plays in community halls, schools and local government functions.
- Gender equality functions in partnership with the Department of Social Development and the South African Police Service (SAPS) as well as inviting speakers to talk with community members about gender equality.

The campaign to reduce gender violence has promoted partnerships with other organisations and most importantly with the schools the team works with. A great partnership has been forged with the Department of Social Development to offer support to social workers who do counselling. The team also works closely with SAPS on fighting gender violence in schools.

[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.



Malawi: The Ministry of Education has introduced new gender-sensitive textbooks. Many of the old textbooks only depicted girls in domestic roles performing household chores. The new textbooks show boys and girls in a variety of roles, thus breaking down gender stereotypes. In addition, the government introduced life skills as a subject in schools, which has helped to build girls' assertiveness as well as their awareness of gender issues. For example, educators teach girls that science is for both girls and boys. Girls also learn how to deal with sexual harassment and other forms of GBV perpetuated by teachers and male pupils.



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. In **South Africa**, school girls are being encouraged to participate in decisions that affect their lives.

Gender violence in schools

School-related gender-based violence is defined as acts or threats of sexual, physical or psychological violence occurring in and around schools and educational settings as a result of gender norms and stereotypes and unequal power dynamics (Greene et al., 2013). It includes, but is not limited to, threats or acts of physical violence and bullying, non-consensual touching, sexual harassment, assault and rape (Leach et al., 2014). It also refers to differences between girls' and boys' experiences of violence in school settings, such as corporal punishment (Humphreys, 2008). Homophobic bullying and harassment and cyberbullying are increasingly being recognized as areas of concern (Fancy and Fraser, 2014; UNESCO, 2012a).

The 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. Psychological abuse is another serious problem, which, unlike physical or sexual violence, receives little attention. The violence touches everyone, including female teachers, workers, girl children and boy children.

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. 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.



School boys in Botswana say no to Gender Based Violence.
Photo by Mboy Maswabi

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.



In **South Africa**, strategies to address gender based violence are supported by a strong legal and policy framework, and by guidelines for schools on preventing sexual harassment and abuse (Parkes, 2015).



In **Tanzania** GBV is not clearly identified in the education policy. Activists and the Ministry of Community Development, Gender and Children propose that there be a specific law against GBV. Studies have revealed increased levels of GBV in schools; male teachers are increasingly being blamed, but statistics are hard to obtain. Many of the cases are covered up. For example, there have been several cases in which the male teachers marry the girls they have abused. Such cases are not reflected in statistics. The GBV cases in the selected districts that reach the courts are often unsuccessful because the cases are difficult to prove and witnesses are reluctant to give evidence. Most magistrates at the local level are men. Teachers might be removed from that school and sent to another school if the abuse is suspected but is not proved.

Civil Society Organisations, particularly Tanzania Media Women's Association have documented cases of rape and pregnancies in schools. For example, they reported that in Namtumbo district, Rukwa region, out of 691 students, 26 got pregnant in 2011 and terminated their studies. In Shinyanga region, 51 school girls got pregnant and 41 school girls in neighbouring Tabora regions got pregnant in the same year.



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.[33] 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.



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.

SGP Post-2015

At the 70th Session of the United Nations General Assembly in late September 2015, member states will adopt a new global development agenda with a set of SDGs .The SDGs will establish development priorities, including for education, over the following 15 years.[34] In line with the global agenda the Southern Africa Gender Protocol Alliance and member states of SADC will be in the middle of crafting a regional gender post - 2015 development framework.

As we learn from the successes and failures of the last 15 years and set a course for achieving the Sustainable Development Goals, we face a choice: focus on reaching the hardest-to-reach children or fail them yet again? Making the right choice now is our best chance at a sustainable future for generations to come.The MDGs provided countries with direction - purpose - and a 1990 baseline against which to measure success.[35]

Although parity has been achieved in some countries, it has emerged that gender disparities remain hidden within some positive figures. For instance at the national level important issues like the quality of education and retention rates were relegated to the margins while the attainment of universal enrolment took precedence.

A Citizen score of 68% for 2015 for the education sector is evidence that ordinary citizens are not satisfied with governments' efforts to meet the education provisions of the Protocol. The review process of the Protocol allows for space to bring in emerging issues in the education sector beyond 2015.

Education priorities established in the Millennium Declaration remain as relevant today as in 2000: the completion of a full course of primary school for all; equal access to all levels of education; and gender equality in education. Moreover, the Millennium Declaration makes it clear that protecting the marginalised and vulnerable, particularly those who suffer from natural disasters and conflict, is a priority.[36]

The future education agenda should be rights-based and inclusive, with particular attention to gender equality and to overcoming all forms of discrimination



An inclusive approach to education in Madagascar.
Photo: Zotonantenaina Razanadratefa

in and through education, ensuring that no-one is left behind. Specifically it must:

- Support free and compulsory basic education.
- Expand the vision of access for all to reflect relevant learning outcomes through the provision of quality education at all levels, from early childhood to higher education, in safe and healthy environments.
- Take a holistic and lifelong learning approach, and provide multiple pathways of learning using innovative methods and information and communication technologies.
- Reinforce approaches such as global citizenship education and education for sustainable development, which foster attitudes and behaviours that promote peace, conflict resolution and mutual understanding, tolerance, critical thinking, and respect for cultural diversity and for the environment.[37]

The proposed SDG framework's expanded global agenda for education is designed to be ambitious and transformative. This has to be balanced against adopting targets for education that are not unrealistic, overambitious and too costly. For example, ensuring universal upper secondary education in the next 15 years is beyond the reach of most countries. At current

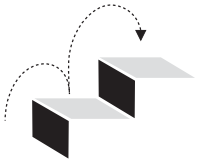
34 Education for All Achievements and Challenges.
35 MDG Africa Report 2014.
36 Making Education a priority in the Post-2015 Agenda.
37 Beyond 2015: The education we want.

rates of progress, even universal lower secondary completion is not projected to be reached in low and middle income countries until the latter half of the 21st century.[38]

Also of concern is how to improve the quality of education targets so coherent indicators can be identified to monitor progress at the local, national, regional and global levels and to help countries devise effective Implementation strategies and decide how to allocate resources.[39]

It is therefore left to the SADC member states and civil society while drawing inspiration from the global agenda, to come up with realistic and achievable provisions for the post-2015 Protocol. The proposals for education and training in the Post-2015 SADC Gender Protocol are included in the composite framework at Annex A. The targets are very similar to those proposed in the SDGs. What is new for the SADC Protocol as it did not previously have a Monitoring, Evaluation and Results Framework is an accepted set of indicators. The Alliance is proposing through the 2015 Barometer the inclusion of some indicators that measure retention (drop-out rates) the *quality* of education, for example pass rates. The framework also proposes indicators for addressing gender stereotypes and safety in schools, for example the proportion of girls/women taking non-traditional subjects, and whether or not education ministries have GBV policies for schools.

SADC Member states may also wish to consider variable approaches to achieving the targets. Those that have already achieved certain targets should push themselves to achieve the tougher, more qualitative targets. Other countries need to ensure that by 2030 they at least achieve the quantitative targets.



Next steps

With the Protocol targets on education having reached their 2015 deadline, most countries in the region have registered successes in achieving gender parity on enrolment for primary and secondary education. However 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 hence the need for a stronger post-2015 agenda for education.

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.

[38] Ibid.
[39] Education for All Global Monitoring Report.

- ***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.
- ***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.[40]

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.

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



"Ntkozo" *Anushka Virahsawmy*

CHAPTER 4

Productive resources and employment, economic empowerment

Articles 15-19



Women use recycled materials to produce hats for sale in Lesotho.
Photo by Ntolo Lekau

KEY POINTS

- The Southern Africa Gender and Development Index (SGDI) score of 75% for economic justice is ten percentage points above the Citizen Score Card (CSC) score of 65%.
- The proportion of women in economic decision-making has risen by eight percentage points from 18% in 2009 to 27% in 2015.
- 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. Trade policies remain gender-blind, and only a few procurement policies make specific reference to women. Women representation in trade missions is still low.
- Lack of access to finance, patriarchy and gender-based violence contribute to the low numbers of women in entrepreneurship.
- Economic policies, legislation and plans still side-line women's empowerment. Only a few countries have made specific provisions for affirmative action (Zimbabwe with ZimAsset and Namibia with the Local Economic Development white paper).
- 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.
- SADC Heads of States signed a gender aware Protocol on Employment and Labour in August 2014.
- Women earn on average much less than their male counterparts. In Mauritius, women earn on average 57% less than their male counterparts.

Tracking table productive resources, employment and economic empowerment 2009 to 2015[1]				
Target	**Target (2015)**	**Baseline (2009 or 2011)**	**Progress 2015**	**Variance (Progress minus target)**
Human development in Southern Africa				
High (above 0.7)	15 countries with score of 1 or above. 0=No human development 1=optimal human development Based on: • Life expectancy at birth • Mean years of schooling • Expected years of schooling • Gross national income per capita	**2** (Mauritius, Seychelles)	**2** (Mauritius, Seychelles)	**-13** (Angola, Botswana, DRC, Lesotho, Madagascar, Malawi, Mozambique, Namibia, South Africa, Swaziland, Tanzania, Zambia, Zimbabwe)
Medium (between (0.55 and 0.7)		**8** (Botswana, Namibia, South Africa, Swaziland, Madagascar, Tanzania, Lesotho, Angola)	**4** (Botswana, Namibia, South Africa)	
Low (below 0.55)		**4** (Malawi, Zambia, Mozambique, DRC)*	**9** (Angola, DRC, Lesotho, Madagascar, Malawi, Mozambique, Swaziland, Tanzania, Zimbabwe)	
Women in economic decision-making				
Proportion of women in decision-making	15 countries have 50% women in positions of economic decision-making	**18%**	**26%**	**-15** (Angola, Botswana, DRC, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Tanzania, Zambia, Zimbabwe)
Highest proportion		**44%** (Botswana)	**44%** (Tanzania)	
Lowest proportion		**13%** (Madagascar)	**11%** (Madagascar)	
Labour force participation				
Highest proportion of women	100% of women between the ages 15 and 64 are active in the labour force in 15 SADC countries	**89%** (Tanzania)	**90%** (Tanzania)	**-15** (Angola, Botswana, DRC, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Tanzania, Zambia, Zimbabwe)
Lowest proportion of women		**45%** (Mauritius)	**45%** (Swaziland)	
Earnings				
Lowest difference between women's and men's average earnings	Women earn on average the same as men in all 15 SADC countries	**26%** less than men (Malawi)	**7%** less than men (Tanzania)	**-15** (Angola, Botswana, DRC, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Tanzania, Zambia, Zimbabwe)
Largest difference between women's and men's average earnings		**58%** less than men (Mauritius)	**57%** less than men (Mauritius)	
Unemployment				
Lowest proportion of unemployed women	**15** SADC countries have 0% unemployed women	**3.5%** (Madagascar)	**1.3%** (Mozambique)	**-15** (Angola, Botswana, DRC, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Tanzania, Zambia, Zimbabwe)
Highest proportion of unemployed women		**26%** (South Africa)	**28%** (Lesotho)	
Barometer measures				
CSC	**100%**	**56%**	**65%**	**-35%**
SGDI	**100%**	**71%**	**75%**	**-25%**

*Source: *Zimbabwe not classified in 2009.*

[1] Statistics sourced from The Global Gender Gap Report 2014, World Economic Forum, Gender Links SADC Gender Protocol Barometers 2009 to 2014, UNDP (2009 - 2014), The Global Gender Gap Report 2014, African Economic Outlook 2014, International Labour Organisation (IOL), World Bank.



"Imagine an Africa where no African goes hungry and food security is no longer a challenge; imagine the African woman farmer who has access to her fair share of productive resources and agricultural inputs. Picture an Africa where young women and men do not lose their lives trying to escape poverty. An Africa where no woman who learns she is pregnant needs to be afraid she will die. Imagine an African woman who does not agonise about her legal status in society or question her right to own property, because Africa allows her to just be herself.

See an Africa where African women participate fully in decision-making, an Africa where women have easy access to knowledge because it has been brought closer to them, where women's skills are optimised and women's capacities tapped to engage in greater economic opportunities. Imagine a thriving environment in which women, and men, engage equitably in enterprise and public service delivery; an Africa in which no African man, woman or child faces institutionalised insecurity and abuse.

You may ask: Is this African dream achievable? The answer is a resounding YES. Africa has the resources to undertake such inclusive development and become a dynamic, diversified and competitive economic region in which poverty is eliminated and solidarity enhanced in peaceful, stable and vibrant societies."[2]

Geraldine J. Fraser-Moleketi, Special Envoy on Gender, African Development Bank

The 2008 SADC Protocol on Gender and Development (the Protocol) recognises the centrality of economic justice to achieving gender equality. Of the 28 targets in the Protocol, eight 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.

The trends table shows progress on the key economic indicators. It is evident that progress has been slow in almost all areas and the vision for gender equality and economic justice will only be possible with a high level of commitment and political will.



Women in construction in Botswana. *Photo: Gender Links*

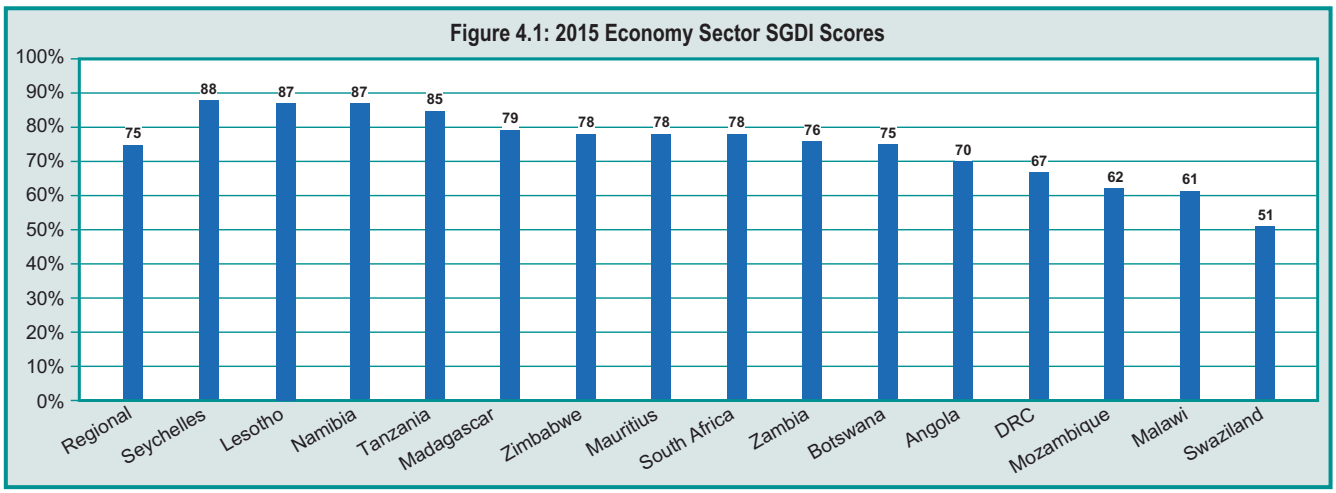
On a positive note, women's participation in economic decision-making has increased from 18% to 26% in the period under review. This ranges from a high of 44% in Botswana and Tanzania, to a low of 11% in Madagascar.

The trends table shows that only two countries - Botswana and Mauritius - have a Human Development Score of one or above. A score of one is considered optimal human development based on: life expectancy at birth; mean years of schooling and expected years of schooling as well as gross national income per capita.

Tanzania registers the highest participation of women in the labour force (90%) and Swaziland the lowest (45%). Tanzania (7%) also has the lowest gender wage gap (the difference between the average earnings of women and men). Mauritius (57%) has the highest gender wage gap. Lesotho (28%) has the highest proportion of unemployed women.

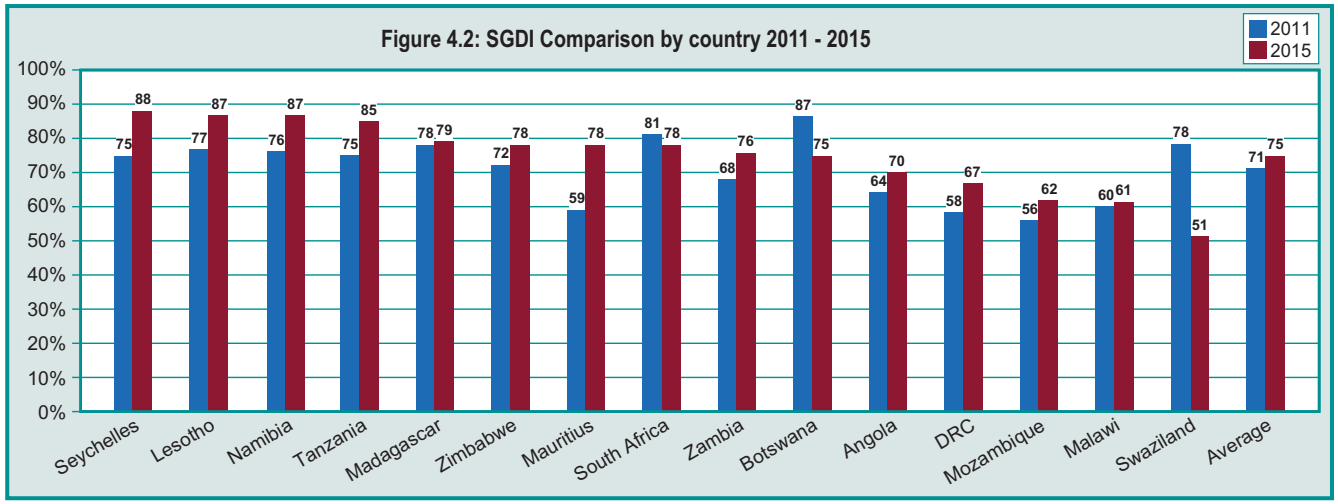
Key indicators used to measure productive resources, employment and the economy includes the SADC Gender and Development Index (SGDI) as well as citizens' perceptions on their government's performance using the Citizen Score Card (CSC). The SGDI measures economic decision-making; female to male unemployment 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.

[2] Investing in Gender Equality for Africa's Transformation report, African Development Bank, 2013.



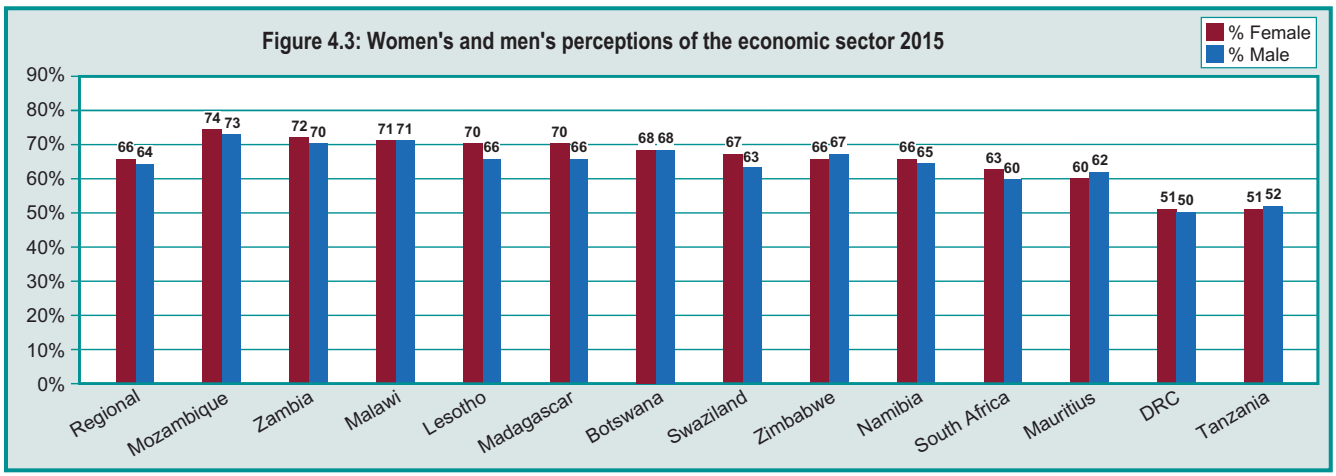
Source: Gender Links, 2015.

Figure 4.1 reflects the SGDI scores for 2015. The overall SGDI score for region is 75%. At 88%, Seychelles has the highest SGDI score while at 51%, Swaziland has the lowest SGDI score. Madagascar had the highest SGDI score (93%) in 2014. This dropped by 14 percentage points to 79% in 2015. Lesotho's SGDI score increased from 65% to 87%; a 22 percentage point increase.



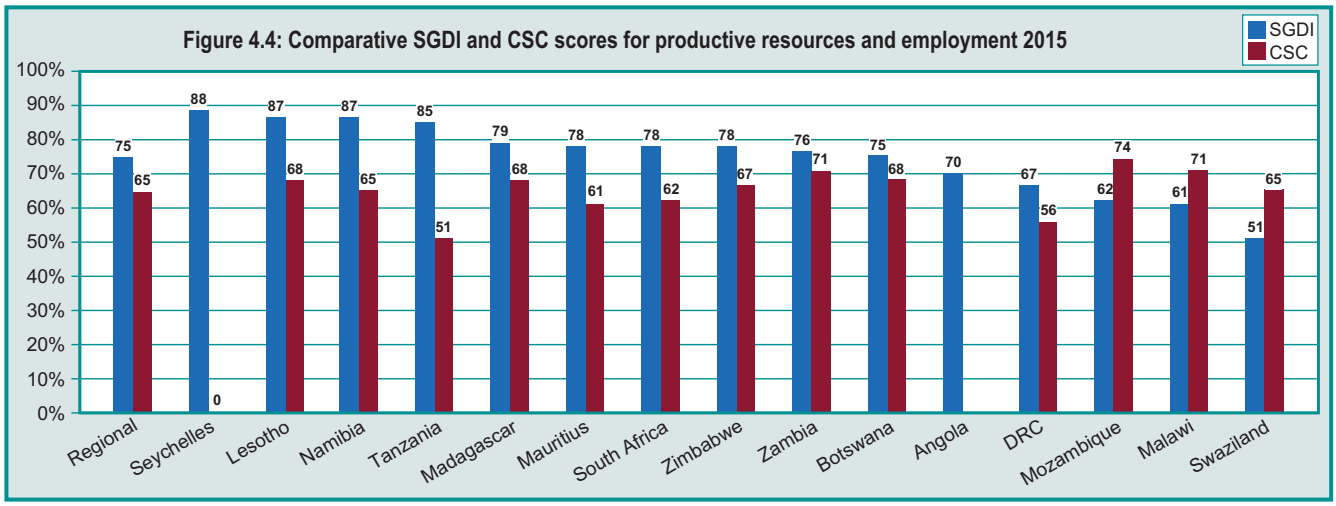
Source: Gender Links, 2015.

Figure 4.2 provides comparative scores of the SGDI from the baseline year (2011) to the target year (2015) for all the countries in the region. The SGDI scores for 13 SADC countries have increased between 2011 and 2015. Mauritius, with a 19 percentage point increase, achieved the most notable improvement. The SGDI scores for South Africa (three percentage points) and Swaziland (a massive 29 percentage points) decreased in the SGDI in the five year period.



Source: Gender Links, 2015.

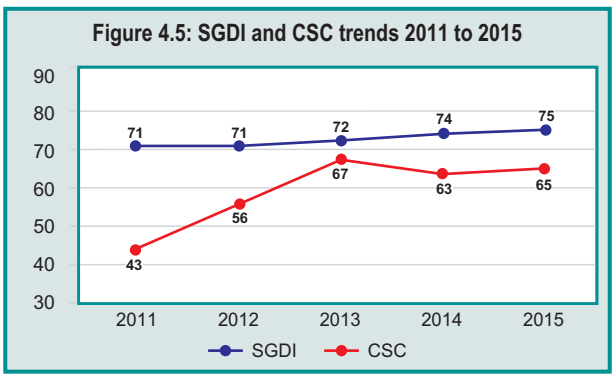
Overall, women scored their governments' performance on achieving the economic targets in the Protocol at 66% while men scored their governments lower at 64%. Women and men from Mozambique scored their government highest at 74% and 73% respectively, while women from Tanzania scored their government lowest at 51%. Men from the DRC scored their government lowest at 50%.



Source: Gender Links, 2015.

Figure 4.4 shows that the gap between the SGDI (75%) and the CSC (65%) is 10 percentage points. This may be attributed to policy and legislative change that is not translating to change on the ground. The SGDI scores are higher than the CSC in ten countries, with a 34 percentage point difference in Tanzania. The CSC is only higher than the SGDI in Mozambique, Malawi and Swaziland is higher than the SGDI. This suggests that for most citizens and especially women in the SADC region policies on paper are not yet translating into reality in their lives.

Figure 4.5 shows the SGDI and citizen perception score trends since 2011. The CSC score rose sharply from 43%



Source: Gender Links, 2015.

in 2011 to 67% in 2013, reflecting a perception that gender is now on the economic agenda. The CSC score has , however, evened off since 2013. The SGDI, based on empirical data that does not change radically from year to year, has inched up more slowly from 71% in 2011 to 75% in 2015. The trends show that while there has been improvement in policy making for gender responsive economies, citizens are yet to experience changes in their everyday lives.

Background



Women prepare sorghum and wheat powder for sale in Botswana. *Photo: Gender Links*

An assessment of the extent to which member states of the SADC have reached the targets of Part Five of the Protocol on productive resources and employment must be understood alongside the prevailing regional and global trends. While 2015 marks the deadline for the achievement of the SADC Gender Protocol targets, several other processes are taking place at the regional and global level that provide a broader backdrop against which to assess the Protocol targets, particularly where productive resources, employment and development overall are concerned.

Of note is the expiry of the Millennium Development Goals (MDGs) soon to be replaced by the Sustainable Development Goals (SDGs). While the debates and negotiations on the new targets and indicators for the SDGs have been robust, the more recent discussions on financing these goals and the options available to the African continent have important implications for the direction the Protocol targets will take and more importantly steps towards achieving them. Moreover, given that the Southern African region has failed to meet its targets on gender and development within the stipulated period, potential challenges posed by the Financing For Development debate (FFD) pose greater challenges for progress in productive resources and employment for women in Southern Africa beyond 2015.

A discussion of the growth indicators of Southern African economies is significant because of the drivers of growth. Trends in 2013/2014 demonstrated that the main drivers of growth were "private external flows in the form of investment and remittances".[3] Of particular significance is that Foreign Direct Investment (FDI) continues to diversify away from mineral resources into consumer goods and services towards urban centres, in response to the demands of a growing middle class - many of whom are women. Under these circumstances, countries must diversify domestic financing options and resources to support development.

Where the Protocol targets are concerned, this calls for simultaneous focus on financing gender development goals as we revisit the targets on productive resources and employment and assess the sub-region's failure to reach the targets by 2015. More importantly, a renewed time frame must consider how women benefit from new forms of development financing and financial flows and benefit from economic growth.

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 reviews in 2014 and 2015. 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. Moreover, 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.



[3] African Economic Outlook, 2015: 44.
[4] SADC Regional Indicative Strategic Development Plan (RISDP), May 2014.

SADC, industrialisation, employment and gender equality

The key watchwords for SADC in the Post-2015 period will be industrialisation, growth and job creation. Activists need to ensure both a strong Post-2015 SADC Gender Protocol, as well as strong gender provisions in all key SADC Protocols. SADC has made a good start with the gender aware SADC Protocol on Gender and Employment.

The "SADC Strategy for Economic Transformation: Leveraging the Region's Diverse Resources for Sustainable Development through Value Addition and Beneficiation" took centre-stage at the 2014 SADC Heads of State summit. The SADC Industrialisation Strategy and Roadmap, intended as the blue print for industrial development and enhancement of deeper economic integration in the SADC region[5] followed at an extraordinary summit in April 2015.

This strategy exists alongside the revised Regional Indicative Strategic Development Plan (RISDP) (2015 - 2020). Both prioritise industrialisation as a key pillar of regional integration. Together, these two strategies are expected to lead to economic and technological transformation within the region, foster competitiveness, bolster regional integration and ultimately ensure development and economic prosperity for the sub-region.[6]

The programmes designed under the strategy and roadmap contain several important features that include: enhancing productive capacities, stimulating value chains, promoting technological advancement, facilitating favourable business environment and promoting the use and growth of ICTs.[7]

These sub-regional plans compliment various endeavours at the continental level such as Africa's Agenda 2063, the fifty year plan for the continent's development. Agenda 2063 and other continental strategies go on further to place women at the centre and ensure that the programmes that emerge prioritise women as participants, beneficiaries and decision makers in the design and implementation, setting lofty targets to change the plight of the continent's women over the next 50 years. *Source: www.sadc.int*

In August 2014, the SADC Heads of States signed the SADC Protocol on Employment and Labour.[8] The Protocol commits to amongst others to *"promote gender equality in the employment and labour sector, in particular equal treatment and opportunities for men and women"*. The overarching gender components of the Protocol are:

1. State Parties shall adopt laws and policies to ensure that every person is equal and accorded equal treatment and equal protection before the law.
2. State Parties undertake to promote equality of opportunity in employment and labour market policies and legislation and social security and to eliminate all forms of direct or indirect discrimination on grounds such as sex, gender, colour, nationality, race, religion, language, ethnic or social origin, political opinion, pregnancy, marital status, disability, age, or HIV and AIDS.
3. Legislative, administrative and other appropriate measures shall be adopted to ensure:
   (a) equal pay for work of equal value, and equal remuneration for jobs of equal value for women and men;
   (b) the eradication of occupational segregation and all forms of employment discrimination;
   (c) adoption of reasonable measures to enable men and women to reconcile their occupational and family obligations; and
   (d) specific mechanisms for reporting and resolving cases of discrimination and intimidation of workers particularly on the basis of gender.

The Employment Protocol includes provisions on:

- Preferential employment opportunities for the youth, women and persons with disability;
- Provide support structures to be set up to assist entrepreneurs in the establishment and development of small- and medium-sized enterprises;
- Maternity and paternity rights;
- Gender sensitive training and skills development programmes.

Mauritius has not signed the SADC Gender Protocol because it provides for affirmative action and this is deemed to be contrary to the Constitution. However, Mauritius has signed the Protocol on Employment and Labour that provides for preferential employment opportunities for women. This is another opportunity to engage with the Mauritius government to sign the Protocol.

Protocol @ work

5 http://www.sadc.int/files/6014/3022/4830/SADC_Frontloading_Industrialisation.pdf Accessed 12 July 2015.
6 http://www.sadc.int/files/3814/3317/4024/Joint_Meeting_of_the_COMESA-EAC-SADC_Tripartite_Sectoral_Ministerial_Committee.pdf Accessed 12 July 2015.
7 Ibid.
8 SADC Protocol on Employment and Labour.

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.

The Protocol contains a number of important articles relevant to economic justice and empowerment. It provides that state parties shall, by 2015:

- Ensure equal participation by women and men in policy formulation and implementation of economic policies.
- Ensure gender-responsive budgeting at the micro and macro levels including tracking, monitoring and evaluation.
- Conduct time-use studies and adopt policy measures to ease the burden of the multiple roles played by women.
- Adopt policies and enact laws which ensure equal access, benefits and opportunities for women and men in trade and entrepreneurship, taking into account the contribution of women in the formal and informal sectors.
- Review national trade and entrepreneurship policies to make them gender-responsive.
- Introduce affirmative-action measures to ensure that women benefit equally from economic opportunities, including those created through public procurement processes.
- Review all policies and laws that determine access to, control of, and benefit from, productive resources by women.
- Review, amend and enact laws and policies that ensure women and men have equal access to wage employment in all sectors of the economy.



Ester Nemavhola showcases her work during the Entrepreneurship training in Venda, South Africa, 2015.
Photo by Susan Mogari

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

Table 4.1: Economic growth and gender indicators

Country	GDP 2014	GDP per capita	2014 GDP growth	Estimated GDP growth 2015	Female population	Women in economic decision-making	Female labour force participation	Female unemployment
Angola	$57.30 billion	$7 233	4.5%	3.8%	50.45%	29%	64%	8%
Botswana	$14.20 billion	$14,454	5.2%	4.5%	49.46%	29%	75%	20%
DRC	$18.56 billion	$400	8.9%	9%	50.26%	21%	72%	8%
Lesotho	$2.03 billion	$2 390	4.3%	4.9%	50.66%	29%	60%	28%
Madagascar	$6.08 billion	$1 360	3%	4%	50.14%	11%	88%	3.5%
Malawi	$3.67 billion	$740	5.7%	5.5%	49.91%	20%	85%	10%
Mauritius	$8.66 billion	$16 200	3.2%	3.5%	50.65%	33%	49%	13%
Mozambique	$11.26 billion	$968	7.6%	7.5%	51.23%	25%	86%	1.3%
Namibia	$5.3 billion	$9 156	5.3%	5.6%	50.37%	25%	56%	18.9%
Seychelles	$1.271 billion	$25 900	3.8%	3.5%	48.88%	33%	68%	5%
South Africa	$313.47 billion	$12 042	1.5%	2.0%	50.42%	23%	49%	27.7%
Swaziland	$3.04 billion	$6 390	2.5%	2.5%	50.74%	20%	45%	26%
Tanzania	$24.01 billion	$1 656	7.3%	7.4%	50.02%	44%	90%	4.2%
Zambia	$11.94 billion	$2 991	5.7%	6%	49.86%	23%	73%	11.3%
Zimbabwe	$6.24 billion	$1 667	3%	3.2%	50.61%	23%	85%	4.1%

Source: The Global Gender Gap Report, 2014; African Economic Outlook 2015.

Table 4.1 demonstrates the disparities between economic growth in Southern African countries for the year 2014/2015, ranging from 1.5% in South Africa, to 7.3% in Tanzania and 8.9% in DRC. While countries such as Tanzania and DRC recorded notable growth rates in the last year, South Africa's sluggish economic growth affected the average growth of the sub-region; moreover, women in the region remain in extreme

poverty. A 2014 UNDP study found that the highest levels of inequality in Africa are in the Seychelles, South Africa, Namibia, Botswana and Zambia. Similarly, an African Development Bank (AfDB) study found that countries in the sub-region have the highest income disparity on the continent. In South Africa, the richest segment of society controls 54% of national wealth and the poorest, only 1%.

The *African Economic Outlook (AEO)* 2015 emphasises that while the growth rates for some countries in the region have been positive the true picture of the impact of economic progress is evident through levels of human development. Women's economic empowerment and gender equality form part of human development indicators. Human development is a key component to achieve gender equality.

The AEO (2015) report notes that human development in Africa is rising alongside economic growth. However, these increases are uneven[9] due to the highly skewed distribution of income and consumption, socio-economic and geographical differences. The Southern African region has some of the most unequal distribution of income and consumption.

Table 4.2: Human Development in Southern Africa

	2009	2014
High human development (above 0.7)	**2** (Mauritius, Seychelles)	**2** (Mauritius, Seychelles)
Medium human development (between 0.55 and 0.7)	**8** (Botswana, Namibia, South Africa, Swaziland, Madagascar, Tanzania, Lesotho, Angola)	**4** (Botswana, Namibia, South Africa, Zambia)
Low human development (below 0.55)	**4** (Malawi, Zambia, Mozambique, DRC)	**9** (Angola, DRC, Lesotho, Madagascar, Malawi, Mozambique, Swaziland, Tanzania, Zimbabwe)

*Source: UNDP (2014), African Economic Outlook; *Zimbabwe was not included in 2009.*

Only two countries, Mauritius and Seychelles, have achieved high levels of human development. Zambia improved its human development score and has moved from the low to medium category. Of concern is the number countries in the medium category which dropped from eight to four from 2009 to 2014. Equally problematic is the increase in the number of countries in the low human development category from four to nine countries from 2009 and 2014.



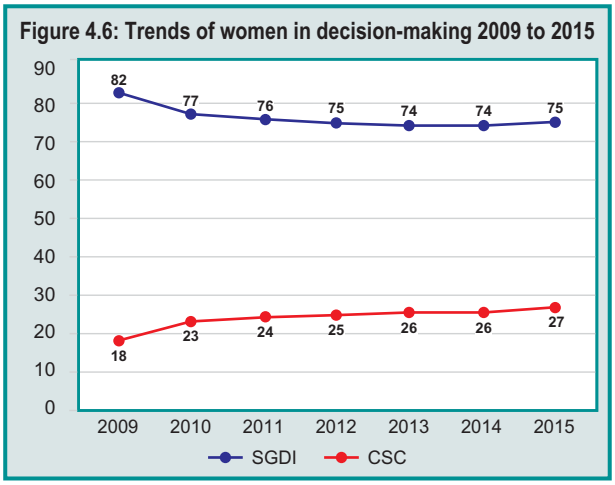
Mauritius has achieved high levels of human development.
Photo by Gender Links

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.

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.

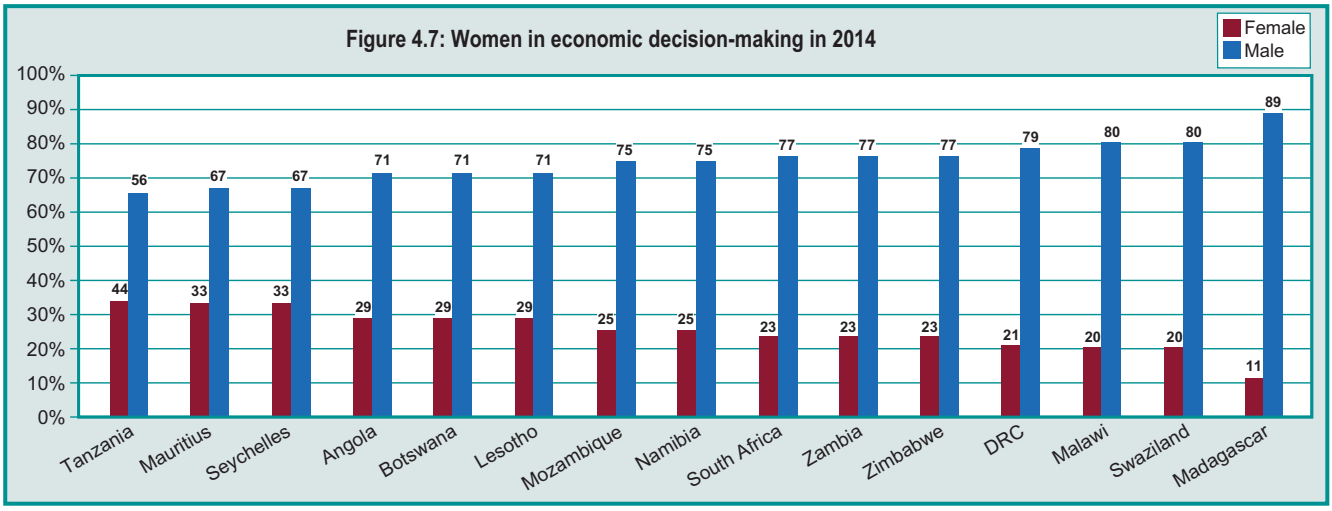
9 African Economic Outlook, 2015.



Source: Gender Links, 2015.

Since 2011 there has been an increase in women's participation in economic decision-making: Figure 4.6 shows that since the Protocol began tracking this indicator in 2009, women's participation in economic decision-making the proportion has risen eight percentage points (from 18% to 27%). This shift, while commendable in the short life span of the Protocol, falls far short of the 50% target for 2015 by a 24% variance and reflects the male dominated sector across the region.

Several women in the region now hold top economic decision-making posts in the public sector: Namibia's former Minister of Finance, Saara Kuugongelwa-Amadhila is now the Prime Minister. Tanzania has the only female finance minister in SADC. Seychelles, Lesotho and Botswana have the only female central bank governors.[10] 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 and the deputy governor of the Reserve Bank are women. Malawi has two female deputy central bank governors.



Source: Gender Links, 2015.

The country comparison in Figure 4.7 shows that:

- Tanzania (44%) overtook Mauritius and Seychelles (33%) in the year under review, coming in with the highest proportion of women in economic decision-making.
- Madagascar has consistently had the lowest proportion of women in economic decision- making since the baseline year (13%) to 2015 where it experienced a two percentage point drop to (11%) in 2015.
- Only three countries have 30% or more women in decision-making. These are Tanzania, Mauritius and Seychelles. Twelve countries have lower than 30% women in decision-making. Madagascar, Swaziland and Malawi's figures have dropped, whereas Lesotho and Tanzania increased by 8 and 16 percentage points respectively.



In **Tanzania**, the involvement of women in economic decision-making has resulted in an improvement in gender mainstreaming and gender budgeting. The Ministry of Finance, together with other selected ministries have taken the initiative to implement Gender Responsive Budgeting activities and to provide training

[10] http://www.centralbanknews.info/p/central-bank-governors.html, 13 July 2015.

to other relevant government actors on GRB. There has been a rapid increase in the appointment of women District Executive Directors, who have great influence on national resource allocation.

Women in decision-making are few in the private 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 Business Women's Association of **South Africa** (BWASA) annual census highlights that in spite of the marginal increase in the proportion of women in executive management positions, the numbers are still too low at directorship level. There is need for a far-reaching societal shift to achieve more balance between men and women in leadership roles in the public and private sectors. The Women Empowerment and Gender Equality Bill, which seeks to ensure cabinet has approved a 50/50 representation of women in decision-making structures in both the private and public sectors. It is worrying that 21% of companies in South Africa have no women in senior management. Women are best represented as government senior managers (41%) and least well represented as CEO's of private companies (4%).One of South Africa's highest ranking women in economic decision-making, Jill Marcus resigned from her job as the Governor of the Reserve Bank. The highest ranking women in economic decision-making are Minister of Energy, Tina Joemat-Pettersson and Minister of Small Business Development, Lindiwe Zulu.

Progress in policies



Effective economic policies will ensure that women access markets and resources to expand their businesses. *Photo by Gender Links*

There are challenges and progress in developing policies and initiatives to promote women's economic empowerment and participation as illustrated in the examples that follow:

Mainstream economic policies are mostly gender-blind: Most mainstream economic policy documents in the region are gender-blind. 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.

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 increase 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.



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".[11] 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 **Namibia**, local councils that form part of the Centres of Excellence for Gender in Local Government, have Local Economic Development (LED) plans that they are using to promote gender-responsive development.

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

Protocol @ work

Namibia: LED in Nkurenkuru targets women



The Nkurenkuru Town Council aims to develop its economy in a gender responsive, structured, coordinated and sustainable way, with an emphasis on the agriculture, inland fisheries/ aquaculture, eco-tourism, and service sectors. Innovativeness, for example regarding renewable energies, recycling or manufacturing /processing is welcome.

The council will conduct a feasibility study to identify the gender sensitive economic benefits on the use of trees and shrubs to develop the economic, social and environmental base and potential of the town and the region at large in tourism and the wood industry. This is reflected in the Local Economic Development (LED) strategy of the council and other national documents that stimulate national growth and development. The study will incorporate baseline data on natural, human and other resources and define comparative and competitive advantages that can be used for the benefit of the town and its community in a gender responsive manner. The project will include NAM$ 400,000 dedicated to gender mainstreaming activities. Women will benefit through training to be registered as wood harvesters to control the types of trees and wood being harvested and brought to the kilns or processing plant. Women are also set to benefit from the tourism industry in the locality which will link dry woodlands, forests and the green grazing lands for livestock.

Source: SADC Protocol@work case study submitted by Nkurenkuru Town Council, Namibia, May 2015



Employees of Nkurenkuru Town Council after a gender action planning workshop, Namibia, 2013. *Photo by Laurentia Golley*

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.



Women working the fields in Zimbabwe. *Photo by Trevor Davies*

Only five SADC countries have conducted time use studies: 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 Tanzania; Seychelles is conducting a study.



Namibia: In rural areas, women and girls do 75% of the work. The 2006 demographic survey provides the latest data on distance to water sources. In households where water is fetched, females collect it in 28.7% of households, and males in 11.6%.



Malawi: The 2011 National Gender and Development Index (GDI) released in June 2012 showed that men spend about one and half times more hours than women in economic activities. However, the time spent in non-market economic activities or as unpaid family workers in economic activities is the same. Women spend about six times as much time in domestic, care and volunteer activities as men. The 2005 NSO report also showed that, among citizens aged 15 or older, 90% of women undertook domestic tasks compared with 24% of men. Women spent 7.7 hours each day on household chores excluding childcare, compared to 1.2 hours for men.



In **South Africa**, the last time use study was conducted in 2010. The next Time Use Survey will be conducted in 2016, after which it will be done every four years. South African women, according to the survey results, spend more time than men on household maintenance and caring for children and other household members. The results indicate that there was a large gender gap in terms of household maintenance activities where women spent three hours 15 minutes per day on such activities. This is 2.2 times what their male counterparts spent (one hour 28 minutes) on the same activities.



In 2005/06 **Tanzania** became the fourth country in sub-Saharan Africa to conduct a comprehensive Time Use survey. As a result of the study, policies have been put in place to ease the burden of women's multiple roles. For example, the water policy stipulates that water should not be further than 400 meters from users, and the poor should receive at least eight to ten litres of water free of charge. Actual implementation has been a challenge.



Seychelles: No time use studies have been conducted. However, in 2014 the Seychelles Women's Trust Fund (SWTF) is conducting a study on the health, social and economic impact of shift work on Seychellois women. Preliminary results indicate that women suffer from a greater burden of work and family life balance than men, as they juggle jobs, house chores, and children's upbringing, supervision and education.



Young women sell vanilla in Seychelles. *Photo by Gender Links*

Care work is still largely unrecognised and unremunerated: Unpaid care work includes all activities that go towards caring for the household such as cooking, cleaning, collecting water and firewood as well as caring for the ill, elderly and children which is not remunerated.[12] Despite provisions for care work in the Protocol, especially in reference to HIV and AIDS, Governments generally perpetuate the invisibility of women's unpaid care work, and thus women's poverty, by excluding it from national accounts and failing to prioritise public services that could help reduce these unpaid care responsibilities.[13] Unpaid care and domestic work, which is critical to reproducing the labour force, remains a huge constraint on women's capacity to engage in paid work.[14] Alliance members VSO RAISA and SafAids are doing work which connects caregivers with economic empowerment opportunities. As we move towards Post-2015, government should take responsibility in providing infrastructure that will help lessen the burden of care work therefore giving women more time to participate in income generating activities[15] such as the Norton Town Council Case study below.

12 Action Aid 2013
13 Unpaid Care Work and Climate Resilient Sustainable Agriculture: Are Integrated Approaches Possible?; OSISA, 2015
14 Progress Of The World's Women; UN Women 2015
15 Toiling without pay; Henrich Boell Stiftung, 2014 http://ke.boell.org/2014/04/02/toiling-without-pay

Protocol @ work

Zimbabwe: Norton Town Council Women's Club empowers care givers



Norton Town Council women's club is working to empower 150 women who give care to those living with HIV and AIDS. Women learn cooking, baking, and sewing skill so that they are able to make a living through these activities.

Women are no longer begging for money from their partners as they are able to sell very small items like sweets, airtime and make a weekly contribution of three dollars which is used to buy groceries that will be distributed after every six months to enable them to feed their families. The women pay two dollars every week towards the purchase of kitchen utensils. Collective savings schemes contribute to economic empowerment. The club also targets young mothers, who are taught how they can prevent HIV infection. Topics covered include Post Exposure Prophylaxis (PEP); PMTCT, HIV testing and counselling, male circumcision, ART, condom demonstration and others. This has contributed to the decline of the HIV rate in the town from 33% to 15% from 2003 to 2014. With the burden of care declining, the council is starting programmes to empower women care givers.

The council has partnered with women's rights organisations such as Women in Law Southern Africa and Zimbabwe Women Lawyers Association. The council also partnered with the Ministry of Women's affairs to assist the women's club to obtain provisional drivers' licenses from the Safety Council of Zimbabwe. Faith Based Organisations now have trained peer educators in churches since they form a large group of care givers.



Tapiwa Zvaraya facilitates a monitoring and evaluation session with members of Norton Town Council, March 2015. *Photo by Priscilla Maposa*

The council conducts business skill during the women's club lessons which includes making dish washing liquid, juice making, baking and sewing for income generation. The women now use the income generated to supplement their household income and feed their children.

Norton Town Council has created local economic development opportunities through creation of a space for women to sell fish from the lake as well as products from the training courses.

Source: Excerpt from SADC Protocol@work case study submitted by Norton Town Council at the Zimbabwe SADC Gender Protocol Summit, 2015



A woman showcases her clothing wares for resale at the Botswana Gender Protocol summit, 2015. *Photo by Gender Links*

Support for women in business

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. Specific economic programmes 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. Local government has a large role to play in supporting women in business as the case with Tutume Sub Council below:

Botswana: Tutume Sub Council provides housing to women



Tutume Sub District has been actively working on gender mainstreaming in partnership with the Botswana Association of Local Authorities (BALA) and Gender Links (GL) since 2014. The council has drafted an Action plan, and uses funds sourced from other votes to address economic empowerment projects for women.

The council has made lasting impact in women's lives especially through provision of housing for poor women in collaboration with Ipelegeng. The council initiative came about as many women in the council had undeveloped plots which could be developed into income generating businesses for the women. The council built 27 houses in the financial year 2013/2014. Women constituted the majority of beneficiaries. Women learn about income generating projects from council officials and collaborating partners.

Tutume targets survivors of gender based violence in order to help them create agency in their lives. For example, Neo Tshekiso, a registered temporary destitute, now earns a living through a fashion and design project through the help of the council. The council provided her with a home where she lives with her children. She can feed, clothe and even pay school fees for her children. She now is able to sustain her family through the profits from the business. Although she suffered abuse as the hands of her husband, she now lives happily and independently as she is financially independent. Her self -esteem is high due to motivation and support from Tutume local council. Tshekiso is now a motivational speaker encouraging other women as well as a representative for people living with Disability in Sebina Village.

The council activities to empower women include:

- Training and equipping disadvantaged and remote communities with entrepreneurial skills and engaging and introducing them to income generating projects through the poverty eradication programme and economic projects.
- Assisted in construction of houses for the poor.
- Creating awareness on Gender Based Violence in communities and advocating for land ownership for identified destitute persons.

The council encourages women to earn a living through recycled materials. The community has a market day to sell goods produced.

Source: Excerpt from SADC Protocol@Work case study presented by Tutume Sub Council at the 2015 Botswana Protocol@Work summit



Destitute house being built in Tutume, Botswana. *Photo by Gender Links*

Protocol @ work



In **Lesotho**, 27% of women are in agriculture and subsistence farming; 23% in textile manufacturing; 46% in government employment and the remainder in household activities. Women work in sectors that society traditionally considers feminine, such as garment production, teaching and domestic maintenance. The Companies Act has been amended to allow one-person companies; reduce the time and cost of registration of these (which women could not afford); and women to be directors without the consent of the husband. It also gives full contractual capacity to women so they can start their own business without the consent of the husband and women apply for credit. It takes into account some types of businesses that women can conduct from home, and women predominantly engage in most of those sanctioned.

There are no affirmative action measures to enable women equal access to economic opportunities. Certain procurement activities may give preference to locals over foreigners, but there is no specific reference to business women. Governments and the financial sector provide some support to women business owners and entrepreneurs through the Lesotho Enterprise Assistance Program (LEAP), Private Sector Competitiveness Project (PSCP), Smallholder Agriculture Development Project (SADP), Lesotho National Development Corporation (LNDC), and the SMME Network in government.

The Standard Lesotho Bank (SLB) has collateral-free loans for small and medium enterprises (SMEs) and uses psychometric testing to asses risk and eligibility. However, it does not lend to new businesses or those operating for less than six months and only allows repayment of the loan up to one year. These conditions are prohibitive and likely to exclude resource poor women. Commercial banks in the country monopolise the market. No financial institutions exist especially for women business owners to access credit and capital though women have equal opportunities as men to seek credit. In 2014, three women's groups tried to initiate a women's bank; this has not yet come to fruition.

Lesotho: Small businesses association empowers women



The Lesotho Association of Women in Small Business (AWSB) aims to create small businesses and to expand the existing small businesses to fight against poverty, increase and generate income, ensure gender equality as well as create jobs while empowering each other.

The key objectives of the association include:

- Increase income earning for women.
- Examine how women would benefit from a guaranteed liveable income.
- Analyse and increase effectiveness of future business action for women's economic Justice.
- Promote innovative, democratic financing mechanisms including long term, flexible support for civil society organisations including Women organisations.



Beneficiaries of AWSB Lesotho, 2015. *Photo by Ntolo Lekau*

To date the project has 150 direct beneficiaries, with women making up 53% of both direct and indirect beneficiaries.

Source: Excerpt from AWSB case study, Lesotho Gender Protocol Summit, 2015



In **Madagascar** the financial sector is small, with 11 banks, six finance establishments and 31 microfinance institutions. Only about 5% of the population use banks. Microfinance is part of the 2013-17 national inclusive financial strategy. The national microfinance commission reported in September 2013 that gross loans had increased 26% since the beginning of the year and deposits by 19%. Bad loans were up 55.4%, reflecting the worsening quality of microfinance portfolios. The MDG survey says fewer women than men work in the formal sector of the economy (a ratio of 0.69), but parity has been achieved (1.01) in the informal sector. Land acquisition is still subject to strict traditional laws that exclude women in some areas, notably in the south and southeast.[16] This scenario does not auger well for small business, especially women.



In **Namibia**, women head 39% of all households, 43% in the rural and 32% in the urban areas. A high number of women are employed in the informal sector but their work is not recognised. The formal sector still tends to favour men over women in high paying or high profile positions, while women's employment is concentrated in low paid positions. Women account for 47% of people employed in the non-agriculture sector and the target of 50% gender parity by 2015 is likely to be achieved.[17]

The Business Support Services Programme (BSSP) developed by the Ministry of Trade and Industry (MTI) is a comprehensive package of business support to assist entrepreneurs in conducting feasibility studies, develop business plans, enhance business skills through hands-on training including business monitoring and mentoring. Under Vision 2030, the SMEs are targeted to contribute over 30% to the national GDP.

None of the specified requirements, criteria for assessment and procedures for assistance in business start-up has any gender specific provisions. This is in spite of the view that anecdotal evidence suggests that more women than men are targeted and benefit from the work of the directorate; but the work of the directorate is not deliberately pro-women.[18]



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). The latter provides loans up to Rs5 million; but requires an own contribution of 25% (provides 75% of project costs) making finance likely to be beyond the reach of most women as they are unlikely to accumulate these amounts. The NWEC offers services to both potential and existing women entrepreneurs.

[16] http://www.africaneconomicoutlook.org/fileadmin/uploads/aeo/2014/PDF/CN_Long_EN/Madagascar_EN.pdf
[17] Xoagus-Eises, Sarry / Brown, Emily/ Makaya, Mukayi. (2012). SADC Gender Protocol 2012 Barometer Namibia. Johannesburg, South Africa: Southern African Gender Protocol Alliance. At page 44.
[18] Xoagus-Eises, Sarry / Brown, Emily/ Makaya, Mukayi. (2012). SADC Gender Protocol 2012 Barometer Namibia. Johannesburg, South Africa: Southern African Gender Protocol Alliance. At page 47.

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. There appear to not be any reports of the impact of these programmes. Recent figures from the Central Statistics Office show women's entrepreneurship in Mauritius is relatively low when compared to men. Self-employment business ventures by women account for only 24 per cent, with figures standing at 17,400 against some 54,000 for self-employed men. Statistics also show that the number of women employers is only 3,000 or 14 per cent, in stark contrast to over 18,000 men engaged in self-owned business.[19]



South Africa's 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.

Table 4.3: Men and women executive management positions in 2012

Position	Women %	Men %
CEOs / MDs	3.6	96.4
Chairpersons	5.5	94.5
Directorships	17.1	82.9
Executive Managers	21.4	78.6
Government Senior Manager	40.7	59.3

Source: BWASA Women in Leadership 2012 Census.

Table 4.3 shows that women in the private sector still have a long way to go in reaching the 50/50 target as set out in the Protocol. According to the Business Women Association of South Africa (BWASA) Women in Leadership 2012 Census: "The direct comparison of men and women in the upper echelon of the workforce portrays a stark reality: women are clearly in a minority amongst their male counterparts."[20] Women are best represented as government senior managers (41%) and least well represented as CEO's of private companies (4%).



The **Swaziland** Poverty Reduction Strategy and Action Programme (PRSAP) aims to reduce poverty levels through the adoption of policies that mainstream poverty reduction in all development programmes. The specific objective is to reduce the incidence of absolute poverty from 69% to approximately 30% by 2015, and to eradicate it completely by 2022. The PRSAP acknowledges the strong correlation between poverty and gender.[21] This programme places emphasis on affording equal opportunities to all citizens, regardless of gender, to access social and economic services to enhance their development. PRSAP identified the minority status of women as a challenge to poverty reduction in that it inhibits the full participation of women in deliberations at community level.

The minority status of women (who form more than 53% of the total population) limits the potential of more than half the population to participate fully in development and poverty alleviation. The PRSAP acknowledges the need to change the attitudes of both men and women to conform to the equal rights and status bestowed on every citizen by the country's constitution. The constitution has made various provisions that enhance the attainment of gender equality but supporting legislation compromises its effectiveness. The goal of PRSAP is to ensure gender equality and afford women increased opportunity to utilise factors of production and gain equal access to social and economic services.



Women in **Zambia** have lower levels of education, limited access and control over production resources. Zambian women are on average poorer than men with 70% of the female-headed households being poor, compared to 63% of the male-headed households.



Young women in Zambia go fishing using *umono* baskets near Umumobeshi stream in Matanda village. *Photo by Steven Malulu*

[19] http://www.africareview.com/Business---Finance/Mauritius-urged-to-support-women-entrepreneurs/-/979184/1714634/-/d6kiaf/-/index.html
[20] BWA South African Women in Leadership 2012 Census.
[21] 63% of female headed households are poor and lack productive assets.

Whilst provisions have been made for gender focused frameworks for the business and trade environment, there is little evidence of the impact of measures such as the Private Sector Development (PSD) initiative in 2005 with the purpose of promoting private sector investment. The PSD is a joint initiative by the Zambian government and the private sector aimed at promoting quality of service and private investment by addressing numerous bottlenecks affecting the performance of the private sector including access to finance, poor state of infrastructure and bureaucracy.

Since PSD was established, a number of achievements have been made, including, among other things, reducing the amount of time it takes to register a company; speeding up border clearance time; and reducing in the number of licences required to start and operate a business. The program also focuses on three cross cutting areas of doing business, communication and capacity building to manage and implement reforms and gender mainstreaming. Survivors of gender based violence such as Judith Masonda below are often sidelined in economic empowerment opportunities.

Zambia: Privatising public toilets earns income for GBV survivor



Judith Musonda from the Lusaka City Council in Zambia won the SADC Protocol @Work summit prize in the Emerging Entrepreneur category in her country. She had taken the initiative to approach the local council to take over the running of the public toilets which were in need of upgrading. The toilets were in the Shadreck area of Matero Township in Lusaka, close to the Local Court. Beer halls and bars also occupied this area. Judith saw this as an opportunity to be a potentially viable and sustainable income generating activity. "This is a good way of raising money to support my future and lessen dependency on other people as has been the case in the past. Note also that this shall serve as a demand based solution to the community's need for toilet facilities and is likely to reduce urine related pollution around the area," she said. "Having been picked and trained in Entrepreneurship, I am now in a position to complement government efforts in improving sanitation in the country. Such programmes also help in building capacity building in women, which in turn will improve household level incomes."

Source: Gender Links Entrepreneurship Programme, 2014



Zimbabwe's Broad Based Women's Economic Empowerment Framework, launched in 2012, calls for the mainstreaming of women's economic empowerment and participation in the key economic sectors of mining, agriculture, manufacturing, tourism and other economic sectors through enhancing women's entrepreneurship and business ownership, as well as their representation in key economic decision-making positions.



Gweru market: The Zimbabwean policy framework creates equal opportunities for women. *Photo by Colleen Lowe Morna*

Using the framework as one of its strategic policy documents, the Ministry of Women Affairs, Gender and Community Development (MWAGCD) seeks to ensure at least 25% involvement and participation of women in agriculture, manufacturing, mining, trade and tourism by December 2015.[22] All of these sectors have developed policies that address the inclusion and participation of women and in 2014, the MWAGCD commissioned reviews of the laws in these sectors to ensure that they are aligned to the gender equality and women's rights provisions in the Constitution.

Much of Zimbabwe's legal and policy framework also includes the objective to increase women's participation in the economy. For example, Zimbabwe's Indigenisation and Economic Empowerment Act [2008] provides for

[22] Ministry of Women Affairs, Gender and Community Development Client Charter; Client charters and service delivery targets have been institutionalised in all government ministries as part of the Public Service Reform which began in 2005 to introduce a performance management system to improve service delivery.

51% of the shares in every public company and any other business to be owned by indigenous Zimbabweans and Section 3(3) of the Act states that the government can take measures on behalf of any disadvantaged indigenous group, including women, to ensure the 51% shares ownership.[23]

And, 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."[24]

The country's tourism policy promotes women's participation in the sector by reserving a 30% quota for women and there also is a 30% quota for women in mining mechanisation run by the Ministry of Mines.[25] The Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZimAsset)[26] has inclusive clauses for economic development. The framework has projected outputs for a women's fund, increased access to markets and credit for women and women in 50% decision-making.



Tanzania: A number of NGOs and microfinance companies give financial and skill-building support to women in order to advance their entrepreneurial skills and expose them to national, sub-regional and regional trade. Women entrepreneurs participating in trade fairs increased from 2000 in 2005 to 5000 in 2013.

The government developed the Annual Development Plan (ADP) 2014/15, which focuses on enhancing investment in agriculture and accelerating implementation of water and rural electrification projects. The rehabilitation of the existing railway; improvement of port services and the business environment; and promotion of deep sea fishing are strategies aimed at addressing the low productivity in agriculture, which employs a large segment of the population, with women being the majority. However, these measures may not directly impact women in rural areas. The projects will help the commercial farming sector, whereas most women farmers are into subsistence farming.

The government has promoted rural microfinance services like the community based savings and credit schemes, such as the Savings and Credit Cooperative Societies (SACCOS) and revolving funds. A SACCOS member can access twice or thrice the amount saved, and members set their own regulations. There are also village community banks (VICOBA) which provide banking services to grassroots women. Women get an opportunity to create savings, and to get loans from their savings.

The Tanzania Women's Bank (TWB) has provided soft loans to 19 000 women between 2009 and 2013, and entrepreneurship skills training. In addition, other financial institutions also provide loans to women. Up to May 2013, 37,278 women had been given loans, as compared to 27,678 men. Between January 2011 and March 2014, the Tanzania Women's Bank issued loans totalling TSHs. 24,392,382,000 to more than 11,754 borrowers, of whom 88% were women.



Malawi has a number of economic empowerment policies like the micro finance policy which provides for the development of microfinance and identifies the major stakeholders critical to implementation of the policy. Some initiatives do exist specifically for women, such as the "Pamtondo" initiative, which is linked to SACCO and the Malawi Union of Savings and Credit Cooperatives (MUSCO). Through this initiative, women can mobilise 10-15 members then contribute money and open a bank account with a SACCO. However, the initiatives fall short of making specific affirmative action for women entrepreneurs. Access to credit is difficult for poor families, particularly poor women.

Women remain largely engaged in informal trade because many lack the means to progress to higher levels of trade. The 2002 Microfinance Policy and Action Plan puts in place non-discriminatory conditions for financial loans. However, even when women obtain loans, men sometimes continue to control businesses owned by women. Women in informal trade have become even more vulnerable during the recent economic recession, suffering the impact of high prices of raw materials and tax increases.

Malawi's Public Procurement law does not segregate between women and men when it comes to public procurement. The government has awarded contracts in the construction sector to many women.



Seychelles: has not taken any action to adopt policies and enact laws to ensure equal access, benefits and opportunities to men and women in trade. There is need for government to review national trade and entrepreneurship policies to make them more gender sensitive.

[23] Zimbabwe's Indigenisation and Economic Empowerment Programme: Extent of Opportunities for women in the Tourism Sector?, Rangu Nyamurundira, Zimbabwe Women Lawyers Association, 2012.
[24] Zimbabwe's Indigenisation and Economic Empowerment Programme: Extent of Opportunities for women in the Tourism Sector?, Rangu Nyamurundira, Zimbabwe Women Lawyers Association, 2012.
[25] Concluding Observations of the Committee on the Elimination of Discrimination against Women, Zimbabwe, March 23, 2012.
[26] Zimbabwe Agenda for Sustainable Socio-Economic Transformation plan, 2013.

To help further promote gender equality and to empower women, the Seychelles Government created the Seychelles Women's Trust Fund (SWTF) in 2011 by an act of parliament. The SWTF operates under the aegis of the Ministry of Finance. The Board is composed of seven members, most of whom are women. The main role of the SWTF is to propose and fund programmes, activities and research into national, social and economic problems faced by women.



Women weavers making carpets from material off-cuts.
Photo by Loga Virahsawmy

Property and resources

The SADC Protocol provides that by 2015, state parties shall review all policies and laws that determine access to, control of, and benefit from, productive resources by women.

There are several factors hindering women from accessing credit and productive resources in the region, including poverty; powerlessness in decision-making; limited access to land, capital credit, 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.

Tanzania: Women's access to productive resources like land, forests, mining plots, capital and technology has been restricted due to a number of factors such as customary norms that are still very strong in rural areas, and limited knowledge and awareness on women's rights at district level. The government has allowed and promoted investment in Information Technology, which has provided opportunities to women to improve the value of their produce. Establishment of local radios has opened opportunities to women, making them aware about available opportunities in promoting women entrepreneurship, especially in food processing.

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 2011 draft **Botswana** National Policy on Gender and Development highlights that, despite positive changes in legislation, women still have limited access to, and control over, productive resources. Females head almost 50% of households, and these make up the majority of poor households (Ministry of Labour and Home Affairs 2008).



In **Lesotho**, 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 as well as how they dispose of the immovable property. This requires the written consent of the spouses. The act protects women's economic rights and gives security of tenure on immovable property.
- The Lesotho Bank Savings and Development Order recognises that women's minority status limits their access to credit.

Despite the legal and policy framework, women still struggle to access credit. They lack knowledge about the laws and the capacity to produce credit proposals. Most women, especially women in rural areas, do not own property to use as collateral. Power relations in families remain a hindrance despite the provisions of the LCMPA. Also, most women do not have a credit history or banking skills. The MCA-L project is addressing these obstacles.

There is no gender-disaggregated data about the informal trade sector. However, stakeholders such as the MCA and university business studies students have undertaken studies on street vendors in Maseru. Key findings indicate overcrowding; harassment by City Council; unfriendly laws; competition, especially with foreign traders 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 markets; no capital and rising commodity prices.



Malawi: Property grabbing and dispossession has been a major problem, denying women their matrimonial property rights. The amendments to the Wills and Inheritance Act have made provision for the prosecution of "property grabbers".

The Malawi Poverty Vulnerability Assessment Report (2006) indicates that 12% of households reported that both formal and informal credit institutions prefer to lend to households that have both land and income. Some banks allow women to take out loans with less restrictive conditions, but most still require high collateral.



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.

Mozambique: Empowering survivors of GBV

Nelia Jeremias started her business after she received training from Gender Links Entrepreneurship programme. Jeremias sells chickens and eggs. Through assessing the possible income generating options, Jeremias noticed there was high demand for chickens in her area she realised she had a market and considered the steps she needed to take in order to start up a business and succeed. There was no local chicken supplier, people in here are had to travel long distances just to buy chickens so after doing some market research she started the business. Jeremias had difficulty in getting a loan without collateral therefore she saved some money and started keeping chickens at her aunt's house. She attributes her success to gender training, business skills, door to door marketing talking to restaurant owners whom now buy her chickens, selling good quality chickens and being kind and courteous to her clients. Among her objectives and aims is to help not only the women in her family but also other vulnerable women who cannot find jobs. Jeremias has plans and hopes of growing her business further and ensuring its future success.

Excerpt from a business plan submitted by Nelia Jeremias, GL Entrepreneurship programme, 2015



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. However, Barclays Bank has a partnership programme which specifically targets young entrepreneurs with some emphasis on women. The Small Enterprise Promotion Agency (SENPA) actively encourages women entrepreneurs through advice, guidance and availability of training and technical assistance.

There are perceptions that women in Seychelles do not encounter problems when accessing credit or other sources of financial services. This could not be verified as the banks' annual reports do not specify gender. In one of the leading banks, 75% of borrowers of personal loans are women, and 50% are borrowers for home financing and small businesses.

Various NGOs work in the field of socioeconomic empowerment of women (Women in Action and Solidarity Organisation - WASO, Seychelles Association of Women Entrepreneurs - SAWE, Entreprendre au Féminin Océan Indien - EFOIS) and LUNGOS also has a Socioeconomic Commission and a Gender Commission which regroups NGOs with similar goals. WASO offered training in ICT for women entrepreneurs in 2013 and 2014. Women are encouraged to become IT savvy so at to benefit from a variety of opportunities which are now available and conducted over the Internet locally.



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".

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. Microfinance is often cited as a resource for women's economic empowerment. However, despite the growing number of self-employed women in South Africa, only two sustainable microenterprise lenders exist, Marang Financial Services and the Small Enterprise Foundation, which together serve about 56,000 micro entrepreneurs. Rural areas remain underserviced, further disadvantaging those already neglected by the first-tier banks.



Namibia: The government provides financial assistance to co-operatives through partnerships with financial institutions. The Ministry of Gender Equity and Child welfare runs an income-generating activity programme aimed at alleviating poverty by strengthening the earning capacity of poor communities. The programme provides communities with small, non-repayable financial grants and exposes them to technical and entrepreneurial skills. The scheme has benefitted 6208 women. The ministry also facilitates women's participation in Trade Fairs through financial support and transportation.



Swaziland: Women are not recognised as being equal to men in terms of property ownership. Married women are at a greater disadvantage than single women because the law gives all power to the husband. All of the couple's property, including property accumulated by the wife before marriage, is registered in the husband's name. Only single women and those with an ante-nuptial contract have access to credit and productive resources on almost equal footing with men. Some change is starting to be realised because of activism on women's rights in Swaziland, SADC and the international community. In February 2010, the High Court of Swaziland ruled that some married women will be allowed to register property in their own name. In July 2012, in a landmark judgement, the High Court declared aspects of marital power unconstitutional, and declared that women's minority status was invalid.

Women face challenges in accessing credit although constitutional provisions clearly specify that they should have access to resources. Challenges to improving women's access to cash and credit include high transaction costs; unreliable and small marketing avenues which result in high default rates because most women are unable to determine prices and markets for their goods; women married in community of property cannot apply for credit, and challenges in putting up collateral as property is registered in the husband's name.

Land ownership

African women comprise about 70% of sub-Saharan agricultural workers and almost 80% of those in the food processing chain.[27] 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 Protocol targets by 2015.

[27] The Initiative to Empower women in Agriculture. 20th GIMAC Pre-Summit Consultative Meeting on Gender Mainstreaming, held on the margins of the 19th African Union Heads of State and Government Summit in Addis Ababa, Ethiopia, on Sunday 15 July 2012.



Delifa Zulu sells her produce in Blantyre Market, Malawi.
Photo: Trevor Davies

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. Land ownership is restricted with a land tenure system under which most ownership is under customary which perpetuates patriarchy and hence limits women owning land.



Botswana's agricultural sector is the backbone of the rural economy. Women play a dominant role in food production and food security, investing more time and resources to contribute to household food production compared to men (MOA 2010). Women also participate more in Livestock Management and Infrastructure Development Programme (LIMID), making up 77%. They dominate the small stock and Tswana chicken programme, at more than 80% participation. More women own arable land than men at 57.6%, but women also form the majority of those with no access to land.



In the **Democratic Republic of Congo (DRC)**, women in rural areas contribute 50% to the agricultural economy and ensure 75% of production in the subsistence economy. Though expected to cover most of the costs of family life and education, they are often restricted to selling lower value produce by men and have little access to farming resources, training and markets. While the Congolese constitution enshrines equal land ownership for all, both formal and customary law discriminate against women.



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".[28] 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.[29] The Land Act 2010 provides for a leasehold system that streamlines land management and, among other things, introduces a Land Authority responsible for allocation, management, fees and transfers. The Act introduces universal lease documentation as the basis for land "ownership", which may be transferred and used as a commodity. It improves on the gender-blind customary and gender-neutral Land Act of 1979 and ensures congruency with the Legal Capacity of Married Persons Act of 2006.

The Act has gender provisions for joint 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. Women (usually widows) account for 35% of land owners, leaving women poor and economically dependent.



The 2002 **Malawi** National Land Policy requires that citizens register individual and family titles to customary land in the names of all nuclear family members (that is husband, wife and children), so as to deal with land tenure insecurity in the event of the death of a spouse. Despite these efforts, progress has been slow as one of the major challenges is that women have little or no knowledge of land laws and policies. According to a baseline survey on women and land rights conducted by ActionAid and the Netherlands Institute for Southern Africa (NiZA) in Dowa district, 84% of women had no knowledge of land laws and polices. Likewise, in Mzimba

[28] 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.
[29] Kingdom of Lesotho 2006 Lesotho Population and Housing Characteristics. Analytical Report, Vol. IIIB Socio-Economics Characteristics. 2009.

district, 72% of women farmers have no awareness of their rights to land. 27% of women who claimed to know their land rights actually knew only about traditional land laws and not statutory ones.



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.



In **Namibia**, one of the gender responsive provisions included in the Land Reform Act is that the lease agreement will include both men and women.[30] If the couple is unmarried and the partner dies, the common law wife owns the land. The cohabitation laws used to be seven years, but civil society lobbied to reduce it. Women will be accorded the same status as men with regard to all forms of land rights, either as individuals or as members of family land ownership trust. Women are entitled to receive land allocations and to bequeath and inherit land. Government will actively promote the reform of civil society and customary law which impede women's ability to exercise rights over land.[31]



Although women in **South Africa** have been identified as a priority for land ownership through land reform since 1996 when the Land Reform Gender Policy Framework was released, such policy statements have not always equated with implementation (Walker, 2003: 144). The market led approach of land reform in South Africa has traditionally ignored and/or denied the needs of women, favouring "black farmers" and "heads of household" (both predominately male groupings) as recipients of land redistributed through the South African Department of Land Affairs (DLA) land redistribution program.



According to **Seychelles** law, land can be owned by males and females equally with no restrictions related to gender. The country's land policy has no gender provisions and as a result, no sex-disaggregated statistics could be obtained on land ownership. Statistics will be available once the Land Use Planning Division completes implementation of a geo-database.



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. And, while the 2000 Land Reform programme sought to redress racial inequalities in terms of land ownership, gender inequalities in terms of women's ownership of land persist.

Protocol @ work

Zimbabwe's agriculture sector gender strategy[32]

In Zimbabwe, women's access to productive resources and their ownership of property remain among the key barriers to their economic empowerment. More than 70% of the population derive their livelihood from agricultural and related activities, and women contribute about 70% of agricultural labour, with the majority of them in subsistence farming. The sector is one of the key drivers of the economy, contributing 20.4% of Gross Domestic Product and over 40% of national export earnings.

A Gender Assessment of the sector which found that women face gender inequalities across the agricultural value chain, both in the traditional and modern chains. The Agriculture Sector Gender Strategy is based on the recognition that the full integration of women into agricultural productivity is essential for the sector's growth. The strategy has five priority areas which were agreed on during broad consultations with stakeholder institutions. These are:

- Knowledge management and capacity building - comprehensive gender analysis, sex disaggregated data and gender mainstreaming tools.
- Human resource management and development.
- Gender-responsive policies, programming, monitoring and evaluation.
- Women's empowerment (access to, use of and control over productive resources).

The strategy also calls for the creation of a Gender Coordinating Unit, which will report directly to the Permanent Secretary. And, the strategy is focused on the internal transformation of the ministry to make it a more supportive and gender-responsive institution, as well as at the level of service delivery to influence the skills, attitudes and behaviour of the service providers.

The strategy is in line with the Immovable Property Prevention and Discrimination Act that prohibits financial institutions from discriminating on the grounds of sex among other grounds, 65.7% of surveyed women feel that they are discriminated against by bank officials, and 30% of these women who felt discriminated against cited the lack of collateral as the main reason they could not obtain funds.[33]

30 Ministry of Agriculture, Water and Forestry Annual Report 2005-2006.
31 National Country Report 2005-2009 on the implementation of the Beijing Platform for Action +15.
32 Zimbabwe Agriculture Sector Gender Strategy, Ministry of Agriculture, Mechanisation and Irrigation Development, November 2014.
33 Women and Men in Zimbabwe Report 2012, Zimbabwe National Statistics Agency, April 2013.

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 prevent them from acquiring land.



Swaziland: Women tend to have subordinate roles in relation to land in both customary and statutory systems. In customary systems, women are usually secondary users of land as daughters, wives, sisters or mothers, and their rights to access are highly dependent on the social ties that link them with those with primary rights over the land. Upon divorce or widowhood, women may be forced to leave their land and move away. Women and children can also be evicted from communal land and not be compensated because they do not have legal rights to it. Women have lesser rights than men or have their rights subsumed into the broader household, with the head being the man. In all marriage regimes, the husband holds all marital power unless the couple opts out of it, but that applies only for marriages outside of community of property. Women who are married in community of property cannot register title over land because the Deeds Registry Acts states that "immovable property bonds, or other real rights shall not be transferred or ceded to, or registered in the name of a woman married in community of property, save where such property, bonds or real rights are by law or by condition excluded from the community". This marital power precludes a woman from owning or controlling property because the husband is the sole administrator. Only single women are allowed to hold title deeds to land.

Mining



Women artisanal miners in Zimbabwe, 2013. *Photo courtesy of EEPA news*

Women in many SADC countries participate in artisanal mining activities to earn an income. The huge capital costs of formal mining is a barrier to women's participation in the sector. The dangerous terrain of artisanal mining puts a lot of women at the risk of physical harm and gender based violence. 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.

Work conditions of women and children in artisanal and small-scale mining remain highly risky. Women face an array of challenges in this sector; Sexual violence and abuse in the mines, risk of HIV/AIDS and other STDs due to prostitution, health risks due to lack of sanitation and gender discrimination whereby they do not receive equal pay or opportunities.[34]



Angola is racing to increase oil output and maintain its position as Africa's second largest producer. However, only a few women can access the oil industry as well as other extractive industries. Women are often relegated to artisanal mining due to the difficulty in penetrating the formal mining industry. Companies such as Petra Diamonds have enacted a pro-active 'women in mining' programme and despite the challenges associated with operating in a predominantly subsistence and rural economy, its Angolan operations have female employees in a range of senior positions,

[34] Women in mining in DRC, http://womeninmining.net/2014/10/15/welcome-to-women-in-mining-drc-renafem/
[35] http://sustainablejewellery.org/index.php?option=com_content&view=article&id=31:petra-diamonds-south-africa-angola-sierra-leone-&catid=4:case-studies&Itemid=11



and a number of female trainee geologists.[35]

In **DRC**, *Femmes et Justice Economique* conducted field research to increase knowledge on how women interact with and are affected by the extractive sector. This ranged from examining the type of jobs women undertake in mining cities to collecting data on the violence women living near extractive sites are subjected to. FEJE also worked on empowering women through trainings and capacity building so that they could be more involved in transparency initiatives such as EITI.



In **Tanzania**, Publish What You Pay (PWYP) started looking more closely at gender, transparency and the extractives in 2013. In partnership with UN Women, a workshop was organised in Tanzania to develop a common way forward between practitioners working on gender and those working on extractives. As part of this workshop, they created a gender responsive version of a value chain to highlight how the question of gender intersects the goal for transparency and accountability at every step of the value chain. If we want all citizens to benefit from their natural resources, we must ensure that women are being taken into account too.[36]

South African Women in Mining (SAWIMA) aims to assist women mining groups (informal and formal) to obtain mineral rights and operate businesses as well as the socio-economic challenges that confront women (aspiring entrants and established) in the mining sector. SAWIMA promotes women's empowerment in the mining sector, in accordance with the provisions of the Mining Charter. The organisation conducts high powered annual SAWIMA Women Mining Skills & Enterprise Development Programmes for the new and existing Women Mining Entrepreneurs & Professionals.[37]



Women comprise 25% of those enrolled at the **Zimbabwe** School of Mines. The Zimbabwe School of Mines has introduced programmes such as Gender Initiative Project in making efforts to introduce more women in mining through training-based affirmative action. In 2011, 300 mining claim rights were issued to women miners from Guruve for gold claims with a total of 2 000 hectares.

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.

As reported earlier in this chapter, in August 2014, the SADC Heads of States signed the SADC Protocol on Employment and Labour.[38] This Protocol reinforces the provisions in the SADC Gender Protocol. It provides for laws and policies to ensure that every person is equal and accorded equal treatment and equal protection before the law. Governments also have to undertake to promote equality of opportunity in employment and labour market policies and legislation and social security and to eliminate all forms of direct or indirect discrimination on grounds such as sex, gender pregnancy, marital status, disability, age, or HIV and AIDS.

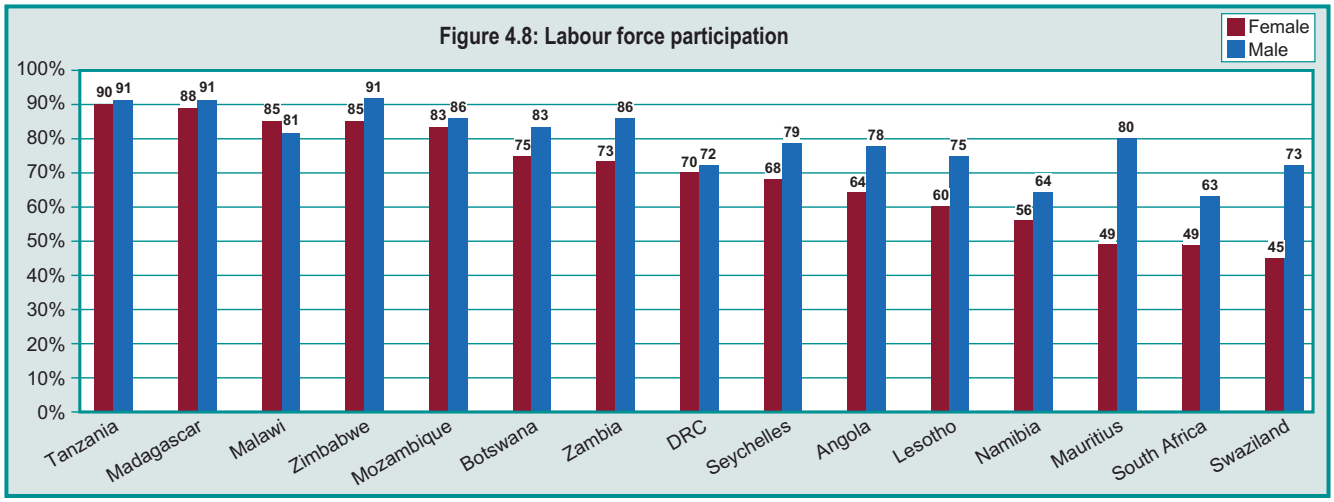
Legislative, administrative and other appropriate measures must be adopted to ensure: equal pay for work of equal value, and equal remuneration for jobs of equal value for women and men; the eradication of occupational segregation and all forms of employment discrimination; adoption of reasonable measures to enable men and women to reconcile their occupational and family obligations; and specific mechanisms for reporting and resolving cases of discrimination and intimidation of workers particularly on the basis of gender.

