



CHAPTER 11

Implementation

Articles 32-36

KEY POINTS

- Comoros, set to become the 16th SADC Member State in August 2018, is a progressive Islamic state, but still facing many gender challenges.
- All of the 15 existing SADC Member States except Mauritius have signed the SADC Protocol on Gender and Development, but only ten have signed the amendment. One more country needs to do so for the amendment to go into force.
- Namibia, the new chair of SADC, received the Gender is My Agenda Campaign (GIMAC) Award in 2017 for its efforts to promote gender equality. Namibia is likely to be next to sign the amended Protocol.
- Only seven SADC countries (Botswana, Madagascar, Mauritius, Mozambique, Namibia, Seychelles and Zimbabwe) submitted their every two year reports in 2018. The Secretariat cited late reports as a "recurring challenge."¹
- The SADC Non State Engagement Mechanism has gained momentum with a final report to be tabled at the 2018 SADC Heads of State Summit.
- 363 Centres of Excellence for Gender in Local Government councils are championing gender equality at the local level. The 2016 Gender and Local Government Score of 55% rose to 61% in 2017/2018.
- Seven countries held SADC Protocol@Work summits between November 2017 and June 2018, with eSwatini and South Africa holding a joint summit. These yielded 406 best practices on how the SADC Gender Protocol is being applied, especially at the local level.
- The Alliance network spans 136 organisations: 95 NGOs, 35 Community Based Organisations (CBOs) and six Faith Based Organisations (FBOs).
- The Alliance has improved meaningful participation of the Young Women's Alliance through the Community of Practice, blogging and social media.



Women demand change in Zimbabwe's democratic processes. Alliance member Women's Coalition is currently leading a campaign to meaningfully include women in political leadership. Photo courtesy of Women's Coalition

Only
10
SADC
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¹ Draft Annotated Agenda Meeting of SADC Ministers Responsible for Gender/Women's Affairs, Johannesburg, South Africa. 3-5 July 2018.

Table 11.1: Trends in Implementation since 2009

Parameter	Target 2030	Baseline 2009	Progress 2018	Variance (Progress 2018-2030 - target)
Number of countries that have signed the Protocol	16	13	14 (Angola, Botswana, Democratic Republic of Congo, Lesotho, Madagascar, Malawi, Mozambique, Namibia, Seychelles eSwatini, South Africa, Tanzania, Zambia and Zimbabwe)	-2 (Mauritius and Comoros)
Number of countries that have signed the amended Protocol	14 countries	0 countries	10 (Angola, Botswana, Democratic Republic of Congo, Lesotho, Madagascar, Mozambique, eSwatini, Tanzania, Zambia and Zimbabwe)	-4 (Malawi, Namibia, Seychelles, South Africa)
Gender and Local Government Score	100%	55%	61%	-39%
Number of Alliance country MOU's	16	12	15	-1 (Comoros)
Number of theme MOUs	5	0	1	-4
Knowledge of the Agenda 2030 SADC Gender Protocol	100%	49% (2016)	48%	-1%
Highest	100 %	70% (eSwatini)	58% (eSwatini, Lesotho)	-42%
Lowest	100%	35% (Zimbabwe, Mauritius)	37% (Angola)	-63%
Gender Progress Score	100%	53% (2016)	61%	8%
Highest	100%	Mauritius (65%)	76% (Seychelles)	-24%
Lowest	100%	Mozambique (49%)	51% (Mozambique and Angola)	-49%

Source: Gender Links, 2018.

Table 11.1 shows that:

- Fourteen countries have now signed the SADC Protocol on Gender and Development. Mauritius has still not signed. After Comoros joins SADC, it will also need to sign.
- Ten countries - Angola, Botswana, Democratic Republic of Congo, Lesotho, Madagascar, Mozambique, eSwatini, Tanzania, Zambia and Zimbabwe - have signed and ratified the updated Protocol. Namibia, upcoming chair of SADC is likely to be the next to sign. Three quarters of the 14 signatories have to sign the amended Protocol for it to go into force.
- Gender Links as the coordinating organisation for the Alliance has MOU's with 15 country focal

networks. These MOUs now need review in line with the revised Protocol and newly adopted Monitoring, Evaluation and Reporting Framework.

- The Alliance has only one cluster based MOU; these need to be urgently updated.
- The average knowledge score for the Protocol is 48%. eSwatini and Lesotho (58%) had the highest knowledge scores while Angola had the lowest at 37%.
- The average regional Gender Progress Score (GPS) is 61%, eight percentage points higher than the 2016 score of 53%. Seychelles (76%) scored highest while Mozambique and Angola (51%) scored lowest.

Signing of the Protocol



Article 39: Signature

The Protocol shall be signed by the duly authorised representatives of Member States.

Article 40: Ratification

The Protocol shall be ratified by the signatory states in accordance with their constitutional procedures.

Article 41: Entry into force

The Protocol shall enter into force thirty (30) days after the deposit of instruments of Ratification by two-thirds of the Member States.

2018 marks the tenth anniversary of the SADC Gender Protocol. By 2016, all SADC Member States except for Botswana and Mauritius had signed the Protocol. In May 2017, after years of lobbying and advocacy by the Alliance, Botswana signed the

amended Protocol which removed specific time frames and aligned the Protocol to the Sustainable Development Goals and the African Union (AU) Agenda 2063.

Table 11.2: Signing and ratification progress of the Protocol by country

COUNTRY	SIGNED PROTOCOL	SIGNED the agreement amending the PROTOCOL ²	RATIFIED PROTOCOL	DEPOSITED INSTRUMENTS
Angola	✓	✓	✓	✓
Botswana	✓	✓	X	X
DRC	✓	✓	X	X
Lesotho	✓	✓	✓	✓
Madagascar	✓	✓	X	X
Malawi	✓	Ready to sign prior to 2018 summit	✓	✓
Mauritius	X	X	X	X
Mozambique	✓	✓	✓	✓
Namibia	✓	Ready to sign	✓	✓
Seychelles	✓	Committed and preparing to sign	✓	✓
South Africa	✓	Advanced internal consultations	✓	✓
eSwatini	✓	✓	✓	✓
Tanzania	✓	✓	✓	✓
Zambia	✓	X	✓	✓
Zimbabwe	✓	✓	✓	✓

Sources: SARDC SANF 17 No 23, June 2017; SADC Gender Monitor 2016; Record of SADC Gender Ministers Meeting 2018.

Table 11. 2 summarises the status of SADC Member States ratification of the Protocol, its amendment, and depositing of instruments with the SADC Secretariat.

At their meeting in Johannesburg in July 2018, SADC Ministers noted that only ten SADC countries had signed the agreement amending the Protocol: They expressed concern that in terms of Article 22 (11) of the SADC Treaty and Article 38 (3) of the SADC Protocol on Gender and Development, an amendment of the Protocol after it has entered into force shall be adopted by a decision

of three quarters (11) of the 14 Member States that are parties to the Protocol³.

Namibia most likely to clinch the deal: The Ministers noted that one more state needed to sign for the amendment to go into force. The ministers noted that Mauritius' position on not signing remained the same; but Seychelles, Namibia, Malawi and South Africa were at various stages of preparing to sign the amendment, with Namibia, the new chair, and host of the 2018 summit, seemingly the likeliest to become the eleventh signatory, allowing the amendment to go into force⁴.

² SADC (2017) Record: Meeting of Ministers Responsible for Women's Affairs, June 2017; July 2018.

³ Draft Annotated Agenda Meeting of SADC Ministers Responsible for Gender/Women's Affairs, Johannesburg, South Africa. 3-5 July 2018.

⁴ Ibid.

2018
marks the
10th
anniversary
of the
SADC
Gender
Protocol

Comoros
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for



Comoros: What to expect from SADC's latest member⁵

In August this year, SADC will formally welcome Comoros as a new member of the regional group. The Barometer will add Comoros to all its measures in 2019.

A Thomson Reuters Foundation survey has ranked Comoros the best Arab country in the world for women. The survey examined perceptions of gender violence, reproductive rights, the treatment of women within the family, their integration into society and attitudes towards a woman's role in politics and the economy in 22 Arab states.



Comoros women have more rights than women in other Arab countries, reflects a poll in June 2018. *Photo courtesy of Thomson Reuters Foundation*

Comoros, a spice and perfume-producing Indian Ocean archipelago lying between

Mozambique and Madagascar, scored overall best in the poll based on experts' views. It came top for reproductive rights, women in the economy and women in the family. Reasons for Comoros' high ranking in the survey include:

- A Constitution which states that citizens will draw governing principles and rules from Islamic tenets, also refers to citizens' equal rights and duties regardless of sex.
- Comoros has ratified the U.N. Convention on the Elimination of All Forms of Discrimination against Women, sometimes called the world's "bill of rights" for women. It is one of only three Arab League states to do so without any reservations. It has also ratified the Convention on the Rights of the Child and the African Charter on Human and Peoples' Rights.
- Lands and homes are usually awarded to women in case of divorce or separation in Comoros, according to the U.S. State Department.
- Family law states that women may marry and stay in the homes built for them by their parents, over which the husband may not have any right. The furniture remains attached to this home, even if purchased by the husband.
- Half the inmates in Moroni's prisons are being held for sex crimes, a proportion that suggests Comoros has enforced laws against sexual violence.
- More than a third of adult women are in the labour force, U.N. data shows. Women feel equal to their husbands and are mostly in charge about spending household income. Strong matrilineal traditions coexist with a patrilineal system inherited from Islam.
- In the last government, women were installed as minister of telecommunications and labour minister. This represented 20% of Comoros' total ministerial positions, a higher proportion than in any of the other 21 polled Arab states.
- Women are beginning to make their entrance in high, decision-making positions. The state prosecution, the Great Mutual Funds of Comoros, the Postal Bank and the General Planning Commission are all headed by women.
- Women are under no pressure to have boys over girls in Comoros, according to the country's gender experts.
- Comoros' previous president Ahmed Abdallah Mohamed Sambi, a moderate Islamist, was quoted as saying he was not ready to make Comoros an Islamic state and that women would not be forced to wear the veil.

Source: Thomson Reuters Foundation; <http://news.trust.org/item/20131111123247-fry3c>

³ SADC (2017) Record: Meeting of Ministers Responsible for Women's Affairs, June 2017.

⁴ Ibid.

⁵ Adapted from information available at <http://news.trust.org/item/20131111123247-fry3c>

Gender management systems

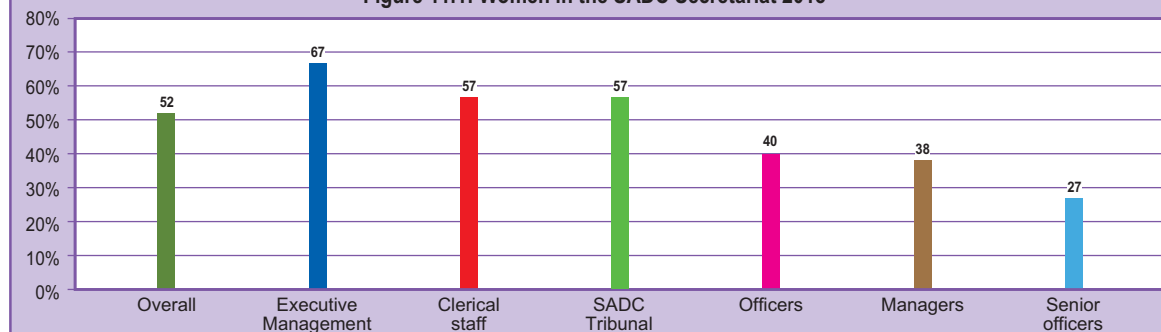


Article 33: Financial provisions

1. State parties shall ensure gender sensitive and responsive budgets and planning, including designating the necessary resources towards initiatives aimed at empowering women and girls. allocate the necessary human, technical and financial resources for the successful implementation of this Protocol.

