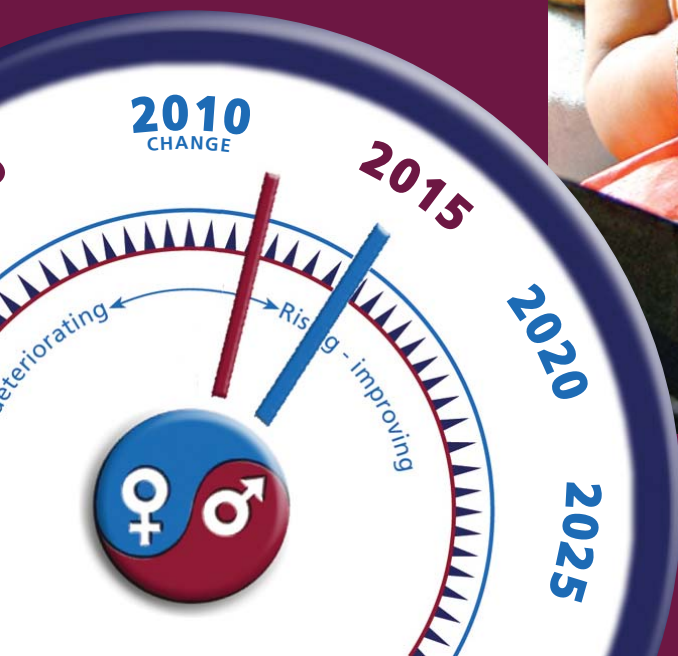


SADC GENDER PROTOCOL **2012**

BAROMETER

MAURITIUS



Compiled by: Loga Virahsawmy
Edited by: Loveness Jambaya Nyakujarah, Lucia Makamure and
Ruth Ayisi



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Coordinator

Gender Links

Constitutional and legal

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Governance

Women in Politics Support Unit (WiPSU)

Health, HIV and AIDS

Southern Africa HIV and AIDS Information Dissemination Service (SAfAIDS)

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Fellowship of Christian Councils in Southern Africa (FOCCISA)

Men's groups

Sonke Gender Justice

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

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Acronyms

AG	Attorney General
AIDS	Acquired Immune Deficiency Syndrome
AREU	Agricultural Research Extension Unit
ART	Anti-Retroviral Therapy
CEDAW	Convention on the Elimination of all Forms of Discrimination against Women
CPS	Contraceptive Prevalence Survey
CPR	Contraceptive Prevalence Rate
CSC	Citizen score card
CSO	Central Statistics Office
DFID	Department for International Development (UK Government)
ERA	Employment Rights Act
FP	Family Planning
FWPU	Family Welfare and Protection Unit
EP	Empowerment Programme
FPTP	First Past the Post
GBV	Gender-based violence
GL	Gender Links
HIV	Human Immuno Deficiency Virus
HRDC	Human Resource Development Council
ICPD	International Conference Population Development
IEC	Information Education Communication
KABP	Knowledge Attitude Behaviour Practice
PMU	Project Management Unit
PDVA	Protection from Domestic Violence Act
PRB	Pay Research Bureau
PR	Proportional Representation
PBB	Programme Based Budget
MITD	Mauritius Institute of Training and Development
MWRCDFW	Ministry of Women's Rights Child Development and Family Welfare
MGECDWF	Ministry of Gender Equality, Child Development and Family Welfare
MFPWA	Mauritius Family Planning and Welfare Association
MWO-GEMSA	Media Watch Organisation-Gender and Media Southern Africa
MOFEE	Ministry of Finance and Economic Empowerment
MLP	Mauritius Labour Party
MMM	Mouvement Militant Mauricien
MSM	Mouvement Socialiste Mauricien
NAP	National Action Plan
NCB	National Computer Board
NHRC	National Human Rights Commission
NDVC	National Domestic Violence Committee
NWEC	National Women and Entrepreneur Council
NEF	National Empowerment Foundation
NGPF	National Gender Policy Framework
OVC	Orphans and Vulnerable Children
SPUW	Special Project for Unemployed Women
SMEDA	Small and Medium Enterprises Development Authority
SADC	Southern Africa Development Community
SGDI	SADC Gender and Development Index
SRH	Sexual and Reproductive Health
STI	Sexually Transmittable Infection
UOM	University of Mauritius
WEP	Women Entrepreneur Programme

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A mock radio interview with Celine Nanon by Loga Virahsawmy, Gender Links in Women in Politics workshop.
Photo: Mary Jane Piang Nee

Mary Coopan, Davinah Sholay and Mary Jane Piang Nee, former staff of Gender Links Mauritius Office staff also assisted in research and compiling information. We are grateful to all the participants of the Alliance reference group meeting contributed to coming up with ratings on the citizen score cards (CSC) attached at **Annex A** and contributed to the recommendations. Gender Links and Media Watch organisation's Vice President, Dr. Ameenah Sorefan, set up the reference group and also contributed to the recommendations.

We appreciate the inputs from the Office of the Attorney General, the ministries of Finance, Civil Service and Administrative Reform, Gender Equality, Child Development and Family Welfare, Education and Human Resources, Tertiary Education and Research, Health and Quality of Life, Social Integration and Economic Empowerment, Labour and Industrial Relations and Employment, the Office of the Electoral Commission, the Police Force, Prison Department, Hon. Kalyanee Jugoo of the Labour Party, Hon. Lormes Bundhoo, Secretary General of the Labour Party, the University of Mauritius, the Development Bank of Mauritius, the National Aids Secretariat, the Mauritius Family Planning Welfare Association, the National Women's Council, the Central Statistics Office, the National Women Entrepreneur Council, the Government Teachers' Union and Girish Muhurrin for Climate Change.