[36] Women in mining http://womeninmining.net/2014/10/15/welcome-to-women-in-mining-drc-renafem/
[37] www.sawima.co.za
[38] SADC Protocol on Employment and Labour.

The Employment Protocol includes provisions on preferential employment opportunities for the youth, women and persons with disability; support structures to assist entrepreneurs in the establishment and development of small- and medium-sized enterprises; maternity and paternity rights and gender sensitive training and skills development programmes. Taken together, these provisions provide a strong framework for promoting gender equality in employment in the SADC region.

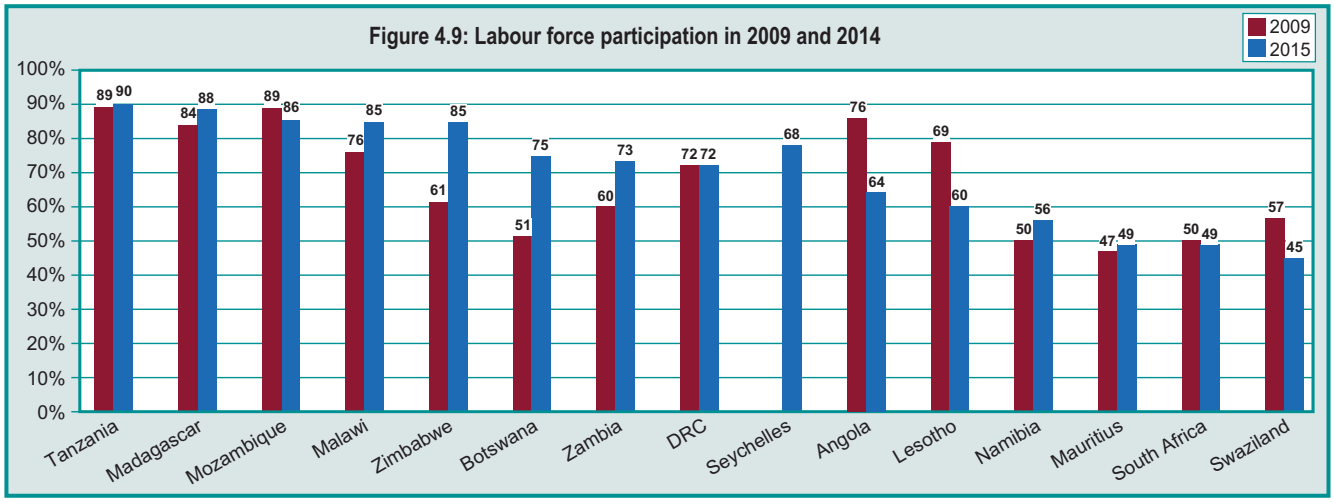
Labour force participation

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, 2015.

Figure 4.8 shows that Tanzania recorded the highest proportion of women's participation in the labour force (90%) while South Africa recorded the lowest at 47% despite the country being an economic powerhouse. Female labour participation was 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, 2015.

Figure 4.9 shows that over the period 2009 to 2015 women' participation in the labour force has increased in eight countries. Women's participation in the labour force decreased in Mozambique, Angola, Lesotho, South Africa and Swaziland. It is also of concern that only five countries have reached 85% or higher for women's participation in the labour force.



In **Botswana**, the proportion of women in gainful formal employment is lower than that of men. Women dominate the lower paid employment sectors. Significant progress has been made in having more women participating in senior management and decision-making positions in public and private sectors. In 2010, women took up executive positions in the Botswana Development Corporation, the National Development Bank and the Botswana Insurance Company.

The labour force participation rate favours men over women, despite women's numerical dominance in levels of education and national population. Men are more economically active than women, and enjoy higher employment status. Unemployment, however, is almost at par for both sexes. Women work in sectors that are traditionally considered feminine, such as garment production, teaching and domestic maintenance. Men tend to work in sectors associated with political, economic and physical power.

A study carried out in 2008 on the distribution of employment across sectoral occupations revealed that women dominate in industries like health and social welfare (100%), hotel and restaurant (74.7%), manufacturing and textiles (70.2%), education (72.1%), and parastatals (57.1%). Men, however dominate in the majority of the industries.



Namibia: The Preamble of the Labour Act 11 of 2007 and the Affirmative Action (Employment) Act 29 of 1998 commit to advance individuals who have been disadvantaged by past discriminatory laws and practices, and to regulate the conditions of employment of all employees in Namibia without discriminating on grounds of sex, race, colour, ethnic origin, religion, creed, or social or economic status, in particular ensuring equality of opportunity and terms of employment, maternity leave and job security for women. However, a clause in the Labour Act, while difficult to define, condones sexual harassment. Namibia has an unemployment rate of 19% women and 17% men, out of all SADC countries.

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 only been one such case registered so far and the Tribunal found this charge invalid. The Convention for the Elimination of all forms of Discrimination Against Women (CEDAW) state party report (2011) argues that some of the cases of sexual harassment or discrimination may be hidden under the guise of unfair/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.



Frienda Haindongo cooking food for resale in Windhoek, Namibia, 2014. *Photo by Gender Links*

Equal access to wage employment has been largely achieved, except for some jobs where employers specifically ask for women (for example, security guards and environmental officers' outposts on outer islands). Equal pay for equal work and equal remuneration for work of equal value has been achieved. Pay is decided upon by work load, not gender. Appropriate minimum remuneration for agricultural and domestic work has been achieved as a minimum wage has been set for the country. Equal employment benefits have been achieved. The same amount is given according to set criteria and not based on gender.



In **Swaziland**, there are more men than women in the formal labour force and in waged employment. Women make up most of the informal sector. In the past, women experienced more difficulty in finding work because their skills did not match the skills needed in available jobs. There has been a recent increase in the demand for low-skilled labour especially in the textile industry which employs more women than men. However, women remain limited by domestic responsibilities that include caring for children, the elderly and the sick. The 2010 labour force survey points out that women's representation in employment is underestimated because their work is often not considered as "employment".

The Employment Act condemns discrimination against any person based on gender. It emphasises the principle of equal pay for equal work across all employees regardless of gender. The act has a special provision

covering the employment of females. It prohibits the employing of females between 10:00 pm and 6:00 am the following morning, unless the commissioner of labour issues authorisation. It also prohibits the employment of females underground in any mine. This is one of the clauses of the Act that have the appearance of protecting women but at the same time reducing job opportunities. Overall, employment conditions lack gender responsiveness. The Acts does not address sexual harassment, leaving women particularly vulnerable.

Although women can take at least 12 weeks maternity leave (within certain specified conditions), they only receive pay for two weeks after delivery. This may have contributed to the increased rates of unsafe, illegal abortions. It has also forced women to take shorter maternity leave; with most restricting their leave to the two weeks that come with full pay. Women are seemingly being penalised for their biological roles, women are being restricted in the number of children they can have, when they can have them and the intervals within which they can have children.

Gender division of labour and wage gap

The gender division of labour is strong in all SADC countries, with women predominating in lower paid areas traditionally associated with women such as domestic work, teaching (at primary level), nursing, secretarial and clerical posts. Men predominate in higher paid professions such as engineering, construction, security professions, and in decision-making roles. The different value that society attaches to these kinds of work reflects in the average earnings of women and men.

Table 4.4: Women and men's earning in the SADC region

	Amount (F) - USD	Amount (M) - USD	Women's earnings as a proportion of men's earnings
Tanzania	1618	1748	93%
Botswana	13382	15998	84%
Mozambique	883	1098	80%
Malawi	659	844	78%
Madagascar	1159	1647	70%
Zimbabwe	1123	1605	70%
Zambia	2365	3722	64%
Angola	5797	9181	63%
Namibia	7083	11633	61%
Lesotho	1827	3009	61%
Swaziland	4225	7859	54%
South Africa	8464	16163	52%
Mauritius	9934	23182	43%

Source: The Global Gender Gap report 2014.

Table 4.4 shows the proportion of the average earnings of women compared to men. The table shows that:

- Tanzania has the most equitable earnings between women and men, with women earning 93% what men earn, followed by Botswana (84%) and Mozambique (80%).
- Mauritius has the lowest proportion of female to male earnings (43%) followed by South Africa (52%) and Swaziland (54%).
- The proportion of women to men's earnings in seven SADC countries (Malawi, Madagascar, Zimbabwe, Zambia, Angola, Namibia and Lesotho) is 60% to 80%.



Women predominate in the informal sector in Malawi. *Photo by Daud Kayisi*



Malawi's minimum wage is 551 Malawian kwacha per day (the equivalent of US1.25), up from MK 317 (US0.75) per day. The Malawi Labour Force Survey (MLFS) 2013 found that the percentage of women in informal employment is 93.9%, compared to 83.8% for men. Unemployment is more among women than men.

Malawi: Challenging economic stereotypes



Born in 1983, Bertha Gwaza is one of the courageous young women who has defied the odds and decided to take up a job many view as men's work. She is driving a heavy-duty construction vehicle called an excavator.

Since she was a young girl, Gwaza always dreamed of becoming a driver. Her dream became a reality in 2003 when Unitrans Construction Company employed her as a trainee in the southern district of Chikwasha.

At that time, she had never driven even a small vehicle, and operating an excavator became her first experience. She is now the only female driver at one of Malawi's biggest construction companies, Mota Engil, and she led the construction of the Bunda-Kaunda Bypass road in Lilongwe. "A lot of men ridiculed me on my decision to learn how to drive an excavator saying women are lazy. But I challenged them and showed them that women can as well do it," said Gwaza.

Gwaza is happy with her work and enjoys driving the machine. "I am satisfied with the work I do and am very proud when men discourage me due to my gender because I know they are just jealous of me being a woman", said Gwaza. She added that she has always performed better than men wherever she has worked, a development that has brought enmity with her male counterparts because they feel she is being favoured by company management.

Gwaza urges other women to join the profession because she says it is both rewarding and exciting.

Source: NGOGCN interviews



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.

The 2011 Labour Force Survey (LFS) shows that 87% of the population aged 15 and above is active in the labour force, and that the labour force participation rate is higher among males than females for all age groups. However, the survey does show an increase in women's participation in the labour force across all age groups since the 2004 LFS.

Table 4.5: Conditions of employment

Country	Maternity leave	Paternity leave	Retirement age and benefits for women and men	Sexual harassment
Angola	**Yes.** 3 months paid.[41]	**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	**Yes.** 12 weeks, six before, six after. Entitled to additional two weeks due to illness. Allowance of not less than 25% of the basic pay or 50Thebe per day, whichever is greater.	**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[42]	**Yes.** Two weeks after one year employment in the clothing, textile and leather industries. Six weeks private	**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.** Yes. The 1992 Labour Code Order Sec. 200 prohibits sexual harassment in the workplace. "Any person

[39] Combined Report of the Republic of Zimbabwe in Terms of The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 2009.
[40] However, there is no data on how many women benefit or know about this provision.
[41] Source: Labour Code 1992, Public Service Regulations 1969, Labour Code Wages (Amendment) Order 2007and Interviews 2009.

Country	Maternity leave	Paternity leave	Retirement age and benefits for women and men	Sexual harassment
	sector. 90 days paid maternity leave to permanently employed female public servants. It remains at the discretion of the employer whether to pay full salary or part.			who offers employment or who threatens dismissal [on the basis of] sexual favours or harasses workers sexually shall commit an unfair labour practice" (page 1350).
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.** Employment Act Sec 47.	**No.** There is public debate on the issue.	**Yes.**	**Yes.** Penal code criminalises sexual harassment The Gender Equity Act (2013) clearly addresses the same with clear provisions.
Mauritius[43]	**Yes.**[44] 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[45]	**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.	**N/A**
Namibia[46]	**Yes.** 100% pay for the maternity leave period.	**No.**	**Yes.**	**Yes.** A clause in the Labour Act, while difficult to define, condones sexual harassment.
Seychelles[47]	**Yes.** 14 weeks paid leave, at least 10 weeks to be taken after birth. Also provides for four weeks unpaid leave. A female worker is not allowed to return to work before her paid leave is over.	**No.** The Constitution and Employment Acts make no reference to paternity leave or the roles of a working father. Order 102 of the Public Service Order (2011) makes provisions for sick leave for employees with a sick child, without being gender-specific.	**Yes.** Compulsory at age 63. Retirement pay is equal for both, pension income depends on individual contributions, and social security benefits are equal..	**Yes.** Employment Act protects all employees from any form of harassment in general and Public Officers' "Ethics Act" (2008) which is applicable to government makes explicit reference to sexual harassment. Neither provides a clear definition. The Act is under review and efforts are being made to strengthen the law and bring it into compliance with ILO standards.

[42] 2008.
[43] 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.
[44] 2009.
[45] Labour Act/Reviewed 2007/8 (2007).
[46] Source: Employment Act, 1991 revised 1995.
[47] A case was brought by one gentleman who argued that the differentiation in terms of retirement age was discriminatory towards men.

Country	Maternity leave	Paternity leave	Retirement age and benefits for women and men	Sexual harassment
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.[48]	**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.** At least 12 weeks with two weeks fully paid after delivery. One hour nursing break with pay per day for 3 months after maternity leave. Applicable if employee has been in continuous employment with the same employer for 12 months, and only once after the lapse of 24 months from the previous maternity leave.	**No.** There is no debate yet about providing it. Certain customs dictate that men should not be in close contact with new born babies.	**Yes.** Retirement age for females is 60 years, and for males 55.	**No.** The Employment Act is silent on the issue. The Sexual Offence and Domestic Violence Bill has a provision on sexual harassment.
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.** An amendment of the Labour Relations Act has increased maternity leave from 90 to 98 days in line with the International Labour Organisation (ILO) Convention No. 183 on Maternity Protection.	**No.** The Parliamentary Portfolio Committee on Women Affairs, Gender and Community Development called on the Ministry of Public Service, Labour and Social Welfare to develop legislation to be in place by the second quarter of 2015.	**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.

Table 4.5 shows the conditions of employment across the SADC countries including retirement age, maternity benefits and provisions for policies against sexual harassment.



A maternity village provides a sanctuary for expecting mothers in Madagascar, 2014. *Photo by Zotonantenaina Razanandrateta*

All SADC countries provide for maternity leave, but only six provide paternity leave: All SADC countries provide for maternity leave. The most common is for a period of 12 weeks, four weeks before and six weeks after birth. Zambia has provisions 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, this will have to be reviewed in light of the 2014 SADC Protocol on Employment and Labour. 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[49]. 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.[50]



In **Zimbabwe** the government plans to introduce a Maternity Benefit Scheme to remove the payment of salaries while a woman is on maternity leave from the employer. This action is one way to address the legal challenge that a woman cannot go on paid maternity leave twice within a period of two years, and a woman can only go on maternity leave three times on full benefits with the same employer.[51]

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. This is in line with the SADC Protocol on Employment and Labour.



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. Skills development remain crucial for most women and civil society is working with community on capacity building programmes such as the case study below:

[49] Gobind, J 2012 "Mitigation of maternity leave pay" in Bosch, A (ed). The SABPP Women's Report 2012.
[50] Ibid.
[51] Zimbabwe 2011 Labour Force Survey, ZimStat, 2012.

Madagascar: Farmers association empowers women with skills.



The association *"Esperance"* or "Hope" is an association of farmers in the council of Sakaramy, Diégo II, located in northern Madagascar. Funded by a French NGO, the association aims to empower women through agriculture, breeding and tourism business.

The association, which comprises women and men farmers, promotes organic farming and has created an inn to welcome tourists in the region. The success of the association rests on mutual aid among its members and complimentarily of their activities. Some of grow vegetables and fruits; others are dealing with livestock, fish farming and managing the business. Fresh vegetables grown in the garden and fish from the fish farm are provided in the inn restaurant.

This initiative has improved women's income in the council and contributes to advancing the association's activities. In addition, organic farming attracts tourists. As the council of Sakaramy is one the Centre of Excellence of Gender Links, collaboration between the council and the association is facilitated. For example, the council assists women in getting land.

The association is also organising capacity building on agriculture, breeding and catering for women wishing to develop their own business. Membership of the association is free but the members need to have their own land. The association is also supporting women in the preparation of funding applications for its members. Thanks to the support of the association, a group of women set up a new association, called "TSARALAZA" which work on catering business.

Source: Excerpt from Esperance SADC Protocol@ Work case study, 2015, Madagascar



Farahanina Myriam, President of the Association "ESPERANCE" winning a prize at the 2015 SADC Protocol@Work Summit, Madagascar.
Photo by Gender Links



Mauritius: The National Women Entrepreneur Council (NWEC), a parastatal body working under the aegis of the Ministry of Gender Equality, Child Development and Family Welfare, is the main organisation that provides support and assistance to potential and existing women entrepreneurs in Mauritius. The NWEC acts as a driver and facilitator in empowering women entrepreneurs, and aims to be a reference for promoting entrepreneurship inculcating the right business culture for women in Mauritius. Skills development programmes in 2010 covered marketing, quality management, human resource management, finance and information and communications technology. 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.



Fashion models showcase the clothing business at the 2014 SADC Gender Protocl@work summit in Mozambique. *Photo by Ruben Cované*

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

2015 has arrived with little change in the attainment of the Protocol targets for productive resources, employment and economic justice. This comes at a time when the world's attention is focused on the new generation of development goals, the SDGs, and how these will be financed. The Beijing Plus Twenty Review, and Africa's Agenda 2063, offer further reinforcement to a strong gender justice agenda.

Financing for Development (FFD) deliberations emphasise the need to be creative in order to meet the targets of the SDGs. While the African continent in general and the SADC region in particular, have attained notable economic growth and increasing human development, levels of inequality remain high and development is uneven, especially where women are concerned. As the continent grapples with FFD and the need to generate local sources of funding for the new SDGs, there is a need to review the Protocol targets and indicators to measure progress towards their achievement. Measurement of progress towards the Protocol targets that can appropriately and accurately catalyse implementation is hindered by the limited availability of gender disaggregated data. This calls for a revision of the targets and accompanying indicators.



Women Entrepreneurs in Riviere Noir, Mauritius, 2014. *Photo by Gender Links*

New provisions

The three new global and continental instruments against which SADC gender ministers seek to review the SADC Gender Protocol provide strong reinforcement for economic justice. These provisions are briefly summarised below:

Sustainable Development Goals



- Create sound policy frameworks at the national, regional and international levels, based on pro-poor and gender-sensitive development strategies, to support accelerated investment in poverty eradication actions.
- By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance.
- By 2030, double the agricultural productivity and incomes of small-scale food producers, in particular women, indigenous peoples, family farmers, pastoralists and fishers, including through secure and equal access to land, other productive resources and inputs, knowledge, financial services, markets and opportunities for value addition and non-farm employment.
- Recognise and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate.

Beijing Plus twenty

- Systematically review and, if necessary, amend macroeconomic and sector policies to integrate gender equality and women's empowerment to ensure inclusive growth and equitable and sustainable development.
- Facilitate women's effective parti-cipation in and benefit from the agricultural, mining and tourism value chains by giving them the resources and skills they need to improve their economic productivity.
- Nurture women's - especially young women's - entrepreneurship skills and talent development, in particular in the agri-business and extractive industries, including mining, by supporting their primary, secondary and tertiary education and professional training, giving them access to resources, and helping them to acquire new ICT skills.
- Adopt and enforce the implementation of laws allowing women to own land for economic opportunities and to exercise their human rights.
- Upscale innovative initiatives to give women more access, ownership and control over factors and means of production such as land, labour, finance, credit, technology, markets and other productive inputs.
- Reduce, recognise and redistribute unpaid care work, which falls disproportionately on women and girls, by investing in infrastructure and time-saving technology and emphasising shared responsibilities between women and men, girls and boys.
- Introduce measures including paid maternity and paternity leave to address the issue of work-life balance and to help those with family responsibilities.
- Establish and strengthen domestic funding for social protection mechanisms and interventions, and provide and/or reinforce social safety net services for vulnerable women and girls.

Africa Agenda 2063



- By 2063 Africa will economically empower women and youth by enhancing access to financial resources for investment.
- Poverty will be eradicated in one generation and build shared prosperity through social and economic transformation of the continent.
- By 2063 rural women will have access to productive assets: land, credit, inputs and financial services.

Financing for development

Governments, civil society and the private sector gathered in Addis Ababa in July 2015 to deliberate on financing the world's development framework. The FFD Agenda calls for domestic resource mobilisation and leans heavily on private sector financing which has in the past side-lined women's empowerment. The Addis Agenda urged countries "to track and report resource allocations for gender equality and women's empowerment." Civil society groups recommended that Member States up their action by committing to "promote equity, including gender equality as an objective in all tax and revenue policies."[52]

The FFD Addis agenda addressed gender equality and women's empowerment under the banner "Gender Equality as Smart Economics". The Agenda reiterated the need for gender mainstreaming, including targeted actions and investments in the formulation and implementation of all financial,

[52] Declaration From The Addis Ababa Civil Society Forum On Financing For Development

economic, environmental and social policies. However, civil society groups have criticised the strong tendency towards seeing women as a tool for enhancing economic growth and productivity, rather than this being a fundamental socio-economic right. Financial inclusion should address structural barriers for women´s economic rights; full and equal access to, and control over economic resources such as the unequal distribution of unpaid care work, the lack of access to care services, persistent gender discrimination in the labour market (through vertical and horizontal segregation, over-representation of women in precarious and low-paid jobs, and inadequate and insufficient social protection). The FFD agenda should approach gender equality as a human rights strategy rather than just "inclusiveness." This message is strongly reinforced by UN WOMEN's 2015/2016 *Progress of the World's Women Report* that has economic justice as its key theme:

Transforming economies, realising rights

At a time when women and girls have almost equal a opportunities when it comes to education, why are only half of women of working age in the labour force globally, and why do women still earn much less than men?

UN WOMEN's flagship report, *Transforming economies, Realising rights* shows that, all too often, women's economic and social rights are held back, because they are forced to fit into a 'man's world'. But, it is possible to move beyond the status quo, to picture a world where economies are built with women's rights at their heart.

The UN WOMEN report is being published as the international community comes together to define a transformative post-2015 development agenda, and coincides with the 20th anniversary commemoration of the landmark Fourth World Conference on Women in Beijing, China which set out a comprehensive agenda to advance gender equality.

Since Beijing, significant progress has been made, particularly in advancing women's legal rights. Governments in every region have made legally binding commitments to respect, protect and fulfil women's human rights, recognising their intrinsic value as well as the synergies between women's rights and wider prosperity. Women's access to decent employment is not only likely to improve their agency and the distributional dynamics within the household but can also lift whole households out of poverty. Improvements in their health and education are key contributors to women's own well-being and life chances and are also linked to better outcomes for their children. In the long term, societies and economies can only thrive if they make full use of women's skills and capacities.

There have been significant achievements since Beijing: more girls are enrolling in school; and more women are working, getting elected and assuming leadership positions. Where once it was regarded as a private matter, preventing and redressing violence against women and girls is at last on the public policy agenda. Women have gained greater legal rights to access employment, own and inherit property and get married and divorced on the same terms as men. These areas of progress show that gender inequalities can be reduced through public action.

However, while hugely important, these changes have not yet resulted in equal outcomes for women and men. Globally, three quarters of working age men are in the labour force compared to half of working age women. Among those who are employed, women constitute nearly two thirds of 'contributing family workers', who work in family businesses without any direct pay.

Everywhere, women continue to be denied equal pay for work of equal value and are less likely than men to receive a pension, which translates into large income inequalities throughout their lives. Globally, women's earnings are 24 per cent less than men's, and even in countries such as Germany - where policies are increasingly supportive of female employment - women on average earn just half as much income as men over their lifetimes.

Yet, in all regions women work more than men: they do almost two and a half times as much unpaid care and domestic work as men, and if paid and unpaid work is combined, women in almost all countries work longer hours than men each day.

Progress of the World's Women 2015-2016 brings together human rights and economic policymaking, and provides the key elements for a far-reaching new policy agenda that can transform economies and make women's rights a reality. Through solid in-depth analysis and data, this evidence-based report provides key recommendations on moving towards an economy that truly works for women, for the benefit of all. The report concludes that to build fairer, more sustainable economies which work for women and men, more of the same will not do.

Source: Adapted from information obtained at: http://www.unwomen.org/en/digital-library/publications/2015/4/progress-of-the-worlds-women-2015, accessed on 26 July, 2015

The SADC Gender Protocol Targets

Eight of the 28 targets of the Protocol 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 2015 SADC Gender Barometer proposes expanding the initial eight targets in six sectors: economic decision-making; gender responsive budgeting; procurement; trade and entrepreneurship, productive resources, employment, multiple roles of women and ICTs. Presently the Protocol has no official indicators, other than those in the SADC Gender and Development Index (SGDI) devised by the Alliance.

Proposed targets and indicators

The proposed targets and indicators for the Post-2015 agenda are attached at Annex A on the CD Rom under the *Productive Resources and Economic Section* of the Results Matrix. The matrix shows the relationship of the proposed SADC Gender Protocol Targets and Indicators to the SDGs, Beijing plus Twenty, and the Africa Agenda 2063. The following provides some explanatory notes on the proposed targets and indicators:

Economic decision-making: Between 2011 and 2015, the SADC region had failed to meet the 100% target on women in economic decision-making by 24%. The proposed target for the period 2015 to 2030 places emphasis on distinguishing between the women and men's participation in the formulation and implementation of policy in both the private and public sectors. The proposed indicators distinguish between women in elected positions of economic decision-making, women in senior positions within central banks and women occupying high ranking positions within national corporations and parastatals.

The poor representation of women in economic decision-making 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. Furthermore, datasets for determining the numbers of women in economic decision-making and the definition of economic decision-making positions, remains fluid. 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 and poorly documented, with the exception of South Africa where institutions such as the Business Women's Association of South Africa are gathering better and better statistics on women's leadership in the economy.

Gender responsive budgeting in the SADC region has had some fair success although much more needs to be done over the next 15 years. Emphasis on revised targets stem from the need for gender disaggregated data as well as the need for consistent tracking, monitoring and evaluation of the gender responsive budgets, their development, application and impact. Indicators can include but are not limited to a count of the number of national budgets reflecting gender priorities and breaking this further down to reflect the sector ministries that have mainstreamed gender within their budgets.

Procurement targets remain largely the same for 2015 and beyond and merely include the need for measures to ensure equal benefit for both men and women from economic opportunities through private procurement processes in addition to public ones. Indicators for procurement focus on the legal instruments to support women's participation, consider the numbers of women who are awarded tenders and the types of tenders available to women.

New ***trade and entrepreneurship*** targets spell out the process of enacting legislation and policy, placing emphasis on the development, adoption and implementation of policies and laws beyond simply enactment. Such an emphasis broadens the base from which monitoring of progress can be undertaken and also provides room for the participation of the very same groups that are left out of the deliberations on policy. Emphasis on developing policy means women and men can participate in the policy making consultations. Indicators include: the numbers of instruments, training and mentorship programmes, numbers of women (versus men) that have secured tenders and other procurement opportunities and access to financial services.

A second target expands the mandate of member states beyond reviewing trade and entrepreneurship policies to monitoring progress towards more gender responsive policies. This target would be measured by assessing the extent to which trade policies enhance women's participation in trade and entrepreneurship and assess policies reviewed to ensure women's access to various business capacity building opportunities. Other indicators include a percentage of financial inclusion policies that are reviewed and/or developed that enhance women's access to business financing and does not confine them to only micro lending.

Four new targets are proposed for ***productive resources***. The first target focuses on promoting the growth of women owned businesses through guaran-

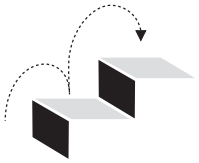
tees of equal access to basic services, immovable property and financial services and entrepreneurship. Indicators here include the percentages of women with documented proof of tenure and perceptions that rights to property are upheld. Other indicators to consider are the percentage of women and men with title deeds to various properties, the percentage of communities with increased access to various services in their vicinity - such as water and electricity, and the number of LED programmes where men and women participate equally.

Target two focuses on guaranteeing women's access to and control of resources, particularly agricultural resources through assurances of access to higher mechanisation and productivity yield methods of farming, as well as women's participation in all stages of the agricultural value chain. Requisite indicators include but are not limited to provisions on policies with particular emphasis on access to agribusiness, numbers of women accessing finance for agriculture and sex disaggregated data on the ownership of agribusinesses. Target three focuses on equal access of women and men to enterprise funding opportunities and target four on equal access to opportunities within the extractive resources and industrialisation processes. Indicators in all target areas relate to numbers of women who have accessed the funding opportunities and the numbers of women involved in both sectors.

Employment has two proposed targets that again focus on review and amendment of policy and regulations to guarantee equal access to waged employment and equal pay. The accompanying indicators include percentage of women employed disaggregated by sector and the numbers within the various sectors. Indicators also include the percentage and variation of policy interventions designed to address employment across various sectors, data on gender gaps by sector and the percentages of women with and without incomes.

On the ***multiple roles played by women***, three targets pay particular attention to responsibilities such as care work and child rearing, prioritise the development and implementation of social protection programmes and ensuring protection of vulnerable women, in particular widows, through ownership of housing, land and immovable property. Indicators proposed cover average hours spent on paid and unpaid work, availability of and enrolment in social protection programmes, and availability and length of maternity and paternity leave.

The area of ***ICT***s is a proposed new addition to the Protocol and has two suggested targets, namely ensuring through legislation and policy, equal employment and opportunity in the ICT sector, women's equal access to internet and ICT infrastructure and training opportunities to ensure full usage of ICTs for women.



Next steps

The following are some strategies that can be undertaken to ensure that these opportunities are exploited and greater momentum is applied to achieving gender development targets at national, regional and global level.

At national level

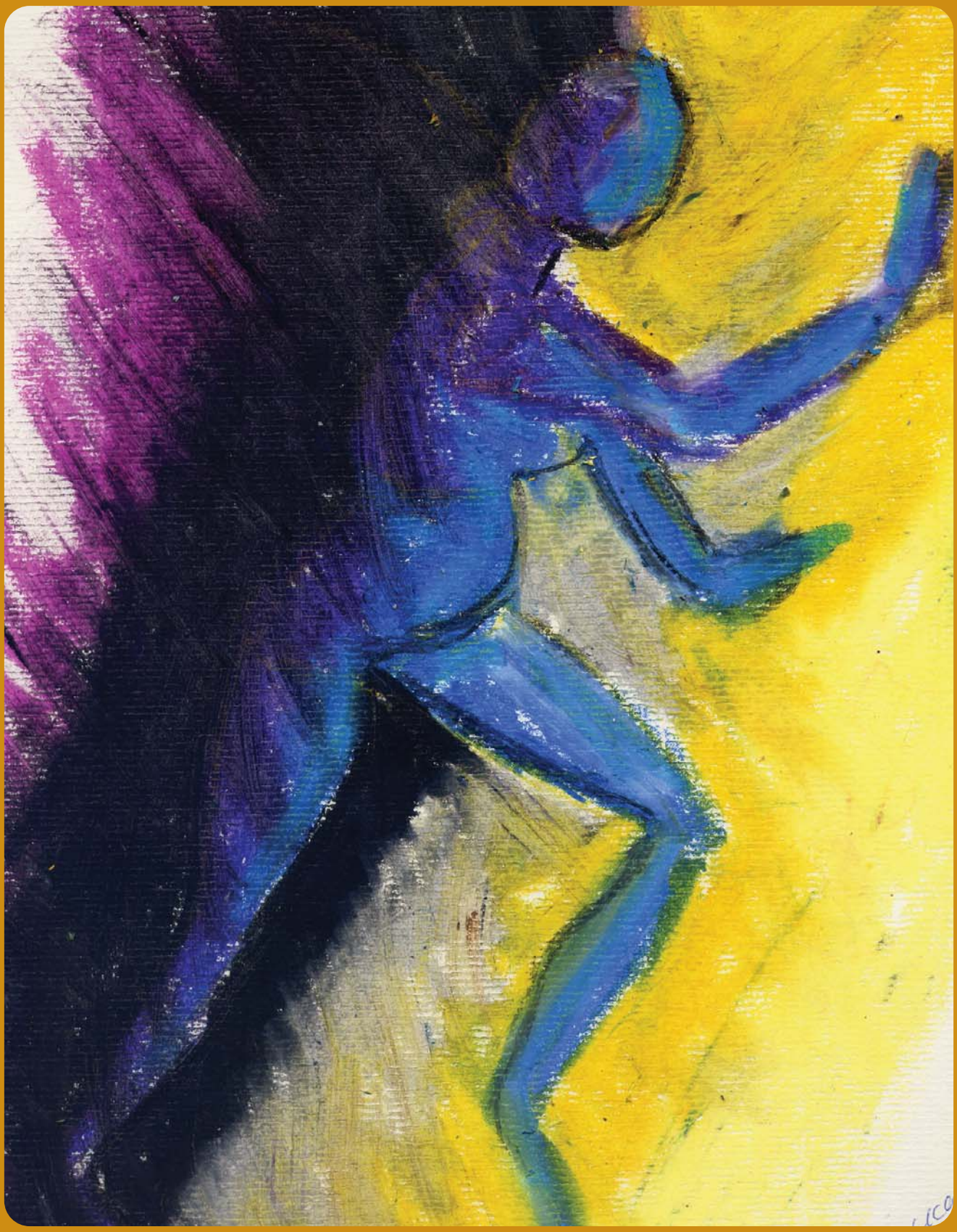
- Prioritise the inclusion of women in sectors such as ICTs, infrastructure development and the extractive industries with a view to their participation and benefitting from every step of the value chain.
- Ministers of finance, economic development and gender ministries identify local sources of investment for financing development agendas, and in particular women's development and the Protocol targets.
- Conduct 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 and empower women to participate in the macro economy.
- Legislation to be put in place and enforced 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 and incorporate 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.
- 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.

At regional level

- Align the Post-2015 Protocol to the SADC Protocol on Employment and Labour.
- Ensure a strong Post-2015 gender and economic justice agenda, with specific targets and time-frames is adopted.

At global level

- Push the envelope to have implementation and financing measures for a stand-alone gender equality goal as well 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.
- Promote women in global economic decision-making platforms such as the World Bank and the International Monetary Fund.
- Promote learning and sharing on women's empowerment programmes across the globe.



"Zarina"

Anushka Virahsawmy

CHAPTER 5

Gender Based Violence

Articles 20-25



Women participating in the Code Red Against Rape march on November 25 in Harare, Zimbabwe during the launch of the Sixteen Days of Activism. *Photo courtesy of JASS Online*

KEY POINTS

- Citizens gave their governments an overall score of 68% of where they need to be by 2015 on meeting gender violence targets: the same as the previous year but up from 47% in 2009.
- Despite the efforts and commitments made by governments to eliminate GBV, prevalence remains unacceptably high, with many cases going unreported.
- From a zero baseline in 2009, six countries have undertaken the VAW Baseline Studies; nine still need to do so with one (Seychelles) already in advanced stages of planning.
- Lifetime prevalence rates of GBV among women range from 25% in Mauritius to 86% in Lesotho.
- In six years since the tracking started, only two more countries have enacted laws on domestic violence bringing the total to 11.
- Provision of Post Exposure Prophylaxis (PEP) has seen a great improvement from South Africa and Mozambique in 2009 to 11 countries that now offer comprehensive treatment.
- Eleven countries have laws on human trafficking (up from three in 2009).
- Lack of political commitment, limited resources and proper M&E frameworks have hindered progress in meeting the 2015 targets.
- GBV is now on the global agenda through the SDGs; exceptional political leadership is required to follow through on the commitments made.

Tracking table GBV in the SADC region 2009-2015			
Target	**Baseline 2009**	**2015**	**Variance**
LEGISLATION			
Laws on domestic violence in 15 countries	**9** (Botswana, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Zimbabwe)	**11** (Angola, Botswana, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Zambia, Zimbabwe)	**-4** (DRC, Lesotho, Tanzania Swaziland)
Laws on sexual assault in 15 countries	**7** (DRC, Lesotho, Madagascar, Mozambique, Namibia, South Africa, Swaziland)	**13** (DRC, Lesotho, Madagascar, Mozambique, Namibia, South Africa, Swaziland, Mauritius, Zambia, Tanzania, Zimbabwe Botswana, Malawi)	**-2** (Angola, Seychelles)
Comprehensive treatment, including post exposure prophylaxis (PEP) in 15 countries	**2** (South Africa - Sexual Offences Act, Mozambique - HIV AIDS Act)	**15** (DRC, Lesotho, Madagascar, Malawi, South Africa, Zimbabwe, Tanzania, Seychelles, Botswana Namibia, Mauritius, Swaziland, Zambia, Angola, Mozambique)	0
Human trafficking laws in 15 countries	**3** (Madagascar, Mozambique, Zambia)	**12** (DRC, Lesotho, Madagascar, Mauritius, Mozambique, South Africa, Swaziland, Tanzania, Botswana, Zambia Zimbabwe, Seychelles)	**-3** (Angola, Malawi, Namibia)
Sexual harassment laws in 15 countries	**2** (DRC, Madagascar)	**14** (DRC, Lesotho, Madagascar, Malawi, Mauritius, South Africa, Zambia, Zimbabwe, Namibia, Seychelles, Botswana, Mozambique, Swaziland, Tanzania)	**-1** (Angola)
GBV SERVICES			
Accessible, affordable and specialised services, including legal aid, to survivors of GBV in 15 countries	**9** (Angola, Lesotho, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Zambia, Zimbabwe)	**14** (Angola, Botswana, DRC, Lesotho, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Tanzania, Zambia, Zimbabwe)	**-1** (Madagascar)
Specialised facilities including places of shelter and safety in 15 countries	**2** (Mauritius, South Africa)	**12** (Angola, DRC, Lesotho, Malawi, Mauritius, South Africa, Zimbabwe, Namibia, Zambia, Botswana,	**-3** (Madagascar, Seychelles Tanzania)
COORDINATION, MONITORING AND EVALUATION			
Integrated Approaches: National Action Plans in 15 countries	**7** (DRC, Mauritius, Namibia, Seychelles, South Africa, Swaziland, Tanzania)	**14** (Angola, DRC, Lesotho, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Tanzania, Zambia, Zimbabwe,	**-1** (Madagascar)
By 2015 construct a composite index for measuring GBV in 15 countries	None	Botswana) **7** (Botswana, DRC, Mauritius, South Africa, Zambia, Zimbabwe, Angola)	**-7** (Malawi, Namibia, Mozambique, Madagascar, Swaziland, Seychelles)
By 2015 provide baseline data on GBV in 15 countries	None	**6** (Botswana, Mauritius, four provinces of South Africa, four/ provinces of Zambia, Lesotho	**-9** (Angola, Malawi, Namibia, Mozambique, Madagascar, Swaziland, Seychelles)
SCORES			
CSC 100%	**47%**		**-32%**
		68%	



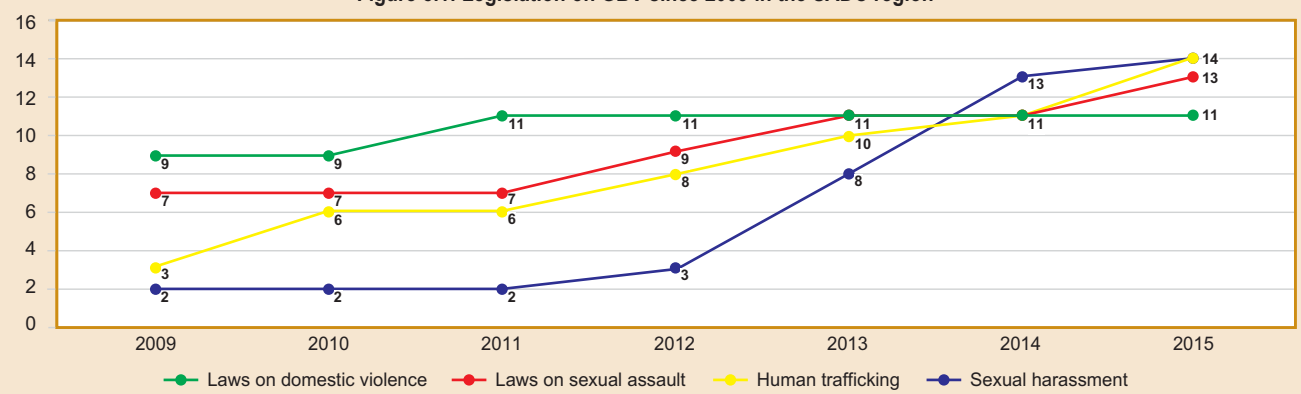
Children in Arandis Namibia taking part in the *Take Back the Night* to claim back unsafe spaces in the community.
Photo by Photo: Gender Links Namibia

Gender Based Violence (GBV) continues to be rampant in the SADC region. After emerging from many years of colonialism and conflict that have perpetuated various forms of violence as a weapon of war, the region, and women in particular, continue to experience gross human rights violations. Citizens regard many forms of GBV, including intimate partner violence and rape, as normal; accepted by both men and women. Given the dominant patriarchal system, women and girls frequently get blamed by society for causing or provoking GBV. In part due to blame and shame, women and girls rarely report incidents of GBV to authorities or seek other kinds of treatment or support[1] thus perpetuating the culture of silence.

Despite the efforts and commitments made by governments to eliminate GBV, the prevalence remains unacceptably high with many cases going unreported. Since 2009, the Southern African Gender Protocol Alliance (the Alliance) has been tracking progress on three priority areas that are prerequisite for the reduction and elimination of GBV in the region: legislation and policy formulation, implementation and service provision, monitoring and evaluation (M&E). The barriers and constraints that impeded progress in the eradication of violence six years ago are still in full force to date. Policies lack resource allocation, monitoring and evaluation. The overall regional picture is one of slow and uneven implementation compounded by stagnation in some areas. Ending GBV by 2030 will require exceptional political leadership. This introductory section highlights the key trends in the table.

Legislation

Figure 5.1: Legislation on GBV since 2009 in the SADC region



Source: 2009-2014 SADC Gender Protocol Barometers.

As reflected in Table 5.1 and Figure 5.1, progress on legislation to combat different forms of GBV varies:

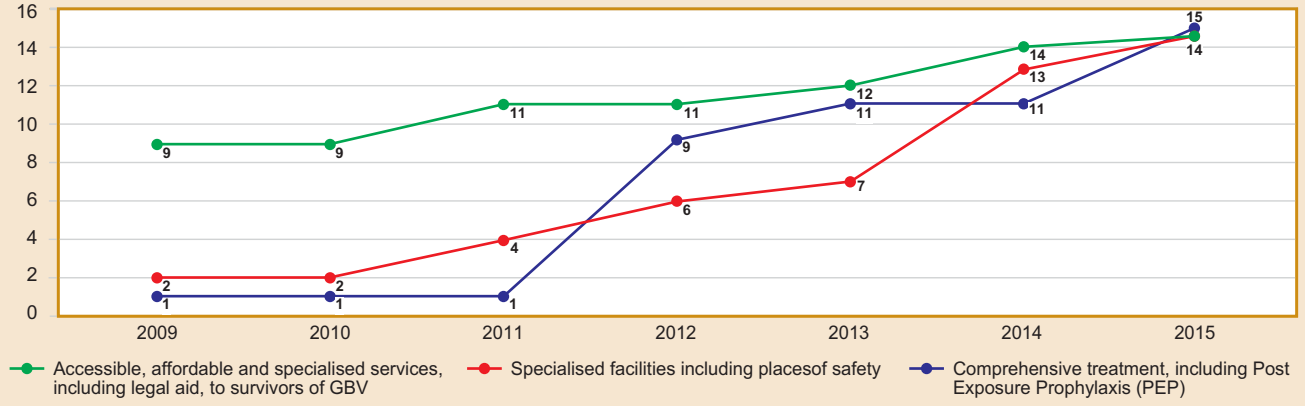
- In 2009, nine countries had laws on domestic violence. Six years later, only two more have enacted laws on domestic violence. Thus to date eleven out of the fifteen countries have put in place domestic violence and sexual assault legislation; four countries (Tanzania, Swaziland, DRC and Lesotho) fall short of the target.
- However, there has been significant progress in passing human trafficking and sexual harassment legislation in the region. In 2009, two countries had laws on sexual harassment and three on human trafficking. By 2015, 14 countries had legislation on sexual harassment and 12 countries had laws on human trafficking. Despite these laws, resistance in recognising sexual harassment as a crime is still strong within the region.

[1] Gender Links, VAW Baseline Studies 2011-2015.

Indeed, enactment and revision of laws and polices is not enough. Most of the laws protecting women's rights lack proper enforcement due to lack of resources, political commitment and accountability. Legislative reform needs to be backed by budgetary allocations, M&E frameworks to ensure implementation of the laws. Another challenge faced in the implementation of legislation is that GBV is embedded in patriarchal systems which dictate that a woman must be submissive to her husband. For GBV laws to be enforced, society must first accept that GBV is a violation of human rights. There is also need to align the customary and civil laws so that both outlaw all harmful practices that perpetuate GBV.

GBV Services provision

Figure 5.2: GBV service provision since 2009 in the SADC region



Source: 2009-2014 SADC Gender Protocol Barometers.

Service provision remains a challenge in the region: As reflected in Figure 5.2:

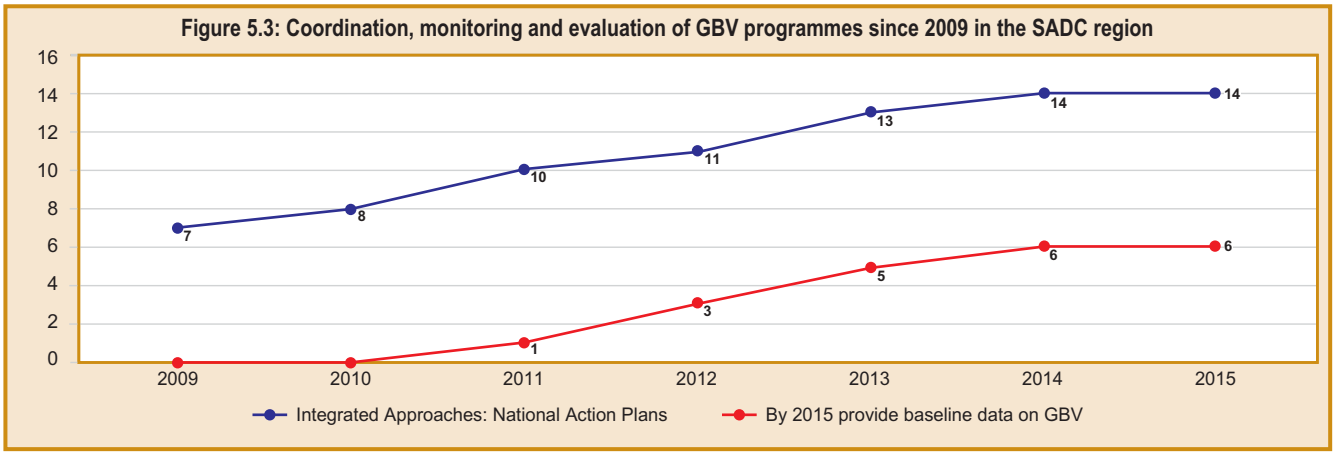
- In 2009, nine countries offered accessible, affordable and specialised services, including legal aid, to survivors of GBV. By 2015, the number of countries offering these services had increased to 14. The main challenge is that the service providers (who are mainly NGOs) remain under-resourced with limited capacity to deliver on their mandates. In most countries, the services are limited to urban areas. In the DRC, for example, there are not enough courts in North Kivu, South Kivu, Maniema and the Ituri region, meaning that women must travel distances of up to 400 kilometres to access them.[2] This distance can discourage women from accessing the court services thus promoting the culture of impunity further perpetuating violence.
- There has been a significant rise in the number of countries that offer places of safety from only two countries in 2009 to 12 in 2015. However, the number and quality of services and resources available to survivors of GBV remains sub-standard. Small NGOs run most of the services, particularly shelters. For instance in Lesotho there is only one government-run shelter for survivors of violence and this is in Maseru. Generally, there is a dearth of health and counselling facilities.
- Provision of Post Exposure Prophylaxis (PEP) has seen a great improvement over the years. In 2009, only South Africa and Mozambique[3] provided this service to survivors of sexual violence under statutory obligation. Today all 15 countries offer comprehensive treatment including PEP to survivors of violence. However, PEP is not a legal obligation in many countries and is often aid-dependent. Governments should work towards making PEP a statutory obligation.

Coordination, monitoring and evaluation

The Beijing Platform for Action and the SADC Protocol on Gender and Development (the Protocol) called on States to take integrated measures to prevent and eliminate Violence Against Women (VAW), to study the causes and consequences of VAW and to eliminate trafficking in women. While policies are in place throughout the region weak reporting, monitoring, and tracking of the real degree and impact of the violations, prejudices the coordination of responses to GBV cases from governments.

[2] Canada: Immigration and Refugee Board of Canada, Democratic Republic of the Congo: Domestic and sexual violence, including legislation, state protection, and services available to victims (2006-March 2012), 17 April 2012, COD104022.E, available at: http://www.refworld.org/docid/4f9e5e532.html [accessed 16 June 2015].

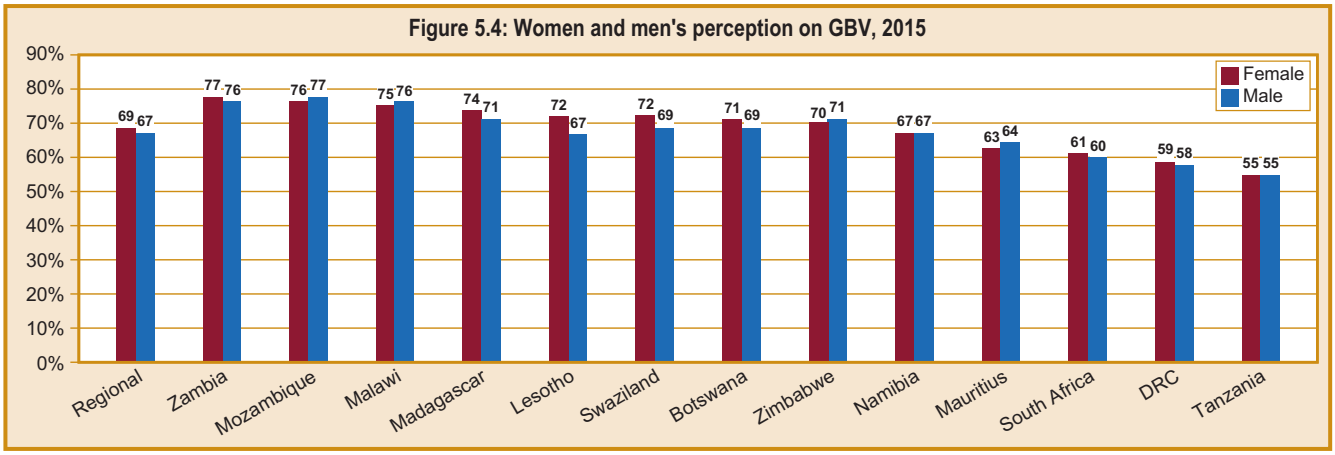
[3] Gender Links, 2009, Regional Barometer.



Source: 2009-2014 SADC Gender Protocol Barometers.

Figure 5.3 shows that:

- From a baseline of zero in 2009, six countries have undertaken VAW Baseline Studies (Mauritius, Botswana, South Africa, Zambia, Zimbabwe and Lesotho). Seychelles is planning to undertake the study in 2015. The findings from these studies guide GBV strategies and budgeting processes. At their meeting in Maputo in February 2013, SADC Gender Ministers urged all SADC Member states to undertake VAW Baseline studies to inform their action planning.
- From a baseline of seven countries in 2009, 14 countries (all except Madagascar) have developed comprehensive National Action Plans to end GBV.



Source: Gender Links 2015.

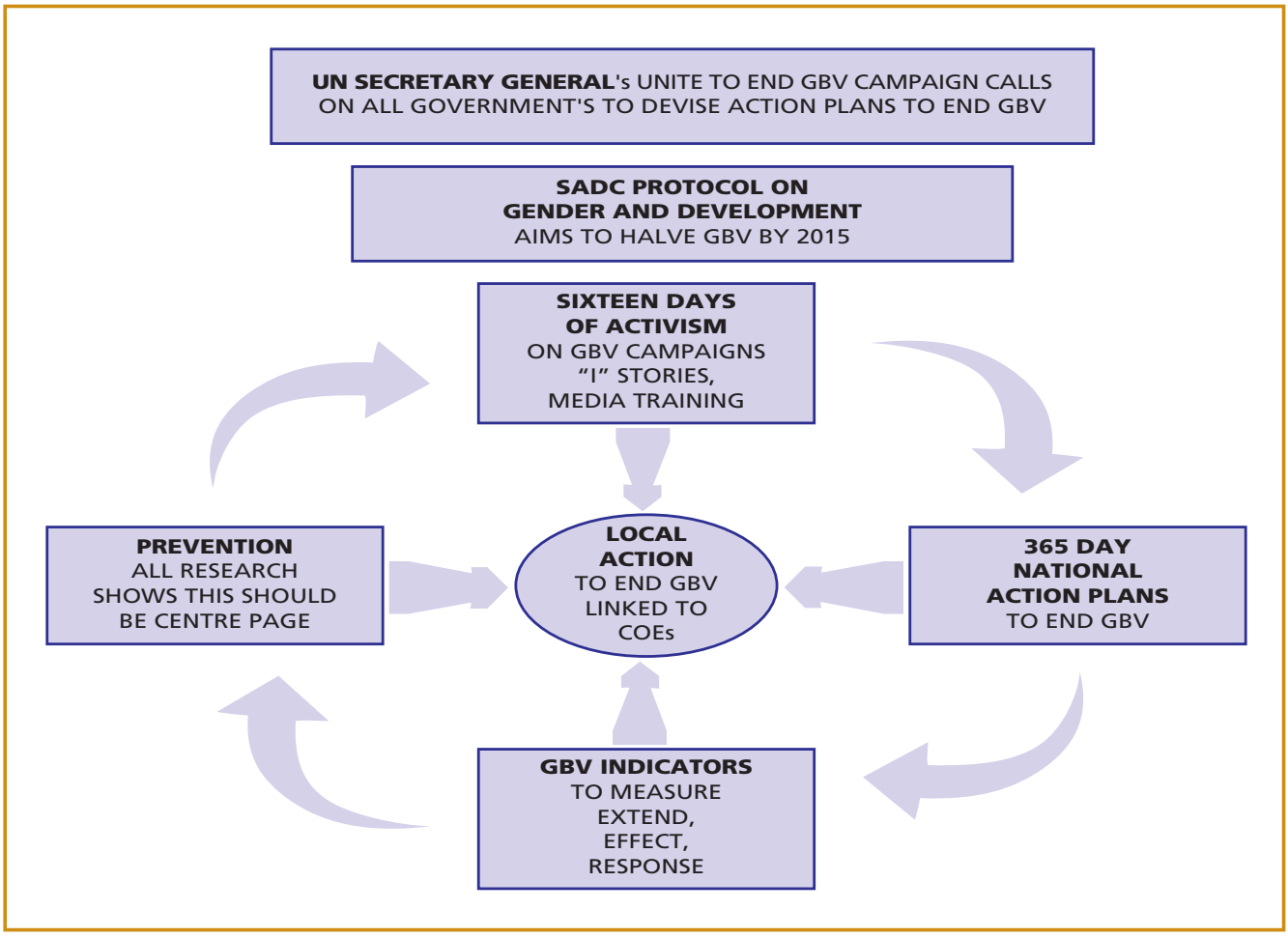
It is difficult to obtain reliable and comprehensive quantitative data on GBV. Police statistics are highly contested because of underreporting of GBV and inadequate data collection tools. For this reason, there is no SADC Gender and Development Index (SGDI) score for GBV. The only measure in this sector is citizen perceptions, as measured through the Citizen Score Card (CSC).

Figure 5.4 shows that on average women scored their governments slightly higher than men (69% for women compared to 67% for men). Zambia, Mozambique and Malawi had the highest scores, while South Africa, DRC and Tanzania had the lowest scores. Women's CSC score range from 77% in Zambia to 55% in Tanzania - the lowest score for women in the region. Men scored their government between 55% (Tanzania) and 77% (Mozambique) - the highest score for men in the region. The CSC score has increased from 47% in 2009 to 68% in 2015. This shows that GBV is now on the political agenda, even though the action and results agenda needs attention.

Background

The graphic shows how the different initiatives on VAW coalesce in the SADC region. At the global level, the UN Secretary General has put out a clarion call on ending GBV - the UNite to End Violence Campaign. The SADC Protocol aimed to halve GBV by 2015. Around the region, the Sixteen Days of Activism campaign from 25 November to 10 December is now a well- known campaign used annually to amplify the many faces of GBV. Most SADC countries have now elevated Sixteen Day campaigns to year-long 365 day campaigns that in turn have led to comprehensive National Action Plans (NAPs) to end GBV.

The model NAP framework outlines the scope of GBV within a country, identifies structural causes and drivers and identifies actions including legal reform, provision of services, prevention as well as co-ordination, monitoring and evaluation. For each of the actions or interventions responsibility for championing is allocated to either a lead government department or organisation. At the community level, Centres of Excellence (COEs) for gender in local government have cascaded NAPs to the local level.

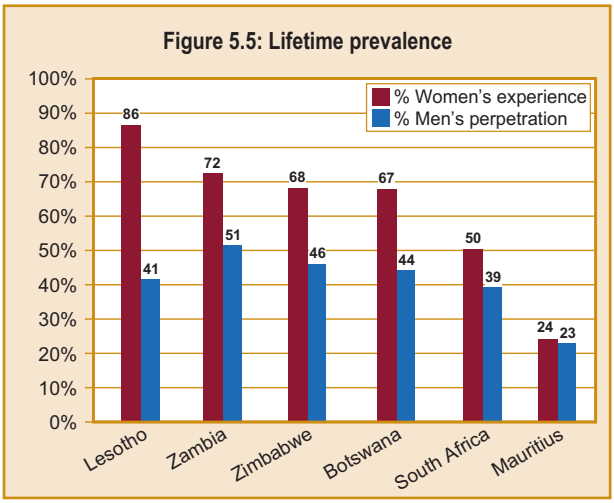


Moving from campaigns to action plans has prompted questions about how progress is to be measured - hence the VAW Baseline Studies. The research uses a prevalence and attitude household survey; analysis of administrative data gathered from the criminal justice system (police, courts), health services, and shelters; qualitative research of first-hand 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 marital rape, emotional and economic violence. The "I" stories give a human face to all aspects of the research.

Participants in the GBV Indicator	Females	Males	Total
Botswana	639	590	1229
Lesotho	1787	1770	3557
Mauritius	679	678	1357
Zambia pilot study	578	719	1297
Zambia national study	3963	3639	7602
Four provinces of South Africa	2800	2821	5621
Zimbabwe	4507	3847	8354
Total	**14943**	**13884**	**28827**
	52%	**48%**	**100%**

Overall, 28 827 participants have been interviewed in the six countries: 1229 in Botswana; 3557 in Lesotho, 1357 in Mauritius; 1297 in the Zambia pilot study; 7602 in the Zambia national study, 5621 in the South African provinces of Gauteng, Western Cape, Kwa Zulu-Natal and Limpopo, 8899 in Zambia and 8354 in Zimbabwe. The sample breaks down into 52% women and 48% men. Based on the overwhelming evidence that most cases of GBV are in fact VAW, the women's questionnaire asks about women's experience of violence, while that for men concerns their perpetration of violence. Corroboration of the two questionnaires provides strong evidence of the extent, causes, effects, response, support and prevention mechanisms in place in the countries where the research has been undertaken.

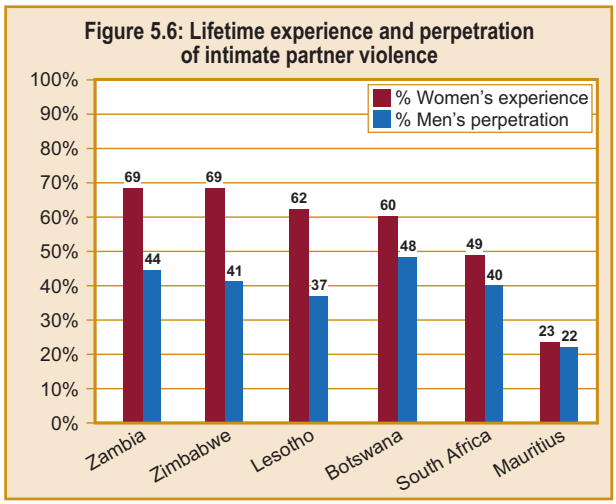
Key findings of the VAW Baseline Studies in six SADC countries



Source: VAW Baseline Studies Six Countries, Gender Links.

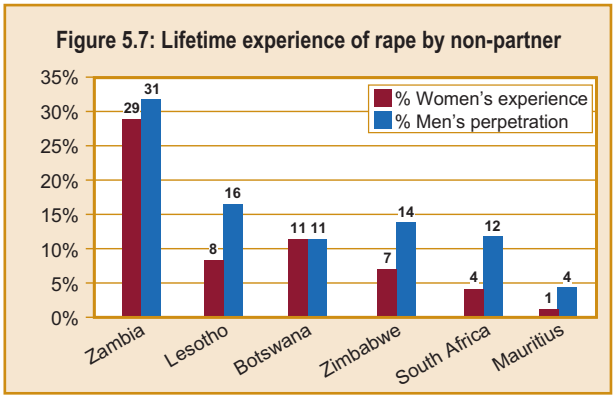
Figure 5.5 shows that 86% of women in Lesotho, 72% of women in Zambia, 68% of women in Zimbabwe, 67% of women in Botswana, 50% of women in South Africa's Gauteng, Western Cape, Kwa Zulu-Natal and Limpopo provinces and 24% of women in Mauritius have experienced GBV over their lifetime. A higher proportion of women reported experiencing violence than men admitted to perpetrating violence in all six countries. However the extent to which men admit to such behaviour is high in all the countries, and is almost equal in Mauritius.

The most predominant form of GBV experienced by women and perpetrated by men in the six countries occurs within intimate partnerships. This ranges from 69% in Zambia and Zimbabwe to 23% in Mauritius. In all six countries, the most common form of IPV is emotional violence - a form of violence usually not addressed in police statistics.



Source: VAW Baseline Studies Six Countries, Gender Links.

Figure 5.6 shows that 69% of women in Zambia and Zimbabwe, 62% in Lesotho, 60% in Botswana and 49% in the 4 provinces of South Africa have experienced IPV whilst only 23 % of women in Mauritius reported to have experienced IPV. Fewer men have admitted to perpetrating IPV.



Source: VAW Baseline Studies Six Countries, Gender Links.

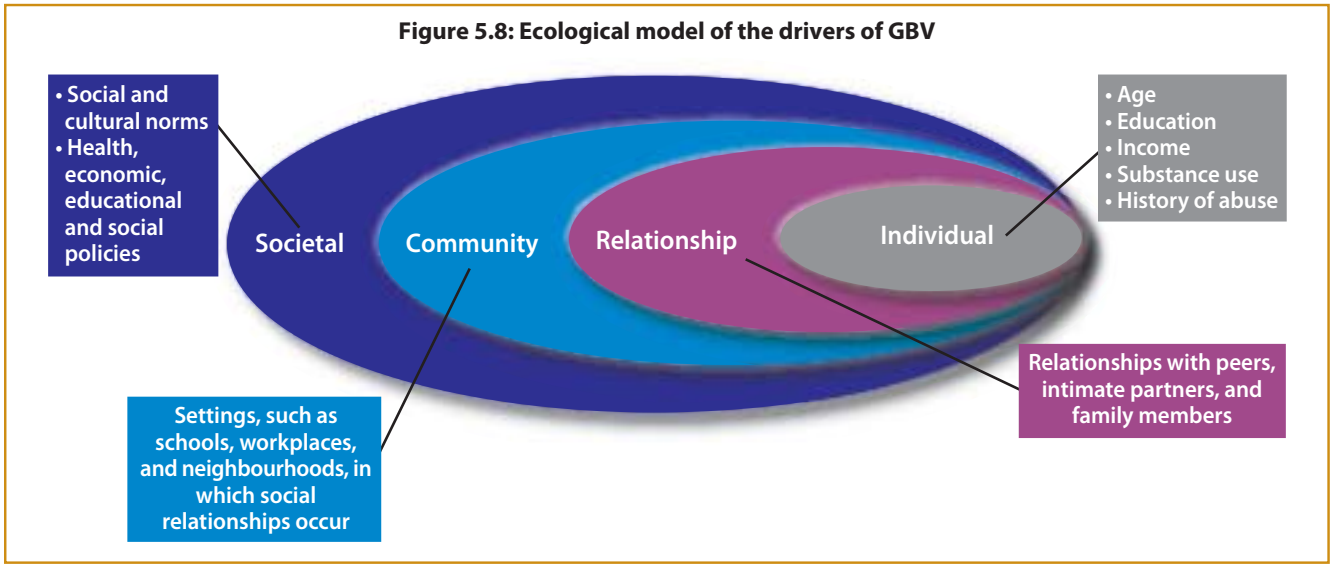
Zambia at 29% (women's experience) and 31% (men's perpetration) had the highest of both experience and perpetration rates of non-partner rape when compared with the other countries where GL conducted the VAW Baseline research. In terms of women's reported experience Botswana (11%) came second followed by Lesotho (8%), Zimbabwe (7%), South Africa (4%) and Mauritius at 0.7%. With regard to men's reported perpetration Lesotho (16%) came second followed by Zimbabwe (14%), South Africa (12%), Botswana (11%) and Mauritius at 4%. In all countries except Botswana a higher proportion of men than women acknowledged perpetrating rape. This is powerful evidence of the high level of sexual assault in the region.

Underreporting

In all the study settings the majority of women who experienced violence did not seek help or support, a finding corroborated in other studies world-wide. For example a study of 42,000 women undertaken across 28 member States of the European Union found that only one third of victims of intimate partner violence and one quarter of victims of non-partner violence contacted either the police or support services following the most serious incident of violence. Victims reported the most serious incident of partner violence to the police in only 14 per cent of cases.[4] Establishing reasons of why victims do not report violence or seek support is of paramount importance in fighting this scourge.

Drivers

In all the six countries, the study employs the ecological model to explain factors which increase the likelihood of IPV experience and perpetration. The model proposed by Heise (1998) suggests that IPV results from a complicated interplay of personal, situational and sociocultural factors.



Source: Heise, 1998.

The model explains that an individual acts within the concentric spheres of relationships, community, institutions and society and violence occurs in these spheres (Heise 1998).The individual level in the model relates to personal history and biological factors which influence how individuals are likely to behave and increase their likelihood of becoming a victim or perpetrator of violence . The relationship level explains the interaction with family members; intimate partners and friends are factors that influence the risk of gender

[4] European Union Agency for Fundamental Rights, Violence Against Women: An EU-Wide Survey (Luxembourg, 2014).

violence.[5] Informal and formal structures such as the neighbourhood, workplace and school represent the community level. The outer circle represents societal level factors such as social, economic, institutional and cultural factors, which further reinforce the risk of gender violence. The four levels in the framework also offer a guide on appropriate interventions to be set up to reduce the incidence of IPV effectively.

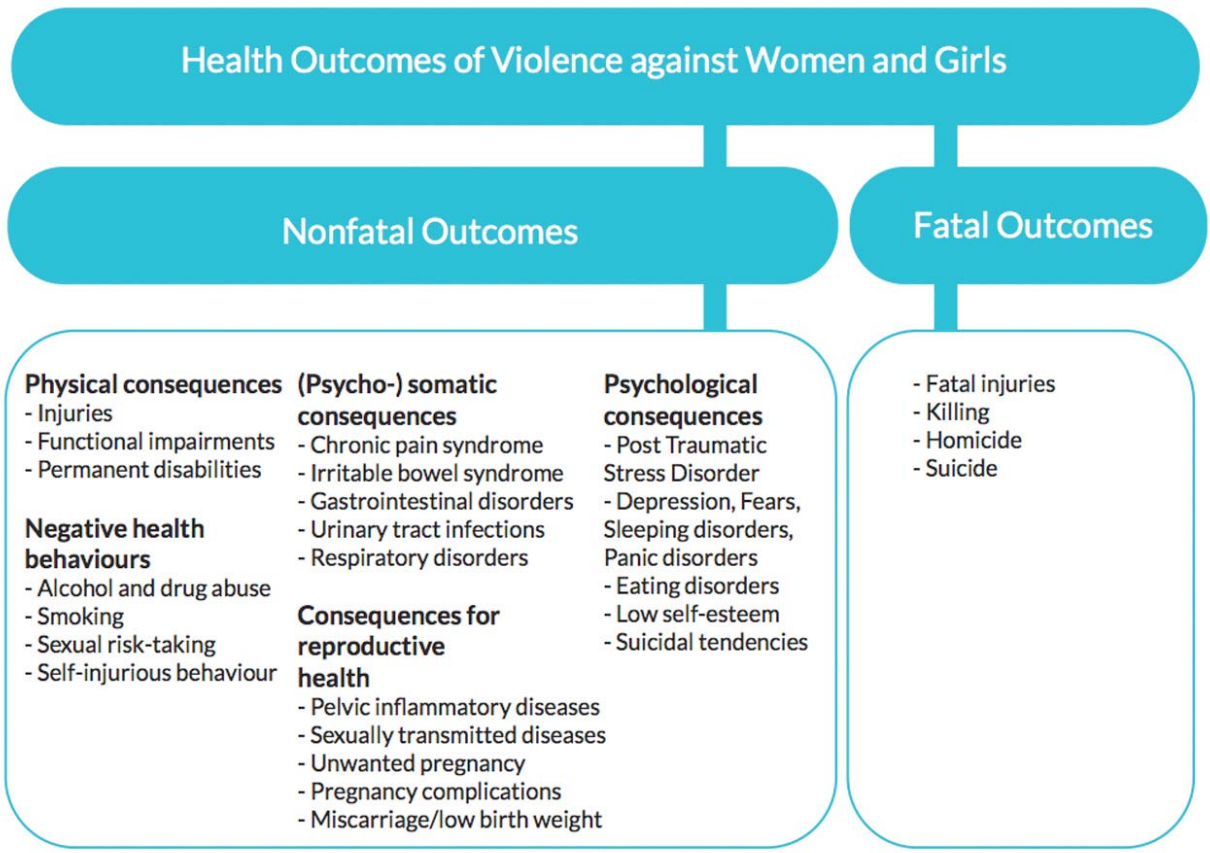
Findings from the six countries show that education, age and employment status had varying influences on women's vulnerability to violence. Victims, predominantly women, came from poor to affluent communities across geographic, race, ethnic and economic divides. Research conducted in DRC on sexual violence found that women and girls of all ages are targets of sexual violence (Steiner et al. 2009; Bartels et al. May 2010). This shows that GBV cuts across all socio-economic and demographic classes. Every woman is at risk and any man can be a perpetrator. Thus, GBV awareness messages should target everyone.

While it is apparent that GBV experience and perpetration know no boundaries one of the major drivers and obstacles to ending violence against women is the persistence of discriminatory attitudes and social norms that normalise and permit violence. Victim blaming attitudes are widespread across all countries. Data from 37 developing countries show that 21 percent of women believe that a husband is justified in beating his wife if she argues with him. Similarly 27 per cent of women believe that a husband is justified in beating his wife if she neglects the children.[6]

Effects of GBV

GBV has detrimental effects to women's health - physical, sexual and reproductive, mental and behavioural health. The effects can be immediate and acute such as injuries and death as well as long lasting and chronic like cardiovascular diseases.

Figure 5.9: Health Consequences of Violence Against Women and Girls



Source: Hellernd et al 2004, CHANGE 1999, all cited in PRO TRAIN 2009.

Copyright: UNFPA and WAVE 2014

[5] http://www.who.int/violenceprevention/approach/ecology/en/
[6] UN Women analysis of Demographic Health Surveys. Data from most recent survey between 2009 and 2014.

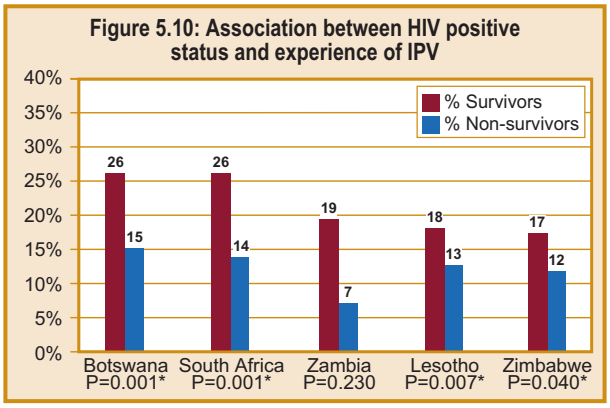
Figure 5.9 shows the different health related consequences of GBV on women and girls. The nonfatal outcomes of GBV can be physical and psychological as well as negative health behaviours.

A study published by the WHO in 2013 systematically reviewed studies providing data on health effects of physical and sexual intimate partner violence and non-partner sexual violence against women. The review identified, among others, the following consequences:

- Globally, intimate partners reportedly commit 38% of all murders of women.
- Out of all women who experienced physical and/or sexual violence by an intimate partner, 42% experienced injuries, as a result.
- Compared to women who have not experienced partner violence, women survivors of such violence face a 16% higher risk of having a low-birth weight baby, are more than twice as likely to have an induced abortion, and are more than twice as likely to experience depression.
- In some regions, women who experienced sexual intimate partner violence are 1,5 times more likely to acquire HIV and 1,6 times more likely to have syphilis, compared to women have not experienced such violence.
- Women who have experienced non-partner sexual violence are 2,3 times more likely to have alcohol use disorders and 2,6 more likely to have depression or anxiety, compared to women have not experienced such violence (WHO et al 2013).[7]

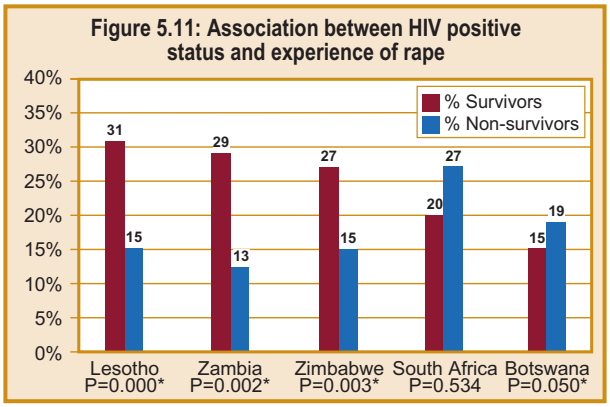
Injuries

According to the VAW Baseline Studies, 23% of women in Zambia, 18% in Lesotho, 39% in Mauritius, 19% in Zambia and 18% in Botswana who experienced physical abuse suffered injuries. 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). GBV exacerbates mental health problems; in some instances this leads to suicidal behaviour. Children who are exposed to violence in childhood are most likely to become victims or perpetrators of violence in adulthood (Widom et al, 2014; Lesotho VAW Baseline, 2014).



Source: SADC Gender Protocol Regional Barometer, 2014.

Figure 5.10 shows that overall, significantly higher proportions of IPV survivors reported an HIV positive status compared to non-survivors as evidenced in Botswana, South Africa, Zambia, Lesotho and Zimbabwe.



Source: SADC Gender Protocol Regional Barometer, 2014.

Figure 5.11 shows that in all the VAW Baseline Studies, a significantly higher proportion of survivors of non-partner rape were HIV positive compared to non-survivors. Various studies worldwide have shown a significant association between rape and HIV infection (Meel, 2005). Coercion, physical trauma and non-use of condoms increase the risk of HIV infection from rape.[8]

Mental Health

Often overlooked but with far reaching consequence, mental health outcomes associated with GBV include depressive symptoms as well as suicidal thoughts.[9] As such there is need to upscale services to address mental health issues in survivors of GBV.

[7] http://www.health-genderviolence.org/guidance-for-health-care-professionals-in-strengthening-health-system-responses-to-gender-based-vi-4
[8] Gender Links, VAW Baseline Studies 2011,2015.

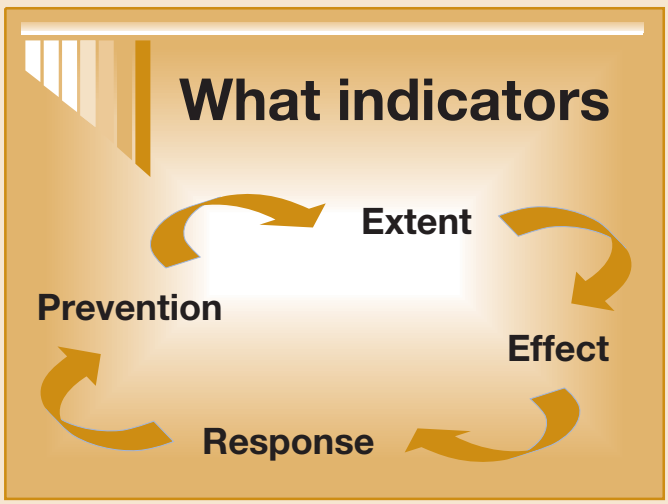
Costs of GBV

GBV is a gross violation of human rights and has broader implications for development. Loss of productivity due to domestic violence can account for up to two per cent of GDP in African countries.[10] The VAW Baseline Studies established that out of the women who experienced violence, the proportion who suffered serious injuries ranged from 11% in Zimbabwe to 73% in Zambia. On average, more than a third of the women in the six countries had to take days off work because of the injuries sustained.[11] Being bedridden and taking days off have negative consequences as these interfere with income generating activities and the economic wellbeing of the victims.

The World Bank estimates that rape and domestic violence account for 5% of the healthy life years of life lost to women age 15 to 44 in developing countries. Every year lost due to premature death is counted as one disability-adjusted life year (DALY) and every year spent sick or incapacitated is counted as a fraction of DALY, depending on the severity of the disability. At the global level, the number of disability-adjusted life years (DALY) lost by women in this age group is estimated at 9,5 million years, comparable to other risk factors and diseases such as tuberculosis, HIV, cardiovascular diseases or cancer (World Bank 1993, cited in Heise et al 1994).[12]

Strengthening the methodology

As part of the Sixteen Days of Activism in 2014, Gender Links and UNICEF convened a one and half day Critical Thinking Forum on measuring GBV. The forum brought together a broad range of experts to review methodologies for measuring GBV in the SADC region, and the underlying drivers, including childhood experiences of violence. The meeting revisited the methodologies used in conducting VAW Baseline studies in six SADC countries. Botswana's desire to cascade the research to district level and make it a GBV study, as well as interest from Seychelles in participating in the study have led to the questionnaires being reviewed to expand the pilot studies from VAW to GBV Baseline Studies. This approach will help to establish conclusively the extent to which men experience, as well as perpetrate violence. It will also help to address some of the criticisms that have emerged regarding gender bias in the surveys, although the focus on women remains valid based on the evidence.



The SADC Gender Protocol and 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.

Table 5.2 overleaf provides a comparative analysis of how SADC members have been performing against these targets between 2009 and 2015.

[9] Gender Links, VAW Baseline Studies 2011,2015.
[10] http://www.health-genderviolence.org/guidance-for-health-care-professionals-in-strengthening-health-system-responses-to-gender-based-vi-4
[11] Gender Links, VAW Baseline Studies 2012,2015.
[12] http://www.health-genderviolence.org/guidance-for-health-care-professionals-in-strengthening-health-system-responses-to-gender-based-vi-4

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 defile-ment, 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	Yes	Only PEP policy, not law	Yes	Yes, compulsory testing of HIV of alleged rapists	Yes	Yes
Specific legislative provisions to prevent human trafficking	No	Anti-Human Trafficking Act, 2014 (Act No. 32 of 2014)	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	Stakeholders have drafted a human trafficking bill but parliament has not yet passed it
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

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 Bill in progress	No	The Anti-Gender-Based Violence Act 2011	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	The Crimes Act/1889, the Girls and Women's Protection Act/1920, the Criminal Procedure and Evidence Act No 67/1938 and common law crimes covering rape, incest, indecent assault	Included Penal code. Miscellaneous Act 2002 section 130 of penal code	The Anti-Gender-Based Violence Act 2011	Included in Criminal codification and Reform Act. moved from Sexual Offences Act
Only in policy	No	Only in policy	The Ministry of Health has developed procedures on standardised response to GBV including sexual assault	In Sexual Offences Act	There is provision within the national guidelines for antiretroviral treatment and Post Exposure Prophylaxis (PEP)	Gender Based Violence Policy and Management Guidelines, Ministry of Health	Health policy. The National guidelines for the multi-disciplinary Management of survivors of Gender Based Violence in Zambia - 2011	In Zimbabwe National HIV and AIDS Strategic Plan 2011 - 2015
Yes, Combating of Trafficking in Persons Act of 2009	Law Against Human Trafficking particularly Women and Children, 2008	Trafficking in persons in Namibia is criminalized under the Prevention of Organized Crime Act (POCA). The act was made operative in 2009	Prohibition of Trafficking in Persons Act 2014	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	Yes Trafficking in Persons act 2014 previously Criminal Codification and Reform Act, Section 83
Labour Act; Sex Discrimination Act	Brief mention in labour law; Article 66 (2)	Labour Act 11 of 2007, partly addressed in the Combating of Domestic Violence Act 4 of 2003 and Combating of Rape Act 8 of 2000	Public Officers' Ethics Act of 2008 Section 16 Ministry of Education policy; Ombudsperson	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"

Targets	Angola	Botswana	DRC	Lesotho	Madagascar	Malawi
SERVICES						
Accessible, affordable and specialised legal services, including legal aid, to survivors of GBV	Yes	Yes. Legal Aid Project under the Attorney General's Chambers in Gaborone and Francistown plans underway to establish more offices countrywide	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	Yes, but very limited because of funds	Yes, there are police specialised units, but only one state shelter in Maseru	No	Minimal state support; Victim Support Units under Malawi Police Service provide this. 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 GBV	Yes, NAP is available	Yes	Draft National Action Plan to end GBV	Yes
By 2015 construct a composite index for measuring gender based violence	Yes Integrated Gender Indicators system	Yes	Yes, involved at African level to provide indicator	Yes	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

Source: Gender Links, 2015.

Mauritius	Mozambique	Namibia	Seychelles	South Africa	Swaziland	Tanzania	Zambia	Zimbabwe
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	There is no specialised or affordable legal aid service to survivors of GBV. The limited services offered by NGOs are compromised by a lack of funds	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
The National Children's Council operating under the aegis of the Ministry runs one shelter. 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	None	Yes, but mainly NGOs that depend on foreign funding	The amendment of the Criminal Procedure and Evidence Act (section 223) facilitated the formation of a children's court Swaziland launched a first of its kind, a one-stop centre in Mbabane	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	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 in four provinces and one in process	No	No	Yes	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.

Table 5.1 shows that over the past four years DRC, Lesotho, Swaziland and Tanzania have failed to pass domestic violence legislation, four countries short of target.