Gender
Secretariat
progress
on
gender
parity

Figure 11.1: Women in the SADC Secretariat 2018



Source: Gender Links, 2018.

SADC Secretariat makes progress in gender mainstreaming:

In June 2017, Gender Ministers put in place measures to promote gender parity in the SADC Secretariat. Figure 11.1 shows that as at 11 April 2018, women comprised:

- 52% of all staff.
- 67% of executive management.
- 38% of managers.
- 27% of senior officers.
- 40% of officers.
- 57% of clerical staff.
- 57% of the SADC Tribunal (four out of the seven judges are women).

Table 11.3: Country mapping of National Gender Policies, process and alignment to the 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. Advocacy in women's representation in the upcoming election (August 2017).

Botswana	No, Gender Affairs Department under the Ministry of Labour and Home Affairs.	Yes.	Yes, draft form 2011.	Yes, based on WID Policy, 1997.	Yes.	UNECA assisting Botswana with gender budgeting process BOCONGO leading civil society leads effort to address GRB.	Baseline implementation of the SADC Gender Protocol and harmonising existing national policies with the Protocol.
Comoros	The government entity in charge of gender is currently the General Commission for Solidarity and Gender Promotion (CGG) housed in the Ministry of Health, Solidarity and Gender. ⁶	Gender focal point in each Ministry.	Defined by the Growth and Poverty Reduction Strategy Paper (PRGSP) updated in September 2009, the National Gender Equity and Equality Policy (PNEEG).	Yes adopted in 2008, needs to be reviewed.	Not specifically but country has ratified CEDAW and the Convention on the Rights of the Child and the African Charter on Human and Peoples' Rights.	Through support from the African Development Bank, UN Women and UNICEF.	Comoros participated in the United Nations Human Rights and Gender Thematic Group upstream initiatives.
DRC	Minister of Gender, Women and Children.	Yes.	Yes, adopted 2011.	Yes, adopted 2011.	Yes, costed implementation plan 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.	Hold a GRB workshop.
Madagascar	Ministry of the Population, Social Protection and Promotion of Women.	Yes but hampered by political uncertainty.	Yes, 2004 but requires review.	Yes, 2004 but requires review.	Not fully but aligned to international instruments.	Ad-hoc through UN Agencies and international corporation partners.	Implementation of the reviewed SADC Gender Protocol, review of the gender policy.
Malawi	Yes, Ministry of Gender, Children, Disability and Social Welfare.	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 Protocol.	Yes, government-driven initiatives with support of SADC Gender Unit.	Alignment of action plan finalised in October 2014. Enforcement of the Gender Equality Act.
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 review of child marriage policies.
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.
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.	Finalising the National VAW study, implementation of the gender action plan ongoing.

⁶ African Development Bank, Gender Profile of Comoros (Accessed 12/06/2018 on <https://www.afdb.org/fileadmin/uploads/afdb/Documents/Project-and-Operations/Comoros%20-%20Country%20Gender%20Profile.pdf>)

South Africa	Yes, Ministry of Women.	Yes, but 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. Lead as SADC chair of Ministries of women in implementing the Post 2-15 Protocol. Engagement mechanism between civil society and Ministry of Women.
eSwatini	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 Protocol. 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 still ongoing. Revision of national gender policy. Advocacy campaign by civil society for the signing of the reviewed Protocol.
Zambia	Ministry of Gender.	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 adopted in January 2016, civil society will likely advocate for a review of the Gender Policy following the provision for a gender commission.
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.	Implementation of revised National Gender Policy (2017). Alignment of laws to new Constitution.

Source: *Gender Links*, 2018.

Table 11.3 shows 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, eSwatini, Zambia, DRC, Lesotho, Mozambique, Malawi and Seychelles developed costed gender action plans aligned to the Protocol. However, these now need to be aligned to the revised Protocol.
- Nine countries have engaged in GRB initiatives of some kind (Angola, Botswana, Malawi, Mozambique, Namibia, South Africa, Tanzania, Zambia and Zimbabwe). Namibia has achieved continental acclaim in its efforts to mainstream gender.

Namibia wins African Excellence Award on Gender⁷



Namibian President Geingob receiving the African Excellence Gender Awards for 2017 in Windhoek, 6 June 2018.
Photo courtesy of Newera News

Namibian President Geingob received the African Excellence Gender Awards for 2017 in June 2018, taking over from ex-Liberian president Ellen Johnson Sirleaf. A country that has committed to gender equality through creating gender clusters across all line ministries, Namibia has made progress in promoting gender equality and the empowerment of women. The award is given by *Gender Is My Agenda Campaign* (GIMAC) recognising efforts in promoting gender equality through different policy initiatives and interventions.

GIMAC recognised Namibia for its legal and policy frameworks aimed to promote women's rights by the steering committee. Namibia's commitment to

gender is demonstrated in the important role women play in politics, including the executive and legislature. The country has seen an increase in women in decision-making positions, following the ruling SWAPO Party's adoption of 50/50 gender representation. This has helped increase women representation in parliament. Namibia aims to fully implement the 50/50 policy in line with the Southern African Development Community Protocol on Gender and Development before the 2030 deadline.

Namibia has mainstreamed the Protocol through the National Gender Policy and Plan of Action. Cabinet has approved the co-ordination mechanism for the implementation of the gender policy. The Cabinet has directed that gender responsive budgeting should be included in all government budget circulars. The Ministry of Finance incorporates gender guidelines into budget call circulars coupled with training of officials on Gender Responsive Budgeting (GRB). Accounting Officers are directed to ensure gender issues are incorporated into all sector policies, programmes, plans, budgets, implementation, monitoring and evaluation⁸.

President Geingob committed himself to champion the theme: "Women's Empowerment and Inclusive Governance" during the two-year tenure of the GIMAC Award. Additionally, Namibia is committed to increasing the numbers of women in decision making positions in a meaningful manner.

African leaders that have been rewarded for promoting women rights include Abdoulaye Wade (Senegal), Thabo Mbeki (South Africa), Paul Kagame (Rwanda), Armando Guebuza (Mozambique) and Ellen Johnson-Sirleaf who won it in 2011.

Source: Excerpt from APA News, June 2018

<http://apanews.net/en/pays/namibie/news/namibia-gets-african-excellence-award-on-gender>



Madagascar's Ministry of the Population, Social Protection and Promotion of Women has taken initiatives such as developing the National

Gender and Development Action Plan in an attempt to coordinate gender projects carried out by various actors including civil society, public, or private institutions. Popularisation and monitoring of the Protocol is largely done by civil society. Technical and financial partners, like the U.N. Population Fund, UNICEF, African Union, and UNESCO, have supported the country in the implementation and monitoring of gender commitments⁹.



In DRC, the Ministry of Gender, the Family and Child as the focal point for gender issues heavily relies on gender focal persons and inter-

national donors to monitor gender equality frameworks. Gender Focal Points exist at each ministry but these resources are underutilised and lack capacity on gender issues. At the provincial level, Gender Focal Points support implementation of The National Gender Policy and represent the Division of Gender at all Levels of the administration. Gender Committees are also in place. Provincial Thematic Groups for Gender serves as a

⁷ Adapted from information accessed on <http://apanews.net/en/pays/namibie/news/namibia-gets-african-excellence-award-on-gender>, June 2018.

⁸ SADC Gender Monitor (2016)

⁹ Gaby Razafindrakoto, World Policy (2016): Gender Equality in Madagascar

mechanism to identify gaps in the sector¹⁰. However, smooth monitoring of gender equality is hampered by ongoing political unrest in the country.



UCOFEM Director and DRC Alliance focal person, Anna Mayimona Ngemba participates at a media marathon to appeal to all the authorities to get involved in promoting the rights of Congolese women, March 2017. Photo courtesy of UCOFEM



In **Mozambique**, the Ministry of Women and Social Action (MMAS) established a National Directorate of Women (DNM) responsible for

advising on gender policies and facilitating gender mainstreaming. The National Council for the Advancement of Women (CNAM) was established as a body to promote and implement gender policies across all the sectors in Mozambique. Both the DNM and CNAM contribute towards regular monitoring and evaluation of the country's gender instruments. The country developed a gender action plan aligned to the Protocol in 2014, although this needs reviewing in light of the revised Protocol.

Gender mainstreaming in local government over the last decade, councils across Southern Africa have worked to localise the SADC Protocol on Gender and Development through their membership of the Centres of Excellence (COE) for Gender in Local Government Programme. 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. Councils share good practices at the annual SADC Protocol @Work summits.

Table 11.4: Centres of Excellence for Gender in Local Government¹²

Country	No COE Councils	Country Population*	COE Population	% Population
Botswana	32	2 331 390	1 593 140	68%
Lesotho	50	2 173 390	978 757	45%
Madagascar	67	25 254 011	4 800 630	19%
Mozambique	19	29 161 872	5 738 780	20%
Mauritius	3	1 281 103	686 169	54%
Namibia	36	2 574 587	995 989	39%
eSwatini	24	1 328 066	1 162 554	88%
South Africa	20	55 408 513	5 265 062	10%
Zambia	44	17 232 190	9 829 337	57%
Zimbabwe	68	16 111 699	10 275 458	64%
TOTAL	363	152 856 821	41 325 876	46%

Source: Gender Links, 2018.

Table 11.4 shows that Gender Links (GL) is working with 363 councils in ten countries that implement the programme. The councils cover a population of over 41 million, or 46% of the total population of the ten countries. Each COE council has Gender Focal Persons (GFP) and Gender Champions (GC) working on the ground to mainstream gender through action plans and gender responsive resource allocations. Key monitoring and evaluation tools and resources have been revised to integrate the SDGs and the Post 2015 SADC Protocol. In

2017/2018, 221 councils from the seven countries that held SADC Protocol@Work summits¹³ reported on their progress. The data in this section is derived from these summit entries.

Standard Setting: Each year, the councils score their performance based on a Gender and Local Government Score Card that includes 25 key questions that councils need to answer on women's participation in the councils, its administration; gender mainstreaming policies and processes; how

GL
is working
with
363
COEs in
10
countries
46%
of the total
population

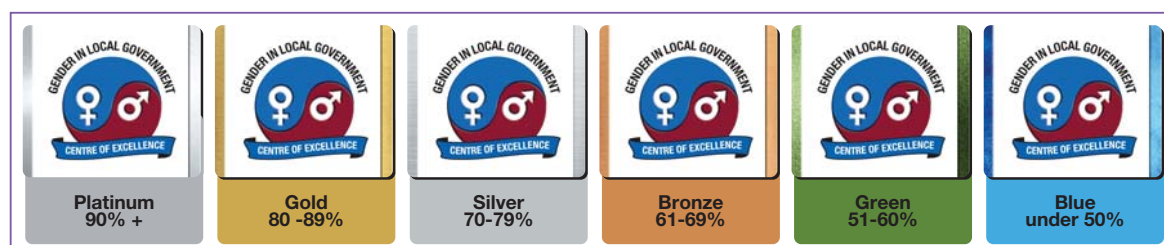
¹⁰ Sida (2016) Democratic Republic of Congo Country Gender Profile.