The Southern Africa Gender Protocol Alliance Manager, Loveness Jambaya Nyakujarah and Alliance Programme officer Lucia Makamure from Gender Links and Ruth Ayisi an independent consultant edited the final report. Gender Links (GL) CEO Colleen Lowe Morna, provided oversight of the Alliance Manager. GL coordinates the work of the Southern African Gender Protocol Alliance and the Media Watch Organisation is the focal network in Mauritius.

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Executive summary

Following a new gender-quota law for local elections that came into effect January 2012, gender activists believe that this may open the door for the country to reconsider its position with regards to signing the 2008 SADC Protocol on Gender and Development.

The Protocol sets out 28 targets to be achieved by 2015. Mauritius and Botswana are the only two countries in the SADC region that have not signed.

Mauritius has not signed because the country had reservations about the clause on affirmative action because its constitution did not allow discrimination. However, since Mauritius amended its Constitution so that parliament could pass the 2011 Local Government Act, which allows for a gender-neutral quota in local elections, means that this has opened the door for the country to change its mind about signing. The new Act stipulates that at least one-third of candidates in local elections must be women and one-third men.

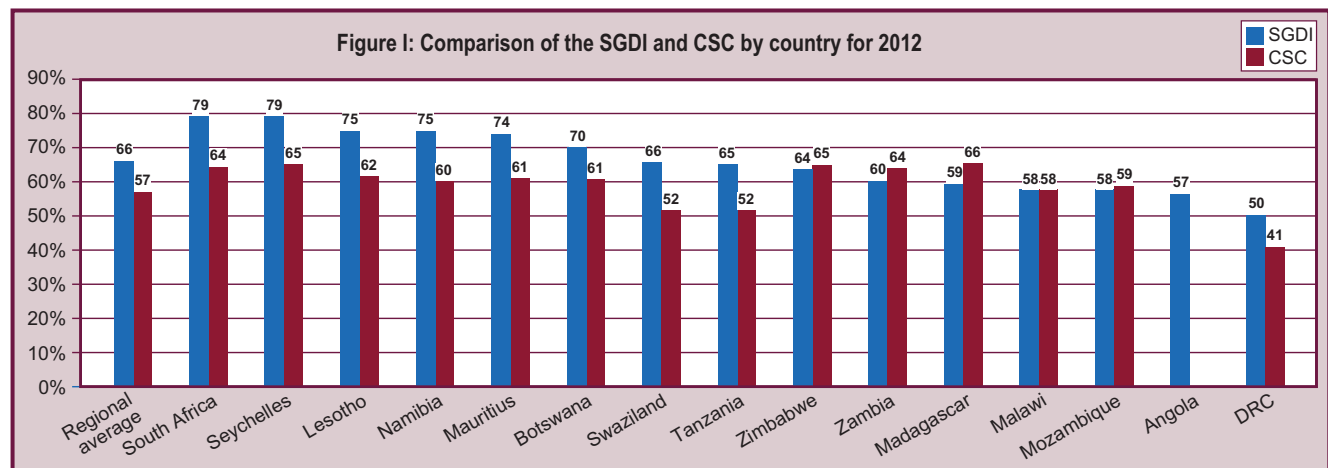
Despite not being a signatory to the Protocol yet, the Southern African Gender Protocol Alliance tracks the country's progress using the SADC Gender and Development Index (SGDI), introduced in 2011 and the complementary Citizen Score Card (CSC) that has been running for four years. Both measures are important; while the SGDI is an empirical measure, the CSC gauges citizens' perceptions of the country's achievements to date compared to where it should be by 2015.

The SGDI is based on empirical data on 23 indicators in six sectors: 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.



Despite not being a signatory to the SADC Gender Protocol, Mauritius is making steady progress towards achieving the 28 targets set for 2015. Participants proudly raise the Mauritius flag at a cultural evening during the Regional Local Government and Gender Justice Summit - Johannesburg, April 2012.

Photo: Trevor Davies



Source: 2012 Regional SADC Gender Protocol barometer. Compiled using data from 2012 country barometers.

The SGDI puts Mauritius at 74% (up from 71% last year) of where it needs to be by 2015. This ranks Mauritius in fifth place out of the 15 SADC countries and well above the 66% regional average score.

Mauritian citizens were slightly more critical in their scoring, probably because they considered some of the qualitative nuances not captured by the SGDI measure. They gave their country 61%, which is still higher than

the 57% CSC regional average but a nine-percentage point decrease from the country's CSC score in 2011. The 2012 CSC puts Mauritius in seventh place in the region.

Despite not signing the SADC Gender Protocol, the 2012 Barometer shows that the country has made significant progress towards meeting most of the 28 targets.

Mauritius has no discriminatory laws and the government with support from civil society has made notable efforts to achieve gender equality in all spheres of life.

For example, the government has gender-sensitisation programmes for all line ministries.

Mauritius has tough laws in place to combat gender-based violence, including trafficking. Schools also take a clear stance on violence in schools. If a teacher physically or sexually abuses a pupil, he or she faces dismissal. If a girl becomes pregnant, she is able to stay in school throughout her pregnancy and can return to classes after giving birth.

Mauritius has almost achieved gender parity in education. Girls even perform better than boys academically and there are more female university students than male.

The economy is thriving and there are a range of economic initiatives to empower women in trade and small business, including micro financing and training schemes.

The health system is robust and is gender-sensitive; the results are evident. The country has the lowest maternal mortality rate in the region with only 28 deaths per 100,000, which is dramatically lower than the regional average of 820 per 100,000. Also noteworthy is Mauritius score of 76% on the SGDI for women's access to contraception, the top score in the SADC region.

In addition, on 12 June 2012, after the Minister of Social Security, Sheila Bapoo, first introduced the debate on abortion in parliament in 1983, the Mauritius National Assembly adopted the Criminal Code Amendment bill for the termination of pregnancy in special circumstances.

Mauritius has maintained low prevalence levels of HIV and AIDS; and unlike most other countries in the region, more men are HIV-positive than women. On the SGDI, Mauritius has the highest regional SGDI score of 76% for HIV and AIDS, 21 percentage points more than the regional average.