DRC: The 2006 Constitution declares the government's commitment to eliminating all forms of discrimination against women and to combating all forms of violence against women in the public and private sphere (DRC 2006b, Art. 14). However, there is no mention of domestic violence in the DRC's Penal Code amended in 2006 or in the Family Code, amended in 2003. In its combined sixth and seventh periodic report to the UN Committee on the Elimination of Discrimination against Women in 2011, the DRC recognizes the existence of physical and emotional domestic abuse, but does not mention any legislation against such violence (DRC 20 Dec. 2011). In 2006, the DRC passed a law introducing amendments on to the Penal Code to provide protection against sexual violence. The sexual violence law, as it is known, outlaws rape and other forms of sexual assault, sexual harassment, sexual slavery, forced marriage, sexual mutilation, the deliberate transmission of sexually transmitted diseases, sexual relations with minors (children under 18) and forced pregnancy, among other acts. However, the law does not specifically prohibit spousal rape.



The **Lesotho** Domestic Violence Bill is still under review. Given the high levels of GBV presented in the Baseline Study 2014, Lesotho needs to give high priority to the enactment of the draft Domestic Violence Bill. The country also needs to put in place comprehensive measures to prevent and address violence against women and girls, recognizing that such violence is a form of discrimination against women and constitutes a violation of their human rights.



Tanzanian law has shown some progress in preventing and punishing GBV crimes. For example, the Sexual Offence Special Provisions Act of 1998 poses harsh penalties for perpetrators of sexual violence. However, domestic violence is only minimally and vaguely addressed in the Law of Marriage Act-although without specified penalties and through the penal codes on general violence and assault.[13]

Women and men are relatively unaware of domestic violence acts in their countries: Despite the efforts by governments to put in place laws to protect women, the public, especially women, are still relatively unaware of these. From three quarters of women in Mauritius to 23 % of women in Zambia said they know about their country's domestic violence act. Except for Botswana, men appear to be more aware of these pieces of legislation than women are. These findings accentuate the need to continue raising awareness about domestic violence legislation across the region.

Thirteen SADC countries have laws on sexual offences: Only Angola and Seychelles are still to enact laws on sexual offences. However, Tanzania, Malawi and Mozambique do not have standalone laws on sexual offences, covered instead in penal codes. Overall, there is need for comprehensive standalone laws on sexual offences in the region.

Marital rape still controversial in most SADC countries: The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) recognised spousal rape as a form of GBV in 1980. While the majority of the countries now have laws on sexual offences, countries such as Botswana and Tanzania still do not recognise marital rape as a criminal offence. Marital rape remains a contentious topic in the SADC region, as the law does not take it as a criminal act. In recent years, several countries have taken interest in renouncing and criminalising marital rape (for example in South Africa and Lesotho).

Even countries that have outlawed marital rape tolerate it due to the prevailing traditional views on marriage,

[13] MCDGC Publication- Gender-based violence in Tanzania: an assessment of policies, services and promising interventions.

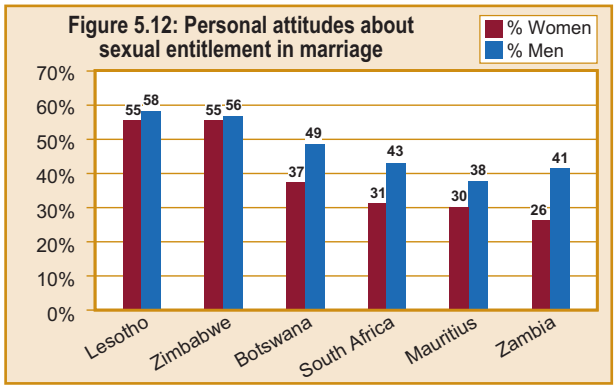
which dictate that a woman must be (sexually) submissive to her husband. In order for any law to be successfully enforced, society needs to perceive that law as an abuse to human rights. As such, even if a jurisdiction enacts adequate laws against marital rape, in practice, these laws are ignored if the act is not socially considered a crime. This highlights the need to raise more awareness on the various forms of GBV with the aim of changing the mind-sets of the communities.

Table 5.2: Human Trafficking Index SA, 2011-2013

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: 2014 SADC Gender Protocol Barometer.

Increasing evidence suggests that the collective and individual attitudes of men towards gender norms and cultural practices fuel their behaviours, including GBV. (Pulerwitz and Barker, 2008). Scholars around the world have shown that support for inequitable gender norms directly influences men to use violence against women.



Source: 2014 SADC Gender Protocol Barometer.

Figure 5.12 shows how despite having laws in place that protect women, significant numbers of both sexes believe a husband is entitled to sex.[14] More than half of both women and men in Lesotho and Zimbabwe, followed by 37% in Botswana, 31% in South Africa and 26% in Mauritius believed that a woman cannot refuse to have sex with her husband. In all cases, men believe even more strongly that they are entitled to have sex with their wives. In South Africa and other countries, programmes that work with men to challenge patriarchy such as the Sonke Gender Justice Network's *One Man Can Campaign* play an important role in changing their behaviour.[15]

Malawi: Capital FM addressing harmful cultural practices



Malawi Capital FM holds a weekly radio documentary programme that focuses on GBV, especially harmful cultural practices that put women and girls at risk. Special emphasis is given to the common practice of *Kulowa Kufa/Kupita Kufa* in which communities are involved in sexual cleansing whenever death has occurred in a family. Women are usually used in the sexual cleansing; putting them at risk of contracting HIV among other sexually transmitted diseases since no protection is used during the sexual encounter. The main objective of the documentary is to raise awareness that of the practice especially in the Lower Shire districts, and highlight how this act has a negative bearing on women. The target audiences include women and traditional leaders. To date the programme has prompted some organisations to enhance their efforts to end the practice by engaging traditional leaders.

Source: SADC Protocol@Work summit 2015

Fifteen countries now offer PEP although not in legislation: All the countries now offer PEP although, other than South Africa and Mozambique, this is not enshrined in policy or law. There is need to place legal obligation on governments to ensure effective administration.

[14] Gender Links, 2014, Regional Barometer.
[15] Gender Links, 2013, Limpopo GBV Baseline Study.

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.

The UN Convention against Transnational Organised Crime sets parameters for how to define, prevent, and prosecute human trafficking. Two related protocols include the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, and the UN Protocol against the Smuggling of Migrants by Land, Sea and Air, which entered into force in 2003-2004. Created by the UN Office on Drugs and Crime (UNODC) these instruments provide the international framework for combating human trafficking. The United Nations Global Initiative to Fight Human Trafficking (UN.GIFT), created by UNDOC in 2007, is the main implementing agency.[16]

Twelve Southern African countries have laws on trafficking. Only Angola, Malawi and Namibia do not have specific legislation on human trafficking. In Namibia, stakeholders have drafted a human trafficking bill but parliament has not yet passed it. The Botswana Parliament approved the *Trafficking in Persons Act* in July 2014. Before this legislation, the state used the Criminal Code on Slavery, Forced Prostitution and Child Prostitution to prosecute cases of trafficking in persons. In Zimbabwe Parliament approved the *Trafficking in Persons Act* in June 2014. Prior to this, the state in Zimbabwe used the Labour and Sexual Offences Bill to prosecute cases of trafficking.



In April 2014, the **Seychelles** National Assembly passed an anti-trafficking law, the *Prohibition of Trafficking in Persons Act* of 2014, which prohibits all forms of trafficking in adults and children. The law prescribed penalties of a maximum of 14 years' imprisonment, and in cases involving children or aggravating circumstances, a maximum of 25 years' imprisonment. The penalties for child trafficking are commensurate with those for other serious crimes, such as rape, but the penalties for adult sex trafficking are not. A variety of other statutes, including Section 259 of the Penal Code prohibiting slavery and Section 251 of the Penal Code prohibiting forced labour touch on human trafficking. The government prosecutes some human trafficking cases under these laws. The anti-trafficking law prohibits all forms of child prostitution, but unclear and conflicting statutes may hamper enforcement. Other areas of the penal code that fail to define the ages of consent and legal majority create confusion between the traditionally understood age of consent (15) and the legal age of majority (18).[17]

Thirteen SADC countries have signed the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, commonly known as the Palermo Protocol. Angola and Zimbabwe have yet to sign. As described by the Inter-Agency Standing Committee (IASC) Guidelines for GBV Interventions in Humanitarian Settings, trafficking is a form of GBV. This framework informs responses to trafficking.[18]

[16] International Law and Human Trafficking By Lindsey King.
[17] http://www.state.gov/j/tip/rls/tiprpt/countries/2014/226809.htm
[18] IOM 2006, Breaking the Cycle of Vulnerability: Responding to the health needs of trafficked women in East and Southern Africa.

Sexual harassment

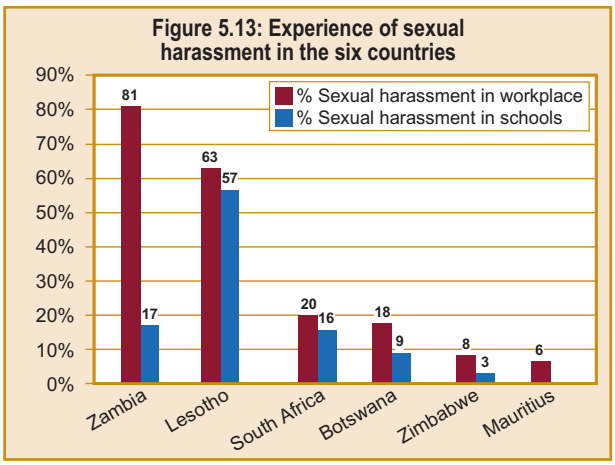
The Protocol calls upon State Parties to ensure that by 2015 they enact legislative provisions to adopt and implement policies, strategies and programmes which define and prohibit sexual harassment in all spheres, and provide a deterrent to this practice.



Fourteen countries now have sexual harassment legislation. Of these, only a few countries have stand-alone sexual harassment laws; in most countries this is covered in the labour laws and penal codes. Only Angola still does not have sexual harassment legislation or provisions in other laws. In almost all the countries, sexual harassment continues to rise in the region and yet still goes unreported and tends to be trivialised. Even in the media, sexual harassment receives minimal airtime compared to other sexual offences. Sexual harassment undermines women's agency and productivity.[19]

Sexual harassment in the six countries: There is limited global trend data on sexual harassment experienced by women. A study of 42,000 women in the European Union found that 55 per cent of women had experienced sexual harassment at least once since the age of 15, and one in five women (21 per cent) had experienced such harassment in the 12 months prior to the survey.[20]

Figure 5.13: Experience of sexual harassment in the six countries



Source: 2014 SADC Gender Protocol Barometer.

Figure 5.13 shows sexual harassment prevalence rates within workplaces and schools in the six countries where the VAW Baseline Study took place. Zambia (81%) recorded the highest prevalence rate of sexual harassment, followed by Lesotho (63%); South Africa (20%); Botswana (18%); Zimbabwe (8%) and Mauritius (6%).

[19] Gender Links, 2014, Regional Barometer.
[20] Gender Links, 2013, Limpopo GBV Indicators Study.

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. However, in most cases, NGOs provide these services, with limited funding. Currently the number of available of survivors seeking help outnumbers the structures available to provide help. 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 with nowhere to go, especially given adverse economic conditions faced by many GBV survivors.

Protocol @ work

Zimbabwe: Musasa Project reaches out to rural areas



Musasa is the leading NGO in Zimbabwe providing support services to survivors of violence and one among the few in Africa reaching out to rural communities. The Musasa shelters pilot how best to run and support this initiative throughout Zimbabwe.

Musasa now has nine shelters: two urban and seven community in Harare, Gweru, Buhera, Bubi, Chikomba, Gokwe, Mwenezi, Marange and Gutu. The seven community shelters follow three models:

- Adolescent Girls and Empowerment Shelters based at schools;
- Adult Community Shelters in the community; and the
- Church Institution Model.

Musasa has developed SOPs (Standard Operating Procedures) for Shelters and Counselling in collaboration with the Ministry of Women Affairs as part of the national GBV Strategy.

The shelters serve as recuperating centres for women and girls who experienced GBV and sexual exploitation by providing accommodation and safety as well as socio-psycho support. Musasa strives to provide the basic needs of the survivors alongside therapy and counselling sessions to assist survivors in regain their sense of self-worth and capacity for social integration.

Some of the activities of the shelters include raising awareness on GBV prevention and information on services such as providing temporary shelter services to women and girls. This includes medical and transport support to access other service providers, cash assistance on children's costs and toiletries. Training on women's humans rights and national legislation ensures that the survivors and victims' are able to face the world again as they are equipped with full knowledge on GBV.

Source: SADC Protocol@Work Summit



Musasa counsellor works with survivors of GBV to write their "I" stories.
Photo courtesy of Musasa Shelter

Prioritising prevention

The Protocol calls on Member States to take measures including legislation, where appropriate, to discourage traditional norms, including social, economic, cultural and political practices which legitimise and exacerbate the persistence and tolerance of gender violence. This is with a view to eliminate them and in all sectors of society. The Protocol also calls on Member States to introduce and support gender sensitisation and public awareness programmes aimed at changing behaviour and eradicating gender based violence.

Societal acceptance of male superiority, domination and control of women and reinforcement of such by the family, schools, policy makers, religious and traditional institutions contribute to the prevalence of GBV across the region.

In all six research countries, men and women expressed a high level of general support for "equal treatment". However these attitudes did not extend to the domestic domain. In Zambia 47% of women and more than half of the men (53%) believed that if a man has paid lobola (bride price) for his wife he owns her.[21] In Lesotho eight out of ten women (81%) and 83% men agreed that a woman needs her husband's permission to do paid work.[22] Given such patriarchal attitudes there is need for more institutional programmes targeting attitudes and behaviour change.

There is an emerging recognition of the need to involve traditional and religious leaders. For many women around the world, community-based, customary justice mechanisms are the only available method of redress. While traditional practices often are used to justify violence, culture is dynamic and can change through training, public education, and access to new information.[23]

Zambia: Headman taking the lead in combating GBV



Headman Jim Katongo is the chair of a twenty-member committee comprising ten men and ten women traditional leaders established by the Kasama One Stop Centre that works to combat GBV.

The Committee, established in July 2012, came about because of the many cases of child neglect, defilement and other forms of violence that used to happen in the village, which went by unreported to the police because families of the victim and the perpetrator would come to an agreement. Families cautioned the survivor not to report the matter to the police.

The committee works around the clock, with a uniform offered to them by the Centre with support from UNICEF, to mitigate and report GBV cases. It also helps to disseminate information on GBV and popularise the simplified Anti GBV Act of 2011. The booklets also help in educating the committee members themselves and traditional leaders with the help of the centre staff.

The headman has been championing the campaign with all the meetings held at his home. He has also provided community members with land to construct and build a community shelter, which the community uses for village meetings and sensitisation activities. The committee has been educated so much that they can conduct awareness activities on their own with little or no help from the centre. Since the establishment of the committee, there has been a reduction in the number of GBV cases in the area as well as a drastic reduction in child labour in the village and surrounding villages.



Traditional leaders should be more active in the fight against GBV.
Photo courtesy of Lusaka Voice

Adapted from Zambia VAW Baseline Study, unpublished, Gender Links

Protocol @ work

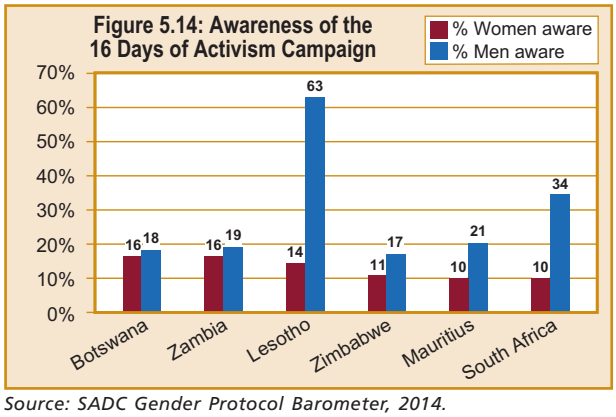
[21] Gender Links, Zambia GBV Baseline Study, unpublished.
[22] Gender Links, 2014, Lesotho GBV Baseline Study.
[23] Role of traditional leaders and customary justice: http://www.endvawnow.org/en/articles/1684-role-of-traditional-leaders-and-customary-justice-mechanisms.html

To date 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.

The Sixteen Days of Activism against Gender Violence is one of the most important awareness raising campaigns. The campaign runs from November 25 through to December 10 each year and involves tens of thousands of civil society organisations, women's organisations and activists in actions to raise awareness of violence against women in most countries around the world. One of the questions asked of men and women in the six-country VAW Baseline Studies is the extent to which this campaign is known and having an impact in the region.



South African gender activists call on the government to pledge R10 Billion to end violence against women in the country. *Photo courtesy of GCIS*



Source: SADC Gender Protocol Barometer, 2014.

Figure 5.14 shows that the majority of women and men in all the six countries remain relatively unaware of the annual Sixteen Days of Activism campaign. In all countries and most significantly in Lesotho (where 63% of the men interviewed, compared to 14% of women, said they knew about the campaign), men appear more aware about the campaign than women do. This finding could be because while men and women participate in activities and events during the Sixteen Days, they may be oblivious to the fact these activities link to a particular campaign. These findings underscore the 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.[24]

Role of the media

The media can either be part of the problem or of the solution when it comes to addressing GBV. Media monitoring as part of the VAW Baseline studies shows that while GBV is one of the better-covered gender topics in the media, the coverage is often gender biased. Men constitute the majority of sources. Most stories emanate from court reporting, in which the cards are heavily stacked against women. The first- hand accounts of women seldom feature. Their experiences are trivialised and sensationalised. Such coverage has often resulted in secondary victimisation, rather than supporting survivors and pointing them in the direction of help. Gender and media activist networks like TAMWA in Tanzania have long targeted coverage of GBV as a key priority in their "name and shame" campaigns.

[24] Gender Links, 2014, Regional Barometer.

Tanzania: Making the media part of the solution



With its "bang" style journalism - targeting a particular subject and getting women in the media across the country to "use their space"- the Tanzania Media Women's Association (TAMWA) is moving the media from being part of the problem to part of the solution on GBV. Among others, TAMWA has produced a journalists' guide on GBV and sensitised editors on different GBV issues.

Founded in 1987 TAMWA has over 100 media women members. On 8 March 2015 - International Women's Day- the government recognised TAMWA's contribution through a national award.

TAMWA has published a number of articles on GBV issues in newspapers, TV and radio to raise awareness. The organisation has provided legal aid and counselling to a number of clients. TAMWA has produced and disseminated Information, Education and Communication (IEC) materials and established community steering committees that included paralegals, news gatherers and animators. TAMWA has also trained GBV survivors on income generating activities.

The "bang style" method involves a topic being selected and channeled to different media through press releases, press conference, production of IEC materials, posters and song aired in different electronic media. TAMWA's Sauti ya Siti Magazine featured issues on child marriage, school pregnancy, rape, FGM, wife battery and abandonment of women and children.



Swazi TV's Patience Magagula interviews Valerie Msoka, Director of Tanzania Media Women's Association at the SADC Protocol@Work summit. *Photo by Thandokuhle Dlamini*

TAMWA carried out an end of programme evaluation which found that there has been an improvement in information and education on GBV as well as increased participation by civil society and women. There was a general understanding of women's rights and women's empowerment in the community.

Source: SADC Gender Protocol@Work Summit, Tanzania, 2015

Speaking out can set you free

With the concept of leaving no one behind now firmly embedded in the Post-2015 agenda, it is particularly important to amplify the voices of the survivors of violence. To date, GL and partners in the VAW Baseline Studies have collected over 2000 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 continues to analyse 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.



A woman survivor in Namibia holds up a placard speaking out against abuse during the "I" stories workshop in Rehoboth. *Photo by Laurentia Golley*

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.

Swaziland: Speaking out on emotional abuse and HIV testing



I am a female of 32 years old. I live with my child who is a boy. He is the only reason I live. But for him I would have died. I stay at Msunduza in Mbabane East.

I got pregnant when I was still in school in 1999. The father to my child supported us. The following year he secretly got married by Swazi law and custom. I was still hoping I was the woman he was going to marry.

He would visit the baby and I and sleep over at our place. When I tried to ask about our relationship, he would still promise me. I kept on waiting but he would say when we get to bed we were not in a court room so he did not expect me to talk as that was going to decrease my points as I campaign to be his wife.

Whenever we were together, he tried to highlight my weaknesses. He never gave me time to talk about what happened. I realised I was in denial. I loved him and I did not want to lose him. When I phoned to tell him how much I loved him he would say thank you, but never said anything romantic such as "I love you too baby" as he used to say before we had a child.

In 2004 I met a girl who used to be his house helper. She told me that he got married long time ago. I was depressed but I did not want my child to see me complaining. I had to be strong.

In 2005 I met another man. He promised to be a different man. He did not want me to compare him with another man. I trusted him as he listened to me when I suggested that we should get settled first before we could do anything. Within six months of our dating he had even negotiated *lobola* (dowry) with my people.

We got married in the same year we met. I tested HIV negative and thanked God for that.

Six months later, I tested positive. When I told him, he just rejected me and accused me of being a prostitute. I was very sure he was the one who infected me because I used to test often before I met him.

I went to the Swaziland Council of Churches where I got advice on where to go for counselling. I am now on treatment and I have joined a support group. I am earning a living through selling vegetables and I have a lot of customers and most of them we are in the same support group with.

I am able to take care of my son he is still the only child I have. I decided not to bother his father for maintenance, as his wife would insult me each time I called. I would like to advise young women to insist on evidence of HIV status to avoid being infected. I am happy because I am out of danger zone, as I take my medication according to doctor's instructions; my CD4 count is above 500.

Local action to end GBV

Some 143 local councils have developed flagship programmes to end gender violence. In countries that have undertaken the VAW Baseline Studies (South Africa, Lesotho, Mauritius, Zambia, Zimbabwe and Botswana) GL is revisiting these action plans to incorporate the findings of the Baseline Studies.



Southern Africa: Winning the war, community by community

In **Mozambique**, the fight against GBV has gained momentum in Mandlakazi. Municipal Organs and the community advocate a culture of peace, dialogue and brotherhood. An elderly resident of District 25 de Junho, Rosa Matavelo says: "In my time girls could not inherit anything from their fathers let alone air an opinion. Today, they are making decisions even at country Level, on behalf of their people. I am humbled to have lived to see this day."

The Municipal Assembly created the Municipal Committee against Violence made up of representatives from all areas of the district. It monitors GBV in the municipality, conscientising the community about the culture of peace, creating small forums which can respond to any situation of conflict and legal instruments against violence.

In partnership with the civil society groups, women participated in local forums to meet the challenge of changing perceptions and encouraging behavioural change so that women are not vulnerable. Even though women are made aware of their rights they are often reluctant to denounce acts of Gender Based Violence. The council reminds the community about the legislation that protects women as victims of abuse.

Moshupa Sub District Council, **Botswana**, seizes every opportunity to bring gender into daily council work. Rralekgetho Village has emerged as a key focus because of the high levels of GBV recorded in the area linked to high alcoholism, drug abuse. Moshupa Sub-District Council seeks to empower and sensitise the community on issues of GBV, allow community members to share their experiences and establish strategies that they can use to combat GBV and assist them in understanding the procedures for reporting GBV cases.

In October 2013, the Council held a march against domestic violence at Rralekgetho to sensitise the community on GBV issues. The council also held a workshop in February 2014 in partnership with Gender Affairs, Police Department and the Department of Social and Community Development. The Rralekgetho market day provided beneficiaries and victims of GBV the opportunity to showcase their Economic Empowerment Projects offered by the Sub District.

Other activities that the Moshupa Sub District Council undertakes which are geared at combating GBV include the empowerment and education of the boy and girl child on issues of GBV through the creation of Child Protection Committees that cover forced and arranged



Raising voices against GBV in Mandlakazi. *Photo: Gender Links*

marriages, and how the Children's Act of 2009 benefits them as children. The Moshupa Sub District Council has started a street lighting project by the bus rank.

In the council of Fianarantsoa, **Madagascar,** BLE Velosoa, brigadier-chief of the police, has led a campaign to reduce violence against women and girls. The initiative concentrates on training, awareness-raising, and networking.

Police staff received training on gender and GBV, case management, listening and counselling and techniques of collecting information in the field. The project also includes a mass awareness-raising campaign: meeting with the community on legislation. Religious and traditional leaders speak against harmful traditional and religious practices that legitimise violence towards women and girls.

This initiative has enabled networking among all stakeholders concerned about GBV in the council including the different ministries (justice, population, health and interior), the private sector, NGOs and the population in general. The police, the counselling centres and the Ministry of Justice are working closely to expedite all cases. The project has also improved the image of the police in the council. They are now seen as a "protector" of the population and not always the "punisher". The number of cases has decreased; 60% of cases treated are resolved; perpetrators are punished and corruption has decreased as no case of violence is left unpunished.

Economic empowerment of survivors of GBV

Some 1,500 survivors of gender violence in ten Southern African countries are reclaiming their lives through a powerful programme that brings together healing, coping and entrepreneurship skills that enable women to take charge of their lives. This GL project provides a framework for the development of potentially sustainable entrepreneurship opportunities through an integrated model of life skills preparation, business development skills training, mentorship opportunities and access to resources such as finance. The aim is to test the hypothesis that economic empowerment will increase women's agency and self-realisation thereby increasing their ability to negotiate safe relationships or to leave abusive relationships and make positive choices about relationships.

The programme comprises three stages: two five-day training workshops and a two and a half day meeting to assess business ideas produced by the women. Three monitoring and evaluation tools measure changes that may occur as a result of the intervention.

- **I Stories:** The entrepreneurship programme provides **women who have experienced GBV** with the opportunity of talking about and documenting their experiences, to enhance their understanding of and capacity to deal with their GBV experiences. These are called "I" stories and are managed within a confidential environment. These stories become the baseline information for measuring change in both the personal agency and income growth since starting the programme. In addition they provide an opportunity for GBV survivors in a community to become a support structure for one another and to strengthen their resolve within a collective environment.

- **Gender Empowerment Index (GEI):** This measures survivors understanding of and attitudes towards gender relations, their own gender status, their economic position and GBV. This becomes a baseline for measuring changes in attitudes and income during participation in the programme. These are both administered prior to training and again in Phase Three, approximately twelve months apart. This will form the basis for the analysis of the link between economic independence and the decline of GBV.

- **Business planning and review:** Women's business planning is evaluated at a number of levels within the programme and at some point judged through predetermined criteria for awards at district and national level. Once women have been identified as candidates for mentorship they will be evaluated throughout the mentorship processes for changes in business achievements.

So far 1557 women have enrolled in the programme; 1376 have shared their first-hand accounts. GL Botswana produced an "I" stories book that was launched by the Edwin Batshu, Minister Labour and Home Affairs. The GBV survivors, who contributed to the book, attended the launch. The stories are diverse but the common thread is violence related to relationships with intimate partners or family members or friends. Many of the stories reflect physical and emotional abuse and the withholding of financial resources. Many tell of the hardships created by having children in an abusive relationship.



Geraldine Fraser-Moleketi addresses a meeting in South Africa on ending violence and economic empowerment.
Photo: Colleen Lowe Morna

Speaking at a fund raising breakfast for the project, African Development Bank (AfDB) Special Envoy on Gender, and former Minister of Public Service and Administration in South Africa Geraldine Fraser Moleketi shared a soon-to-be-released AfDB report on the relationship between ending violence and empowering women. She made a strong plea for donor and private sector support for the programme.

GL will only carry out the outcome research in the second half of 2015. But some preliminary information is interesting. The data reflects that the largest number of women have very low incomes in the R1-1000 per annum bracket. The majority of women are over the age of 40 years with some 12% are over the age of 60. The educational levels show that 33% of the women have secondary education, 29% primary and 4% tertiary. Two participants from each council participated in the SADC Gender Protocol @Work Summits in 2014. The participants presented their business plans, in a new award category called Emerging Entrepreneurs, to a panel of experts who provided feedback.

Pending the evaluation, anecdotal evidence shows that women have demonstrated greater confidence in

themselves. They express themselves more confidently in the second workshops. Some women have indicated that the programme has helped them to remove themselves from unhealthy situations or expressed greater levels of confidence for the future if the abuse is in the past, as illustrated by the example that follows:



Mary (not her real name), a **South African** woman, had been reticent about participating in the 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.

She had been in business since 2008 running a small catering business and tuck-shop. She had not done much planning and was just letting the enterprise move along at its own pace. The training inspired her to take her business seriously and she began to apply the knowledge she had learnt. She made business cards, started balancing her books, revised her menu and increased her sales. "This Entrepreneurship training has made me realise that as a single mother who is divorced and supporting my family alone that I am very strong. I often think of my past and the level of suffering and the abuse I had to go through from my ex-husband, I felt like nothing."



Entrepreneurs motivated to spread their wings

At a breakfast meeting hosted by Gender Links at the Old Power Station in Santos last Friday for local women participating in the Entrepreneurship Programme, not only inspirational stories were shared, but useful links were made between local government, businesses, individuals and organisations identifying the way towards honing economic growth through enterprise development.

With the motto 'Empower women, end violence through economic empowerment', the focus was firmly upon getting a step closer to offering mentorship to the women who have demonstrated a serious commitment towards running a sustainable business.

Contributors and speakers included Jauckie Viljoen from the Meet the People programme, entrepreneurs Zoleka Mabuto, Henkie van Rensburg and Johanna Baleng, Herchelle Witbooi from SEDA, Nomzi Jika manager of the Thusong Centre, journalist Denise Lloyd from the Great Brak post, as well as Alma Kritzinger, Disability, Gender, Elderly and HIV/ Aids officer (Mossel Bay Municipality).

Participants shared often emotional testimonials regarding how their journey together has given them a fresh and more determined outlook life in its entirety.

Read more in this week's *Mossel Bay Advertiser*.

Jeanetta Marais, chairperson of Mossel Bay Tourism, adresses women at a Gender Links breakfast last week. Photo: Cornelle Carstens

The women have presented a wide range of business ideas which they are either involved in or wish to start. Some of these are involved in "traditional" types of business such as catering. Others have demonstrated an interest in a diversity of businesses including a quarry, the privatisation of council toilet facilities, a fish farm and an internet café for the disabled community - see examples that follow:

Nomcebo Dlamini, an entrepreneur from **Swaziland** who is developing a business for plus sized women, and women with disabilities. "My dream is to dress people like me so they can be comfortable in their bodies and have the confidence to lift their heads high. Looking good is feeling good and as a plus-sized woman who is also disabled, I know what would make another woman like me feel good and also look comfortable in," says Dlamini.



Nomcebo Dlamini giving her presentation at the SADC Protocol@Work Summit in Johannesburg.
Photo: Thandokuhle Dlamini

Judith Musonda from the Lusaka City Council in **Zambia** won the SADC Protocol@Work summit prize in the Emerging Entrepreneur category in her country. She had taken the initiative to approach the local council to take over the running of the public toilets which were in the need of upgrading. The toilets were in the Shadreck area of Matero Township in Lusaka, close to the Local Court. This area was also occupied by beer halls and bars. Judith saw this as an opportunity to be a potentially viable and sustainable income generating activity. "This is a good way of raising money to support my future and lessen dependency on other people as has been the case in the past. Note also that this shall serve as a demand based solution to the community's need for toilet facilities and is likely to reduce urine related pollution around the area," she said. "Having been picked and trained in Entrepreneurship, I am now in a position to complement government efforts in improving sanitation in the country. Such programmes also help in building capacity in women, which in turn will improve household level incomes."

Engaging men and boys in the fight against GBV

Promotion of progressive gender attitudes among men and boys has been identified as an important approach towards the eradication of GBV. Across the globe, programmes that work with men in the effort of challenging the patriarchal mind-sets have proved useful in promoting gender equitable attitudes.

Protocol @ work

Swaziland: Men in Action against Violence and Abuse



A group of Swazi men concerned about the abuse and violence have started Men in Action Against Violence and Abuse. The organisation builds the capacity of men and boys through dialogues and workshops, teaching them the use of communication as key in every relationship, so that problems are solved amicably in an engaging way.

"Engaging men and boys on issues of gender based violence is not a job but a lifestyle, it begins with us. Our male members are already acting in equitable and non-violent lifestyle hence inspiring other men in their communities and workplace," says Fakazi Fubela Mlotshwa, Co-Founder Men in Action against Violence and Abuse.

Key objectives include to:

- Bring men and boys together in their different age groups and teach them how to be responsible citizens, as well as examine how the social and psychological dimensions of masculinity have affected them personally creating the conditions for violence and abuse.
- Share and support each other's efforts to change these patterns individually and culturally.
- Work as allies with women and girls in the fight against GBV and to achieve gender equality.



Men call for dramatic change in Swaziland.
Photo by Thandokuhle Dlamini

- Encourage consistent and deliberate prevention efforts that will create a society free from violence and inequality.
- Inform programming by identifying areas where interventions are needed to improve on violence prevention, care and support.

Activities include:

- Interactive workshops under a program called Lisango which is an old Swazi forum for men and boys but now being conducted in a more coordinated manner.
- Interactive workshop with boys from the ages of 13 to 19 under a programme called *"inkunzi isematfoleni"*, young men's mentoring programme. *"Inkunzi isematfoleni"* means *"the future bull is the calf"*. In this programme the boys are sometimes brought together with the girls as a way of trying to impact equitable attitudes amongst boys teaching them to respect girls and treat them as equal human beings.
- Collaborations with other members of the gender consortium to do 16 days of Activism campaign activities annually.
- School holiday camps for in-school youth.
- Mass community dialogues and events.
- Traditional leaders' workshops on men and GBV- traditional leaders are the custodians of culture in their communities.
- Bystander intervention workshops - Empowering bystanders to intervene when they witness violence at school, home, street and in the workplace.
- Sensitisation workshops on gender based violence in the private sector.

The organisation also engages the media through newspaper articles that they write about gender based violence and the importance of male involvement. They also get radio and television slots to popularise the work with men and boys in gender issues. They have worked with the Swaziland Television Authority, the Times of Swaziland and The Swaziland Broadcasting Information Services where one of their partners invited them to a one month radio slot to speak on the topic "Men and Gender Based Violence" during the 16 days of activism.

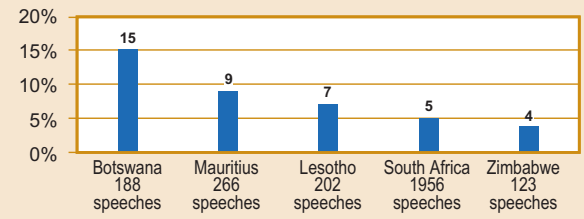
SADC Gender Protocol@Work Summit, Swaziland, 2015

Political commitment

The changes that Southern Africa is beginning to witness on HIV and AIDS (see Chapter Seven) show how important political commitment is to reversing gender violence. Political commitment is two- fold: establishment of an enabling legal structure to uphold the rights of women and children and seeing to it that this is implemented optimally. To date many settings have been characterised by excellent paper work that does not translate into action on the ground.[25] The fact that GBV still remains at the level of paper promises is reflected in the results of the VAW Baseline Studies that included monitoring of political speeches showing that GBV barely features in public pronouncements.

Figure 5.14 shows that the extent to which GBV featured in high level speeches ranged from 15% in Botswana, to 4% in Zimbabwe. In Botswana, only six percent of the speeches had GBV as the main topic. In South Africa, only 5% specifically focused on GBV, with 91% of these during the Sixteen Days of Activism and on Women's Day.

Figure 5.15: Proportion of political speeches mentioning GBV



Source: GL VAW Baseline studies.

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.

All SADC countries except for Madagascar have adopted integrated 365-day National Action Plans (NAPS) to end GBV.

In **Angola** the Ministry of Family and Women Empowerment estimates that 60% of women have suffered some form of GBV in their lifetime. Women constituted 99.5 % of the 6 million cases of GBV recorded in 2010. The Law against Domestic Violence was seen as a victory for women victims. Media, TV and radio coverage have picked up. Talk shows and debates ensure public participation. The 16 Days of Activism included activities such as marches, debates in schools and visits to hospitals. The President of The National Assembly participated in these activities, showing the government's support of this venture.

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.

The National Strategy on Combating Sexual and Gender-Based Violence (SGBV) was officially endorsed by the Government of the **DRC** on April 1, 2009 and is the result of an extensive consultation process at provincial, national and international levels with key UN entities, INGOs, governmental and civil society actors involved in programs and advocacy on sexual violence. It has been integrated into the UNs Security and Stabilisation Support Strategy for the Eastern DRC and the Humanitarian Action Plan. The Comprehensive Strategy is made up of 5 components each led by a specialist UN agency. An Operational Plan that put the strategy into action was then developed. It highlighted the fifth and final pillar dedicated to the collection and analysis of data on sexual violence.[26] Challenges in the implementation of the strategy on fighting sexual violence relate to data availability, which makes it difficult to develop a harmonized reporting system and develop a realistic understanding of the magnitude of the problem. The government is also challenged by capacity constraints.[27]

[25] Lesotho VAW Baseline Study, 2014.
[26] http://monusco.unmissions.org/Default.aspx?tabid=10818
[27] UN WOMEN, 2012 Evaluation of Gender Mainstreaming in United Nations Peacekeeping Activities (MONUC / MONUSCO) in the Democratic Republic of the Congo.



Lesotho launched its VAW Baseline Report in April 2015, followed by a two and half day intensive workshop to review the National Action Plan to end GBV (NAP) and to develop a national strategic communication plan. Permanent Secretary from the Ministry of Gender Sports, Recreation and Youth, Dr Majara Jonathan Molapo launched the report in front of representatives from the Ministry of Gender, representatives from Lesotho Bureau of Statistics (BOS), civil society organisations, representatives from development partners as well as the media. In total 40 people attended the launch of the report. The workshop resulted in a comprehensive NAP to end GBV which was later reviewed, costed and adopted by the Ministry of Gender in May 2015.



Malawi's National Response to Combat GBV strategy (2008-2013) came to an end in 2013. This provided the framework for ending violence in the country. Within the UN WOMEN's advocacy initiative COMMIT, the Government of Malawi pledged 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.[28] This should give 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 various Monitoring and Evaluation systems of the Ministry to come up with one comprehensive system.[29]



The existing costed NAP which is coming to an end in 2015 was launched 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. Also the Ministry of Gender Equality ensures that the plan is implemented in a coordinated manner. This includes an effort to review, adopt, and enforce laws and policies to ensure that rights are recognised and protected, the introduction of sexual harassment policies in workplaces and schools, as well as training of judicial and law enforcement personnel.[30]



In **Malawi**, 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 end gender based violence in the country.



Namibia adopted the National Plan of Action on Gender-Based Violence (2012-2016). 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. Mid-term and end of term evaluations will be conducted to measure the effectiveness of the plan.



The two year costed national action plan for the **Seychelles** serves as a model to governments and civil society. The Plan of Action incorporated policy makers and community leaders, victims and perpetrators of GBV as well as the general public. This represents multi-sectorial interventions in dealing with gender based violence in the country.The Seychelles model is in line with the provisions of the SADC protocol. 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.[31]



In **South Africa** GL has concluded the GBV indicators research in four provinces. While still trying to lobby the national government to take up the study at national level, GL has been working at provincial level assisting them to develop provincial action plans. To date GL has worked with Limpopo Province and drafted a provincial plan to end GBV. GL is currently engaging Western Cape and Kwa Zulu-Natal provinces to undertake the same process. The Medical Research Council is coordinating a National Surveillance System on GBV. Civil society, led by Sonke Gender Justice, has mounted a campaign for a National Strategy to end GBV to update the NAP adopted in 2007. At the local level, NGOs seek to provide the integrated services so desperately needed.



Tanzania has a National Plan of Action for the Prevention and Eradication of Violence against Women and Children 2001-2015. The Government, through the Ministry of Community Development, Gender, and Children (MCDGC) implements the Plan to augment the government's legislative effort to combat GBV and help ensure "equality" and "equity" between women and men in Tanzania. The Tanzanian Police, a key stakeholder in the fight against GBV launched The Action Plan on Gender and Children's Desks (2013-2016). This plan is

[28] http://www.unwomen.org/en/what-we-do/ending-violence-against-women/take-action/commit/government-commitments#M
[29] http://www.malawi.gov.mw/index.php?option=com_content&view=article&id=29&Itemid=112
[30] Gender Links, 2014, Regional Barometer.
[31] Gender Links, 2014, Regional Barometer.

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.



GL and the **Zambia** government are still working to conclude the VAW baseline research that will be used to strengthen the National Action Plan to end Gender Based Violence adopted in 2010.



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. Zimbabwe now has a second National Gender Policy 2013-2017 in place. In June 2014, the government launched the National Action Plan against Rape and Sexual Abuse.The action plan is part of a strategy adopted by the Inter-Ministerial Committee on Rape to address escalating sexual assault cases. It is hoped that financial resources will be put in place for the adoption and implementation of these strategies.

South Africa: Saartjie Baartman Centre gives hope to women



The Saartjie Baartman Centre in Cape Town is the first multi-disciplinary service (one-stop) centre for abused women and children in South Africa, followed by the Khuseleka One Stop Centre in Limpopo.

The purpose of the centre is to offer an integrated range of services on a continuum of care, to reduce secondary traumatisation of the survivors and facilitate a recovery and healing process through the provision of high quality comprehensive services.

The center offers the following services: Safe and secure accommodation, counselling, Legal and medical services and Economic Independence interventions for female survivors of GBV and their children. Strategies meet short-term economic needs and support long-term financial stability in order to increase women's ability to leave and stay away from an abuser.

The Centre aims to:

- Manage an effective and coordinated one-stop centre partnership that provides a comprehensive range of services for abused women and children.
- Establish, through research, a best practice intervention model to challenge and end violence against women and children.
- Provide effective community outreach work to end violence against women and children through preventative and awareness programmes.
- Develop an effective networking relationship with other organisations, networks and tertiary institutions that advocate and seek an end to violence against women and children.
- Promote research and advocacy on gender-based violence in order to influence policy makers and society in general.
- Empower women and children with self-worth and self-esteem to enable themselves to get out of abusive relationships.



The Saartjie Baartman Centre in Cape Town caters for both women and children. *Photo by Tracy Adams, Cape Argus*

The Centre has benefited 15,500 women and 5,000 men directly, and 82 500 women and girls and 25 000 men indirectly through:

- Emergency, First and Second stage residential programmes: The Centre not only assists survivors of domestic violence but it also provides services and safe accommodation for Human Trafficking survivors and Lesbian, Gay, Bisexual, Transgender and Intersex (LGBTI) persons.
- Legal Advice: A cost free Legal Advice and Training Centre offered in partnership with Community Law Centre. The paralegals assist clients with Protection orders, Maintenance and Divorce Orders.
- The Intake Counselling division conducts assessments on survivors for short and medium term counselling services as well as referrals to on-site organisations and external agencies.
- The Children's Counselling division provides counselling / play therapy to all children residing at the Centre as well children from the communities who present with symptoms of abuse, neglect, displacement, behavioural problems, substance abuse and difficulties at school.
- Outreach work, providing education and awareness raising on gender-based violence and family violence to schools, corporates and civil society in general.
- Empowerment of survivors to become self-reliant. There are accredited job skills training services provided at the centre such as Life Skills, First Aid, Home Based Care, Computer Literacy and Catering skills.

Source: SADC Gender Protocol@Work Summit, South Africa 2015

SGP Post-2015



"We, Heads of State and Government of the African Union assembled in, Addis Ababa, Ethiopia during the 24th Ordinary Session of the Assembly of the Union in January 2015; having taken note of the aspirations and determination of the African people reiterate our full appreciation and commitment to these aspirations. We are deeply conscious that Africa in 2015 stands at a crossroads and we are determined to transform the continent and ensure irreversible and universal change of the African condition. We hereby adopt Agenda 2063, as a collective vision and roadmap for the next fifty years and therefore commit to speed-up actions in the following areas:

i. Silence the guns by 2020, to make peace a reality for all our people and by ending all wars, civil conflicts, human rights violations, humanitarian disasters, gender-based violence and violent conflicts, and to prevent genocide. We pledge not to bequeath the burden of conflicts to the next generation of Africans by ending all wars in Africa by 2020. We shall establish an African Human Security Index (AHSI) to monitor progress.

j. Achieve Gender Parity by 2020 in public and private institutions, and the removal of all forms of gender discrimination in the social, cultural, economic and political spheres. Mobilise a concerted drive towards immediately ending child marriages, female genital mutilation and other harmful cultural practises that discriminate against women."

With the MDGs era coming to an end and the SDGs coming into effect, there has been significant progress towards achieving some MDGs such as in combating extreme poverty, improving school enrolment and child health, reducing child deaths, and expanding access to clean water. However, achieving MDG 3 (gender equality) has proven to be a challenge for most countries. While most governments around the world signed up to legislation and made commitments to address gender inequality and discrimination against women and girls the high levels of GBV show that achieving gender equality is still a distant dream for most countries. GBV has direct implications for progress on all the other MDGs because it affects productivity, health and well-being, which can result in increased poverty and undermine development.

The 2008 SADC Protocol on Gender and Development required that all countries enact and enforce legislation prohibiting all forms of gender-based violence. To date, 11 out of 15 countries (80%) have laws on GBV. Of these, eight countries had enacted the laws before the Protocol came into effect while only three countries, namely Angola, Mozambique and Zambia enacted DV laws after the 2008 protocol. Four countries have failed to meet the deadline.

A cross cutting challenge in the countries where the laws have been enacted is weak enforcement due to limited resources and political commitment. A common finding in all the settings is limited knowledge and awareness of existing laws particularly among the female populace. Going forward in order to make progress on addressing GBV, both prevention and response interventions must have visibility, credibility, high-level leadership and wide support.

As highlighted in the 2014 Regional Barometer, the major shortfall in the Protocol targets is the lack of indicators to measure progress. Given this background,

GL devised the VAW Baseline studies to monitor progress on the attainment of the Protocol goal of halving GBV by 2015.

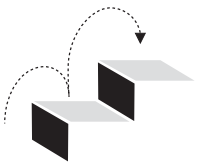
To date only six countries have undertaken the project. In the Post-2015 era, reliable baseline data is crucial and should be the starting point for all countries especially in an arena where most violence is under-reported or not reported at all, leaving administrative data as an unreliable source of information. GL continues to lobby governments to prioritise improving data and evidence on GBV through dedicated surveys and research on the causes of violence against women, prevalence, attitudes and consequences in the Post-2015 era.

The 2014 Barometer also highlighted that setting a target for countries to achieve without accompanying it with relevant indicators was unrealistic. The Post-2015 agenda for GBV should look at strengthening the targets with indicators in order to provide for the inadequacies that currently exist. The 2014 SADC Gender Protocol Barometer broke new ground by proposing potential new targets and indicators for the Post-2015 agenda. Of the 300 possible indicators, 100 of these are on GBV, and they derive from these studies. However, GL and partners through consultative processes have been refining the number of indicators, bringing these down to 50.

Through the Alliance, a member of the Women's Major Group, GL has commented on several different versions of the Sustainable Development Goals that now comprise 17 goals and 169 targets. Goal 5 - gender equality - has a specific target on VAW. However, the targets according to some reviewers are weak in that they are not time bound and the indicators do not cover all forms of GBV. The indicators concern lifetime experience of gender violence. These numbers can only be derived from prevalence studies such as the study that GL has now piloted in six countries. Should the UN General Assembly adopt these targets and indicators in September, they will be a major vindication of this pioneering work on measuring GBV.

Strong and sustained political commitment by national governments is crucial for the GBV strategic plans and laws to be implemented effectively. Current resources are inadequate, and further effort is required to mobilise additional resources from domestic as well as international sources.

Overall, to advance the gender equality movement, the Post-2015 agenda should focus on strengthening existing targets as well as reviewing and adding other relevant realistic time bound targets accompanied by indicators. The Post-2015 agenda should also look at a possibility of integrating gender equality and GBV into all other development goals with specific targets and indicators in multi-sector programmes (health, education, livelihoods, governance, justice, security, social welfare). This means including a gender focus in all targets to ensure that women's and girls' poverty and inequality is not hidden and that they benefit from development programmes.



Next steps

- ***Time bound targets:*** The SDGs replacing the MDGs have targets to eliminate GBV. However, the targets are not time bound. The German Development Institute notes that SDG 5 is the only goal that does not have a single time-bound target, out of a total of 17 goals. The inclusion of time-bound targets is indispensable if progress is to be tracked for such an important goal as the elimination of gender disparities.[32]
- ***Strengthening of legal and policy frameworks to address all forms of violence against women at country level.*** This should be achieved through the adoption and reforms of laws; increased efforts to implement and enforce laws and improve women's access to justice and continued efforts to adopt and improve national action plans.[33]
- ***Budgets:*** In order to achieve different results law reformation and development of action plans should be accompanied by resource allocation and strong M&E frameworks. History has shown that most laws are not effectively enforced due to lack of resources. That has been the same issue with the action plans to end GBV. Still on NAPs there is need for baseline data to inform the plans as well as to ensure monitoring of the efforts of both governments and CSOs in addressing GBV.
- ***Baseline data:*** In all the countries there is great need to improve data and evidence on GBV through dedicated surveys and crime surveys and research on the causes of violence against women, prevalence, attitudes and consequences. To date only six countries have undertaken the study, GL will continue lobbying the rest of the countries to undertake VAW Baseline Studies.
- ***Political leadership and purpose:*** Now is the time for increased visibility, committed leadership, and coordination so as to avoid duplication of work amongst stakeholders. Now is the time to work together and increase the provision and integration of multi-sectorial support services by strengthening referral mechanisms, improving specialised services and a greater focus on training and capacity building of service providers.

[32] Markus Loewe and Nicole Rippin (eds.), Bonn 2015, The Sustainable Development Goals of the Post-2015 Agenda Comments on the OWG and SDSN Proposals.
[33] UN Women, 2015, Report of the Secretary-General on the 20-year review and appraisal of the implementation of the Beijing Declaration and Platform for Action and the outcomes of the twenty-third special session of the General Assembly (E/CN.6/2015/3).



A different kind of family

Anushka Virahsawmy

CHAPTER 6
Sexual and Reproductive Health and Rights

Article 26



Matefo Chabeli shows off her healthy baby at Leribe Clinic, Lesotho. *Photo by Trevor Davies*

KEY POINTS

- The SADC Gender Development Index (SGDI) for health has gone up by five percentage points from 62% in 2011 to 67% in 2015 from.
- Overall, using the Citizen Score Card (CSC) as a tool, citizens rated the sector at 68% the same as in 2013 and 2014 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 progress is fragile and easy to reverse. The region is still far from the 2015 target.
- There are encouraging signs of declining maternal mortality ratios in Zambia, Lesotho and Zimbabwe. 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 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.

Health 2009 and 2015 trends table				
Parameter	**Target 2015**	**Baseline 2009**	**Progress 2015**	**Variance (Progress - target)**
Contraceptive use among sexually active women				
Highest proportion of women	100%	Mauritius (76%)	Mauritius (76%)	-24%
Lowest proportion of women	100%	Angola (6%)	Mozambique (12%)	-88%
Current maternal mortality rate (Maternal deaths per 100 000 births)				
Highest	0	Angola (1400)	DRC (730)	-730
Lowest	0	Mauritius (13)	Mauritius (73)	-73
Births attended by skilled personnel				
Highest	100%	Mauritius (100 %)	Mauritius (100%)	0
Lowest	100%	Angola/ Tanzania (46%)	Mozambique (19%)	-81%
Total coverage of sanitation				
Highest coverage	100%	Mauritius/ Seychelles (100 %)	Seychelles (97%)	-3% -90%
Lowest coverage	100%	Madagascar (14%)	Malawi (10%)	
Scores				
CSC	100%	58%	68%	-32%
SGDI	100%	N/A	67%	-33%

Women's health and more specifically their sexual and reproductive health is a critically important indicator of sustainable socioeconomic development in the SADC region as it cannot be realised in the absence of a healthy population and a productive workforce. The SADC Gender Protocol (The Protocol) called on Member States to develop, adopt and implement legislative frameworks, policies, programmes and services to enhance gender sensitive, appropriate and affordable quality healthcare. In line with the MDGs, the Protocol sought to reduce the maternal mortality ratio by 75% by 2015; address the mental, sexual and reproductive health needs of all women and men; and ensure the provision of hygienic and sanitary facilities and nutritional needs of all women, including women in prison.

The Trends table above indicates that while there has been some progress, SADC has not achieved the 2015 targets. The one indicator where the highest levels are falling is Maternal Mortality Ratio. In 2001, African governments committed to fight HIV and AIDS, TB and Malaria, not just in words, but by ensuring that 15% of their national budgets go to public health. In 2013, African heads of states met in Abuja to assess the progress made. The budgets allocated to health have increased from just $30.7 billion in 2001 to $106.6 billion in 2011: an increase from 9% to 11% of public expenditure. Six AU Member States, including three SADC member states, (Liberia, Madagascar, Malawi, Rwanda, Togo and Zambia) had achieved the Abuja target of allocating 15% of public expenditure to health. Some others, including two SADC member states (e.g. Djibouti, Ethiopia, Lesotho and Swaziland) were within reach of the 15% target.[1]

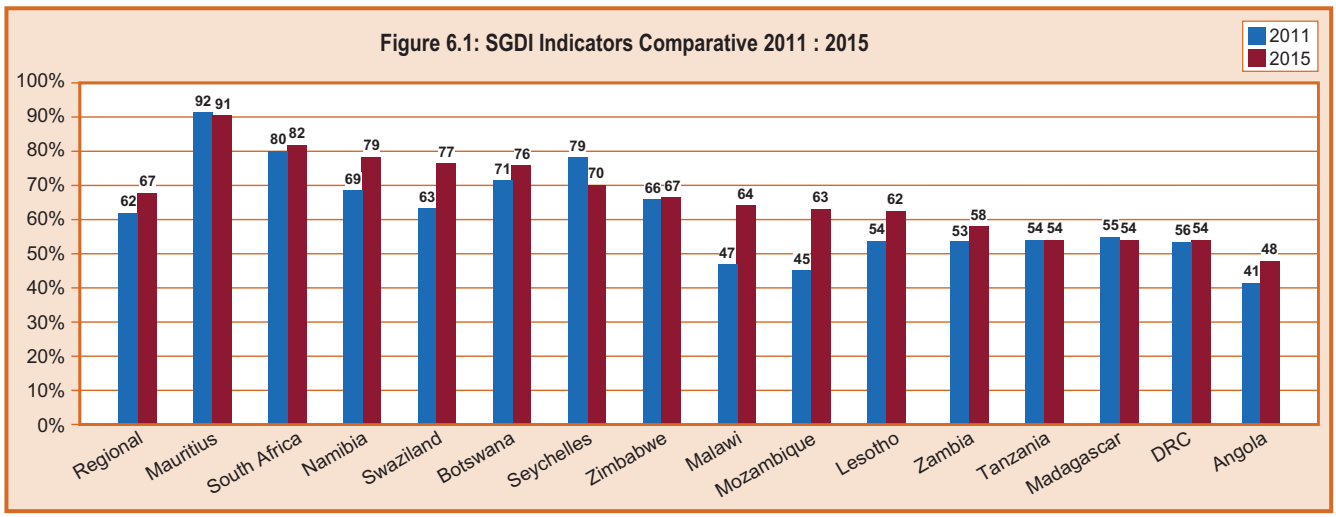
However, some countries have reduced the percentage of their budget devoted to health. One example is Mozambique which had the second-highest percentage health spending among AU governments in 2001, but reduced health spending from 14.8% of its annual budget in 2001 to 7.8% in 2011.

A large proportion of the increased health spending is a result of increased spending on HIV fight since 2011. A recent Lancet Commission report estimates that HIV requires between 30% and 67% of national health expenditure from now until 2030.[2] Budgetary diversions to HIV affect other areas of health spending.

The African Union (AU) launched a new website http://www.africanhealthstats.org which tracks data across 34 health indicators for commitments to improve health. The global commitment to ensure universal access to affordable good quality healthcare remains strong with new targets being set through the Sustainable Development Goals which address the issue of sexual and reproductive health and rights (SRHR) as a standalone goal with more detail and covering a wider range of health issues than the Millennium Development Goals did.

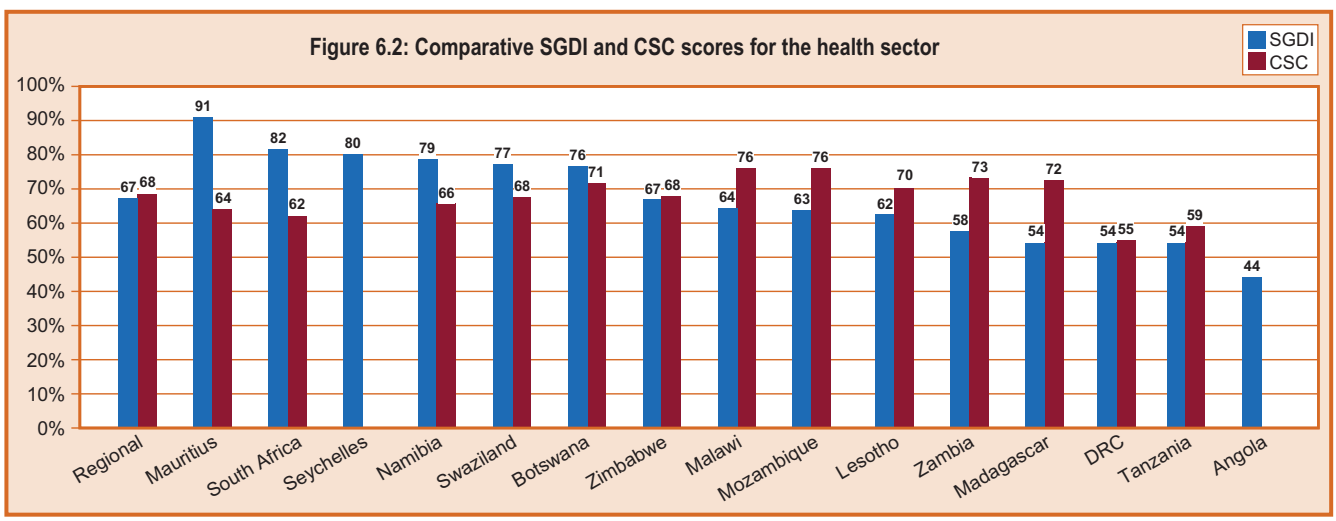
Table 6.1 overleaf shows change across all health indicators by country from the time of the first barometer in 2009 to 2015. The most significant change has been in Maternal Mortality which declined from 1400 to 460 in Angola; from 400 to 140 in South Africa; from 950 to 410 in Tanzania and from 591 to 280 in Zambia. This indicates that there is urgent need to increase investment in health systems across the region.

1 UNAIDS & AU. 2013, Abuja +12 Shaping the future of health in Africa.
2 The Lancet & UNAIDS, 2015. Defeating AIDS - advancing global health.



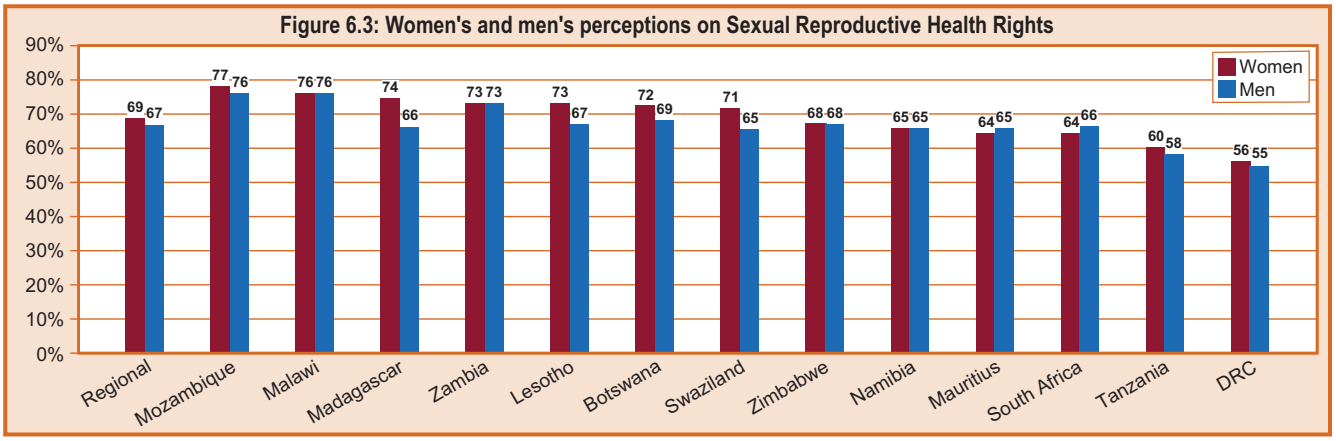
Source: Gender Links 2015.

The SADC Gender and Development Index (SGDI) is a composite empirical measure of progress. In the case of health, this is based on the indicators captured in the trends table. Since the introduction of the SGDI in 2011, the overall average score has increased from 62% to 67%. This ranges from 91% in Mauritius to 41% in Angola. A few countries, notably Malawi and Mozambique, Namibia and Swaziland have made tangible progress. Tanzania's score has remained the same, while Madagascar and DRC have regressed slightly. Gains are fragile and must be guarded and continuously invested in, or they will regress.



Source: Gender Links 2015.

Figure 6.2 compares the SGDI with 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. In five years the CSC score increased by ten percent from 58% to 68%. The most marked increase took place during 2012 -13. The regional average has remained static at 68% for the last two years. The average figure is a composite of major declines in 3 countries (Mauritius, Namibia and Tanzania) with significant increases in the CSC scores of four countries (Botswana, Mozambique, Malawi and Zambia). Scores in the other countries did not change greatly. Citizens of countries which have better SGDI scores, indicative of strong health systems, tend to have lower CSC, indicating a more critical understanding of their rights. Examples include Mauritius and South Africa. Interestingly, those with lower SGDI scores tend to have CSC scores that are similar to or higher than the SGDI scores. 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, appreciated by their citizens.



Source: Gender Links 2015.

Figure 6.3 provides sex disaggregated data on the CSC for 2015. Women scored their governments slightly higher at 69% than men at 67%. This is particularly the case in Madagascar (74% and 66%), Lesotho (73% and 67%) and Swaziland (71% and 65%). Men scored their governments higher in South Africa and Mauritius while in other countries the scores that women and men gave to their governments were almost equal. In all countries, the gender gap is fairly narrow and the fact that both women and men express almost equal degrees of satisfaction is a positive sign that services are being delivered in gender responsive ways.



A nurse attends to a new born baby in Madagascar. *Photo: Razanadrtefa Zotonantenaina*

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. HIV, combined with economic and political instability threatens this progress across the SADC region. In at least five SADC countries (Botswana, Lesotho, South Africa, Swaziland and Zimbabwe) life expectancy in 2011 was lower than in 1990.[3] The statistics for 2013[4] indicate improvement in life expectancy for most countries, with continued decline in Botswana to 48, despite the massive investment made in the fight against HIV, and particular improvement in Zambia and Zimbabwe (from 49 to 58 and 51 to 60 respectively).

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, especially their Sexual and Reproductive Health (SRHR).

[3] UNICEF 2013. State of the World's Children 2013, Statistical Tables.
[4] UNICEF 2015. State of the World's Children 2015, 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	18	53	18	47	40	46	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, defilement, incest	Illegal	Illegal	Illegal	Illegal except when necessary to preserve a woman's life	Illegal	Illegal	Illegal	Illegal	Legal and women can choose to terminate pregnancy	Illegal	Illegal except when necessary to preserve a woman's life	Legal in limited circumstances, but lack of awareness and stigma inhibits access	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)	460	170	730	490	440	510	73	480	130	No input	140	310	410	280	470
% Births attended by skilled personnel	49	99	80	62	44	71	100	19	88	99	94	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	19	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	32

Source: Gender Links 2015.

Maternal mortality ratio (MMR)



The Protocol calls on member states to reduce the maternal mortality ratio by 75% by 2015, in line with Millennium Development Goal Five (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.[5] The MMR represents the risk associated with each pregnancy and birth and reflects the ability of a country's healthcare system to provide safe care during pregnancy and childbirth. A live birth refers to any baby that is born that shows signs of life outside of the womb.

It is often difficult to ascertain the true status of MMR as many births and deaths are unregistered. In many countries, the majority of the population live in the rural areas with limited access to health services due to too few clinics, poor transport infrastructure, conflict situations and frequent delays in getting women the health services they are entitled to. Thus, increases noted in the MMR may partly be a result of improved data collection. Another reason for the low levels of documentation is that many people in the SADC region, particularly in the rural areas, make use of traditional medical practitioners and birth attendants. In some cases, traditional healers are preferred as opposed to more formalised medical facilities. This is rife in countries such as Swaziland, South Africa, Mozambique and Zimbabwe.[6]

Families, communities and entire nations feel the consequences of maternal mortality and morbidity (proportion of disease and illness). A child's risk of having a disability increases if the mother dies during

[5] MMR definition.
[6] "Health and wellness in Southern Africa: Incorporating indigenous and western healing practices" E. Shizha and J. Charema; October, 2011.

child birth or soon after delivery. These children are also more likely to experience health and social problems later on in life such as malnutrition, lower life expectancy, abuse and exploitation. The death of women during their most productive years also has a negative impact on a nation as it spells a loss of resources for the entire society as well as reduced labour force and economic productivity.

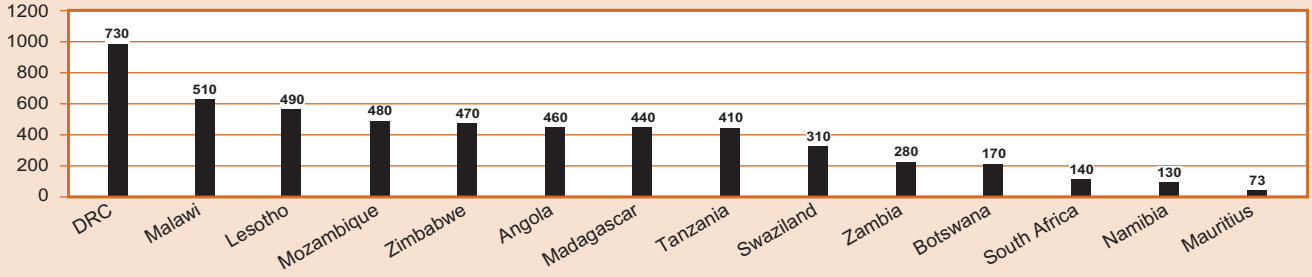
Globally and regionally there has been much attention given to the need to reduce the MMR including the Millennium Development Goals (MDG) as well as the Campaign for Accelerated Reduction of Maternal Mortality in Africa[7] (CARMMA).

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.

Fourteen SADC countries have launched CARMMA excluding Mauritius. CARMMA has received high-level political support including at the first meeting of the African Union Specialised Technical Committee Meeting on Health, Population and Drug Control held in Addis Ababa, Ethiopia on 17 April 2015. The campaign's slogan is, *"Africa cares: No woman should die while giving life"*. The campaign includes mobilising political will to make the lives of women count, coordinating, harmonising interventions around country-led plans/ roadmaps, supporting ongoing efforts and initiatives to improve maternal, new-born, and child health. The CARMMA website (http://carmma.org) provides resources on a number of issues such as contraception useful to raise awareness at community level to improve women's health.

The global recommitment to addressing MMR continues in the proposed Sustainable Development Goals (SDGs). Proposed target 3.1 is: "by 2030 reduce the global maternal mortality ratio to less than 70 per 100,000 live births". This goal is followed by a clearly laid out implementation plan for states to meet the goal. Some SADC countries, such as Malawi, have heeded the clarion call to reduce maternal mortality.

Figure 6.4: Maternal mortality rate per 100 000 in Southern Africa



Source: Gender Links 2015.



Photo courtesy of allAfrica.com

Maternal mortality varies greatly: Figure 6.4 shows that MMR varies greatly in the SADC region, from 730 per 100,000 births in the DRC to 73 per 100,000 births in Mauritius - the closest to reaching the SDG target. Figures for Seychelles could not be obtained in 2015, but in past years, Seychelles has performed best with an MMR of zero in one recent year, and baseline of 64 in 2009.

[7] See www.carmma.org

Malawi: "Secret mothers" encourage safe childbirth



Former President of Malawi Joyce Banda set up the Presidential Initiative on Maternal Health and Safe Motherhood. In Malawi, pregnancy has been a cause of concern for many women and girls. Most girls get married before the age of 18 and some marry as early as 13. Complications often arise in pregnancies with these young mothers, especially during childbirth.

Banda's initiative has made strides in a number of fronts, including the construction of maternity wings in various health facilities. These have helped in ensuring that expectant women and their guardians have shelter and a proper place where delivery can take place.

According to the World Economic Forum Global Gender Gap Report 2013, skilled personnel now attend to 71% of births in Malawi (compared, for example to 19% in neighbouring Mozambique). In the quest to ensure that women deliver at health facilities (thereby reducing maternal deaths), the initiative has championed the utilisation of traditional leaders. It enlisted more than 12 000 chiefs in the country to take the lead in changing attitudes and perceptions at the grassroots level.

The initiative, in collaboration with the traditional leaders, also introduced "secret mothers." These women identify pregnant women, report to the chiefs, and help the family get ready for birth including accessing health services. "Secret mothers," usually elderly women, form a link between the expecting mother and the professional health workforce from the time of conception until 42 days after delivery. Stakeholders encourage the "secret mothers" to be sensitive to cultural norms such as taboos around sharing details about a pregnancy in order to assist the family accordingly.



Dorothy Ngoma, the former national coordinator of the Presidential Initiative on Maternal Health and Safe Motherhood.
Photo courtesy of Office of the office of the President and Cabinet
Photo: NGOGCN

Currently, the Maternal Mortality Rate in Malawi is 574 per 100 000 live births. This is up on the 460 per 100,000 live births in 2013 but down from the 675 per 100 000 live births in 2012. In Kasungu District of Central Malawi, this initiative referred a girl who became pregnant at 15 years old, and whose family forced her to drop out of school to get married to a "secret mother." Chief Kaomba intervened on the girl's behalf so that she should continue with school.

In Ntcheu District, Chief Kwataine, head of the chiefs committee in the initiative, has been in the media promoting the utilisation of "secret mothers" and encouraging women and men to take part in reducing maternal deaths. Kwataine is among those who have introduced by-laws and other measures such as fines to those who do not deliver in proper health facilities. This partnership with community leaders has yielded results. The "secret mothers" show best practice in helping to reshape attitudes and practices related to maternal health and safe motherhood as more women begin to use health facilities to access maternal health services including childbirth.

Source: NGOGCN Archives

Table 6.2: Changes in MMR 2009 - 2015

Country	2009	2015	% change	Target	Variance
Angola	1 400	460	67	350	110
Botswana	193	170	12	48	122
DRC	1 100	730	34	275	455
Lesotho	762	490	36	191	300
Madagascar	469	440	6	117	323
Malawi	807	510	37	202	308
Mauritius	100	73	27	25	48
Mozambique	520	480	8	130	350
Namibia	210	130	38	53	78
Seychelles	64	NA		16	
South Africa	400	140	65	100	40
Swaziland	589	310	47	147	163
Tanzania	950	410	57	238	173
Zambia	591	280	53	148	132
Zimbabwe	725	470	35	181	289

Source: Gender Links 2009 & 2015.

Progress in reducing the MMR over the six years has been rather slow overall. Table 6.2 shows that:

- No country achieved the target of reducing MMR by 75%.
- Only four countries - Angola, South Africa, Tanzania and Zambia show progress of more than 50% reduction over the whole period.
- Only Mauritius and Seychelles are within reach of the SDG goal of 70 per 100 000. Botswana, South Africa and Namibia - the other three lower to middle income countries in the region - have MMRs of between 100 and 200. For the rest of the region this is still an area that requires massive commitment and effort to improve.

A number of factors contribute to continued high rates of maternal mortality: These include:

- Child marriages and subsequent teen pregnancy.
- Continued high rates of adolescent pregnancy. In 2014 eight countries had adolescent fertility rates that were higher than 100 per every 1000 young women (Zimbabwe, Tanzania, DRC, Madagascar, Zambia, Malawi, Mozambique and Angola). 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.
- Women are often not able to make decisions about their own health care and are dependent on male partners or parents for these decisions. This results in delays in deciding to seek health care.
- 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.
- 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.
- Conflict and political unrest often result in disrupted health services and women are less likely to access the services which are available.
- Discrimination and stigma on the basis of ethnicity, religion or status such as being a sex worker may prevent women from accessing services.
- User fees and other out of pocket payments for health care reduce women's access to care and increase the risk of morbidity and mortality.



Although **Angola** has registered significant progress, only 24% of the rural population has access to health within at least a two kilometre distance from where they stay compared to 63% in urban areas. Thirty three percent of people in rural areas say there is no medicine in public hospitals and 69% of pregnant women will have only one prenatal visit out of the recommended four. Only 47% of women are able to go to all four-visits and 73% of births in urban areas take place in hospitals compared to 24% in rural areas. Women have limited access to health facilities especially related to reproductive health. According to The Directorate of Public Health, the maternal mortality rate stands at 460/100 000. The percentage of women attended by doctors during birth is 49% and only 18% of women of childbearing age use contraceptives. This is due to lack of knowledge on the different types of contraceptives and heavy patriarchal systems.



In **Swaziland**, although the maternal mortality rate has significantly decreased, the figures still remain high. The majority of the deaths can be attributed to preventable or treatable conditions such as haemorrhage, hypertension, unsafe abortion, sepsis and other direct causes. According to the Ministry of Health, 2011, most maternal deaths are attributed to three factors: delay in decision-making, delay in transport to the nearest health facility and delay in service delivery at health facility level.[8]



In **Lesotho**, maternal mortality remains high despite government efforts such as the 2006 Roadmap for accelerating the reduction of maternal deaths, due mainly to poverty, especially among women, which limits access to the essential maternal and new-born health services. The 2009 DHS indicated that many people do not attend antenatal care services due to lack of money and to cultural beliefs.



The decrease in MMR to 130 out of 100,000 live births in **Namibia** can be attributed to the high antenatal coverage (95.6%) and 81% of births being attended by a skilled professional. Namibia now has 44 health centres (an increase of seven), 265 clinics (an increase of 19) and 1.150 mobile clinics (no mobile clinics were previously reported) since the second and third MDG report.[9] The mobile clinics are of particular importance in ensuring that women in rural areas have access to healthcare. However, the average time to a fixed Government health facility is 73.5 minutes. The mean time in urban areas is 24.6 minutes, and the mean time in rural areas is 114.4 minutes.[10] Approximately 95% of women receive ANC from a skilled service provider. The greatest improvements are in the Omaheke (19%), Kavango and Caprivi regions (10%). Education plays a big role in determining whether or not a woman accesses ANC in Namibia.[11]

[8] Gender Links SADC Barometer Country Report 2015.
[9] Ministry of Health and Social Services. (2008). Namibia Demographic and Health Survey 2006-07. Windhoek, Namibia: Ministry of Health and Social Services. At page 3.
[10] Ministry of Health and Social Services. (2008). Namibia Demographic and Health Survey 2006-07. Windhoek, Namibia: Ministry of Health and Social Services. At page 242.
[11] Gender Links SADC Barometer for Namibia 2015.



At 57% progress in improving maternal health in **Tanzania** has been commendable with the maternal mortality rate now at 410 out of 100,000 live births compared to 950 in 2009. As a strategy to accelerate progress to reach the target of 133/100,000 as per NSGRP 2010, which aligned to both the MDG and the Protocol, the Government has developed a Road Map for Accelerating Reduction of Maternal, Newborn and Child Morbidity and Mortality 2008-2015. In Zanzibar, family planning services are an important component of reproductive health services persistently high total fertility rate and MMR which increased from 377 deaths per 100,000 live births in 1998 to 473 in 2006. By 2010, the maternal mortality rate had declined to 279 deaths per 100,000 live births, with a target of 170/100,000 of live birth by 2015.[12]



Zimbabwe: Maternal death rates fall by 35 percent

Zimbabwe has experienced a significant decrease in maternal deaths over the monitoring period, from 725 in 2009 to 460 in 2015, indicating an improvement in the health care system. Despite progress, Zimbabwe's maternal mortality rate is still high and is heavily dependent on international aid.

The EU, UNDP, UNPF and USAID financed a Zimbabwe survey, which researched 17,000 households in every province of the country.[13] Findings indicate that 70% of pregnant women in 2014 received prenatal care (up from 57%), and 78% of mothers gained access to care after birth (up from just 27%). Both prenatal and postnatal care have improved dramatically, including the number of check-ups performed and the distribution of information to mothers on how to care for themselves and their children.

This drop in figures is remarkable considering Zimbabwe's long, debilitating economic recession. Maternal deaths tripled in the 1990s and early 2000s, despite progress during the country's first decade of independence in the 80s that saw access to health care services extended to 85 percent of the population. Hyperinflation, political uncertainty, the HIV/AIDS epidemic and the crashing economy unravelled the country's health care sector as it entered the 21st century.

Child marriages are amongst the highest causes of MMR in Zimbabwe.[14] 24% of the women who died in 2011 were between the ages of 15-19 and 38% of these belonged to an apostolic group where child marriages, as well as polygamous marriages, are encouraged. Eighty-three percent of the maternal deaths in 2011 were among women in domestic service, who often have little or no education and who tend not to give birth in formal health facilities.[15]

Although gender violence does not feature as a cause of maternal mortality, it is important to note that five percent of women who have been pregnant reported that they experienced violence during one or more of their pregnancies.[16] Any form of violence to women during pregnancy puts their health and that of their unborn child at risk. A large proportion of maternal deaths occur during the first 48 hours after delivery, emphasising the importance of postnatal care. Zimbabwe's post-natal coverage in the recommended period of within the first two days after delivery has increased from 27%[17] to 77.3% for women who deliver in a facility or at home.[18]

According to Dr David Okello, director of the World Health Organization in Zimbabwe, the reasons for the decline vary and they include major improvements in the availability of skilled personnel, brought about by staff retention schemes and medical personnel training programs. International financial support, amendments to policies to become "more supportive," of staff, especially nurses who were given more medical privileges as well as the abolition of "user fees" for pregnant women at maternity clinics also contributed.

An increase of support for Zimbabwe's Ministry of Health and Child Care to distribute necessary equipment and drugs has also played a part, as has a deliberate effort to enforce what Dr Okello referred to as "high impact, low cost interventions," such as enforcing regular antenatal and postnatal care visits and strong family planning programs. The availability of ambulance services, which has always been a problem in the country, has been strengthened, Dr Okello said.

According to Reza Hossaini, UNICEF's representative to Zimbabwe, early treatment for conditions that aggravate complications during pregnancy, like malaria and HIV, has increased. The UNPF, for example, supported large-scale HIV intervention programs, resulting in a reduction of maternal deaths from HIV-related morbidity. Additionally, 90 percent of mothers are now literate, influencing the use of contraceptives.

Source: Adapted from PassBlue[19], 12 February 2015

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12 Gender Links SADC Barometer Report for Tanzania 2015.
13 UNICEF Zimbabwe Gender Review Report, August, 2014.
14 Gender Link SADC Barometer for Zimbabwe 2015.
15 Zimbabwe 2012 Millennium Development Goals Progress Report.
16,17 Zimbabwe Demographic and Health Survey 2010-2011.
18 2014 Multiple Indicator Cluster Survey.
19 http://carmma.org/update/maternal-death-rates-fall-zimbabwe-36-percent Accessed 3 July, 2015.

Access to quality health services

Inadequate access to quality health services for ante and post-natal care as well as for assistance during delivery, which results in sub-optimal care before, during and after delivery and costly delays, is a major contributing factor to high maternal mortality ratios. Some of the factors that impact on access are:

- Traditional beliefs and customs;
- Distance to a health facility; poor infrastructure and transport, opening hours
- Number of skilled staff available and attitudes of health staff;
- Availability and cost of the services at health facilities.



Quality health care is key: Tsaralalana Paediatrics Centre in Madagascar.
Photo: Zotonantenaina Razanadratefa

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 2015, only five countries reported that less than 50% of pregnant women accessed four antenatal visits (Madagascar, DRC, Malawi, Tanzania and Angola).[20]

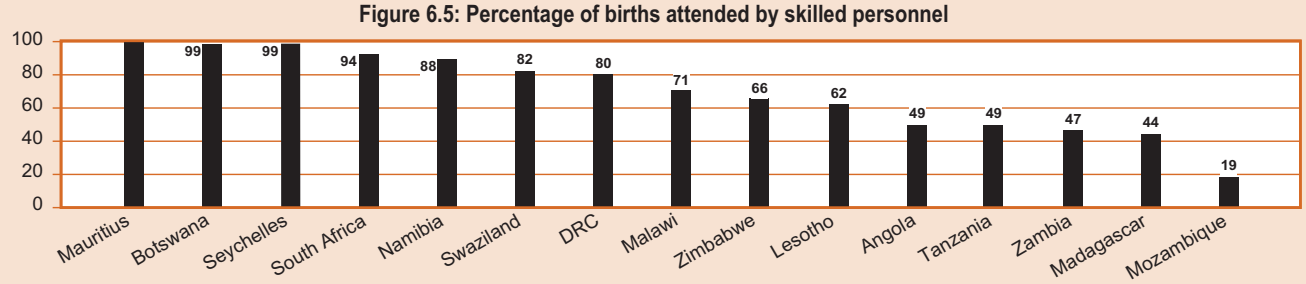
A woman's educational status has a significant impact on whether delivery is assisted by a health professional and whether the birth is delivered at a health facility. For example, in Malawi 63% of births to mothers with no education were attended to by a health professional, compared to 98% of births 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.

Women that are empowered are more likely to access healthcare: The Zimbabwe Demographic Health Survey (DHS) 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.[21]

Access to skilled health professionals

A key to reducing maternal mortality in countries like Mauritius that have achieved significant progress is to increase the number of births attended by a skilled health professionals. Many of the conditions that cause maternal mortality can be prevented with medical assistance. Increasing the percentage of assisted births leads to a decrease of maternal mortality rates.

Figure 6.5: Percentage of births attended by skilled personnel



Source: Gender Links 2015.

[20] http://www.africanhealthstats.org/cms/?pagename=indicator&indicator=RMNCH15 accessed on 5 July, 2015.
[21] Zimbabwe Demographic and Health Survey 2010-2011.

Presence of skilled health professionals varies significantly: Figure 6.5 shows the percentage of births attended by skilled personnel in the region. This varies from a low of 19% in Mozambique 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 50%. Where a skilled health worker is not available, relatives or traditional birth attendants usually assist.

Table 6.3: Progress in skilled birth attendants

Country	Birth attended by skilled personnel %		Variance	Variance Target 2015
	2009	2015	2015-2009	100%
Angola	46	49	3	-51
Botswana	99	99	0	-1
DRC	61	80	19	-20
Lesotho	55	62	7	-38
Madagascar	51	44	-7	-56
Malawi	54	71	17	-29
Mauritius	100	100	0	0
Mozambique	48	19	-29	-81
Namibia	81	88	7	-12
Seychelles	100	99	-1	-1
South Africa	92	94	2	-6
Swaziland	74	82	8	-18
Tanzania	46	49	3	-51
Zambia	47	47	0	-53
Zimbabwe	69	66	-3	-34

Progress varies from tremendous strides in some countries, to regression in others: Table 6.3 tracks progress from 2009 to 2015. The table shows that:

- One country, Mauritius had already met the 100% target by 2009, and maintained this.
- Mozambique regressed by 29 percentage points, and is now 81% below the 100% target.
- DRC gets the prize for most improved performance, with the proportion of skilled birth attendants increasing from 61% to 80% over the six years, putting the DRC just 20% below target.