¹¹ Japan International Corporation Agency (JICA) - Mozambique Gender Profile (2015).

¹² Adapted from Gender Links Governance COE report, July 2018.

these reflect in gender specific and mainstream programming; and how these are reflected in budgets. In line with the SDG theme, “leave no one behind”, the Post 2015 Score Card, now referred to as the Agenda 2030 score card, has a number of new parameters, including youth, disability and other forms of marginalisation. The way

the scoring works is that councils score themselves, and then they are independently adjudicated by a panel of experts at the summit. These experts examine portfolios of evidence presented by the councils. Councils are awarded different colour certificates at the summits based on their performance, as a form of motivation.



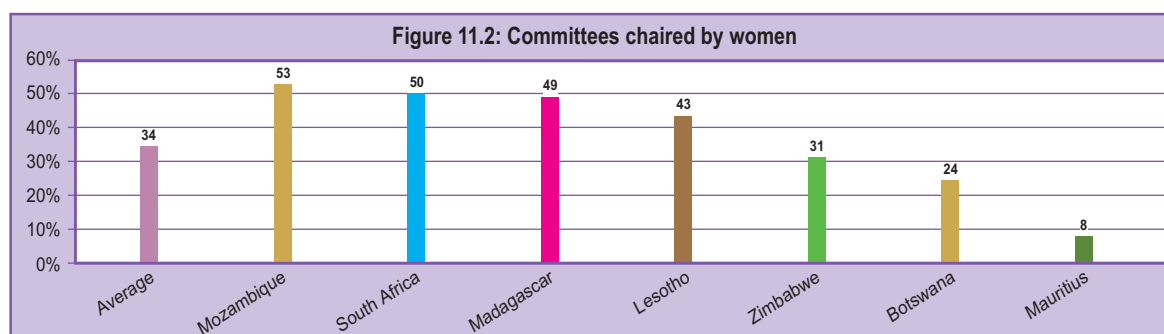
Deepening citizen engagement: An important new innovation in 2017/2018 is citizens contributing to the process through scoring their local authorities. The perception questionnaire involves the same 25 questions that the councils self-score on. 200 women and 200 men in each locality gave their assessment of the gender responsiveness of their councils. Judges assessed the evidence provided by councils, and took into account citizen scoring (similar to 360 degree feedback), in reaching their conclusion. The judges scores are final.

Signs of improvement: In 2016, the average baseline score was 55%. In the 2017/2018 summits, this had risen to 61%. Overall, citizens scored their councils at 59% compared to the 61% score

awarded by the judges. The narrow margin between citizen and judges scoring is an important validation of the process. The statistics and examples that follow, drawn from the annual summits, illustrate the impact that the COE's are having on the ground.

50/50 gains momentum: As reflected in Chapter 2 on Gender and Governance, women comprise a mere 23% of elected officials in local government in Southern Africa. This ranges from 6% in the DRC to 48% in Namibia. As various campaigns in Chapter 2 get underway to lobby for women's equal representation in local government, the COE process helps to groom local level leadership through the day-to-day functioning of the councils.

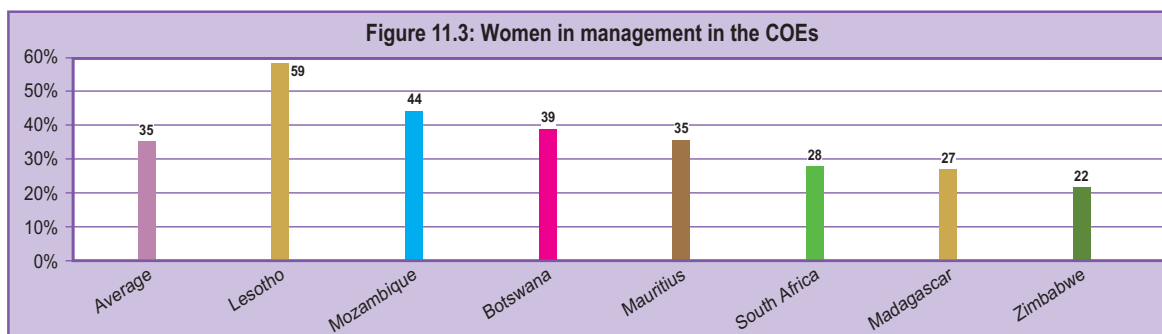
Citizens
scored
councils
59%
compared
to
61%
score
of
judges



Source: Gender Links 2018.

Figure 11.2 shows that on average 34% of COE committees are chaired by women in the seven countries. This ranges from 8% in Mauritius to 53% in Mozambique. Women in COEs in four of the countries have 40% or more women chairing committees. In Zimbabwe and Botswana, the proportion of women chairing COE committees is higher than the proportion of women in councils.

This shows that while the wheels of change turn slowly for women in elected local government, space is being opened for women to exercise leadership through council processes and structures. However, in Mauritius women comprise 26% of councillors, but only 8% of committee chairs. This is a reminder of the underlying patriarchal norms that still need to be challenged.



Source: Gender Links 2018.

Council administration is one area in which more rapid changes to women's representation is possible, as this is based on appointed rather than elective office. Figure 11.3 shows that in all countries, the proportion of women in management in the COEs is higher than councillors. This ranges from 22% in Zimbabwe to 59% in Lesotho, with an overall average of 35%.

Gender management systems in local government: The COEs have set up gender management

structures to improve gender mainstreaming in service delivery. These include Gender Focal Persons (GFP - administrative functionaries) and Gender Champions (political leaders), gender committees and service specific sub-committees. The gender management structures have improved documentation of council's records through sex disaggregation as well as training of council staff, community members and councillors on gender equality. These structures will improve implementation of the Post 2015 Protocol.

Getting the gender balance right in Zvimba, Zimbabwe

Located in Mashonaland West Province, Zvimba Rural District Council (RDC) has a gender policy that incorporates the Sustainable Development Goal targets. Of the 35 councillors, about one third (11) are women. The chairperson of council is a woman. Zvimba has eight committees, and four are chaired by women, in line with council policy that for every committee chaired by a woman, the deputy must be male and vice-versa.

In Zvimba young people, people with disabilities and women participate actively in pre-budget consultative, District Aids Action Committee, Water Sanitation and hygiene meetings.

Zvimba has a total workforce of 64 employees, of whom 24 (slightly over one third) are women and 17 are youth. Women constitute 38% of management. Zvimba is breaking new ground with a woman from the council being employed in a non-traditional area of decision-making as the Town Manager of Banket Local Board, a jurisdiction managed by Zvimba RDC.

The council has a sexual harassment policy whose cases are reported to a committee in council through the disciplinary hearing process. The council has ensured that all new buildings and schools and council toilets are disability friendly.

Zvimba RDC is one of the few local authorities in Zimbabwe which boasts of a stand-alone gender committee which sits five times a year. Among its many achievements, the committee has lobbied for a bursary funds for less privileged children to enable them to go to school and the construction of victim friendly units.

Source: Zimbabwe SADC Protocol@Work Summit 2018.



GL-Sida Zvimba field visit.

Photo: Tapiwa Zvaraya



35%

managers
in

COEs

Protocol@Work

At least
1/2
COEs
are
involved
in the
Sixteen
Days of
Activism
campaigns

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.

Ending violence, community by community:

At least half of the COEs have been involved in the Sixteen Days of Activism campaigns stretched to 365 Days of Action to End GBV. The campaign has become a platform for dialogue between policy makers and the community. IT for advocacy training during the Sixteen Days strengthens networking and accountability. Spanning the period 25 November (International Day of No Violence Against Women) to 10 December (Human Rights Day) with World AIDS Day (1 December) in between, the Sixteen Days renews commitment to year-long campaigns to end GBV.

Investing in technologies to end GBV and provide networking platforms:

Councils are increasingly working with young women and junior councillors to conduct community GBV awareness campaigns on women's bodily integrity and devise IT tools for tracking delivery, and creating a vibrant Community of Practise. In Lesotho, councils have been involved in developing a GBV application that sets to provide prevention, response and treatment to survivors of GBV.

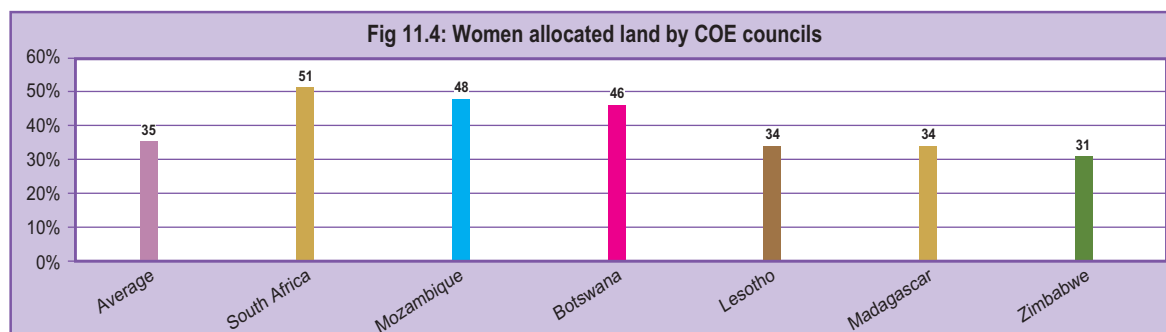
Strengthening SRHR at the local level: As the custodians of primary health care through local



Participants of the GBV app training in Mohale's Hoek council, Lesotho - March 2018.
Photo: Ntolo Lekau

clinics and in some cases fully fledged health departments, COE councils will in 2018 strengthen work on Sexual Reproductive Health and Rights (SRHR). Councils have started to integrate health, GBV and HIV plans into the broader context of SRHR campaigns, with a strong involvement by young women, emphasising respect for women's bodily integrity and autonomy. These campaigns are largely reflected in council action plans with some going a step further to include them in their integrated development plans.

Gender and local economic development: A key function of local government is to promote local economic development. Councils distribute land and housing; they are responsible for markets and infrastructure; they have access to information on local financing.



Source: Gender Links 2018.



Madagascar Entrepreneurship training participants, Antananarivo, March 2018.
Photo: Zoto Razanadratefa

Figure 11.4 shows that on average, COE councils allocated 39% of housing to women. This ranged from 33% in Mozambique to 66% in South Africa.

Empowering women, ending gender based violence at the local level - Following a pilot project to link council GBV and Local Economic Development (LED) action plans through entrepreneurship training for survivors of GBV, Gender Focal Persons (GFP) and mentors in 50 councils have been trained to run the Sunrise Campaign them-

selves¹⁴. Now including young women with a view to “stopping violence before it starts” as well as working with men's groups in broadening the programme to reach out to households, rather

than just individual women, these councils have shown commitment to ending gender violence as per the Agenda 2030 targets.