However challenges remain. Although it could happen soon, Mauritius has not signed the SADC Gender Protocol.

Few women are present in the top political positions; there are only two cabinet ministers out of 25. Women's representation in parliament is extremely low at 19%. The Local Government Act has not extended to national level although it has sparked debate and also has drawn attention to the country's First Past the Post electoral system, which tends to be unfavourable towards women.

Mauritius also has challenges in women's representation in the media; for example a gender and media progress study in 2010 showed that women only make up 9% of the sources for political stories.

However, overall, Mauritius stands high in the region for its achievements towards gender equality. Gender activists are hopeful that it will not only sign the SADC Gender Protocol soon, but will also meet most of the targets by 2015.



The local government quota opens more opportunities for more women candidates to make it on party lists. Participants during a Women in Politics training workshop facilitated by Gender Links in Flacq - Mauritius, March 2012.
Photo: Mary Jane Piang-Nee

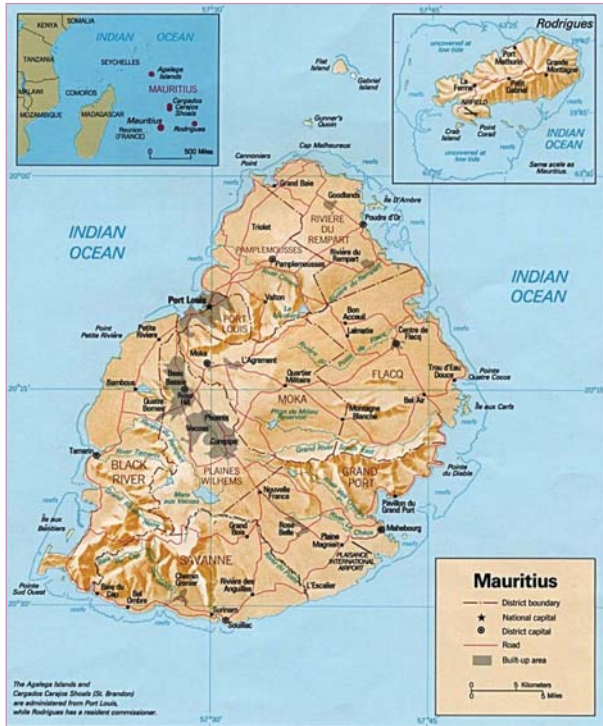
Table I: KEY INDICATORS OF THE STATUS OF WOMEN IN SADC COUNTRIES

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

Source: SADC Gender Protocol Barometer 2012.

na = not available

Country context



The Republic of Mauritius is one of the most stable and economically successful countries in sub-Saharan Africa.

Situated in the Indian Ocean, the country consists of the main island of Mauritius, Rodrigues and St. Brandon as well as several smaller islands.

Mauritius is 720 square miles; 39 miles from north to south and 28 miles from east to west at its longest and widest points.

The climate is sub-tropical. The average mid-day temperature on the central plateau varies from 22°C in August to 28°C in January. Near the coastal regions, temperatures are 4-5°C higher.

Demographic data

The country is home to about 1.3 million people; a mixed population of Asian, European and Africans. The median age is 32.7 years. (CIA World Fact book 2011; Central Statistics Population and Vital Statistics report 2010.)

The population is ageing. Between 2009 and 2010 the proportion of the population aged less than 15 years decreased slightly from 22.2% to 21.6% and the proportion of the population aged 60 and above has increased from 7.0% to 7.3%. The proportion of people aged 60 years and above will increase from 10% in 2007 to 25.5% in 2047. In absolute numbers the elderly population will increase from 122,455 to 353,804, a threefold increase.

While English is the official language, Creole is the national language. It is the mother tongue of over 75% of the population and is the second language of the remaining 25%. A significant number of people speak French, which is the main language of the media. Other languages spoken are Hindi, Hakka and Bhojpuri.

The ethnic groups are Indo-Mauritians at 68%, Creoles at 27%, Sino Mauritians at 3% and Franco-Mauritians at 2%. The main religions are: Hindu 48%, Roman Catholic 23.6%, Muslim 16.6%, other Christian religions 8.6% and other religions 2.5%.

Politics and the economy

Mauritius gained its independence from the UK in March 12, 1968 and became a Republic in 1992. Mauritian politics are vibrant and characterised by coalition and alliance-building. Parliamentary elections were last held in May 2010. The next elections will be held in 2015. Mauritius has one of the most successful and competitive economies in Africa. According to official figure, the 2010 GDP at market prices was estimated at US\$9.5 billion and per capita income at US\$7,420.

In 2005, the government embarked on an economic reform programme aimed at opening the economy, facilitating business, and encouraging foreign investment and expertise. These reforms accelerated the growth rate, reduced unemployment, and diversified an economy that had in the past been reliant on sugar and textiles. Today besides sugar and textiles, the economy has expanded to other sectors that are thriving such as tourism, financial services, information and communication technology and property development, attracting substantial investment from both local and foreign investors.¹

¹ Source: Government website: <http://www.state.gov/r/pa/ei/bgn/2833.htm>

Mauritius has been able to absorb the shock of the global economic recession as well as the Eurozone crisis. GDP Growth is forecast at 4.2% in 2011, compared with 4.1% in 2010.

Moreover, Mauritius leads sub-Saharan Africa in economic freedom and is ranked 12th worldwide, according to the 2010 Index of Economic Freedom, developed by the U.S.-based Heritage Foundation and the Wall Street Journal. The report's ranking of 183 countries is based on measures of economic openness, regulatory efficiency, rule of law, and competitiveness.

For the third consecutive year, the World Bank's 2011 *Doing Business* report ranks Mauritius first among African economies (20th worldwide, out of the 183 economies) in terms of overall ease of doing business. The government's objective is for Mauritius to rank among the top 10 most investment- and business-friendly locations in the world.