There are persistently high rates of inequality in access to skilled health attendants between urban and rural women and between women in different socio-economic groups. In East and Southern Africa overall, 74% of urban women deliver with the assistance of a trained health attendant as compared to 35% of rural women. 75% of women in the highest income quintile deliver with assistance from a trained health attendant as compared to only 25% of women in the lowest quintile.[22] 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 78% in urban areas). Some of the countries with much lower disparities are South Africa (85% in rural areas and 94% in urban); 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, 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 Zambia, it is 27% of women in the lowest income quintile versus 91% in the highest income quintile; Tanzania 31%:90%; Mozambique 32%:90% and Lesotho 35%:90%. 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; Swaziland 65%:94% and Malawi 63%:94%.[23] There is a causal effect between quality of health care and economic stratification.

[22] UNICEF, 2015. State of the World's Children, Statistical Tables, 2015.
[23] UNICEF, 2015. State of the World's Children 2015 Statistical Tables.

Sexual and Reproductive Health and Rights (SRHR)

Post-2015 countries should develop and implement policies and programmes addressing the mental, sexual and reproductive health needs of women and men.

Defining SRHR



A health care worker explains different family planning methods in Tsaralalana, Madagascar. *Photo: Zotonantenaina Razanadratefa*

"A state of physical, emotional, mental, and social well-being related to sexuality. It is not merely the absence of disease, dysfunction or infirmity. Sexual health requires a positive and respectful approach to sexuality and sexual relationships, as well as the possibility of having pleasurable and safe sexual experiences, free of coercion, discrimination and violence. For sexual health to be attained and maintained the sexual rights of all persons must be respected, protected and fulfilled."[24]

In line with the above definition, reproductive healthcare is 'the constellation of methods, techniques and services that contribute to reproductive health and well-being by preventing and solving reproductive health problems'. It also includes sexual health, the purpose of which is the enhancement of life and personal relations, and not merely counselling and care related to reproductive and sexually transmitted disease."

Source: International Conference Population and Development report, para 7.2



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. The programme 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.[25]

Sexual and reproductive health rights are the basic rights of any individual, regardless of whether they are young or old, female, male or transgender, heterosexual, homosexual or bisexual, HIV positive or negative. All have the right to make their own choices regarding sexuality and reproduction, provided these respect the rights of others to bodily integrity. It also includes the right to access information and services that are needed, not only in support to these choices but also optimise the health.

Sexual health is defined by the WHO as a state of physical, mental and social well-being in relation to sexuality. Furthermore, it requires not only a positive and respectful approach to sexuality and sexual relationships but also the possibility of having pleasurable and safe sexual experiences, free of coercion as well as discrimination and violence.

In this context, reproductive health addresses the reproductive processes, functions and system at all stages of life. It implies not only the absence of disease

[24] World Health Organisation (2002). The world health report 2002 Reducing risks, promoting healthy life, World Health Organisation.
[25] ICPD 1999.

or infirmity, it entitles people to have a responsible and safe sex life and to have the capability to reproduce. Furthermore, they should have the freedom to decide if, when and how often they have sex, or reproduce.

Sexual and reproductive health rights include eliminating unsafe abortion, unwanted pregnancy, sexual violence and GBV as well as coerced sterilisation and inadequate access to family planning. These rights are basic rights of all couples and individuals.

In 1995, at the Fourth World Conference on Women (FWCW) in Beijing, the international community agreed that human rights include the right of women in controlling and choosing their sexuality. There is increased use of the terms sexual and reproductive rights in policies and programmes throughout the world. 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 based upon human rights and choices,[26] 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. However, 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 Protocol, being more gender aware and taking into account the wider reproductive issues the SADC region is facing.



Lesotho[27] has a National Reproductive Health Policy developed in 2009, which is gender sensitive and addresses sexual health, family planning, safe motherhood (including post abortion care) and HIV & AIDS. It also advocates for equal access to safe, effective, affordable and acceptable methods of family planning for both men and women, and calls for their involvement in promotion of sexual and reproductive health.



Seitebatso Mopeli Ts'akholo Health Centre, Lesotho. *Photo: Gender Links*



Zimbabwe's[28] Constitution provides for reproductive rights, but limits these rights to the extent they infringe on the constitutional right to life of the unborn child. Section 52(b) on the Right to Personal Security, states that there is a constitutional right to bodily and psychological integrity, "subject to any other provision of this Constitution, to make decisions concerning reproduction."[29] Section 52 also requires informed consent before anyone may be subject to extraction or use of bodily tissue.[30] Section 48, the Right to Life, requires parliament to pass legislation to "protect the lives of unborn children, and that Act must provide that pregnancy may be terminated only in accordance with that law."[31] The provisions of the 2013 Constitution on reproductive rights will have to be interpreted alongside those ensuring women's equality and non-discrimination to provide reproductive rights for women that are consistent with the equality guarantees under the constitution, as well as comply with international and regional commitments.[32]

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.

[26] Anderson, 2005.
[27] Gender Links SADC Barometer Report for Lesotho 2015.
[28] Gender Links SADC Barometer Report for Zimbabwe 2015.
[29] Zimbabwe 2013 COPAC Constitution ,48(3); The Politics of Engagement: Women's Influence and Participation in Zimbabwe's Constitution-Making Processes, Claudia Flores and Patricia Made, forthcoming publication, UN Women.
[30] Zimbabwe 2013 COPAC, 52 (c); The Politics of Engagement: Women's Influence and Participation in Zimbabwe's Constitution-Making Processes, Claudia Flores and Patricia Made, forthcoming publication, UN Women.
[31] Zimbabwe 2013 COPAC ,52(b); The Politics of Engagement: Women's Influence and Participation in Zimbabwe's Constitution-Making Processes, Claudia Flores and Patricia Made, forthcoming publication, UN Women.
[32] Zimbabwe 2013 COPAC ,52(b); The Politics of Engagement: Women's Influence and Participation in Zimbabwe's Constitution-Making Processes, Claudia Flores and Patricia Made, forthcoming publication, UN Women.

Protocol @ work

Swaziland: Helping mothers make life decisions



Siphilile is a Maternal and Child Health NGO in Swaziland which recruits, trains and deploys "Mentor Mothers" in disadvantaged and vulnerable communities. This intervention is inspired by and adapted from a peer support model using Mentor Mothers developed by Philani Maternal and Child Health and Nutrition project in Cape Town, South Africa. The programme, which is implemented in Swaziland with financial support from the Church of Sweden, started as a pilot project in health, gender and theology as outreach by PHD students from the University of Kwa Zulu-Natal.

It established that the health of both the woman and her child is largely dependent on the woman's capability to make life decisions. Unfortunately, most of the women that Siphilile works with have very limited power to make these essential decisions. Siphilile therefore empowers women by educating them on gender and human rights issues and strengthening relationships between women so that they support each other. In turn, the mentor mothers strengthen their clients. Siphilile also works on advocacy and partnerships with government such as the Ministry of Health and Hospitals, social workers and the police.



A mentor talks to a mother and her child at Siphilile.
Photo courtesy of Siphilile website

The project aims to:

- Equip women with skills to differentiate between the good and harmful customs in the Swazi culture;
- Facilitate the breaking of silence on issues affecting mentor mothers such as gender based violence and HIV;
- Empower women by educating them on gender and human rights issues; and
- Strengthen relationships between women so that they support each other.

Siphilile has directly reached 109 people (69 women and 40 men) and also works with vulnerable women and children through advocacy. This is done through government structures i.e. Mphakatsi, the Chiefs, and the different governmental ministries. Siphilile also works with other NGOs, including the Alliance Secretariat.

Siphilile conducts situational analyses by having women share their stories on gender relations and the realities faced by women in Swaziland. They discuss the life cycle of a Swazi woman and they are encouraged to share their thoughts and feelings on their cultures and realities and come up with ways to change what they do not like. This process has helped the women objectively analyse the patriarchal culture they live in, appreciate the positive parts of the culture and also identify the cultural barriers that inhibit their potential as women in their daily work and efforts to attain their own good health and that of their children.

Siphilile uses the bible to empower women by using stories that highlight women's agency that can inspire the women. They learn that culture can change. Siphilile also uses resources that have been developed by African (women) theologians to enable the women to read the bible with a gender lens such as the 'Contextual Bible Study Manual on Transformative Masculinity' ed. By Ezra Chitando and Nyambura Njoronje.

Source: Siphilile website: http://www.siphilile.org/ accessed on 11/07/2015

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, inadequately addressed reproductive and sexual health issues, such as cancers of reproductive organs.

Women globally and in Southern Africa suffer from lack of control over their own sexuality.[33] Many women exchange sex for survival not as prostitution but rather as a basic social and economic arrangement between the sexes. While the majority of men can choose when, with whom and with what protection, if any, to have sex, women often are not able to exercise these same choices.

[33] 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

Adolescent SRHR



Health Centres are often not adolescent friendly.
Photo courtesy of Informative Newspaper, Lesotho

Africa has a high rate of pregnancy among adolescents aged between 15 and 19 years old, partly due to persistent child marriages. 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 includes:

- 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 access to sexual education, contraception and 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 highlighted in 2015: Day of the African Child Celebrations: If nothing is done to reduce the rates of marriage of girls below the age of 18, an estimated 14 million African girls will be married every year. The consequences of child marriage and adolescents having children include: increased maternal and child mortality; obstetric fistula, premature births, and sexually transmitted diseases (including cervical cancer and HIV). Countries in SADC that have particularly high rates of child marriage are: DRC; Madagascar; Malawi; Mozambique; Zambia and Zimbabwe.[34] The African Committee of Experts on the Rights and Welfare of the Child dedicated the Day of the African Child, June 16, 2015, to the Campaign to End Child Marriage. The ACERWC recognised the importance of family, culture and religion in promoting child marriage or protecting children from it and called on all persons and institutions - both State and non-State - to accelerate efforts both nationally and regionally to eliminate child marriage.

Governments are beginning to establish youth friendly clinics to prevent STIs, to reduce unsafe abortions and lessen the incidence of maternal mortality: Malawi has put in place Youth Friendly Service 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.

Female adolescents still face challenges in accessing contraception because society expects them to maintain their virginity. They often face unfriendly adults when they seek out family planning services. A study about attitudes and perceptions among Swazi youth revealed that contraceptive information and services offered in Swaziland often excludes young adults. Consequently adolescents' sexual and contraceptive needs remain poorly addressed, possibly contributing to the high prevalence of adolescent pregnancies in Swazi society.

[34] UNICEF, 2014. Global Databases, Child Marriage.



Adolescent males in **Swaziland** reported 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, 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 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. Legislation should be complementary and the need for SRH must be emphasised. In Seychelles, contradictory laws results in hampering adolescent girls' access to contraceptives. 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.[35] 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. In Mauritius, a non-governmental organisation is supporting the SRHR of young LGBTI persons.

Protocol @ work

Mauritius: Young Queer Alliance



The Young Queer Alliance (YQA) is a non-profit, non-governmental youth organisation that regroups youngsters between the ages (15 - 29 years) for actions based on sexual orientation and gender issues. The Mauritian organisation, founded in February 2014, has grown to over 40 youth members nationwide, with active links with various organisations and institutions in Mauritius.

The key objectives of the network among many others which relate specifically to health and gender are as follows:

- Prevention, sensitise, protect and support the youth from victimisation and bullying at school, out of school; in the workplace; at home and in the community
- Works in gender empowerment and support for the youth.
- Prevent, protect and support work relating to HIV, SRH and other specific physical and psychological health related issues for youth based on their Sexual Orientation, Sex and Gender.
- Support youth victims of family rejection and bullying due to their Sexual Orientation, Sex and Gender; and empower them for their self-assertiveness.
- Educate, disseminate information, assist law and policy makers with regards to Juvenile Justice for the youth for free, and equal access to services, support and opportunities based on their Sexual Orientation, Sex and Gender.

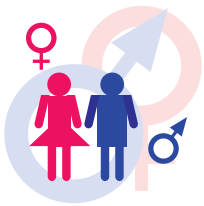
YQA works with government to implement the 28 targets of the SADC Gender Protocol. In the last year the organisation has worked with two governmental institutions in specific issues relating to SRHR and HIV/AIDS (including sexual orientation and gender/gender identity/gender expression). YQA has partnered with Equal Opportunities Commission and the National AIDS Secretariat, engaged with the NAS in responses to HIV/AIDS, SRHR and LGBTI rights.

Communities direct most of YQA activities. Although LGBTI issues are still regarded with taboo and precautions, YQA has managed to thrive with more than 40 official organisational members. YQA has sexual education facilitators have completed Training of Trainer workshops with Save the Children International on comprehensive sexuality education. YQA's lobbying resulted in a ruling which allows LGBTI persons to donate blood.

http://www.reuters.com/article/2012/03/08/ozatp-un-gays-idAFJOE82702T20120308

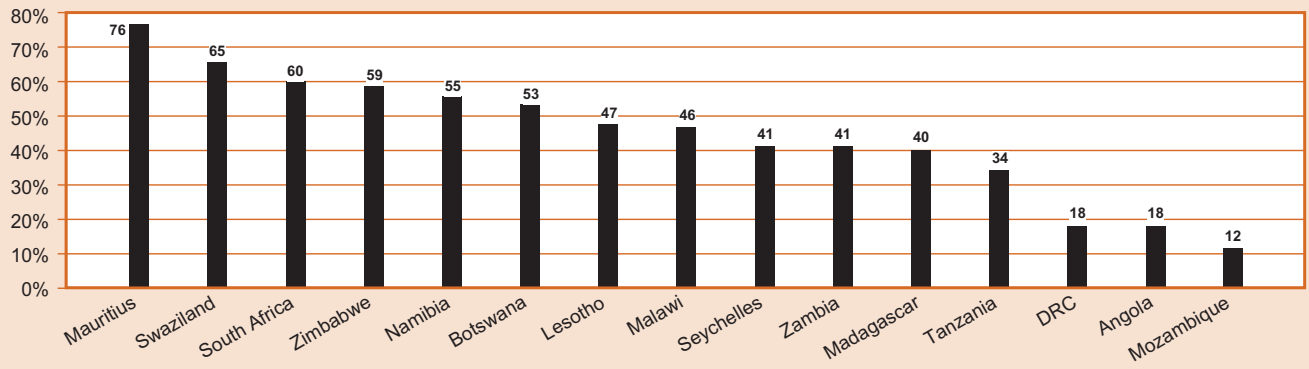
[35] Government of Seychelles, 2010.

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[36]. 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.

Figure 6.6: Contraceptive usage in Southern Africa



Source: Gender Links 2015.

Contraceptive usage is still low but improving: Figure 6.6 indicates very minimal improvement in access to contraception across the region with the exception of Angola where there was an increase from 6% in 2014 to 18% in 2015. There are still wide variations in coverage across the region. Mauritius remains the highest at 76% while Mozambique still has very low coverage at 12%. This area is still in dire need of political will and investment, according to a UNFPA report, one third of maternal deaths could be avoided if all women were able to access contraceptives.

Table 6.4: Contraceptive usage 2009 to 2015

Country	Contraceptive Usage %		Variance	Variance Target 2015
	2009	2015	2015-2009	100%
Angola	6	18	12	-82
Botswana	44	53	9	-47
DRC	31	18	-13	-82
Lesotho	38	47	9	-53
Madagascar	15	40	25	-60
Malawi	42	46	4	-54
Mauritius	28	76	48	-24
Mozambique	19	12	-7	-88
Namibia	55	55	0	-45
Seychelles	41	41	0	-59
South Africa	65	60	-5	-40
Swaziland	43	65	22	-35
Tanzania	41	34	-7	-66
Zambia	30	41	11	-59
Zimbabwe	60	59	-1	-41

[36] (Sharan et al, 2009).



Male and female condoms. *Photo by Gender Links*

Progress has been uneven across the region: Table 6.4 shows that progress has been uneven across the region:

- Mauritius not only has the highest contraceptive coverage, it also reflects the greatest improvement (from 28% in 2009 to 48% in 2015). Other countries that show marked improvement include Madagascar (from 15% in 2009 to 40% in 2015) and Swaziland (from 43% in 2009 to 65% in 2015).
- Six countries regressed (DRC, Mozambique, South Africa, Tanzania and Zimbabwe). The highest regression (thirteen percentage points) took place in DRC.
- No country in the region has met the 100% target. Mauritius (24% short of target) comes closest. Mozambique (88% short of target) is the furthest from achieving the target.

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.

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.[37]

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 coupled with education on how to use it.



In **Tanzania**[38] injectables, female sterilisation and implants are the most popular contraception methods amongst married women in mainland Tanzania. Education, wealth and increase in the number of living children significantly influence contraceptive use.



In **Malawi**[39] the home environment, age, district, education and the number of living children a woman has all influence family planning. Urban women are more likely to use a contraceptive method (54% compared with 45% for women living in rural areas). Rural women represent the highest proportions of women using traditional methods (13%). Higher education generally tends to be associated with a higher CPR. About 40% of women without education currently use family planning, 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 currently use family planning, compared with 41% of women with one or two children. The CPR is highest for women with five or more children, at 56%. Researchers observe a similar pattern for modern and traditional methods. Male involvement in family planning is a new area that stakeholders have begun to champion in Malawi. The Malawi Human Rights Resource Centre, NGOGCN, UNFPA, the Population Services International and Banja La Mtsogolo comprise the key actors in spearheading male involvement in family planning. They mobilise men to sensitise other men about the importance of letting their wives use family planning methods, and inform men about the option of a vasectomy.



Zimbabwe's[40] 2010-2011 Demographic Health Survey report showed that 59% of married women used a contraceptive method, and the prevalence rate for modern contraceptive methods among married women was 57%. The 2014 Multiple Indicators Cluster Survey shows that contraceptive prevalence has increased to 67% for women aged 15-49 years currently married or in a union. Only 45% of sexually active women between the ages of 20 and 24 use contraceptives according to the same study. The use of modern family planning methods for sexually

[37] Government of Seychelles, 2010.
[38] Gender Links SADC Barometer Report for Tanzania 2015.
[39] Gender Links SADC Barometer Report for Malawi 2015.
[40] Gender Links SADC Barometer Report for Zimbabwe 2015.

active unmarried women is 62%.[41] Zimbabwe has achieved nearly universal knowledge of contraception with 98% of women and 99% of men having knowledge of a contraceptive method.

There is higher contraceptive use among women with more than secondary education (67%) and women in rural areas are less likely to use contraceptive methods than women in urban areas (57% compared to 62%).[42] Oral contraceptives (the Pill) are the most widely used form of modern contraception. According to the 2010-2011 Demographic and Health Survey, the use of the pill increased from 23% in 1984 to 41% in 2010-11.

The public sector is the major source of contraceptives for women (73%) and women who received contraceptives from the public sector or a mission facility were able to make an informed choice, because they were more likely to be informed of side effects, what to do if they experienced side effects, and other methods that they could use.[43] Strengthening the contraception method mix and the availability of information, services and contraceptives at community level can increase access for women in the rural areas and overall improve the contraceptive prevalence rate.[44] Family planning services are not provided to girls under the age of 16 who are married under customary law which does not set a minimum age of marriage.

Zimbabwe: Government pilots cervical cancer vaccine



The Ministry of Health launched in 2014 a pilot project in two areas of the country with vaccine for teenage girls against the Human Papilloma Virus (HPV) which is linked to cervical cancer. The pilot National Demon-stration Project for the HPV vaccine is underway in Beitbridge and Marondera targeting 10-years-old girls who will receive three doses of the vaccine to complete the course.

The project is a joint initiative between the Ministry of Health and Child Care, the Ministry of Primary and Secondary Education with the support of Global Alliance for Vaccine and Immunization (GAVI Alliance) and local partners. It will run in the two sites until 2016 and will then be extended to other districts in the country. The vaccine is one of two anti-cancer vaccines available in the world and is effective in preventing HPV which increases women's risk of cervical cancer.

No studies on HPV infection in girls or boys before the onset of sexual activities have been done in Zimbabwe and epidemiological studies to determine the HPV prevalence by age and sex still need to be done. Also, there are no services for HPV testing in the public or private health care sectors. The pilot vaccine trials will help the government to develop a public-funded initiative to reach more women and girls with the vaccine nationwide, because the majority cannot afford the cost of the vaccine which runs between US$180-$US300 in the private healthcare sector. Cervical cancer is one of the leading causes of death among women in the country and in the 2014 National Budget, the Ministry of Health allocated US$500,000 for cancer advocacy. *Source: Zimbabwe Ministry of Health*



Namibia[45] which ranks fifth in SADC for contraceptive coverage has 55% of the population using contraception, 9% more than in 2013. Knowledge of at least one family planning method continues to be nearly universal (98.3% of women know of at least one method of contraception). A total of 65.7% of sexually active women use a form of modern contraception.[46] The percentage of men involved in family planning campaigns is rising, with 81% of men knowing about or using condoms. The male condom is the contraceptive method used the most and the profile of the users is between 15-24 years. There have also been campaigns to encourage the use of female condoms.



In **Swaziland**[47] which ranks second in the region for contraceptive usage at 65%, the government is the primary provider of free contraception at public and private health facilities. However, health practitioners in the country say women have not been empowered to make decisions about their sexual health care. Many women fear their husband's reaction to their taking contraceptives, which means there is a need to involve men in family planning. As part of the HIV response, a programme for men - known as *"sidla inhloko"* - is facilitated by men, and targets men in traditional communities with the aim of educating them about HIV and reproductive health, as well as giving

41 Zimbabwe Demographic and Health Survey, 2010-2011.
42 Zimbabwe Demographic and Healthy Survey, 2010-2011.
43 Zimbabwe Demographic and Health Survey, 2010-2011.
44 2010 Millennium Development Goals Status Report Zimbabwe.
45 Gender Links SADC Barometer Report for Namibia 2015.
46 Xoagus-Eises, Sarry / Brown, Emily/ Makaya, Mukayi. (2012). SADC Gender Protocol 2012 Barometer Namibia. Johannesburg, South Africa: Southern African Gender Protocol Alliance. At page 68.
47 Gender Links SADC Barometer Report for Swaziland 2015.

them support. Swaziland does not have a family planning policy but it has family planning guidelines.



Women in Lesotho[48] have displayed high levels of knowledge about contraceptives.[49] Overall, 47% of the adult population use modern methods.[50] The most used contraceptive method is the injectable three-month Depo-Provera (14.7%), and oral contraception, parti-cularly mini pill and combined pill (10%), and male condom (4.8%).[51] Women of childbearing age and married women, especially in cases where partners resist family planning, commonly use the pill. The use of injectables increased from 15% to 19% between the 2004 and 2009 national demographic health surveys. Similarly, the use of the pill has increased from 11% in 2004 to 13% in 2009, and use of the male condom increased from 5% to 9% in the same period.[52] Rural women and men mostly use non-prescriptive methods and condoms because of lack of access to other methods. Female condoms are not popular due to cost, at 50 cents a condom. The use of the female condom is low at 11 872 or 0.1%.[53]



In **Swazi** culture, women do not eat protein-rich foods like eggs, and men receive the largest portion when it comes to serving meals, followed by children; women receive food last which means they are often left with very little if there is not enough to go around. Poor nutrition increases the risks of contracting infections and reduces the ability to respond quickly to medication.

The right to choose

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.

With only South Africa (and to some extent Zambia) having legalised abortion, there is obviously still great resistance to the issue across the region. However, given that illegal abortion is one of the main reasons behind high maternal mortality ratios (MMR), 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.



Abortion in **Namibia** is illegal under the Abortion and Sterilisation Act of South Africa (1975), which Namibia inherited at the time of Independence from South Africa in March 1990. Abortions are allowed only when continuing the pregnancy will "endanger the woman's life or constitute a serious threat to her physical or mental health or there must be a serious risk that the child to be born will suffer from a physical or mental defect so as to be irreparably seriously handicapped." The act also allows for the termination of a pregnancy in cases of rape or incest. In addition to the woman's doctor, two other doctors are required to certify the existence of grounds for an abortion and a medical practitioner in a state hospital or an approved medical facility must perform the operation.[54]

To address the wider issues associated with unwanted pregnancy, the Child Care and Protection Bill includes a provision which would allow children above the age of 14 to independently access contraceptives, although this proposal is expected to be controversial in Parliament.[55] NGOs continue to lobby for liberal choice of termination of pregnancy legislation. The Ministry of Gender Equality and Child Welfare has indicated that it might be willing to put the matter on the Cabinet agenda again.

The Ministry of Education has also implemented a new policy for the prevention and management of learner pregnancy. The Government hopes that the new policy will help to reduce the number of young people attempting illegal abortions through its provisions on sex education and its flexible options for continuing education for learner mothers.[56] However due to funding constraints, the implementation of the policy has been slow.



Unsafe abortion in **Swaziland** contributes to about 19% of the maternal mortality and yet abortion remains a controversial

[48] Gender Links SADC Barometer Report for Lesotho 2015.
[49] LDHS, 2009.
[50] Ibid.
[51] National Reproductive Policy, 2009.
[52] LDHS Preliminary Results, 2009.
[53] MOHSW, 2009.
[54] The Abortion and Sterilization Act 1975, as amended through Act 48 of 1982.
[55] Child Care and Protection Bill. (2010). Revised final draft. June 2010.
[56] For a discussion on how the previous guidelines may have impacted on the incidence of illegal abortion, see LAC. (2008). School Policy on Learner Pregnancy in Namibia: Background to Reform. Windhoek, Namibia: LAC. Available at: <www.lac.org.na/projects/grap/Pdf/learnerpregnancyfull.pdf> Last accessed 14 February 2011.

and divisive issue in the country. Debate about abortion ensued in Swaziland following media reports in 2008 of the arrest of a group of girls after the discovery of 100 foetuses in the peri-urban area of Matsapha, the largest industrial area in Swaziland.



In **Lesotho** the 2009 Penal Code Bill allowed for optional termination of pregnancy in cases of rape and incest; optional termination for women in the first 24 weeks of pregnancy to prevent harm and to save the life of the pregnant female; and to prevent the birth of a child who will be physically or mentally disabled. The bill is currently under discussion among the Law Reform Commission and stakeholders. This follows the debate led by the Extended Multi-Sectoral Reproductive Health Theme Group (LPPA) and Women in Law Southern Africa (WLSA). In an article in the *Lesotho Times* titled "Basotho must tackle debate on abortion," LPPA promotes a pro-choice message and encourages discussion. It challenges every Mosotho "to put both arguments pro-life and pro-choice on a scale, see which side is heavier." Interviews have found that many remain hesitant to debate the issue in a country where rural residents of the Catholic denomination comprise the majority of inhabitants. Nevertheless, local newspaper spots advertise "safe abortion" across the border in South Africa; services which are probably being used by Basotho women. There has also been extensive work by civil society in the country concerning the rights of sex workers, and more particularly their sexual and reproductive health rights.[57]

Sexual diversity



LGBTI workshop participants in Windhoek, Namibia, February 2015.
Photo: Gender Links

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 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 SADC countries consider homosexuality illegal.

Diverse gender identities are not specifically provided for in the Protocol, but the Post-2015 framework provides space for debate on a more rights-based approach. The societal marginalisation of Lesbian, Gay, Bisexual, Transgender, Intersex (LGBTI) people increases their vulnerability to infectious diseases such as HIV and STIs as well as chronic illnesses, depression and other mental health disorders. While experiencing the same resource-related barriers as the general population, LGBT people also face continuous discrimination and a lack of LGBT-specific health services and information. These are rooted in health care workers' prejudices and moral and religious judgments, as well as their lack of knowledge about LGBT health.[58]

Even in South Africa, which is one of the very few countries in the region where same-sex relationships and marriage is legal; discrimination based on gender identity and sexual orientation is illegal and the rights of LGBTI people are constitutionally protected, on the flipside inadequate services, discrimination and health rights violations continue to obstruct people's access to healthcare.

Services addressing LGBTI-specific health concerns as well as SRH information and prevention resources are almost completely lacking in public facilities. Consequently, 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 none exist for the provision of healthcare to lesbian women or gender non-conforming people. There are only three health facilities in South Africa that provide services for gender reassignment for transgender people, and due to limited resources, people can wait up to 20 years for the service.

Many people report 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.[59] This renders them vulnerable to general

[57] Lesotho Times of June 25 July 1 2009, page 11.
[58] "Barriers to health Care for lesbian, gay, bisexual and transgender South Africans". Alexandra Muller; School of Public Health and Family Medicine, University of Cape Town.
[59] Ibid.

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.[60]

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.

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.



IEC materials on sanitation in Zimbabwe. *Photo by Tapiwa Zvaraya*

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, providing clean drinking water, better sanitation and improving water resources management to reduce the incidence of water-borne diseases can avoid almost one tenth of all global deaths.

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 their homes. 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 Protocol, the developments have been slow.

Table 6.5: Sanitation coverage 2009 and 2015

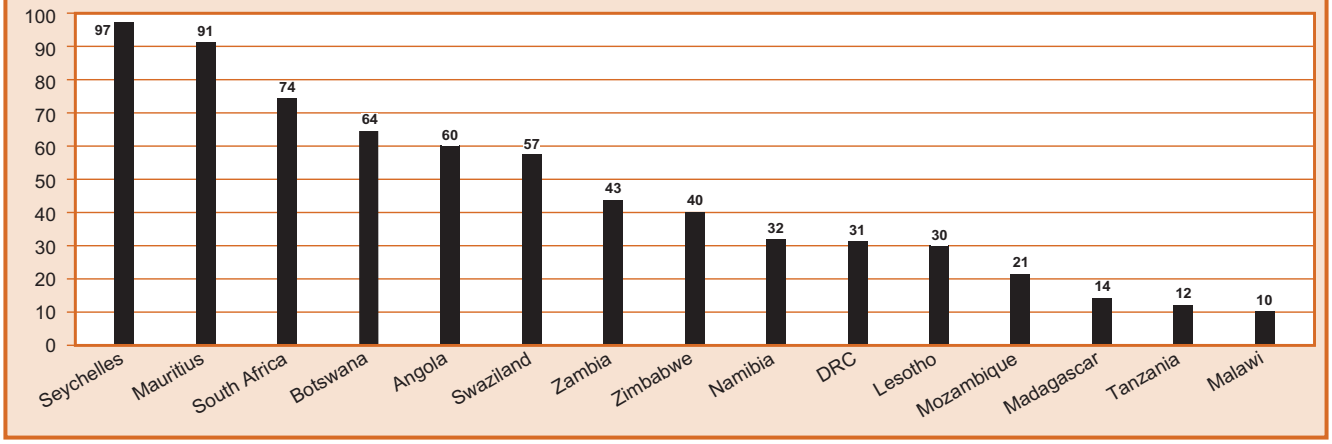
Country	Sanitation Total coverage %		Variance	Variance Target 2015	Sanitation Urban coverage %		Variance	Variance Target 2015	Sanitation Rural coverage %		Variance	Variance Target 2015
	2009	2015	2015-2009	100%	2009	2015	2015-2009	100%	2009	2015	2015-2009	100%
Angola	50	60	10	-40	79	87	8	-13	16	20	4	-80
Botswana	47	64	17	-36	60	78	18	-22	30	42	12	-58
DRC	31	31	0	-69	42	29	-13	-71	25	33	8	-67
Lesotho	49	30	-19	-70	82	37	-45	-63	39	27	-12	-73
Madagascar	14	14	0	-86	18	19	1	-81	10	11	1	-89
Malawi	60	10	-50	-90	51	22	-29	-78	62	8	-54	-92
Mauritius	100	91	-9	-9	100	92	-8	-8	100	90	-10	-10
Mozambique	31	21	-10	-79	53	44	-9	-56	19	11	-8	-89
Namibia	35	32	-3	-68	66	56	-10	-44	18	17	-1	-83
Seychelles	100	97	-3	-3	100	97	-3	-3	100	97	-3	-3
South Africa	59	74	15	-26	86	82	-4	-18	44	62	18	-38
Swaziland	50	57	7	-43	64	63	-1	-37	46	56	10	-44
Tanzania	33	12	-21	-88	31	25	-6	-75	34	7	-27	-93
Zambia	52	43	-9	-57	55	56	1	-44	51	34	-17	-66
Zimbabwe	46	40	-6	-60	63	52	-11	-48	37	32	-5	-68

[60] Ibid.

Table 6.5 illustrates percentage progress that made overall. The table shows that:

- Only Mauritius and Seychelles are close to universal coverage of sanitation with four other countries having more than 50% coverage.
- Malawi has regressed by 50 percentage points and is 90 percentage points short of target.
- Madagascar has made the least progress and is the furthest (86 percentage points) from reaching the target.
- The gap between rural and urban is stark in all countries, and least between urban and rural in Mauritius and Seychelles.

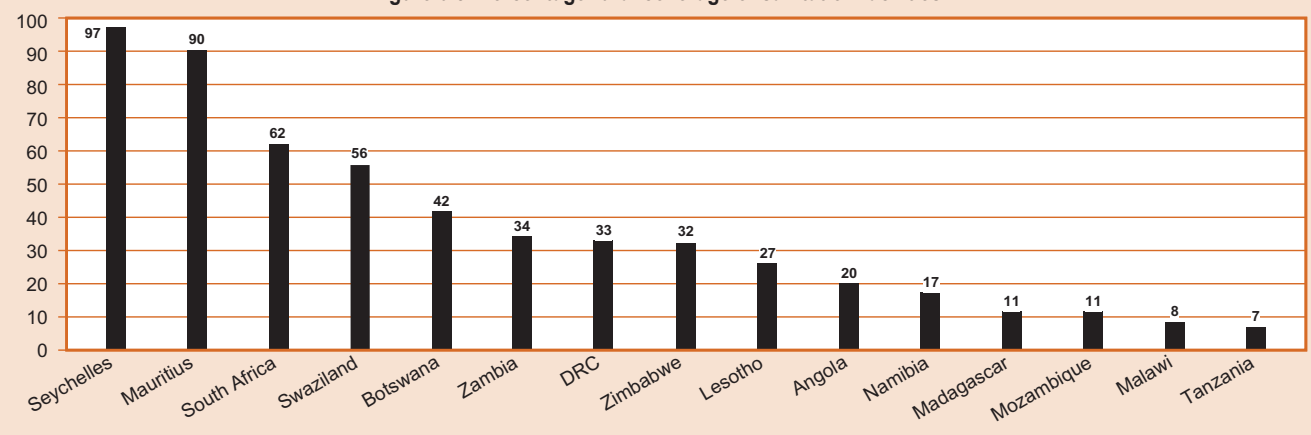
Figure 6.7: Total coverage of sanitation facilities



Source: Gender Links 2015.

Data indicates that the region still has a long way to go in achieving universal sanitation coverage: Figures 6.7 above 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. Significantly, there has been little change in this coverage rate over the years. Clearly, sanitation has not received the attention that it requires if SADC is to make strides in improving health.

Figure 6.8: Percentage rural coverage of sanitation facilities



Source: Gender Links 2015.

Rural coverage is especially low: Figure 6.8 shows that in most SADC countries, urban coverage is significantly higher than rural coverage. Seven countries have rural sanitation coverage that is below 30%. Tanzania has the lowest rural coverage at 7% while Seychelles has the highest at 97%.

Protocol @ work

DRC: Spotlight on women and sanitation



Therese Kapinga Muamba, a journalist, has highlighted the plight of women and sanitation in Mbujimayi town in the Province of Kasai, DRC through her radio programmes.

There is no running water in the town and it is considered the responsibility of women and girls to go in search of good, clean water for the family to use. Women, therefore, have to spend a lot of time looking for water, which does not give them a chance to engage in other developmental activities. Girls are normally out looking for water while boys their age are in school, which reduces the opportunity for girls to improve their lives in the future. They don't consider the quality of water they are getting which then makes it difficult to control water borne diseases. There have been many cases of women and girls being raped at night while they are fetching water.

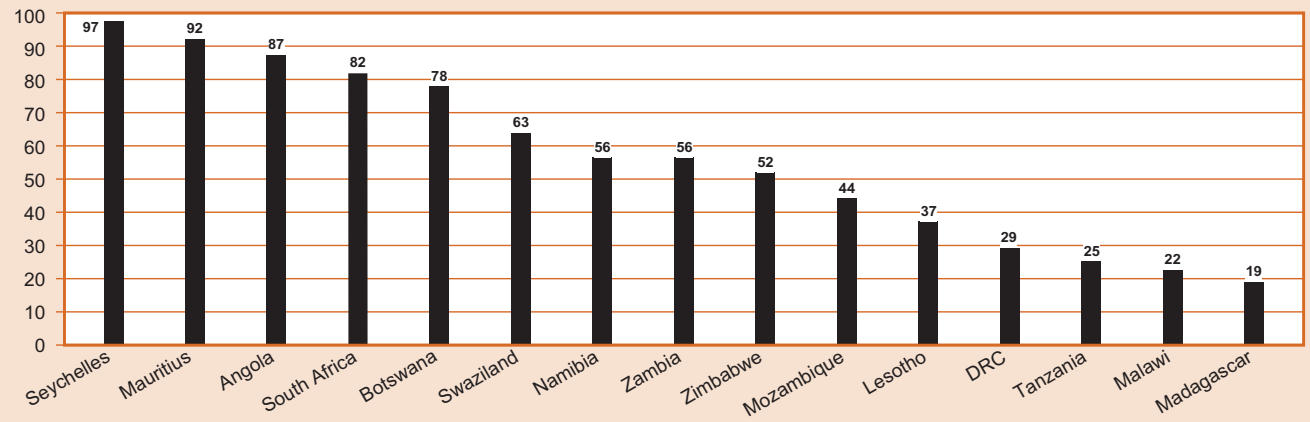
This is why Kapinga Muamba decided to raise awareness on the plight of women in this region via radio and articles in magazines. The objective is to encourage the provincial authorities and the government to fulfill their mandate of providing a clean source of water for the people and also ensure equal opportunities for women and men. The programmes emphasise that everyone has a right to live in a clean, sanitary environment and that it is each person's duty to help search for water. The people of Mbujimayi must respect each other's rights and give women a chance to show what they are capable of when given the opportunity.

(SADC Gender Protocol@Work Summit, DRC 2015)



Young girls fetch water in Kasai village. *Photo courtesy of HTS Congo*

Figure 6.9: Percentage urban coverage of sanitation facilities



Source: Gender Links 2015.

Figure 6.9 shows that 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. Seychelles has the highest urban coverages of sanitation facilities at 97% while Madagascar has the lowest at 19%. Small gains made require more work to make a significant improvement in health.

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.

MDG 7, in addition to tackling conservation of the environment, challenged the global community to half by 2015, the proportion of people without sustainable access to safe drinking water and sanitation.

In 1990 the global coverage of safe drinking water and sanitation stood at 76% and 54% respectively and the goal was to achieve 88% and 77% by 2015. While there has been progress globally, for instance, according UNICEF and WHO the global MDG target for drinking water was met in 2010 with 91% of the global population now using an improved drinking water source, it is evident that there are huge disparities in the coverage between countries, especially those in developing countries and more specifically countries in the Sub - Saharan region where many are affected by poverty, instability and rapid population growth.[61]

Following from the above discussion, Goal 6 of the SDG Zero Draft includes:

- By 2030, achieve universal and equitable access to safe and affordable drinking water for all.
- By 2030, achieve universal and equitable access to safe and adequate sanitation and hygiene for all and end open defecation, paying special attention to the needs of women and girls and those in vulnerable situations.

Nutrition and food security as a health issue

Poverty, food insecurity and malnutrition are critical development issues in SADC. Malnutrition is an underlying factor in many situations of ill and poor health. These problems have a disproportionately negative impact on poor rural women due to their socioeconomic, legal and political status as well as their crucial roles as producers and household managers.

Women in refugee camps and prisons

The situation of "People of Concern" to the United Nations High Commission for Refugees (UNHCR) remained almost constant in Southern Africa in 2013: The security situation in the Democratic Republic of the Congo continued to be volatile, with 2.7 million internally displaced people as well as 450 000 refugees fleeing to other countries in the region.[62] South Africa, which is one of the main receiving countries of refugees and people of concern from as far afield as Somalia, experienced xenophobia and violence against foreigners, resulting in loss of life, property damage and displacement. 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 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.[63]

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.[64]

The provision of SRH services for women in prisons or refugee camps is limited: While very little information is available 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 children some of which are raised within the prisons. The reported incidence of sexual violence and rape in prison is also very high.

SGP Post-2015

Global attention in 2015 is already moving from the Millennium Development Goals to the Sustainable Development Goals (SDGs). The SDGs are much more wide ranging than the MDGs and emphasise the concept of rights. Thus, an important element of the SDGs is that they are meant for all people and no one must be

[61] "25 Years Progress on Sanitation and Water - 2015 Update and MDG Assessment". UNICEF and WHO.
[62] UNHCR, 2015. UNHCR 2014 Global Report, Africa. http://www.unhcr.org/5575a7906.html accessed on 7 July, 2015.
[63] Gatsinzi, 2011.
[64] Ibid.

left behind. From a health perspective this means making a concerted effort to reach those that are often stigmatised or who struggle to access health services including women with disability, ethnic and sexual minorities, refugee and migrant women, women in prisons and sex workers. The SADC Post-2015 agenda is set against this backdrop.

SADC commits to a coordinated response on health

South African Development Community (SADC) health ministers and private sector representatives woke up to the value of co-ordinating their responses at a first ever meeting of its kind.

Southern Africa has set a 2030 deadline to tackle its health triple threat malaria, HIV/Aids and tuberculosis. With funding shortages and setbacks, it is running out of time. The January 2015 SADC health minister's conference

Ministers noted that the SADC region continues to experience a huge burden of communicable diseases. The big three, namely HIV and AIDS, TB and malaria remain the largest contributors to morbidity and mortality across SADC. The meeting noted that declines in new HIV infections of 26% and above were recorded in eight Member States between 2001 and 2011. Botswana, Malawi, Namibia, Zambia and Zimbabwe recorded declines in new HIV infections among adults of between 26% and 49%, thus, surpassing the global target. Mozambique, South Africa and Swaziland recorded declines in new HIV infections above 50% during the same period. Eight Member States are likely to reach by end of 2015 the 50% target reduction in new HIV infections. The TB burden remains high in the Member States but significant achievements have been made in diagnostic and provision of TB treatment. The Ministers also took note of the rising burden of non-communicable diseases and the need to address them.

Use of ICT in health communication such as print and electronic media was attributed by the Ministers to influence behaviour change, thereby contributing to the realisation of positive health outcomes.

Source: Excerpt from the SADC Ministers of Health media statement, January 2015 http://www.sadc.int/files/4314/2141/0723/Media_Statement_Ordinary_Joint_Meeting_of_SADC_Ministers_of_Health_and_Ministers_Responsible_for_HIV_and_AIDS.pdf

Improved health is seldom only a result of improvements in the health sector. Better education, women's political and economic participation and improvements in nutrition, 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. 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.

This chapter has shown that general health in SADC has not improved significantly in the period until 2015, with most resources are directed to the fight against HIV. The region cannot afford to slow the pace of the onslaught on HIV and should increase investment even further. However, the fight against HIV cannot be won without concomitant strengthening of other aspects of health care. 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 Protocol, need in the Post-2015 era to become 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 start in adolescence. Encourage countries to increase access to contraceptives and also to engage with the issues of choice and abortion.

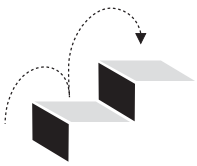
Promote good health beginning with the provision of sanitation, water and nutrition for all, including rural and poor people. This is an area in which local government can play a crucial role to improve the health of communities.

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 prog-

rammes that address the sexual and reproductive health rights 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.

Improve collection and analysis of health data: poor data makes planning and evaluation very difficult. To assure the right to health it is imperative that countries improve their data collection systems.

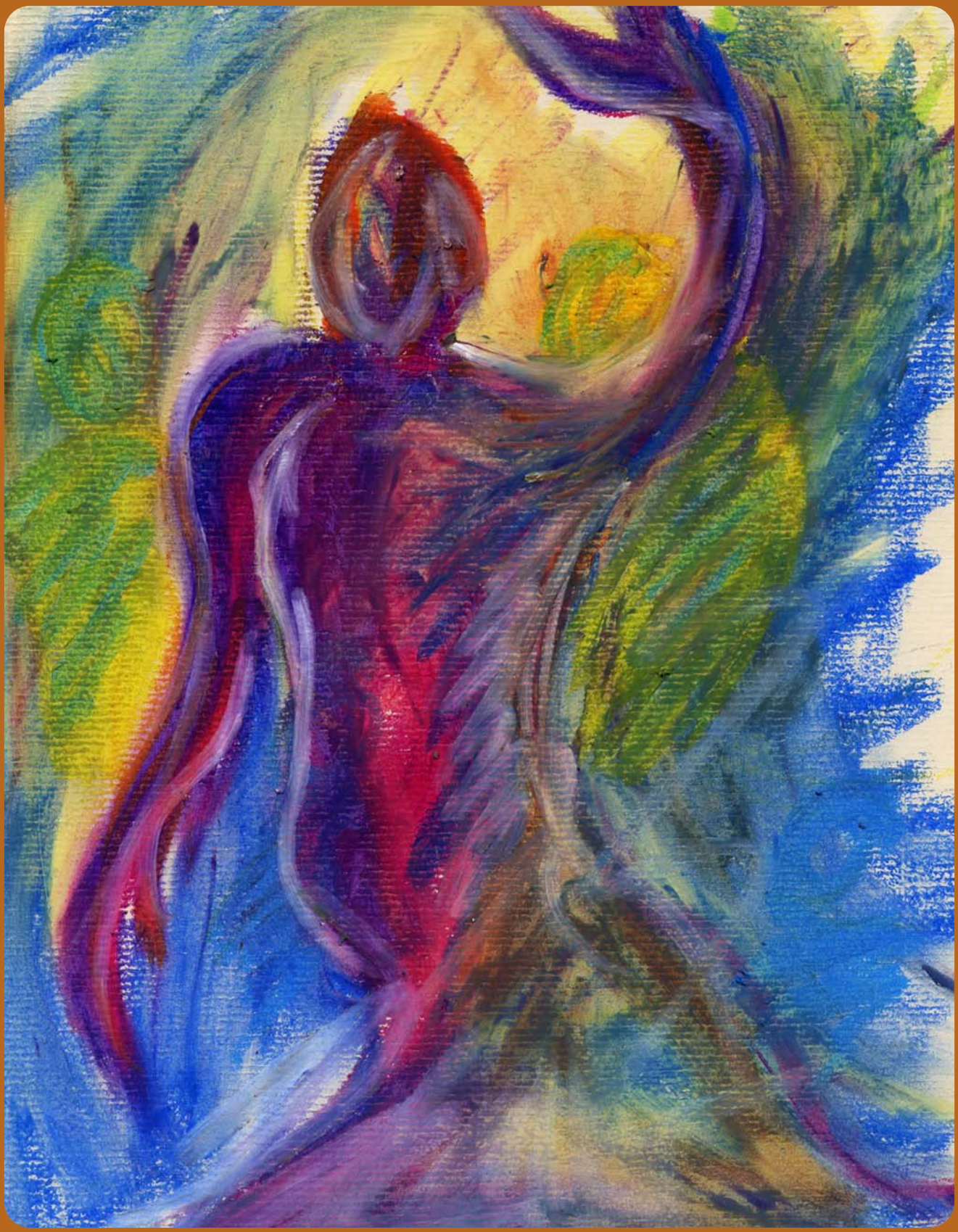
Promote healthy lifestyles to reduce cancers, hypertension and diabetes, and encourage prompt management of all these conditions: Non-communicable diseases such as various cancers, hypertension and diabetes are becoming a major cause of morbidity and mortality. Much of the burden of these diseases can be managed through lifestyle changes such as ones 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 and management.



Next steps

Key recommendations and next steps to ensure governments 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.
  - Addressing stigma and discrimination regarding minorities such as LGBTI people, people with disabilities and sex workers.
- ***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 meeting diverse women's specific needs.
- ***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. Further, governments 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. This includes prioritising provision of water and sanitation for informal settlements, refugee camps and prisons.
- ***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



Photo courtesy of Malawi Voice

KEY POINTS

- UNAIDS is leading the world in a campaign to end AIDS by 2030. This will require increased investment and political will.
- HIV and AIDS incidence has decreased consistently over the past decade as fewer people are becoming infected.
- 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%. Lower mortality and more people living longer with HIV is contributing to this.
- Provision of antiretroviral therapy (ARVs) is expanding rapidly.
- Prevention of Mother to Child Transmission (PMTCT) coverage is expanding in all countries. Botswana and South Africa are close to the target of 0 new infections for unborn babies. No country is using Option A any longer and many are moving to option B+ which was pioneered by Malawi.
- 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.
- 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.
- Reaching the UNAIDS 90 - 90 - 90 targets in SADC will require massive community mobilisation. Community caregivers will be needed in new roles.

HIV - Progress against targets trends table				
Parameter	**Target 2015**	**Baseline 2009**	**Progress 2015**	**Variance (Progress minus target)**
SHARE OF HIV INFECTION				
Highest percentage of women	50%	Namibia (68%)	Tanzania (61%)	11%
Lowest percentage of women	50%	Mauritius (15%)	Mauritius (28%)	-22%
HIV POSITIVE PREGNANT WOMEN RECEIVING PMTCT				
Country with highest coverage	100	Mauritius (100%)	Mauritius (100%)	0
Country with lowest coverage	100	DRC (4%)	Madagascar (3%)	-97%
PERCENTAGE OF THOSE ELIGIBLE RECEIVING ARVS				
Country with the highest proportion	100	Namibia (67%)	Seychelles (97%)	-3%
Country with the lowest proportion	100	Madagascar (3%)	Madagascar (3%)	- 97%
EXTENT OF COMPREHENSIVE KNOWLEDGE OF HIV AND AIDS				
Highest percentage of women	100	Mauritius (68%)	Mauritius (80%)	-20%
Lowest percentage of women	100	Angola (7%)	DRC (15%)	-85%
SCORES				
SGDI	100	47%	54%	-46%
CSC	100	63%	70%	-30%

According to UNAIDS 35 million people around the world are living with HIV and AIDS. While there have been 39 million deaths globally, the rate of mortality has been reduced by 35% (down to 1.5 million in 2013 from a peak of 2.4 million in 2005). The rate of new infections has also reduced by 38% (to 2.1 million from a high of 3.4 million in 2001), with a 58% reduction of new infections in children as a result of rapid increase in PMTCT coverage (down to 240 000 from 580 000 in 2001). As of June 2014, 13.6 million people had access to ART with the goal being to reach 15 million by 2015.[1]

The reduction of new HIV infections has required a massive injection of government and international donor funds. Global Fund, the US President's Emergency Plan for AIDS Relief (PEPFAR) and others have all contributed to this. UNAIDS is adamant that the world cannot afford to retreat from this massive investment but must continue and even expand. Failure to do so is likely to cause the number of new HIV infections to rise to 2 million (from 1.5 million in 2013), and the number of AIDS-related deaths to increase to 1.7 million (from 1.1 million in 2013). Drug-resistant strains may develop, generating an epidemic which will require much more costly second and third -line HIV treatment regimens.[2]

UNAIDS estimates that by 2020 low income countries will need to invest a total of $9.7 billion per year of which $1.1 billion will be domestic and $8.6 billion will be international; low middle income countries will need to invest $8.7 billion - $3.9 billion domestic and $4.8 billion international and upper middle income countries $17.2 billion - $16.3 billion domestic and $0.9 billion international.[3]

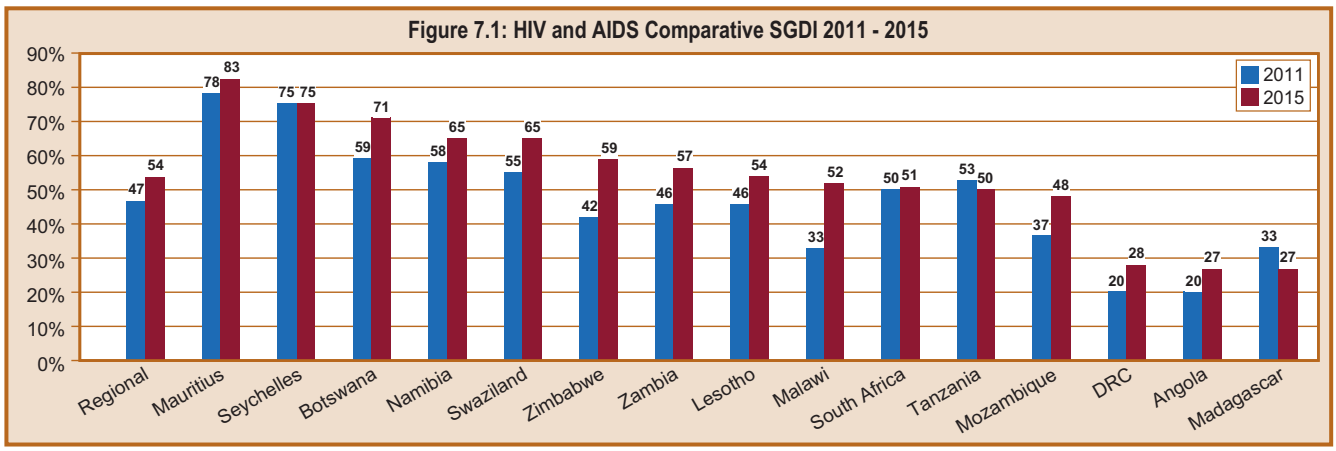
Recently the UN Innovative Financing Mechanism (UNITAID) announced a $23 million grant to Population Services International with several research partners and the WHO to pilot the use of self-testing technology in Malawi, Zambia and Zimbabwe.[4] WHO will use the lessons from this pilot to develop new guidance on self-testing which is perceived as critical to achieving the first 90% of those that are living with HIV knowing their status.

SADC continues to be the epicentre of the epidemic. There are 14.7 million people living with HIV in SADC which is 59% of the total population of people living with HIV in Sub- Saharan Africa and 42% of the total number in the whole world. Of this number, 7.7 million are women, which is 60% of the total women living with HIV in Sub-Saharan Africa and 48% of the number of women living with HIV in the whole world. SADC also has 1.48 million children living with HIV which is 51% of the children living with HIV in Sub-Saharan Africa and 46% of the total global number.[5]

1 UNAIDS. Fact Sheet 2014. http://www.unaids.org/sites/default/files/documents/20141118_FS_WADreport_en.pdf Last accessed 12 July, 2015.
2 UNAIDS, Issue Brief. 2014. HIV Treatment in Africa: A looming crisis.
3 UNAIDS, 2015. Implications of the Start Study Data. Questions and Answers.
4 WHO and partners obtain US$23 million UNITAID grant to catalyse access to HIV self-testing in Africa. http://www.who.int/hiv/mediacentre/news/unitaid_hiv-self-testing/en/
5 Derived from UNICEF. State of the World's Children 2015, Statistical Tables. Table 4. http://www.data.unicef.org/resources/the-state-of-the-world-s-children-report-2015-statistical-tables last accessed 12 July, 2015.

SADC constitutes just one third of the Sub-Saharan African population but is home to the countries with the highest prevalence of HIV (three countries still have adult prevalence rates which are higher than 20% and six have prevalence rates that are between 10 and 19%).[6] HIV in SADC is still a greater challenge for women than it is for men. 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 (MSM), people who inject drugs, prisoners and seafarers.

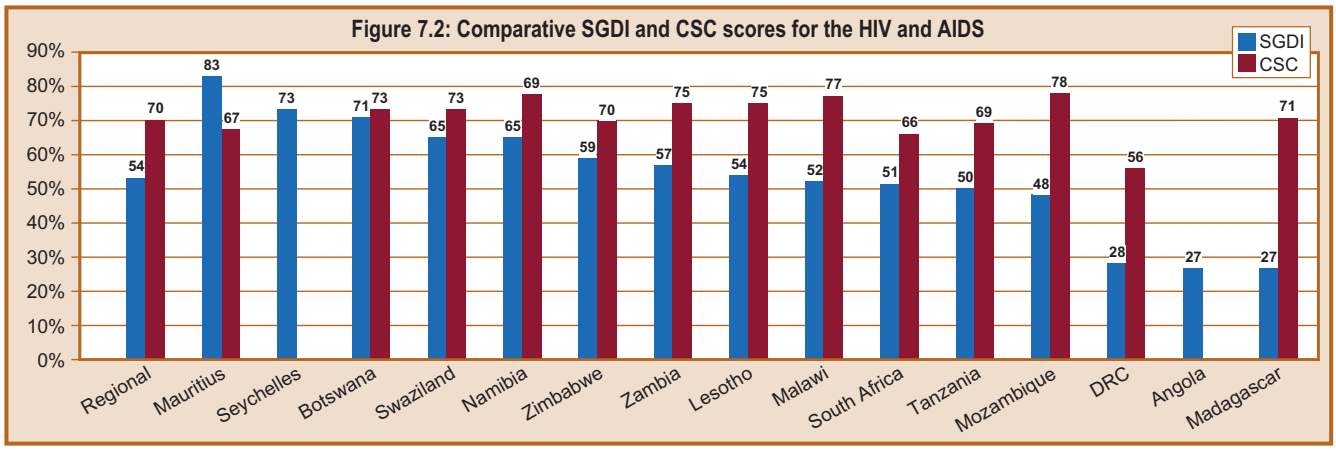
The Southern African Gender and Development Index (SGDI) is a composite basket of indicators that, for HIV and AIDS, includes sex-disaggregated data on HIV and AIDS prevalence; and HIV positive pregnant women receiving PMCTC treatment.



Source: Gender Links 2015.

Figure 7.1 presents comparative SGDI scores for 2011 and 2015. The average SGDI score has improved from 47% to 54%, but the improvement has not been constant over the years. There has been improvement in all countries with the exception of only Tanzania which shows a decline (from 53% to 50%). Malawi has shown the most significant increase (from 33% to 52%), but the rate of increase has slowed in the last year. Mauritius, Seychelles and Botswana have consistently recorded the highest SGDI scores with Angola, Madagascar and DRC recording the lowest. Despite the progress, the SGDI is still far from the target of 100 (with only five countries above 60%) and the crisis that HIV poses to SADC clearly demands continuing and expanding effort and investment.

The Citizen Score Card (CSC) is a measure of citizens' perceptions of the quality of services that they receive from their governments.



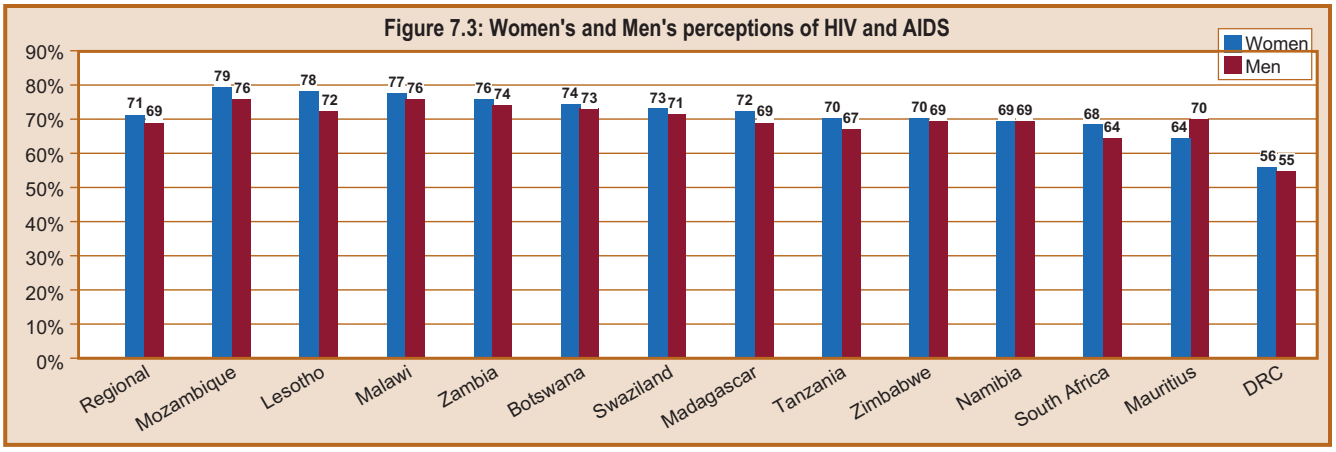
Source: Gender Links 2015.

[6] http://www.unaids.org/en/media/unaids/contentassets/documents/unaidspublication/2014/UNAIDS_Gap_report_en.pdf accessed 18 July, 2015

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 empirical indicators suggest that they should be. This may be an indication of the appreciation that communities have for the relief from extreme morbidity and mortality with virtual helplessness in the health sector that once characterised the AIDS response. This is similar to the trend in previous years.

The average CSC score has decreased slightly between 2014 and 2015, from 72% to 70%. This represents a levelling of this score. CSC scores are quite similar across the region (with the highest score of 78% in Mozambique and lowest of 56% in the DRC). However, there have been some marked changes in countries with some, such as Namibia, falling from 78% to 69% which is much closer to the SGDI.

Others, such as Mozambique, have risen quite dramatically from 71% to 78% which is significantly higher than the SGDI of only 48%. The difference between the highest CSC score in Mozambique (78%) and the lowest in DRC (56%) is much less than the difference between the highest and lowest SGDI scores of 83% in Mauritius and 27% in both Madagascar and Angola.



Source: Gender Links 2015.

Figure 7.3 shows that men and women have quite similar perceptions of their governments regarding the provision of HIV and AIDS services. This suggests that services are provided in a gender-sensitive way, although the statistics suggest that a lower proportion of men that require HIV services access these than women. The regional average is 71% for women and 69% for men. The only country with a higher CSC score for men than women is Mauritius. This may be a reflection of the larger number of men living with HIV in Mauritius and that these are accessing services.



Know your status campaign gains momentum in Oshakati, Namibia.
Photo: Gender Links

Background

The AIDS pandemic has shaped the development agenda in SADC for over three decades. Though SADC is still far from total eradication of HIV, a high level of commitment and investment from governments, communities, donors and civil society is slowly beginning to turn the tide of the epidemic. The massive roll out of treatment and prevention of mother to child transmission across the region in the last decade has changed the HIV landscape dramatically from a situation of despair as large numbers of people experienced illness and death to one of hope as increasing numbers are able to live with HIV.



Bold global goals and targets are being pursued with the aim of eliminating AIDS by 2030. These are abbreviated as 90 - 90 - 90 by 2020 and 95 - 95 - 95 by 2030, standing for:

- 90% (rising to 95%) of all people living with HIV know their status.
- 90% (rising to 95%) of all who know that they are HIV positive access treatment.
- 90% (rising to 95%) of those that access treatment have their viral load suppressed to non-detectable levels so that they remain healthy.

Adult prevalence of HIV fell quite sharply between 2001 and 2008 but has stabilised as more people are on treatment and living with HIV. While new infections are slowing, the rate is still high. Nine of the 30 countries which account for 89% of new infections globally are in SADC (Angola, Lesotho, Malawi, Mozambique, South Africa, Swaziland, Tanzania, Zambia and Zimbabwe).[7] These countries are targeted for intensive support.

Factors in continued high rates of HIV transmission in SADC

- Low and inconsistent condom use - as reported in Swaziland, Botswana, Tanzania, Seychelles and Namibia.
- Cultural values and norms which disable women's decision-making power in matters of: sexuality, negotiating safe sex, reproduction and gender based violence - as reported in Swaziland, Botswana.
- Early exposure to sexual activity - as reported in Swaziland.
- Multiple Sexual partners - as reported in Swaziland, Botswana, Namibia and Seychelles.
- Men who have sex with men and women who have sex with women - as reported in Swaziland, Botswana, Seychelles and Tanzania.
- Sex work - as reported in Swaziland, Botswana, Tanzania, South Africa, Zimbabwe and Malawi.
- Higher incidence of young women entering relationships with older men (whether for cultural or financial reasons) - as reported in Botswana.
- Limited number of female controlled HIV prevention devices - as reported in Botswana
- High levels of stigma and discrimination, impacting on women's ability to access HIV counselling and testing and to adhere to treatment - as reported in Botswana and Swaziland.
- High rates of alcohol and drug abuse - as reported in Namibia, Botswana and Tanzania.



Improved data is essential for a sustained and successful campaign against HIV. Thus, **Botswana** embarked on the Botswana AIDS Impact Survey (BAIS) which showed that just over 200,000 of the country's one million people are living with HIV and AIDS. The survey also showed:

- HIV prevalence was indirectly proportional to education in women;
- By 2013, 52.9% of children aged 0-17 years had lost at least one parent (unknown whether to the epidemic or not);
- The prevalence of HIV is higher in urban areas than in rural areas.

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. 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.[8]

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;

[7] UNAIDS, 2015. Fast Track. Ending the AIDS Epidemic by 2030.
[8] http://www.unaids.org/en/media/unaids/contentassets/documents/unaidspublication/2014/UNAIDS_Gap_report_en.pdf accessed 18 July, 2014

- Continuing 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.

Zimbabwe: "Failing" women and girls



UNAIDS Executive Director Michel Sidibé visited the Mbare City Health Clinic in Harare, Zimbabwe, on 11 June 2015. The public clinic runs an antiretroviral treatment programme that also provides services for victims of rape.

During the visit to the clinic, which is supported by the City of Harare and Médecins sans Frontières, he met people living with HIV, including 19-year-old Thandiwe. Mr Sidibé heard the harrowing story of how she contracted HIV through rape and described her tears as, "A sign of our collective failures. We must do better for her and all women and girls."

Speaking at the clinic, traditional leader Chief Chiveso denounced violence against women and called on men to be activists against gender-based violence. Mr Sidibé hailed the Chief as a champion for gender equality and for ending gender-based violence and the AIDS epidemic.

Earlier, Mr Sidibé engaged in a dialogue with community leaders, who told him of the challenges that marginalization and unemployment bring. Mr Sidibé said that adolescent girls are affected by the poor economic situation, which has resulted in more girls being infected with HIV compared to their male peers.

Two thirds of the population in Zimbabwe is under 25 years and HIV prevalence is almost two times higher among women aged 15-24 than among men of the same age. Zimbabwe has the sixth highest number of annual adolescent AIDS-related deaths in the world.



UNAIDS Executive Director Michel Sidibé visiting Mbare City Health Clinic. *Photo courtesy of http://www.unaids.org*

Mr Sidibé lauded the combined efforts of Zimbabwe's civil society and government, which have resulted in a drop in HIV prevalence and the number of AIDS deaths, but warned that the country needs to do more to Fast-Track the response to HIV in order to end the AIDS epidemic in Zimbabwe by 2030. "If we are not careful, after 2015 people will forget about AIDS, complacency will creep in and people will look at other crisis," he said.

Source: http://www.unaids.org/en/resources/presscentre/featurestories/2015/june/20150612_zimbabwe accessed 12 July, 2015

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.[9]

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.[10] Even in countries with a high prevalence, the HIV prevalence among sex workers is higher than in the general population. In

[9] UNAIDS Global Report, 2012.
[10] Baral S et al. Burden of HIV among female sex workers in low-income and middle-income countries: a systematic review and meta-analysis. Lancet Infectious Diseases, 2012, 12:538-549.

2014 the prevalence rate among sex workers in Swaziland was 64% compared to 27% in the general adult population. Other countries in SADC for which data is available are Angola - 7% in sex workers, 2.4% in general adult population; DRC - 5% and 1.1%; Mauritius 11% and 1.1%; and Zimbabwe 25% and 15%.[11]



Women Sex Workers. *Photo courtesy of Google Images*

Botswana documents sex workers' experiences



Botswana's Ministry of Labour and Home Affairs has launched a booklet and DVD called *Documenting the Voices of Female Sex Workers in Botswana*. The project combines print and video to capture the experiences of sex workers in areas such as motivation for entry into sex work and access to health and HIV prevention material. The Labour and Home Affairs Ministry Permanent Secretary, Ikwatlhaeng Bagopi, said in a statement that due to the sensitive nature of the industry, the documentary used blurred images to protect the identity of sex workers involved. The DVD comes at a time when former President Festus Mogae has called for the decriminalisation of sex work as another way of fighting the HIV scourge.

Source: The Star Africa: 21 August 2014

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 in border areas and along the three main transport corridors of Beira, Maputo and Nacala.

HIV prevalence is especially high among MSM: 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 8% and 1.1%; Tanzania 18% and 5% and in the DRC 6% and 1.1%.[14]

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] Stigma and discrimination result in it being very difficult for MSM to access prevention, treatment or care services.

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

[11] Derived from UNICEF. State of the World's Children 2015, Statistical Tables. Table 4. http://www.data.unicef.org/resources/the-state-of-the-world-s-children-report-2015-statistical-tables last accessed 12 July, 2015 and HIV and AIDS: Complete global database 2015. http://data.unicef.org/hiv-aids/global-trends accessed 11 July, 2015.
[12] Government of Mauritius 2010
[13] USAID 2010
[14] UNAIDS, 2012. Global Report . and HIV and AIDS: Complete global database 2015. http://data.unicef.org/hiv-aids/global-trends accessed 11 July, 2015
[15] Ibid.

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 Protocol specifies the gender dimensions and adds specific timeframes and targets. The Protocol states that:

1. 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.
2. State parties shall ensure that the policies and programmes referred to in sub-Article 1 take account of the unequal status of women, the particular 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.
3. State Parties shall, by 2015:
   a. Develop gender sensitive strategies to prevent new infections;
   b. Ensure universal access to HIV and AIDS treatment for infected women, men, girls and boys;
   c. 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;

The Barometer tracks the indicators in Table 7.3 annually as an indication of progress towards achieving these targets.

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	27	30	58	54	40	47	38	41	52	47
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	40	58	42	61	39	52	48	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		97		27		81		3		73		96		66		90		100		87		95		71		86		82	

Source: UNGASS 2012 - 2014 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 2015.
http://mdgs.un.org/unsd/mdg/data.aspx accessed 18 June 2015.
Source: http://unstats.un.org/unsd/mdg/SeriesDetail.aspx?srid=742 accessed 18 June 2015.
http://www.unaids.org/en/media/unaids/contentassets/documents/unaidspublication/2014/UNAIDS_Gap_report_en.pdf accessed 18 June, 2015.

[16] OSISA and HSRC, 2011.
[17] UNAIDS, 2012.

Policies

1. *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.*
2. *State parties shall ensure that the policies and programmes referred to in sub-Article 1 take account of the unequal status of women, the particular 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.*

There is no time-bound target for these provisions but they are at the heart of informing HIV interventions. Policies provide a framework for addressing the pandemic with an emphasis on prevention.



Lesotho, with a 24% prevalence rate (down from approximately 30% in 2004) has committed in its latest budget to try to bring this down to 15%, a clear sign of commitment. The government has also adopted the following national policies (mostly regarding prevention) to curb HIV and AIDS: National Action Plan on Women, Girls and HIV and AIDS (2012-2017); The Prevention of Mother-to-Child Transmission Strategy; the National HIV Prevention Strategy for a Multi-Sectoral Response; and the Operational Guidelines for Comprehensive HIV prevention interventions within the Health Sector.



The **Malawi** National HIV and AIDS Strategic Plan (NSP) for 2011 - 2016 is aligned with the Malawi Growth and Development Strategy (MGDS). It is consistent with the Malawi Growth and Development Strategy (MGDS) II, the Health Sector Strategic Plan (HSSP) 2011-2016; and the National HIV Prevention Strategy 2009-2013 and developments in medical and scientific knowledge. The NSP has nine key thematic areas that comprehensively address the HIV and AIDS pandemic. It has mainstreamed gender into priority areas to be sure that interventions benefit the specific needs of women, girls, men and boys.

The overall goal of the 2012-2016 NSP is to prevent the further spread of HIV infection, promote access to treatment for people living with HIV (PLHIV) and mitigate the health, social-economic and psychosocial impact of HIV and AIDS on individuals, families, communities and the nation. It aims to reduce new infections by 20% and AIDS deaths by 8%, including a 50% reduction in children's deaths.

The national HIV and AIDS Strategic Plan recognises the importance of mobilising traditional leaders and communities against harmful cultural practices that fuel the spread of HIV and AIDS, such as widow inheritance and child marriages. The plan also addresses stigma and discrimination, adherence and uptake of PMTCT and provision of care for the sick.



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.



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.

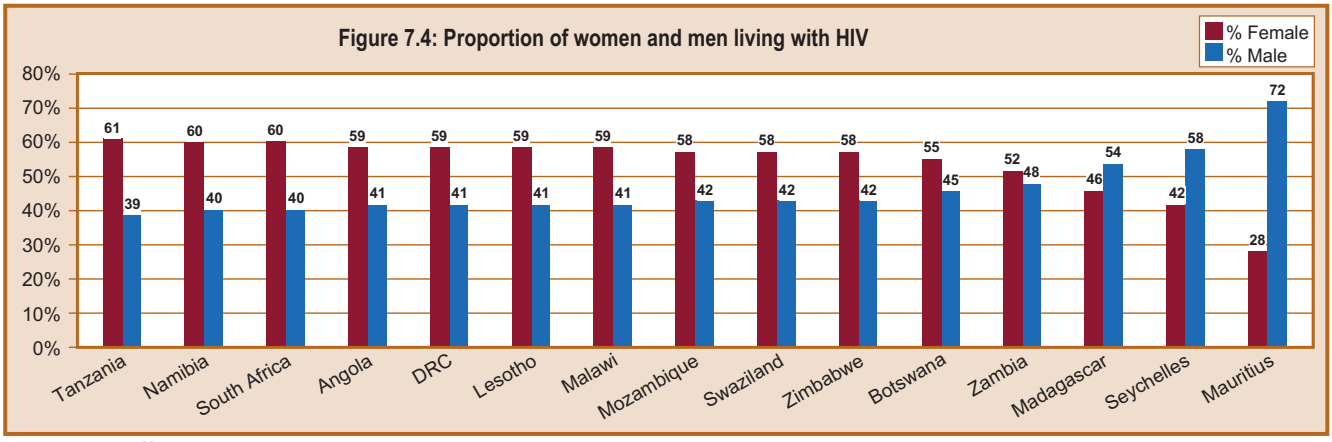


Manicaland HIV AND AIDS Prevention Project.
Photo courtesy of ©Peter Strauli for the Manicaland HIV Prevention Project

Prevention



The Protocol requires that by 2015, state parties shall develop gender-sensitive strategies to prevent new infections, taking account of the unequal status of women, and in particular the vulnerability of the girl child as well as harmful practices and biological factors that result in women constituting the majority of those infected and affected by HIV and AIDS.



Source: http://kff.org/global-indicator/women-living-with-hivaids/ - accessed 18 June 2015.

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, which have a higher proportion of men living with HIV than women, have concentrated HIV epidemics in key populations such as injecting drug users and MSM.

According to UNAIDS women constitute approximately 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.[18] In all countries, as epidemics are maturing, the gap in the percentage of men and women living with HIV is narrowing.

Table 7.2: Proportion of Women and Men Living with HIV

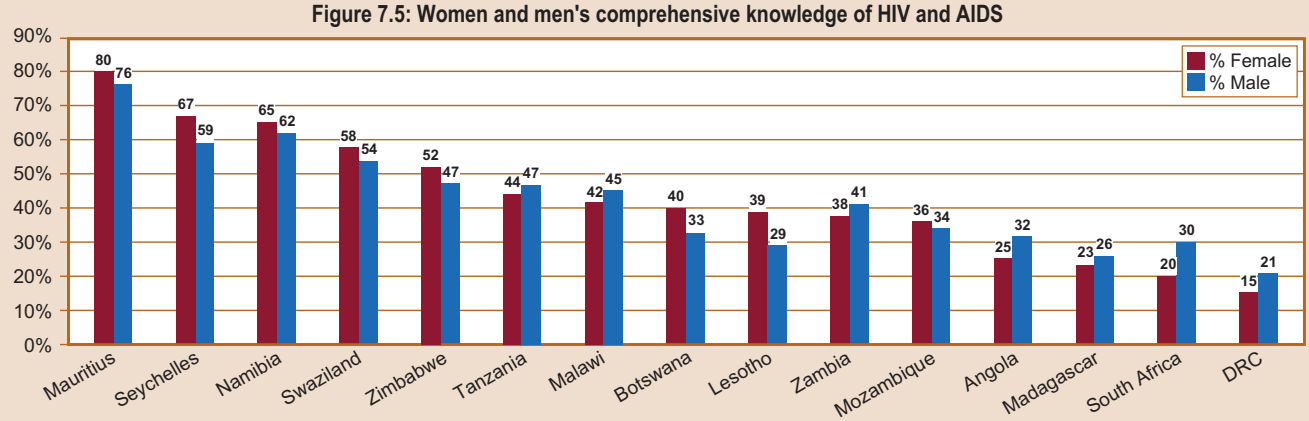
Country	Percentage of Women		Percentage of Men	
	2009	2015	2009	2015
Angola	61	59	39	41
Botswana	57	55	43	45
DRC	58	59	42	41
Lesotho	60	59	40	41
Madagascar	58	46	42	54
Malawi	58	59	42	41
Mauritius	18	28	82	72
Mozambique	60	58	40	42
Namibia	68	60	32	40
Seychelles	42	42	58	58
South Africa	58	60	42	40
Swaziland	57	58	43	42
Tanzania	55	61	45	39
Zambia	57	52	43	48
Zimbabwe	60	58	40	42

Source: Gender Links 2009 and 2015.

Table 7.2 compares the proportion of women and men living with HIV in 2009 with 2015. The proportions have not changed dramatically in any countries: in all but two countries (Mauritius, and Seychelles) women still constitute the majority of those living with HIV and AIDS. Madagascar has seen the greatest change from predominantly female (58%) to predominantly male (54%). Mauritius has also registered a shift from 18% women to 28%.

Comprehensive, accurate knowledge of HIV and AIDS i*s* 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 into education.

Figure 7.5: Women and men's comprehensive knowledge of HIV and AIDS



Source: http://unstats.un.org/unsd/mdg/SeriesDetail.aspx?srid=742 http://mdgs.un.org/unsd/mdg/data.aspx accessed 18 June 2015.

[18] UNAIDS 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 more than 50% of both men and women have comprehensive HIV and AIDS knowledge. Eight countries do not even have 40% of both men and women with comprehensive knowledge (Botswana, Lesotho, Zambia, Mozambique, Angola, Madagascar South Africa and DRC). This depressing picture is further exacerbated by wide disparities in knowledge between rural and urban young people (36% of females and 46% of males in urban areas; 23% of females and 32% of males), between higher and lower socio-economic groups (17% of females and 25% of males in the lowest quintile compared to 35% of females and 48% of males in the highest quintile),[19] and between those with more and less education.

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.

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. It is recognisd that more investment in community mobilisation is critical to achieve the end of AIDS.[21]



South Africa has made enough progress in increasing access to testing that it is believed that the country could reach the target of 90% of those living with HIV aware of their status by 2018. This is an increase from 20% of those that are living with HIV aware of their status in the early 2000s. To achieve it will require that testing programmes continue to reach 10 million people per year. Current HIV testing programmes are not reaching enough men, adolescents and the elderly.[22]

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 new-borns 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.

Spotlight on youth

Adolescence is the period when young people transition from childhood to adulthood with rapid physical growth and change as well as psychosocial development. Global attention is being focused on adolescents, and particularly adolescent girls, as it emerges that this important group is not benefitting from enhanced prevention and treatment. As mortality rates are declining in all other age groups, they are still increasing in adolescents. AIDS is the leading cause of death in adolescents in Africa and the second highest cause globally.[23] Some 35% of the 1.9 million adults aged 15 and over infected with HIV globally in 2013 were young people aged between 15 and 24 and 13% (250,000) were adolescents aged 15-19. Adolescent girls are two to three times more likely to be infected than boys of the same age group.[24] There are a total of 958 700 adolescents living with HIV in SADC, which is 53% of the total number in Sub Saharan Africa and 46% of the global number of adolescents living with HIV.[25] Adolescents have a different concept of risk than adults.



Youth raise awareness of HIV and AIDS in Bongatsara, Madagascar.
Photo by Zotonantenaina Razanandrateta

[19] UNICEF, 2015. Progress for Children, Number 11: Beyond the averages, learning from the MDGs.
[20] Rosalía Rodriguez-García, René Bonnel, David Wilson and N'Della N'Jie (2013) Investing in Communities Achieves Results. Geneva: World Bank.
[21] UNAIDS, Issue Brief. 2014. HIV Treatment in Africa: A looming crisis.
[22] http://www.bdlive.co.za/national/health/2015/07/03/sa-has-uns-hiv-testing-goal-in-sight
[23] All in: #End Adolescent AIDS. 2015. Brochure. http://allintoendadolescentaids.org
[24] UNICEF, 2015. Progress for Children, Number 11: Beyond the averages, learning from the MDGs.
[25] HIV and AIDS: Complete global database 2015. http://data.unicef.org/hiv-aids/global-trends accessed 11 July, 2015.

Raising HIV awareness in young people in Madagascar



The Gender Committee of the rural council of Tsiafahy created the Association AMIS *(Friend)* in 2012 to achieve the 28 targets of the gender protocol on gender and development.

As young people constitute more than 50% of the council's population, the Association has decided to concentrate on education, information and sensitization of young people on gender, gender violence, sexual and reproductive health. Led by a young teacher, Rakotozafy Francia, the Association gathers young people from the council and members of the gender committee. With the support of local health centres, AMIS visited the 15 hamlets of the council doing free HIV testing and medical consultation.

During the Sixteen Days of Activism, the Association organised a march for the fight against GBV and football tournament where they shared booklets and leaflets on sexual and reproductive health. The members of the association are also organising periodical sensitisation campaigns in schools to inform young people on gender, the different kinds of sexually transmitted diseases including HIV and AIDS.

In 2014, the Association worked closely with the Ministry of Health and UN agencies for the popularisation of a project called *"Allo Fanantenana"*, free phoning, in which young people can get free counselling, information if they have problems. The advantage of this project is the fact that it is free, easy to access and confidential. Besides, as most of the members of the association are young people, peer learning is facilitated.



Rakotozafy Francia, President of the Association AMIS.
Photo by Gender Links

Apart from awareness-raising activities, the Association is also collaborating with the media. As radio is the most commonly accessed type of media, the group broadcasts radio dramas dedicated to young people. The drama conveys messages concerning gender equality, gender violence, sexual and reproductive health. In addition, as speaking about sexual and reproductive health is still a taboo in the Malagasy community, radio drama is the most appropriate communication tool.

Thanks to the Association's activities, the council has recognised the importance of sensitisation on Sexual and Reproductive Health and has included strategies for young people in the Development Action Plan of the council.

Table 7.3: Adolescent Prevention and HIV Testing

	HIV prevalence among young people (%) 2009 - 2013			Comprehensive knowledge of HIV % 2009 - 2013		Condom use among young people with multiple partners (%) 2009 - 2013		Young people who were tested for HIV in the last 12 months & received results % 2009 - 2013	
Country	**Total**	**Male**	**Female**	**Male**	**Female**	**Male**	**Female**	**Male**	**Female**
Angola	0.9	0.6	1.2	32	25	-	-	-	-
Botswana	4.7	3.5	6.0	-	-	-	-	-	-
DRC	0.4	0.3	0.5		15	22	11		7
Lesotho	8.1	5.8	10.5	29	39	60	45	17	40
Madagascar	0.2	0.2	0.2	26	23	7	9	2	3
Malawi	3.1	2.4	3.8	45	42	41	31	28	64
Mauritius	0.2	0.2	0.2	-	-	-	-	-	-
Mozambique	4.4	2.7	6.1	52	30	41	38	11	26
Namibia	3.7	2.7	4.8	62	65	79	68	26	43
Seychelles	-	-	-	-	-	-	-	-	-
South Africa	8.6	4.0	13.1	23	25	-	-	-	-
Swaziland	9.8	7.1	12.4	54	58	85	69	23	37
Tanzania	1.8	1.4	2.2	47	40	41	34	21	29
Zambia	4.0	3.4	4.5	41	38	43	42	13	28
Zimbabwe	5.3	4.1	6.6	47	52	51	39	14	30

Source: Derived from UNICEF. State of the World's Children 2015, Statistical Tables. Table 4. http://www.data.unicef.org/resources/the-state-of-the-world-s-children-report-2015-statistical-tables last accessed 12 July, 2015.