Botha-Bothe in Lesotho promotes women's empowerment

Botha-Bothe Urban council, the second council to join the Centres of Excellence programme in Lesotho, is an example of a council that is promoting women's empowerment.

The council has arranged for women entrepreneurs in the Sunrise Campaign to form a company to benefit from tenders provided by the council. For example, the women have started supplying the council with toilet paper. Women are encouraged to register their construction companies and few have been engaged in waste management.

The council works closely with the representative of district child and gender protection unit which is mandated to deal with gender based violence. Public gatherings ensure citizen participation in council matters in particular job creation.

In line with the principle of “leaving no one behind”, people living with disability (PWD) are represented in the council and equally paid. The council employs 56% women, 25% youth and 5% people with disabilities. The council is disability-friendly and accessible for every community member. Strict rules apply to ensure that all council procedures incorporate disability access and opportunities.

The council has a policy of three months provision for maternity leave and flexible nursing hours for three months. The council does not have a sexual harassment policy, but cases of such are reported directly at the nearest police stations.

A number of men are involved in care work supported by the council - the number has increased from eight to 14. The council increased numbers of people who access ARV treatment and this has reduced deaths due to HIV.

Source: Botha-Bothe Institutional Profile submitted at the 2017 Lesotho summit



Councillors and council staff of Botha-Bothe after receiving a summit award, November 2017. Photo: Ntolo Lekau

Gender and climate change: Several councils are implementing gender and climate change projects. For example, Zvimba RDC has a climate change policy which is being implemented. To reduce the effect of deforestation, the council has embarked on a tree planting project. In 2017, the council planted 52400 trees in 32 wards. In 2018 council targeted schools and to date 25000 trees have been planted around schools. Zvimba district is mainly for communal farmers and farm communities who rely on firewood for cooking, with women bearing

the major responsibility for gathering firewood. Council in partnership with Environment Africa are constructing biogas digesters that are being used to provide energy for cooking.

Gender Responsive Budgeting (GRB): As councils review their gender and GBV action plans to update these with the new SADC Protocol targets and indicators, an important value-add is the focus on Gender Responsive Budgeting.

¹⁴ Gender Links Sunrise Campaign programme (2017 to 2019).

GRB

4%

from

\$251mn

in 2016 to

\$260mn

in

2017/2018

Table 11.5: Gender budgets in local government

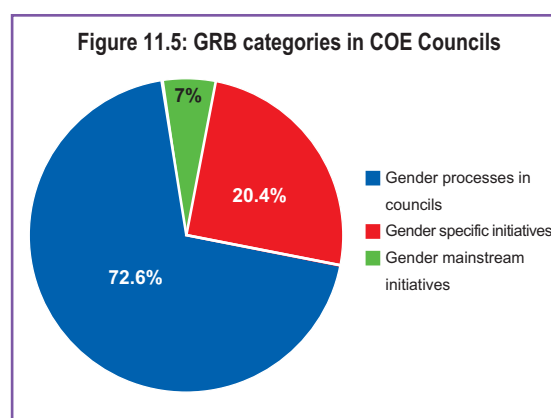
Gender budget type	Amount (US\$) 2016/17	Amount (US\$) 2017/18	% Increase	% Total 2017/2018
Gender processes in councils				
Promoting gender equality in decision-making and public participation	11 237 338	12 486 758	11%	5%
Promoting employment equity	25 278	263 171	941%	0.1%
Resources allocated for the process around gender mainstreaming 2017	214 675	216 673	1%	0.1%
Amount budgeted for visibility for the Council's Gender Action Plan in 2017	6 337 160	3 273 744	-48%	1.3%
Monitoring, Evaluation and Learning for the Council's Gender Action Plan	1 477 594	1 961 931	33%	0.8%
Sub Total	19 292 045	18 202 277	-6%	7.0%
Gender specific initiatives				
Amount for resources budgeted to ending GBV	5 071 261	11 342 850	124%	4.3%
Amount budgeted for promoting gender/youth and disability friendly SRHE, HIV and AIDS programmes	34 222 536	41 907 171	22%	16.1%
Sub total	39 293 797	53 250 021	36%	20.4%
Gender mainstream initiatives				
Amount budgeted for gender responsive local economic development	59816 781	68 020 970	14%	26.1%
Amount budgeted for promoting gender/youth/PWD responsive projects on climate change	37 684 748	33 551 234	-11%	12.9%
Amount budgeted for promoting gender/youth and disability friendly infrastructure an social development polices and practices	94 878 840	87 932 764	-7%	33.7%
Sub total	192 380 369	189 504 968	-1%	72.6%
Total	250 966 211	260 957 266	4%	100.0%

Source: Gender Links Local Government COE report 2018.

Table 11.5 shows that for the 221 COEs that submitted entries to the summits in 2017/2018, GRB rose by 4% from \$251mn in 2016 to \$260mn in 2017/2018. The table sums up the different categories taken into account in computing GRB figures. These include:

- **Gender mainstreaming processes in councils:** This includes policy formulation; promotion of women's equal representation; the processes around gender mainstreaming; monitoring, evaluation and visibility activities. This is usually a relatively small part of the budget (in this case 7%).
- **Gender specific initiatives:** These include programmes such as GBV and promoting SRHR. For the COE's monitored this constituted one fifth (20%) of the total.
- **Gender in mainstream programming:** This should constituted 73% or the bulk of GRB expenditure as it should. It comprises such mainstream council activities as local economic development, infrastructure, and initiatives related to the environment, such as waste management. Budget allocations counted here are those proven to benefit women, men, boys and girls equally, or affirmatively, for any disadvantaged group. Between 2016/2017 and 2017/

2018, this category of expenditure increased by 36 percentage points, while the other categories of expenditure decreased slightly. This is a positive sign, as mainstream programming constitutes the bulk of council expenditure.



Source: Gender Links, 2017.

Another important feature of GRB is consultations with communities affected about the gender budgeting process. As illustrated in the case study that follows, the process is as important as the product!

Talking budgets enhances gender responsiveness in Chinhoyi, Zimbabwe

Chinhoyi is a Centre of Excellence for Gender in Local Government in Northern Zimbabwe. As part of its gender action plan in 2018, Chinhoyi ensured that women and men, boys and girls were included in community consultations on its 2018 budget. The project is innovative in that by consulting them, stakeholders feel valued and this leads to a gender responsive budget. The council allocated \$5000 to this activity. As a result of including the views and voices of women the council has now budgeted \$40 000 for gender responsive programming.



Budget consultations with the community in Cooksey Hall, Chinhoyi Zimbabwe. Photo: Maluwa Mphande

The Budget is a yearly plan which allocates resources to various Council departments. It helps Council to manage its financial resources wisely and establishes a framework for saving and spending decisions. Early long-term goal setting, saving, investing, education, training, and wise spending decisions are factors that help achieve our goals. We involve stakeholders to enhance transparency. Failure to conduct annual consultations results in complains from stakeholders; poor revenue collection, increased debts, and non- approval of the budget by the Ministry of Local Government due to objections.

We went ward by ward holding meetings with various stakeholders, for example the business community; church fraternity, vulnerable groups; youths; and residents associations. We discussed challenges they are facing as far as council service delivery and operations is concerned. We also assessed our service level benchmark. The community suggested a review of various tariffs.

In 2018 we worked hard to come up with a Gender- Sensitive Budget. We ensured that budget consultations involved men and women, boys and girls and people living with disability. The needs of all these will be incorporated in the budget. Key outcomes include:

- Council has incorporated women as part of the Budget Consultation Committee.
- Council budgeted \$40 000 for community projects in which women are the primary beneficiaries.
- Water delivery has been prioritised and stakeholders are now paying their monthly bills due to improved delivery of this core service, resulting in improved revenue collection.
- As a result of water now reaching areas that did not receive it, women have been relieved of ferrying water from long distances.
- Daily working hours of women has been reduced due to reduced distances to fetch water, giving women opportunity to enter labour market and undertake income generating activities.
- Safety and free movement for women in public places has been enhanced through provision of street lights.

Source: Aquilinah Hasha; Municipality of Chinhoyi; SADC Protocol@Work Summit, Zimbabwe, 2018

Regional institutional arrangements



Article 34: Institutional arrangements

1. The institutional mechanisms for the implementation of this Protocol shall comprise the:
 - (a) Committee of Ministers Responsible for Gender/ Women's Affairs;
 - (b) Committee of Senior Officials Responsible for Gender/ Women's Affairs;and
 - (c) SADC Secretariat
2. The Committee of Ministers responsible for Gender/Women's Affairs shall:
 - (a) ensure the implementation of this Protocol; and
 - (b) supervise the work of any committee or sub-committee established under this Protocol.
3. The Committee of Senior Officials shall:
 - (a) report to the Committee of Ministers on matters relating to the implementation of the provisions contained in this Protocol;
 - (b) supervise the work of the Secretariat;
 - (c) clear the documents prepared by the Secretariat to be submitted to the Committee of Ministers;
 - (d) invite the Secretariat to make presentations on gender and development to the Committee of Ministers, as and when necessary; and
 - (e) liaise closely with both the Committee of Ministers and the Secretariat.
4. The SADC Secretariat shall:
 - (a) facilitate and monitor reporting by States Parties on the implementation of the Protocol;
 - (b) coordinate the implementation of this Protocol;
 - (c) identify research needs and priorities in gender/women's affairs areas; and
 - (d) provide technical and administrative assistance to the Committee of Ministers and the Committee of Senior Officials.

The
Gender
Protocol
Alliance
represents
the
gender
sector
in
the SADC-
CNGO

At their meeting in Ezulwini, eSwatini in June 2017, gender ministers recommended that the Council of Ministers consider rescinding the decision to merge the Gender Unit with the Directorate of Social Human Development and Special Programmes. The Council of Ministers considered and approved the recommendation and maintained the Gender Unit as a stand-alone unit, as reported at the Gender Minister's meeting held in Johannesburg.¹⁵ This is significant as it retains the profiling of the Gender Unit, and ensures that this important cross-cutting function is not relegated to a line function.

The annual meeting of SADC Gender Ministers historically invited member states to include one civil society representative per each delegation of three, ensuring that Women's Rights Organisations (WRO) had a seat at the table of this important meeting. The gender sector was the only one in which civil society had formal representation in this way, making it a best practice for engagement

between civil society and the region's inter-governmental body.

The SADC Secretariat discontinued this practise in 2017, stating that all relations with civil society are to be conducted through the SADC Council of NGOs (SADC CNGO) that has formal observer status to the Heads of State Summit. The SADC Gender Protocol Alliance represents the gender sector in the SADC CNGO. This arrangement has limitations in the gender and other sectors as it does not provide direct access to the decision-makers in these sectors. Reflecting the close relationship between WRO and governments at national level, some continue to invite NGO representatives as part of their delegations to the annual gender ministers meetings. However, the bigger issues concerning civil society engagement with governments in the region have led to consultations over the last year on a mechanism for Non State Actor Engagement.