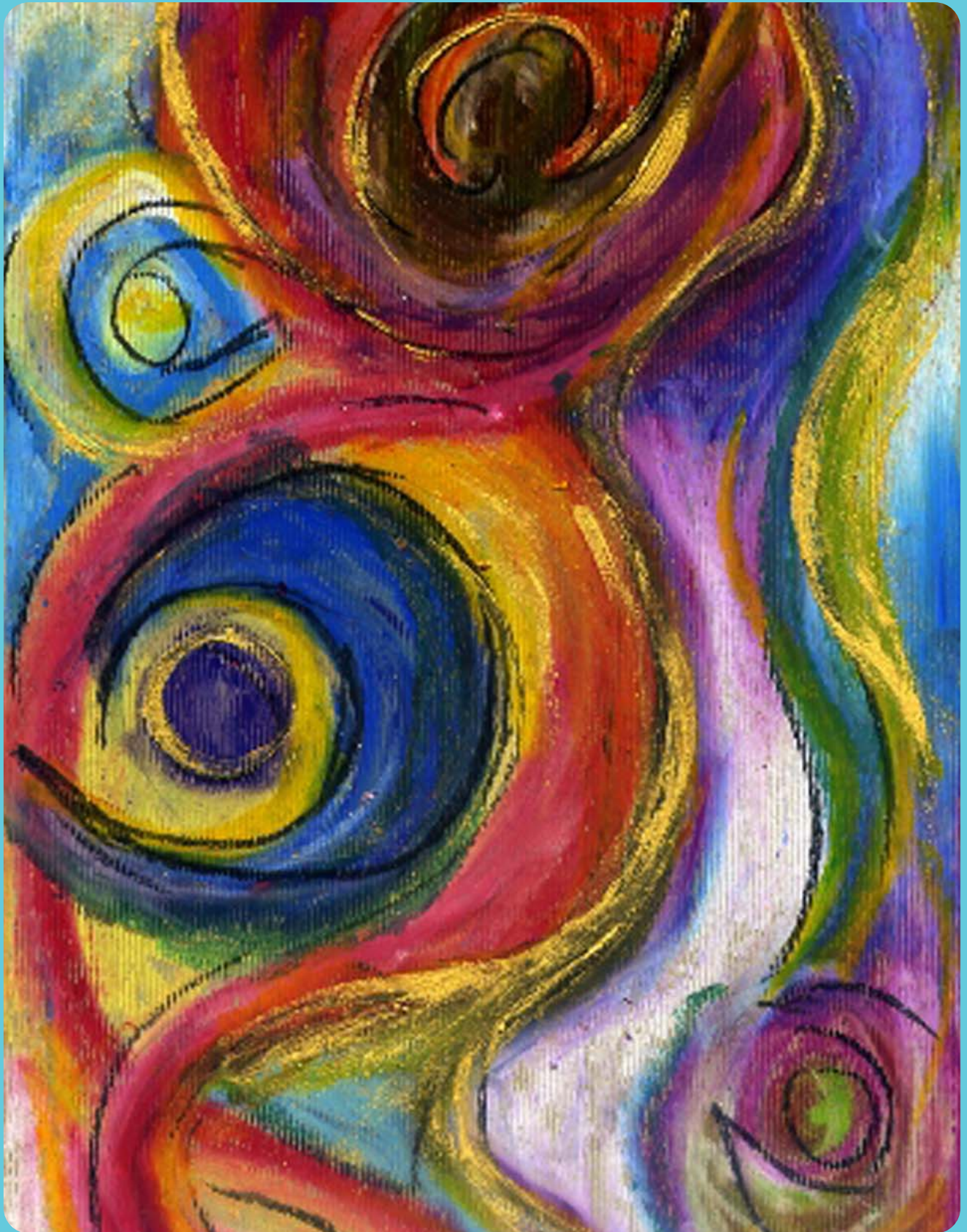
Mauritius has a long tradition of private entrepreneurship, which has led to a strong and dynamic private

sector. Firms entering the market will find a robust legal and commercial infrastructure. Mauritius has a well-developed digital infrastructure and offers state-of-the-art telecommunications facilities including international leased lines and high-speed Internet access. Government policy is to act as a facilitator to business, leaving production to the private sector. However, it still controls key utility services, including electricity, water, waste water, postal services, and television broadcasting, directly or through parastatals.²

The country has also invested heavily in the social sector. As a result the country has a robust health and education system. Mauritius boasts an adult literacy rate of 85%, among the highest in sub-Saharan Africa. The work force is young, with a large pool of professionals, primarily from British universities and professional bodies.

Education is free and compulsory until 16 years old (primary and secondary). Life expectancy is high at 70.5 for males and 77.6 years for females. The maternal mortality rate of 28 per 100,000 live births is one of the lowest in Africa.

² Source: Government website: <http://www.state.gov/r/pa/ei/bgn/2833.htm>



A question of culture

Anushka Virahsawmy



CHAPTER 1

Constitutional and legal rights

Articles 4-11



Loga Virahsawmy, Gender Links Mauritius and Francophone Director (Left) and Honorable Yatin Varma, Attorney General of Mauritius (Right) launching the SADC Gender Protocol Barometer 2010.
Photo: Grandbaie.mu

KEY POINTS

- Mauritius is not a signatory to the SADC Gender Protocol, but the Constitution guarantees equality before the law and prohibits discrimination based on sex or gender.
- Women and men scored the government 72% and 76% respectively using the Citizen Score Card (CSC) that gauges citizen perceptions of progress made thus far. There is no SGDI score for this sector.
- The 2011 Local Government Act, which stipulates that at least one-third of the candidates in local elections must be women and one-third men led to the amendment of the Constitution to allow for this form of positive discrimination.
- This makes way for a quota for women in the upcoming local elections. This has opened the possibility of Mauritius signing the SADC Gender Protocol.
- The 2012 Criminal Code Amendment Bill allows for the termination of pregnancy in special circumstances.
- Mauritius has signed the United Nations (UN) Resolution on Human Rights, Sexual Orientation and Gender Equality.
- Like the rest of SADC countries, the justice budget is gender blind. The challenge for gender focal points in government and civil society organisations is to detect and use opportunities to score strategic goals for gender equality.