Table 7.3 reflects the gendered dimensions of HIV prevalence, knowledge, condom use and testing among young people. The table shows that:

- Lesotho and Swaziland have the highest proportion of young women and men living with HIV and AIDS - just under 10% in each case.
- In all countries except Mauritius and Madagascar where the proportions of young women and men are the same, there is a considerably higher proportion of young women than men living with HIV.
- The highest differential in prevalence is South Africa where young females (13.1%) are almost 3.3 times as likely to be infected with HIV as young males.
- In all countries except Namibia (62% young men and 65% young women) the rate of knowledge on HIV and AIDS is less than half.
- Swaziland, followed by Namibia, has the highest rate of condom use.
- In all countries for which data could be obtained, young women were much more likely than young men to be aware of their HIV status. The gap is largest in Malawi, (64% young women and 28% young men). Malawi also has the overall highest rate of awareness of HIV status among young people, and Madagascar the lowest. As reflected in the previous case study, youth groups in Madagascar are seeking to change this.

Preventing new HIV infections in children and keeping their mothers alive



Discussion on PMTCT in Ezulwini, Swaziland.
Photo by Thandokuhle Dlamini

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).

An important aspect of the plan involves rapid expansion of PMTCT programmes. This included two options (known as Option A and Option B) that provide anti-retroviral medication 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 Botswana, Malawi, Mozambique, Namibia, South Africa and Zimbabwe. In 2013, the priority countries had an overall six-week mother-to-child transmission rate of 7%; which rose to 16% after breastfeeding ended, indicating the importance of continued treatment for the mother during this period of risk for mother-to-child transmission and the need for programmes to provide effective post-natal follow up and antiretroviral medicines.[26]

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 in 2013, compared to nearly 97 000 more in the previous year which is an indication of how fragile progress is. Among pregnant women living with HIV, an estimated 61% were receiving lifelong antiretroviral therapy or prophylaxis during the breastfeeding period to reduce

[26] UNAIDS, 2014. 2014 Progress Report on the Global Plan towards elimination of new HIV infections among children by 2015 and keeping their mothers alive.

HIV transmission. This is a remarkable improvement from less than 20% in 2009.[27]

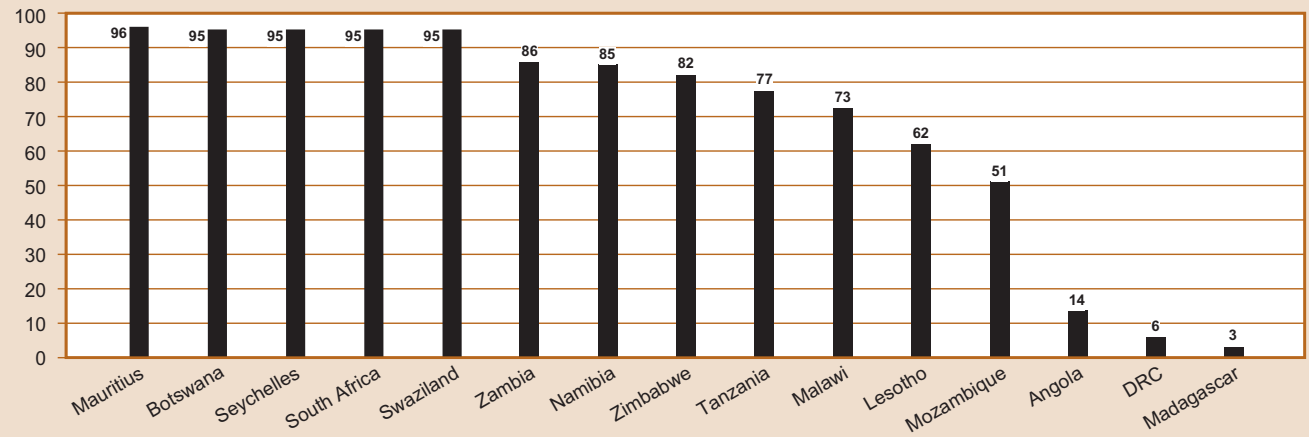
In 2015 Cuba became the first country in the world to achieve elimination, signalling that this can be achieved with political will and investment. Botswana is very close to the target of eliminating transmission of HIV and South Africa is also within reach. Namibia, Swaziland, Mozambique, Malawi, Zimbabwe. Zambia and Tanzania have all achieved transmission rates of less than 15% while Lesotho is still higher than 20%.

The elimination of HIV in children will require more than the provision of antiretroviral therapy (ART) for mothers. Another pillar of the programme is reduction in new infections in mothers by 50%. Progress in this pillar has been much slower, with new infections so far declining by only 17%.

A third pillar is provision of contraception to allow mothers living with HIV to plan the births of their children more effectively. Overall, the unmet need for contraception is 25%. While there is scant data about the unmet need of contraception for women living with HIV, it is safe to assume that they are not very different from the general population.

PMTCT programmes are also keeping mothers alive. There has been a 29% reduction in mortality of mothers as a result of HIV.

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_2015.pdf
http://www.unaids.org/en/dataanalysis/knowyourresponse/countryprogressreports/2014countries/TZA_narrative_report_2015.pdf
http://www.unaids.org/en/dataanalysis/knowyourresponse/countryprogressreports/2014countries/MDG_narrative_report_2015.pdf - accessed 16 June 2015.

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 four more have achieved over 80% coverage. These countries have already reached the World Health target of 80% coverage and may soon reach 100% coverage.

Social and structural factors 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.

[27] http://www.unaids.org/en/media/unaids/contentassets/documents/unaidspublication/2014/UNAIDS_Gap_report_en.pdf accessed 18 July, 2014

Table 7.4: Comparison of PMTCT Coverage 2009 - 2015					
	Mothers receiving PMTC				
Country	2009	2015	% change	Target	Variance
Seychelles	99	100	1	100	0
Botswana	95	97	2	100	3
Mauritius	95	96	1	100	4
Swaziland	64	95	31	100	5
Namibia	75	90	15	100	10
South Africa	50	87	37	100	13
Zambia	39	86	47	100	14
Zimbabwe	67	82	15	100	18
Lesotho	72	81	9	100	19
Malawi	14	73	59	100	27
Tanzania	10	71	61	100	29
Mozambique	28	66	38	100	34
DRC	4	27	23	100	73
Angola	14	14	0	100	86
Madagascar		3	-97	100	97

Source: Gender Links 2009 and 2015.

Table 7.4 compares PMTCT between 2009 and 2015. The table shows that:

- Seychelles, Botswana and Mauritius have the highest PMTCT coverage, at almost 100%, with Swaziland, Mauritius and South Africa not too far behind.
- Angola and Madagascar need to do much more. As noted above, such widespread access to PMTCT for the mother only translates into equivalent reduction in transmission to the infant if mothers continue to receive ARVs and care at least as long as they are breast feeding.
- Swaziland, South Africa, Zambia, Malawi, Tanzania and Mozambique have all made very remarkable progress in a very few years. Tanzania made the most dramatic improvement - from 10% to 71%.
- There are clear signs of progress in the DRC which must be maintained. This indicates that with political will and sufficient support it is possible to make rapid changes to the trajectory of the HIV epidemic.
- In Malawi, PMTCT coverage increased by 59 percentage points to 73% (similar to Tanzania); this puts the country just 27 percentage points below the 100% target.



Mauritius initiated PMTCT in 1999 and in 2009 it intro-duced 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 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.[28] Mozambique has developed a national scale-up plan towards elimination of mother to child transmission of HIV (2010-2015), and has adopted WHO Option B+ regimen.



South Africa has 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 study conducted by the Institute for Health Metrics and Evaluation at the University of Washington, new HIV infections in 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.[29] However, a recent study has found that transmission of HIV to

[28] Early Infant Diagnosis of HIV in Mozambique: Progress Report January 2009 - December 2011.
[29] 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.

infants is much higher in adolescent mothers than in older women.[30] Adolescents were much less likely to use contraception or dual contraception.



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 implemented a costed national PMTCT scale-up plan (2011-2015).[31]

Malawi: HIV Prevention and treatment through PMTCT



Umunthu Foundation through networking has managed to build coalitions between public institutions working on HIV AND AIDS such as the Blantyre City Council AIDS Committee, the Blantyre District Health Office (DHO) and the people living with HIV AND AIDS (PLHIV) .The project has connected the people living with HIV and AIDS with voluntary community care givers.

The project is integrated with antenatal services which are provided in government health facilities of Bangwe and Limbe in Blantyre. Working hand in hand with public officials such as ART Nurses, Clinical Officers, Pharmacists and Auxiliary Nurses contributes to success of the project.



Count Testing Centre Bangwe and Limbe at Umunthu Foundation.
Photo courtesy of www.avert.org

The private institutions such as members of the business community have also contributed to the achievement of the project, for example the project has received material support for the women who are on PMTCT programme such as nutritious tinned food, nuts and other food items.

The HIV prevention treatment through PMTCT services and disbursement of soft loans to women who are affected and infected by HIV AND AIDS has improved timely access to the much needed services and most importantly reduced poverty among the project beneficiaries in Bangwe and Limbe. The coalition has been effective through beneficial networking. HIV test kits and accessories are supplied by the coalition members. There has also been tremendous technical support from senior officials from the HIV and AIDS Unit and ART Department of the Ministry of Health and Population. This has created effective Quality Assurance, Quality Control (QC) and standardisation in HIV and AIDS service delivery in the project clinics.

The capacity of project staff members has been strengthened through the training workshops that in turn result in project staff effectively providing quality services to the public. Awareness campaigns on HIV and AIDS, the rights of PLHIV and stigma and discrimination (S&D) against PLHIV especially, during World AIDS Day and International AIDS Candlelight Memorial, have aided the growth of the programme.

Among the many objectives of the project is the enhancing of equitable access to HIV Counselling, Testing and CD4, Count Testing services at Bangwe and Limbe. Through the counselling, testing and treatment services, pregnant women and girls who test HIV positive are placed on Prevention from Mother to Child Transmission (PMTCT) treatment. Secondly, as the project aims to strengthen equitable access to Treatment, Care and Support services to People Living with HIV AND AIDS [PLHIV] and economic empowerment among the vulnerable women living with HIV AND AIDS (WLHIV). The projects sets to re-enforce the Zero HIV related death by reducing the deaths in their immediate community.

Source: SADC Protocol @ Work Summit, Malawi, 2015

Protocol @ work

[30] http://www.aidsmap.com/South-Africa-Lower-coverage-of-maternal-HIV-testing-among-adolescents-leading-to-higher-mother-to-child-transmission/page/2981306/
[31] UNICEF, 2012, Factsheets on the status of national PMTCT responses in the most affected countries.



In Zambia, it is 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. Meanwhile, 86% of pregnant women living with HIV received efficacious ARVs for PMTCT in 2011, up from 58% in 2009. Zambia has also adopted WHO Option B+.

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.



The **Tanzania** National Strategy on Voluntary Medical Male Circumcision had targeted to circumcise 2,800,000 adult males in 12 priority regions by 2015, but the program has managed to circumcise only 415,398 (15 %) up to December 2012. This intervention will now aim at targeting sexually active men in the non-circumcising and high HIV prevalence regions for short term impact and targeting younger males for long term impact. The regions in target include Rukwa, Mbeya, Iringa, Kagera, Mwanza, Tabora, Shinyanga, Njombe, Geita, Simiyu, Katavi and Rorya district in Mara region.

Continued research into new prevention approaches

There is continued research into new and more effective mechanisms to prevent the transmission of HIV. These include the continued search for a vaccine, with a new trial launched in **South Africa** in 2015.[34] Another method that is being pursued is the search for a microbicide which is a mechanism that would be controlled by women. A current study, in South Africa, Zimbabwe, Malawi and Uganda, is using a vaginal ring which is a soft silicone-rubber ring infused with an anti-HIV drug that is inserted into a woman's vagina once a month and sits on the cervix. The idea of a long-lasting device like the ring is to get round the problem of daily adherence to PrEP (Pre-exposure prophylaxis) pills and microbicide gels that is the main reason for the failure to show efficacy of three out of four large studies of these prevention methods conducted in younger women in southern Africa.[35]



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 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.

[32] Ibid.
[33] Ibid.
[34] http://www.niaid.nih.gov/news/newsreleases/2015/Pages/HVTN100.aspx
[35] http://www.aidsmap.com/Vaginal-microbicide-ring-study-releases-first-data-on-participants/page/2977742/

Treatment

The Protocol requires state parties to ensure universal access to HIV and AIDS treatment for infected women, men, boys and girls.

Access to ARVs

Major gains have been made: 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.[36] 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 with a target of 3 million by 2015.

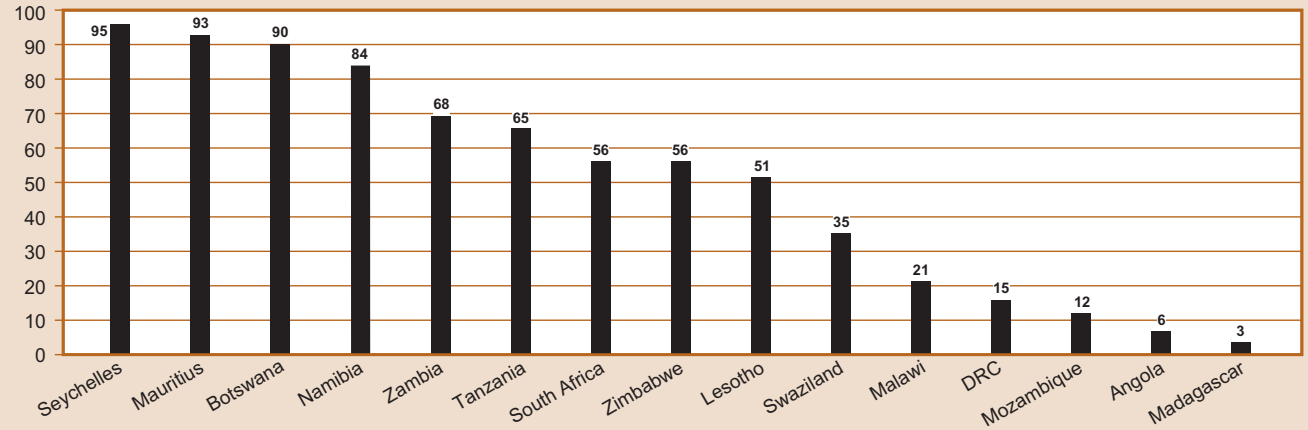
The numbers should be interpreted with care: It is important to recognise that the total number of people living with HIV has increased in this time and also that guidelines for treatment have raised the CD4 level at which treatment should be initiated which has increased the number that are eligible for treatment. Thus, increased percentages reflect very large increases in absolute numbers. Further, slow reporting of data also means that many figures are out of date and the real picture is much better than what is reflected.



An HIV patient holding the life-prolonging ARVs.

Photo by Trevor Davies

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.

[36] http://www.unaids.org/en/media/unaids/contentassets/documents/unaidspublication/2014/UNAIDS_Gap_report_en.pdf accessed 18 July, 2014.

Table 7.5: Comparison of ARV access 2009 to 2015					
Country	2009	2015	% change	Target	Variance
Seychelles		95		100	5
Mauritius	12	93	81	100	7
Botswana	31	90	59	100	10
Namibia	68	84	16	100	16
Zambia	25	68	43	100	32
Tanzania	14	65	51	100	35
South Africa	21	56	35	100	44
Zimbabwe	41	56	15	100	44
Lesotho	22	51	29	100	49
Swaziland	35	35	0	100	65
Malawi	21	21	0	100	79
DRC	15	15	0	100	85
Mozambique	12	12	0	100	88
Angola	5	6	1	100	94
Madagascar	3	3	0	100	97

Source: Gender Links 2009 and 2015.

Table 7.5 shows how much progress has been achieved between 2007 and 2015. Seychelles, Mauritius and Botswana have made the most rapid strides in achieving the target of full coverage, and are all within ten percentage points of achieving it. Angola and Madagascar have made the least progress, and are the only SADC countries where ARV coverage is less than 10%. Eight countries have now achieved over 50% of the target. There is little sex-disaggregated data on the uptake of ART but it is clear that gaps and challenges remain across the SADC region, with women more likely than men to avail themselves of treatment as they generally have much greater interaction with health services than men.



The Ministry of Social Integration in **Angola** is helping orphans and street kids access medication. Research in 2003 showed that 15% of all orphans in the country had lost their parents to HIV and AIDS. In partnership with UNICEF and other NGOs the government is raising awareness of orphans living with HIV and AIDS. In 2004 a law to protect people living with AIDS gives them the right to work, access to free medication and confidential assistance whenever they need it. The government is responsible for providing treatment but it still needs to implement monitoring and evaluation measures for the abuse of these rights especially when it comes to housing. In rural areas most of the women are illiterate, don't have access to transport and have to attend to other matters such as house hold chores and looking after children therefore they don't have time to go to hospitals for their medicine. More efforts must be made by the government to improve the situation and make it easier for women to have access to medication as they are more socially and psychologically vulnerable than men.



In 2002, **Botswana** became the first country in the region to offer free antiretroviral drugs to citizens who needed them. Until recently, neither refugees nor immigrants had access to free ART. However, the Red Cross now provides communities in refugee camps with ART.



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.



The ART programme in **Malawi** has become one of the most important priorities of the national response with an increasing number of people receiving ARVs annually. In December 2013, the total number of patients alive on ART stood at 472 865, with 102 586 initiated in the year 2013 alone. Using the CD4 cell count of ≤350 as a threshold for determining eligibility to ART, researchers estimate that, by the end of December 2013, ART coverage in Malawi stood at 83%, up from 65% in 2012. Statistics indicate that more women access ARVs than men do: 61% and 39% respectively. There has been evidence of some improvements in mortality and morbidity rates of HIV infected people. The survival outcomes are around 80%, however, this is still below the 85% WHO target.

High Court orders Botswana to provide foreign inmates with ARVs
By Godfrey Ganetsang



High Court Judge Bengbame Sechele on Friday ordered the government of Botswana to provide non-citizen inmates with Highly Active Anti-Retroviral Treatment (HAART). Delivering judgment in a case in which two Zimbabwean inmates, Dickson Tapela and Mbuso Piye, together with Botswana Network on Ethics Law and HIV-AIDS (BONELA) had brought a constitutional challenge against a decision by the government of Botswana not to provide them with ARV treatment, Justice Sechele said: "Such a decision was a violation of the applicants' constitutional right to life as guaranteed by sections 3, 4, 7 and 15 of the Constitution of Botswana." The Judge added that:

- AIDS on its own is not an ailment but a conglomeration of opportunistic infections that descend on an HIV-infected person, whose immunity has been compromised, adding that the savingram only excludes foreign inmates whose condition has deteriorated to the clinical stages known as AIDS and not necessarily those who are HIV positive.
- The state's savingram of 26 March 2004, which sought to exclude non-citizen inmates from HAART, was irrational and invalid.
- Withholding HAART from non-citizen inmates would enable their HIV to replicate and thereby relegate them to the terminal stage known as AIDS.
- HAART is not only a medical necessity, but a lifesaving therapy, the withholding of which will take away a constitutionally guaranteed right to life.
- Constitutional challenges are matters of high importance, and the court will be less inclined in matters such as this to lay emphasis on technical inelegance. A party who seeks shelter under the sanctuary of the Constitution should not be turned away lightly.



Photo by Zotonantenaina Razanandrateta

- The state failed to provide evidence of a report from a medical officer from the prisons department detailing his findings on the circumstances connected with treatment of the applicants or any information that could support their argument that provision of HAART to non-citizen inmates will place an undue strain on the state's budget.
- The state failed to provide information on the number of non-citizen inmates who require HAART enrolment and the costs associated with such enrolment as well as information that could juxtapose the costs of providing HAART to that of treating recurrent opportunistic infections on non-citizen inmates.
- The moral argument raised by the state to the effect that the foreign inmates were convicted criminals who should not benefit from their crimes by enjoying free HAART treatment at the expense of those they have wronged had no basis as incarceration and deprivation of liberty is all that was subtracted from the Constitutional rights of these people.
- The presidential directive on which the decision to exclude foreign inmates from HAART was based was never put before him. The state attorneys produced a savingram from government confirming approval of the provision of free treatment to non-citizen inmates suffering from ailments other than AIDS.
- Punishment in the form of imprisonment equaliss all inmates regardless of their status and place of origin. It is impermissible for the state to indirectly extend the limits of punishment by withholding certain services to which inmates are lawfully entitled on account of their status as convicted non-citizen inmates.
- The assertion that they should not be granted treatment because they are convicted criminals also casts aspersions on the state's position that treatment was withheld because of lack of resources.
- The deprivation of HAART treatment to non-citizen inmates runs counter to the letter and spirit of section 4 of the constitution and is unlawful. It would be wrong for Botswana's courts to interpret legislation in a manner that conflicts with the international obligations that the country has undertaken.
- The non-treatment of foreign inmates poses a danger to the very citizen inmates that the state is trying so hard to protect because upon contracting opportunistic infections the costs of treatment will be escalated. It can never be in the public interest nor can it ever be reasonably justifiable in a democratic society that provision of life saving medication like HAART is withheld with the ultimate result that the group of people so deprived become more infections to others or die in our hands. The actions of the state in so far as they deny non-citizen inmates access to HAART enrolment is unlawful.

Source: (Botswana) Sunday Standard: 25 August 2014)

Protocol @ work



Namibia has made significant progress in the provision of ART services. In 2003 about 2% of the people in need of the treatment received it. By 2011 69%, and by the end of March 2012, 82% of the population in need received ART services. Out of all people who got the antiretroviral treatment 70.3% were alive on ART at the end of March 2012.



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.



Swaziland's antiretroviral drugs are 100% domestically funded, which means that the treatment programme is less reliant on international donors and more sustainable. Despite notable improvements in making treatment more accessible, these gains have been felt more by adults living with HIV. Access to treatment for children continues to be inadequate, with only 54% of children eligible for treatment receiving it in 2012.

Saving lives

A lower rate of 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. In 2013 1.1 million people died of AIDS related causes, a decline of 39% since 2005.[37] South Africa reduced the number of deaths between 2005 and 2011 by 27%, or approximately 100 000 deaths.[38] 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.[39]

New evidence from the international randomisd Strategic Timing of Antiretroviral Therapy (START) programme suggests that treatment outcomes are improved by early initiation of ART, the test and treat model, where those that test positive for HIV are immediately initiated into treatment, rather than waiting until their CD4 count falls below 350 as is current practice.[40] There is therefore impetus to increase the numbers that are on treatment even further. This will require much more engagement at community level in much expanded testing, support for adherence to treatment and resupply of antiretroviral medication.

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 parti-cularly true for marginalised groups that are the subject to other forms of stigma such as people with disabilities, sex workers, LGBTI, prisoners and refugees.
- Side effects of the ARVs, including fat deposits, which contribute to stigma.
- 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.
- Infrastructural capacity, especially laboratories, and few ART sites, meaning that clients must travel long distances to access their medication
- Skills shortages of health personnel. A response in the region has been task shifting so that nurses and other personnel take on more responsibility. South Africa, for instance, has trained over 10 000 professional nurses specifically for ART roll out in the Nurse Initiated Management of ART (NIMART).
- 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

[37] UNAIDS. Global Fact Sheet, 2014.
[38] UNAIDS 2012 World AIDS Day Report: Results.
[39] http://www.unaids.org/en/media/unaids/contentassets/documents/unaidspublication/2014/UNAIDS_Gap_report_en.pdf accessed 18 July, 2014.
[40] UNAIDS. 2015. Implications of the Start Study Data.

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.
- Pervasive trust in traditional healers rather than Western medicine, leading often to delays in seeking care.

These challenges require continued and expanded emphasis on and investment in community mobiliation. Winning the battle against HIV requires a whole package of wellness, stigma reduction, opportunistic infections management, ART, and nutrition in addition to medication.

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.



Photo by Trevor Davies

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: In 2011, ten countries (Botswana, Lesotho, Malawi, Mozambique, Namibia, South Africa, Swaziland, Tanzania, Zambia and Zimbabwe) tested 76% of TB patients for HIV. However, there is a need to intensify these efforts to further reduce deaths. TB-related deaths among people living with HIV had declined by 36% worldwide between 2004 and 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.

HIV and cervical cancer co-infection is common: Co-infection of HIV with the human papilloma virus (HPV), which causes cervical cancer, is 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. There are promising moves to introduce and rapidly roll out a vaccine against HPV to school going age girls. The incidence of cervical and breast cancer is increasing and is becoming 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.

Swaziland: For a stigma-free generation



Thembi Manana of Mandlangempisi in the Hhohho region has been living with HIV for ten years. Every day she takes a positive step towards life, never defaulting on her antiretroviral treatment. With life in her step, she provides home-based care in her community - going from house to house - urging people to get tested, counselling and caring for others living with HIV and related illnesses. As a rural health motivator or *umgcugcuteli*, the Ministry of Health incentivises her important work by paying her an allowance of E300.

Manana (47), lives openly with HIV. She got tested in 2004 after a friend living with HIV told her to get tested. It took bravery and courage, but she refused to live in denial. Coupled with a series of counselling sessions, she began taking anti-retroviral treatment. Although she is living a healthy positive life, after coming out publicly with her status, she has had to endure daily stress, abuse and discrimination due to the persistent stigma of HIV. For her, living with the virus has not been as difficult as living with the stigma.

When Manana disclosed her status to her partner and father of her children, in spite of their long relationship and having lived together for years, he refused to support and accept her status, and deserted her. Even her family treated her with scorn and accused her of promiscuity.

"When I talked about it, people thought I had gone crazy. Some women said I would steal their men and infect them with HIV. Others did not believe me when I shared my status with them, because I did not show any symptoms," explains Manana.

Manana maintains that while people are entitled to their beliefs, HIV is a reality and everyone should know their status. Although many people do get tested, many also do not speak out due to the discrimination and stigma. She says that people do not even tell their intimate partners out of fear and rejection. Unfortunately this only perpetuates the stigma and also fuels the spread of HIV.

Sadly, this stigma has also led people to believe the untruth that there is no life being HIV positive. The truth is HIV is a very manageable disease. As Manana demonstrates, with the correct treatment and a healthy lifestyle, people can live a long life.

Source: http://www.genderlinks.org.za/article/swaziland-for-a-stigma-free-generation-2014-10-01

Care work

The Protocol requires member states to develop and implement policies and programmes to ensure the appropriate recognition of the work carried out by caregivers; the majority of whom are women, to allocate resources and psychological support for care givers as well as promote the involvement of men in the care and support of People Living with AIDS.

Nomcebo Manzini, 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* that: "Unpaid care work is a major contributing factor to gender inequality and women's poverty. The assumption that unpaid work is elastic and valueless is a major concern to women. Feminist and gender analysts have consistently called for a thorough 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."[41]

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.

[41] http://www.sarpn.org/documents/d0000919/P1017-Unpaid_Care_Work.pdf



Photo courtesy of http://www.afronline.org/wp-content/uploads/2010/11/childaids.jpg

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 could not 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.

The elderly and children provided care 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, the affected children and older people, 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 vulnerable people.

Botswana: Association for Psychosocial Rehabilitation provides a circle of care



The Botswana Association for Psychosocial Rehabilitation (BAPR) is a well-established organisation that has developed the necessary human and physical resources needed by families living with or affected by HIV. BAPR has effective counselling workshops that include alcohol, drug and all forms of physical, psychological, and sexual abuse that increase the rate of HIV in the population of Lobatse. BAPR works hand in hand with government officials, clinics, hospitals, social services, schools, Court Presidents and the business community in Lobatse.

Key objectives include to:

- Improve the quality of life of Orphans and Vulnerable Children (OVCs), their families, caregivers and people infected or affected by HIV and AIDS, GBV, stigma and discrimination.
- Provide integrated services and support to people, families and communities living and/or affected with HIV and AIDS, GBV, mental illness and substance abuse.
- Establish and conduct ongoing sessions for established support groups and empower them with skills to provide services, income generating and nutritional development projects to people and OVC's infected or affected by HIV in their communities.

Key activities include psychosocial rehabilitation; HIV and AID support; substance abuse prevention; GBV (sexual, mental physical and emotional abuse) prevention; daily door to door visits to clients; training primary care providers of the people with HIV AND AIDS and mentally challenged; training home based care workers and lay counsellors in psychosocial rehabilitation; providing OVCs with meals, counselling, life skills development and school-work assistance; referrals and advocacy; income generating Horticulture Project and Integrated Childhood development services (IECD).

BAPR has consistently struggled with funding and personnel challenges since 2005 but it has continued to provide service to its clients. The funding challenges have forced some committed staff and volunteers to seek employment elsewhere and the few who remain are receiving half-salaries or no salaries at all.

Source: SADC Gender Protocol@WorkSummit, Botswana 2015

Protocol @ work

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.[42]

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.[43] Care 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".[44]

Care work in the time of ART

As treatment has rapidly become more available across the region, the health care system was once again able to provide care to those living with HIV. Caregivers, who shouldered the weight of the morbidity, mortality and despondency associated with AIDS in the difficult times before treatment, have been largely side-lined in this roll out. However, as the programme seeks to expand, it is now widely acknowledged that the formal health sector alone cannot achieve this and that there is vital community mobilisation and outreach needs for the expansion to succeed.[45]

It is therefore critical to consider the potential 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 7.7 details the types of activities included in each area.

Table 7.6: Services undertaken by care providers[46]

Prevention	Treatment	Support
• Condom distribution • Family planning education • Community education on sexually transmitted infections • Infant feeding guidance • Education on infection prevention and control • Awareness raising with populations that are being left behind - adolescents, men, older people • Community education on HIV testing • Counselling for HIV testing • Home testing • Education on anti-retroviral treatment • Stigma reduction, especially with regard to people with disability, sex workers and LGBTI.	• 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 • Follow up of mothers and their infants that are in the PMTCT programme • Palliative care	• Advice on positive living • Support for orphaned children • Providing psychosocial support to clients and their families • Helping clients to access transport • 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

[42] VSORAISA and WHO, 2009.
[43] Ibid.
[44] 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.
[45] See for instance, UNAIDS AND MÉDECINS SANS FRONTIÈRES, 2015. Community Based Antiretroviral Therapy Delivery. Experiences of Medecins Sans Frontieres.
[46] 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:[47] In many Sub-Saharan countries, extended families have assumed responsibility, with little public support,[48] for more than 90% of all double orphans and single orphans not living with the surviving parent.[49] 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.[50]

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.[51]

Care work policy and legislation

In 2010, inspired by Article 27(c) of the SADC Protocol on Gender and Development (THE PROTOCOL) 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, and 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.



Summary: Men care: Takunda Chesa is founder of Voice of Children Care in Chegutu, Zimbabwe. *Photo by Colleen Lowe Morna*

A number of SADC countries have developed Care Work policies or at least guidelines on care work, notably Malawi, Mozambique, Namibia, South Africa, Swaziland, Zambia and Zimbabwe

There has been some progress, but more work is needed on policies: Work in advocating for policies on Care Work needs to take account of the massive

[47] http://www.unicef.org/publications/files/Africas_Orphaned_and_Vulnerable_Generations_Children_Affected_by_AIDS.pdf
[48] United States Agency for International Development, et. al., Coverage of selected services for HIV AND 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
[49] 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.
[50] 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
[51] http://www.vosesa.org.za/sadcconference/papers/7.pdf

shift that has occurred in the HIV field and encourage retraining and recognition of the vital role that these women and men have played and continue to play in their communities.

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 400 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.

Protocol @ Work

Tanzania: A holistic approach to treatment and care



Grassroots Female Communicators Association (GRAFCA) in Tanzania is partnering with community based organisations in Kilagano Ward to provide training workshop on HIV and AIDS stigma reduction, response and prevention.



Community Based care project programme Tanzania.
Photo courtesy of www.pathfinder.org

By May 2015, 76 women, 39 men, and four children (all boys) have been diagnosed as HIV positive. All of them have been registered at Mgazini Dispensary, the only reliable health facility in the community. At the dispensary, they are served with ARVs and special energy powder as well as counselling sessions earmarked for them. The sessions have included family and primary care givers training as a response to AIDS and everyday care for a diagnosed loved one. "I wish this project could have come earlier, many of our loved one's could have survived," noted Batholomew Mkanula, the Kilagano Ward Councillor.

In the past, the communities from Kilagano Ward were examined and treated at the Mission Hospital Peramiho which is about 40 kilometres from Mgazini village. However, when the Task Force started visits and talking to the communities on the importance of taking HIV and AIDS tests, the community responded well. 119 people tested positive. Unlike the past, several now receive counselling on HIV and AIDS. Premature deaths have been reduced. The sick get medication and care givers training on how to administer care.

The workshop's curriculum is governed by community-based programmes training on delivering better care and support for people with HIV and AIDS administered to and with local leaders as well as families affected by HIV and AIDS. The project links religious leaders, village leaders, dispensary health workers and doctors. Emphasis is made on the ways in which care givers can and must continue to be part of the AIDS response. The group conducts workshops on Sundays and public holidays as these are the times when community people can take a break from their farm activities.

Source: SADC Protocol @ Work Summit, Tanzania 2015

SGP 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 with these percentages rising to 95% by 2030. 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. South Africa has set a goal of more than 4.5 million on treatment. To achieve this, the country is planning to test at least 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?"[52]

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.

Renewed emphasis on prevention: SADC cannot win the fight against HIV by treatment alone. Treatment must be accompanied by increased and continued attention to prevention to reduce new infections. This includes both traditional prevention methods as well as the continued quest for a vaccine.

Focus more attention on adolescents (15 - 24): HIV is now the leading cause of death in adolescents in Africa.[53] 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 the Protocol, must include targets and indicators specific to prevention, treatment and support of adolescent girls. Mainstreaming age appropriate sex education and comprehensive HIV knowledge in primary and secondary 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.

Production of ARVs on the continent: SADC is dependent on ARVs which are produced in other regions of the world. A critical part of the expanded treatment programme must be production of these lifesaving drugs in Africa.



World AIDS Day vigil in Mauritius 2013. *Photo: Gender Links*

Investing in integrated and holistic programmes which include social benefits or and skills development to improve HIV and sexual and reproductive 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.

[52] Dr. A. Motsoaledi, Presentation to the International AIDS Conference, July 19, 2014
[53] World Health Organization, Health for the World's Adolescents: A second chance for the second decade, WHO, Geneva, 2014.

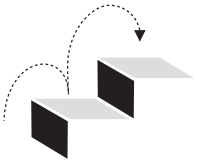
Tackle stigma, increase testing and treatment among key populations: SADC has generally done well in promoting and conducting testing, but more needs to be done to target sex workers, men who sleep with men and women who sleep with women, people who inject drugs, prisoners and migrants. With high HIV 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 Protocol 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 2020 and 95% 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. SADC countries also need to pay attention to the other pillars of PMTCT - prevention of new HIV infections in mothers and girls who will become mothers as well as increasing provision of family planning for all women, including those living with HIV. To eliminate transmission from mothers to babies SADC countries also need to improve follow up of mothers and ensure that they continue to take ARVs, at least as long their babies are breast feeding.

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 Protocol. Although strides are being made, women still bear the brunt of community level work and are still under-resourced, poorly trained 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, taking into account changes in the HIV landscape, adopted and implemented.

Other steps that need to be prioritised Post-2015, particularly in relation to care work are:

- ***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.
- ***Promoting 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.
- ***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.
- ***Involving men in C&HBC programmes*** to 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.



Next steps

- ***Post-2015:*** Lobby for stronger and improved HIV and AIDS targets and indicators in the reviewed the Protocol, 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 2030:*** 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 ensure increased investment in HIV prevention, treatment and care.

- ***Tackle stigma associated with men who sleep with men, women who sleep with women, sex workers, prisoners, refugees and injecting 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.
- ***Move from draft policies and guidelines to adopting policies and legislation to regulate care work:*** The mutual reinforcement of HIV AND 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.
- ***Engage with 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.
- ***Expand the scope of care work from terminal HIV and AIDS care to community based awareness and support*** as 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 HIV prevention, TB as well as screening for cervical and breast cancer. Care givers can be equipped to educate and support their communities in community care for those on ARVs as well as 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.
- ***Involve 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.
- ***Encourage 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.
- ***Improve collection and analysis of data*** is critical if we are to end AIDS. All countries need to be able to target their prevention and treatment efforts more effectively to where they will yield the greatest results.
- ***Improve Monitoring and Evaluation systems:*** 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.



Photo courtesy of 20x20aids.org



"Nicole" Anushka Virahsawmy

CHAPTER 8

Peace building and conflict resolution

Article 28



Women now constitute 18% of the *Gendermarie* (military police) in Madagascar after the adoption of a 10% quota in 2010. *Photo by Zotonantenaina Razanadratefa*

KEY POINTS

- Gender, peace and security are now on the SADC agenda far more than five years ago.
- Overall, citizens gave SADC governments a score of 67% for gender, peace and security, up from 45% in 2010. Women rated peace and security in SADC at 68% compared to 66% for men.
- DRC citizens scored their government the lowest with women scoring 48% whilst men scored 51%. This can be attributed to the ongoing conflicts in DRC.
- Only one SADC country, the DRC, has adopted a UNSCR 1325 National Action Plan, as per Article 28 of the SADC Protocol on Gender and Development.
- 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. We are able to track the sex-disaggregated data for 12 countries (compared to seven) on defence and 13 (compared to five) on the police. However, sex-disaggregated data on correctional services is available for only six countries.
- Eight out of the ten countries that send peacekeepers on UN missions send women peacekeepers. At 29%, Zimbabwe and Namibia sent the highest proportion of women on peace keeping missions in 2014, despite Zimbabwe deploying 35% women in 2013.
- Much more concerted effort is required by governments to meet the targets of Article 28 and translate the inclusion of women into the security sector for greater security of women in the region.

Key trends - Peace building and conflict resolution				
Target	**Target 2015**	**Baseline 2010**	**Progress 2015**	**Variance (Progress minus target)**
Defence				
Number of countries with UNSCR National Action Plans	15	**1** (DRC)	**1** (DRC)	**14** (Angola, Botswana, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Tanzania, Zambia & Zimbabwe)
Number of countries with sex-disaggregated data	15	**5** (Botswana, Madagascar, Malawi, South Africa & Zimbabwe)	**12** (DRC, Botswana, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Zambia & Zimbabwe)	**3** (Angola, Swaziland and Tanzania)
Highest proportion of women in defence	100%	South Africa 24%	South Africa 30%	**-70%**
Lowest proportion of women in defence	100%	Botswana 0.1%	Botswana & Madagascar 1%	**-99.9%**
Police				
Number of countries with sex disaggregated data	15	**6** (Botswana, Mauritius, Mozambique, Namibia, South Africa & Zambia)	**13** (Botswana, DRC, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Zambia & Zimbabwe)	**2** (Angola & Swaziland)
Highest proportion of women	100%	South Africa 21 %	Seychelles 39%	**-61%**
Lowest proportion of women	100%	Mozambique 7%	DRC 6%	**-94%**
Correctional services				
Number of countries with sex disaggregated data	15	**0**	**6** (Lesotho, Madagascar, Malawi, Mauritius, Seychelles & South Africa)	**9** (Angola, Botswana, DRC, Mozambique, Namibia, , Swaziland, Tanzania, Zambia & Zimbabwe)
Highest proportion of women	100%	South Africa 27%	Seychelles 53%	**-47%**
Lowest proportion of women	100%	Mauritius 8%	Mauritius 9%	**-91%**
Peacekeeping				
Number of countries with women in peacekeeping forces	15	**7** (DRC, Malawi, Namibia, South Africa, Tanzania, Zimbabwe & Zambia)	**9** (Botswana, DRC, Madagascar Malawi, Namibia, South Africa, Tanzania, Zimbabwe & Zambia)	**6** (Angola, Lesotho, Mauritius, Mozambique, Seychelles, Swaziland)
Highest proportion of women	100%	Namibia 46%	Zimbabwe and Namibia 29%	**-71%**
Lowest proportion of women	100%	Tanzania 6%	Mozambique 0%	**-100%**
Scores				
CSC	**100%**	**40%**	**68%**	**-32%**



Scholastica Kimaryo, former South Africa UNDP coordinator, and Gender Links Madagascar country manager Ialfine Papisy, at the Madagascar gender, peace and security conference. *Photo by Zoto Razanadratefa*

There is greater recognition than five years ago of the need for gender responsive transformation of the security sector. When the Barometer first introduced the peace and security chapter in 2010, there was little knowledge about, or interest in, women in the security sector in the region. Five years later there is more data available in this sector. There is also a noticeable upward trend in the inclusion of women in the sector for many countries. Moreover, many civil society organisations and researchers are now interested in, and working on, the topic.

Southern African countries have made substantive progress in implementing Article 28 of the SADC Protocol on Gender and Development (THE PROTOCOL) and are leading world-wide, in the inclusion of women in the security sector as per UN Security Council Resolution (UNSCR) 1325. Although SADC has been at the forefront of the gender agenda for decades, it has not met the 50% target for women's inclusion in the security sector by 2015.



The Botswana Defence Force (BDF) welcomed its first female privates into the army in 2015. *Photo by Gender Links*

The key trends table shows that sex-disaggregated data on defence is now available for twelve countries compared to seven in 2010. South Africa continues to have the highest number of women in the defence force in the region up from 24% in 2010 to 30% in 2015. Namibia has the second highest representation of women in the defence force in the region at 23%. The high percentage in both countries is attributed to the political will to ensure implementation of women in the security sector. Madagascar and Botswana have the lowest levels of women in the Defence force as both countries only relatively recently started recruiting women into defence. The data for Angola, Tanzania and Swaziland remains inaccessible. The sharing of information and best practices across SADC defence forces is important in the reporting of gender mainstreaming. They should also draw in civil society organisations that can assist in meeting the objectives of gender mainstreaming.

Sex disaggregated data on police services is now available for 13 SADC countries compared to six in 2010: Seychelles (39%), South Africa (34%) and Namibia (31%) have surpassed the 30% representation level for women in the police services. Four countries, Botswana (26%), Zimbabwe (25%), Malawi (23%) and Lesotho (21%) have reached the 20% mark. The police services have generally been able to mainstream gender far faster than the other security sectors. Mozambique (7%) and DRC (6%) have remained at similar levels since 2010; these countries need to be encouraged to continue creating an enabling environment for women. Angola, Swaziland and Tanzania remain a challenge as no data is available for these countries.

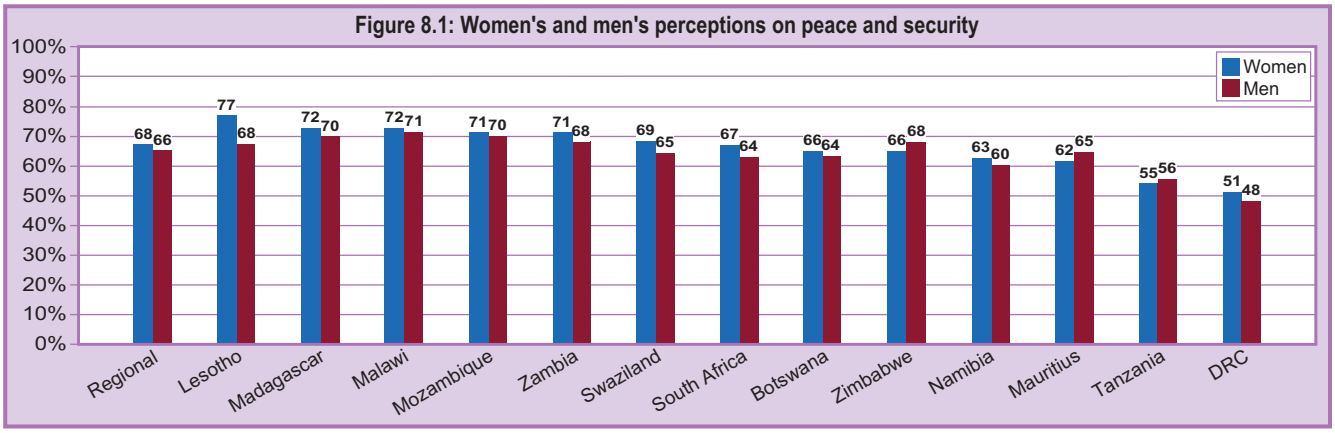
Sex disaggregated data is least available for correctional services. As reflected in the trends, data is only accessible for six countries. At 53% the Seychelles continues to improve on the number of women in its correctional services. It is the only country in the region to have achieved gender parity in correctional services. SADC must do more to facilitate entry for women into the working environment of correctional services across the region.

The United Nations Department of Peacekeeping Operations (UNDPKO) is able to track deployment of women in peacekeeping missions for 9 countries. Zimbabwe at 29% contributed the highest percentage of women peacekeepers in 2014, although this was lower than the 35% recorded in 2013. However, it is a 5% increase from the 2010 figure of 24%. Madagascar showed significant improvement in the number of women it has deployed, from 3% in 2010 to 17% in 2014. Zambia also increased its deployment of women peacekeepers from 10% in 2010 to 16% in 2014.

SADC must collate sex-disaggregated data for the security sector and publish this on its web-site, similar to that of NATO. The lack of information is a serious impediment to monitoring and evaluating the implementation of the SADC Gender and Development Protocol. SADC should be far more robust in displaying its progress to the world and of sharing its experiences in the promotion of women in the security sector.

Southern African countries, and SADC as an institution, have not developed UNSCR 1325 National Action Plans (NAPs). Only the DRC has one. South Africa was selected by the UN in 2009 as a country that would serve as a model for the development of a NAP. Though it had several meetings to develop a NAP, the process stalled and it thus failed to deliver one. There is however renewed interest in South Africa to restart the process. Madagascar is in the validation phase of its NAP. This year marks a renewed opportunity for many countries to develop NAPs and they should be encouraged to so as the process of development creates an awareness of gender and security issues and the political will to do something about it.

The assessment of overall progress of SADC countries in addressing gender, peace and security issues, as determined by the Citizen Score Card (CSC), highlights that governments can do much more to create safety and security for their citizens.



Source: Gender Links 2015.

Overall, citizens gave SADC governments a score of 67% for gender, peace and security. This is a significant increase from a score of 45% in 2010: a reflection of the generally more peaceful conditions in the SADC region. Figure 8.1 shows that there is a two percentage point difference between the score of women (68%) and men (66%). Women in Lesotho gave their government the highest score of 77% in the region. It is worth noting that the Alliance administered the CSC in November 2014, ahead of the political turmoil in early 2015, which may have affected perceptions, if administered later. Malawi and Madagascar rank second at 72%. Mozambique and Zambia at 71% rank third in the region. The DRC remains the lowest with a score of 51% for women and 48% for men. Swaziland recorded the highest gender gap of four percentage points with women scoring their government at 69% and men at 65%.

Background

Gathering data on gender, peace and security has become much better and accessible in SADC since the beginning of tracking in 2010 when information on the number of women in security sector remained scant. The SADC Gender Protocol Barometer has now become one of the major sources internationally and regionally for both an overview of the gender peace and security issues pertinent in the region and for a constant check on representation. Over the five years the tracking highlighted the need to go beyond the numbers and provided a glance at the current conflicts and conflict resolution practices and their gendered impact.

The main purpose of the Barometer is to hold SADC governments to account and to spur them on to implement UNSCR 1325. In this exercise the success has been rather uneven. Malawi, Namibia, Seychelles and South Africa have made the most progress in implementing UNSCR 1325. Countries such as Angola, Mozambique, Tanzania and Zimbabwe have been scant with data, and generally nonchalant about UNSCR 1325. SADC has to find ways in which to bring all members on board in the quest for greater women's participation in security, and security of, women in the region.

The past five years has seen SADC go through peaceful elections even though there have been allegations of corruption. The period has seen SADCs first female president, Joyce Banda ousted out by the former president's brother. While the conflicts that have occupied much of SADC Organs agenda over the past decade appear to be settled others are re-emerging (e.g. in Lesotho). The SADC Organ remains state-centric both in terms of who participates and what is focused on. It still sees itself primarily dealing with "hard security" issues such as election violence, civil wars, terrorism and transnational crime. Human Security concerns, arguably at the root of most of conflict, are left to other Directorates. Within this silo approach to peace and security gender is hived off as a secondary concern to be dealt with somewhere else, or said to be "cross-cutting" so that it becomes no-one's responsibility.

SADC countries do not fare well in the Global Peace Index which measures the relative positions 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). The Global Peace Index for 2015 reports that 78 countries became less peaceful in 2014.[1]

[1] Global Peace Index 2015.

Table 8.1: Peace Index 2015 Ranking of Sub-Saharan Countries

Country	Rank in Sub-Saharan Africa	Rank globally
Mauritius	1	25
Botswana	2	31
Namibia	3	48
Malawi	5	51
Zambia	7	55
Lesotho	9	63
Tanzania	10	64
Madagascar	12	67
Mozambique	16	80
Angola	19	88
Swaziland	21	101
Zimbabwe	30	125
South Africa	37	136
DRC	41	155

Source: Global peace index report 2015.

Table 8.5 Shows the Peace Index 2015 rank for countries in the region and globally that participate in the study. The table shows that four SADC countries rank above 100. Zimbabwe improved from 148 to 125. South Africa worsened, from 122 to 136; the second lowest. DRC remains at 155 - the lowest for the SADC region. Lesotho is at 63, but this is likely to worsen in 2016, following the insecurity in the country. Swaziland, at 101, is the fourth lowest.



In **DRC**[2], efforts by Joseph Kabila to restore peace following the overthrow of Mobutu and murder of his father continue to face challenges. UN peace-keepers, MONUC, now known as MONUSCO, arrived in April 2001. Talks led to the signing of a peace accord in which Kabila would share power with former rebels.



Women in the DRC yearn for peace. *Photo courtesy of The Hope Project*

By June 2003 all foreign armies except those of Rwanda had pulled out of Congo. Kabila became President in December 2006 following multi-party elections.

However, Laurent Nkunda, a member of a RCD branch integrated to the army, RCD-Goma, defected along with troops loyal to him and formed the National Congress for the Defence of the People (CNDP), which began an armed rebellion against the government, starting the Kivu conflict. The CNDP signed a peace treaty with the government in which it agreed to become a political party and to have its soldiers integrated into the national army in exchange for the release of its imprisoned members.

In 2012 the leader of the CNDP, Bosco Ntaganda, and troops loyal to him, mutinied and formed the rebel military March 23 Movement, claiming a violation of the treaty by the government. In the resulting M23 rebellion, M23 briefly captured the provincial capital of Goma in November 2012. Neighbouring countries, particularly Rwanda, have been accused of using rebels groups as proxies to gain control of the resource-rich country and of arming rebels, a claim they deny. In March 2013, the United Nations Security Council authorized the United Nations Force Intervention Brigade, the first offensive United Nations peacekeeping unit, to neutralize armed groups. On 5 November 2013, M23 declared an end to its insurgency.

Additionally, in northern Katanga, the Mai-Mai created by Laurent Kabila slipped out of the control of Kinshasa with Gédéon Kyungu Mutanga's Mai-Mai Kata Katanga briefly invading the provincial capital of Lubumbashi in 2013 and 400,000 persons displaced in the province as of 2013.] On and off fighting in the Ituri conflict occurred between the Nationalist and Integrationist Front (FNI) and the Union of Congolese Patriots (UPC) who claimed to represent the Lendu and Hema ethnic groups, respectively. In the northeast, Joseph Kony's LRA moved from their original bases in Uganda and South Sudan to DR Congo in 2005 and set up camps in the Garamba National Park.

In 2009 people in the Congo continued to die at a rate of an estimated 45,000 per month. Some 900,000 to 5,400,000 people have died in the conflict. The death toll is due to widespread disease and famine. Reports indicate that almost half of the individuals who have died are children less than five years of age. There have been frequent reports of weapon bearers killing civilians, of the destruction of property, of widespread sexual violence,] causing hundreds of thousands of people to flee their homes, and of other breaches of humanitarian and human rights law. One study found that more than

[2] This section on the DRC is a summary of information accessed at https://en.wikipedia.org/wiki/Democratic_Republic_of_the_Congo#Civil_wars_.281997.E2.80.93present. 29 22 July 2015 and Bissa, at Wikimedia Commons - https://commons.wikimedia.org/wiki/File:Bissa_008.JPG.

400,000 women suffer rape in the Democratic Republic of Congo every year.

There have been major protests around Kabila's bid to remain in power, similar to that recently witnessed in neighboring Burundi. Kabila has been in power for 14 years and his term end in 2016 when elections are scheduled for. Bissa has highlighted that the protests began after the passage of a law by the Congolese lower house that, if also passed by the Congolese upper house, would keep Kabila in power at least until a national census was conducted (a process which would likely take several years and therefore keep him in power past the planned 2016 elections, which he is constitutionally barred from participating in).This bill was passed, however, it was gutted of language that would keep Joseph Kabila in power until a census took place. A census is supposed to take place, but it is no longer tied to when the elections take place.



In **South Africa** Xenophobia, service delivery protests, high crimes rates including rape account for South Africa's place on the Peace Index. South Africa is the current chair of the Organ. Lesotho, the DRC and Madagascar continue to occupy the agenda. Even though there are more than 17 000 murders in South Africa a year (when conservative estimates of war are 1000 battle deaths per year) do not receive any attention. The KPMG study on the costs of gender based violence in South Africa notes that it costs this country annually between R28.4 billion and R42.4 billion per year to respond to GBV.[3]



At the time of writing, the murder of the former commander of the Defence Force Maaparankoe Mahao in **Lesotho** had a SADC Double Troika scurrying to meet to resolve the latest bout of political rivalry involving an attempted purge of supporters of the former prime minister Thomas Tabane. The SADC mission is headed by South African Deputy President Cyril Ramaphosa. Botswana Judge Mpaphi Phumaphe was appointed to lead a commission of inquiry to look into Mohao's death. Political analyst Professor Kopano Mokoa said the inquiry was likely to be a test of SADC's credibility and ability to bring a lasting solution to Lesotho's security crisis. "Unlike many occasions, where inquiries were made but produced reports that lacked credibility and simply scratched the surface of the truth, we hope the SADC commission will unravel the truth and produce credible recommendations," said Mokoa. Political analyst Mzoxolo Mpolase said that, although SADC had already done a lot to try to resolve the crisis in Lesotho, the regional body needed to "hold Lesotho's hand" as it moved towards democracy.[4]



Violent crime, including rape, is a worrying factor for the region. The 2014 Crime and Safety Report for **Swaziland** highlighted the high prevalence of rape as a "crime threat."



The discovery of offshore gas in **Mozambique** will significantly increase this country's growth potential. Mozambique, however, has the possibility to either grow very rapidly or once again to descend into violence. How it manages these resources and uses the income for the development of all in the society is key to the conflict path it will take.

Peace in Southern Africa is therefore not a given. Governments need to deal with the human security challenges, which include gender inequality and gender based violence, to create the sustainable positive peace envisaged in the 1990s. 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 governments to account.

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.

[3] KPMG, (nd) "To Costly To Ignore: The Economic Impact of Gender Based Violence in South Africa" https://www.kpmg.com/ZA/en/IssuesAndInsights/ArticlesPublications/General-Industries-Publications/Documents/Too%20costly%20to%20ignore-Violence%20against%20women%20in%20SA.pdf

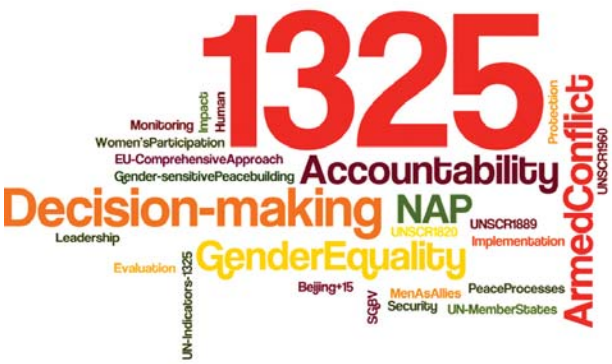
[4] http://www.timeslive.co.za/thetimes/2015/07/21/Political-rivalry-mires-Lesotho-in-violence

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 African Union's Agenda 2063: The Africa We Want is a framework for the development of the continent. Aspiration 4 of the Agenda speaks to a "Peaceful and Secure Continent." The AU will seek to promote dialogue centered conflict prevention and resolution "in such a way that by 2020 all guns will be silent." It also advocates for the promotion of a culture of peace and tolerance, harmony amongst communities at grassroots level and for the flourishing of a culture of human rights, democracy, gender equality, inclusion and peace.[5] In 2014 the AU appointed Benita Diop as the Special Envoy on Women Peace and Security. The AU has adopted a five year Gender Peace and Security Programme and there is now a concerted effort to mainstream gender into peace and security in the region. It is hoped that regional organisations will follow suit. Two regional organisations have already adopted Regional Action Plans for the implementation of UNSCR 1325, namely, the Economic Community of West African States and Intergovernmental Authority on Development.

Implementation of UN Security resolution 1325



In 2000 the UNSC adopted the landmark Resolution 1325 on Women, Peace and Security. This resolution called for increased women's participation in peace and security, the protection of women during conflict and the prevention of sexual and gender based violence. There were subsequently six other resolutions (1820, 1888, 1889, 1960, 2106, 2122) seeking to strengthen the implementation of UNSCR 1325. This year marks the 15th year since the adoption of UNSCR 1325 and therefore marks is a milestone year for reporting and for developing a new way forward.

UNWOMEN has commission a High Level Global Study on the implementation of UNSCR 1325. Radhika Coomaraswamy, former Special Rapporteur on Violence against Women, leads the study. Yasmin Sooka, the Executive Director of the Foundation for Human Rights in South Africa, is also member of the advisory group for this study.

In 2002 the UN Secretary General called for countries to adopt National Action Plans (NAP) on Women Peace and Security. NAPs serve as a guiding national policy document that is able to bring together the gender related issues and interests of a diverse set of government bodies and stakeholders tasked with security, foreign policy, development and gender equality.

By 2005 there was only one country, Denmark that had a NAP. A NAP serves as a guiding national policy document. In 2015, 50 countries have adopted National Action Plans, 15 of which are located on the African continent. Globally, however, this is only 26% of the 196 countries, primarily because UNSCR 1325 is not a binding resolution. The adoption of a NAP, in many countries, has merely been symbolic as little attempt has been made to implement these instruments and reporting on it has been negligible. Therefore, despite an emphasis on women's participation in conflict management, women remain marginal to these processes.

The Institute for Security Studies, sponsored by the Australian High Commission in South Africa, co-hosted a seminar on Gender and the Security Sector in Pretoria in June 2015. This seminar brought together approximately 30 participants, the majority of whom were from the SADC region to discuss progress in implementing UNSCR 1325. Many noted the slow progress in integrating women into the security sector and the need

[5] See AGENDA 2063: The Africa We Want http://agenda2063.au.int/en/sites/default/files/01_Agenda2063_popular_version_ENG%20FINAL%20April%202015.pdf

to place more concerted effort in creating an enabling environment for women in the security sector in the region.

Although SADC countries do relatively well in terms of women's inclusion into peace and security institutions and the deployment of women peacekeepers, they have not prioritised the development of NAPS. The **DRC** adopted its NAP in 2010 but has done little by way of implementation. **Madagascar**, largely led by civil society, began the development of a NAP in 2012 and is now engaging in the validation exercise. In the last year, only **South Africa** has shown interest in adopting a NAP. The revised SADC Gender Protocol (the Protocol) will have to reflect on this target for all SADC countries.

The Executive Director for UN Women, Phumzile Mlambo-Nqquka, highlighted that in 2014 the CEDAW committee adopted General Recommendation number 30 on women in conflict prevention, conflict and post-conflict situations, "that the General Assembly had made two high level commitments to combat sexual violence in conflict and that a criterion on gender base violence was included in the Arms Trade Treaty."[6] She noted key points that she would like the High Level Panel to address, namely:

- Less process and more results for women and girls.
- The Agenda must be treated with political urgency.
- Women Peace and Security must be adequately resourced.
- A need to plug the gaps that exist (e.g., women's participation in peace processes and in economic recovery).[7]



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 low intensity conflict and related violence have been reported, especially during elections and amid the widespread scramble for resources. SADC countries face predominantly human security challenges. These relate to high levels of crime, xenophobia, gender based violence, poverty, access to land, housing, water and food, human rights abuse, curbing of the space for civil society to mobilise and problems associated with refugees and internal displacements. 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 reintegration.

Table 8.2: 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	Police Act no 7 of 1998. Equal opportunity for police recruitment mentioned in Act. Language in Act is not gender sensitive.		Yes	No

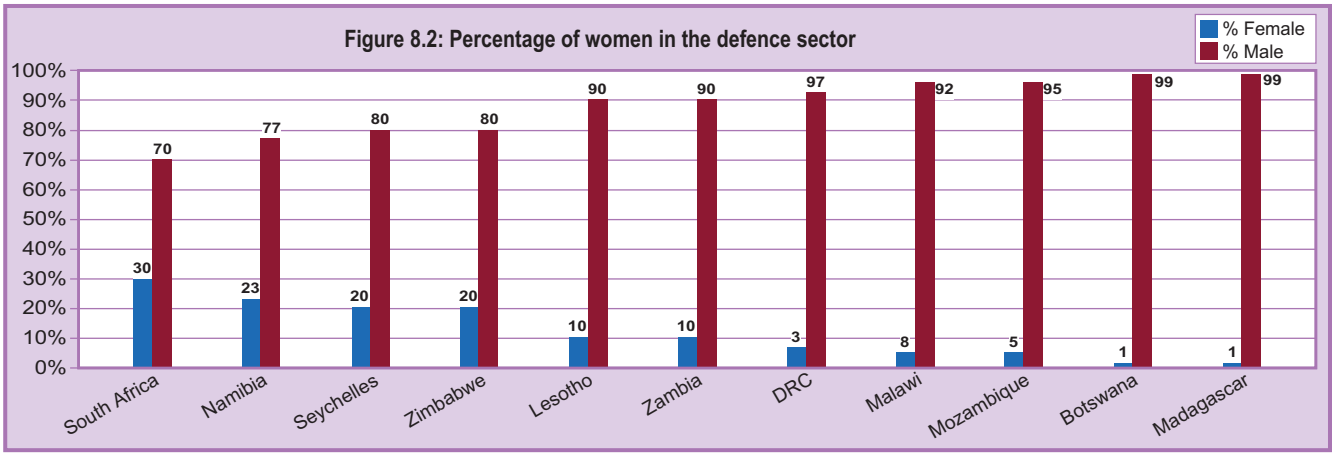
[6] Speech by UN Women Executive Director Phumzile Mlambo-Ngquka at the Mission to Finland, 10 June 2014. http://www.unwomen.org/en/news/stories/2014/6/executive-director-speech-at-mission-to-finland

[7] Speech by Mlambo- Ngquka Ibid.

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
		is not mainstreamed into the Act. There are women in the defence force.	Gender is not mainstreamed into the Act. Police have a special unit for rape survivors.			
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 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.	SA Police Services Act 1995 - gender not mainstreamed. Have a gender policy. SAPS has an Affirmative Action Policy that calls for 30% representation. Women part of Police since 1971.	Correctional Services Act 111 of 1998 is gender sensitive.	Yes	No No
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	

Table 8.2 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 revised Gender Protocol should include the review of key security instruments from a gender perspective. Countries should be required to report to SADC on progress in this regard.

The defence sector[8]



Source: Hendricks C, collation of data and country reports, 2014 .

Figure 8.2 reflects the proportion of women in the defence forces of 11 SADC countries for which this data could be obtained (Mauritius is excluded because it does not have a defence force). South Africa (30%) ranks first in the region, followed by Namibia (23%) - a three percentage point decrease compared to last year. Seychelles and Zimbabwe have 20% women in their defence forces. Missing from Figure 8.2 is verified data for Angola, Swaziland and Tanzania. Angola and Tanzania are likely to be above the 20% mark. For the first time, data for the DRC's Defence Force is recorded at 3%.[9] Women in Malawi's Defence Force increased from 5% to 8%[10] and Madagascar has approximately 40 women in its Military (1%) the majority of whom remain in the medical profession.[11] Madagascar adopted a 10% quota for the intake of women and this is beginning to show some results. Women constitute 18% of the Gendermarie (Military Police) in Madagascar. The section that follows provides insight into women in defence in SADC countries for which information could be obtained.



Angola: Angola has been an enigma for the Barometer's tracking of women in the security sector. Although no data is readily available researchers suspect that there is a large percentage of women in the Defence Force. The women's wing of the Popular Movement for the Liberation of Angola (MPLA) played a key role in the liberation struggle, but the re-integration process was not gender sensitive and this would have impacted on the number of women entering the defence force. However, Angola boasts high numbers of women in decision-making, crossing the 30% threshold.



DRC: Although women's entry into the army dates back to 1966, and despite security sector reform measures designed to increase women's representation. Data for the DRC is now more accurately recorded as 3% for women in the defence force. The army primarily recruited women for the administrative and health sectors. In general, living conditions for soldiers in the DRC are bad. The wives of soldiers tend to move with them throughout the country, creating an added gender dimension that needs to be explored. Three scholars are undertaking studies on the wives of soldiers and the wives of rebels in the DRC.[12]



Madagascar: In October 2014, the AU led a joint assessment with the International Support Group for Madagascar

[8] Represents all women in defence forces, civilian, non-combat and combat.
[9] Presentation by Brigadier General Bolingo of the DRC at the ISS Workshop on Gender and the Security Sector , June 2015.
[10] Presentation by Lt Col Francis Kakhuta Banda at ISS workshop Ibid
[11] Presentation by Gaby Razinfindrakoto at the ISS workshop op cit…
[12] See the work of scholars such as Nelson Alusala, Maria Baaz and Judith Verwejien.

and the Security Sector Reform Assessment Missions to Madagascar. According to the Madagascar country report, the mission found that "with about 22,000 men, the National Defence remains closed to women's integration into the existing system. The efforts made so far and which theoretically should introduce a progressive 10% quota, reported a 0.1% actual percentage of women in the defence sector as a whole in 2013. Similarly, the Military Academy (core of the army and gendarmerie) does not have enough structure to allow a significant recruitment of women and ensure their training." Madagascar has however improved its intake of women from 0.1% to 1% in 2015.



Malawi: The efforts at mainstreaming gender in to the Malawi Defence Force is showing signs of success as the number of women continue to increase. Women now constitute 8% of the Malawi Defence Force (MDF). This is a major improvement on the first 50 women soldiers recruited in 1999. Its highest ranking female officer is a Major (up from the rank of Captain). The Malawi Defence Force has worked closely with civil society in order to achieve these results. The Defence Force conducts training on gender based violence for all its soldiers. The MDF, however, is still handicapped by inadequate resources that impede its ability to create equitable environments for men and women, most noticeably in terms of accommodation.



Namibia: The Defence Minister Penda ya Ndakolo notes that while women constitute 23% of the Namibia Defence Force (NDF), they only hold 5% of the NDF management portfolios.[13] Women's representation in the NDF overall has dropped by three percentage points. Namibia still ranks second in SADC for the highest proportion of women in the defence force. The highest ranking female officer is now a General (1 of 22 Generals). Namibia Defence Force has 16 women Colonels (out of 78) and three women Battalion Commanders. Namibia's impressive results on the role of women in the armed struggle is attributed to the concrete gender mainstreaming efforts and to discernible political will by the leadership. The aim of the NDF is to reach 30% representation for women.



Namibia Ministry of Defence held its Gender Mainstreaming Seminar in Swartkopmund, June 2015. *Photo courtesy of www.mod.gov.na*



Zambia: Women constitute approximately 10% of Zambia's Defence Force. Women first entered the force in 1974. In 2009, Fridah Kazembe became the first woman Brigadier General. 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 has a gender desk charged with mainstreaming gender into the defence sector.



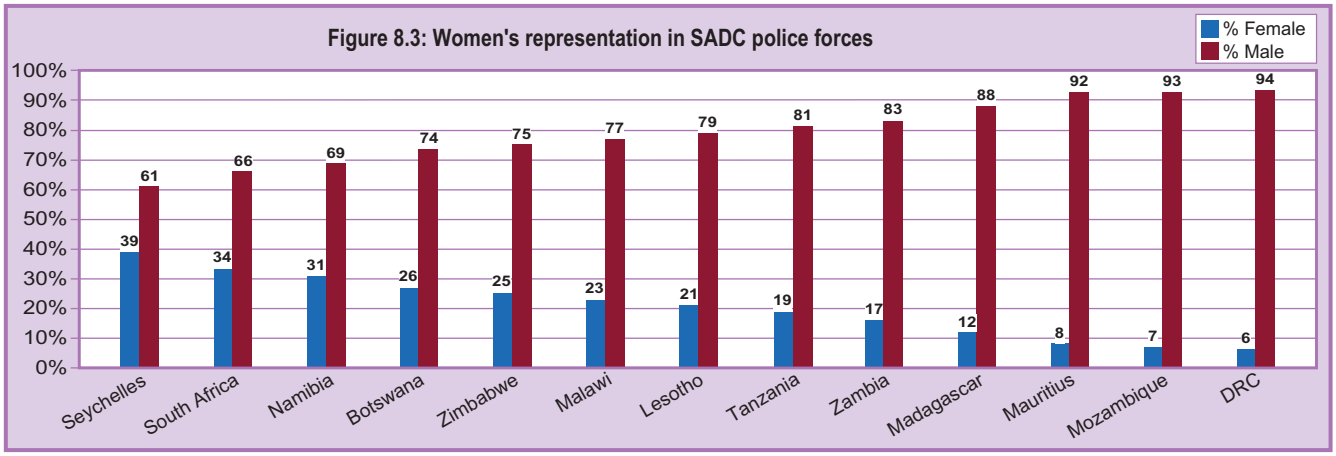
Zimbabwe: Women constitute 20% of the defence forces. The highest ranking woman officer is a Brigadier General Shailet Moyo, appointed in 2013. The Zimbabwe Peace and Security Programme, in collaboration with UNWOMEN, has conducted several security sector workshops in partnership with civil society on gender mainstreaming.

US supports seminars on gender mainstreaming in the defence sector

The US Military Command for Africa (AFRICOM), now the US Army Africa (USARAF) has supported gender and security sector reform in Southern Africa through a series of conferences on gender mainstreaming. Speaking at a seminar on gender mainstreaming in the defence sector in Windhoek in June 2014 Michelle Gavin, US ambassador to Botswana, noted: "Barriers restraining women's ability to add value to an organisation remain in place only to the detriment of that organisation... it is common sense to use the entire pool of talent to build the strongest possible organisation. Passion to serve is not tied to whether you are a man or a woman. It is what is in your heart, it is your commitment to country and it is the talents you bring to the fight. On these measures men and women walk the same path." The topics at the conference centred on equality and fairness, maternity leave and maternity uniforms.[14]

[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.
[13] Adam Hartman, "Army wants more women involved" Namibian 19/6/2015.
[14] Source: Meghan Portillo "USARAF's Gender Integration Efforts lead to regional seminar involving 7 African Nations". http://ncojournal.dodlive.mil/2014/10/21/usarafs-gender-integration-efforts-lead-to-regional-seminar-involving-7-african-nations/

Police services



Source: Cheryl Hendricks 2015, compilation of data over a 5 year period inclusive of country Barometer reports.

Figure 8.3 shows that Seychelles, at 39%, records the highest percentage of women in the police services, followed by South Africa and Namibia at 34% and 31% respectively. Botswana at 26% increased their proportion of women in the police services by 2%, whilst Malawi has 23% women's representation, a three percentage point decrease. Seven countries have 20% or more representation of women in their police services. Three countries - DRC, Mauritius and Mozambique - have less than 10% women in their police forces.

Protocol @ work

Botswana Police Services



The Police Services Department collaborates with NGOs, such as Emang Basadi and the Kagisano Shelter Women's Project when it needs to refer abused women for counselling. The police also participate in gender violence programmes, including workshops, advocacy initiatives and education marches, especially during the 16 Days of Activism on Gender violence. They include crime statistics in their weekly media reports, pertinent data that improves the monitoring of GBV cases. Further, the Department has introduced gender awareness training as a component of its in-service training programme at the Police Training College.

Botswana continues to register an alarming number of rapes and violent house burglaries. Police officers historically gave less priority to the problem (Jenkins & Davidson, 2001; Mabalani, 2008). The preferred response to GBV is often sporadic, with discretionary decisions often influenced by little training on the effects of violence on survivors. UNIFEM is supporting Botswana in accelerating the implementation of activities and strategies that address violence against women and support the prevention of GBV and HIV and AIDS.

The project aims to contribute to the elimination of all forms of GBV and reduce the spread of HIV and AIDS among women and girls in Botswana. The project identified gaps in the practice of handling of GBV cases in selected police stations across the country that serve as the first point of contact for victims of violence. This process led to the identification of the need to have Gender Focal Points (GFP) coordinators in police stations, the design of a reporting tool, and the consolidation of GBV through the Penal Code.

Source: Extract from the Botswana Country Report 2015



Botswana police march against GBV in Kgatleng District Council.
Photo by Gender Links



Seychelles: Women constitute 39% of the Seychelles police services (300 out of 800 police officers). This is the highest representation in SADC. However, the Seychelles Country Barometer for 2015 notes that there is a "glass ceiling" for women in the organisation as they are completely absent from the four most senior posts. In 2014, however, a Seychelles "Women in Police Network" which seeks to improve the training of women so that they can advance in the ranks.[15]



Zimbabwe continues to have approximately 25% representation of women in its police services. In 2009 it launched the Zimbabwe Women's Police Network. This network aims to:

- Training and Development: To date 2647 women police officers have completed various degrees and diplomas.
- Equal Job Opportunity: All jobs are open to women. Since 2009 a total of 99 police women have served in peace missions.
- Poverty Alleviation: ZRP Women officers are encouraged to engage in income generating activities such as beekeeping and poultry production.
- Resource Mobilisation: Linked to poverty alleviation activities.
- Sport and Recreation: 50% of Police Women to participate in sports
- Social Responsibility: Participate, for example, in the 16 Days of activism Campaign.



Malawi has 238 women (23%) in its Police Services[16] down from 26% in 2014. Malawi Police had a female Deputy Inspector General until June 2014. Malawi police officers have received training on gender mainstreaming, the human rights and HIV and AIDS. There is a Malawi Police Service Women's Network.



Tanzania: Women's Representation in the Tanzania Police Force is 19%. The Tanzania Country Barometer 2015 Reports that "the government initiated Tanzania Police Female Network (TPFNET) as a measure to address GBV. The TPFNET carried out a mapping of the Gender and Children's Desks in 2012/13. Gender and Children's Desks have been formally established in 417 Police Stations, but faced with a number of challenges. The quality of the service delivered by the Desks, the environment and the skills and knowledge of the police officers staffing the Desks were found to vary hugely and did not generally meet the standards set out in the Guidelines for the Establishment of the desk in 2012 and the SOP on Prevention and Response to GBV and Child Abuse 2012."



Madagascar has 12% women in its police force. Women recruited at police level, are present at all levels of decision-making in the implementation and deployment of the 93 police stations of the 112 Districts.[17]

Correctional and prison services

Table 8.3: 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	47	53	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.

As reflected in Table 8.3, only six countries in the region have sex disaggregated data on prison staff. Seychelles has the highest proportion of female staff: 53% in 2015, up from 51% last year. This is the only country to go beyond gender parity. The Seychelles has 608 prisoners, mostly men incarcerated for sexual offences, fraud, arson, murder, piracy and drugs.[18] Mauritius (9%) has the lowest proportion of female warders. Seychelles (7%) has the highest proportion of women prisoners. Malawi (1%) has the lowest proportion of women prisoners.

[15] Cited at http://www.seychellesnewsagency.com/articles/1169/Networking+platform+for+Seychelles+women+police+launched
[16] Malawi Country Barometer 2015.
[17] Gaby Razafindrokoto, Presentation at the ISS Conference on Gender and Security, June 2015.
[18] http://www.seychellesnewsagency.com/articles/817/Restorative+Justice+in+Seychelles+Convicts+come+face+to+face+with+the+victims+of+their+crimes

South Africa: Women in Prison Ignored and Neglected



According to the 2012/2013 Correctional Services Annual Report, there are 242 correctional centres that accommodate 150 608 inmates, 3380 (0.02%) of whom are women.

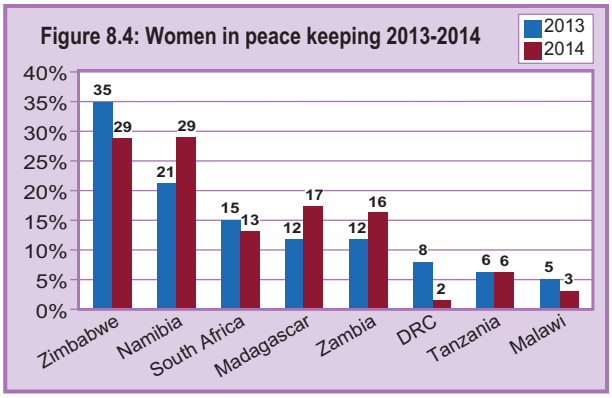
In a report on *The Imprisonment of Women in Africa* Lisa Vetten says that "women are invisible and neglected when prison rules and policies are formulated. Prison facilities are designed with men's needs in mind and as a result, are inadequate for the needs of pregnant women and children."

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. Women can play a leadership role in transforming prison culture.

Quick facts:

- Out of the 242 correctional facilities in the country only 8 are female correctional facilities.
- There are 3 mother and child units in the country.
- Around 600 female offenders get parole annually

Peacebuilding



Source: Cheryl Hendricks calculations from 2013 and 2014 UNDPKO Country Monthly Statistics for Peace missions.

Figure 8.4 shows that the proportion of women in peacekeeping missions across the region is uneven. Zimbabwe at 29% continues to deploy the highest proportion of women on peacekeeping missions. However this is a six percentage point decrease from 35% in 2013. Similarly DRC, South Africa and Malawi's deployment of women have decreased whilst Tanzania remained constant at 6%. The decline could be a reflection of the nature of the missions that they are now undertaking, which is primarily peace-enforcement rather than peacekeeping. South Africa still accounts for the largest actual number of women deployed, because it deploys many more peacekeepers overall. South Africa deployed an average of 300 female peacekeepers for 2014. The increasing tendency towards peace enforcement could result in fewer females being deployed unless there is a radical rethink around training and areas of deployment for women.

A global challenge: The deployment of female peacekeepers is a key component of 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 2014, Namibia deployed an average of 36% women in its police contingents, Tanzania (29%), Madagascar (12%), Malawi (50%), South Africa (45%) and Zimbabwe (30%).

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 remain absent in the current negotiations in countries like Lesotho and South Sudan.

The NGO Working Group on Women Peace and Security drafted a Roadmap in 2015 in which they noted that the High Level Review Panel "must be more than ceremonial and about recommitments to the principles and transformative potential and the effective implementation of the WPS Agenda." To achieve results on WPS the international community must take action on:

- Women's Participation (establish consultative forums with civil society; support women and civil society participation in peace negotiations; recruit, retain and professionalise women in security and justice sectors.
- National and Regional Implementation.
- Financing.
- Conflict Prevention.
- Accountability.
- UN System Leadership.[19]

[19] http://womenpeacesecurity.org/media/pdf-2015WPSRoadmap.pdf

SGP Post-2015

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 sector.

There has been little concerted effort to fast track women into this sector because of continued pervasive stereotypes of the roles that men and women should play and because the sector is not that attractive (in terms of working conditions) for women. SADC as an institution must take the lead, as the AU is increasingly doing, in the promotion of frameworks, policies and practices that seek a gendered transformation of the provision of peace and security. Key in this regard would be a SADC Regional Action Plan and national dialogues on gender, peace and security that lead to national action plans.

Sexual violence against women during conflict is of great concern in the region. The slow judicial process exacerbates the situation. The Strategic Indicative Plan of the Organ - which is a plan to implement the Protocol on Politics, Defence and Security Cooperation - must begin to integrate women's peace and security issues into the broader peace and security agenda. Women's peace and security issues should not be marginalised into the gender unit. In 2015 it is unacceptable that the SADC Organ and its associated Directorate fail to mainstream gender into their policies and practices. South Africa as chair of the Organ for 2015 should be taking up this issue in the same way that the Chair of the AU Commission, Nkosazana Dlamini-Zuma, has done at the African Union. Thus there is an urgent need to review all targets to ensure an inclusive and more gender responsive Protocol going forward.

Minding the gender gap: Peace and security is male dominated. 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 and human rights. Security institutions should seek to work with civil society organisation to assist in mainstreaming gender into the sector.

Lack of sex disaggregated data on women's participation in peace and conflict resolution has hampered tracking and monitoring of progress. Governments closely guard the peace and security sector and access of data is usually difficult. The proposed indicators for the revised Protocol include sex-disaggregated data by issue. The SADC Secretariat is crucial in implementation, monitoring and evaluation.

Strengthening targets on peace and security has emerged as a key priority for the Protocol: There is need to expand the definition of peace from a narrow absence of war perspective to that which includes structural violence and from state level to the community and individual levels. High levels of human insecurity, including crime, sexual and gender based violence, must be addressed as we move forward in the region. 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 Protocol provides for peace initiatives through the UN Security Council Resolution 1325 (2000). There have been a number of subsequent resolutions (UN Resolutions 1820, 1888, 1889, 1960, 2106 and 2122) that go beyond peacekeeping and to broader issues of security, namely, sexual and gender based violence, peace negotiations, DDR and SSR, peacebuilding and transitional justice.

Drawing strength from the Post-2015 Agenda



Accessible, gender aware peace and security services in Mozambique.
Photo by Ruben Cované

The efforts to strengthen the review of the SADC Gender Protocol can draw strength for the provisions of the Sustainable Development Goals (SDGs), Beijing Plus Twenty and Africa's Agenda 2063. Africa 2063 envisions a continent with an entrenched and flourishing culture of human rights, democracy, gender equality, inclusion and peace. Governments are called on to:

- 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 during times of armed and other conflict (SDGs).
- Integrate the gender and rights framework within national security sector reforms and ensure that all peacekeeping missions include and promote the rights of women, in order to reduce gender- and sexual-based violence in conflict, eliminate violence against women and girls and ensure that perpetrators of gender- and sexual-based violence are held accountable (The Beijing Plus Twenty Review).
- Provide appropriate training to women for their effective participation in peace negotiations, peacekeeping missions, peacebuilding processes and humanitarian crises via early warning and response mechanisms (The Beijing Plus Twenty Review).
- Integrate the gender and rights framework within national security sector reforms and ensure that all peacekeeping missions include and promote the rights of women, in order to reduce gender- and sexual-based violence in conflict, eliminate violence against women and girls and ensure that perpetrators of gender- and sexual-based violence are held accountable (The Beijing Plus Twenty Review).
- Develop, finance and implement national action plans for the implementation of Security Council resolution 1325 and all other relevant Security Council resolutions (The Beijing Plus Twenty Review).