¹⁵ Draft Annotated Agenda Meeting of SADC Ministers Responsible for Gender/Women's Affairs, Johannesburg, South Africa. 3-5 July 2018.

Taking SADC to the people: NSA engagement mechanism



Abbie Dithlake, former SADC CNGO Executive Director addressing participants at the 2015 SADC Civil society forum, August 2015.
Photo courtesy of the SADC We Want website

The proposed Non State Actors (NSA) engagement mechanism underscores SADC's desire to have a meaningful engagement with civil society with a view to "taking SADC to the peoples of the region". The Mechanism proposes a two-pronged approach: promoting a two-way communication as well as expanding the range of NSAs that SADC works with in order to enhance community outreach. The guiding principles of the proposed SADC Institutional Mechanism for Engagement with Non State Actors include:

- **Accessibility and Inclusivity** - advocated for the development of an appropriate mechanism in which NSAs and SADC Member States can discuss and collaborate on the implementation and monitoring of various regional plans such as the Regional Indicative Strategic Development Plan (RISDP). Such advocacy initiatives have been carried out at regional level through the civil society forums held parallel to formal SADC summits, in consultative meetings with SADC Secretariat and in national policy dialogues. The mechanism calls for access to SADC National Committees and focal points by NSAs. It calls for a reporting relationship to Summit and other SADC Institutions.
- **Effective participation in formal processes of SADC** - The consultative role of the SADC-CNGO remains a narrow platform for wider engagement by NSAs. Engagement of SADC by NSA is not formalised and is at the discretion of the Secretariat and Member States. The SADC NSA engagement mechanism calls for real consultation of NSA including observer status.
- **Accountability and Transparency** - An analysis of the lack of institutionalised mechanisms shows that NSAs who remain out of the decision-making process of SADC find it difficult to influence the decision-makers. Calls in the NSA engagement mechanism include SADC to take on board the views of NSAs, in particular civil society. Other concerns include need for transparency in SADC decision making processes, especially at ministerial and heads of state level, and poor civil society representation at crucial meetings.
- **Subsidiarity** - This principle guides NSA's interaction with SADC for organisations that work at the national and regional level. Applying this principle would support the establishment of an effective engagement mechanism by ensuring that issues, actions and initiatives taken to address them are defined as being either national or regional, and subsequently dealt with through the appropriate institutions and stakeholders at those respective levels. Applying this principle will also ensure that the overlapping of scope and actions is eliminated.
- **Representativeness** - The presence of legitimate organisations interacting with mutual respect and recognition is another essential component necessary for the development and establishment of the engagement mechanism.
- **Working with Umbrella and Apex bodies** - The engagement with NSAs both at national level and regional levels will be with umbrella and Apex bodies representing the diverse NSA organisations.
- **Coherence with continental and institutional mandates** - The proposed mechanism is characterised by regular and structured consultations, accessible and up-to-date information, streamlined coordination and collaboration anchored in SNCs and National Contact Points, publicized communication mechanisms, formal and officially recognised mandates, a code of conduct and formal Accreditation system for NSAs.

Source: Southern Africa Trust - Taking SADC to the People, Final report on the Proposed SADC Non State Actors Engagement Mechanism (June 2016)

Monitoring, Evaluation and Reporting



Article 35: Implementation, Monitoring and Evaluation

1. State Parties shall ensure the implementation of this Protocol in line with the SADC Implementation Action Plan and the SADC Monitoring, Evaluation and Reporting Framework.
2. State Parties shall ensure that national action plans, with measurable timeframes, are implemented, and that national and regional monitoring and evaluation mechanisms are developed and implemented.
3. State Parties shall collect data against which progress in achieving targets will be monitored.
4. State Parties 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.
5. The Executive Secretary of SADC shall submit the progress reports to Council and Summit for consideration.



In the updated SADC Gender Protocol, SADC Gender Ministers called for regularity in reporting, monitoring and evaluation of the implementation of the Protocol in order to assess progress and challenges, and develop mechanisms for sharing best practices at their June 2016 meeting¹⁶. The SADC Monitoring, Evaluation and Reporting framework (MERF) aims to improve reporting on gender in the region.

The SADC Gender and Development Monitor is published by SADC with Members States input. Civil Society publishes this annual SADC Gender Protocol Barometer which has tracked progress of implementation of the Protocol since 2009.

The 2018 SADC Gender and Development Monitor will focus on Economic Empowerment. However it appears that publication will be delayed. The SADC Secretariat informed gender ministers at their meeting in Johannesburg in July that the Secretariat sent the MERF tool to Member States in November 2017 for the collection of data, good practices and reporting on the specific articles of the Protocol. However, at the time of the meeting in July 2018, only seven member states (Botswana, Madagascar, Mauritius, Mozambique, Namibia, Seychelles and Zimbabwe) had submitted their reports. The Secretariat noted that “the delayed submission of national progress reports has become a recurring challenge”, delaying in this specific instance the production of the 2018 SADC Gender and Development Monitor.¹⁷

The Southern Africa Gender Protocol Alliance

ALLIANCE ACTIVITY BOX 2017/18

- **August 2017:** The Alliance launches the 2017 SADC Gender Protocol Barometer at the SADC Civil Society Forum and during the annual Alliance meeting
- **November 2017 to June 2018:** The Alliance holds six national Protocol@work summits showcasing best practices in gender mainstreaming.
- **December 2017:** The Alliance launches a Community of Practice with resources for implementing the SADC Gender Protocol.
- **January 2018:** The Alliance hosts an exchange visit with EASSI and the Commonwealth Foundation.
- **March 2018:** The Alliance holds a first dialogue on its Community of Practice during Women's Day.
- **March 2018:** The Alliance holds a side event with the Government of Malawi on localising SDGs.
- **May/June 2018:** The Alliance holds gender and rights scoring meetings assessing governments' performance on gender equality.
- **May 2018:** The Alliance collaborates with mainstreaming civil society in an inaugural regional civil society meeting exploring common challenges and solutions.
- **May 2018:** The Alliance contributes to the African Union Gender Strategy (2023).

¹⁶ SADC Gender Minister Record (June 2016).

¹⁷ Draft Annotated Agenda Meeting of SADC Ministers Responsible for Gender/Women's Affairs, Johannesburg, South Africa. 3-5 July 2018.

ONLY

7

countries
reported
in 2018



Gender Links is the coordinating NGO of the SADC Gender Protocol Alliance, a coalition of 15 national gender networks and five regional NGOs that lead on the various themes of the SADC Gender Protocol. The coalition campaigned for the adoption, implementation and review of the SADC Gender Protocol which is now a Southern Africa's roadmap for achieving Sustainable Development Goal (SDG) five - gender equality. The Alliance works with civil society, governments, SADC, Faith based movements, media and local government organisations to hold governments accountable on gender commitments and advocate for gender equality progress.

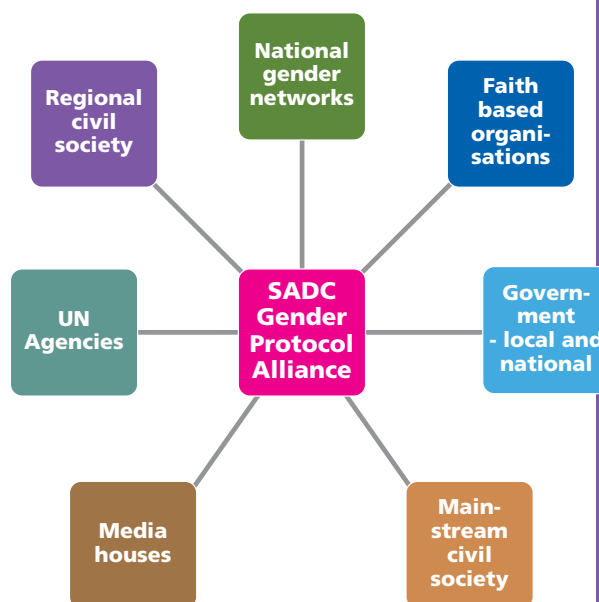


Table 11.6: Alliance network fact file from mapping

Total Number of Partners	136
Coverage	
SADC Region	45%
National Level	55%
Type of Organisation	
NGO	95
CBO	35
FBO	6
Areas of Primary Focus	
Women's Rights	88%
Men-for-Change	63%
CSO Mainstreaming Gender	76%
Youth Focus	79%
Youth Integrated into Work	85%
Areas of Work	
Training	79%
Advocacy	73%
Lobbying	55%
Service Delivery	55%
Research	44%
Other	20%

Source: Gender Links.

Table 11.6 summarises the latest results of a mapping tool used by the Alliance to track its reach. The table shows that the Alliance network spans 136 organisations. 55% of these are national women's rights and gender organisations. 45% have a regional reach. Of the total, 95 are NGOs, 35 are Community Based Organisations (CBOs) and six are Faith Based Organisations (FBOs). Women's Rights (88%) is the primary focus of these organisations, with 63% also focusing on men; 79% on



Taking pride in the Alliance network in Mozambique.

Photo: GL Mozambique

youth; 85% mainstreaming youth into their work. Training (79%) is a major preoccupation, followed by advocacy (73%); lobbying (55%); service delivery (55%) and research (44%).

At national level, the work of the Alliance is coordinated by focal networks that coordinate WRO within their countries. An example is long standing Alliance partner Forum Mulher in Mozambique.

Alliance



WRO
in
SADC

Forum Mulher promotes inclusivity through its programmes

Forum Mulher (Women's Forum) is a Women's Network Forum that works for the rights of Mozambican women. The Alliance focal network for Mozambique, Forum Mulher deals with gender and development issues, advocacy and lobby, as well as education and information work.

Through intensive advocacy and lobbying work, Forum Mulher has achieved major influence on the country's new family law, securing the legal position and recognition of women.

Some of its specific areas of work includes strengthening the network of gender trainers and consultants at the provincial level, developing policies that include the principles of gender equality and equity, improving knowledge of the rights of women and of the laws defending these rights by disseminating international protocols and national laws; to improve access to justice, especially for victims of gender-based violence, by improving access to legal services, counselling and advocacy on legal instruments.

To improve information dissemination on its work, Forum Mulher, uses its women's related issues through the website, internet, newsletter, radio and television. Forum Mulher focuses on strengthening the institutional capacity of its members, the capacity of provincial women's and gender networks and organisations in four provinces, to support them in working in a co-ordinated manner and advocate for equality of women's rights. Its mission is to boost economic changes and socio-cultural, a feminist perspective, strengthening the actions and the political influence of its members and Mozambican civil society, collaborating with national and international social movements.

Some of Forum Mulher's projects have linked Mozambique to the international community including Latin American countries. Some of the programmes include coordinating the World March of Women, organising marches for approval of the law against domestic violence and family law and influencing gender mainstreaming in the action program for the reduction of absolute poverty (PARPA). The organisation has led advocacy on increasing maternity leave from of 60 to 90 days.