Table 1.1: CSC scores for constitutional and legal rights

	SGDI	CSC
Score	N/A	74%
Rank	N/A	1

As this area is difficult to measure empirically, there is no SADC Gender and Development Index (SGDI) score

for constitutional and legal rights. Instead the assessment of performance relies on citizens' perceptions measured using the citizens score card (CSC).

Table 1.1 shows that at an average of 74% for both men and women, Mauritians gave their governments the highest mark for this sector out of the 15 SADC countries. At 72%, women scored the government slightly lower than men did, who gave a 76% mark.

Constitutional and affirmative action provisions



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

Section 16 of the Constitution of Mauritius guarantees gender equality for all citizens. It provides that no law shall make provision that is discriminatory either of itself or in its effect. It defines "discriminatory" as "affording different treatment to different persons attributable wholly or mainly to their respective descriptions by race, caste, place of origin, political opinions, colour, creed or sex".

Equality

The former Attorney General argued that there is gender equality in the judiciary: "gender forms part of the judiciary system of Mauritius and as such there is no need to include gender provisions."

Table 1.2: Analysis of gender equality clauses in the Constitution

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
YES	YES	YES	YES	NO	YES	NO	NO
Article 3: Guarantees the right to all individual freedoms without discrimination by reason of race, place of origin, political opinions, colour, creed and sex	Section 16: Protection from discrimination "No law shall make any provision that is discriminatory either of itself or in its effect." "Discriminatory" means affording different treatment to different persons attributable wholly or mainly to their respective descriptions by race, caste, place of origin, political opinions, colour creed or sex. In 1995 the Constitution was amended to make sex discrimination illegal	Section 16: Protection from discrimination "No law shall make any provision that is discriminatory either of itself or in its effect." "Discriminatory" means affording different treatment to different persons attributable wholly or mainly to their respective descriptions by race, caste, place of origin, political opinions, colour creed or sex. In 1995 the Constitution was amended to make sex discrimination illegal	Article 16		Section 16 (4) C - for the application, in the case of persons of any such description as is mentioned in subsection (3) (or of persons connected with such persons), of the law with respect to adoption, marriage, divorce, burial, devolution of property on death or other like matters that is the personal law applicable to persons of that description		Following an amendment to the Local Government Act in 2011. "Section 16 of the Constitution is amended, in subsection (4), by inserting, after paragraph (a), the following new paragraph - (aa) for a minimum number of candidates for election to local authorities to be of a particular sex, with a view to ensuring adequate representation of each sex on a local authority."

Source: Constitution of Mauritius 1968 (amended in 2001, 2002 and 2003).

Affirmative action

The SADC Gender Protocol calls on governments to implement affirmative action measures to compensate for barriers that prevent women's participation in all spheres of life.

Although Mauritius has in the past been against quotas, in an attempt to increase women's participation in local government, parliament passed a new Local Government Act in 2011 to allow for a quota of least 30% female and 30% male candidates on lists for local government elections. It came into effect in January 2102.

This necessitated an amendment to the Constitution in a country that before fiercely opposed affirmative action, cast in the amendment as gender neutral. The amendment reads: "Section 16 of the Constitution is amended, in subsection (4), by inserting, after paragraph (a), the following new paragraph - (aa) for a minimum number of candidates for election to local authorities to be of a particular sex, with a view to ensuring adequate representation of each sex on a local authority." The Local Government Act sets this minimum of either sex at 30% (see Chapter 2). The Act - a first in Mauritius - breaks new ground at the local level. The constitutional amendment takes away Mauritius' main criticism of the SADC Gender Protocol (affirmative action) and opens the door for Mauritius to sign the Protocol.

Harmful Traditional Practices

There are no known harmful traditional practices in Mauritius. However, following amendments to the Civil



Affirmative action will boost women representation and participation in all spheres if implemented at all levels of governance. The Minister of Social Integration and Economic Empowerment, Honourable Suren Dayal (standing) with participants at a village level workshop on the SADC Gender Protocol and gender related instruments - Dagotière, July 2012.

Photo: Ghirish Singh Abdhoosee

Status Act, a Muslim Family Council (MFC) has been set up under Section 2.9 in 1990. Section 26 of the Act gives the MFC authority to celebrate religious marriage with civil effect and Section 30 (a) provides for celebration in accordance with Muslim rites.

How some gender activists are concerned that Muslim women could be vulnerable during divorce proceedings. "Muslim women's rights and equality before the law may be impinged upon, particularly in cases of divorce. For example, the Supreme Court might grant a divorce but when the MFC calls for the man to pronounce the religious divorce, the man might not turn up, and the woman could be taken hostage. The MFC has no legal mandate to issue a warrant to search for the man or woman" (excerpts from the CEDAW 2009 draft report for Mauritius).

Discriminatory legislation



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

Women do not have minority status in Mauritius. The Constitution and legislation provide in all circumstances for gender equality, including the acquisition and disposal of property, the right to vote, to employment, to education, and to loans.

According to the Attorney General's Office, "there is no discriminatory legislation in Mauritius. Section 16 of

the Constitution of Mauritius provides for the elimination of any form of discrimination in the legislations. Action taken to eliminate discriminations is the passing of the Equal Opportunities Act that incorporates the different grounds of discrimination covered by sections 3 and 16 of the Constitution. There is also the Sex Discrimination Act 2002."

The Office of the Attorney General established a department called 'the draft unit' to make sure that all laws, as well as the language used, are gender-neutral. There has been a complete review of all discriminatory laws and anything that amounted to gender discrimination has been removed.

The Attorney General commissioned a report on gender-neutral language, which resulted in his office issuing a set of guidelines. In addition, Media Watch Organisation-GEMSA has supported campaigns sensitising the public about sexist advertisements, which have resulted in inappropriate advertisements on billboards, radio and television being removed.