In search of peace in Madagascar. *Photo by Zotonantenaina Razanandrateta*

- Ensure that all peace negotiations, processes and mediation teams include at least 50 per cent representation of women from all sides of the conflict (The Beijing Plus Twenty Review).

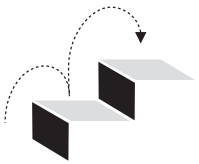
The UN has developed a Results Framework for Women, Peace and Security and the High Level Review Panel and Global Study is likely to make some new recommendations. The AU is also in the process of developing a results framework. Key areas that the targets should be built around include Participation; Inclusion; Representation; Prevention and Protection; Governance (including security sector reform, access to justice, trading in arms); Monitoring, Evaluation and financing.

As reflected in this section of the table in Annex A, the proposed targets and indicators should:

- ***Address the causes and not the symptoms:*** 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.[20]
- ***Recognise the 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.
- ***Increase 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.
- ***Address resource allocations 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.
- ***Include 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

[20] Centre for the Study of Violence and Conflict Resolution (CSVR, 2014).

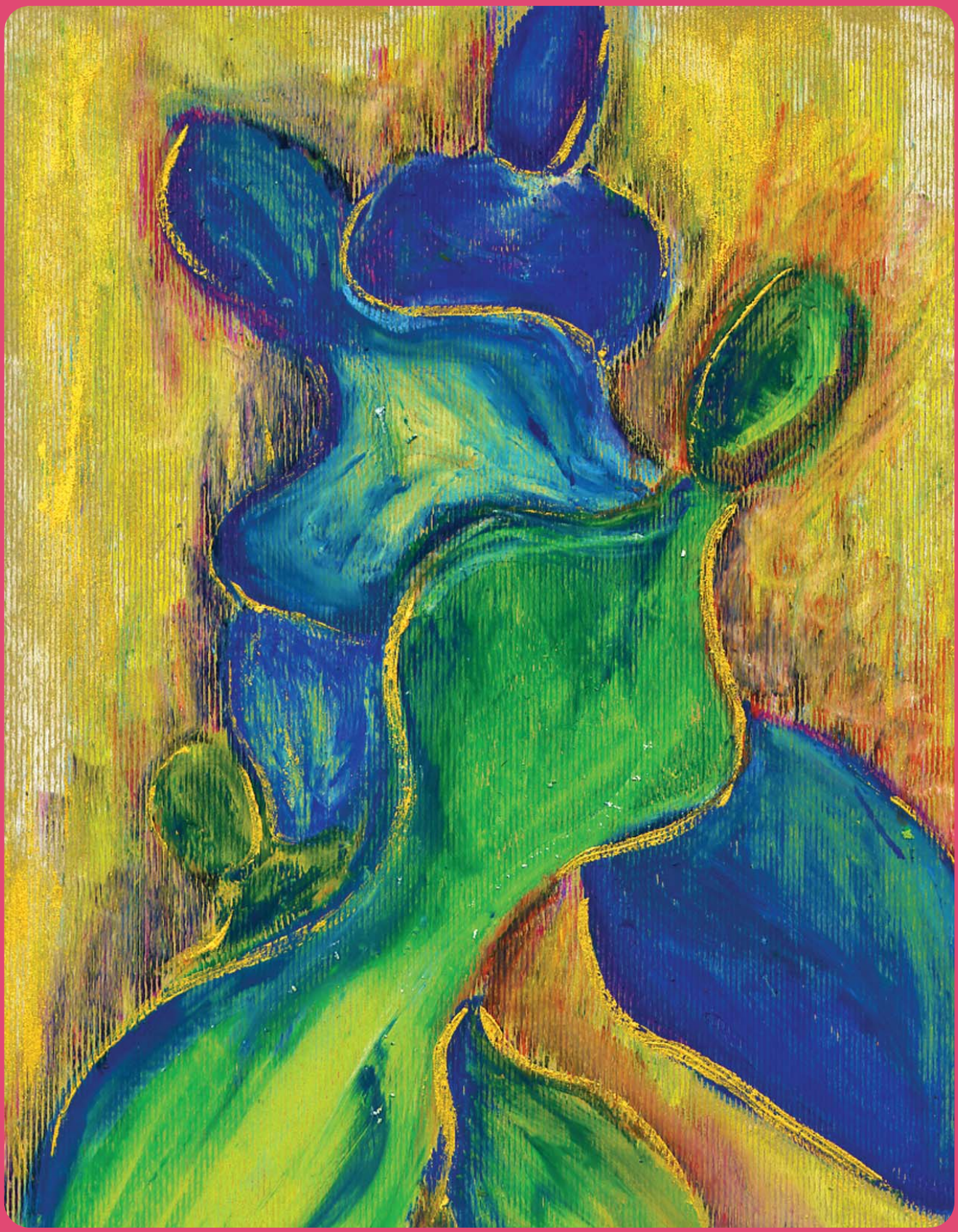
the penal legislation is critical, as it is increasingly being used as a weapon of war.



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 Protocol in 2015. The Alliance will lobby for:

- ***The review of 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 Protocol 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.



"Growing up" *Anushka Virahsawmy*

CHAPTER 9

Media, information and communication

Articles 29-31



GL Francophone Director Ialfine Papisy talks to the media at the Madagascar SADC Protocol@Work summit. *Photo by Zotonantenaina Razanadratefa*

KEY POINTS

- The review of the Southern African Development Community (SADC) Protocol on Gender and Development and the Millennium Development Goals (MDGs) present an opportunity to strengthen the gender and media provisions.
- The 59th session of the Commission on the Status of Women (CSW) provided a unique opportunity for media stakeholders to campaign for a global set of standards around gender, media and diversity in the Post-2015 SDGs.
- The Global Alliance on Media and Gender has contributed to strengthening the global gender and media movement as well as providing coordinated follow up to the strategic objectives of Section J of the Beijing Declaration and Platform for Action (BDPFA).
- The on-going Gender and Media Progress Study (GMPS) and the Global Media Monitoring Project (GMMP) will provide vital data on progress in gender mainstreaming in the media in SADC and globally.
- According to a 2014 spot-monitoring exercise conducted in 93 Centres of Excellence for Gender in the 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%.
- The Southern African Broadcasting Association (SABA), is leading by example in its commitment to gender equality in public broadcasting. SABA, which is playing a leadership role in GAMAG, elected 50% women to its board at the last meeting in Swaziland.
- Citizens have scored the media 66%, up from 64% last year; now the same as the Southern Africa Gender and Development Index (SGDI).
- Media has contributed 295 case studies of the SADC Gender Protocol@Work to date.

Media progress against targets trends table				
Area	**Baseline (2009)**	**Target (2015)**	**Progress 2015**	**Variance**
WOMEN SOURCES				
% women sources	19%	50%	21%	-29%
Country with highest percentage of women sources	Lesotho (32%)	50%	Madagascar and Mozambique (46%)	-4%
Country with lowest percentage of women sources	Mozambique and Zambia (14%)	50%	Malawi (15%)	-35%
Media house with the highest percentage of women sources	Radio Elikya-DRC (75%)	50%	Noticias (62%) Mozambique	-12%
Media house with the lowest percentage of women sources	Radio Feonn'ny Toamasina - Madagascar (0%)	50%	Duma - Botswana, Palaborwa - South Africa, Upendo - Tanzania, FM Zodiak - Malawi (0%)	-50%
INSTITUTIONAL GENDER SCORECARD				
Regional score	-	76%	78%	+2%
Barometer measures				
Country with highest GSC	-	91%	Lesotho (73%)	-18%
Country with the lowest GSC		68%	DRC (47%)	-21%
BAROMETER MEASURES				
SGDI	67%	100%	66%	-34%
CSC	40%	100%	66%	-34%

2015, the SADC Gender Protocol deadline for gender equality in and through the media, is here. It is vital that the media sector takes stock of progress made since the signing of the Protocol and step up efforts towards achieving gender equality in the media by 2030. 2015 also marks the end of the Millennium Development Goals (MDGs) to be replaced by the Sustainable Development Goals (SDGs). This landmark year presents an opportunity to galvanise as gender and media activists campaign for the strengthening of media, Information, Communication and Technology (ICT) provisions in both the Southern African Development Community (SADC) Protocol on Gender and Development and the proposed 2015 SDGs.

One of the hot button lobbying and advocacy issues in 2015 is that the world is heading into the Post-2015 era, in which media and ICTs will play a crucial role in shaping attitudes, norms and perceptions, yet the SDGs barely mention these powerful forces or their gender dimensions. The Global Alliance on Media and Gender (GAMAG), facilitated by UNESCO, and chaired by Gender Links (GL), has mounted a campaign for the inclusion of targets and indicators in this area. Although the UN is not likely to open up the SDGs for discussion, this is one area in which SADC is already ahead with the targets already included in the Protocol. Activists in the region need to fight hard to preserve and expand these provisions.

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 Protocol 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. GL has undertaken region-wide monitoring of the media in the 2003 Gender and Media Baseline Study (GMBS), and the 2010 Gender and Media Progress Study (GMPS). In between, GL has worked with 108 media houses (about one quarter of the media in the region) that have elected to become Centres of Excellence (COE) for gender in the media. The COE project supports media houses in mainstreaming gender in institutional practice and content. GL is currently working with

media training institutions to conduct a second 2015 GMPS. This will provide more up to date information for the 2016 Barometer.

Available data shows that women comprised 17% of news sources in the 2003 GMBS. This rose to 19% in the 2010 GMPS. The 2011 ad hoc monitoring of 30 media houses that 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 COEs. 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%.

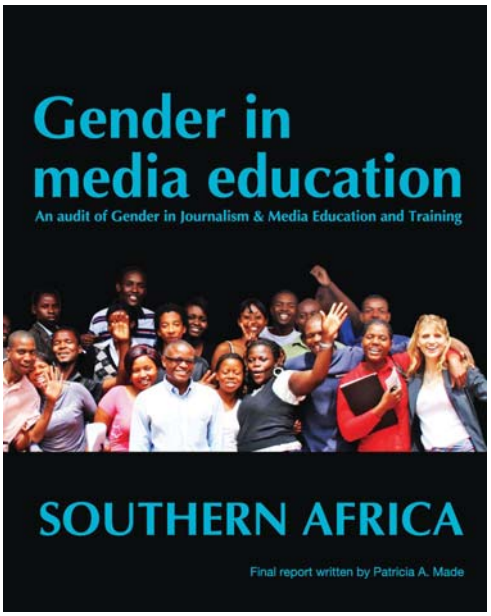
Overall, available data shows that there has been a four percentage point increase in women's sources compared with the 17% recorded in the 2003 GMBS. This is 29 percentage points short of the 50% target. However, there are important nuances.

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, showing that with concerted work, media house by media house, change is possible.

There has been an upward trend in performance as measured through the Gender Score Card (GSC). The GSC 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.

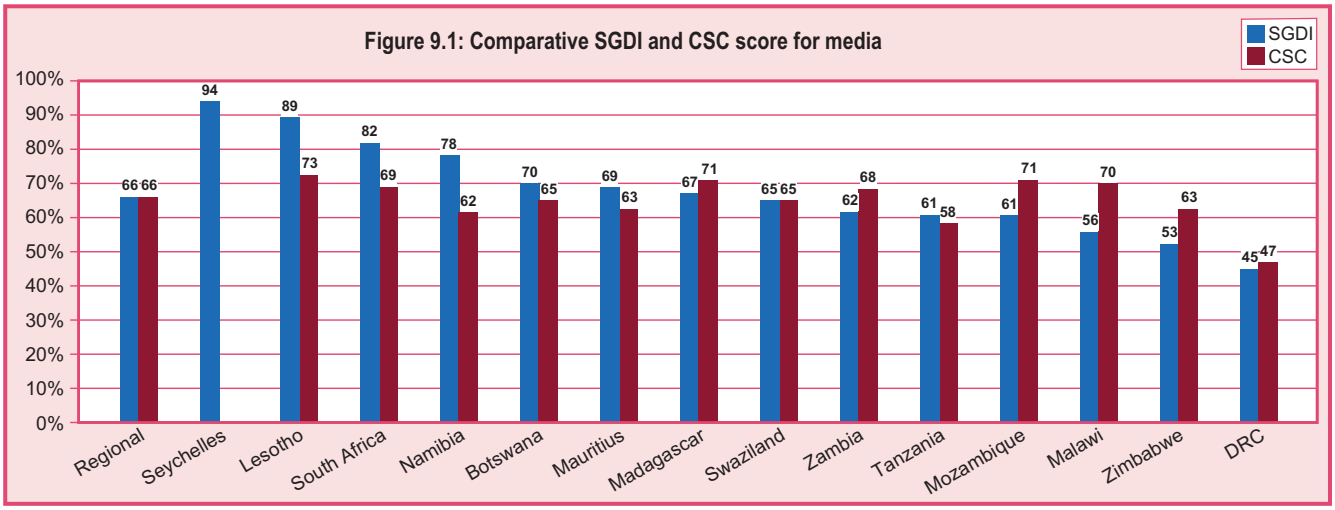
In 2015, the GSC averaged 78%, five percentage points higher than the target of 73%. The high GSC is supported by evidence presented at the 2015 SADC Gender Protocol@Work summits, which showed a high degree of gender mainstreaming in media content. Media houses in Tanzania (86%) scored highest and Botswana and Mozambique (63%) scored lowest. The upcoming GMPS will provide the necessary updated data on women sources.

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 surveyed institutions have policies or other special measures to achieve gender equality. Almost half of the institutions audited have stand-alone sexual harassment policies or at least included sexual harassment as a transgression within their disciplinary Codes of Conduct.



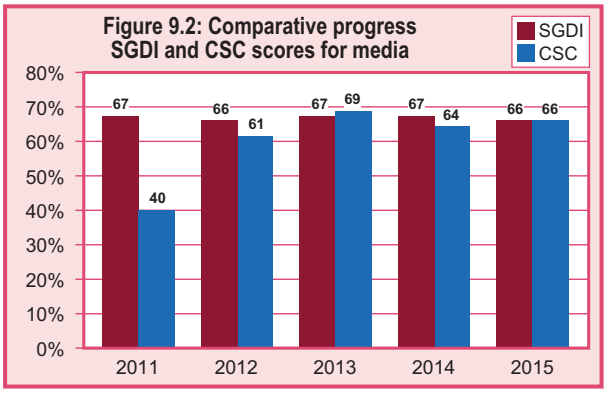
The research further found that gender is mainstreamed in various ways at different institutions, though this tends to be done in an ad-hoc way and teaching it is often left to the lecturer's discretion. The research also showed lack of knowledge in mainstreaming gender in the different courses offered in media and journalism training. GL is currently working with seven media training institutions on gender mainstreaming through the COE process. Evidence of impact is demonstrated in case studies that the institutions have submitted for presentation at the 2015 SADC Protocol@Work Summit. GL is updating the GIME study as part of the 2015 GMPS.

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. 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 2015.

Figure 9.1 shows the media SGDI and CSC scores that on average are now exactly the same (66%). The media SGDI remains the same as in 2014 as the latest GMPS data will only be available in 2016. Seychelles has the highest score for the SGDI (94%) followed by Lesotho at 89% and South Africa at 82%. Malawi (56%), Zimbabwe (53%) and DRC (45%) are at the bottom of the list. The media SGDI is closely linked to media performance with regards to mainstreaming gender in institutional practice. Seychelles and Lesotho recorded the highest number of women sources in the 2010 Gender and Media Progress Study (GMPS). The 2015 GMPS will provide the very latest data on institutional composition, content, journalism and media education.



Source: Gender Links 2015.

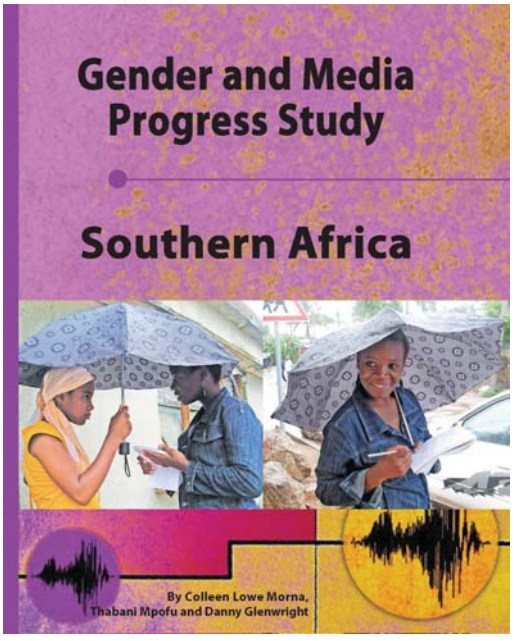
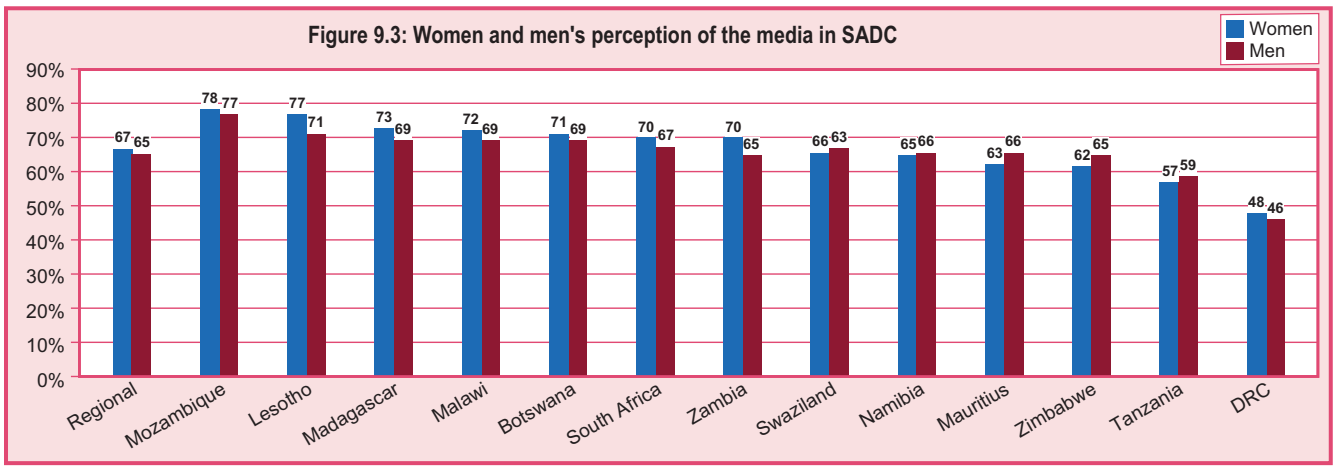


Figure 9.2 shows the relative slow pace of progress for both the SGDI and the CSC over the last four years. Whilst the CSC made a significant leap from 40% in 2011 to 61% in 2012, peaking at 69% in 2013, then tapering off to 66% in 2015: significantly lower than the 100% target. The SGDI score for media is two percentage points higher than 2014, but one percentage point lower than at the start of the monitoring in 2011. Like the CSC, the SGDI is significantly lower than the 2015 target of 100%.

An important cautionary note is that some of the SGDI data is dated, pending the GMPS. The SGDI made use of data from the 2014 spot-monitoring exercise due to unavailability of follow up regional data on women sources. 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. The 2015 GMPS will provide important up to date data on media house composition, women sources and gender and media education.



Source: Gender Links 2015.

Figure 9.3 compares the perceptions of women and men on gender in the media across the SADC region based on the CSC in 2015. At 67%, women have scored the media higher than men, who scored 65%. The pattern is the same in most individual countries except for Namibia, Mauritius, Zimbabwe, Tanzania and DRC, where men have scored media higher than women. At 78%, Mozambican women are the most positive about media. In DRC women and men are both negative with women scoring 48% and men 46%. Lesotho, South Africa, Namibia, Mauritius and Tanzania regressed in the last four years when compared with the baseline score. Botswana has remained at 71%.

Background

Media access and the right to communicate are a basic human right, espoused in Article 19 of the Universal Declaration of Human Rights (UDHR) on freedom of expression and access to information. Media access and freedom of expression are therefore enablers of development goals.

Gender equality is intrinsic to freedom of expression, participation and human rights. UNESCO and the World Summit on Information and Society (WSIS) stipulate that *"Access to information and the capacity to be able to enjoy the "right to communication" are essential to the realisation of greater equity in a global society. Information and communication are both 'resources' whose ethical usage and distribution create the conditions for democracy and greater well-being."*[1]

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 SADC Protocol@Work case studies has increased from 342 to 433 after the 2015 summits. These show evidence of growth and an increased understanding of gender dynamics within the media.



Katlego Mabasa, a media student at the University of Limpopo, and Tarisai Nyamweda, Gender Links Senior Media Programme Officer monitor television news as part of the GMMP. *Photo by Albert Ngosa*

Gender activists have long recognised the critical importance of the media in changing attitudes and mind-sets, but have not always been strategic in engaging with the fourth estate that has a key role to play in holding government and other sectors accountable for their commitments to gender equality. If unwatched, the media 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 to be inclusive in promoting democracy and voice in society.

[1] http://www.unesco.org/new/en/communication-and-information/flagship-project-activities/unesco-and-wsis/implementation-and-follow-up/wsis-forum/wsis-forum-2011/high-level-debate-on-the-right-to-communication-18-may-2011/

The Protocol 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), censorship 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"[2] then they will be denying the human rights of 52% of the world's population.

Beijing Declaration and Platform for Action

2015 marks 20 years of the BDPFA. This identified media as one of the twelve critical areas of concern under the "women and media diagnosis." The BPFA remains very key and relevant to efforts to achieve gender equality in and through the media. The United Nations (UN) General Assembly adopted the BPFA back in 1995. It is therefore key that global development partners continue to build on issues raised in 1995 and adapt them to suit the new media and information age. This global instrument is a key point of reference even in the SADC region.

Clause 234 of Section J in the BPFA highlights that *"advances in information technology have facilitated a global communications network that transcends national boundaries and has an impact on public policy, private attitudes and behaviour, especially of children and young adults. Everywhere the potential exists for the media to make a far greater contribution to the advancement of women".*

Section J strategic objectives include:

- Strategic objective J:1. Increase the participation and access of women to expression and decision-making in and through the media and new technologies of communication.
- Strategic objective J:2. Promote a balanced and non-stereotypical portrayal of women in the media.

Critical areas of Section J include:

- Content and representation.
- Access.
- Women's participation in decision-making at all levels of media and ICT processes and structures.
- Policy development.
- Media and information literacy.
- Freedom of expression.
- Women media workers' working conditions and safety of women in media and online.

Global efforts to achieve gender equality in the media

The Global Alliance on Media and Gender (GAMAG) used the 59th CSW to mobilise and campaign for the inclusion of media and ICTs in the draft SDGs. This was through meetings with leaders of United Nations (UN) Women and the United Nations Education and Scientific Organisation (UNESCO).

Prior to the CSW GAMAG members collaborated and brainstormed around a common GAMAG position, as well as a draft list of media and ICT indicators. GAMAG argues that as the world moves into the Post-2015 era, media and ICTs are central to sustainable development and as such there is need for a global set of standards around gender, media and ICTs.



Geena Davis and Colleen Lowe Morna at the CSW.
Photo by Katherine Robinson

The CSW high level panel included Geena Davis of the Geena Davis Foundation, Colleen Lowe Morna, GL Chief Executive Officer, and Phumzile Mlambo-Ngcuka, UN Women Executive Director among other high level panellists. The event aimed to bring to the attention

[2] International Federation of Journalists. 2009. Getting the balance right: Gender Equality in Journalism. International Federation of Journalists. Brussels.

of delegates the gender gaps that exist in the media. All the speakers highlighted how the BDPFA set the tone for gender mainstreaming in the media. GAMAG Chair Colleen Lowe Morna said, "One of the most promising developments over the last two years is GAMAG: over 500 organisations around the world have come together under the auspices of UNESCO to say that enough is enough."

GAMAG has provided a platform for over 500 media organisations across the globe to strategise, take stock as well as learn from each other in the run up to 2015 as well as make their voices heard as the SDGs are being crafted. Among other things GAMAG notes that the media sector is a potential catalyst for change if allowed to operate within some UN defined set of standards. GL's involvement in GAMAG is strategic in that it has propelled and given visibility to the work of SADC Gender Protocol Alliance on the global stage. GL leads the media cluster of this regional network through the Gender and Media Diversity Centre (GMDC), a partnership between media training institutions and development NGOs in Southern Africa.

In May 2015 global and regional partners mounted a concerted campaign on gender, media and ICTs, starting with World Press freedom Day on 3 May. GAMAG members joined efforts, resources and creativity to turn this initiative into a vibrant campaign starting off with a facebook and twitter campaign. All GAMAG members contributed resources (videos, articles, images, publications kits) on Education, Training and Research; Public Awareness and Media Content; Policy and regulation_and Employment and Women's Participation in Media. The campaign culminated in a GAMAG Post-2015 petition signed by over 250 members across the globe. This campaign is evidence of the power of collective efforts in galvanising voices around a specific subject or concern.

Commemorating Global day of Citizen Action

On 30 May 2015 media partners in South Africa came together to commemorate the Global Day of Citizen Action (GDCA) campaign coordinated by CIVICUS through the Civic Space Initiative on twitter under the hashtag '#BETHECHANGE.' Gender Links, the Institute for the Advancement of Journalism, Association for Progressive Communication and Direct Democracy South Africa discussed how citizens and the media can contribute to dialogue on pertinent issues in South Africa. This seminar also explored how citizens are critical in holding media and governments accountable as well as harnessing the power of the media.

The role of New Media and Information Technology NICTs) in advancing gender equality also came under the spotlight. The Internet gives a voice to the citizens. Its openness and immediacy stands to help benefit everyone. This platform should be used responsibly especially with the vast amount of surveillance practices that abound in our countries. While New Information Communication and Information Technologies can be commended for enhancing access to information, freedom of expression and providing a variety of platforms to discuss issues that affect society, they also have a negative impact especially on women and girls. Women are still in the periphery of development and this affects the way they use or access NICTs. Lack of Internet access, Internet literacy amongst other things hinders full utilisation of NICTS. Violence against women is also prolific on the Internet regardless of it having the capacity of allowing anonymity.



Participants show their demands for increased citizen voice and participation. *Photo by Thandokuhle Dlamini*

With various internet tools used in today's communication, more citizen journalism can be used effectively by people to participate meaningfully in democratic processes. Citizens can harness NICTS to discuss and deliberate on important issues and contribute to an active citizenry. Citizen journalism is giving ordinary people the power to be communicators and distributors of information and news. Citizen online action has built campaigns for various causes for example women movements, youth movements, LGBTI groups, religious groups amongst others.

SADC Protocol on Gender and Development

The Protocol media provisions cover all key parameters: 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

stereotypes and increase programming on gender-specific topics. Media is also encouraged to play a constructive role in the coverage of gender-based violence (GBV).

Members of the SADC Gender Protocol Alliance have in the past year conducted consultations around ways of strengthening media provisions in the SDGS. Following the SADC ministers agreeing to review the protocol to go beyond 2015, this is a chance for the Alliance to include stronger provisions on ICTs as well as strengthening the existing targets.



Citizens make demands as part of the Women in Media campaign at Gender Links. *Photo by Thandokuhle Dlamini*

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 (the Alliance), GL has worked with several regulators in the SADC region. GL also manages the GMDC that brings together media development organisations and training institutions to "connect, collect and collaborate" on gender in media training. Over the last three years, GL has also worked directly with 108 media houses that form part of the COE's 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 mind-sets 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.

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. Zimbabwe is currently reviewing its media landscape to allow for free flow of information. The Information and Media Panel of Inquiry (IMPI) has submitted its final report and recommendations to the Ministry of Broadcasting and Information Services. The report proposes wide sweeping changes to the media and information sector.

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.

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 for 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 conducts Google hangouts, 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. ICTs have also brought in their wake many challenges, as reflected in South Africa's recent efforts to introduce online media regulation in South Africa.

Online media regulation in South Africa



The South Africa Film and Publications Board (FPB) has introduced a draft Online Regulation Policy which aims to tighten the distribution of online content to bring about a fundamental and comprehensive transformation for online content regulation in South Africa.[3] The FPB consulted extensively with members of the public before finalising the draft policy. This is a welcome move that will help curb gender based violence and bullying in cyber space. In its Post-2015 position paper, the Global Alliance on Media and Gender has cited online violence as a key concern as the world becomes even more digitalised.

Once in place the policy will facilitate compliance monitoring especially with regards to protecting the rights of children in terms of exposure to inappropriate and harmful content. Targeted content includes films, games, publications and self-generated content posted on social media platforms.

Whilst media stakeholders have raised concerns about the potential implications of the policy on press freedom and freedom of expression, it is hoped that the policy if passed will help curb cyber violence. With the advent of new media technology and social media platforms, gender activities have been wary of the potential damage that the media and Information and Communications Technology (ICTs) can cause in the absence of clear regulation.

The FBP maintains that media convergence has fundamentally shifted the media landscape hence the need for regulations around online content distribution. South Africa has in the past woken up to cases of distribution of inappropriate videos and cyber content that have negatively affected young girls in particular and women in general. Cyber-bullying is on the rise in South Africa.

The emergence of cyber bullying as a new form of bullying needs to be noted as a distinct phenomenon impacting on the lives of many young people, families and communities, which requires prompt intervention strategies. Other cyber bullying experiences include exposure to sexual remarks (24.5%); unflattering and suggestive personal photos spread online (13.3%) and being harassed, recorded and photos/videos distributed online (8.7%).[4] If adopted the new regulation has the potential to create a safe online platform for women and men.

[3] Government Gazette Notice 182 of 2015 Page 8.
[4] Bureau of Market Research: Nature, Extent and Impact of Cyber Bullying among secondary school learners in Gauteng: 2012.

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

Work with media regulators on developing gender codes of conduct has continued: Over the last four years, GL has worked with the Tanzania Communications and Regulatory Authority (TACRA); Media Council of Tanzania; the Higher Media Authority (HAM) in the DRC; the Botswana Press Council and the Association of Advertising Agencies (AAA) in Mauritius. HAM adopted its gender code of ethics during the SADC Heads of State Summit in the DRC in 2009.

The Press Council of Botswana (PCB), which adopted its Gender Code of Ethics on 1 February 2011, is working on full implementation of the code: Following the adoption of the code, the regulator has been working to integrate the gender code into the country's existing code of practice. The code will now go before the PCB membership for approval and then printing.

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.

Protocol @ work

Zimbabwe: Media Survey puts the spotlight on gender



In a move that will contribute to the achievement of the SADC Gender Protocol media targets, the Zimbabwe Ministry of Information and Broadcasting Services instituted a country wide survey through the Information and Media Panel of Enquiry (IMPI). The Official Inquiry into the State of the Information and Media Industry in Zimbabwe aimed to identify, publicly highlight and propose measures for redress of media issues that are clearly identifiable as matters of public concern and interest, or areas of inadequacy, injustice or general poor performance, including legal framework and operations, content and emerging technologies.[5]

The Zimbabwe media industry is highly polarised and public media is seen as a government conduit rather than serving the needs of the country's population. The Media Institute of Southern Africa (MISA)-Zimbabwe welcomed the move saying it is a development that could result in the democratisation and professionalisation of Zimbabwe's media landscape.

During its public consultations in 2014, IMPI identified gender as one of the key cross-cutting areas worth investigating. According to the IMPI report, the study investigated the representation, participation, coverage and portrayal of women, children and marginalised groups in Zimbabwe's media between January 2012 and June 2014, and broadly sought to understand gender mainstreaming, disability mainstreaming, discrimination, and the ethical coverage of marginalised groups.

One of the key findings of the enquiry is that unbalanced gender portrayal is widespread, and often accepted as the norm. Women and marginalised groups are far less likely than men to be featured in news headlines, and to be relied upon as "spokespeople" or as "experts". Stories of women's achievements are seldom presented, nor are their views and perspectives often sought by the media, and women are often shown scantily clad in programmes or advertising.[6]

The main recommendation is that the dignity and equal rights of men, women, children and marginalised groups as enshrined in the Constitution must be upheld in the media and by the media. Other recommendations cover mainstreaming, a multi-sectoral approach, the target of 50:50 women representation in decision-making by 2015 agreed by leaders of the African Union and SADC, of which Zimbabwe is currently the chair; equal representation on boards and shareholding, gender issues in training and in newsrooms, mentorship, input to a collective Media Code of Conduct, and awareness and enforcement of a legal framework for sexual harassment including a complaints act.[7] This initiative by the Zimbabwe Government is an example of how the SADC Gender Protocol is at work, even in a divisive media landscape.

[5] Report of the Official Inquiry into the_State of the Information and Media Industry in Zimbabwe: April-December 2014. page 10.
[6] Ibid page 24.
[7] Ibid page 25.

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 including eight public television stations. Public broadcasters are known for their wide reach including the most remote areas. Despite arguments that private media only care about profits, 56 media houses have committed to mainstream gender in institutional practice and content.

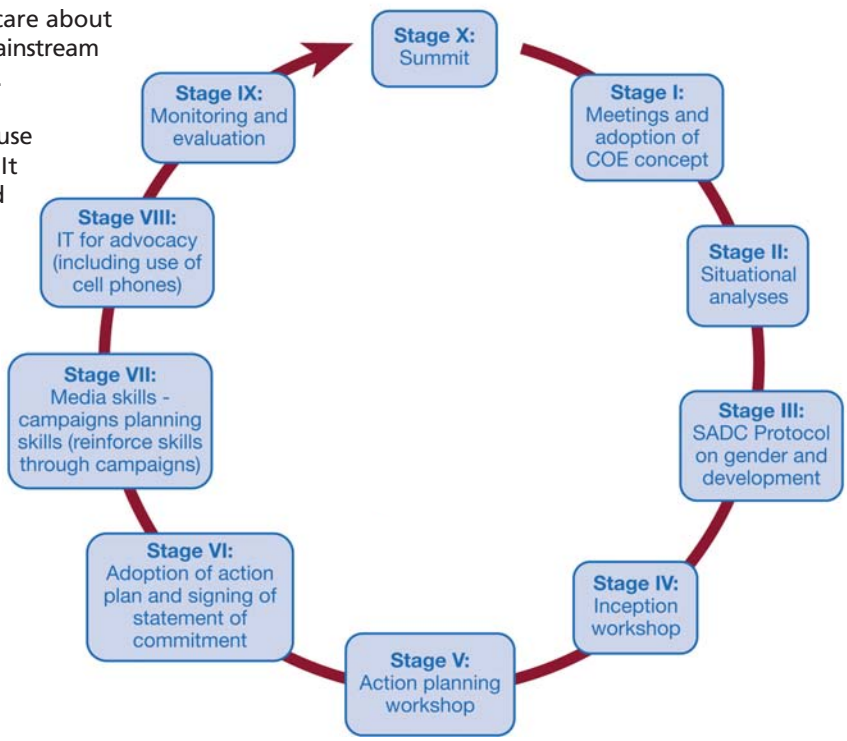
Community media is equally important because this is the medium closest to the people. It occupies a strategic position to empower and give voice to communities, promote democracy, improve access to information and provide a platform for people to address issues specific to their communities.

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 Protocol. 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 84 of the 108 media COEs, who have developed or adopted gender policies. The verification process involves administering a follow-up Gender Scored Card (GSC) and compiling institutional as well as individual stories of impact. The verified media COEs shared most of these good practices at the 2015 SADC Protocol@Work summits. The Summits provide an opportunity for the media to engage with players from different sectors such as local government and civil society. In addition, the Summit becomes a platform to establish and strengthen relations between the media and other stakeholders.

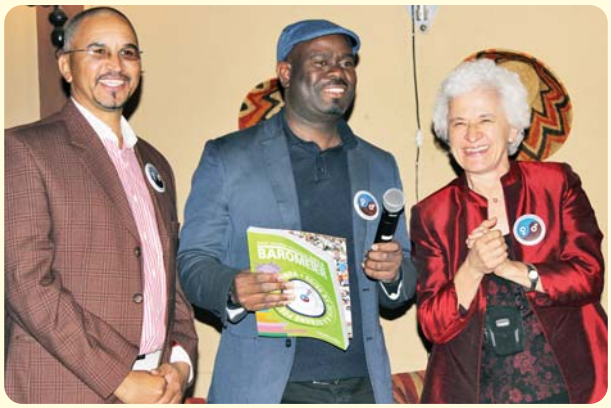
Gender policies for media houses should include, among others, gender sensitive clauses on recruitment, promotion and allocation of tasks in media houses. This initiative also moves beyond the emphasis on numbers of women employees in media houses to gender mainstreaming as the strategy to transform the overall work environment to be responsive to gender concerns. A major breakthrough over the last year is the extent to which public broadcasters have nailed their colours to the mast:

Stages in the Centres of Excellence



Protocol @ work

Southern Africa: Public broadcasters commit to gender in the media



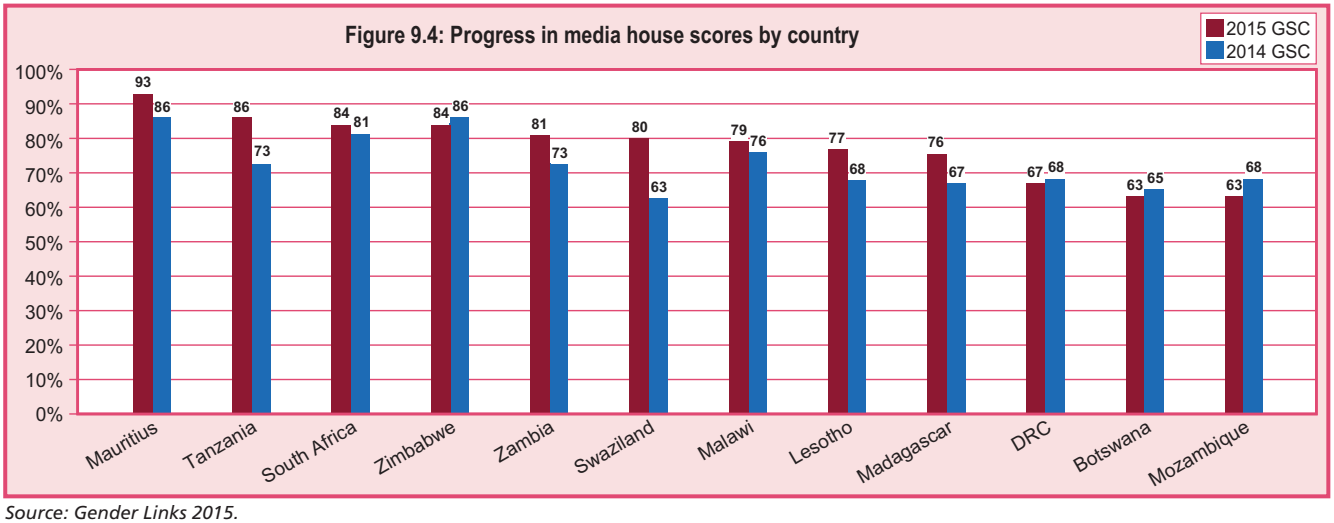
Swaziland Gender Links Board member, SABA chairperson and Gender Links CEO during the Swaziland Barometer launch in 2014.
Photo by Gender Links

In a landmark development that will contribute immensely to mainstreaming gender in public broadcasting, the Southern Africa Broadcasting Association (SABA), has committed to gender equality. Following a United Nations Education and Scientific Organisation (UNESCO) organised training workshop for gender focal points at the SABA annual Board meeting in Swaziland in August 2014, SABA committed to:

- Gender balance on the SABA board, starting in 2014 with the election of four women and four men to the board, in accordance with the gender parity target of the SADC Gender Protocol. This historic breakthrough follows a long history of a one hundred percent male Board. SABA in 2014 also appointed, for the first time in the organisations' 22-year history, the first woman Secretary General, Ellen Nanuses.
- Reviewing and strengthening the gender committee to be represented at all SABA Annual General meetings.
- Playing an active role in the UNESCO-led Global Alliance on Media and Gender (GAMAG), where SABA is the leader of the Southern Africa regional chapter. SABA is in the 20-member GAMAG International Steering Committee.
- Supporting the COEs for gender in the media project that Gender Links is coordinating. Currently GL has engaged with ten of the 14 public broadcasters in SADC. The COE process involves policy development and implementation as well as capacity building workshops for management and content producers.
- Encourage all its members to join the COE process.

Media house scores against key gender indicators

The GSC is a useful tool for measuring qualitative changes within the media. This tool focuses on institutional as well as content indicators. The broad areas covered include policy framework, workplace, editorial practice, marketing, advertising, monitoring and evaluation. During the COE verification that took place in COE media houses ahead of the Protocol@Work 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 the qualitative aspects of gender mainstreaming by combining quantitative and qualitative approaches.



Source: Gender Links 2015.

The media gender scorecard is based on key gender and media indicators which include policy framework, institutional composition, gender in editorial content and programming, as well as the monitoring and evaluation systems. Figure 9.4 shows that there has been an increase in the GSC in eight of the 12 countries.

Mauritius recorded the highest score in the region, moving from 86% to 93%. Tanzania is ranked second, moving from 73% to 86%. The DRC, Botswana and Mozambique are the only three countries that recorded declines in the year under review.

Southern Africa: Media COEs see the light

Across the region, media houses have shared testimonial evidence of the difference that gender awareness is making in their daily work. Media houses in **Botswana** broke new ground by coming together to devise their own gender policy. Spencer Mogapi of the Sunday Standard/Telegraph newspapers said at one of the COE workshops, "I never thought of gender in the workplace or in content but now I make sure that we have female staff and that gender issues are covered. It is important to give women a platform in the issues pertaining to the development of the country. We cannot afford to leave them behind."



Media COEs in **Mozambique** have also now come together to develop and launch a joint gender policy. The participating media houses include Television Mozambique, Savanna, Zambeze, Radio Muthiyana, Magazine Independent, Noticias, Escorpio, Expresso, Publico, Televisao Independent de Mocambique, Verdade, Radio Terra Verde.

The **Swaziland** Broadcasting and Information Services (SBIS) plays a vital role in disseminating information to the nation, with radio being the main source of news for 95% of the population. Smangele Dlamini, the gender focal person, feels strongly that all programme producers and broadcasters in the station need exposure and must be pushed to embrace gender mainstreaming."What is presently needed at the station is a paradigm shift, where mentoring and coaching on gender becomes basic to enhancing production skills. The onus is now on the management to ensure that the station is not left behind as other media houses are miles ahead," she said. Dlamini is determined to work with gender mainstreaming partners and ensuring that SBIS becomes a leader in gender mainstreaming in the SADC region.

In **Zambia**, male workers and volunteers dominated Radio Yatsani when it started its operations in 1999, despite having a female head. After joining the COE process, Yatsani Radio developed a gender policy which has since been approved by the Board. There has been a marked improvement in the gender balance of sources. For example a governance programme called the Podium ensures participation by both men and women. The radio station also has a Code of Conduct that covers sexual harassment in the work place.

In **Zimbabwe**, Radio Dialogue, a community radio station in Bulawayo, has contributed to the media COE mandate through change in its programming which now includes radio shows that profile gender and women's rights. Their administrative structures have also undergone changes to promote equality of access and opportunity within the media house. According to Emmanuel Nkomo from Radio Dialogue, in the last year the station has increased the number of women in management. "We have a female Director, a female Finance Manager, a female Human Resources Manager and also a female Programs Coordinator. We are trying to give women an equal chance in the field. We are not putting women there for the sake of it but because they are professionals who have been trained by Radio Dialogue since some of them were in lower positions but now have been promoted into more influential decision-making roles," Nkomo said. The number of female Board members has increased to four out of seven. Radio Dialogue scored 94% in the 2015 verification exercise.



Emmanuel Nkomo of Radio Dialogue makes a presentation at the Zimbabwe SADC Gender Summit. *Photo by Loveridge Nhamoyebonde*

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 2009 Gender Links conducted research on the position of women and men in newsrooms. The study explored where women and men are located in the news production cycle. The study found that:

- ***Men are the predominate employees in media houses in Southern Africa:*** The media sector is largely a male-dominated industry in the region with men constituting 59% of the employees in media houses compared to 41% women.
- ***Men dominate in the editorial, production and technical departments:*** The production of media content from the beginning of the chain - reporting, editing - right through to production, printing and distribution is in the hands of men, who dominate in the editorial (58%), design (69%), production (70%), printing and distribution (76%) and technical/IT (84%) departments in the region's media houses.
- ***Women constitute a little over a quarter of the directors on media house boards:*** The governance structures of media houses in Southern Africa are firmly in the hands of men (72%), with women constituting only 28% of those on boards of directors.
- ***And, they are less than a quarter of top management:*** Only 23% of the top managers in media houses in Southern Africa are women.
- ***While more women are in the support departments:*** Women, on the other hand, are more numerous in areas considered to be "women's work" (clerical and administrative support) in the finance and administration (54%), advertising/marketing (57%) and human resources (44%) departments.

Gender Discrimination in South African Media Workplaces

On-going research by civil society organisations continue to provide valuable insights on the extent of gender gaps in the media in between major research projects Whilst these projects are not regional, they offer country specific data which often corroborates the results of the major studies.

A 2013 Media Monitoring Africa (MMA) research study *Visible Invisibility: Gender Discrimination in South African Media Workplaces* revealed that twenty years into democracy, 78% of media workers feel that gender discrimination is a problem in the media industry. This is based on responses from 41 media workers from the Mail and Guardian and the Independent Media Group. The study sought to enquire the extent to which gender discrimination was specifically a problem in South African media workplaces.

One of the most telling findings is that "there is a general feeling that work is gendered in newsrooms just like in many workspaces in the country and around the world. Many respondents felt that beats were allocated according to what was considered to be a female or male story".[8]

The study echoes the findings of the 2009 Glass Ceilings in Southern Africa media study which shows that beats such as education; gender violence, health, HIV and AIDS, human rights, lifestyle, media and youth are the sole preserve of women while science and technology, investigative/in depth reporting, disaster/war/conflict and agriculture are the sole preserve of men.[9]

Participants also cited the under-representation of women in editorials and managerial positions as evidence to the existence of gender discrimination. The Glass Ceiling Study found that women make up 25% of those in top management and 35% of those in senior management in the South African media in general. Notably the Glass Ceiling combined quantitative and qualitative methods whilst the MMA studies used the perception approach to gather its data.

[8] Media Monitoring Africa. Visible Invisibility: Gender Discrimination in South African Media Workplaces, page 14. 2013.
[9] Glass Ceilings in Southern African Newsrooms: South Africa, 2009. Page 3.

Media drivers of change

Over the years, the SADC region has seen women and men working to drive change in their individual media houses. These drivers of change are living testimonies to how taking ownership of gender mainstreaming efforts yields results.

Southern Africa: Media Drivers of Change

In **Botswana**, Beata Kasale-Kabango is shattering the Glass Ceiling in media ownership. Whilst women have slowly made in-roads into the media management terrain, media ownership has remained the sole preserve of men. "I am now full owner of *The Voice* (since 2015) and the only woman to own a newspaper in Botswana. Talk about gender mainstreaming in entrepreneurship!" Kasale-Kabango says.

Kasale-Kabango has been instrumental in driving the media COE project in Botswana in partnership with Gender Links. Kasale-Kabango is evidence of the impact that women in media decision-making have in the media. As the country Media COE Facilitator, Kabango-Kasale has convinced seven media houses to develop and adopt a joint policy. The Voice newspaper is signatory to this policy. Recalling her journey with Gender Links, Kasale-Kabango says that she is appreciative of the difference that the work has made in the Botswana media space. Kabango-Kasale has shown exemplary leadership in the way that she has given women and men equal opportunities within her media house as well as in the media industry in general.

Joab Chakaza is the Programmes Producer and Special Projects Coordinator at Zodiak Broadcasting services, a radio station with reached 98,5% of the **Malawi** population. Chakaza has taken ownership of the COE project. He recalls that he first seriously came across gender issues in 2012 when ZBS was doing a gender based violence reporting project with the Human Rights Commission. Back then, he says, it was mainly "ticking the box." The COE process has helped him to realise that gender is a development issue.

"When it comes to reporting, the COE process has made me appreciate the gender insensitive terms that the media is fond of using and the power they possess in bringing gender imbalances in the society," he said, adding that this has not only impacted on him but also on many of his colleagues.

"After a series of debates, one evening I got a call from a gender activist who challenged me that our debates were so gender insensitive and blind because we never went out of our way to at least include a female panellist", Joab explains. "And immediately after the call, I questioned myself and wondered how I missed the gender component. We just need to be deliberate in the way we do things so that women are given opportunities as well."

In **Tanzania**, Amana Nyembo joined Free Media Limited as a correspondent in 2006. She never imagined she would rise to become an editor. At that time, issues of gender and how they play out in the content and structures of the media were not very clear to her. "It never crossed my mind that I needed to interview both women and men for my stories. My focus in those early years was delivering a story, without regard to the gender of the sources. The story determined who I was to speak to," she recalls.

But things changed after attending a GL workshop on gender mainstreaming in media content. "This training had a complete transformation on me. I started interrogating the stories I was doing, how I was doing them and who I was sourcing information from. I also started to question certain decisions and the distribution of women and men in the company structures," says Amana. "I came to appreciate that we were hurting one gender in the way we covered our stories. I decided to change." Amana notes that since then, she has been doing things differently.

Her passion to promote gender issues saw her appointed as the Gender Champion in the company in 2012. As a gender champion and features editor, she has ensured that gender issues are given prominence in the news content. "Before the training on gender and media, I never took interest in how information was sourced. Reporters used to do single sourcing, and most of the time they would interview male sources. Now when a story comes to me, and it has a single source, I ask the reporter to go back and seek the views of both men and women on the issues. On many occasions I return the story back to the reporters to do them a fresh," explains Nyembo.

During her tenure as the features editor, the newspaper asked her to introduce a column on gender rights issues. In addition gender is mainstreamed in the Tuesday business stories, Thursday education matters and Friday family and gender matters. "In these three days I ensure gender perspectives or gender specific stories come out. On Saturday we have a lot of stories focusing on gender based violence."

Nyembo says the gender policy adopted by the company reinforced and cemented this transformation: it "played a major role in my confirmation as an editor and the creation of the human resource department in 2013 because the issues it raised needed such a department to address them."

Mainstreaming gender in community media management and leadership

As part of efforts to address the gaps in media institutions as well as content, GL has embarked on a capacity building project which aims to enhance community radio development in the Limpopo province of South Africa. The project includes research, media monitoring, as well as training for media managers, producers and editors. The course includes *Essentials of Mainstreaming gender in Community Media Management* - gender and media management concepts, theory and practice. This is a contribution to the SADC Gender Protocol target of gender equality in and through the media.



Sheila Mmusi, a gender champion from University of Limpopo during the community media training workshop in Limpopo.
Photo by Madikana Matjila

A 2014 self-monitoring exercise conducted by GL revealed that women constitute just above a quarter of sources in community media. This points to the need for deliberate efforts to put in place mechanisms to access more female sources. A situation analysis conducted by Gender Links has also revealed that only two out of the 15 surveyed community media houses in the provinces have gender policies.

The capacity building initiative will help existing management to integrate gender in daily operations, creating conducive environments 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.

Protocol @ work

South Africa: Driving Change in Community Media



Dunisani Ntswanwisi, Publisher and Editor of Nthavela newspaper in Limpopo, is working to mainstream gender within his media house. Titumelani Nthavela is a small community newspaper in the Limpopo province, providing news to Malamulele, Elim, Giyani, Tzaneen and Phalaborwa. The newspaper, established in December 2008, is currently the only newspaper in South Africa published in Xitsonga. In 2012, with the help of Media Development and Diversity Agency (MDDA), Nthavela became a fortnightly publication, empowering citizens with knowledge and information in their own language.

Ntswanwisi presented at the 2015 South Africa Gender Protocol@Work Summit that sought to showcase examples of gender mainstreaming in different sectors. Ntswanwisi said he decided to start a Xitsonga newspaper in his second year at university after realizing that South Africa had no Xitsonga newspapers. "Our newspaper is a small organisation but it is making an impact on the community by giving people information in the language they understand," he said.

Ntswanwisi scooped the media COE award at the 2015 South Africa Gender Summit and Awards. "I am happy after winning the award and I want to thank GL for recognising the good work we do in promoting women and balancing gender in our newspaper." He added that winning the award has incentivised him to keep doing good work. He also called on men to attend the summits and to get involved in making societies equal. Nthavela has been working closely with GL as part of the Media COE programme which aims to support media houses and journalists to mainstream gender in practice and policy. Ntswanwisi says that the newspaper is fair, balanced and discourages stereotyping. "After I attended my first summit with GL we started to strive for gender balance in our reporting, in fact 60% of our stories concern women and gender issues," he said.

The newspaper has five staff members that include three men and two women. Ntswanwisi admits that the newspaper's advisory committee is not gender balanced, but he hopes that this changes and wants to encourage more female media practitioners to get involved.

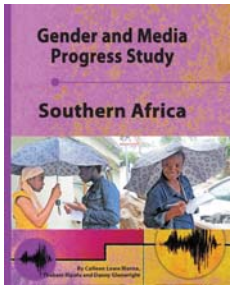
"The short term goal of Nthavela is to have more adverts in our newspaper so that we can reach our long term goals of expanding outside of the province." However, Ntswanwisi maintained that Nthavela does not publish adverts that promote violence and pornography; that depict women as victims, sex objects or in any degrading light that may undermine women's position in society.

Nthavela is growing slowly but surely. The newspaper recently signed a six-month trade of exchange with South African Broadcasting (SABC) radio station Munghana Lonene FM; won the best front pages award at the MDDA Sanlam awards in 2012; and Best Newspaper award in Mopani District Municipality in 2014.

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.

Gender and Media Progress Study 2015



Gender Links is embarking on a third regional study on Gender and Media. The 2015 Gender and Media Progress Study (GMPS) will gauge the extent of progress in achieving gender equality in and through the media since the 2008 signing of the Southern African Development Community (SADC) Protocol on Gender and Development.

The Protocol has a target for gender equality in and through the media by 2015. The study will therefore explore the status of gender in media content, including advertising, gender in media houses and gender in journalism and media education and training.

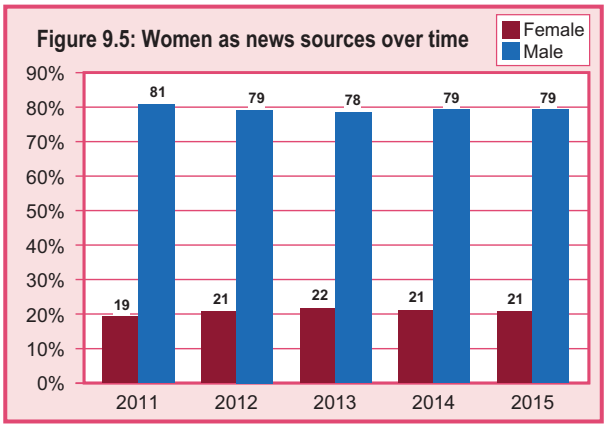
The 2015 GMPS is a sequel to earlier studies such as *Who talks on Radio Talk shows?, Gender in Advertising in Southern Africa, Gender in Tabloids, GMPS (2010) Glass Ceilings in Southern African Media (2009)* study and the *Gender in Media Education (GIME)* 2010 audit. This new study has introduced two new areas of work, coverage of LGBTI issues and disability.

This study is significant in that it takes place at a time when civil society in SADC is taking stock of progress made since 2008 as well as working on strengthening the document Post-2015. Globally, development partners are crafting the Sustainable Development Goals (SDGs) successor to the Millennium Development Goals (MDGs).

This research will serve as the 2015 media barometer and potentially a basis for taking forward the global campaign to include a stand-alone goal, with targets and indicators on gender, media and ICTs in the post 2015 Sustainable Development Goals (SDGs).

What the ad hoc monitoring shows

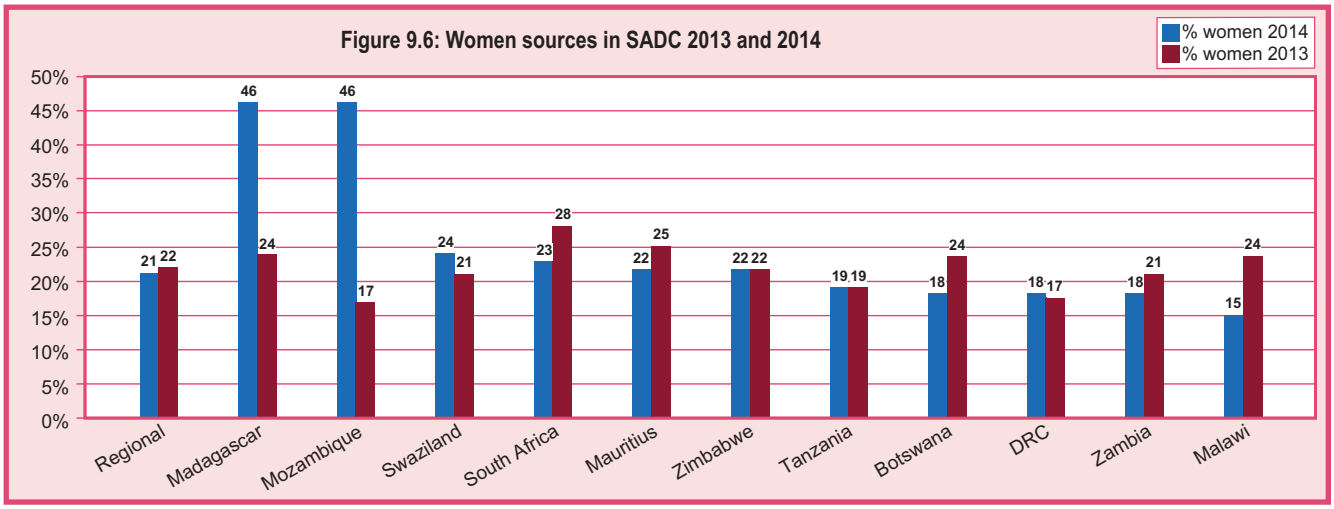
Following the 2010 GMPS and the 2011 monitoring, which served as baselines for the proportion of women sources, GL has worked with media houses to conduct a follow-up self-monitoring exercise. Seventy-six out of 108 media COEs participated in this exercise, compared to 157 in the GMPS and 30 in the 2011 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.



Source: Gender Links 2015.

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. There are no updated figures on women sources for 2015 pending the finalisation of the Gender and Media Progress Study (GMPS).

The slight decline in women sources in 2014 shows that media is 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. Most spokespersons are male. The fact that media rely heavily on single source stories, chances of them going beyond the male spokespersons are very low.



Source: Gender Links 2014.

In 2014 GL conducted spot monitoring of 93 media houses in the 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. Most of these men are party spokesperson or senior people in political parties. Although in Malawi, the former president Joyce Banda was one of the main candidates, male sources still dominated. However, qualitative research shows considerable progress in Malawi.

Table 9.2 reflects losses and gains in individual media houses in the 2013 and 2014 spot monitoring. These gains and losses show the need for strong leadership, consistent and concerted work in the media to ensure that fragile gains are maintained. The example of Simeon Shumba in Malawi shows how the cadre of gender champions in the media is a key force for sustaining this work, from one media house to the next:

IREX affirms good practice in Mozambique

At the 2015 Mozambique SADC Protocol@Work summit, IREX awarded three journalists prizes for their exemplary contribution to gender aware media. Aida Matsinhe (Magazine Independente), Bernardo Selemane (RM) and Yolanda Mussá (TVM) received stipends funded by the Media Strengthening Program (MSP) of IREX, funded by the United States Government, through its Agency for International Development (USAID).

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

Malawi: Finding women in the news



For Semion Shumba, a journalist at the Malawi Broadcasting Corporation (MBC), reporting gender goes beyond covering Mother's Day events or the Sixteen Days of Activism campaign against Gender Violence.

Formerly Head of News at FM 101 (and winner of the 2014 Media COE award), Shumba 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."



Semion Shumba, from Malawi Broadcasting Corporation anchoring a radio programme. *Photo by Daud Kayisi*

Shumba, who attended a GL workshop in 2009, testifies that the training equipped him with unique skills on gender reporting. His rule number one when he is assigning the reporter to do a story on gender is "impact of the story. I always tell my colleagues in the newsroom to tell me the impact of the gender story they would like to cover before interviewing the sources." He argues that a mere report of a Sixteen Days of Activism Campaign or a rape case is not enough. What is needed is critical and solution-oriented reporting.

From the time Shumba attended the GL training facilitated by Pushpa Jameson during his time at FM 101, he has always worked towards increasing the proportion of women voices on the radio. He is achieving this in two ways. "I have decided to train as many female journalists as possible, because this will mean the radio will have more female presenters, newscasters and reporters. I am also encouraging reporters to interview female experts and ordinary women, as opposed to featuring the voices of men only," says Shumba. "If news is about people, then women should also be part and parcel of it!"

Rachel Joshua, Alefa Lyson and Grace Ndau are some of the female journalists that Shumba is proud to have groomed. Joshua's colleagues at FM101 describe her as an asset in radio broadcasting. She is an all-rounder in as far as radio broadcasting is concerned. Lyson heads a gender desk at the station and she is also a producer of the *Mlatho* (bridge) programme that targets needy young girls and motivates them to work hard in school and realise their dreams. Ndau is the Head of political and legal affairs desk.

"I benefitted a lot from working with Simeon Shumba as I now have the confidence and courage to work and deliver just like any other person in the newsroom. Out of seven men and five women in our newsroom, Simeon entrusted me with the task of ensuring that women are given a voice in the newsroom," says Ndau.

Shumba makes integrating gender into institutional practices and editorial content a daily routine. Journalists should therefore not narrow their coverage by thinking that gender reporting is just about GBV or a rape case," says the radio head.

In January 2013, Shumba joined journalists who took Magistrate Titus Banda to task for acquitting a rapist through his famous Sunday lunch hour phone-in programme. The magistrate acquitted the accused because among others he said the complainant "did not feel pain."

Shumba adds that, "at an individual level my life has changed. I have encouraged my wife to stand in Malawi elections to contest for a parliamentary seat. I managed to convince her, she knew nothing about politics but I told her that there are NGOs and the media that are there to teach you. Now she can go to the constituency and campaign alone without me. However, at first it was difficult as she did not know what to say to the community that if elected what is she going to do but now she can articulate everything even the time there was a meeting for the orientation for the female candidates she did a presentation for her group. I am happy that things are slowly changing in our newsrooms. We need to continue to have more female voices to attain the 50/50 target."

Gender aware programming and content

There are several examples of gender-aware programming in content across the media in SADC.

Swaziland: Voice of the Church gives women a voice



The proportion of women sources at the Swaziland Voice of the Church (VOC) has increased from 29% to 47% in the last year. This is largely because of the commitments to gender equality.

In the past, conservative evangelicalism dominated the programming at VOC. Gender was never an issue for discussion. This has since changed. 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.

"Since the integration of gender-related discussions into VOC programming, we have observed that a significant number of people (our listeners) are now willing to come out and discuss gender-related issues that were previously perceived as taboo. For instance, callers are now willing to openly discuss gender-based-violence and the fact that men too can fall victim to it," says, VOC Programme's Manager Abel Vilakati.



Nomcebo Dlaimini presenter for VOC on the radio programme Precious Ones. *Photo by Tarisai Nyamweda*

VOC has opened doors to women empowerment as women are rising up in management. The Board of Directors is gender balanced. The most important milestone achieved, according to VOC staff, is that gender issues are now seen as part of the Christian message. As Lomalangeni Dlamini, the gender focal point at VOC puts it: "The greatest challenge in making gender issues relevant to Christian programming is 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 progressive gender biblical awareness programming. Women and men 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 ensured that resources are pooled together for efficient and effective service delivery in order to maximise reach.

There is an equal balance of male and female guests who feature in the programmes.

Women are now given a platform to share their views and challenge stereotypes. Male listeners 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. Men and women can now discuss issues openly without fear. This comment by a male listener underscores how radio talk shows can play a powerful role in changing attitudes and mindsets: "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."

Before VOC introduced the platform for discussing gender issues in its day-to-day programming, there was a national outcry on the increasing number of gender-based violence cases that were reported to the relevant institutional structures (Police, Save the Children etc). An increasing number of VOC listeners reported cases of violence within the home and community through call-ins, SMSes and physical visits. Some of Swaziland's cultural norms e.g "tibi tendlu" meaning that victims should suffer in silence especially when the perpetrator is the family's bread winner, fuel GBV. VOC has facilitated training for pastors gender issues so that they can prepare gender conscious teachings and sermons when they present on air. The station views this as its contribution to curbing the high levels of gender based violence.



Mauritius: Nathalie Didier, journalist at the Mauritius Broadcasting Corporation, winner of the Radio content category in 2014, and in the Media Content category at the 2015 Mauritius summit awards, has continued with her work in producing gender aware programmes that highlight the plight of women and men in Mauritius.



Mala Chetty rewarding the winner, Nathalie Didier of MBC.
Photo by Gender Links

Her Radio Show *"Etre Femme"* - Being A Woman - aims at showing women that they can all succeed in life and fight poverty, and this, despite not being vulnerable and academically challenged. According to Didier, proper training is key to unleashing the enormous potential of women. She dreams of a world where through her programmes, women are economically empowered and society values their worth and contribution to sustainable development.



Malawi: "Transworld radio has been systematic in producing gender aware programming. As a media house, TWR, is committed to promoting increased coverage of gender and climate change issues. The radio station has established a gender desk and has successfully developed a monitoring tool to help assess the programmes". - *Macpherson Maulana Radio Islam*



Swaziland: VOC FM is the SiSwati ministry of Trans World Radio. Established in 1996 to provide Christian programmes for Siswati listeners, this media COE is leading by example in mainstreaming gender within the faith-based sector in Swaziland.

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 key 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 on strategic communications making use of the Sixteen Days of Activism campaign.

Monitoring reveals common patterns: Coverage of gender violence has been monitored in regional and global studies. 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, which have 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;



Zuhura Selamani, Lecturer at the School of Journalism and Mass Communication University of Dar es Salaam presents on gender based violence.
Photo by SJMC

- 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 PROTOCOL summit. Although a lot still needs to be done to end GBV, the media is slowly reporting more responsibly.

Coverage of HIV and AIDS

Coverage of HIV and AIDS is still low: GL research shows that despite being the global epicentre of HIV and AIDS, the proportion of overall coverage in the region dropped from 3% to 2% between the HIV and AIDS and Gender study in 2006 and the 2010 GMPS. There is a drop in HIV and AIDS coverage in all countries, except Mauritius, Seychelles and Tanzania. This may reflect HIV and AIDS "fatigue," which journalists frequently cite as an excuse for not covering 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.

Debunking myths on HIV and AIDS



Noma Kunje Lisekhona Litsemba (Even in Such Instances, there is Hope) is a show which seeks to debunk myths about HIV and AIDS run by the Swaziland Broadcasting and Information Services (SBIS). Presenter Ntfombiyembuso Tfwala, said the programme started as an initiative to change the misconceptions that people have about HIV and AIDS. "The programme gives hope to people living with HIV and AIDS and provides information about the pandemic. It also encourages families to go for HIV testing and counselling through drama plays which are broadcast as part of the programme," Tfwala said.

Gender and Media Diversity Centre

The GMDC 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 partnership has conducted seminars on gender, media and diversity in SADC. These seminars include 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 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.

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 in 2013. 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.



Gender and media activists strategise on the GIME COE process at a GMDC meeting in November 2013. *Photo by Colleen Lowe Morna*

Members have suggested that the GMDC continue to be active in using seminar 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.

As the campaign to strengthen media provisions in the Protocol and the SDGs gathers momentum, the GMDC is positioned to contributing to build the GAMAG Southern African chapter and revive the gender and media movement. The GMDC strength lies in its ability to bring together media development NGOs, gender and media networks, media researchers as well as journalism and media trainers.

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.



Professor Richard Rooney, head of Media Studies University of Botswana addresses delegates at the Botswana national summit 2015. *Photo by Gender Links*

In media education and development, educators and civil society 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 in 2010 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. The 2015 GMPS will update all the key GIME findings. In the meanwhile, the key findings of the 2010 study, that have sparked several key initiatives, 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

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.

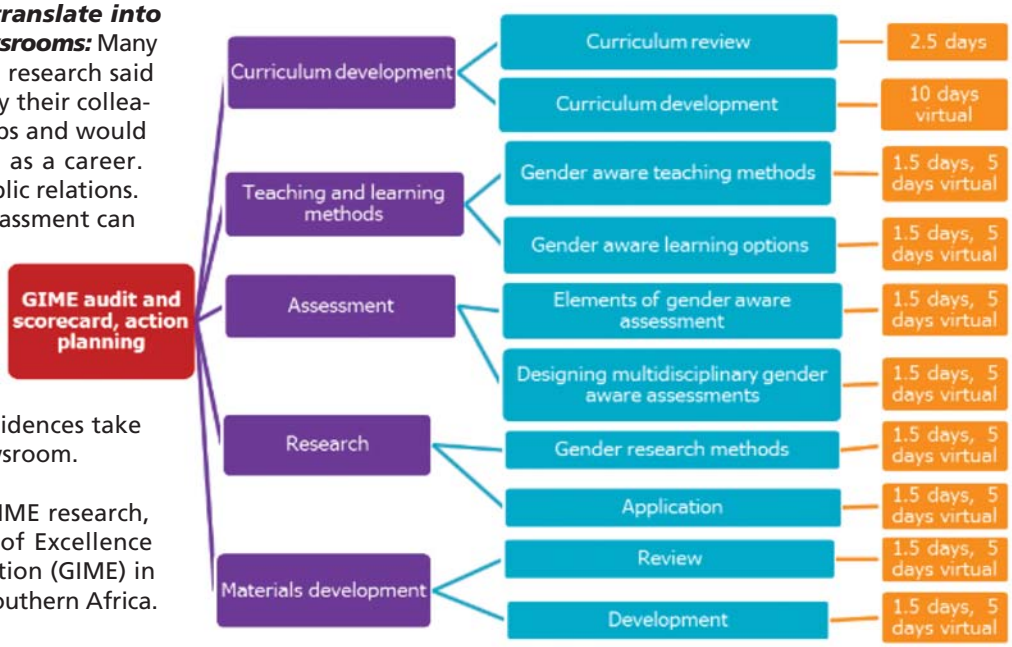
Building on the findings of the GIME research, the GMDC is rolling out Centres of Excellence (COEs) on Gender in Media Education (GIME) in institutions of higher learning in Southern Africa.

The main objective of the GIME COE process is to contribute to the Protocol 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 benchmark progress.

Trainers from six institutions met at the 2014 SADC Protocol@Work 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.

GL is offering media training institutions a modularised gender-mainstreaming package that draws from the 2010 Gender in Media Education (GIME) audit. This research pointed to the need for a more systematic approach to gender mainstreaming with includes working with management, training personnel as well as students.



The GMDC is proposing a flexible intervention that will take into account context-specific needs and possibilities thereby offering adaptability to the situation on the ground and existing interventions and progress made in gender mainstreaming. This project is aware that media training institutions are at different stages of gender mainstreaming. To kick start the process - six institutions of higher learning have completed the GIME scorecards and action plans reflecting which modules they will take up.

GL is also partnering with media training institutions in conducting the 2015 GMPS. All the monitoring will be done by students. The students also contributed voluntarily to the one-day monitoring that took place in late March for the Fourth Global Media Monitoring Project (GMMP). The results of the global and regional study will help to refocus and re-energise the work on gender and media education in the Post-2015 period.



Zimbabwe: In 2014, the Journalism and Media Studies Department at the National University of Science and Technology (NUST) embarked 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), organised an international Conference on "Gender Mainstreaming at Higher Education Institutions beyond 2015: Equity and Equality" in Victoria Falls, in September 2014. The conference aimed 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.

Namibia: 50/50 election campaign boosts media training



In 2014 the media of Southern Africa focused extensively on election coverage because five SADC countries held National and Presidential elections. South Africa, Malawi, Mozambique, Botswana and Namibia's media emphasised messages from political parties, yet not much of the coverage seemed to interrogate the performance of the signatories to the SADC Protocol on Gender and Development and the Millen-nium Development Goals, instruments which have deadlines in 2015.

The South West African People's Party (SWAPO), which has been Namibia's Ruling Party since Independence in 1990, announced in April 2014 during a SWAPO Party Central Committee Meeting, that the Party would opt for a 50/50 gender representation on the Party list. While the announcement brought about a fair amount of discontent amongst some of the members of the Party, former President Hifikepunye Pohamba hailed this amendment to the Party's Constitution as a long sought-after objective aimed at achieving gender balance in all structures of the Party.

In his first State of the Nation Address on 21 April 2015, Dr. Hage Geingob, President of Namibia, started out by saying that "Gender equality is an enabler which allows all people to reach their full potential to contribute to and benefit from economic, social, cultural and political participation. It is pertinent that women have greater access to high level decision-making roles". These words have given a boost to efforts to mainstream gender in media education.

Just prior to the Elections (held on Friday 28 November 2014) journalism students in the Depart-ment of Communication at the Polytechnic of Namibia followed in the footsteps of predecessors who in 2004 and 2009 took up gender aware issue-based reporting ahead of the elections. One month prior to the elections, the students generated story ideas through conducting focus group research amongst community members. Trainers provided students with the following criteria for mainstreaming gender in content: Those who spoke (sources) had to be women and men from the various communities, not only officials/ political leaders (mainly men, in positions of power), as is often the case in the mainstream media. Officials or leaders of government were sourced mainly to verify or deny the claims made by ordinary sources. The issues highlighted during the focus group research were those affecting the majority of the people. Newsworthiness shifted from events to issues (lived experiences) of the people.



Dr. Hage Geingob. *Photo by Gender Links*

In the *Glass Ceilings* study (*Glass Ceilings: Women and Men in Southern Africa Media*, 2009) - which focused on 126 media houses in SADC - it was found that we have approximately 46% women and 54% men in our media houses.

"What this statistic tells us is that women journalists also tend to access mostly male sources," says Emily Brown, head of the Polytechnic Department of Communication. "So, it is not a given that because the journalist is female, she is gender-aware. It is only with relevant training that such awareness is brought about. And, when government has set the tone for facilitating such awareness, do we still have a reason not to provide gender-based Journalism education? When gender does not receive much attention in journalism curricula, can we expect our journalists to understand the significance of mainstreaming gender? Do we as media trainers do justice to questions of balance and fairness when gender is not addressed? If one considers that mostly male voices are heard in reportage - even though in a country like Namibia women make up 51% of the population - then we certainly have to address the issue of fairness."

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.

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.

South Africa: University of Limpopo leads gender and media debates



There is evidence that GIME COEs are taking the initiative to campaign for gender equality in their institutions. The Department of Media, Communications and Information Studies at the University of Limpopo (Polokwane) introduced a Gender in Media Studies course in 2014 offered to second year students inspired by media literacy training and the GIME COE project. The department has incorporated gender in existing curricula.

After a series of engagements with GL and other stakeholders, the department decided to introduce a stand-alone gender course and seminars that would assist students to gain better understanding of gender at entry level of journalism.

As part of extramural activities students who are enrolled for this course nominate a gender task team yearly to facilitate an interactive and fun learning environment through organising seminars, peer learning and sharing sessions and debates on gender. The team organised a total of four gender seminars in 2014. These seminars resonate with the Gender and Media Diversity Centre (GMDC) vision to create a platform to discuss and engage with issues that advance gender equality in the region and beyond.

Topics included:

- Portrayal of gays and lesbians in local soapies (Generations, Muvhango and After 9)
- Gender in investigative journalism
- The naked truth: sexual advances in academia
- Sexual harassment in universities

In March 2015, the Media Studies department organised a study visit to Gender Links for the Gender task team, funded by the media studies department as part of its budgetary allocation to gender mainstreaming. According to Madikana Matjila, Assistant Lecturer in the department, "the department has a budgetary allocation of R80 000 set aside to strengthen gender efforts. We then decided to use some of the funds to sponsor this visit." Whilst at Gender Links, students engaged in learning sessions and conducted the South African version of the Global Media Monitoring Project (GMMP).



Madikana Matjila, Assistant lecturer at the University of Limpopo, presenting on Gender in Media Education proposed COE process in Johannesburg, South Africa. *Photo by Colleen Lowe Morna*

SGP Post-2015

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 Protocol media provisions lead the way in terms of global targets and indicators for gender in the media. The Protocol 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. Media is also urged to play a constructive role in the coverage of GBV.

The Protocol 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 Protocol 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 Protocol

Media houses have made progress in increasing gender aware programming. In the media verification exercise ahead of the 2015 Protocol Summits, 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 90 media houses in the SADC region to draft gender policies.

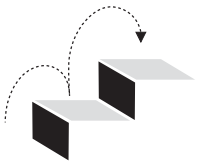
As SADC and global players continue with strengthening the Post-2015 instruments, there is need to come up with clear targets and measurable indicators for the media. For example, women's voices should be clearly emphasised with figures and timelines added. Likewise, there is a need to strengthen targets 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 Protocol

There is scope for strengthening both the media targets and indicators in the Post-2015 Protocol. The SADC Gender Protocol has one time bound media target, "take measures to promote the equal representation of women in the ownership and decision-making structures of the media, in accordance with Article 12.1 that urges equal representation of women in decision-making by 2015." 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 Protocol highlights and addresses gender gaps relating to access to information. There are gender gaps in this regard as the majority of women do not have access to information or to mainstream and digital media.

As with all Protocol 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. The proposed Monitoring, Evaluation and Results (MER) framework at Annex A provides specific recommendations for the media and ICTs.



Next steps

Key strategies for advancing gender and media work include:

Moving the gender discourse to a higher level but 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.

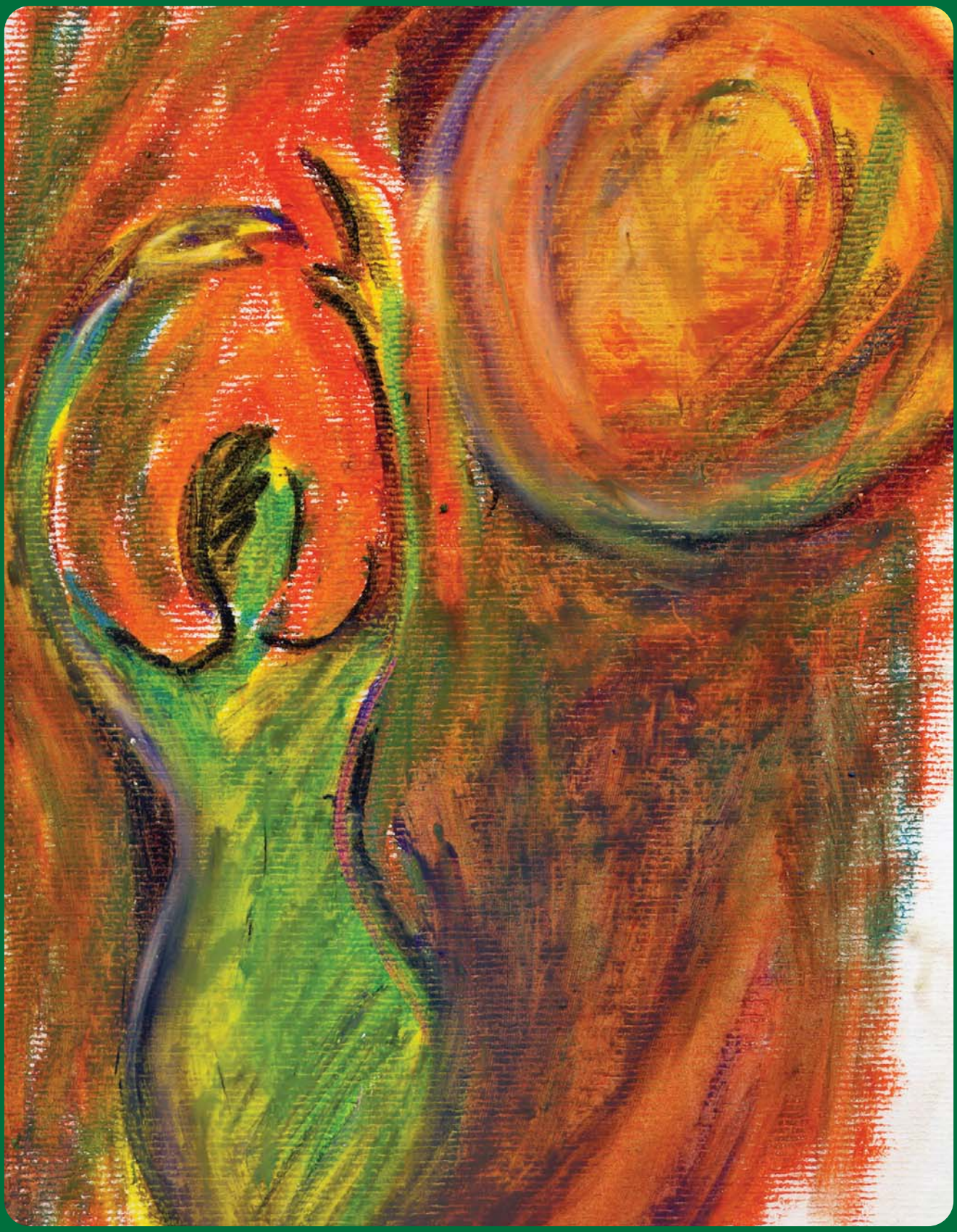
Strengthening media targets and indicators in the Post-2015 SADC Gender Protocol. The expiry of the Protocol provides an opportunity to strengthen the gender and media targets. This is especially important in light of changes and developments in the media and information sector. The new protocol should include targets on issues pertaining to diversity in the media.

Campaign to urge SADC governments to take concrete action to include media and ICTs in their national gender policies and strategies. Working through the SADC gender ministers, the SADC gender protocol alliance will continue to engage ministers to take a holistic approach to gender mainstreaming. In 2015, the SADC Gender Ministers gave consent to the review of the SADC Gender Protocol.

Advocacy around the findings of the Global Media Monitoring Project (GMMP) and the Gender and Media Progress Study (GMPS). The 2015 GMPS brings together research on gender in media content, gender in institutional composition, gender in advertising and tabloids as well as gender in media education and training. The findings of the study will provide baseline data on gender in the media across different areas.

Strengthening the SADC chapter of GAMAG. Working through the Southern African Broadcasting Association (SABA) and the Gender and Media Diversity Centre, the SADC Protocol Alliance will work to strengthen the gender and media movement in SADC. This will include bringing on board journalism and media educators, gender and media networks, media houses as well as gender and media activists.

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 brings 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.



Anushka Virahsawmy

CHAPTER 10

Gender, climate change and sustainable development



Climate change is real: Floods in Volipeno , Madagascar. *Photo by Toky Razanadratefa*

KEY POINTS

- Women are the most vulnerable to the impact of unsustainable environmental practices and climate change, because they often have no independent income or land rights.
- Gender equality is not just the concern of half of the world's population; it is a human right, a concern for us all, because no society can develop - economically, politically, or socially - when half of its population is marginalised.
- In Southern Africa, the poor, the majority of whom are women, will be the hardest hit by the impacts of climate change.
- In many homes in Southern Africa, women are at the heart of the household's nexus of water, food, and energy and thus often know first-hand about the challenges and potential solutions in these areas.
- Women are the most convincing advocates for the solutions that they need, so they should be at the forefront of decision-making on sustainable development and climate-change mitigation.
- Women should be mobilised to find solutions to the changing climate and create resilient communities through indigenous knowledge systems to adapt and respond to climate change.
- Governments need to put the role of women firmly into the plans for climate change and sustainable development.
- Agenda 2063 and the SDGs provide a strong framework for strengthening responses to gender and climate change Post-2015. Although SADC has a stand-alone Protocol on the Environment with a chapter on gender, this needs to be cross referenced in the Post-2015 SADC Gender Protocol. The issue is too important to stand alone.