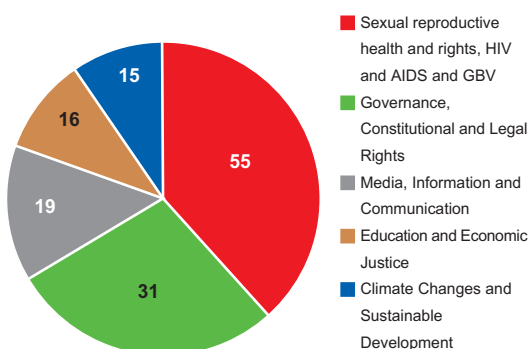
Another famous community outreach programme includes coordinating the feminist caravan in Southern Africa and building capacity of communities on LGBTI issues through training in partnership with Lambda, an LGBTI focus organisation forum and the Commission on the Status of women.

Source: Excerpt from Forum Mulher's institutional profile



Forum Mulher members march during the International Action Day for Women's Health, 28 May 2018.
 Photo courtesy of Forum Mulher

Figure 11.6: Alliance partners by cluster



Source: Gender Links, 2018.

The Alliance partners are divided into five clusters - Voice (Governance, Constitutional and Legal Rights; Media); Choice (SRHR) and Control (Education and Economic Justice; Climate Change and Sustainable Development). With 55 organisations, SRHR is the largest cluster; followed by Governance, Constitutional and Legal Rights (31); Media, Information and Communication (19) and Education and Economic Justice (16).

Alliance Community of Practice



The Alliance Community of Practice (CoP) is a virtual platform for all human rights, gender activists and practitioners in the development space, transformational and progressive persons and leaders; to share ideas and engage in a process of collective learning; in a shared domain with other like-minded people with a strong gender equality persuasion. Launched by Alliance partners during the 2017 Sixteen Days of Activism Campaigns period under the banner, end violence, empower women by 2030, the CoP has hosted topical discussions such as Women's Day and gender based violence.

The CoP was launched by all 15 SADC countries. The CoP currently has more than 3000 members. The Community features access to all SADC Gender Protocol Barometer data; summit case studies; media clippings and alerts; training materials, forums and dialogues, and many more. The Alliance Community brings together a network of fifteen Southern African countries and all the existing global and continental commitments on gender equality. The Alliance CoP connects the Alliance with the Local Government Community which



Alliance focal points Virginia Muwanigwa and Neesha Ramen discuss the Alliance strategy during the 2017 regional meeting.
Photo: Melody Kandare

brings together local government practitioners in local authorities including Gender Champions and Gender Focal Persons. Alliance community members are also connected to the Media Community-to "connect, collect and coordinate" debate and dialogue, knowledge generation and sharing and capacity building in the media.

Alliance outreach

- **Country level meetings** - The Alliance shares best practices and strategies for gender implementation at the national level through focal network led meetings. The Community of Practice is an online space where the Alliance can dialogue on gender equality issues as well as broader civil society issues.
- **Regional civil society network** - Alliance members have a Memorandum of Understanding with Gender Links. In May, GL and the Southern African Trust convened a workshop on the Sustainability of Southern African regional CSOs.
- **Recognition** - The Alliance was recognised as a SADC gender equality coordinating platform in Southern Africa¹⁸. Alliance programme staff and members regularly participate in mainstream media interviews and contribute opinion and commentary pieces. The blog site will be used by the Alliance to highlight topical gender issues e.g. when participating in global platforms.
- **New Media** - the Alliance programme has a twitter handle @GenderProtocol managed by the Alliance manager and linked to the Gender Links twitter handle. A number of regional and continental gender movements follow the Alliance on twitter. The Alliance unit is planning to establish an informal community of Practice on Facebook.
- **Website** - the Alliance has a dedicated section on the Gender Links website. Navigation through the website is possible by countries and project. The Alliance blog is embedded on the website.
- **Publications** - A list of stakeholders help with the marketing of all Alliance publications. The publications are also available online for sale for those who want to use them as reference materials. All publications are shared with members for wider distribution.
- **African and global links** - The Alliance is a member of the Women's major group, the Post 2015 Women's coalition and FEMNET. The Alliance also collaborates with mainstream civil society through CIVICUS, the African Civil Society Circle, SADC CNGO and Southern Africa Trust. During this period, the Alliance, through the annual Barometer has spread its wings to East and West Africa, with a Pan African Barometer now being mooted.

The
Alliance
is a
member
of the

Major
Group
and
FEMNET

¹⁸ Regional Organisations Meeting, 29 May 2018 - SADC Presentation.

Barometer goes Pan African!

In the year under review, the Alliance strengthened its relations in East Africa, and participated in a ground-breaking meeting in West Africa where participants for the Barometer to go Pan African.

In 2016, the Alliance provided technical support to the Eastern African Sub-regional Support Initiative for the Advancement of Women (EASSI) to produce the first East African Barometer.

In 2017, the Alliance participated at the EASSI two day dialogue that brought together Government representatives, national and regional civil society and women's organisations, the academia and the media to discuss the findings of the East Africa Community (EAC) Gender Barometer. The regional multi-stakeholder dialogue took stock of the achievements of women in the five partner states of East Africa (Uganda, Rwanda, Kenya, Tanzania and Burundi).

Since the Treaty for the EAC came into force in 2000, (17 years to date), there has not been a credible citizen's scorecard to monitor its implementation and especially the promises made in the Treaty through the various Articles that speak to women's rights. This multi-stakeholder dialogue addressed the absence of citizen participation and the need to monitor implementation of the EAC instruments. These include the EAC Treaty Articles on women's rights as well as the regional and international women's rights instruments acceded to by the EAC Partner States, the Beijing Platforms for Action, Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) and the Maputo Protocol.

In February 2018, EASSI conducted a study visit to the Alliance coordinating NGO, Gender Links to learn about building movements through clusters. The Alliance shared about monitoring evaluation systems, gathering evidence to show progress in implementation and experiences in resource mobilisation.



The West Africa Gender data forum held in Accra in from 10-12 July 2018 called for the production of a Pan African Gender Barometer as a means of amplifying women's voices in the implementation of the 2030 Agenda.

The forum discussions on gender data collection and curation were informed by the gender barometer projects in Southern and East Africa. The forum highlighted the need to track progress towards achieving targets set out in national and regional policies such as the ECOWAS Gender Policy, the Supplementary Act and indicators under the Sustainable Development Goal 5 (Gender Equality).

Presentations made by the different countries showed that most of West African states have developed national gender policies or strategies. At the regional level, bodies such as African Union, Economic Community of West African States (ECOWAS), West African Economic and Monetary Union (UEMOA) have all adopted gender policies and are gradually mainstreaming gender into other policies. ECOWAS has especially been proactive and has taken significant steps towards the promotion of gender equality in the region through the establishment of the ECOWAS Gender Development Centre and the subsequent adoption of its Gender Policy in 2004 as well as the 2015 Supplementary Act relating to Equality of Rights between Women and Men¹⁹.

Despite the existence of these policies, data on the progress made towards eliminating gender inequality within the region is sparse. Gender disparities remain perverse within the economic, social, cultural and political strata of West African States. These factors are even more prevalent in rural communities as negative socio-cultural norms supersede national laws and policies.

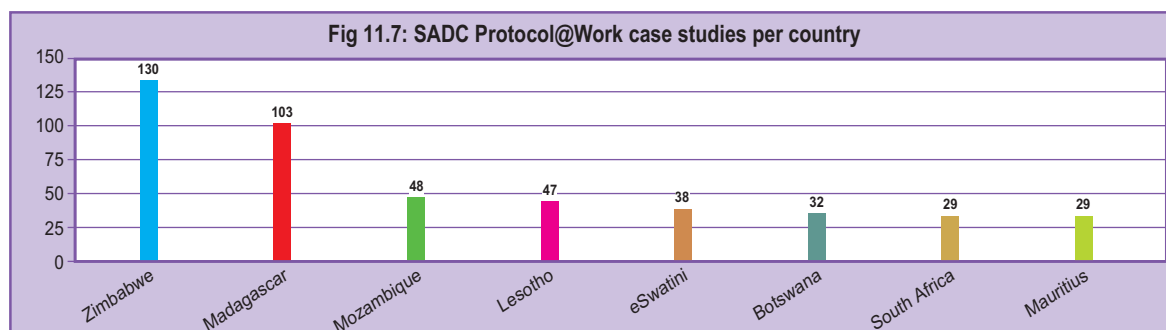
Source: Gender Links



¹⁹ Policy for Gender Mainstreaming in Energy https://www.afdb.org/fileadmin/uploads/afdb/Documents/Generic/Documents/ECOWAS_Policy_for_Gender_Mainstreaming_in_Energy_Access.pdf

SADC Protocol@Work Summits

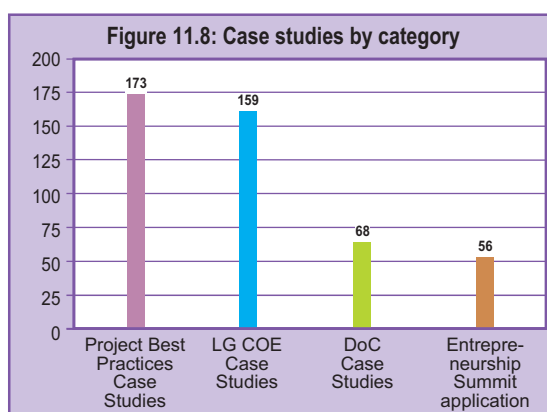
Seven countries held SADC Protocol@work summits between November 2017 and June 2018, with eSwatini and South Africa holding a joint summit. These yielded 406 best practices on how the SADC Gender Protocol is being applied, especially at the local level.



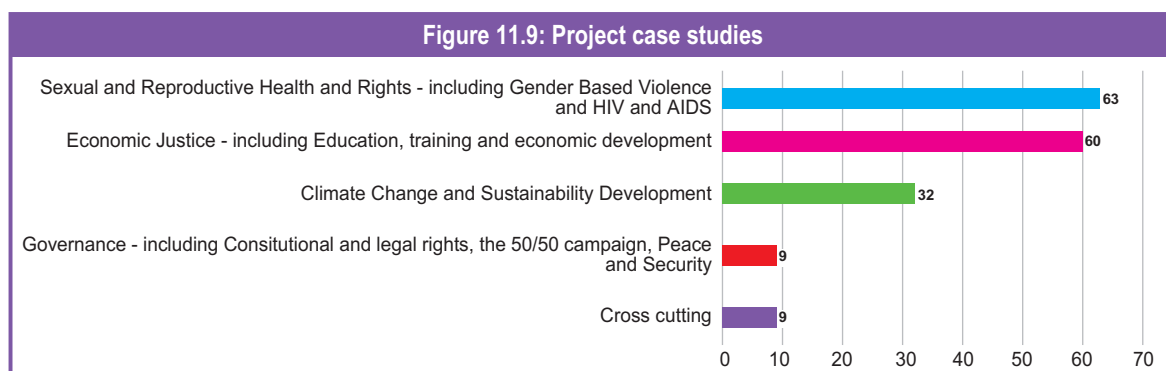
Source: Gender Links Protocol@work data portal (2018).

Figure 11.7 shows the country break down. Zimbabwe gathered the largest number of case studies (132) followed by Madagascar (103). Rural and urban councils are showing improvement in implementing the revised Protocol at the local level through community involvement and targeting key influencers to push for policy change.