Abortion

Mauritius: A first but significant step

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



Sheila Bappoo (left), now Minister of Social Security, National Solidarity and Senior Citizens Welfare and Loga Virahsawmy, GL Director of Mauritius and francophone office at the launch of GL publication Giant Footsteps - Mauritius, May 2011.

Another safeguard against discrimination is a Law Reform Commission, which has been set up for use by any citizen, who feels that his or her case needs to be reviewed by the Supreme Court. Before, only the judiciary could ask for a review of the law.

Difficult areas of law reform

There are many difficult areas of law reform not specifically addressed by the SADC Gender Protocol. These include abortion, sex work, marital rape, and sexual minorities. The SADC Gender Protocol does not reflect these "hot button" issues because of the high level of contention over these issues.

be relaxed where a continued pregnancy is likely to endanger a pregnant woman's life, affect her physical or mental health permanently, or result in severe malformation or abnormality of the foetus.

In his final comments on adoption of the Bill, Prime Minister of Mauritius Navin Ramgoolam cited the passage of the bill as a historical moment, long overdue. He said, "we cannot close our eyes to the problem of backstreet abortion...Inaction has led to the death of

young women. Sometimes young girls are in danger. It is a fact that those who have the means can have safe abortion. It is the poor that are at a loss and go to back street abortionists."

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

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

and where the continued pregnancy endangers the mental and physical health of the mother or the life of the mother or the foetus."

The high number of cases involving women, including minors, who became pregnant because of sexual offences, necessitated the Bill. The law also needed to

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

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

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

- The continued pregnancy will endanger the pregnant person's life;

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

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

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

Sexual minorities

In a sign of changing attitudes, Prime Minister Navin Ramgoolam signed the United Nations (UN) Resolution on Human Rights, Sexual Orientation and Gender Equality. This has put the issue of homosexuality back in the limelight in Mauritius. The leader of the Opposition, Paul Berenger, cautioned the Prime Minister

saying that, "It is quite evident that the government has voted the resolution of the Human Rights Council without taking into account the legal implications for the country." He added that there should have been a debate at national level beforehand given the multicultural and religious diversity of the country.

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 years shall marry;
- Every marriage takes place with free and full consent of both parties;
- Every marriage is registered;
- Reciprocal rights and duties towards the children of the family with the best interests of the children always being paramount; and
- An equitable share of property acquired during their relationship.

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

Mauritius: Divorce by mutual consent

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

The Act aims to:

- Provide for divorce or judicial separation by mutual consent or acceptance in principle of the breakdown of a marriage;
- Reduce, from five to three years, the period of separation required for a divorce or judicial separation;
- Simplify the process following the lodging of a petition;



Empowering women to claim their rights. Women participating in strategic communications workshop - Tamarin Hotel, January 2011.
Photo: Marie Jane Piang-Nee

- Provide for the automatic conversion of a provisional decree into a permanent decree three months after the provisional decree has been granted.

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

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

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

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

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

Access to justice



The Protocol provides for equality in accessing justice.

Table 1.3: Access to justice in Mauritius

Access to justice provision	Country rating on a scale of 1-10 (1 very low and 10 very high)	Explanation
Equality of treatment of women in judicial and quasi-judicial proceedings	9	Magistrates are gender sensitive. There is a new generation of women represented, making up 65% of the judiciary. Legal Secretaries are women with one who is an usher. However women sometimes face chauvinistic attitudes from men.
Equal contractual rights	9	Women and men are equal.
The right to acquire and hold rights to property	7	Although women and men have the same rights to property, women are not aware of their rights.
Encouraging women to exercise their legal capacity	6	There is no discrimination for women to exercise their legal rights but awareness programme are needed for women to know their legal rights.
Ensuring equality of women complainants in the criminal justice system	5	Women are still afraid of being stigmatised.
Equal representation in the courts, including traditional courts	8	There are no traditional courts in Mauritius. More women should work in courts.
Accessible and affordable legal services for women	8	Women have legal aid facilities.

Source: Year 2011 - Reference Group Meeting of May 2011.

Marriage and family laws; widows and widowers; the girl and boy child



The Protocol makes reference to the following specific legislative provisions: Marriage and family rights and the rights of widows; elderly women; the girl child; women with disabilities.

Key marriage and family laws

- The Civil Status Act
- The Child Protection Act
- Protection from Domestic Violence Act
- Pensions Act (including children and widows)
- The Divorce and Judicial Separation Bill -The Act has now to be gazetted to be proclaimed and then can be put in force

Table 1.4: Key provisions on marriage and family laws and the boy and girl child

Provision	Yes/No	Explanation
Marriage		
No person under the age of 18 shall marry.	Yes and No	The Civil Code provides that a person in Mauritius may get married at the age of 18 years. However, a female aged 16 years can get married with the consent of her parents, or with the consent of one of the parents exercising <i>l'autorite parentale</i> , (parental authority) or in the absence of the consent of parents, by the Judge in Chambers if the latter considers that it would be in the interests of the minor to get married.
Every marriage takes place with the full consent of both parties.	Yes	As above.
Every marriage including civil, religious, traditional or customary is registered.	Yes	All marriages celebrated in Mauritius are registered with the civil status office. No religious ceremony may take place prior to the registration of the civil marriage and the issuance of the marriage certificate. However, in the case of the Muslim community, there is the possibility for Mauritian citizens to avail themselves of personal laws, which provide for celebration of religious marriages subject to the provisions of the Civil Status Act being complied with. Articles 228-1 to 228-10 of the Civil Code also contain provisions in relation to religious marriages.
Parties have reciprocal rights and duties towards their children including when spouses separate, divorce or have marriages annulled.	Yes	Civil Codes governs these matters.
Maintenance orders are enforced.	Yes	Section 261 of the Criminal Code criminalises the offence of failing to pay alimony.
Married women and men have the right to decide whether to retain their nationality or acquire spouse's nationality.	Yes	Prior to 1995, only Mauritian men could transmit Mauritian citizenship to their children or non-citizen spouses. Parliament amended the Constitution in 1995 to provide for a Mauritian woman to have the same rights as a Mauritian man as far as transmission of Mauritian citizenship is concerned. Interestingly, this coincided with the inclusion of "sex" in section 16 of the Constitution on the grounds that discrimination is prohibited.
Widows and widowers		
Widows are not subjected to inhuman, humiliating or degrading treatment.	Yes	No difference of treatment is afforded to widowers and widows; they enjoy the same rights as any other citizen. A widow or a widower may decide to marry again if they so wish without the permission of parents.