Watching out for climate change in Southern Africa.
Photo by Thandokuhle Dlamini

At the time of adoption of the SADC Gender Protocol in 2008, the Protocol did not have any provisions on gender and climate change, an oversight realised two years later. A series of consultations within members of the SADC Gender Protocol Alliance (the Alliance) led to the launch of a campaign on the adoption of an Addendum on Climate Change. By 2013 when it became apparent that the whole Protocol would have to be reviewed in 2015, the Alliance began a campaign to ensure that sustainable development features more strongly in the Post-2015 SADC Gender Protocol, in line with global and continental commitments.

The Alliance has since 2012 tracked progress on gender and climate change against the proposed Addendum provisions that covered representation of women in decision -making, gender-disaggregated data collection, sustainable technology, public education and awareness and institutional, legal and policy frameworks.

In August 2014 the 34th SADC Heads of Summit held in Zimbabwe adopted the Protocol on Environment Management for Sustainable Development. This Protocol has a gender equality article which mentions that state parties will undertake gender analysis and gender mainstreaming of all environmental management, climate change and sustainable development policies, programmes, projects and budgets. The article also covers the development and implementation of gender-responsive policies, strategies, projects and programmes for environmental management and disaster-reduction especially on climate change for sustainable development. It also mentions the design of gender-responsive capacity building, education and training on environmental management and climate change for sustainable development initiatives, as well as the utilisation of local knowledge, particularly women's skills, in mitigation and adaptation strategies.

The Alliance welcomed these provisions, but argued that they need to be cross- referenced in the Post-2015 SADC Gender Protocol. The 18th Conference of the Parties (COP-18) to the United Nations Framework Convention on Climate Change (UNFCCC) held in Doha, Qatar, in 2012 concluded with a celebrated decision on gender equality and women's empowerment and climate change. The 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," takes a significant step in advancing gender-sensitive climate policy by ensuring that women's voices are heard. The Sustainable Development Goals (SDGs) and Africa 2063 provide a powerful backbone for a stronger agenda on gender and climate change from 2015 to 2030. Currently, women constitute a mere 23% of decision-makers in key environment affairs and sustainable development bodies in SADC.

Background

Climate change represents a serious challenge to sustainable development, social justice, equity and respect for human rights, both now and in the future. Climate Change has an acute effect on availability of, access to, and utilization of food especially for Africa's poor where many are increasingly being forced to spend scarce income to buy food, often insufficient to meet their nutritional needs.

The effects of climate change will be disproportionately severe for the most vulnerable groups and threaten to put the achievement of the Millennium Development Goals (MDGs) beyond reach. Rural women in developing countries are especially vulnerable to the effects of climate change because drought and intermittent rainfall patterns directly affect women as primary producers of staple food and as consumers. In addition, women make up a large number of the poor in communities that are highly dependent on local natural resources for their livelihood and are disproportionately vulnerable to and affected by climate change (UN Women, 2011).

It is important for African countries to recognise that women and men face different vulnerabilities to climate change and environmental degradation. As managers of household resources, women may struggle to secure water, fuel and food. As small-scale farmers-the vast majority in some areas of the world-they have far fewer resources than men to cope with crop failures or pursue methods of farming more adapted to climate shifts. As migrants and refugees pushed from areas of climatic stress, they confront greater risks of disease and violence. During disasters that follow natural hazards, women count highest among the dead.

While often overlooked in debates about managing climate change and environmental resources, women have significant contributions to make. In agriculture, services and industry, in households and political decision-making, and through science and traditional knowledge, women have ideas and experiences, and are poised to drive positive changes. Africa needs 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. Women are the holders of indigenous knowledge critically needed to revive our ecosystems and food production. Governments need to put the role of women firmly into the 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 Africa's voice is heard.

Africa is already a continent under pressure from climate stresses and is highly vulnerable to the impacts of climate change, and the projected changes in the earth's climate are an environmental concern with severe social and economic implications.

Southern African countries' socio-economic conditions vary considerably, but poverty remains a major development challenge in all countries. About 70% of the population in the region lives below the international poverty line of USD2 per day, and about 80% of the population in some member States, such as Mozambique and Zambia, are estimated to be living in extreme poverty (Chishakwe 2010, page 6). Poor access to water and malnutrition has been exacerbated by climate variability that has resulted in recurring droughts, floods and other natural disasters in the region (SADC 2008, page 16). This has caused a series of food shortages, thereby exposing the people in the region to serious food insecurity.

Table 10.1: 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 10.1 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.

Botswana is highly vulnerable to the adverse impacts posed by climate change across many of its ecological zones and economic sectors. Climate change effects include deforestation, loss of biodiversity, water resource and ozone depletion, pollution, etc. There is a need to mainstream climate change considerations into national macroeconomic and sectoral policies, as well as planning and budgeting of development initiatives. Women are the most affected by climate change because of their responsibility for providing food, shelter and firewood.

Madagascar: Madagascar's biodiversity ranks among the most remarkable in the world. However, the impacts of climate change are already being witnessed. Many

ecosystems and species of plants, especially mangrove trees, are affected by the unseasonal high rainfalls which cause severe flooding. 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 therefore creates enormous food insecurity and great instability for the society as a whole. 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.



Madagascar: Women and men face different vulnerabilities.
Photo: Zotonantenaina Razanadratefa



Mozambique: Mozambique is one of the countries that is most vulnerable to climate change, and every year suffers the effects of droughts, tropical cyclones or 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. Women's participation in decision-making on the environment and agriculture and fisheries (three areas that are very sensitive to climate change) is greatly reduced, counting only 22%. This representation is minimal thanks to the appointment of a minister and deputy minister in Coordination of Environmental Action, both women.



Following the 2014 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 water borne diseases, availability of potable water, coastal livelihoods, food and nutrition security and the tourism industry to name a few.



Only about 10% of the total area is suitable for agriculture in **Swaziland**, where more than 95% of the water resources are used for irrigation.[1] The symptoms of the adverse effects of recurrent droughts, associated with climate change, continue to be visible on the livelihoods of the population. Small-scale farmers in particular have limited resources to cultivate large portions of their arable land. Hence there is a notable realisation that managed or policy-driven climate change adaptation strategies have become necessary in some key economic areas: water, agriculture, forestry and energy.



Climate change has resulted in drastic water shortages and lower crop yields in **Zimbabwe**, directly impacting on food security for millions of smallholder farmers. Many are being forced to abandon farming as a means of survival and seek work elsewhere in the SADC region. This has led to the breakdown of families as women are often the ones left behind to look after the children and the infirm or elderly.

Gender and climate change

Climate change has varying effects on women and men, rich and poor. The poor and vulnerable, who least cause climate change, pay the price. Women make up 70% of the world's poor and this places them on the frontline of coping with disproportionate climate impacts on their livelihoods. Women:

- Constitute 85% of those who die in climate-induced natural disasters and 75% of environmental refugees.
- Suffer more from the impacts of climate change because of their limited access to service and goods.
- Are more likely to be the unseen victims of resource wars and violence because of climate change.
- Take care, in most cases, of the household while men work outside the home to earn an income for their households.
- 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 in collecting natural resources for food and 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 underrepresented in decision-making processes at all levels, including when it comes to decisions about major issues such as sustainable

[1] L. Simelane; Dec 2012; An Investigation Of Climate Change Adaptation Strategies And Innovation Of Swazi Farmers.
[2] 52nd session of the Commission on the Status of Women. Interactive expert panel: Emerging issues, trends and new approaches to issues affecting the situation of women or equality between women and men: "Gender perspectives on climate change".

development, including climate change. This impedes their ability to contribute their unique, valuable and vital perspectives and expertise on issues related to climate change.
- 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).They have many responsibilities in households, including collecting firewood, fetching water, and ensuring food security.
- Experience compromise to their health: they suffer due to special physical vulnerabilities, due to their caring role in families, and due to additional work which is required in providing for families, owing to the depletion of environmental conditions.

Table 10.2: 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 remain largely responsible for water management in communities and in the home. Shortages will result in greater time spent fetching water and greater risk of disease. Women will be diverted 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 remain 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 such as malaria and increase the spread of vector and water-borne diseases. It can also reduce drinking water availability, exacerbating heat stress and respiratory illness.
Stress	Stress levels and related diseases may increase for both women and men. Because society expects men to provide for the family, they 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 with 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.

A growing body of literature on the gendered impact of climate change highlights:
- *Food insecurity* - the stresses placed on women to provide sufficient food for their families;
- *Water* - the added effort required to secure sufficient water for family and access to clean water to prevent water borne diseases;
- *Health* - interruptions to health services delivery for example anti-retroviral treatment or TB treatment, and impact on those caring for the terminally ill (unpaid care work);
- *School dropout* - girl children who drop out of school because of responsibilities on the home front; and
- Migration and displacement - threats to women's safety and security because reliable water sources are further away or forced displacement owing to natural disaster. In the case of floods and tsunamis, for instance, women are the majority of victims because they stay to protect children.



In **Lesotho**, government and NGOs are connecting the dots on climate change and gender. The government of Lesotho recognises that due to changes occurring in the climate cycle in the recent years, including heavy rains, drought, heavy unexpected snow falls, etc., men and women, especially in rural areas, face many challenges.

According to a 2012 Economic Commission for Africa (ECA) study (Tsehlo 2012) while Lesotho enjoys a low carbon footprint and has successfully piloted renewable energy solutions, its topography makes it vulnerable to natural disasters (floods and droughts). Climate change

worsens this in the form of shifting precipitation patterns. Lesotho experienced heavy rains throughout the country from December 2010 to January 2011; these reoccurred in 2014. Experts estimated the damage and loss of property, assets and livelihoods due to the floods at M462.7 million, or US$66.1 million. The unsustainable reliance on biomass as the most used form of energy in Lesotho contributes to adverse socioeconomic effects on all sexes, as well as loss of biodiversity and soil erosion. It propagates the effects of climate change from greenhouse gas emissions, which affects all men, women and children.



Flooding in Lesotho left many maize fields waterlogged and weed infested. *Photo courtesy of Mujahid Safodien/IRIN*

As part of fulfilling their socially prescribed roles, women collect biomass for household cooking and thermal needs from animal kraals, open fields, wood lots, forests and merchants 85% of the time. This involves an average of three trips per week, investing an average of two hours per trip (DOE, 2007). Pupils collect biomass for cooking in schools - an average two trips of three hours per trip per week (DOE, 2007). This results in an economic loss of productive time for women and loss of otherwise educative time for schoolchildren,[3] particularly girls.

The application of inappropriate technologies further subjects children to child labour and adults coerce them to aid in the processes. In addition, herd boys need extra attention, as they remain more vulnerable to the effects of climate change. This situation therefore calls for policy and programmatic interventions that include the equal involvement of the affected groups in decision-making, awareness creation and education, financing of programmes, and involvement of non-state actors to support government efforts.[4]

Lesotho is among ten countries in East and Southern Africa that the UNDP and other partners support by including HIV and AIDS and gender-related issues into current environmental assessment practice. Stakeholders have developed parameters to carry out Environmental Impact Assessment (EIA) guidelines to measure the impact of HIV and gender in infrastructure projects. This will inform and influence legislation to benefit national environmental activities, ministries practising research and academic institutions and civil society organisations.

Climate change can also adversely affect sexual and reproductive health and rights.

Table 10.3: Climate Change, Sexual and Reproductive Health and Rights

Impact	Gender Equality	Sexual and Reproductive Health and Rights
Extreme weather events	• Lack of access to education and information about extreme weather events • Restricted ability to respond due to restrictions on women's mobility • Lack of survival skills, such as swimming and tree climbing, often taught to boys and men, not girls and women • Women's exclusion from planning and disaster recovery decision-making	• Access to SRH services constrained • SRH services excluded as priorities from disaster recovery • Increased health risks with pregnancy and childbirth • Gynaecological problems due to unhygienic water use
Drought	• Increase in household expenses • Increased women and girls work burden and time spent gathering water, food and fuel due to availability of water and other resources • For girls, increasing tasks may affect their capacity to attend school • Loss of land tenure for women with restricted access to land	• With women traveling further distances to collect fuel and water, increased risk of sexual violence • Water-logging prevents women from accessing sexual and reproductive health care and services
Food security	• Increased hunger and calorie reduction for women • Malnutrition and micronutrient deficiencies • Compromised food safety	• Low weights births, increase in miscarriage, perinatal mortality

[3] ECA Study.
[4] Ibid.

Impact	Gender Equality	Sexual and Reproductive Health and Rights
Health	• Increased burdened of care for women caregivers, both in households and as care workers • Limited access to health services Increase in infectious, water borne or vector-borne diseases	• Maternal malaria increases the risk to spontaneous abortion, premature delivery, stillbirth and low birth weight • Some evidence of relationship between pre-eclampsia and increased incidence during climatic conditions • Saline contamination of drinking water linked to pre-eclampsia, eclampsia and hypertension among women
Migration	• The priorities of migrant and displaced women are not prioritized • Increased violence	• Trafficking and exploitation • Loss of access to services due to migrant status
Conflict	• Internal displacement due to conflict over resources • Violence against women	• Limited access to sexual and reproductive health services and supplies • Limited access to post-exposure prophylaxis, counselling and STD and STI testing, abortion services in cases of sexual violence
Economic impacts	• Loss and reduction of livelihoods and assets • Limited resilience and coping mechanisms • Feminisation of poverty, especially in urban and peri-urban areas	

Source: Adapted from Woods, Z. (2014). "Identifying opportunities for action on climate change and sexual and reproductive health and rights in Bangladesh, Indonesia, and the Philippines." Kuala Lumpur.

Lesotho: Women in Mafeteng get ahead of climate change



Mafeteng is prone to extreme climate change - related disasters such as strong winds, drought and hail; hence denying its people of good harvest especially in areas like Paballong, Motse-Mocha and Ha-Matsepe. The council has therefore encouraged its populace, especially women, to form cooperatives, raise funds and use greenhouses to produce food as a climate change adaptation measure to ensure food security.



Women in Mafeteng get ahead of climate change. *Photo by Ntolo Lekau*

According to Town Clerk Matholang Ntlhafu-Damane, climate change has brought even more vulnerability to women and disadvantaged groups in society. This has far reaching effects as damage to crops by early frost and other unpredictable weather conditions leads to declining income, food insecurity and malnutrition. Practical measures therefore have to be taken to adapt to climate change.

Key project activities include consultation with the ministries of Agriculture and Trade on small holder agriculture development projects (SADP); convening of public gatherings and encouragement of people to form legally registered cooperatives, allocation of land to groups without land and training of 30 women to economically empower them.

Mafeteng Urban council has worked closely with the Ministries of Agriculture and of Trade at local level to encourage women to take up agricultural projects that respond to the possible effects of climate change. The council believes that this will indirectly lead to lower levels of gender based violence by empowering women to provide food for their families and making them less vulnerable to abuse.

Both men and women benefit from the council's projects on climate change, working together with the Ministry of Forestry and Land Reclamation. For instance, women and men work on tree planting projects. Indeed more women than men take up these jobs owing to the large numbers of unemployed women.

Protocol @ work

International frameworks on climate change

In 1992, countries signed the United Nations (UN) Framework Convention on Climate Change (UNFCCC), to cooperatively consider what they could do to limit average global temperature increases and the resulting climate change, and to cope with whatever impacts were by then inevitable. Since the entering into force of the UNFCCC, annual conferences of the parties (COP) have been held to negotiate binding targets and rules for mitigating climate change and adapting to its impacts. A binding commitment was agreed upon in 1997 at COP3 in Kyoto.

It took more than seven years before the Kyoto-Protocol came into force in February 2005, because ratification of 55 countries representing half of the world's carbon emissions was required. Since then, the annual session of the Conference of the Parties to the UNFCCC (COP) takes place in conjunction with the Meeting of the Parties to the Kyoto Protocol (CMP). There is also a regular annual meeting of the subsidiary bodies (SB) each year in early summer and various workshops on special issues. This process has been marked by tensions between the global south and global north on a number of issues, including emissions reduction targets and finance.

Many women's groups are calling for a just and gender-responsive climate agreement which can take different forms, but fundamentally it will:

- Respect and promote human rights and gender equality: ensure sustainable development and environmental integrity;
- Require fair, equitable, ambitious and binding mitigation commitments in line with the principles of Common but Differentiated Responsibilities;
- Call for urgent and prioritized adaptation action and resources that respond to the most vulnerable countries, communities and populations;
- Demand a sustainable energy paradigm that prioritizes safe, decentralized renewable energy systems that benefit people and communities;
- Ensure adequate, new, additional and predictable climate finance for developing countries; provide resources to reconcile loss and damage already incurred from climate inaction; and, ensure full, inclusive and gender-equitable public participation in decision-making, with increased mandatory ex-ante and periodic human rights and gender equality impact assessments.
- Ensure that gender equality, equal access to decision-making, and benefit sharing are integrated into all its provisions, including through gender-responsive means of implementation.

Sex and gender disaggregated data and analysis of the underlying causes of any gender disparities must be mainstreamed in all information, communication and reporting systems.

For the Women and Gender Constituency the objective of the 2015 climate agreement is an ambitious global partnership among countries, committing to the highest level of emission reductions needed to match what scientific research says is needed to prevent catastrophic climate change, working together within the principle of equity and common but differentiated responsibility, to protect, respect and fulfil human rights for all, to support adaptation to already incurring climatic shifts, to respond to the loss and damage already suffered, and to create a just and sustainable future for all.

Gender dimensions of the UNFCCC



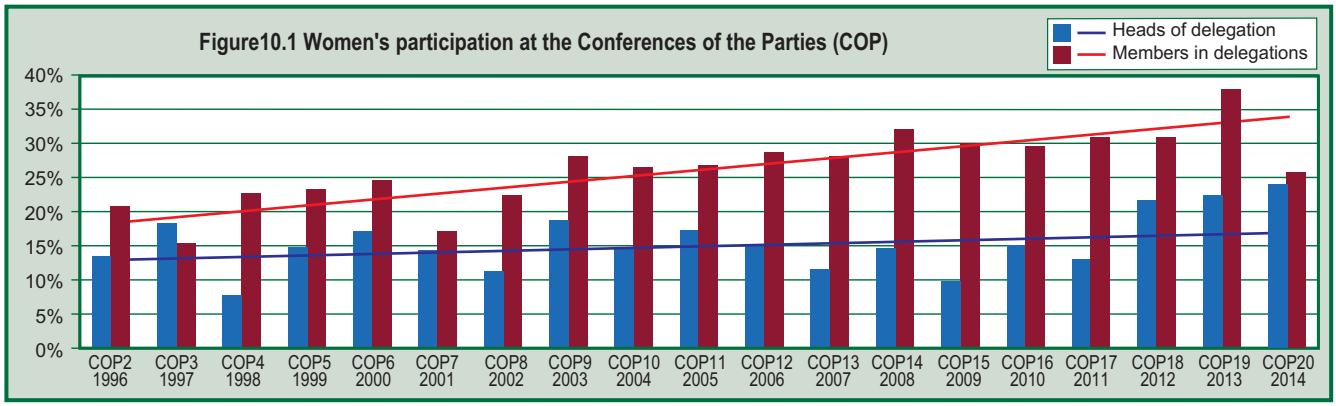
Gender equity was never mentioned in the UNFCCC or in the Kyoto Protocol. It is only recently that some parties, in particular those from Annex II countries, have realised the necessity to include gender equality into the debates. Annex II Parties are required to provide financial and technical support to the EITs and developing countries to assist them in reducing their greenhouse gas emissions (climate change mitigation) and manage the impacts of climate change (climate change adaptation).[5]A breakthrough was reached at COP13/CMP3.

The organisation of the process is different from other UN processes. There are no major groups, and active participation of observer organisations is limited. Debates are mostly economically or technologically driven. A link to sustainability principles is missing. Therefore it has been hard to introduce gender equality into the debates and negotiations.

Gender differences are evident in climate change mitigation and adaptation with regards to carbon footprints, impacts of climate change, climate solutions, and access to funds. However, by simply integrating gender into the current climate change agenda, we risk undermining the integrity of the gender concept. The potential of women as agents of change is increasingly being recognized. A growing awareness of the link between empowering women and combatting climate change has already produced positive action on mitigation and adaption that both protects and benefits women. The UNFCCC is looking to build on this awareness and tap the potential power of women as part of a comprehensive strategy to address climate

change. At recent UN climate change conferences, gender has increasingly been referenced and the decision texts are becoming increasingly gender-sensitive. Although they are the people most affected by climate change, women are still not well represented in the climate talks. However, during the 18th Conference of the Parties (COP18) to the United Nations Framework Convention on Climate Change (UNFCCC) held in Doha, Qatar, 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, was made. This was a significant step in advancing gender-sensitive climate policy by ensuring that women's voices are heard.

This decision marks an important step forward in advancing gender-sensitive climate policy by ensuring that women's voices are represented in the global discussion on climate change. It does this, for example, by setting a goal of gender balance in the bodies of the Convention and the Protocol and by inviting Parties to strive for gender balance in their delegations.



Source: http://www.gendercc.net/policy/conferences.html?L=2index.php

Figure 10.1 shows an increase in women heads of delegation but decline in women members of delegation in 2014. 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.



The last decade has seen an increase in the presence and engagement of women's and gender organisations in the UNFCCC process. Although small in number, they are representing a wide array of women's organisations worldwide, and having a growing impact in the debates. At COP13 the women's caucus started to discuss applying for its own constituency. In November 2011, just in time for COP17 in Durban, the UNFCCC Secretariat officially recognised the Women and Gender Constituency.

The charter of the Women and Gender Constituency states: "The goal of the Women's and Gender Constituency is to formalise the voice of the women's and gender civil society organisations present and regularly active in UNFCCC processes, and to debate, streamline and strengthen the positions which these organisations put forth. The Constituency draws upon global commitments to gender equality and women's rights, especially as they relate to climate change, and toward the achievement of the Millennium Development Goals and related commitments and Conventions. The Constituency works to ensure human rights and a gender perspective is incorporated into UNFCCC negotiations, plans and actions."

Although COP 20 did see the launch of the "Lima Work Programme on Gender", which aims to advance implementation of gender-responsive climate policies and mandates across all areas of the negotiations, this critical initiative faced challenges as well, with governments trading language on "gender equality" for "gender balance." The Women & Gender Constituency insisted that a fundamental framework of a strong "rights-based" agreement that is focused on climate justice must be the goal for COP 21 to be held in Paris, France, in 2015. Without gender equality, women's rights, indigenous peoples rights and climate justice, including financing for loss and damage, a rapid transition to safe and renewable energies, massive commitment and emissions reductions by the developed world, and full participation of those most impacted,

the programme of work to be done will be incubated and launched within an empty shell and will do little to support the lives of millions nor protect the precious ecosystems upon which we depend for our survival.

SADC frameworks for climate change



SADC states are committed to addressing climate change. Botswana, Namibia, Madagascar, Malawi, Mauritius, Mozambique, Seychelles and South Africa have adaptation and mitigation programmes. Malawi, Mozambique, Madagascar, Namibia, and Seychelles have national action programme(s) for adaptation in line with the UNFCCC.

SADC Ministers responsible for environment and natural resources management approved the "SADC Support Programme on Reducing Emission from Deforestation and Forest Degradation (REDD+)" at a meeting held in Windhoek, on 26 May 2011. This groundbreaking initiative to support member states in their efforts to combat climate change and achieve their development goals through reduced emissions in the forestry sector is the first of its kind by a regional organization in Africa.

SADC has many mitigation options, especially sustainable forest management, agriculture, energy and infrastructure, given the fact that a large part of Africa's emissions result from high levels of biomass and are related to land-use. The SADC support programme on REDD is designed to provide a comprehensive framework for the region to actively participate in and benefit from the carbon market, and will contribute to the social and economic development in the member states.

For REDD+ to be successful, the SADC region will have to create the right conditions and acquire both financial and technological resources to prepare adequately. SADC is committed to support REDD+ preparations and to promote co-operation on shared forest ecosystems through the implementation of ecosystem approaches, as well as to address regional issues arising from the implementation of REDD+ such as leakage and monitoring, reporting and verification, throughout the four-year process.

DRC, Madagascar, Mozambique, Tanzania and Zambia have submitted proposals, while Tanzania has earmarked several activities to be piloted. The REDD+ proposals and strategy documents of Mozambique and Madagascar clearly outline the need for gender considerations in implementing REDD+.

Climate change and the SADC Gender Protocol

With 2015 and the review of the SADC Gender Protocol around the corner, the Alliance has shifted strategy from an Addendum on climate change to proposing that the Post- 2015 Protocol have a strong section on sustainable development. This is also in line with the Sustainable Development Goals. Since 2012, the Alliance has used the draft Addendum targets as a framework for collecting evidence of member state performance on gender and climate change. The sections that follow update these findings, in anticipation that the provisions will feature in the revised Protocol.

Women and men in decision-making in environment



It is proposed that additions on Gender and Climate Change makes reference to ensuring women and men equal participation in all decisions related to climate change at all levels by 2015, as specified in Article 12-13 of 2008 SADC Gender Protocol

Environment is a cross-cutting concern. Only South Africa has a separate Ministry of Environmental Affairs. In other Southern African countries, 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.

Table 10.4: Representation of women and men in key decision-making positions related to the environment

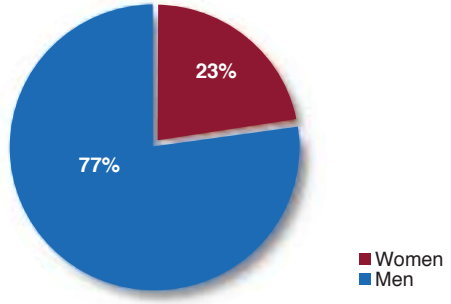
	Angola		Botswana		DRC		Lesotho		Madagascar		Malawi		Mauritius		Mozambique		Namibia		Seychelles		South Africa		Swaziland		Tanzania		Zambia		Zimbabwe		Total Female	Total Male	% Female	% Men
	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M				
Year	2015		2015		2015		2015		2015		2015		2015		2015		2015		2015		2015		2015		2015		2015		2015					
Minister of Environmental Affairs (Wildlife)	1			1		1		1		1		1		1	1			1		1	1			1			1				4	9	31%	69%
Deputy Minister of Environmental Affairs										1					1		1	1			1						1	1			4	3	57%	43%
Permanent Secretary/DG				1			1		1	1	1			1		1					1		1								5	4	56%	44%
Minister of Agriculture		1		1		1	1			1		1		1		1		1		1		1		1		1		1		1	1	14	7%	93%
Deputy Minister of Agriculture				1		1	1			1						1	1					1				1		1		1	2	8	20%	80%
Permanent Secretary/DG				1		1		1		1	1	1		1		1		1			1			1						2	10	17%	83%
Minister of Tourism		1					1							1		1						1				1	1				2	5	29%	71%
Deputy Minister of Tourism								1				1									1					1	1	1			2	4	33%	67%
Permanent Secretary/DG													1		1							1									2	1	67%	33%
Minister of Fisheries														1		1		1								1					0	4	0%	100%
Deputy Minister of Fisheries	1															1		1								1					1	3	25%	75%
Permanent Secretary/DG														1		1															0	2	0%	100%
Minister of Water Affairs		1		1						1												1				1		1	1		1	6	14%	86%
Deputy Minister of Water Affairs										1												1				1		2		1	0	6	0%	100%
Permanent Secretary/DG										1												1								1	0	3	0%	100%
Other key persons		1				3		1										1		2	1		1			1				1	2	10	17%	83%
Total	**2**	**4**	**0**	**6**	**0**	**7**	**4**	**4**	**1**	**9**	**2**	**4**	**1**	**7**	**3**	**8**	**2**	**7**	**0**	**4**	**6**	**7**	**2**	**3**	**0**	**9**	**4**	**7**	**1**	**6**	**28**	**92**	**23%**	**77%**
Percentage	**33**	**67**	**0**	**100**	**0**	**100**	**50**	**50**	**10**	**90**	**33**	**67**	**13**	**88**	**27**	**73**	**22**	**78**	**0**	**100**	**46**	**54**	**40**	**60**	**0**	**100**	**36**	**64**	**14**	**86**				

Source: Gender Links 2015.

Table 10.4 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.

Following recent restructuring in **Seychelles** the portfolio for *environment* was combined with the ministry of *Energy* with a new Minister and Principal Secretary. The Ministry of Natural *resources* remained with the same Minister and Principal Secretary, but was placed with *Industry* instead of *investment*, which is now structured with *finance and trade*. Both ministries are led by male Ministers and departments by male Principal Secretaries. The portfolio for agriculture is held by the government agency the Seychelles Agricultural Agency, 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.

Figure 10.2: Proportion of women and men in the environmental and sustainable development sector



Source: Gender Links 2015.

As shown in Figure 10.2, from the data available, women account for only 23% of leaders in key environmental affairs and sustainable development ministries. This is a two percentage point increase since 2013. As illustrated in the table and pie chart men make up 77% of key environmental affairs and sustainable development decision-makers, including ministers, deputy ministers, permanent secretaries, heads of departments and other key persons.

Lesotho is the only country in the region to have reached parity in terms of women's representation in climate change and sustainable development related decision-making bodies. Table 10.3 shows that South Africa and Swaziland follow with 46% and 40% representation respectively. Zambia, Angola and Malawi perform fairly well at 36% and 33% respectively. The DRC, Botswana, Seychelles and Tanzania have no women at the top decision-making levels. Mauritius and Zimbabwe fall in the middle.

In 2015, only four countries had women Environmental Affairs Ministers: These countries are: Angola, Lesotho, Mozambique, Namibia and South Africa.

Lesotho has the only woman Minister of Agriculture in the SADC Region: Women make up between 80 to 90% of rural and small-scale farmers across the African continent. Yet SADC has only one woman Minister of Agriculture - Mapalesa Mothokho from Lesotho.



Lesotho and SADC's only female Minister of Agriculture, Mapalesa Mothokho. *Photo courtesy of The Silo*

It is proposed that the Addendum calls on all SADC states to ensure, by 2015, that the Reducing Emissions from Deforestation and Forest Degradation (REDD+) mechanism takes into consideration the different roles and impacts on women and men when integrating the concerns and priorities of local communities and forest-dependent communities, and of sharing of benefits, land and forest rights.

Angola: The Constitution states in Article 16 that all Natural resources be it solid, liquid or gas, in the soil, sea or economic zone belongs to the State, which determines their exploration or the research associated with them.

In the National Agenda formulated in 2013 and expected to reach its goals by 2017 the government of Angola seeks to: create a democratic society; give rights and promote human development and the wellbeing of all citizens; develop civil society groups; fight hunger and extreme poverty, to ensure the survival of future generations and implement national programmes to protect the environment and promote clean, healthy living as well as conserve National Parks and Nature reserves.

A recent Presidential Decree (number 199/12) approves legal instruments to register companies that have activities in the treatment of waste and residual water. There is also a strategic plan for the treatment of urban sewerage. The government is promoting the use of alternative fuels such as gas and solar energy and is making laws to contribute to energy efficiency and sustainable use. The Ministry of Education is teaching people in rural, peri-urban and urban areas how to conserve energy and protect the environment. Opportunities for young people have been created in co-operatives. The Ministry of Environment has started a project of environmental education for women.



The Angola National Agenda seeks to create a better life for all.
Photo courtesy of www.UNC.org

There are now laws against pollution and any actions performed against nature. Environment friendly technology will be introduced to guarantee better quality of life for the society and a program of conservation of biodiversity, terrestrial and marine will be introduced. The government will also look for ways to stop desertification and promote the use of renewable energy sources such as solar and water. Mini dams will be built in the provinces of Cabinda and Huambo and many more areas will also be identified for similar projects. By 2017 The Government of Angola hopes to be better equipped to deal with Climate Change to ensure the survival of future generations.

Botswana has no policy on climate change. However:

- Parliament approved the Forestry Policy in August 2011. This instrument shall assist in creating awareness to guard against unsustainable utilisation of the forest resources.
- Legislators replaced the Environmental Impact Assessment (EIA) Act of 2005 with the Environmental Assessment Act No 10 of 2011. To facilitate the administration of the new Act, they also developed Environmental Assessment Regulations of 2012. Both instruments came into force on 29 June 2012.
- Parliament approved the National Meteorological Services Act in 2009 and they have been reviewing the Mines and Minerals Act of 1999 to address issues of illegal mining.
- The Government of Botswana ratified the United Nations Framework Convention on Climate Change (UNFCCC) on 27 January 1994, which came into force on 27 April 1994.

Botswana's Second National Communication to the UNFCCC in December 2011 states that the UNDP/ Government of Botswana Environmental Support Programme project trained officers from different institutions on climate mitigation and vulnerability and adaptation assessments. The UB Environmental Science Department provides training on environmental issues, including mitigation and vulnerability assessments.

Following the RIO+20 conference in 2012, the Botswana Government committed to green economy, noting that sustainable development and poverty eradication will enhance the country's ability to manage natural resources sustainably and with lower adverse environmental impacts, increase resource efficiency and reduce waste.

The Botswana government drives these programmes and the office of the president is responsible for national disaster management. Meanwhile, the deputy permanent secretary in the president's office is the coordinator of disaster management in Botswana; and is responsible for convening and chairing at regular intervals the national committee on disaster preparedness. The Ministry of Wildlife, Environment, and Tourism has the main responsibility for environmental management in Botswana. Local councils have drawn up their own Green Strategies:



Drought stricken cattle in Botswana. *Photo by Vincent Galatlhwe*

Protocol @ work

Botswana: Local government lights the way on climate change

The North East District Council has an environmental health department which deals directly with environmental protection and climate change. In its Green Strategy mandate, the Council has strict regulations that ban the incineration of carbon emitting material at homesteads. Failure to comply results in a penalty charge of 10 BWP (USD $1) per certain waste burned. The council has an established waste incineration station that safely incinerates carbon emitting material at no cost to any member of the community.

Under this department's locally acclaimed landfill, safe and usable waste material that can be adopted by the female-dominated 3R (Reduce, Re-use & Recycle) strategy groups.



The North East District in Botswana has designated waste collections points. *Photo by Mboy Maswabi*

The council has waste collection points famously known as *Masakana a Matlakala* in all villages within the district as a way of motivating dwellers to be optimistic about conservation of the environment by limiting harmful waste materials that pollute the environment.

The Council, together with its stakeholders (Gender Links and Gender Affairs), has taken a holistic approach in dealing with climate change through the use of preventative measures, provision of waste reclamation support, community mobilization and through implementation of set statutes in dealing with involvement of men and women in the fight against global warming.

To ensure the safety of women and men who are legally licensed to harvest mopane worms and firewood i the council has introduced environmental officers that safeguard the lives of persons in the field practising traditional self-sufficiency and survival.

This allowance is only practiced in areas where deforestation is limited. These officers also monitor and regulate the activity of illegal mining of river sands and gum trees. When found in possession of these environmental products, culprits are liable for strict penalties.



The Ministry of Environment in the **DRC**, NGOs and UNDP are in leading the drive for environmental protection. This and the unhealthy state of the city of Kinshasa has prompted The Association for the Promotion of Social and Agricultural Initiatives (APISA) an NGO in DRC to work in partnership with the Municipal Market of Kinshasa to start a clean-up campaign at Matete Market. The litter collected will be recycled into compost, which farmers can use to replace chemical fertilisers, which damage the soil. Men and women farmers will be trained on how to recycle biodegradable litter, with women comprising 60% of the total. The men are responding positively to this and are working well under the leadership of women.



The **Lesotho** National Strategic Development Plan[5] (NDSP 2013-2017) recognises climate change as a challenge and points to adaptation and mitigation strategies. 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 and commits to energy related objectives of 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 source. It prioritises "clean energy and green technologies," hence it commits to investment in hydro, wind and solar for meeting Lesotho's energy demand. The assessment of the document indicates a serious lack of gender mainstreaming; while it notes gender as a stand-alone issue, disappointingly there is absolutely no mention of it in the proposed climate change or natural resources strategies.



Lesotho commits to investment in hydro, wind and solar for meeting its energy demand. *Photo courtesy of africagreenmedia*

The *UNDP and UNFPA draft country programme document for Lesotho (2013-2017)* coincides with the NSDP (2013-2017) and attempts to address the Lesotho government's priority areas. UNDP assistance, spelled out in Focus Area Two, emphasises sound environmental management for sustainable development on three inter-locking issues that will enable adaptation to climate change and increase resilience: a low-carbon economy, conservation of natural resources to secure livelihoods and production, and better management of risks related to natural disasters. Policy, advisory and technical assistance will aim at improving governance mechanisms to address environmental and climate change issues, in partnership with the private sector and civil society, and increase awareness, investment (including from international climate change funds) and partnerships.

It will also address inter-ministerial coordination and leadership on key government-wide initiatives, such as climate change, as well as crosscutting issues of HIV and AIDS, gender and disaster risk management. In addition, it looks to foster wider stakeholder coordination across governance institutions, civil society and the private sector (e.g. private-public partnerships). It places emphasis on addressing gender across all programmes. This includes efforts to support 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. It will also secure productivity and livelihoods through conservation of natural resources/ecosystems and the establishment of a sustainable land management model that improves food security. Finally, as part of a joint UN programme, it will integrate disaster risk management into sectoral plans and build up a more comprehensive disaster early warning and recovery system in a phased manner.

Reverse environmental degradation and adapt to climate change: This is a national priority addressed in the UNDP document, whose outcome is to ensure that, among others, by 2017, public and private institutions create decent employment in an inclusive and sustainable manner. Research would indicate this by the number of jobs created for women and youth through provision of microfinance. It calls for government partners (UNDP) to support green technology standards and mobilisation of target groups with a target of 45% of the population, of whom 33% are women.

Reducing Vulnerability from Climate Change in the Foothills, Lowlands and Lower Senqu River Basin: The project aims to: "mainstream climate risk considerations in the land rehabilitation program of Lesotho for improved ecosystem resilience and reduced vulnerability

[5] Government of Lesotho, Ministry of Planning NDSP (2013-2017), 2012.

of livelihoods to climate shocks." Co-leads include the Ministry of Energy, Meteorology and Water Affairs (MEMWA) and the Global Environment Facility (GEF) in close collaboration with The Ministry of Forestry and Land Reclamation, and the Ministry of Gender Youth Sports and Recreation.

Another expected output that refers to women includes lessons from 160 pilots to enhance constituency-wide adoption of a climate-smart land rehabilitation programme leading to climate change-resilient development. This will include district council leaders and local resource users (e.g. farmers, women, livestock herders, rural women's groups, youth groups and others) trained in climate adaptive and anticipatory management of natural and social assets to support implementation and sustaining of the rehabilitation programme activities and infrastructure. It focuses on the diversity of services rendered by sustainable agro-ecological and hydrological systems and their role in buffering local livelihoods against climate shocks while increasing productivity.[6]

Renewable Energy Based Rural Electrification Programme: Government tries to use renewable energies including wind and water to generate its own electricity. Policymakers need to further develop these resources to connect more citizens to the grid and provide them with energy. Lesotho previously had a Rural Electrification Project for this purpose. It employed solar and efficient cook stoves intended for women's needs to use less wood for fuel.

This programme aimed to reduce Lesotho's energy-related carbon dioxide emissions by promoting renewable and low greenhouse gas (GHG) technologies as a substitute for the fossil fuels utilised in the rural areas of the country. Stakeholders designed the activities proposed in the project to remove barriers that hamper the wide-scale implementation of renewable energy technologies. The projects would assist in the development of a renewable energy market in the remote rural areas of the country and facilitate the use of renewable energy for productive uses.

However, some criticised the project document for lack of gender mainstreaming in its design.[7] It did not spell out how environment as a sector affects the lives of boys and girls men and women because of their roles in society. It also did not draw attention to access to productive resources as an environmental issue; or note that men and women interact with the environment differently. Further, it did not use sex-disaggregated data to highlight gender gaps in this area.[8]



Malawi: The Ministry of Environment and Climate Change Management came up with the National Environment and Climate Change Communication Strategy 2012-2016. This strategy serves as an essential tool for focusing national attention and efforts and in mobilising policy, political, and financial support as well as enhancing public and civil engagement for a comprehensive response to environment climate change in Malawi. The strategy seeks to achieve the following objectives:

- Increase public awareness, knowledge, understanding and participation on environment and climate change among various target groups, specifically rural communities and disadvantaged groups including women and youth.
- Promote popular participation in the implementation of the environment and climate change environmentally sustainable environment and natural resources management (ENRM) and CC.
- Enhance institutional and individual capacity for communication in environment and climate change.
- Foster collaboration, coordination and networking of NECC communication interventions.
- Enhance monitoring and evaluation of NECC strategy.

The government drives these programmes, providing policy direction. UN agencies and other agencies, largely, provide technical and financial support while acting as external windows for advocacy and integration with the regional or global community. They encourage and influence an increase in investment in environment and climate change-related programmes and projects. On



Children from a local village in Malawi admire a new generator designed by energy researchers at the School of Engineering at Trinity College Dublin. The generator generates electricity from cooking stoves, providing lighting and phone charging.

Photo courtesy of Trinity College, Dublin

6 See GEF Project Identification Form for Lesotho.
7 See Keiso Matashane-Marite, Gender Mainstreaming Assessment Report 2005.
8 Ibid.

the other hand, NGOs undertake implementation, complementing government efforts. NGOs mainly undertake advocacy and lobbying to ensure policies exist. Furthermore, complementing government efforts, NGOs undertake implementation of various activities such as raising awareness, mobilising communities, building capacity of communities, to name a few.

The media plays a huge role in educating and informing people about gender and climate change. The media has covered gender and climate change and noted the various ways it affects women and men in Malawi. Activists have noticed a number of articles, programmes and other media products over the years. In recognising the important role played by the media, the Ministry of Environment and Climate Change Management Communication Strategy is putting a significant emphasis on engaging the media.

A number of interventions currently exist in gender and climate change management. Notable is the intervention through which the governments of the United Kingdom, Ireland and Norway provided MK12 billion to support a five-year (2011 to 2016) Enhancing Community Resilience to Climate Change and Variability Project. Two NGO consortia, one led by Christian Aid (ECRP), and another by Concern Universal (DISCOVER), have been implementing the programme. Other consortium members include Action Aid, CARE Malawi, COOPI, GOAL Malawi and Self Help Africa.

The programme aims to increase the resilience of 400-540,000 direct beneficiaries and 1.2-1.6 million indirect beneficiaries in the most vulnerable communities in disaster prone districts in Malawi through climate change adaptation and mitigation interventions and influencing policy change. Stakeholders have been implementing the programme in Nsanje, Chikwawa, Thyolo, Mulanje, Machinga, Mwanza, Balaka, Dedza, Salima, Kasungu and Karonga by various partners in the respective districts. CEPA is a technical partner in knowledge and information management as well as policy and advocacy.[9]



Namibia is one of ten pilot countries for a worldwide project on community-based adaptation on measures that can be taken to build resilience against climate change. Target groups include subsistence farmers (of whom the majority are women) and youth who depend to a high degree on agriculture (rain-fed dry land crops), natural resources and livestock rearing both for subsistence as well as cash incomes in semi-arid areas. They live in Omusati, Ohangwena, Oshikoto, Oshana and Kavango regions, in Northern Namibia.

This pilot project focused on the following community-based adaptation techniques:

- Water security (flood and rain water harvesting for irrigation, livestock and fish farming).
- Food security (sustainable agricultural practices such as irrigated vegetable production using harvested flood and rain water) and improved dry land crop production through soil improving management strategies such as composting, bio char, crop rotation and conservation agriculture.
- Flood and drought-resistant crops (improved drought-resistant mahangu varieties, mushroom, rice and sweet stem sorghum) for human nutrition as well as fodder security for livestock/chicken/fish to boost availability of protein nutrition and sustain incomes.
- Energy-efficient stoves and renewable energy in combination with agro forestry/ general reforestation and improved natural resource management.
- Awareness-building interventions on climate change, coping strategies, global warming and nutrition needs.



For these three men, Drip Irrigation brought triple benefits, immediate food on the table, temporary employment during the harvest season and and addressing long-term climate change in Omusati region.
Photo courtesy of http://www.na.undp.org

As reflected in the case study that follows, local government in Namibia is taking leadership in fighting climate change:

[9] (CEPA, Status of Policy Implementation for Enhancing Community Resilience in Malawi-Policy brief, Vol 10, Issue 1, May 2014).

Namibia: Junior councillors lead the green revolution



Climate change is considered one of the most serious threats to Namibia's environment, human well-being and socio-economic development. The Keetmanshoop Junior Council in southern Namibia is taking the future in its own hands, by planting trees, initiating gardening projects and commemorating environmental days.

Most of the community members in Keetmanshoop do not know what climate change is, and what impact it has on living conditions. The initiative aims to: create awareness; educate the community on government policies and involve youth to mitigate the effects of climate change through planting trees.The programme also aims to encourage the youth to take ownership.

The members of the Keetmanshoop Junior Council focus on identifying the needs of their environment. Some of their ideas include:

- ***Tree Planting:*** The Junior Council networks with other relevant stakeholders, and requested trees from the Ministry of Agriculture, Water and Forestry. They identified key sites and arid rural areas, then planted the trees.
- ***Gardening Project:*** The Junior Council collaborates with the Environmental Club to ensure the functioning of the garden project. The members of the Junior Council identified a spot in the backyard of the Keetmanshoop Multi-Purpose Youth Centre which is taken care of by the youth and the community members.
- ***Commemoration of Environmental Days:*** This activity is highlighted as a priority in the Junior Council Action Plan.

Youth and community members are actively involved in planting trees, in the garden project and participate in the commemoration of environmental days. Through their initiatives the majority of youth and community members are empowered and educated about climate change. The community members work and therefore fight together for a healthy future.



Gender Links Namibia Country manager Sarry Xoagus-Eises having a meeting on climate change with the junior council in Keetmansshoop.
Photo by Laurentia Golley



Seychelles: Policies on the environment, agriculture, natural resources and others that relate directly to climate change are gender blind. None of these put in place measures to ensure equal participation of women at decision-making levels, in policy formulation processes and implementation of.



The **South Africa** Climate Change policy aims to "build and sustain South Africa's social, economic and environmental resilience and emergency response capacity". The second objective is to make "a fair contribution to the global effort to stabilise greenhouse gas concentrations in the atmosphere", (National Policy on Climate Change, 2011).

The policy is guided by the country's Constitution, Bill of Rights, National Environmental Management Act, Millennium Declaration and the UN Framework Convention on Climate Change. The strategic priorities are drawn around risk reduction and management; mitigation actions with significant outcomes; policy and regulatory alignment; informed decision-making and planning; integrated planning; and technology research.

Apart from the policies and the international instruments that the country is signatory to, South Africa has alliances with other organisations and civil society movements in Africa. These include the G77, a lobbying group that represents 133 developing countries and the BRICS countries (South Africa, India, China and Brazil) appeal for an inclusive, fair and effective climate change deal, which is favourable to both developed and developing countries. Some of the commitments made by the government at international, regional and national level include to:

- Develop unity of the African Group and a Common African Position in the multilateral climate change negotiations. In view of the fact that Africa is the continent most affected by Climate Change, it is important that Africa continues to speak with one voice.
- Lobby for quantified and legally binding emission reduction targets for developed countries that address their historical responsibilities to climate change.
- Hold developed countries to their commitment to support developing countries with financial and technology capacity-building support to deal with climate change.

- Lobby for developed countries, which historically were responsible for the current emissions to finance for developing countries to cope with the double burden of sustainable development and adapt to the effects of climate change.
- Ensure this finance supports research and development, early-warning and disaster-response systems, the building of emergency response systems and follow-up response, as well as developing sector resilience for slow longer-term changes in climate.[10]



Swaziland has received technical and financial support for national policies and a legal framework that conform to global standards. The country is a member of key international organisations and is signatory to more than 20 international agreements. Organisations include SADC, United Nations Environment Programme and the World Meteorological Organisation.

Swaziland is party to the UN Framework Convention on Climate Change (UNFCCC). Challenges include:
- Constraints in research and systematic observation systems;
- Lack of financial support for institutionalisation of the National Commission Committee;
- 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 a climate change data and information collection framework and data base management system.



Enkweni community in Swaziland experiences perennial water shortages. *Photo by Ncane Maziya*

A positive development is that local communities in Swaziland are taking their own initiatives to conserve scarce resources, as illustrated in the case study that follows:

Swaziland: Watering gardens with less water



The Umsimisi Community Project has come up with a cost effective, easy- to-manage gardening concept called the "Raised Beds & Bucket Drip System" that uses very little water with high yield, suitable for poor families and communities. Making use of organic manure and materials found within the community, the drip bucket used to water the garden can be filled twice a day and left to drip on its own, saving time for farmers to attend to other chores without spending much time watering. The device has a life span of five years of good yields with a variety of crops and vegetables planted. The system is environmentally-friendly and self-sustaining without relying on donor funding.

Umsimisi Community Project provides materials needed for the training including seedlings for the new farmers. The organisation sets to monitor every step on progress and works closely with farmers for five years before leaving them to run the project on their own.

The project values collaboration and networking. It targets vulnerable members of society or poor communities as well as schools to support the schools feeding programmes and the neighbourhood care points for orphaned and vulnerable children.

The steps include community identification, community leadership orientation, and training of project members. The training covers theory and practice with first planting in a demo bed. The project supplies all the materials including seedlings for training. The organisation intends to support and monitor progress for five years before withdrawing.

Source: SADC Protocol@Work Summit, Swaziland, 2015



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 the: National Conservation Strategy; National Environmental Action Plan; Forestry Policy and the National Policy on Environment.

[10] http://www.climateaction.org.za/cop17-cmp7/sa-government-position-on-climate-change accessed 14 Nov 2013

Gender-disaggregated data

It is proposed that the Addendum calls on all SADC states to establish, by 2015, a system to collect gender-disaggregated data and develop qualitative and quantitative indicators on climate change.

No country in SADC has successfully collected or collated gender-disaggregated data on the effects of climate change or natural disasters: Where reporting has been carried out, for example in Namibia, it has been conducted by international NGOs or UN agencies. Where impacts of natural disasters and climate change events are known, these are based on qualitative reports whose initial purpose in collecting the data is not to investigate gendered impact.

Namibia has collected important data that can be useful for developing measurement criteria or indicators that could be developed into a framework by various countries: The Namibia Post-Disaster Needs Assessment after the 2009 floods and the UNFPA/ NRCS Field Visit Report on Protection, Flood Relief Recovery (July 2011) gathered this data.

Many of the indicators for gendered effects of climate change are the result of displacement in the aftermath of a natural disaster. These include separation of families, leading to increased risk of sexual exploitation and abuse; increase in transactional sex in exchange for goods and services; compromised and interrupted service delivery of HIV/ AIDS treatment and other health services; increase in GBV[11] and child abuse; increase in the number of orphaned and vulnerable children (OVCs).

Women living in the inner cities of South Africa are faced with serious challenges, especially where there is no evacuation after an extreme climatic event: These include the increase in water-borne diseases and limited mobility. Climate change places additional strain on women caregivers of OVCs and the terminally ill, and heat-related deaths are likely to affect the elderly, children and the sick.

Adaptation methodologies in **South Africa** can only be mapped out when sex disaggregated data is available. The different ways that men and women respond to and are able to cope with climate change and the differences in how they are able to shift from short-term coping mechanisms to resilience has to be mapped through sex disaggregation.[12] South Africa needs to accelerate efforts to document qualitative and quantitative indicators on climate change disaggregated by sex. Gender CCSA has made strides in ensuring that data is available but the geographic area of the country presents limitations.[13] Land reform in South Africa presents an opportunity to produce sex-disaggregated data on land allocation and usage.

Only Namibia has shown progress toward developing these systems as a result of the 2011 UNFPA field visit included the Drought and Flooding Risk Assessment Tool for Gender Specific Decision-Making Summary Report, and the National Gender Policy (2010 - 2012), which make clear recommendations for increased studies and data collection.

Community projects to raise awareness and involve communities in disaster risk management, and to develop early warning systems and adaptation need to prioritise collection of gender-disaggregated data. The Seychelles Sustainable Development Strategy (SSDS) is an example, and provides



Children and women spend a lot of time collecting fossil fuels for day to day activities. *Photo by Gender Links*

[11] No data is available to verify an increase in GBV because of displacement, and this indicator is derived from anecdotal evidence.
[12] Gender and Climate change adaptation, Dr Wendy Annecke
[13] Gender and Climate Change Research: Gaps and Questions; Gender CC 2010

a key opportunity for gender-disaggregated data to be collected. The strategy identifies a "need to understand the linkages between population, environmental, social development, and health and gender concerns." The example that follows from Zimbabwe shows how use of gender disaggregated data has helped one community to target its climate change interventions more effectively:

Zimbabwe: Women benefit most from recycling project



The Chenai (Shona for "Clean") project strives for maximum waste recovery through composting, recycling, and reuse with a specific focus on women. Gender disaggregated data gathered by the Council of Karoi that runs the project shows that 4461 women and 2704 men have benefited directly, while 10587 women and 8000 men have benefited indirectly, from the project.



Participants developing the Gender action plan of Karoi town at a Centre of Excellence workshop. *Photo by Tapiwa Zvaraya*

Based on the "3 R" (Representation, Resources and Realities) Solid Waste Management method promoted by the Environmental Management Agency (EMA), Chenai aims at zero waste littering in Karoi by 2018. This will result in a reduction of waste which extends landfill capacity and reduces environmental costs.

Other benefits include: illegal solid waste disposal stopped and or reduced in Karoi; improved soil fertility levels by using organic (fertiliser) compost instead of chemical fertilisers on backyard gardens; afforestation and reforestation of some selected town sites such as parks, gardens as the project will plant trees; environmental knowledge/skills increased among stakeholders and in the community; employment opportunities created in the indigenous community; cleaner local environment, maintaining pure surface and ground water, healthy soils, and clean air. A clean local environment delivers immediate benefits for the most vulnerable groups in society whose livelihoods often depend on the natural resources available locally.

Activities of the project include anaerobic, aerobic and worm-composting of organic materials into organic fertiliser; separation and marketing of metals, plastics, bones and cans for recycling; planting trees in Karoi parks; botanic, herbal and ecology gardens; landscaping, planting trees and flowers along the dual carriageways of main roads; demonstrating the use of organic fertiliser by growing vegetables and other crops; training, empowerment and capacity building of communities.

The methods used include conducting Local Stakeholder Consultation Meetings; participatory rural appraisal during project designing; Training of Trainers for local environmental structures; gender mainstreaming; training on how to start and run small business in environmental aspects; training on organic farming practices and promoting backyard gardens; production and distribution of IEC and promotional materials; as well as participatory Monitoring and Evaluation of project activities.

Sustainable technology and renewable energy

It is proposed that the Post - 2015 SADC Gender Protocol call 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%.



Namibia: The population in Namibia is small and dispersed, with vast and thinly populated areas, particularly in the south, making grid extension costly. Through the Energy White Paper of 1998, the Government has committed itself to introducing renewable energy sources. The Ministry of Mines and Energy of Namibia has introduced a revolving fund to support solar energy

usage for off-grid purposes to lower the threshold for renewable energy investments. The Namibian national electricity utility, NamPower, has approved the Renewable Energy Policy Paper, which states that the company's target for renewable energy is 10% of the total installed capacity. The first target was 40 MW by 2011. There is no gender analysis in these policies and mechanisms.

The Namibia Renewable Energy Programme (NAMREP) aims to improve livelihoods and income generation activities of rural people (both men and women) by providing them with access to off-grid renewable energy technologies. The programme focuses on small-scale solar energy technologies, including photovoltaic pumps, solar water heaters, solar home systems and solar cookers. Households are expected to purchase these through loans from the solar revolving fund. The private sector is now also entering this field and has developed micro-financing programmes dedicated to renewable energy technologies. Such loans are obviously more difficult for rural women to access due to their greater poverty compared to men. The number of households who are accessing solar technologies is still very small.

Since Namibia enjoys over 300 days of sunshine annually, much more could be done to develop solar technologies - not only for household use. The Tsumkwe Energy hybrid system commissioned in August 2011, a state-of-the art solar diesel system, is the largest of its kind in Africa. It feeds electricity into a mini-grid supplying the entire settlement of Tsumkwe in Eastern Namibia, inhabited mainly by indigenous San people. The hybrid system now provides 24 hours of electricity, 7 days a week, at 50 per cent of the cost of the previous system, which only used diesel and only operated for 12 hours per day.



Putting the sunshine to good use in Namibia. *Photo by Google Images*



In **South Africa**, ESKOM, the energy parastatal, has made strides in promoting the use of solar power in households, but rural communities still lag behind in accessing solar technologies. Renewable, clean energy is now firmly part of the country's energy mix. The largest solar power plant is stationed Northern Cape Province. This has a capacity to produce more than 85 000MW of power per year. A few other solar plants are in the pipeline or already under construction. 2013 witnessed South Africa's first commercial wind farm in Darling, with many others already dotted all over the country ready for operations. The ready acceptance by the populace of alternative clean sources of energy has encouraged the government to invest many billions of dollars in the energy sector.

Following the success of the Waste-to-Energy project in two Durban landfill sites, which feed electricity to the City grid, Tshwane, Johannesburg, Ekurhuleni and Cape Town have all followed suit. The incentive of rebates from Eskom has also seen increased demand for domestic solar panels and solar water geysers which significantly drop electricity bills for most households.



Seychelles: The Government is implementing programmes aimed at providing sustainable and affordable technology to household level, such as the provision of interest-free soft loans for households to purchase solar water heating systems. Following several targeted awareness projects, the majority of households now use LPG (Liquefied Petroleum Gas) for cooking. This is less environmentally damaging than kerosene or electric-cookers.

Public education and awareness rising on gender and climate change

It is proposed that the Post-2015 SADC Gender Protocol 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.



Lesotho: Climate change is slowly being elevated to the level of HIV and AIDS and Poverty Reduction with regard to creating national awareness as it affects all major economic sectors: water, environment, agriculture, forestry and energy. The major limitation in the current policy and legislative frameworks are that climate change does not feature prominently. The national capacity self-assessment process has identified the need to address policy and legislative gaps and or discrepancies.



Zimbabwe: Studies have shown that using the right medium of communication can be highly beneficial given the country's predominantly rural population. Both government and the NGO sector have been utilising radio for awareness-raising. This has proved highly effective with more than 80% of the rural population now aware of the concept. Many have resorted to traditional indigenous means of adaptation and mitigation. This has had some very interesting results in a number of provinces, where although the rainfall has been unpredictable and sparse, communities are thriving by using traditional methods of harnessing moisture and conserving water resources.

Mauritius: Climate change and gender justice go hand in hand



In Mauritius, Plateforme Citoyenne has been advocating since 2012 for clean and sustainable socio-economic development in which women have a strong voice.

The NGO notes that women are often excluded from discussions about energy plans and policies. Because women and girls are primarily responsible for household work, access to clean and affordable energy directly benefits their health and well-being. Though access to modern energy alternatives is not sufficient to guarantee gender equality, it is necessary in order to relieve women of drudgery and to provide them more time to care for themselves and engage in productive activities.



Mauritius has in recent years become prone to flash floods in urban arears as a result of climate change. *Photo by Gender Links Mauritius*

Integrating poverty alleviation, gender equality and climate change principles into planning plays a vital role in realising the Millennium Development Goals. The organisation aims to make women, girls and ordinary citizens play a more active role in the decision-making process about energy policies.

This starts with the non-proliferation of coal-fired power plants on the island and the shift towards renewable energies. As a result of the campaign, the newly elected government abandoned a project of a coal-fired power plant of 115mw in early 2015. According to Plateforme Citoyenne, "this would have been an ecological and economic catastrophe as our imports of coals would have risen by 500,000 tonnes to add on the existing 720,000 being imported each year. Fossil fuel is inflationary and dangerous to the environment."

"We are now advocating for a more participative democracy and that ordinary citizens and NGOs are involved in decisions process, especially those which will have an effect on their daily lives. In line with this, on the 6 June 2015, Plateforme Citoyenne organised in Mauritius the World Wide Views on Climate and Energy, whereby 10,000 citizens around the world were asked to give their opinions on issues pertaining to climate and energy," says Project Manager and Spokesperson Fabiani Balisson.

Source: SADC Protocol@Work, Mauritius Summit 2015

Protocol @ work

SGP Post-2015

Climate change and sustainable development Post-2015



Searching for clean water in Madagascar.
Photo: Zotonantenaina Razanadratefa

The Post-2015 sustainability goals will need to incorporate targets and indicators that recognise the differential impacts of environmental degradation and climate change on women and men, and women's contribution to effective responses.[14] Climate change is acknowledged globally as one of the current causes for inequality. The gender dimensions in climate change reflected in decision-making, participation, education, mitigation and adaptation financing, disaster management and energy access could worsen due to the potential conflict that comes with climate change. Volatile food and energy prices, food insecurity and climate change have intensified inequalities and vulnerability, with specific impacts on women and girls.[15] Climate change has impacted negatively on agricultural production and prices, compounding essential for redressing women's socio-economic disadvantage in agrarian settings.

Global commitments to gender and climate change

The Sustainable Development Goals

Climate change adaptation and mitigation as well as disaster risk reduction is cited as one of the cross- cutting issues in the proposed Sustainable Development Goals (SDG) framework. Additionally, gender equality, food security, sustainable consumption and production, sustainable energy for all, sustainable land use, forests and terrestrial ecosystems, sustainable management of oceans and coastal areas, water and sanitation feature as cross cutting issues in the SDG framework.[16] The framework has eight goals related to climate change and sustainable development as follows:

- ***Goal 2*** - End hunger, achieve food security and improved nutrition, and promote sustainable agriculture.
- ***Goal 6*** - Ensure availability and sustainable management of water and sanitation for all.
- ***Goal 7*** - Ensure access to affordable, reliable, sustainable, and modern energy for all.
- ***Goal 12*** - Ensure sustainable consumption and production patterns.
- ***Goal 13*** - Take urgent action to combat climate change and its impacts.
- ***Goal 14*** - Conserve and sustainably use the oceans, seas and marine resources for sustainable development.
- ***Goal 15*** - Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss.

Gender specific indicators relate to reduction, financing, food security and access to clean energy sources. Examples include:

[14] OECD and Post-2015 Reflections: Gender equality and women's rights in the Post-2015 agenda: A foundation for sustainable development.
[15] Progress of the World's Women, UN Women 2015.
[16] Indicators and a Monitoring Framework for the Sustainable Development Goals Launching a data revolution for the SDGs, 2015.

Goal	Indicator
2	Percentage of women of reproductive age (15-49) with anaemia
2	Percentage of women, 15-49 years of age, who consume at least 5 out of 10 defined food groups
1	Percentage of women, men, indigenous peoples, and local communities with secure rights to land, property, and natural resources, measured by (i) percentage with documented or recognized evidence of tenure, and (ii) percentage who perceive their rights are recognized and protected.
6	Percentage of population using safely managed water services, by urban/rural
6	Percentage of population using safely managed sanitation services, by urban/rural
7	Share of the population using modern cooking solutions, by urban/rural
7	Share of the population using reliable electricity, by urban/rural
12.1	Strategic environmental and social impact assessments required (not yet fully developed)

Indicators on financial resources for biodiversity and ecosystems and sustainable forest management are yet to be developed. Land tenure and access is a critical component for sustainable development Post-2015 as the world moves towards reducing inequalities through sustainability. In global value chains, contract-farming arrangements are rarely made directly with women farmers. Women, and in particular indigenous women, have suffered climate change effects due to lack of access to arable land for food production as well as the use of land as collateral. Some indicators on gender and climate justice can be strengthened at a regional and national level through addressing gender and climate change injustices of the pre-2015 era such as:

Increasing women's access to agricultural services, markets and finance: Agricultural extension services provide vital support for women farmers to increase their productivity and incomes. The reach of these services is often inadequate overall, but women are especially likely to miss out.

Gender-sensitive land titling and reform programmes: Land reform and titling programmes can help women gain access to land if they are systematically designed with gender equality considerations in mind. Individual titles can potentially increase women's autonomy and help to rebalance unequal gender power relations in the household and may be appropriate in some cases. Efforts to ensure women's access to resources within the household, through joint titling, inheritance rights for daughters and copies of title deeds, should therefore be given priority.

Women in climate justice decision-making to bolster women's agency, voice and participation, both through representation in decision-making bodies that administer land rights and via autonomous women's organisations that monitor the process and demand accountability. Top-down land titling programmes that either undermine women's existing land rights, ignore the constraints posed to women by existing customary tenure arrangements and land governance institutions, or fail to create widespread public awareness are unlikely to secure rights for women.

Securing rural women's livelihoods: Legal and policy efforts to strengthen women's land rights over agricultural land are important, but secure land tenure alone cannot end rural women's poverty. Female-headed households earn much less than households that have access to male labour due to share-cropping of their land. Land tenure reform, other policy measures and awareness programmes will improve the returns to women's agricultural employment and enterprises. The Post-2015 agenda needs to address this through alignment of legislature with traditional norms and customs.

Beijing Platform for Action

Climate change featured during the Beijing Plus Twenty review as a critical component of women's empowerment and promoting gender equality. Highlights include the need for:

- A target on making information and knowledge accessible to women, especially rural women. Indigenous women's knowledge on mitigation is central to adaptation methods.
- Accelerating research and gender analysis of climate change risks to women's livelihoods and prepare emergency and long-term preparedness to mitigate those risks. Capacity building is crucial for integrating gender concerns into policymaking and programming for equitable sustainable development.
- Gender sensitive policies, capacity building and awareness programmes through the media should target men and women equally. Gender and climate change management systems should integrate gender concerns into policymaking and programming for equitable sustainable development.
- External and domestic climate finance that targets women's specific needs, constraints and perspectives, and provides incentives for women farmers to be stewards of natural resources.

Continental commitments of climate change and gender

African Union commitments

The African Union Agenda 2063 Aspiration One commits to 'A prosperous Africa based on inclusive growth and sustainable development'.[17] The continent relies heavily on agricultural production and extractive industries to boost its Gross Domestic Product (GDP). Climate change poses a risk to gender and development of the continent unless the governments take stringent gender sensitive measures to reduce its effects.

The AU is targeting the following by 2063:

- Modern agriculture for increased production, productivity and value addition contributes to farmer and national prosperity and Africa's collective food security.
- Africa's unique natural endowments, its environment and ecosystems, including its wildlife and wild lands are healthy, valued and protected, with climate resilient economies and communities.
- Africa's Blue/ocean economy, which is three times the size of its landmass, shall be a major contributor to continental transformation and growth, through knowledge on marine and aquatic biotechnology, the growth of an Africa-wide shipping industry, the development of sea, river and lake transport and fishing and exploitation and beneficiation of deep sea mineral and other resources.
- Africa shall address the global challenge of climate change by prioritizing adaptation in all our actions, drawing upon skills of diverse disciplines with adequate support (affordable technology development and transfer, capacity building, financial and technical resources) to ensure implementation of actions for the survival of the most vulnerable populations, including islands states, and for sustainable development and shared prosperity.
- Africa will participate in global efforts for climate change mitigation that support and broaden the policy space for sustainable development on the continent. Africa shall continue to speak with one voice and unity of purpose in advancing its position and interests on climate change.
- Africa shall have equitable and sustainable use and management of water resources for socio-economic development, regional cooperation and the environment.

Gender dimensions of AU commitments include:

- Africa shall have equitable and sustainable use and management of water resources for socio-economic development, regional cooperation and the environment.
- By 2063 Africa will develop and implement affirmative policies and advocacy to ensure women's increased access to land and inputs, and ensure that at least 30% of agricultural financing are accessed by women.
- By 2063 Africa will act with a sense of urgency to put in place programmes on climate change targeting women and youth
- By 2063 Africa will completely eliminate hunger and food insecurity

Comprehensive Africa Agriculture Development Programme (CAADP)

CAADP focuses on improving and promoting agriculture across Africa. Only Malawi has exceeded the target of increasing agricultural investment in SADC (10% of their national budget to agriculture). CAADP also has an agricultural growth target of 6%.[18] To date only two SADC countries have exceeded this target (Angola and Tanzania). The CAADP programme has been criticised as a gender-blind framework that needs engendering, especially Post-2015. CAADP must make visible women's investment in agriculture and address the challenges of the future by reorienting agricultural investment towards women and towards sustainable agriculture.[19]

Calls to re-orient spending priorities to focus on women farmers, step up investments in sustainable agriculture that reduces input-dependency, and ensure land tenure for women smallholder farmers have been amplified by civil society organisations in the recent years. CAADP is collaborating with the NEPAD Gender Unit, to see how CAADP can respond to gender issues, and is to launch a 'gender fund', but this was criticized as relegating women to a 'special interest' category, rather than redirecting agricultural budgets more generally. The biggest private investors in African agriculture are women smallholders; both public and private investment should take this into account Post-2015.

[17] African Union Agenda 2063, April 2015.
[18] www.nepad.org.
[19] Institute for Poverty, Land and Agrarian studies; http://www.plaas.org.za/blog/engendering-caadp-what-must-be-done-next-10-years.

SADC considerations for a Post-2015 agenda

Building on gains of the Environmental Protocol

SADC Member States adopted the Protocol on Environmental Management For Sustainable Development in 2014. Gender movements including the Alliance provided inputs into ensuring a gender sensitive approach to environmental management in the region. Article 19 of the Protocol spells out gender equality targets on environment management:

1. 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.
2. 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.
3. State Parties shall design gender responsive capacity building, education, and training on environmental management, and climate change for sustainable development initiatives.
4. 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.
5. 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.
6. 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.
7. State Parties shall develop gender sensitive indicators for environmental management for sustainable development for use in national governments; local and international communications.
8. 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.



Young women carrying firewood in Zimbabwe. *Photo by Trevor Davies*

The debate over whether to mainstream gender targets in existing SADC Protocols versus reflecting them in the Protocol 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 Protocol, and be mainstreamed in the SADC Protocol on Environmental Management and Sustainable Development.

[20] http://www.oecd.org/dac/gender-development/POST-2015%20Gender.pdf accessed 16 July 2014.

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.[20]

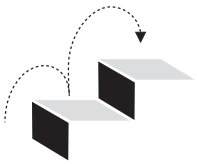
Annex A shows the range of possible targets and indicators that could be adopted. This includes 30 possible indicators in various categories including access and decision-making, gender and climate change management system, disaster management, energy, deforestation, food security, community mobilisation 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 Protocol Agenda* as this issue is central to poor rural women, who constitute the majority of women in the SADC region. Key Post-2015 considerations include:

- ***Policy framework and climate change management systems:*** Laws and policies on climate change and disaster management need to be enforced by accompanying policies within the mandate of a gender responsive climate change management system. Investment into climate change research to improve mitigation and adaptation methods requires gender responsiveness to ensure that both men and women participate in the research processes. Learning exchange programmes will promote best practices in mitigation activities; these need to be facilitated by a gender and climate change management system. The Post-2015 agenda needs to dwell on addressing the root causes of climate change and not the symptoms. Thorough gender analysis through research and equal citizen participation will enhance ownership of strategies. A climate management system can gender sensitively house a database of knowledge, finance statistics, effects case studies and data as well as incorporate knowledge generation from indigenous groups and all genders.

- ***Increasing women's representation in climate change decision- making:*** SADC continues to have low representation of women in ministries such as environment, water, agriculture and mining. The Post -2015 agenda calls for inclusion of all citizens in addressing climate change effects. Participation and effective contribution of women and indigenous groups in climate change forums is critical to redress the effects of climate justice. In addition more women need to access finance and clean energy resources through lobbying representative leadership. Food security effects continue to affect women at household level with the burden of caring for children and elderly resting on them. Effective leadership in the environment sector should address allocation of resources to avert food insecurity.



Gardens have become a source of food security in poor communities in Swaziland.
Photo by Ncane Maziya

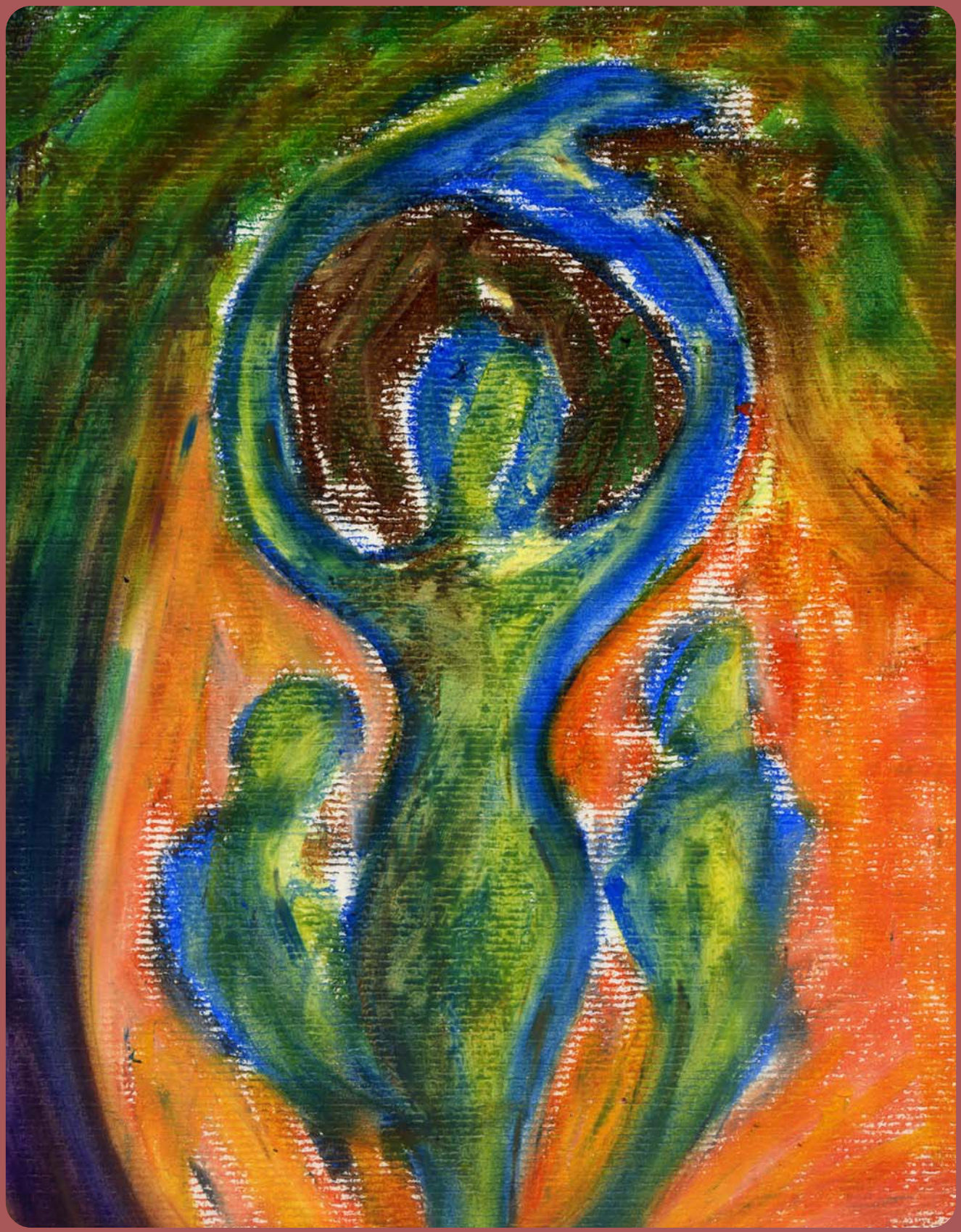


Next steps

The United Nations Climate Change Conference, COP21 will be held in December 2015 in Paris. The conference delegates will continue the negotiations towards a global climate agreement. Many women's organisations have been advocating for gender equality and women's empowerment to be integral to mitigating and adapting to climate change, and achieving equitable and inclusive sustainable development. This is an opportunity to ensure that women's voices and perspectives are integrated in policy decisions that will advance at the meeting. Climate change is more than an environmental issue: it cuts across a range of policy areas, including food security, water management, energy, human settlements, transport and health. It is linked to issues of human rights and governance.

Key next steps include:

- Lobbying for strong positions on gender and climate change in the Post-2015 SADC Gender Protocol.
- Strengthening coalition building in dissemination of climate change information and education.
- Strengthening accountability mechanisms for both business and government
- Lobbying for governments to invest in gender based research to fully understand the major contributions of women as agents of change in mitigation and adaptation to climate change.
- Intensifying public awareness campaigns.
- Mapping climate change effects on women through an initial qualitative study that can be developed into country and provincial quantitative frameworks.
- Together with women from communities, develop adaptation and mitigation programmes that are replicable.
- Advocating for SADC and Africa to unite and speak with one voice at COP 21.
- Setting 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.
- Lobbying governments to commit to gender concerns in national budgets with specific regard to climate change and environmental affairs.
- Setting clear short and long-term targets for reducing carbon emissions that keep average global temperature increases well below 1.5°C, and support a shared vision that enables gender equality and avoids adverse effects on vulnerable groups - especially women.
- Encouraging civil society organisations to take advantage of the recently established Transitional Committee of the Green Climate Fund to lobby for policies that promote sustainable development, and are grounded in gender equity.



"Isabella" *Anushka Virahsawmy*

CHAPTER 11

Implementation

Articles 32-36



Abigail Damasane, Deputy Minister of Women Affairs Gender, and Community Development and Priscilla Maposa, GL Zimbabwe Country Manager, launching the SADC Gender Protocol 2015 Country Barometer at the National Summit in Harare, Zimbabwe. *Photo by Tapiwa Zvaraya*

KEY POINTS

- Thirteen out of 15 countries have signed the SADC Gender Protocol (the Protocol). Botswana and Mauritius have still not signed but there are positive signs that they will join the Protocol 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.
- Implementation of the Protocol remains weak in most SADC countries, hence the need for an implementation framework that will guide measurement of targets on gender equality Post-2015.
- Eight SADC countries- Namibia, Swaziland, Seychelles, Zambia, Lesotho, DRC, Mozambique and Malawi - have developed costed gender action plans aligned to the protocol.
- 425 councils in ten countries (44% of councils in the SADC region) have committed to become Centres of Excellence (COE's) for gender in local government. In 2014 these councils contributed or raised R82 million towards advancing gender equality at the local level.
- The Alliance networks have accelerated advocacy on the review of the Protocol Post-2015 to include stronger indicators and targets on issues such as climate change and women's rights.
- The SADC Gender Protocol Alliance (the Alliance) partners have administered knowledge quiz questionnaires on the Protocol to 23,251 citizens across the SADC region, and attitude quizzes to 17,796 citizens.
- Although the SADC Gender Protocol is better known than many of the others, knowledge of the Protocol provisions as assessed by the quiz stands at 46%. Efforts to ensure that the Protocol is well known by the citizens of SADC need to intensify Post-2015.
- With gender attitudes as measured by the Gender Progress Score (GPS) at 64% for men and 66% for women, the Alliance needs to intensify public education and awareness on gender Post-2015.

Tracking table - Implementation in the SADC region				
Focus area	**Target 2015**	**Baseline 2011**	**Progress 2015**	**Variance (Progress minus target)**
Number of countries that have signed the Protocol.	**15 countries**	**13** countries	**13** countries (Angola, DRC, Lesotho, Madagascar, Malawi, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Tanzania, Zambia and Zimbabwe).	**-2** countries (Botswana and Mauritius).
Number of countries that have ratified the Protocol.	**15 countries**	**9** countries	**12** countries (Angola, DRC, Lesotho, Malawi, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Tanzania, Zambia and Zimbabwe).	**-3** countries (Madagascar, Botswana and Mauritius).
Number of countries developing policies and action plans aligned to the Protocol.	**15 countries**	**3** countries (Namibia, Seychelles, Zambia)	**8** countries (Namibia, Swaziland, Seychelles, Zambia, Lesotho, DRC, Mozambique and Malawi).	**-7** countries (Angola, Botswana, Madagascar, Mauritius, South Africa, Tanzania and Zimbabwe).
Overall SADC Gender Development Index (SGDI) score.	**100%**	**64%**	**68%**	**-32%**
Overall Citizen Score (CSC).	**100%**	**55%**	**67%**	**-33%**
Number of Alliance country MOU's.	**15**	**12**	**15**	**0**
Number of theme MOUs.	**10**	**8**	**10**	**0**
Knowledge of the Protocol.	**100%**	**54%**	**49%**	**-51%**
Gender attitudes.	**100%**		**64%**	**-36%**
Number of Protocol@Work case studies.	**2600**	**44**	**2863**	**+263**

The theme of the 2015 Barometer is ***Action and Results***. This follows the realisation that there is a yawning gap between commitments made and delivery on the ground. The Barometer has tracked these gaps in each chapter. This concluding chapter sums up the progress and the challenges, as well as the lessons learned, moving into the Post-2015 era.

As reflected in the tracking table, all except Botswana and Mauritius have signed the Protocol. All except these two countries and Madagascar have ratified the Protocol. Eight countries have made progress in developing costed gender action plans - Seychelles, Namibia, Zambia, Namibia, Swaziland, DRC, Mozambique and Malawi. This is compared to just three countries that had aligned and costed their action plans in 2011.

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 68% regionally with 11 countries showing progress and four (Angola, Seychelles, Swaziland and Madagascar) recording no progress or regression. Five of the six sectors showed slight progress while the media sector remained static at 67%.

The Citizen Score Card (CSC) that measures perceptions has increased by one percentage point to 67% compared to the 2014 score of 66%. This is a 12 percentage points' increase from the 2011 baseline score of 55%. Women scored the region higher than men at 67%, two percentage points higher than men.



Kadoma City Council delegates arrive at the Zimbabwe national summit, June 2015. The council submitted 26 case studies on gender at work in the council.
Photo by Tapiwa Zvaraya

Despite the CSC slightly increasing and the slow progress in the SGDI, the economy and health sector made progress. It is clear that most SADC countries will not meet any of the targets of the Protocol by 2015. The Protocol is to be reviewed in line with the proposed Post-2015 SDGs, African Union Agenda 2063, Beijing Plus 20 review and cross referenced with other SADC Protocols.

The rationale is two-fold. First the SADC Gender Protocol has always been an omnibus instrument that brings together all existing international and regional instruments and enhances these through specific targets. The SADC targets were aligned to the Millennium Development Goals (MDGs) that are now been superseded by the SDGs. Thus the Protocol needs to be updated.

Second, reviewing the timelines against progress to date allows for more realistic deadlines to be set. This hopefully opens the door for the two countries that have not yet signed the Protocol (Botswana and Mauritius) to join the process. It may also allow for different targets to be set by different countries, depending how far they have progressed.