Figure 11.8 shows the number of case studies by summit category. Some 159 Centres of Excellence for Gender in Local Government presented institutional case studies. Project based case studies constituted 181 of the total. Survivors of GBV presented 56 case studies. Fifty four entered the Drivers of Change or leadership category.



Source: Gender Links Protocol@work data portal (2018).



Source: Gender Links Protocol@work data portal (2018).

Figure 11.9 shows that the SRHR theme had the highest number of case studies at 63 followed by the economic justice theme at 60 and the climate change theme at 32. The governance theme had the lowest number of case studies presented (9). Nine case studies were cross cutting.

Table 11.7: M and E Administered by Alliance Networks

Country	Agenda 2030 SADC Gender Protocol Citizen score card						Agenda 2030 SADC Gender Protocol Quiz						Gender Attitude Survey					
	Women - target	Actual	Men - target	Actual	Total target	Total actual	Women - target	Actual	Men - target	Actual	Total target	Total actual	Women - target	Actual	Men - target	Actual	Total target	Total actual
Botswana	400	448	400	431	800	879	400	426	400	330	800	756	400	424	400	414	800	838
Lesotho	400	404	400	423	800	827	400	387	400	422	800	809	400	340	400	351	800	691
Madagascar	600	498	600	375	1200	873	600	434	600	381	1200	815	600	205	600	172	1200	377
Mauritius	400	141	400	74	800	215	400	326	400	273	800	599	400	110	400	173	800	283
Mozambique	600	564	600	471	1200	1035	600	462	600	374	1200	836	600	543	600	279	1200	822
eSwatini	400	279	400	238	800	517	400	182	400	247	800	429	400	581	400	434	800	1015
Zimbabwe	600	598	600	605	1200	1203	600	564	600	587	1200	1151	600	598	600	614	1200	1212
Angola	500	253	500	376	1000	629	500	300	500	379	1000	679	500	121	500	133	1000	254
DRC	500	501	500	530	1000	1031	500	487	500	500	1000	987	500	209	500	218	1000	427
Malawi	400	279	400	251	800	530	400	278	400	249	800	527	400	256	400	198	800	454
Seychelles	200	70	200	72	400	142	200	93	200	84	400	177	200	63	200	93	400	156
South Africa	700	243	700	299	1400	542	700	500	700	450	1400	950	700	586	700	440	1400	1026
Namibia	400	159	400	164	800	323	400	157	400	156	800	313	400	144	400	153	800	297
Tanzania	600	181	600	94	1200	275	600	184	600	99	1200	283	600	188	600	97	1200	285
Zambia	600	99	600	68	1200	167	600	31	600	9	1200	40	600	343	600	189	1200	532
Sub-total	7300	4717	7300	4471	14600	9188	7300	4811	7300	4540	14600	9351	7300	4711	7300	3958	14600	8669
Percentages		51%		49%		63%		51%		49%		64%		54%		46%		59%

Source: GL Survey Gizmo M and E Data 2018.

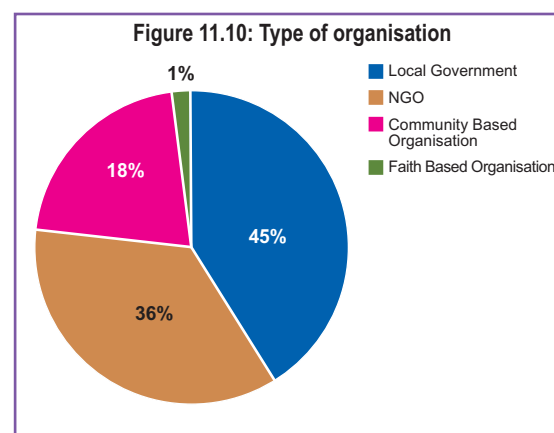
Table 11.7 reflects Monitoring and Evaluation forms distributed by Alliance and COE networks during the course of the year to gauge various aspects of progress. In the absence of a substantial research, M and E budget, these forms are distributed at summits, meetings and events. They form part of the learning, popularisation and information sharing at these gatherings. Although the number of forms is below target in each instance, the numbers distributed (ranging between 8000 and 9000 of each) is significant considering the quasi voluntary way in which this "activist research" is conducted. Key facts include:

- *The Citizen Score Card (CSC)*, in which women and men rate their government's performance on a scale of one to ten, and this is computed into a percentage (see analysis of results in the data chapter). The networks administered 9188 of these forms (63% of the target); 51% to women and 49% to men.
- *The Knowledge Quiz* which tests women's and men's knowledge of the SADC Gender Protocol. The networks distributed 9351 of these forms; 64% of target; 51% to women and 49% to men.
- *The Gender Progress Score (GPS)* that measures changes in gender attitudes. Networks distributed 8669 of these forms (59% of target); 54% to women and 46% to men.



Filling in Alliance M and E Forms in Kapiri Mposhi, Zambia.
Photo: Colleen Lowe Morna

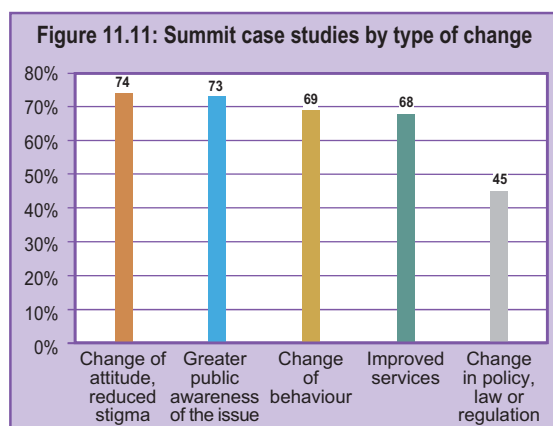
Entries by type of organisation



Source: Gender Links, 2018.

Figure 11.10 shows that local government made 45% of the summit entries; NGOs contributed 36% of the entries; 18% were made by CBOs and 1% by FBOs.

Summit entries by type of change



Source: Gender Links Protocol@work data portal (2018).

When they make their summit entries participants rate the most significant change that occurs as a result of their intervention. Figure 11.11 shows that the main change taking place is changes in attitude (74%) followed by greater awareness of the issue (73%). Change of behaviour (69%) and improved services (68%) rate third and fourth. Change of policies, law or regulation (45%) is the lowest ranked change. The overall findings are encouraging, as the major challenge facing the

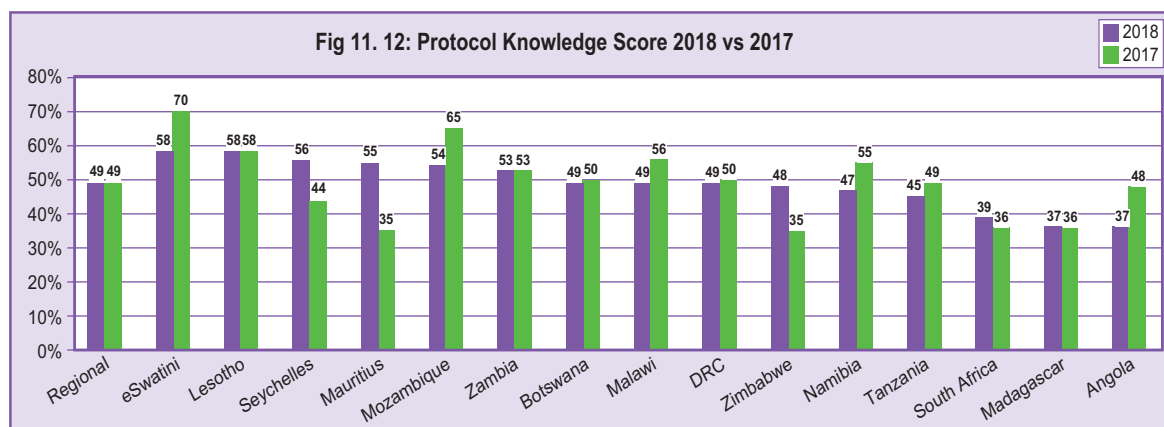
region is changing attitudes, mindsets and services, rather than more policies or laws.

Knowledge of the Protocol

The SADC Gender Protocol Quiz aims to assess the level of Protocol knowledge amongst SADC citizens. The quiz is administered to an enumerated sample of citizens and data is analysed through Google data studio linked to Survey Gizmo. Gender Links coordinated the data analysis while SADC Gender Protocol members administer the quiz.

The quiz provides multiple choice answers to the following:

1. The Post 2015 SADC Gender Protocol was adopted by Heads of State in:
2. The SADC Gender Protocol was reviewed in line with the:
3. The Post 2015 SADC Gender Protocol (targets):
4. The Post 2015 SADC Gender Protocol declares that (age of marriage):
5. The completely new section in the Post 2015 SADC Gender Protocol is about:
6. The Post 2015 SADC Gender Protocol provision on women in decision-making calls for (women's representation):
7. The new additions on economic empowerment in the SADC Gender Protocol include?
8. SADC member states have made a commitment to (on GBV):
9. The Education Article in the Post 2015 SADC Gender Protocol has been reviewed to include:
10. The Health Article in the SADC Gender Protocol has been expanded to include:



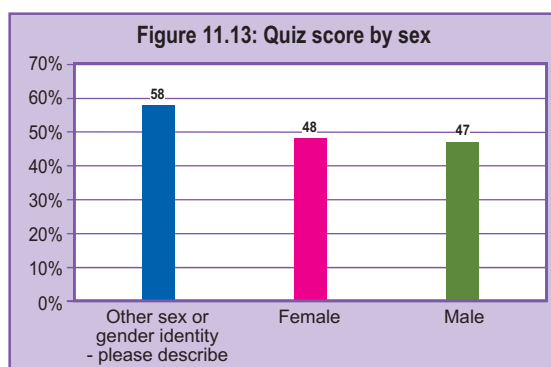
Source: Gender Links Protocol Knowledge survey, 2018.

Figure 11.12 shows that the average regional knowledge score is 48%, a one percentage point decrease from last year's score of 49%. Overall, these scores point to the need for much greater advocacy on the updated Protocol. The Alliance plans to facilitate this process through translating a simplified version of the updated Protocol for all its networks. eSwatini and Lesotho (58%) had the highest scores.

eSwatini chaired SADC in 2016/2017. The SADC Gender Protocol Monitoring and Evaluation Framework (MERF) was adopted at the gender ministers meeting in eSwatini. Mauritius showed the greatest improvement (from 35% to 55%) possibly owing to Alliance advocacy on Mauritius signing the Protocol.

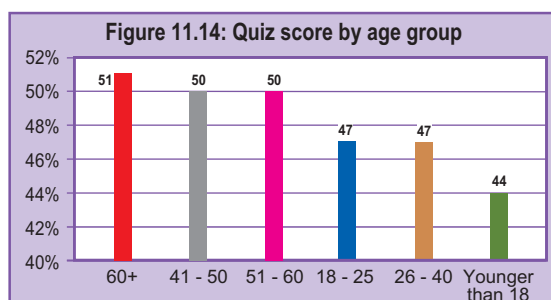
MAIN
change
changes
in
attitude

'other sex identities' who include the LGBTI community had the best knowledge of the Protocol

Source: Gender Links Protocol Knowledge survey, 2018.