Provision	Yes/No	Explanation
A widow automatically becomes guardian or custodian of her children, unless otherwise determined by a court of law.	Yes	Article 261 of the Civil Code. In cases of divorce the custody of children aged less than five years is automatically granted to the mother unless there are exceptional circumstances whereby the child's health or security might be at risk.
A widow shall have the right to live in the matrimonial house after her husband's death.	Yes	This is according to law.
A widow shall have access to employment and other opportunities.	Yes	Laws as well as empowerment programmes in Mauritius make provision for this.
Widows shall have the right to an equitable share in the inheritance of her husband's property.	Yes	Subject to the particular choice of matrimonial regime under which the marriage was contracted i.e. <i>separation de biens</i> or "community of goods."
Widows shall have the right to remarry any person of their choice.	Yes	Women and men are equal in Mauritius and as such can remarry after a divorce.
Widows shall be protected from all forms of violence and discrimination.	Yes	Widows are considered equal to any other citizen of Mauritius and have the same protection.
Girl and boy child		
Eliminating all forms of discrimination against the girl child.	Yes	Both girls and boys are considered equal and have the same rights.
Girls have the same rights as boys and are protected from harmful cultural attitudes.	Yes	Both girls and boys have the same rights and there are no harmful cultural attitudes in Mauritius.
Girls are protected from all forms of economic exploitation, trafficking, violence and sexual abuse.	Yes	The Human Trafficking Act has been passed in 2009 protecting all Mauritians.
Girls have access to information, education, services and facilities on sexual and reproductive health and rights.	Yes	The Child Protection Unit of the Ministry of Gender Equality, Child Development and Family Welfare, the Ombudsperson for Children, the <i>Brigades des mineurs</i> (Brigades of Minors) and NGOs ensure this.

Source: State Law Office Year 2009.

Costing

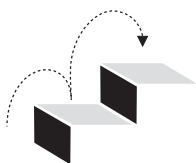
The country does not have "Victim Friendly Courts" but a family court, which deals with family violence, divorce and child protection. However, there is no detailed budget of the courts functioning in Mauritius. Creation of dedicated and specialised divisions has resulted in a more efficient and speedy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

Information from the office of the Attorney General's office for 2010 shows that Rs29,381,000 (\$US1,088,185) was earmarked for Policy and Management for Legal and Drafting Services. Out of this amount the legislative drafting and law review process received 44.5 % of the

budget at Rs13,083,000 (\$US484,555) and 30% that is Rs8,900,000 (\$329,629) for law reform and development.

The two budget lines - law reform and legislative drafting - provide opportunities for implementing key provisions of the SADC Gender Protocol on constitutional and legal rights.

While the budget is not gender-disaggregated, gender considerations are assumed. The budget would have been used for developing the New Local Government Act in 2011 and for the process of amending the Constitution to provide for gender-neutral quotas which ensures at least 30% of women and 30% men appear on the party lists of candidates.



Next steps

While Mauritius has not signed the SADC Gender Protocol, the country has signed and ratified regional and international instruments that seek to provide a framework to promote the rights of women.

- Now that the Local Government Act is passed, women in the communities must be encouraged to stand for office in local government elections;
- Gender activists need to advocate for the local government quotas to be extended to national level politics.
- The government and gender activists need to continue to sensitise women and men about their equal rights.
- Advocate for Mauritius to sign and ratify the SADC Protocol on Gender and Development since the constitution has been amended to allow for quotas.
- Sensitise the judiciary and national treasury department to conduct gender responsive budgeting to inform allocation of resources as well as keep sex disaggregated data to assess beneficiaries.



Women, men and children marching to claim their rights - Curepipe, December 2011.

Photo: Marie Jane Piang-Nee



Forgotten by families

Anushka Virahsawmy



CHAPTER 2

Governance

Articles 12-13

KEY POINTS

- With an SGDI score of 29% for governance, Mauritius lags behind most other SADC countries, ranking 13.
- Citizens scored the country better at 59% according to the CSC, which is 30 percentage points more than the SGDI score.
- Women's representation in parliament is low at 19%.
- Mauritius is amongst the worst performers out of the 15 SADC countries, in terms of women representation in local government at 6%. It is anticipated that the adopted legislated quota for local elections following the passing of the new 2011 Local Government Act and Constitution amendment that requires at least 30% quota for candidates of either sex to be on each party list which will increase women's representation.
- Mauritius next local government elections are scheduled for later in 2012.
- It is imperative to train women potential candidates across all political parties in order to utilise the allocated quota on all party lists.



Training women to take up leadership positions is key. Satyam Chummun attending a women in politics workshop - Triolet, March 2012.
Photo: Loga Virahsawmy

Table 2.1: SGDI and CSC score for governance

	SGDI	CSC
Scores	29%	59%
Ranks	13	7

Governance is the only area where Mauritius received a score below 50% on the SGDI. With a score of 29%, the country ranks as low as 13th. This is because women's representation

in parliament is only 19%. At local government level, the figure is even lower at only 6%.

However, citizens gave a more generous score of 59%, ranking the country seventh out of the 14 SADC countries (excluding Angola) where citizen scorecards were collected. Their higher scores could have been influenced by parliament's adoption of the Constitutional amendment allowing for 30% legislated quota of candidates of either sex to be on each party list for local elections.