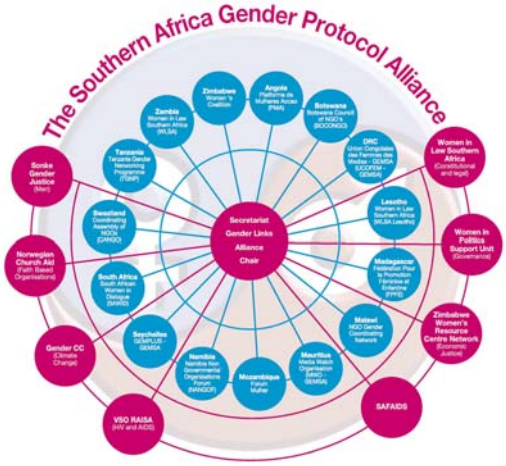


One of the most positive features of the Protocol is the extent that civil society and governments have walked the talk together. The SADC Gender Protocol Alliance has succeeded in setting up affiliate networks in all 15 SADC countries, as well as across ten themes and cross cutting interest groups.

Through village level meetings, the Alliance has succeeded in popularising the Protocol, as well as gathering good practices through the annual SADC Protocol@Work summits. The summits have evolved from targeting local government only to include civil society, government departments, media and faith based organisations. The summits have been a platform to demonstrate best practices in gender mainstreaming at district, national and regional level since 2014.

Activists, local authorities, media practitioners and government officials from all across SADC presented 1034 SADC Protocol@work case studies in 2015 compared to 559 case studies gathered in 2012. Altogether the Alliance has gathered 2863 case studies of how the SADC Gender Protocol is being used at all levels to advance gender equality.

The Alliance accelerated efforts for a roadmap to review the Protocol through country level lobbying with governments. The Alliance developed a possible 300 indicators and 150 targets that will inform the Post-2015 review. As the review process gains momentum, the Alliance will continue with consultations at a national level to refine these targets and indicators whilst working closely with the SADC Gender Unit, UN Women and SADC Member States.



Alliance partners have administered knowledge and attitude quizzes to nearly 50 000 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.

Articles 32-36 of the SADC Gender and Development Protocol 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.

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 - Angola, DRC, Lesotho, Malawi, Mozambique, Namibia, Seychelles, Swaziland, South Africa, Tanzania, Zambia, and 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 Alliance is accelerating advocacy efforts in Botswana and Mauritius to encourage the governments to sign and ratify the Protocol.

Botswana, host to the SADC Secretariat, has been open in engaging with civil society regarding the signing of the Protocol. As Botswana takes over the SADC Chair role, it is an opportunity for the country to lead by example through taking a lead in the Protocol review process. At the Gender Ministers' meeting in May, Edwin Batshu, Minister of Labour and Home Affairs (the ministry responsible for gender in Botswana) said that as tight deadlines constituted one of Botswana's major concerns, the review opened the door for a rethink. The BOCONGO Gender Sector has held a number of meetings Batshu, and shared a strategy paper[1] highlighting several advantages of Botswana joining the process. 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 Protocol. The composite SGDI for the country is the same as the regional average of 66%. Botswana scores well on education, health and HIV and AIDS, but not so well on governance due to women's low political participation.

Mauritius: Although Mauritius has not yet signed the Protocol, 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

[1] Strategy paper for signing by BOCONGO and Gender Links, updated in 2013.

Article 5 of the Protocol, 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%. Speaking at the recent SADC Protocol@Work summit in Mauritius, the country's new President acknowledged the importance of Protocols, but said that changes in attitudes and mind sets are equally important:

SADC Protocol@Work Summit in Mauritius
Excerpts from the speech by Mauritian President Ameenah Gurib-Fakim, June 2015



"The Protection from Domestic Violence Act aims at strengthening the mechanisms for better protection to victims of domestic violence. We have also promoted women's reproductive rights through landmark legislation, which allows women to terminate their pregnancy under specific circumstances. The Local Government Act provides for more space for women to engage in politics at both Municipal and Village Council levels.

The New Local Government Act that imposes a gender quota is indeed a milestone towards achieving gender equality. The Equal Opportunities Act is another piece of legislation that seeks to vulgarise the role and status of women in our society. Women are now enjoying the same rights as men.

Already, we are reaping the fruits of our dedication to gender equality. Women comprise an important part of the labour force. In the same manner, the majority of tertiary education graduates are women. Although Mauritius is not signatory to the SADC Protocol on Gender and Development, bold advances have been made in our vision for gender development and equality.

I have no doubt that Gender protocols and legislative instruments are a big step towards the enhancement of the status of women. But at the same time, there should be a drastic change of mindset and attitude towards women. This means dismantling the old and outdated clichés that tend to hold women back.



Mauritian President. Ameenah Gurib Fakeem delivers a keynote address at the Mauritius gender summit, June 2015. *Photo by Anushka Virahsawmy*

Protocol@Work

At the time of going to press, the Mauritian Alliance network had mounted a high level campaign ahead of the SADC Heads of State summit. In a press release following a meeting in July, the network said that its members did not understand "why Mauritius is taking so much time to sign the Protocol. Mauritius is after all among the few countries that are implementing the Protocol. In a press conference in Rodrigues the Minister of Finance, Vishnu Lutchmeenaraidoo, officially said that he will apply positive discrimination especially in economic policies. The non-signature of the Protocol by the Government of Mauritius is because of the clause on positive discrimination.



Botswana civil society, media and government discuss the non-signing of the Protocol by the Botswana government and map Post-2015 strategies. *Photo by Gender Links*

"If Botswana signs the Protocol in August, Mauritius will be the only country not signing the Protocol. In order to popularise the Protocol even further and to lobby for its signature, the office of Gender Links in Mauritius with the collaboration of Media Watch Organisation will embark on a training of trainers for Non-Governmental Organisations so that they can then train their own members and lobby to get the Protocol signed."

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 11.1: 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.

Progress towards ratification has remained the same: Table 11.1 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 Protocol (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 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 in Madagascar is mounting pressure on the government to ratify the Protocol before the targets of the protocol expire in 2015 although the government has raised timeframe concerns for ratification now that 2015 is here.

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.

Strengthening gender machineries

In many countries the structures established in government for mainstreaming gender are marginal and under-resourced; they need to be made far more effective. Table 11.2 shows that 11 SADC countries have gender ministries; these are usually combined with other functions such as family, youth, sports and recreation; child welfare; community services and people with disabilities. In four countries (Botswana, Madagascar, Swaziland and Seychelles) gender falls under other ministries. As in South Africa, the new Constitution in Zimbabwe provides for the establishment of a Gender Commission. This structure has now been set up, and is one example of efforts to strengthen the institutional base for gender equality in the Post-2015 era.

Zimbabwe: Gender Commission set to champion change



The Zimbabwe Gender Commission is one of the Independent Commissions established by Chapter 12 of the Constitution. A Bill published on the 25th July 2014 intended to give the Commission enough operative capacity for appointments to be made and for the Commission to start work. Nine members of the commission were appointed in June 2015.

The Commission is established to ensure gender equality and to deal with gender discrimination. At the outset it should be noted that the Commission is not a "women's commission"; its membership includes men and women. Its basic function is to ensure gender equality in Zimbabwe. In a traditionally patriarchal society such as Zimbabwe, women bear the brunt of gender discrimination, but if the Commission finds that in any particular sphere of life there is unfair discrimination against men the Commission must take action to end it.

The Commission is established as a legal entity by section 245 of the Constitution and is a corporate body by virtue of section 319. It consists of a chairperson and eight other members; men and women cannot be equally represented on a nine-member commission but section 17(1)(b)(ii) of the Constitution provides that five members must be women and four must be men.

The Commission's functions are set out in section 246 of the Constitution. It can do everything necessary to promote gender equality, including:

- Investigating violations of rights relating to gender;
- Advising public and private institutions on steps to ensure gender equality;
- Recommending prosecutions for criminal violations of rights relating to gender (the Commission cannot itself institute prosecutions);
- Securing appropriate redress for violations of rights relating to gender (the way in which the Commission secures such redress is not stated).

As to the Commission's powers, it can employ staff under section 234 of the Constitution and section 342(2) gives it all other necessary powers to carry out its functions and achieve its objects. The Commission does not need further legislation to enable it to carry out its essential functions under the Constitution.

The Commission's other function is to convene annual Gender Forums to discuss gender issues. The conclusions reached by a Gender Forum must be presented to the Commission and the Minister. Under clause 16 the Minister will be empowered to give the Commission policy directives relating to the exercise of its functions, and the Commission will be obliged to comply with them.

The Commission will be financed by money appropriated to it by Parliament (clause 13), as well as from registration fees paid by attendees at Gender Forums and donations - in this regard it may be noted that, unlike the Zimbabwe Electoral Commission, the Gender Commission will be able to accept donations without getting the Minister's consent. The Commission is to submit annual reports and financial statements to the Minister and the Minister must lay them before Parliament within two months of the end of the financial year.

Source: Adapted from Veritas Constitutional Watch 8/2014



Margaret Sangarwe-Mukahanana, chair of the Zimbabwe Gender Commision. *Photo courtesy of Herald online - accessed 11/7/2015*

Protocol @ work

Table 11.2: 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.	Yes, costed implementation plan done in March 2014.	Implementation of costed plan.	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.	In the pipeline led by Alliance focal network, Protocol ratified.	Buy in of GRB.	Scheduling of GRB workshop.
Madagascar	No, c hanges 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 Gender Unit.	Alignment of action plan finalised in October 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 Protocol and pushing for a national gender quota Post-2015.
Mozambique	Yes, Ministry of Women and Social Action.	Yes	Yes, March 2006. Requires review.	Yes, addressing gender-based violence.	Yes, finalised in August 2014.	Yes, a joint civil society and government initiative.	Post-2015 implementation of the gender action plan.

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 of Women, Youth and People with Disabilities.	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 to review Gender policy and Action plan Post-2015.
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 Protocol.	Yes, plan was developed in 2011 and revised in 2012 to align to Protocol.	Yes	Has developed gender action Plan aligned to the SGP Yes gender budgeting initiative supported by UNFPA.	Implementation of costed Gender Action Plan Aligned to the Protocol.
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	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 the Protocol.	Yes, as of the beginning of 2011, the national GRB launched in conjunction with UNIFEM (UN Women).	Constitutional 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.

Table 11.2 illustrates that:

- Fourteen SADC countries have integrated gender in national development plans, with the exception of Madagascar, which is a fragile post-conflict state 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.
- Eight countries; Namibia, Swaziland, Zambia, DRC, Lesotho, Mozambique, Malawi and Seychelles are developing costed gender action plans aligned to the Protocol.
- Nine countries have engaged in GRB initiatives of some kind (Angola, Botswana, Malawi, Mozambique, Namibia, South Africa, Tanzania, Zambia and Zimbabwe).

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 Protocol.

The Alliance and SADC Gender Unit have developed an integrated model for implementation involving aligning national policies and action plans to the targets of the Protocol; using the country Barometers to obtain baseline data; identifying actions, timeframes and resource implications. Eight countries (Namibia, Swaziland, Seychelles, Zambia and DRC, Mozambique, Malawi and Lesotho) have gone through this process.

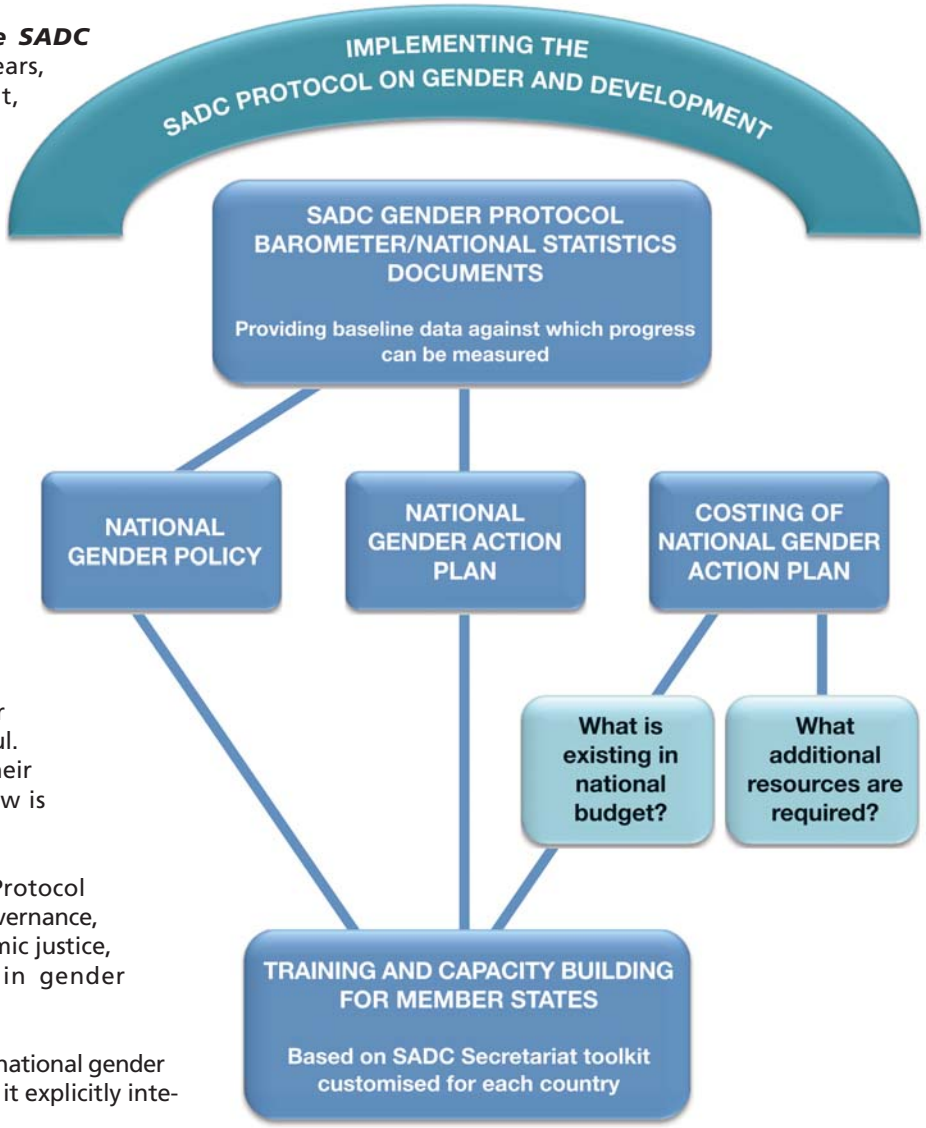
Post-2015 implementation is critical for the gender action plans to be successful. Member States may need to review their action plans once the ProtocoL review is finalised.

Gender action plans aligned to the Protocol 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 Protocol into the National Gender Policy. Seven Government Ministries and departments will present case studies at the 2015 Protocol regional summit in Gaborone in August 2015.

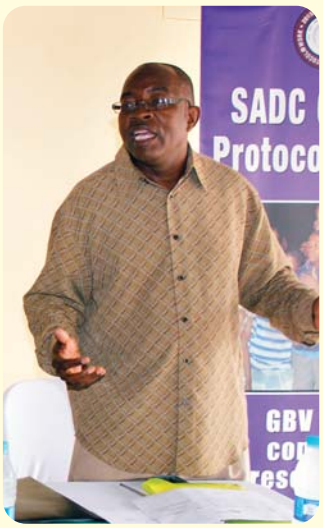
Namibia's gender coordinating mechanism demonstrates the effectiveness of gender mainstreaming across all sectors with gender responsive budgeting incorporated into national planning. Namibia, one of the earliest countries to develop an action plan aligned to the Protocol, has deepened implementation through creating thematic clusters.

Figure 11.1: Costing model developed by Gender Links



Southern Africa: Gender ministries lead from the front

The **Namibia**[2] Ministry of Gender and Child Welfare (MGECW) developed a National Gender Policy spanning 2010 to 2020. Namibia was one of the first SADC countries to align its gender policy and action plan with the Protocol and allocate budget to different sectors to ensure gender equality. In 2013, a coordination mechanism to ensure implementation of the policy cut across line ministries ensuring gender mainstreaming across national development.



Victor Shipoh, Director in the Ministry of Gender. *Photo by Veronica H*

The Gender Advisory Committee (GAC) oversees responsibilities of a permanent gender task force at a national, regional and local level and supported by the coordination secretariat. Six clusters were created across different line ministries and these cover Gender Based Violence and Human Rights; Health, HIV and AIDS, Education and the Girl Child; Poverty, Rural and Economic Development; Governance, Peace and Security; Media, Research, Information and Communication. The GAC reports to cabinet and consists of high level political representation from the Office of the Prime Minister as the chair and all line ministries.

Namibia's coordination mechanism has ensured high level political buy in and accountability for gender mainstreaming. The mechanism is fostering gender responsive budgeting in planning and partnership building to help close the gender gap. The task force at all levels ensure information dissemination, implementation monitoring of gender equality targets, lobbying across sectors for support to implement policies and facilitate creation of structures and systems to ensure integration of gender activities.

MGECW commissioned gender audits in the education, health and agriculture sectors to improve the impact of expenditure in gender specific programmes. This led to adoption of gender responsive budgeting across line ministries. The planning exercise outlines gender responsive outputs and activities measured by specific indicators.

The implementation clusters monitor gender responsive budgeting, gender mainstreaming and report on gender equality activities related to the cluster monthly. The task force at all levels and the clusters implement gender responsive budgeting using a toolkit provided by the Ministry of Gender. The coordination mechanism draws from gender equality commitments in the Namibian Constitution, the National Development Plan, the Protocol and Convention on the Elimination of all forms of Discrimination against Women (CEDAW).

The **Malawi** Ministry of Gender, Children, Disability and Social Welfare[3] embarked on a programme aims to support Government's commitment to reduce gender inequalities between men, women, girls and youths in accessing productive resources and development opportunities as well as promoting decision-making in order to contribute positively to the Malawi Growth and Development Strategy (MGDS) II and accelerate attainment of Millennium Development Goals (MDGs). This programme is framed to align with the Post-2015 agenda of the Sustainable Development Goals once they are finalised.

The Ministry's key activities for this programme target:

- Institutional capacity of the national "Gender Machinery'' strengthened (defined as Civil Society, Public and Private Sector Actors working towards gender equality and equity). To ensure the comprehensive service delivery, the gender equality and women empowerment programme supported the training on law enforcers from the police, magistrate's courts and the Department of Social Welfare in gender related laws and rights, health workers as they provide medal care to victims of gender based violence such as rape or defilement.
- Capacity building for mainstreaming gender in National AIDS Commission (NAC) and key priority sectors are enhanced.
- Equality between women and men in society improved through economic, social and legal empowerment. Through the GEWE Programme community members will form village savings and loan (VSL) clubs. These clubs assist women to access loans to start or boost their small-scale businesses so that they are economically empowered.
- Socio-cultural practices impacting on the link between gender and HIV and AIDS including Gender Based Violence (GBV) better understood and utilised for behavioural change intervention in HIV and AIDS.

[2] Source: Namibia Ministry of Gender Equality and Child Welfare case study, submitted for the 2015 regional summit.
[3] SADC Protocol@work case study submitted by the Malawi Ministry of Gender, Children, Disability and Social Welfare, 2015.

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 are now examples of several different kinds of ***institutional arrangements*** for gender budgeting:

- ***Inside government:*** Gender responsive budgeting is integral to the model developed by the Alliance and the SADC Gender Unit for aligning national gender policies to gender action plans, and costing their implementation.
- ***Local government:*** The national budget does not tell the full story - particularly as regards service delivery. In South Africa for example, 41% of revenue raised nationally is spent nationally; 57% is spent on the nine provinces (which raise minimal revenue of their own); and 2% on local government that raises nine times this amount for itself. The Centres of Excellence for Gender and Local Government, described later in this chapter, has a strong component of Gender Responsive Budgeting.
- ***Parliament, civil society and government:*** The South African Women's Budget Initiative (WBI), has its roots in civil society and in parliament. It began with detailed research into all sectors and government departments by a team of researchers in civil society, working closely with the parliamentary Committee on the Quality of Life and Status of Women. These findings have been published in four volumes of the "Women's Budget", and in the simplified version: "Money Matters." The WBI found an entry point into government when South Africa.
- ***Civil society:*** The Tanzania Gender Networking Programme (TGNP) has undertaken reviews of the planning commission, ministry of finance, education, health and agriculture budgets and worked with government on implementing recommendations.

Protocol @ work

Tanzania: Campaigning for gender equality in budget policy



TGNP Mtandao (formerly the Tanzania Gender Networking Programme) began the Gender Budget Initiative in 1996 as a response to the falling quality of public social services following structural adjustment policies in the 1980s. The broad aim of the Initiative is to make decision-making processes on policies, budgets, taxes and debts more democratic, participatory and responsive to the needs and demands of marginalised women and their communities.

TGNP Mtandao works closely with officials in the Ministries of Finance and Planning and provides inputs into the budget guidelines for sectoral ministries, as well as regional and local governments. Budget planners in priority sectors, as well as members of Parliament, are sensitised regarding the importance of gender-responsive resource allocation. MPs use the information provided by TGNP Mtandao to raise questions on gender equality issues during committee and plenary debates at the Parliament. In addition, TGNP Mtandao organises local and regional courses on gender budgeting and macroeconomic policy for policy makers, practitioners and civil society activists. Media campaigns and publications are used to keep the public informed about the main issues of the gender budget review process.

As a result of these efforts, the Government has endorsed gender budgeting and included it in the budget guidelines. A growing number of other civil society organizations now engage with the broader budget process or focus on particular sectors such as health, education, water and agriculture. Government reports and budgets include more sex-disaggregated data and gender analysis. Unpaid care and domestic work is also being measured as part of the official Labour Force Survey.

A number of concrete policy changes have followed. Primary school fees were abolished, again, and farm input subsidies reintroduced, in part due to public pressure supported by the campaign. Gender budgeting initiatives elsewhere in Africa have drawn heavily on the Tanzanian experience as a model. A major and lasting achievement, overall, has been increased awareness among grassroots activists of the importance of budget processes and the strengthening of their capacity to hold elected representatives to account. Local government leaders at village, ward and district levels have responded positively, in many cases, by removing incompetent or corrupt practitioners or providing more resources to support the priorities of communities.

Source: Progress of the World's Women report: Transforming Economies, Realising Rights, UN Women 2015

Implementation of the Protocol at local government level

A key achievement over the last few years is the implementation of the Protocol at local level. Several research studies, such as *Ringing up the Changes, Gender in Politics in Southern Africa* (2004), found that the gender and governance discourse neglects local government. 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 Protocol.

Table 11.3: Centres of Excellence for Gender in Local Government

Country	Total number of councils	Total Target 2015	Population per country	Outreach of COEs
Botswana	32	32	2 098 018	1 531 418
Lesotho	75	50	1 930 493	1 885 152
Madagascar	119	67	22 005 222	4 975 717
Mauritius	133	83	1 264 645	1 264 645
Mozambique	43	19	23 515 934	4 903 447
Namibia	58	36	2 165 828	624 028
South Africa	278	26	52 982 000	5 311 712
Swaziland	67	24	1 231 000	572 461
Zambia	73	44	13 817 479	7 229 119
Zimbabwe	92	44	14 244 744	7 298 207
Total	**970**	**425**	**132 574 693**	**35 595 906**

Source: Gender Links COE Tracking Sheet, 2015.

Table 11.3 shows that GL is working with 425 councils (covering 44% of local government councils in the ten countries that implement the programme). The councils cover a population of 35,595,906 million, or 27% of the total population of the ten countries. The ten-stage COE process involves developing and implementing local level action plans aligned to the Protocol, with flagship projects on local economic development, climate change and ending GBV. The COE's include all capital cities of the ten target countries.



Botswana: Botswana Association of Local Authorities (BALA) shares local government work with 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, as reflected in the quality of the 17 COE case studies presented at the 2015 summits Botswana has 32 COEs covering 100% of the country's population. The average gender score of Botswana COEs is 77% which is higher than the regional average score of 69%.



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 mainstreaming gender in service delivery. Lesotho has 48 COEs covering 36% of the country's population. COEs presented 37 case studies at the 2015 summits. The average gender score for Lesotho is 63% lower than the regional average score of 69%.



Madagascar: The Association of Elected Gender Responsiveness (AESG) works with local government to build gender mainstreaming capacity in local government. The association is now formal and has the general objective of popularising the Protocol in all localities in Madagascar. 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 munici-palities of which 67 are part of the COE programme and 66 have gender action plans. The 2015 summit presentations included 36 from the COEs. The average gender score for COEs in Madagascar is 68% which is slightly lower than the regional average of 69%.



Malawi: The country held local government elections in 2014 after repeated postponement since 2005. Women's

representation at the local government level was only 12% during the 2014 elections indicating a need to have capacity building programmes on gender in local government as well as special measures to enhance gender equality. Alliance partner NGOGCN and the Ministry of Gender have expressed interest in implementing the COE model in Malawi. Malawi has a single tier of local government comprising four cities, 28 district councils, two municipal councils and one town council.[4] The legislation and the central government decentralisation policy give councils responsibility for:

- Education, science and technology
- Health, population and water development
- Transport and public works
- Land surveying and physical planning
- Agriculture and irrigation
- Gender, youth and community affairs
- Natural resources and environmental affairs
- Commerce and industry
- Home affairs and internal security.

The above responsibilities for local government provide an opportunity to mainstream gender in service delivery in Malawi.



Mauritius: In 2013, Mauritius enacted 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 83 COEs out of 133 councils in the country. The COE process covers nine of the major cities and is now cascaded to district and village level. Four COEs presented case studies at the 2015 Protocol Summit under the local government COE category. 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.



GL Entreprenuership facilitator Fabian Sampaya with trainees in Tses, Namibia. The programme is integral to the COEs. *Photo by Gender Links*



Namibia: Thirty-six of the 65 councils have signed up to the COE process and all have developed gender action plans. During the 2015 summits, 19 Namibian COEs presented case studies. 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 55% which is lower than the regional average of 69%. 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 of which 12 have developed action plans to mainstream gender in service delivery. GL has also partnered with the South African Local Government Association (SALGA) to cascade the COE process. 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 three case studies at the 2015 Protocol summits for the COE category. The average gender score of COEs is 71% which is higher than the regional average of 69%. SA COEs have paved the way in the region by hosting their own district summits, with Mossel Bay Municipality and Capricorn District Municipality pioneering the process.



Swaziland: Twenty-four of the 67 councils have joined the COE process and are progressing through the initial stages. Twelve 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 57% which is below the regional average of 69%. Six COEs presented summit case studies at the 2015 SADC Gender summits.



Zambia: Forty-four councils have joined the COE process and 25 have developed their own action plans. GL, with the support of UNICEF through the Ministry of Gender and Child Development will undertook 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

[4] Commonwealth Local Government Forum http://www.clgf.org.uk/userfiles/1/file/Malawi_Local_Government_Profile_2013_CLGF.pdf

parties, as reflected in the high level attendance at the summit. The gender score from the COEs is slightly below the regional average at 68%. COEs presented 26 case studies at the 2015 SADC Gender summits.



Zimbabwe: Forty four councils have joined the COE process with 32 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 2015 Protocol summits saw 123 case studies presented by COEs of which 29 demonstrated the deepened implementation of gender equality at the local government level. The average gender score for the country's COEs is at 64%, lower than the regional average of 69%. The Ministry of Local Government, Public Works and National Housing ensures gender mainstreaming in the COEs through circulars and handbooks.

Impact of the COEs

Table 11.4: Amount allocated by COEs for gender work (Rands)

Country	Gender specific allocation - R	Gender in mainstream projects - R	Amount contributed in cash or in-kind by partner organisations - R	Funds raised - R	Total - R
Botswana	921864	11819637	718728	137533	13597762
Lesotho	170400	3114176	3114176	61685	6460437
Madagascar	413958	343754	338921	373360	1469993
Mauritius	244253	683599	1711729	1033160	3672741
Mozambique	727558	560005	32	0	1287595
Namibia	1353070	8910000	164342	2500	10429912
South Africa	1058750	150000	10000	0	1218750
Swaziland	264000	7229220	540900	700000	8734120
Zambia	3396315	7395134	1083722	593257	12468428
Zimbabwe	3298206	17242254	975907	1742709	23259076
Total	**11848374**	**57447779**	**8658457**	**4644204**	**82,598,814**

Source: Gender Links Value for Money tracking sheet, 2015.

In 2014 Councils contributed over R82 million to the implementation of gender action plans through their own budgetary contributions as well as in-kind support to the COE process and fund raising efforts. Table 11.4 shows that implementation at the local level has deepened with the 425 councils dedicating programmes aligned to the Protocol and funds for implementation. The COE process has resulted in high level political support across Local Government and Gender ministries. The ownership of institutionalising gender equality through service delivery has increased through dedicated funding for gender mainstreaming by councils

Performance is improving: The Gender and Local Government Score Card comprises 25 questions used each year to measure the gender responsiveness of local government COEs, with more stringent evidence requirements during the 2014/2015 verification. Results show an increase from the targeted average of 65% (45% lowest, 80% highest) to the achieved average of 66%, (lowest 45% in Swaziland and highest 96% in Botswana).



Emfuleni Action planning workshop, South Africa, November 2014.
Photo by Susan Mogari

Protocol @ work

Botswana: Chobe Council walks the talk of gender equality

With a score of 70%, Chobe District is a leading COE, supporting survivors of gender violence to become entrepreneurs. The council has a gender committee which oversees the implementation of the gender action plan. Since the implementation of open days and market days the community feels free to come in and ask for services from the council with confidence because they have knowledge of the services available to them. Through the GBV campaigns and awareness activities people have been enlightened on the other aspects of GBV that they were not aware of.



Leah Kahimbi Mapulanga and Olerile Margaret Mosweu supported by Chobe council prepare paper for recycling. *Photo by Gomolemo Rasesigo*

As a COE, Chobe District Council is empowering women in the workplace by recruiting women in previously male-dominated jobs for example firemen, electrical engineers, mechanics, architects and builders. Job adverts for traditionally male dominated posts carry the rider: "Position not reserved for men only. Women are particularly encouraged to apply." The COE is currently reserving a certain proportion of land title within its domain for women.

Chobe ensures sustainability of gender equality through training of departmental focal persons on gender mainstreaming as well as continued reporting to keep the management at par with gender events in the district as well as internationally.

Excerpt from Chobe Council case study, presented at the Botswana summit 2015

Implementation at local government level has deepened knowledge and application of the Protocol. Councils presented case studies to showcase implementation at the local level during district and national summits. COEs are taking a 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. COEs submitted 191 best practices in gender mainstreaming through service delivery during the 2015 summits.

Figure 11.2: SADC Protocol@Work case studies in service delivery 2015 by country



Source: Gender Links, 2015.

Figure 11.2 shows the number of case studies showing gender responsive service delivery presented at the 2015 summits by COEs. Lesotho had the highest number of Protocol@work case studies (37) in the local government COE category while South Africa submitted the least number of COE case studies at three. Four countries (Lesotho, Madagascar, Zimbabwe and Zambia) submitted more than 25 local government COE case studies. The COE category had 191 case studies while the councils deepened implementation through other gender specific projects presented in women's rights and leadership categories.

Women leadership now taken seriously in the COEs: There are now 550 examples of Drivers of Change, many of them illustrating the diverse ways women are leading in councils across the region. These Drivers of Change demonstrate changes at individual and institutional level in terms of gender equality. They also highlight the role of leadership in reducing gender inequality across sectors. The leadership case study below demonstrates how local government is contributing to these changes.

Zambia: Woman councillor sets the pace for gender equality through training



Joyce Ntenga, a councillor in Lusaka, is one of the ten-member development Ward Committee. This committee oversees gender - responsive development from the community to the local authority where she is an ex-officio member. In 2011, before the nomination day, a demonstration opposed her as a woman standing as Councillor. She got support from her party to stand as a councillor despite threats from community members. Joyce has trained 200 community leaders on HIV/AIDS awareness. She has facilitated women empowerment projects supported by her council and the International Labour Organisation.

Excerpt from leadership case study of Councillor Joyce Ntenga Banda, Lusaka Town Council, 2015

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. Councils are exchanging leadership functions through cascading arrangements.

Zimbabwe: Ruwa City Council raises 50:50 awareness



Ruwa Local Board has embraced the 50-50 gender concept. Through the council's employment strategies, Ruwa council is amongst the few which is under the leadership of a woman. The council also boasts female Heads of Sections up to Heads of Departments. The council's 50:50 campaign objectives are to:

- Increase council's level of awareness 50/50 gender balance and to make sure there is a gender policy in council and it is implemented.
- To increase the representation of women councillors in the next elections.
- To ensure equal representation of women in leadership position in the council.
- To educate communities and raise awareness about the importance of women's equal representation in local councils.
- To empower women councillors to advocate for gender equality.
- To empower men on gender issues and mobilise their support.

The council partnered with organisations like Zimbabwe Integrated Youth Survival Alternative (ZIYASP) Programme Trust, Ministry of Women Affairs, Gender and Community Development in the 50/50 gender awareness campaigns march held on 5 March 2015. The march was comprised of ward representatives, teachers, police, school children, informal sector which included vendors, home industrialists, business community, Councillors and Council employees. Both men and women were encouraged to report any violence to the police. Each group gave advice on what role they play to the community in the 50/50 Gender Awareness Campaign. Gender Focal persons from Goromonzi Rural District Council and Chitungwiza Town Council witnessed the occasion. The council budgeted $5000 for this awareness campaign. The council is encouraging equal participation of both men and women during its public meetings, budget consultative meetings and awareness campaigns. During the meetings, the council ensures priority to women's issues; especially on water and waste management.

Excerpt from the 50:50 case study presented by Ruwa City Council, June 2015 Zimbabwe Summit

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 Kadoma City Council in Zimbabwe have male gender champions. Although Mbabane City Council in Swaziland has a low proportion of women the CEO and mayor support the gender focal person now part of the management team with monthly reports delivered to all departments.



Mayor of Mbabane Benito Jones signing the Statement of Commitment for his City to become a gender Centre of Excellence.
Photo by Gender Links

The Southern Africa Gender Protocol Alliance

ALLIANCE ACTIVITY FACT BOX 2015

- Held 15 reference group meetings in-country to validate findings of the country Barometers used to compile the 2014 Barometer.
- Escalated advocacy efforts for the review of the Protocol and subsequently named to be part of the technical team to review the Protocol.
- Facilitated costing workshop in Mozambique and Malawi, eight countries have completed the costing exercise so far.
- Draft MOUs with Southern Africa Trust and Sonke Gender Justice. This brings number of MOUs signed to 25.
- Held 15 Post-2015 agenda meetings across 15 countries to map the way forward for the review of the Protocol.
- Hosted 42 village-level workshops as an Alliance network to popularise the Protocol and consult stakeholders on the Post-2015 agenda.
- Four regional meetings held to strategise on the Post-2015 agenda and influence the global gender agenda.

The Alliance, a "network of networks", started as a coalition in 2005 when the campaign for the adoption of the Protocol 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 constituted of country and regional networks.



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." In 2015 the logo became: "A Strong Post-2015 Agenda: Action and Results."

Coalition building for a strong Post-2015 Protocol

The Alliance brings together governments, civil society partners, faith-based organisations, media and multilateral organisations. In 2014, the Alliance demonstrated again its leadership role through leading the campaign for the review of the SADC Gender Protocol in 2015 (see Preface). The SADC Gender Ministers have acknowledged the Alliance to be a technical partner in the review of the Protocol. The Alliance focal networks are using the Protocol to ensure that national processes adhere to the regional processes of the Protocol. The Alliance held initial Post-2015 consultations in 2014 to develop targets and indicators that will constitute the Post-2015 Protocol.

The Alliance has signed 25 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. A draft MOU with the Southern Africa Trust will strengthen regional integration aspects of the Protocol.

The Alliance strategy focuses on mobilising for implementing a strong Post-2015 agenda by building a robust gender movement. The deepening progress in implementation of the Protocol 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. National Alliance networks are gearing up for the implementation of the Post-2015 gender agenda. The Madagascar network is one such example.

Madagascar: Passion for gender equality drives coalition building in Madagascar



The *Federation Pour La Promotion Feminine et Enfantine* (FPFE) is a federation of associations that work for the protection and promotion of women and children in Madagascar.

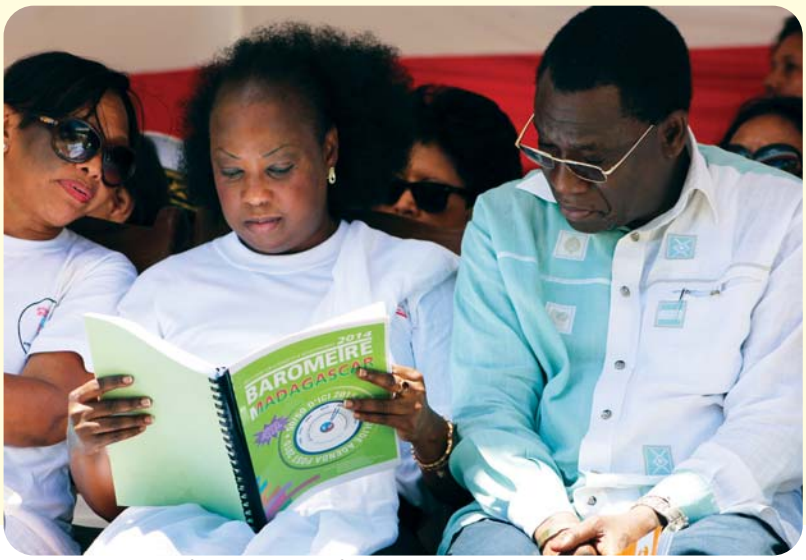
The network aims to assist members of various associations in their daily lives, and to empower these women by informing them of their rights as full citizens, participating in social and community life, and as living forces who can contribute to the development of the country. It has organised information workshops about the rights of women and children for achieving gender equity.

FPFE started working with Gender Links and the Gender and Media Southern Africa Network (GEMSA) on newspaper monitoring. This proved to be an eye opener for the activists as they never thought that media could be analysed in such a way. Media monitoring also provided an opportunity to learn more about gender dimensions in different spheres of society. Later on with the popularisation of the SADC Protocol and the implementation of the 28 targets, members participated enthusiastically. FPFE is now the Alliance focal point in Madagascar and is now popularising the Post-2015 agenda, enrolment of new members. Members train on basic gender concepts and strategies including IT skills for visualising gender equality data.

FPFE has undertaken workshops on UN Resolution 1325 for the peace and security cluster. At community outreach level, village workshops held in the six provinces of Madagascar in tandem with the Centres of Excellence Program popularised the Protocol. These workshops introduced basic gender basic concepts to the target population.

FPFE is involved in the drafting of the national Barometer. This Barometer is a reference for policy makers of the country as it measures progress and simultaneously provides the perception and appreciation of the citizens of government actions in different sectors. One cannot ignore the massive participation of members of civil society at National and Regional Summit. Gender activists and defenders of gender equity want to share good practices and disclose them at national and regional levels. FPFE is ready to do more to empower women and girls in the respect for human rights. Advocacy to involve the government in the Post-2015 review of the protocol has intensified since Madagascar has not yet ratified the Protocol.

Source: Partnership feedback FPFE, FPFE Institutional profile



The Barometer is a reference: Launch of the 2015 Madagascar barometer during the Women's Day celebrations, Madagascar. *Photo by Zotonantenaina Razanadratefa*

Protocol @ work

Figure 11.3: Strengthening coalition building

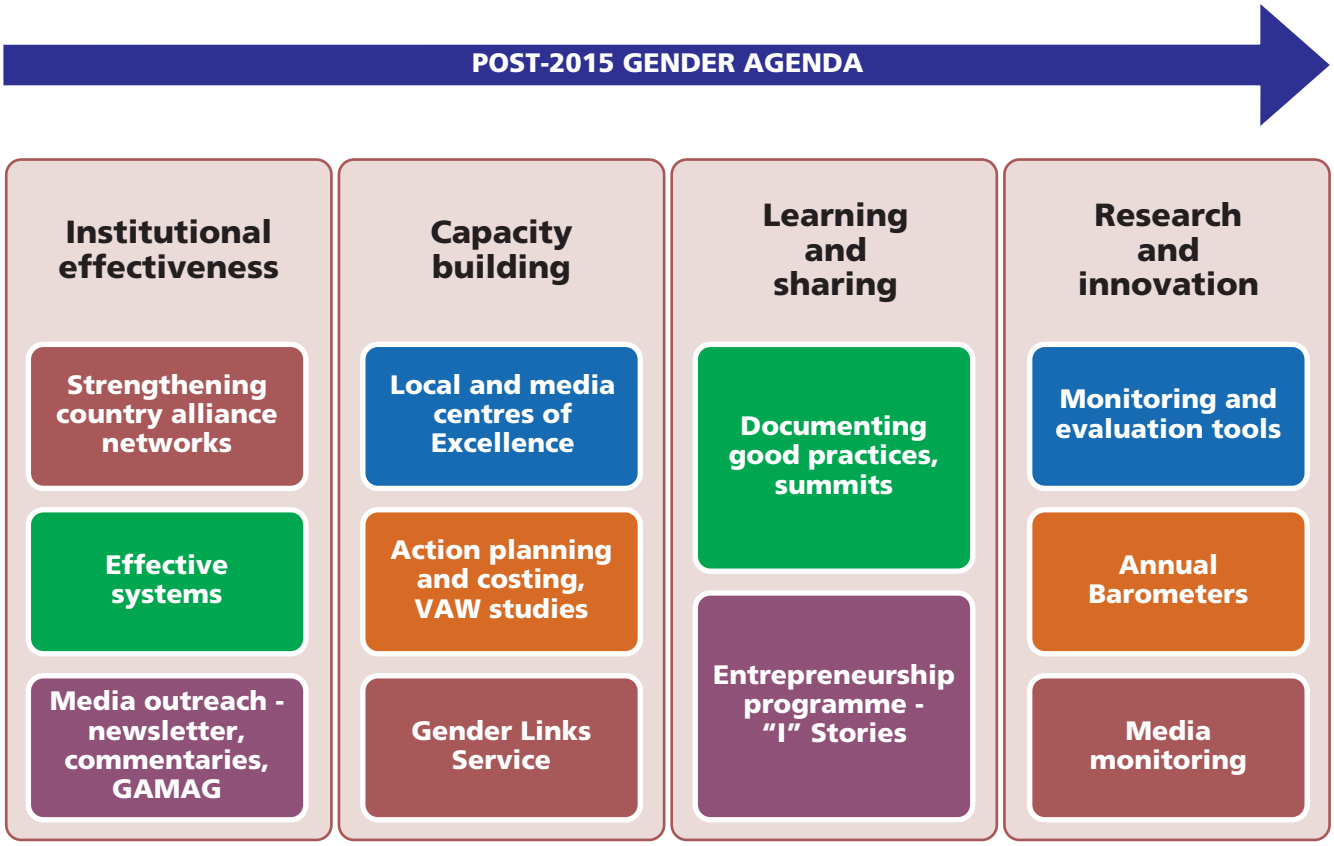


Figure 11.3 shows how the Alliance focal networks interact from a local level to an international level through various activities. Multiple partnerships at country and regional level have contributed to the strengthening of the Alliance. Sustainability needs to be strengthened to country level resourcing and capacity building. Faith based organisations now form a critical partner of the Alliance at national and regional level:

South Africa: Faith based organisations come to the gender equality party



South African Women in Dialogue (SAWID) and Gender Links convened a Faith-Based Roundtable to explore the role and influence of Women of Faith in promoting and protecting gender equality during the 2014 South Africa national summit, with the support of the Norwegian Church Aid.

Fifty women from diverse faith structures participated: (25 women over 35 years and 25 women under 35 years), including, but not limited to, Christian, Muslim, Hindu, Jewish, African Traditional, Bahai, Brahma Kumaris, and Buddhist women. The focus on the representation of women from different ages was a result of SAWID's awareness of the particular challenges facing young and older women and the intergenerational dialogues needed to nurture young women and to honour the contributions and wisdom of older women. As the Alliance focal network in South Africa, SAWID sought to use this opportunity to gather the voices of women from a variety of different religions on priorities during the remaining seven years of the African Decade of Women; and towards a Post-2015 gender agenda at a time of fragile human development outcomes for women, families and the poor worldwide.

Source: South Africa summit report 2014.

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 collaborate at the SADC Civil Society Forum in July 2014. An overarching MOU with SADC CNGO was signed in January 2015. 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. The Alliance continues to be the official representative of the gender sector in the SADC CNGO. The Alliance has collaborated with SADC CNGO in the Protocol summits and Civil Society Forums.

Outreach

Direct beneficiaries

During the year under review the Alliance held 98 events; 42 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 6396 people through these events (4510 female and 1886 male).

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 2015 Regional and country Barometers through this contacts list. The *Roadmap to equality* e-newsletter is disseminated using the list-serve and accessed on GL's website.

Website: The Protocol webpage hosted by GL added a subpage on the Post-2015 agenda. 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 59th 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 13 country Barometers. The Alliance produced a summit pamphlet and banners to popularise the Protocol summits and the Post-2015 agenda. The Alliance publications are also available online on the GL website.

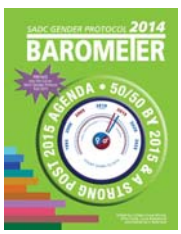
Monitoring and Evaluation of the Protocol

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 Protocol. The Alliance also measures whether gender attitudes have become more progressive. As the Secretariat, Gender Links spearheads data collection and analysis.

The monitoring and evaluation tools used include:

- 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 PROTOCOL to see if advocacy efforts have made a difference.
- Attitudes quizzes measure the extent to which gender attitudes are becoming more progressive.
- The 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.

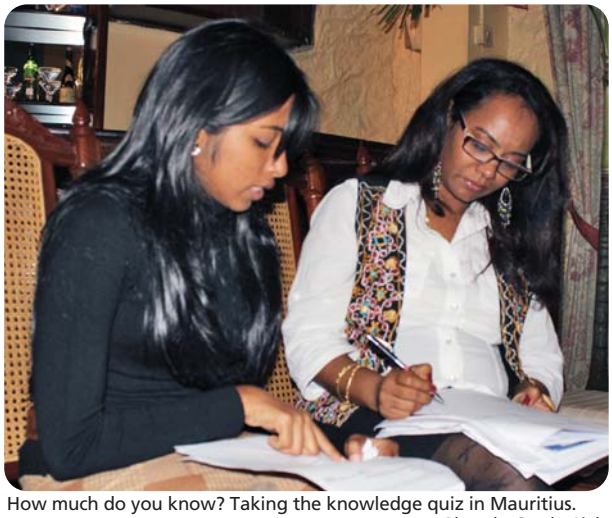
Holding governments accountable through the CSC and SGDI



The Barometer benchmarks progress by SADC countries' towards achieving each of the 28 targets of the Protocol 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 Develop-

ment Index (SGDI) introduced in 2011 is based on empirical data for 23 indicators. The Citizen Score Card (CSC) which gives ordinary citizens an opportunity to hold their governments to account complements this. In 2014, the Alliance held 15 reference group meetings to validate the findings of the country Barometer reports. The Alliance produced the 2014 Protocol Barometer, making it the sixth annual Barometer that tracks progress towards gender equality.

Alliance country networks launched their country barometers during the 2015 Protocol@work summits. The Alliance organised a launch of the 2014 barometer during the 2014 SADC CNGO civil society forum. Progress of implementation of the Protocol targets supported by the SADC Protocol@work case studies and presented at the summits as evidence of implementation. Many stakeholders including govern-ments, civil society, and faith-based organisations also use the barometer as a tracking tool and media.



How much do you know? Taking the knowledge quiz in Mauritius.
Photo by Gender Links

Knowledge of the Protocol

Following the adoption of the Protocol in August 2008, GL designed a short quiz to gauge citizen's knowledge of the document. The quiz is available on the Alliance website and is frequently administered at events throughout the region, including village workshops and Barometer launches. The quiz results are 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.

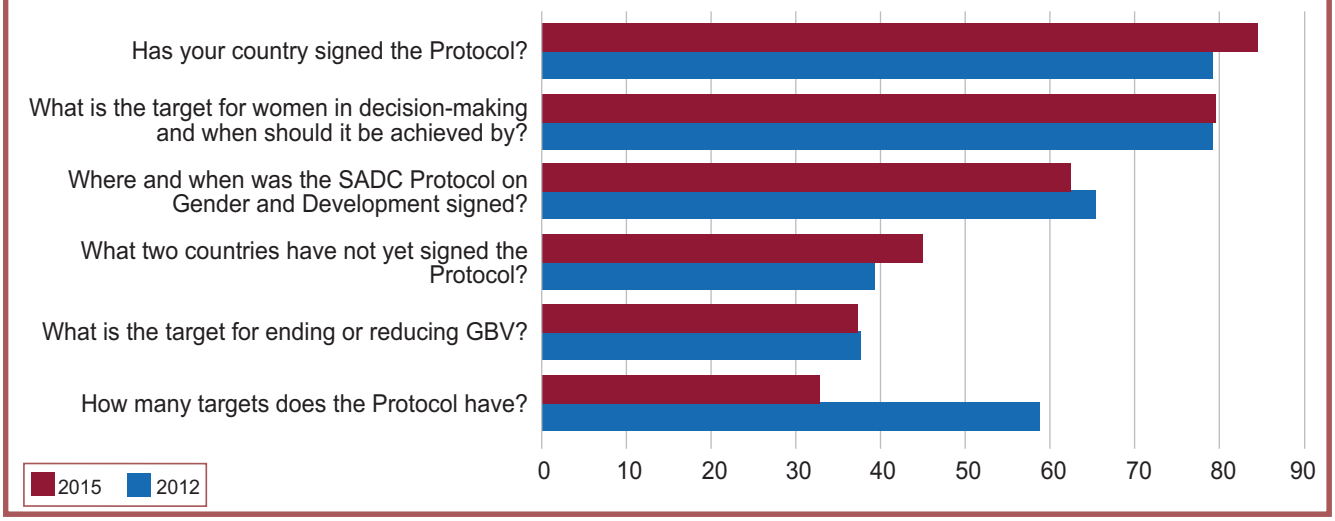
Table 11.5: Participants in the knowledge quiz

	Submissions	Female	Male	Avg % Female	Avg % Male
Regional	23251	12900	10351	47	46
Zimbabwe	4957	2558	2399	47	48
South Africa	2334	1361	973	49	45
Swaziland	1099	648	451	52	48
Zambia	1558	890	668	45	45
Madagascar	2072	1121	951	47	46
Botswana	3485	1931	1554	43	40
DRC	1031	511	520	50	50
Mozambique	1870	1251	619	67	66
Lesotho	1630	951	679	45	43
Namibia	1363	753	610	38	38
Mauritius	1852	925	927	43	46

Source: Gender Links Knowledge survey, 2015.

Table 11.5 shows that 23,251 SADC citizens took part in the knowledge quiz (55% women and 45% 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 47% for females and 46% for males. Mozambique has the highest female score at 67% while Namibia has the lowest score of 38%.

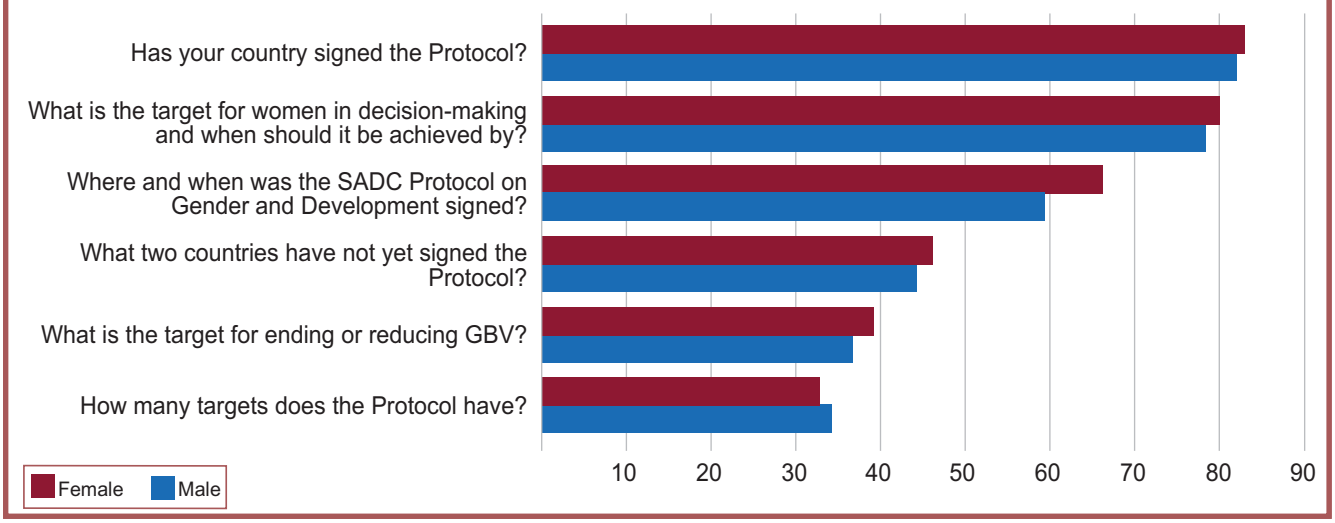
Figure 11.4: Average knowledge quiz scores per question 2012 and 2015



Source: Gender Links SADC Gender Protocol knowledge survey 2014/15.

Figure 11.4 shows a slight improvement in the knowledge of the Protocol from 2012 for three of the five questions. However, knowledge of the number of targets of the Protocol dropped from 58% to 24% in 2012. Knowledge on what countries have signed the Protocol has the highest score in both years at 83% in 2015 and 79% in 2012.

Figure 11.5: Female and male knowledge quiz scores per question 2015



Source: Gender Links SADC Gender Protocol knowledge survey 2014/15.

Figure 11.5 shows the Protocol scores per question disaggregated by sex. On average, women know more about the Protocol per question than men. Women scored highest on the question about signing the Protocol at 84% while men scored slightly lower at 82%.

The Gender Progress Score

The Gender Progress Score (GPS) has evolved from a 20 question attitude survey derived from GL's VAWG baseline survey to a 25 question survey that includes a range of questions on gender stereotypes and social norms.

Table 11.6: Participants in the GPS

	Number of females	Number of males	Total	% score female	% score male
Regional	10040	7756	17796	66	64
Botswana	968	526	1494	68	64
DRC	620	602	1222	64	67
Lesotho	1247	1096	2343	63	60
Madagascar	826	614	1440	65	62
Malawi	257	323	580	60	57
Mauritius	1111	1037	2148	72	68
Mozambique	723	413	1136	59	62
Namibia	804	668	1472	65	63
South Africa	627	275	902	73	69
Swaziland	1051	638	1689	67	63
Tanzania	65	64	129	66	63
Zambia	830	627	1457	69	65
Zimbabwe	911	873	1784	68	64

Source: Gender Links attitudes survey, 2015.

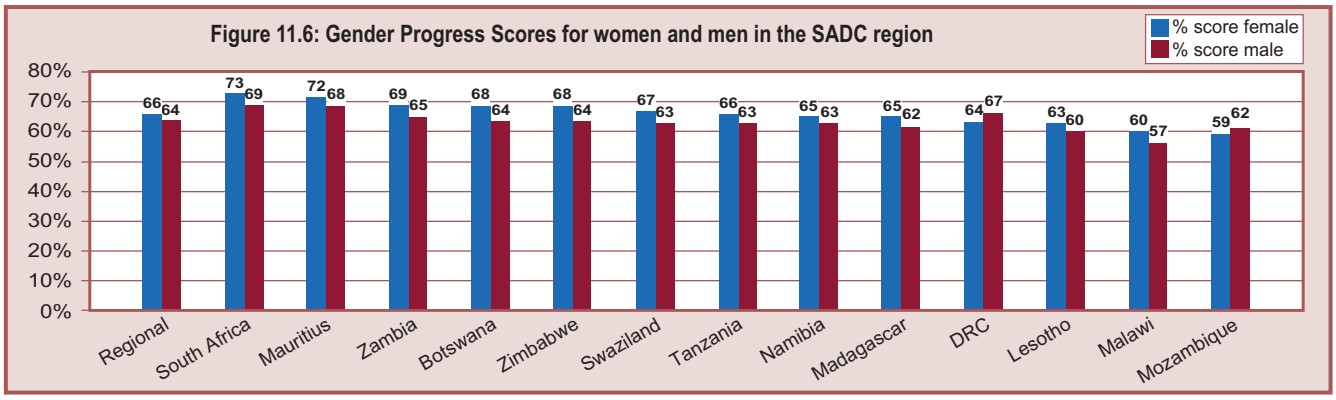
Table 11.6 shows that a total of 17,796 citizens participated in the Gender Progress Score, 56% women and 44% men.

The way the score is derived is that each of the 25 questions is scored from one to five (from least progressive = one, to most progressive = five). Table 11.7 provides two examples of how the scoring is done, depending on the question. The scores for the 25 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.

Table 11.7: How the GPS is scored

Question	Strongly agree	Agree	Neutral	Disagree	Strongly disagree
Example	*Scoring for these questions*				
People should be treated the same whether they are women or men	5	4	3	2	1
A woman should obey her husband	1	2	3	5	5

Source: Gender Links.



Source: Gender Links attitudes survey 2015.

Figure 11.6 shows that overall women scored 66% (higher than men at 64%). Women in all SADC countries scored higher than men, but only marginally so. This shows that public education and awareness aimed at changing attitudes needs intensifying for both women and men. South Africa has the highest score for women at (73%) while Mozambique has the lowest scores for women at 59%. Public education and awareness on gender issues needs acceleration across all SADC countries to improve gender awareness Post-2015.

Figure 11.7: Levels of gender awareness in the SADC region



Source: Gender Links SADC Gender Protocol knowledge survey 2014/15.

Figure 11.5 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. None of the overall responses falls in the blatant stereotype and gender blind category. Only one response falls in the gender aware 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 if a man beats a woman it shows that he loves her, in other words women and men in the region are aware of the injustice in gender based violence. Yet the question with the lowest overall score is gender means men and women; in other words, a high proportion of women and men in the SADC region need capacity building on gender and sex concepts. 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.

SADC Gender Protocol@Work case studies

Table 11.8: 2015 SADC Protocol@Work District and National Summits

District Summits	Date	Female	Male	Total
Botswana	March 2015	34	18	52
	April 2015	37	20	57
Lesotho	April 2015	19	9	28
	April 2015	18	14	32
Madagascar	April 2015	6	3	9
	April 2015	6	11	17
	April 2015	12	13	25
Mauritius	April 2015	24	7	31
Mozambique	No district summits			0
Namibia	April 2015	17	8	25
	April 2015	14	6	20
	April 2015	15	12	27
South Africa	No district summits			0
Swaziland	No district summits			0
Zambia	April 2015	21	26	47
	April 2015	28	18	46
Zimbabwe	April 2015	9	4	13
	April 2015	11	5	16
Sub Total		***271***	***174***	***445***
National Summits	**Date**	**Female**	**Male**	**Total**
Botswana	May 2015	55	26	81
DRC	June 2015	72	34	106
Lesotho	June 2015	77	43	120
Madagascar	June 2015	88	33	121
Malawi	June 2015	37	51	88
Mauritius	June 2015	149	39	188
Mozambique	June 2015	86	84	170
Namibia	June 2015	63	25	88
South Africa	June 2015	77	22	99
Swaziland	July 2015	58	23	81
Tanzania	June 2015	41	17	58
Zambia	May 2015	71	25	96
Zimbabwe	June 2015	115	54	169
Sub Total		***989***	***476***	***1465***
Grand Total		**1260**	**650**	**1910**

Source: Gender Links, 2015.

As reflected in Table 11.8, in 2015, the Alliance, in partnership with government, local government and the media, held SADC Protocol@Work district summits in ten Southern African countries and national summits in 13 countries. A total of 1910 participants took part - 66% women and 34% men.

Table 11.9: Summit case studies by country by theme

Country	Economic Justice & education	Ending GBV & Post-2015	Gender Champion	Gender, Climate Change & Post-2015	LGCOE	Media COE	Media Content	Gender Mainstreaming Government	FBO	Fifty-Fifty & Post-2015	Sexual Reproductive Health, HIV	Constitutional and Legal Rights	Entrepreneurship Existing	Entrepreneurship Emerging	Overall Total Entries
Botswana	3	9	9	2	17		5	1	1				10	10	**67**
DRC		1	14	1		12	46			3		1			**78**
Lesotho	8	5	8	5	37	2	14		2	3	6		8	10	**108**
Madagascar	19	34	28	23	36	3	23	6	15	7	15	6	8	10	**233**
Malawi	2		3	3		8	25	2	3	4	3	1			**54**
Mauritius	7	2	3	4	4	3		2		2	4	2	6	6	**45**
Mozambique		3		3	14	2	3	2	0	2		1	9	9	**48**
Namibia	4	5	1	3	19	1		1	1	1	4	1	8	9	**58**
South Africa	4	11	11	4	3	7	1		1	1	18		10	10	**81**
Swaziland	3	6	7	1	6	0	4	0	3	0	8	1	10	10	**59**
Tanzania	2		2			7	10		1		5	1			**28**
Zambia	1	5	9	4	26	2	5	0	5	2	1	1	9	9	**79**
Zimbabwe	9	23	13	21	29	1	6	0		8	13		10	10	**143**
Total	**62**	**104**	**108**	**74**	**191**	**48**	**142**	**14**	**32**	**33**	**77**	**15**	**88**	**93**	**1081**

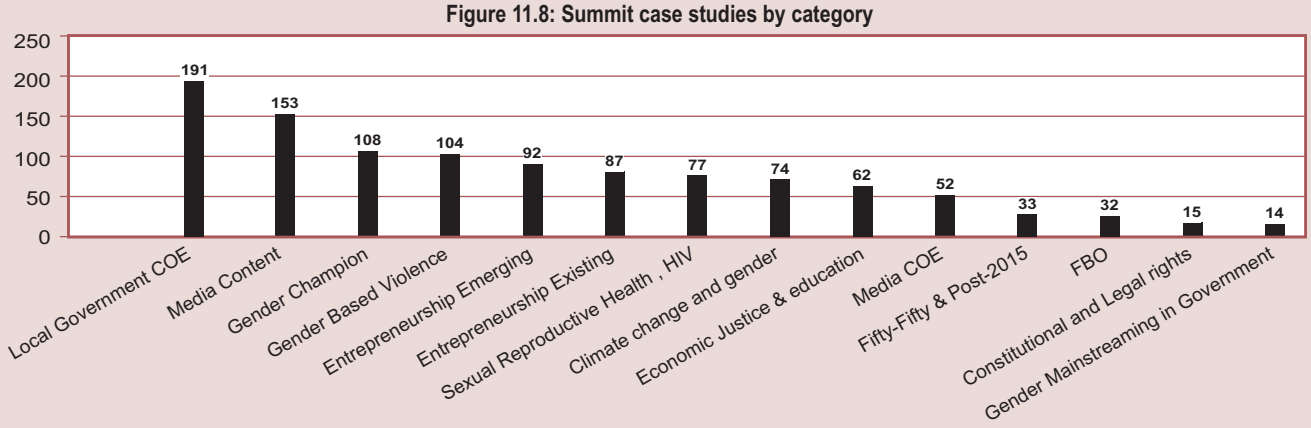
Source: Gender Links.

Table 11.9 shows that:

- Altogether 1081 case studies were gathered during the 2015 SADC Gender Protocol@Work summits.
- The highest number, 233, came from Botswana, followed by 143 in Zimbabwe.
- The largest number of case studies (191) came from the local government Centres of Excellence. Media content (142) came second.

These case studies, quoted throughout the Barometer, provide evidence of how the Protocol is making a difference in the everyday lives of citizens.

Figure 11.8: Summit case studies by category



Source: Gender Links, 2015.

Challenges

- ***Working with governments:*** Significant government changes in Mauritius, Botswana, Namibia, Lesotho and Zimbabwe following elections and cabinet reshuffles underscore the need to build relations with the new representatives Post-2015. GL has relied heavily on good relations with senior officials who remain in office as well as Alliance members in-country. The Protocol review managed to stay on course through strong relations with the gender ministry in various countries. Alliance partners in-country help to provide access to national governments for politically sensitive work; a reminder of the importance of devoting time and energy to networking a coalition building.
- ***Sustainability:*** As funding dries up in many circles, the sustainability of some of gender networks is critical. It is promising that local government partners are making efforts to dedicate funds for implementation but the civil society challenges for existence remain. Joint fundraising and innovative ways of doing things has sustained the Alliance over the years but this needs strengthening.
- ***Post-2015 alignment:*** Although GL has started to engage partners and governments on the Post-2015 agenda and reviewing of the Protocol, the pace is quite worrying due to many external factors. The new global development framework in the form of Sustainable Development Goals is overtaking gains made in the current Protocol and GL and partners need to pick up the pace through alignment after the review of the Protocol.

SGP Post-2015

Implementation and the Post-2015 agenda

The review of the Protocol presents an opportunity for SADC to align its gender equality framework with continental, regional and global frameworks. The SADC Gender Ministers have agreed to have an implementation framework that will oversee measurement and tracking of the Protocol Post-2015. The implementation framework proposed will include the Africa Union Agenda 2063, Beijing Plus 20 review, SDGs and cross reference other SADC Protocols.



Panelist at the Mauritius Protocol summit, June 2015. *Photo by Gender Links*

The Post-2015 implementation frameworks will strengthen gender machineries in the region and promote learning and sharing between government, civil society and other stakeholders. The selected targets propose gender mainstreaming across different SADC Protocols and strengthening of gender targets in the Protocol itself. The indicators for measuring imple-mentation are to be as empirically available as possible. However, to strengthen gender machineries, quality in reporting and monitoring systems is essential for closing the gap of gender inequality. Gender machineries have a chance to work with local government and community based organisations to improve awareness of policies by the region's citizens.

SADC Gender Ministers call for increased funding for gender programmes

The SADC Gender Ministers have called for increased funding for gender programmes as they gear up for a reviewed Post-2015 Protocol. Most Ministries of Gender get less than 1% of the main budget. Following the SADC Gender Ministers meeting held in May 2015, Gender Ministers unanimously agreed to develop multi-dimensional women's empowerment programmes through consultations with Ministries of Trade, Finance, Investment and Industry.

The Ministers have pointed out economic empowerment for women as a necessary means to end poverty in the region. Women's access to financial resources and markets were highlighted as crucial to reducing gender inequality Post-2015. The Ministers called for gender mainstreaming across all sectors and contribution by different factors to ensure adequate implementation of the Protocol now and Post-2015.

Excerpt from SADC Gender Ministers Meeting record, May 2015

Status of current provisions on implementation

mplementation 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 eight 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 Protocol, however, tracking the implementation is patchy, and availability of sex disaggregated data is a challenge. It is therefore important for countries to use the data in this Barometer, and other tracking tools.

Monitoring and evaluation structures

Establishment of monitoring structures for gender equality is critical for the success of gender equality implementation Post-2015. 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 the Protocol 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 Protocol targets. Time frames and frequency of monitoring and evaluation must be spelt out in the Protocol moving forward. SADC Member states need to realign their gender policies and action plans with the Protocol Post-2015 agenda. 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.



Zimbabwe Deputy Minister of Women Affairs, Gender and Community Development recognises a driver of change at the Zimbabwe summit, June 2015. *Photo by Loverages Nhamoyebonde*

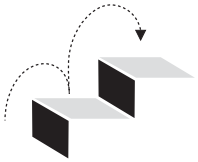
Strengthening implementation

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 Protocol span across all government departments, thus without their buy-in it will be futile to attempt 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 achievement, no sector can carry the entire cost of implementation. A strong Post-2015 gender agenda demands consultation and robust monitoring of implementation.

Post-2015 considerations for COEs

As the Protocol targets expire this year, the COEs are key to broaden their scope for service delivery Post-2015 to include:

- ***Gender and diversity:*** Council action plans should in future include people with disabilities and raise awareness on sexual minority issues.
- ***Gender Responsive Budgeting (GRB):*** Strengthening GRB in councils will enhance institutionalisation of gender mainstreaming in service delivery through a holistic approach.
- ***Deepened peer learning and sharing:*** COE councils have initiated several exchanges that are adding vitality to gender responsive local governance such as the study visit from Zimbabwe to Mauritius. Grand Port, the council that won the summit prize for best COE last year hosted a study visit for all councils in Mauritius.
- ***Peer learning through a COE Community of Practice:*** With peer learning emerging as one of the most dynamic ways of growing the COE work. Establishment of a COE network and Community of Practise that includes an E Newsletter, tips and IT training, to enhance the growing number of exchanges will promote learning across local government.



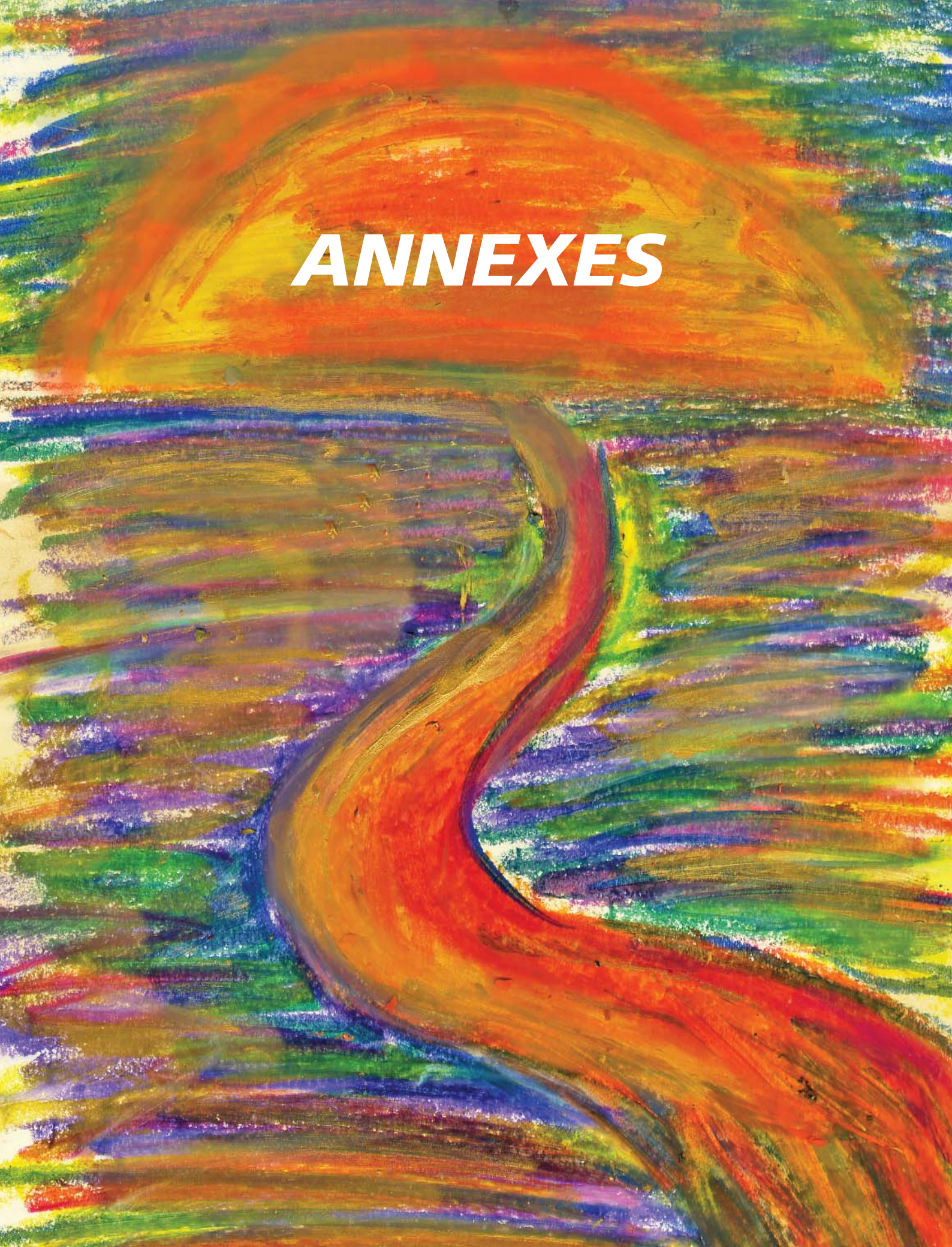
Next steps

The consensus by SADC Gender Ministers to review the the Protocol is an opportune moment to strengthen gender equality frameworks at a national and regional level. The alignment with global, continental and regional instruments raises the bar in targets for gender equality in the region. The Post - 2015 agenda present an opportunity for governments to implement a human rights approach to development in order to enable citizens' voice, choice and control. The following are the next steps for the Alliance and Member States:



Ambassador Christopher Liundi gives opening remarks on first day of the Tanzania SADC Gender Protocol@Work summit, June 2015.
Photo by Tarisai Nyamweda

- Hold in-country consultations on the review of the Protocol.
- Commence drafting of the Post-2015 Protocol.
- Finalise the Monitoring, Evaluation and Reporting framework for the Post-2015 Protocol.
- Lobby for gender responsive implementation of the Sustainable Development Goals.
- Raise awareness of the global, continental and regional gender equality commitments and progress through new media, newsletters and convening platforms.
- Review the gender equality yardsticks the SGDI and the CSC to conform to the review Post-2015 Protocol.
- Collect best practice gender mainstreaming case studies to foster learning across countries.
- Strengthen institutional mechanisms and partnerships within the Alliance and with other strategic partners.
- Work with governments in re-alignment of the gender polices and action plans Post-2015.
- Invest in research to improve data collection for the Post-2015 Protocol.


ANNEXES

Annex 1

FROM MDGs to SDGs: ALIGNING THE SADC GENDER TARGETS		
MDG Provisions	**SADC Gender Protocol Targets**	**SDG Targets that complement the SADC Gender Protocol**
Constitutional and legal rights		
No targets	1. Endeavour to enshrine gender equality and equity in their Constitutions and ensure that any provisions, laws or practices do not compromise these.	1. By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status.
	2. Review, amend and or repeal all discriminatory laws.	2. Ensure equal opportunity and reduce inequalities of outcome, including by eliminating discriminatory laws, policies and practices and promoting appropriate legislation, policies and action in this regard.
	3. Abolish the minority status of women.	3. End all forms of discrimination against all women and girls everywhere.
Gender and governance		
1. 50 % women representation in national parliaments	4. Endeavour to ensure that women including through the use of affirmative action measures hold 50 percent of decision-making positions in all public and private sectors.	4. Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life.
2. Develop further an open, rule-based, predictable, non-discriminatory trading and financial system (includes commitment to good governance, development and poverty reduction - both nationally and internationally)		
Education and training		
3. 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.	5. By 2030, eliminate gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including persons with disabilities, indigenous By 2030, eliminate gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including persons with disabilities, indigenous.
4. Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education	6. Adopt and implement gender sensitive educational policies and programmes addressing gender stereotypes in education and gender-based violence, amongst others.	6. By 2030, ensure that all learners acquire the knowledge and skills needed to promote sustainable development, including, among others, through education for sustainable development and sustainable lifestyles, human rights, gender equality, promotion of a culture

PROTOCOL TO THE SUSTAINABLE DEVELOPMENT GOALS

IF MERGED			INDICATORS		IF MERGED		
Add	Similar	SADC only	SGD Indicators	SGDI Indicators	Add	Similar	SGDI only
	1		1. Percentage of women aged 20-24 who were married or in a union before age 18		1		
	1						
	1		2. Percentage of children under age 5 whose birth is registered with a civil authority		1		
	1		3. Percentage of seats held by women and minorities in national parliament and/or sub-national elected office according to their respective share of the population	1. Percentage of women in parliament		1	
				2. Percentage of women in cabinet			1
				3. Percentage of women in local government			1
	1		4. Primary completion rates for girls and boys	4. Primary enrolment rates for girls and boys		1	
			5. Secondary completion rates for girls and boys	5. Secondary enrolment rates for boys and girls		1	
			6. Tertiary enrolment rates for women and men	6. Tertiary enrolment rates for women and men		1	
			7. Literacy rate of 15-24 year-olds, women and men		1		
	1		8. Percentage of girls and boys who acquire skills and values needed for global citizenship and sustainable development (national benchmarks to be developed) by the end of lower		1		

TARGETS		
MDG Provisions	**SADC Gender Protocol Targets**	**SDG Targets that complement the SADC Gender Protocol**
no later than 2015		of peace and nonviolence, global citizenship and appreciation of cultural diversity and of culture's contribution to sustainable development.
Economic justice		
5. 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.	7. Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life.
	8. Conduct time use studies and adopt policy measures to ease the burden of the multiple roles played by women.	8. Recognise and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate.
	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.	9. Ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance by 2030.
	10. Review national trade and entrepreneurship policies, to make them gender responsive.	10. Create sound policy frameworks at the national, regional and international levels, based on pro-poor and gender-sensitive development strategies, to support accelerated investment in poverty eradication actions.
	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.	11. By 2030, double the agricultural productivity and incomes of small-scale food producers, in particular women, indigenous peoples, family farmers, pastoralists and fishers, including through secure and equal access to land, other productive resources and inputs, knowledge, financial services, markets and opportunities for value addition and non-farm employment.
	12. Review all policies and laws that determine access to, control of, and benefit from, productive resources by women.	12. By 2030, reduce at least by half the proportion of men, women and children of all ages living in poverty in all its dimensions according to national definitions.
	13. Review, amend and enact laws and policies that ensure women and men have equal access to wage employment	

IF MERGED			INDICATORS		IF MERGED		
Add	Similar	SADC only	SGD Indicators	SGDI Indicators	Add	Similar	SGDI only
			secondary] - to be developed				
			9. Percentage of children under 5 experiencing responsive, stimulating parenting in safe environments		1		
			10. [Percentage of adolescents (15-19 years) with access to school-to-work programs] - to be developed		1		
	1		11. Multidimensional Poverty Index	7. Percentage of women in economic decision making	1	1	
			12. Share of women on corporate boards of multi-national corporations		1		
	1		13. Average number of hours spent on paid and unpaid work combined (total work burden), by sex	8. Length of maternity leave (weeks)	1		1
	1		14. Percentage of women without incomes of their own	9. Labour force participation - women			1
				10. Labour force participation - men			1
				11. Unemployment women			1
				12. Unemployment men			1
	1						
1		1	15. Percentage of women, men, indigenous peoples, and local communities with secure rights to land, property, and natural resources, measured by (i) percentage with documented or recognized evidence of tenure, and (ii) percentage who perceive their rights are recognized and protected.			1	
	1			13. Women in non-agricultural paid labour (% of labour force)14. Maternal mortality rate (out of 100, 000)			1
		1	16. Ratification and implementation of fundamental ILO labour standards		1		

TARGETS		
MDG Provisions	**SADC Gender Protocol Targets**	**SDG Targets that complement the SADC Gender Protocol**
	in all sectors of the economy.	
Gender violence		
No provisions	14. Enact and enforce legislation prohibiting all forms of gender-based violence.	13. Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation.
	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.	14. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels SDG 16.
	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.	15. By 2030, provide universal access to safe, inclusive and accessible, green and public spaces, in particular for women and children, older persons and persons with disabilities.
	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.	
6. Reduce by three quarters, between 1990 and 2015, the maternal mortality ratio	21. Reduce the maternal mortality ratio by 75%.	16. By 2030, reduce the global maternal mortality ratio to less than 70 per 100,000 live births.
7. 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.	17. Ensure universal access to sexual and reproductive health and reproductive rights as agreed in accordance with the Programme of Action of the International Conference on Population and Development and the Beijing Platform for Action and the outcome documents of their review conferences.

IF MERGED			INDICATORS		IF MERGED		
Add	Similar	SADC only	SGD Indicators	SGDI Indicators	Add	Similar	SGDI only
			and compliance in law and practice				
			17. Gender gap in wages, by sector of economic activity		1		
	1		18. Prevalence of girls and women 15-49 who have experienced physical or sexual violence [by an intimate partner] in the last 12 months		1		
		1	19. Percentage of referred cases of sexual and gender-based violence against women and children that are investigated and sentenced		1		
1		1	20. Percentage of girls and women aged 15-49 years who have undergone FGM/C		1		
		1					
1		1					
		1	21. Percentage of women and men who report feeling safe walking alone at night in the city or area where they		1		
		1					
	1		22. Coverage of iron-folic acid supplements for pregnant women	14. Maternal mortality rate (out of 100, 000)	1		1
			23. Percentage of pregnant women receiving malaria IPT		1		
	1		24. Adolescent birth rate		1		
			25. Percentage of young people receiving comprehensive sexuality education		1		
			26. Percentage of births attended by skilled health personnel	15. Percentage births attended by skilled personnel		1	
			27. Met demand for family planning		1		
			28. Contraceptive prevalence rate	16. Use of contraception		1	

TARGETS		
MDG Provisions	**SADC Gender Protocol Targets**	**SDG Targets that complement the SADC Gender Protocol**
8. Have halted by 2015, and begin to reverse the incidence of malaria and other major diseases	23. Ensure the provision of hygiene and sanitary facilities and nutritional needs of women, including women in prison.	18. By 2030, achieve access to adequate and equitable sanitation and hygiene for all, and end open defecation, paying special attention to the needs of women and girls and those in vulnerable situations.
9. In cooperation with pharmaceutical companies, provide access to affordable drugs in developing countries	24. Develop gender sensitive strategies to prevent new infections.	
HIV and AIDS		
10. 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.	19. By 2030, end the epidemics of AIDS, tuberculosis, malaria and neglected tropical diseases and combat hepatitis, water-borne diseases and other communicable diseases.
11. Have halted by 2015, and begin to reverse the spread of HIV and AIDS	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		
12. In cooperation with the private sector, make available the benefits of new technologies, especially information and communications	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.	20. Introduce awareness-raising programmes on women's rights, including in local languages.
TOTAL = 12	**TOTAL= 28**	**TOTAL= 20**
12	**28**	**20[1]**

[1]The SDGs have 12 gender-related targets on climate change.

IF MERGED			INDICATORS		IF MERGED		
Add	Similar	SADC only	SGD Indicators	SGDI Indicators	Add	Similar	SGDI only
	1		29. Proportion of population below minimum level of dietary energy consumption		1		
		1	30. Percentage of women with cervical cancer screening		1		
	1		31. Condom use at last high-risk sex	17. Percentage of women and men living with HIV as proportion of total	1		1
			32. Percent HIV+ pregnant women receiving PMTCT	18. HIV positive pregnant women receiving PMTCT (109/1000)		1	
		1		19. Comprehensive knowledge on HIV and AIDS women			1
				20. Comprehensive knowledge on HIV and AIDS men			1
		1					
1		1		21. Overall women employees			1
				22. Percentage of women in Board of directors			1
				23. Percentage of women in management			1
				24. Proportion of female staff in institutions of media learning			1
				25. Proportion of female students in institutions of media learning			1
				26. %women news sources			1
4	**16**	**13**	**TOTAL= 32**	**TOTAL= 26**	**23**	**9**	**18**
Total = 33			**32[2]**	**26**	**Total = 50**		

[2]The SDGs have 2 gender-related indicators on climate change.

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)** introduced in 2011.

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.

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		

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.

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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.














2015 is here!

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.

The SADC Gender Protocol is the only sub-regional instrument that brings together existing global and continental commitments to gender equality and enhances these through time bound targets.

Aligned to Millennium Development Goal Three, the original 28 targets of the Protocol targets expire in 2015. Now that 2015 is here, we need to step back, assess and reposition.

In June 2014, SADC Gender Ministers agreed to review the targets of the Gender Protocol in line with the Sustainable Development Goals (SDGs). In May this year, ministers added that they want the Protocol to be accompanied by a Monitoring, Evaluation and Results Framework. The 2015 Barometer shows that implementation is now the biggest missing gap in the quest for gender equality. Now is the time to strengthen resolve, reconsider, reposition, and re-strategise for 2030.

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