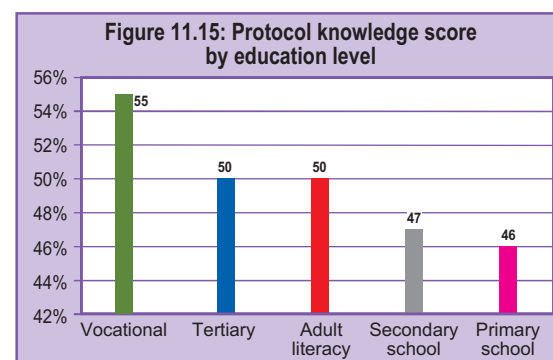
Figure 11.13 shows that 'other sex identities' who include the LGBTI community had the best knowledge of the Protocol at 58% followed by women at 48% and men at 47%.



Source: Gender Links Protocol Knowledge survey, 2018.

Figure 11.14 shows that the SADC Gender Protocol is best known by older people with 60+ age group scoring 51% followed by 51 to 60 and 41 to 50 at 50% each. Young people (18 to 40) scored 47% and those younger than 18 scored 44%. This is a clear indicator that efforts to popularise the SADC

Gender Protocol with young people need to be redoubled.

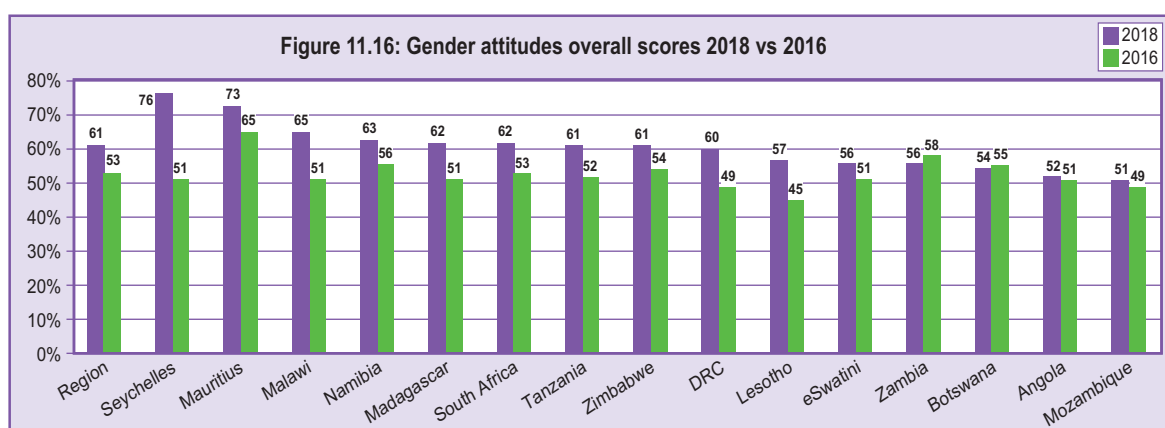


Source: Gender Links Protocol Knowledge survey, 2018.

Figure 11.15 shows a clear correlation between education level and knowledge of the Protocol. Those with vocational education scored 55% compared to 50% for tertiary; 47% for secondary and 46% for primary school. An interesting finding is that those with adult literacy scored 50%. This most likely reflects the advocacy work being done at the local level.

Gender Attitudes in the SADC region

The Alliance administers the Gender Progress Score (GPS) which measures the level of gender attitudes in the SADC region across all sexes. The GPS developed by Gender Links, which coordinates the Alliance, includes a standard set of questions to gauge gender attitudes. In 2016 GL added questions on contentious areas such as polygamy; choice of termination of pregnancy; sex work and sexual orientation. The 25 questions are scored on a scale of one equals least progressive to four equals most progressive to give an overall score of 100.



Source: Gender Links Gender Progress Score data platform (2018).

Figure 11.16 compares the scores for 2016, the post 2015 baseline with an updated GPS, with the 2017/2018 scores. These are the first two periods

for which a comparison can be done, using the updated GPS. The graph shows that the average regional Gender Progress Score (GPS) is 61%, eight

percentage points higher than the 2016 score of 53%. Seychelles is the most gender aware per country at 76% closely followed by Mauritius at 73%, Malawi at 65% and Namibia at 63%. Angola (52%) and Mozambique (51%) have the lowest

scores. No country slipped backwards over the period. Seychelles, Malawi, Tanzania and the DRC all showed marked improvement. These overall findings on gender attitudes in the region are encouraging.

Seychelles
is the
most
gender
aware
country in
the region

Figure 11.17: GPS agree or strongly agree by question



Source: Gender Links Gender Progress Score data platform (2018).

Figure 11.17 gives the percentage of those who agreed or strongly agreed on the statements for each of the 25 questions. It reflects the many

contradictions that still exist in Southern Africa. For example, 55% of respondents said that people should be treated the same whether they are

There is still a big lag between normative frameworks and the attitudes that drive gender

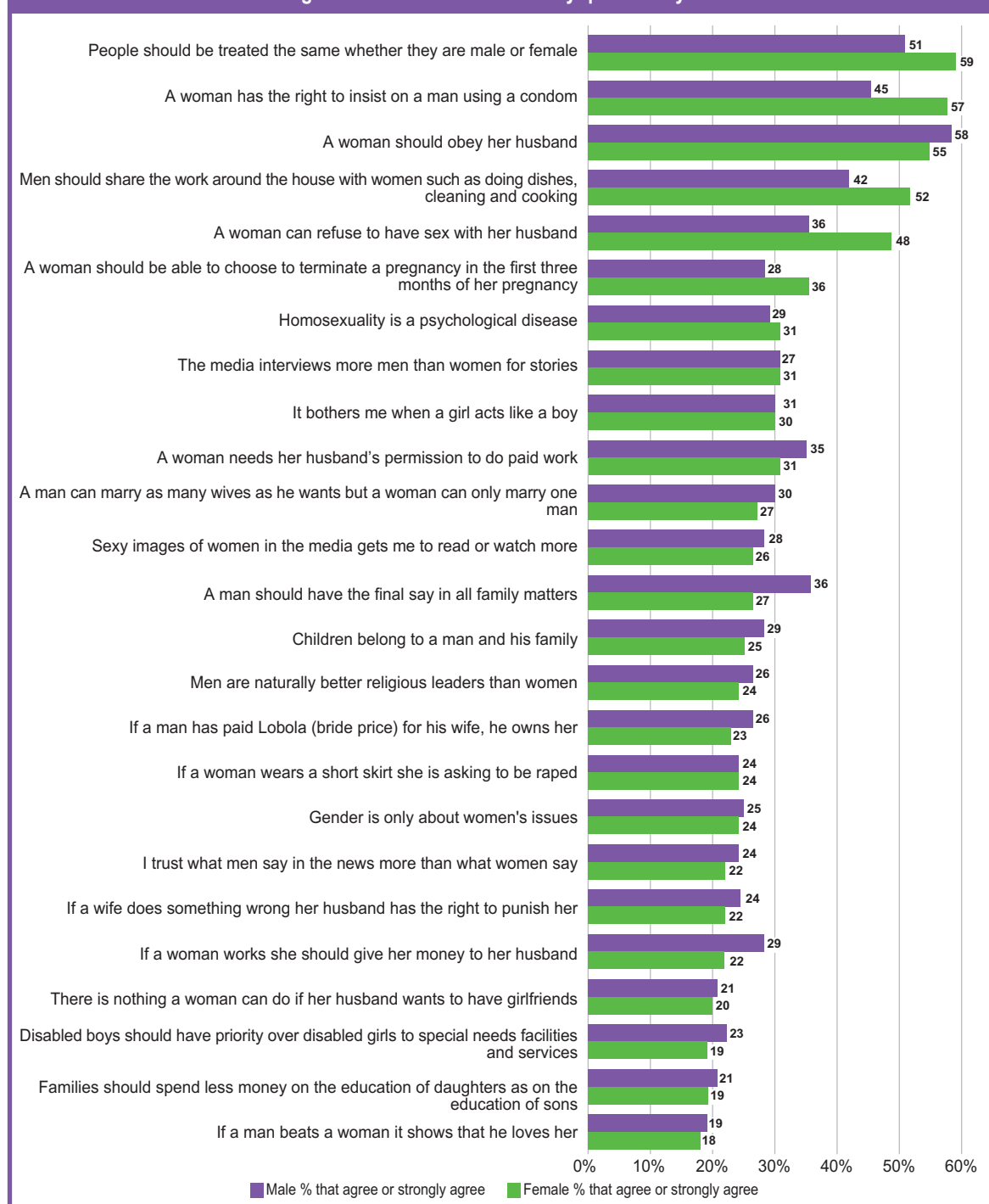


women or men, yet 56% said that a woman should obey her husband!

Some encouraging results are 48% agreeing or strongly agreeing that men should share household duties; 43% that a woman can refuse to have sex with her husband; 32% that a woman can choose to terminate her pregnancy in the first three months.

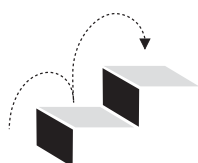
While it is heartening that the lowest scores are on issues such as “if a man beats a woman in shows that he loves her” it is sobering that almost one fifth of respondents agreed or strongly agreed with this statement. Overall, the results show that there is still a big lag between normative frameworks and the patriarchal attitudes that drive gender disparities.

Figure 11.18: Attitudes scores by question by sex



Source: Gender Links Gender Progress Score data platform (2018).

Figure 11.18 breaks down the responses to questions by sex. It shows similar patterns: a reminder that patriarchal attitudes are not confined to men. 55% women (compared to 58% men) believe that a woman should obey her husband. There are however important differences. For example, 59% women compared to 51% men said that women and men should be treated the same. 57% women compared to 45% men said that a woman has the right to insist on her husband using a condom. 48% women compared to 36% men said a woman can refuse to have sex with her husband. Clearly women are more emphatic about their rights than men. But achieving gender equality in SADC will involve changing the attitudes and mind sets of both women and men.



Next steps

Effective implementation of the revised SADC Gender Protocol requires systemic engagement by SADC, Member States and Non State Actors. Strengthening gender programmes at a local level has the potential to reignite movement building and amplify the voice of women. Collecting the right data to monitor progress is key to sustaining momentum. Key next steps include:

- Advocating for meaningful participation in SADC processes, including observer status through the SADC NSA engagement mechanism.

- Fact finding mission to the Comoros as the newly accepted 16th SADC Member State.
- Strengthening the Alliance through further mapping of NGOs, CBOs and FBOs, and inclusion of marginalised groups.
- Deepening national and regional work on SRHR and connecting efforts between local government and civil society.
- Strengthening the work of the Young Women's Alliance including through use of IT and mobile technologies to build effective gender equality campaigns.
- Alliance regional meeting preceding the SADC Heads of State Summit to be held in Namibia.
- Collaboration with mainstream civil society through the newly established Southern Africa Regional Civil Society platform.
- Holding gender equality dialogues on the Community of Practice including key population groups.



Nikodemus Aoxamub, gay rights activist and spokesperson of Rights Not Rescue Trust (left) addresses participants during a meeting challenging by-laws of sex workers.
Photo courtesy of The Namibian

Collecting
the
right
data to
monitor
progress
is