The SADC Protocol provides that member states should endeavour to ensure that women including through the use of affirmative action measures hold 50% of decision-making positions in all public and private sectors.

Gender and political parties

Women are under-represented at the highest level of decision-making structures of political parties. Table 2.2 shows the breakdown of women and men in the top six positions in the two main political parties in Mauritius.

Table 2.2: Representation of women and men in key party structures

Party	Head		Treasurer		Secretary general		Fourth top position		Fifth top position		Sixth top position		% F	% M
	M	F	M	F	M	F	M	F	M	F	M	F		
Ruling party BDP	✓		✓		✓		✓		✓		✓		0%	100%
BMD The main opposition	✓		✓		✓		✓		✓		✓		0%	100%

Source: Year 2011 - Secretary General of the Labour Party.

Table 2.2 shows that no woman has a key position neither in the ruling party nor the main opposition party.

According to the Labour Party, functionaries are aware of the SADC Protocol on Gender and Development but because Mauritius has not signed, no tangible plans have been put in place to achieve the targets. However, the Labour Party has a quota of at least 30% women at the executive level but not for electoral candidates. According to the Secretary General, the Labour Party designates women candidates in a democratic manner and they participate in political activities in the same way as their male counterparts.

The main opposition party, the MMM, has 30% at executive level since March 2011 and 20% quota for women electoral candidates.

Selection of women for primaries

The Secretary General of the Labour party ensures that of the three members who are elected at constitutional level, one must be a woman.

Women's wing

In the Labour Party, a chairperson presides over the women's wing which is composed of all women members of the executive committee, totalling some 200 women; ten delegates from each constituency. A national committee meets regularly with the party's secretary general always present. They discuss national issues, as well as gender issues such as women's rights, gender mainstreaming, women's empowerment as well as women's participation in politics. Occasionally the leader of the party attends these meetings.



Mrs Paulette Lagaieté, councillor of Le Hochet Village is one of the few women in local government in Mauritius - September 2012.

Photo: Ghirish Singh Abdhoosee

Measurable impact of women in the party

Labour party: Women's inclusion in decision-making structures such as Parliament provides them with an opportunity to influence policy-making. Since 2006, the national budgetary allocations are becoming more gender sensitive. The leader gives the opportunity to all women representatives at the executive committee level to voice their concerns and to contribute to the government programme. The 30% representative at constituency level in the Labour Party has encouraged more women to participate at local authorities and central government levels. There are more women mayors now than in the past.

Women take strong positions against unwarranted attacks towards women in the party. According to the Labour Party, women condemn derogatory attitudes and language of elected Members of Parliament and have had a wide impact: For example;

- Women take a stand on national issues.
- They mount campaigns in the media and in other forums to enhance their participation in politics.
- Women inform regional and international organisations, such as SADC, UN, Socialiste Internationale on women's status in Mauritius.

- They have supported the setting up of 15 women centres across the country whereby women benefit from training programmes and awareness on various issues related to women.
- They have set up two women empowerment development centres geared towards women entrepreneurship development.

According to the Labour Party, the appointment of Her Excellency Mrs Ohsan Bellepeau as Vice President of the Republic of Mauritius demonstrates commitment towards women's empowerment. The Prime Minister Dr N. Ramgoolam appointed three women ministers.

Table 2.3: Gender in political party manifestos

PARTY	QUOTA AND NATURE/NO.	WOMEN SPECIFIC PROJECTS	GENDER MAINSTREAMED IN MANIFESTOS
The Alliance of the Future	No quota as women candidates but a quota of 30% women in decision making at party level	<ul style="list-style-type: none"> • Technical support in each Ministry to put in place a Sectoral Gender Policy • Research Centre on Gender Issues • Clusters for women entrepreneur in different fields • Family Theme Park • Regional Creativity Centre • Consolidated Children Bill • Kindergarten for children as from three months old to allow mothers to work • Home based Care • Creation of a Ministry of Social Integration • Empowerment of poor people • Food Security • The elderly • Sensitization campaigns to prevent GBV • Infrastructure so that women can be economically independent • Institute for the health and well being of women 	<ul style="list-style-type: none"> • Democratisation of the economy • A nation of entrepreneurs • Empowerment of citizens to fight against poverty • Food Security • Decent work country programme • Security of citizens • Victims Rights Act • Independent Police Complaints Bureau • Break the chains of poverty • Training of people with disabilities • Home based care • Access of all children to school • Schools must be closer to students • Regional poles for access to tertiary education
The Alliance of the Heart	At least 20% women must be fielded as candidates 30% women occupy decision making positions at party level	<ul style="list-style-type: none"> • Eradicate discrimination against women • Legislation to have one seat for a woman in each constituency for the National Assembly and one third of seats for localities • Electoral reform including PR • An independent commission to look at all laws and implementation of laws that discriminate women • An aggressive action to combat domestic violence • Half way home for women • Special unit at the police to listen to women • Housing • Women's health • Equal salary for equal pay • Feminine Entrepreneurship • High Level Monitoring Committee for Gender Policy • Promoting women's health 	<ul style="list-style-type: none"> • Protection of consumers • Food security • Small Scale Industries • Cooperatives and handicrafts • Fight against poverty • Social protection • Education and the protection of children • Public health • Housing • Sports for all • Democratisation of culture (Both women and men have the same access to cultural activities)

Source: Year May 2010 - Manifestos of the Alliance of the Future and the Alliance of the Heart - May 2010.

Gender in electoral processes

Mauritius uses the First Past the Post (FPTP) electoral system both at local and national level. Only Rodrigues use a mixed system in their regional assembly elections whereby they elect 12 members FPTP and six others by proportional representation (PR).

The Sachs report (2001) and the report of the Select Committee of the National Assembly presided by a Mauritian lawyer both recommended to change the FPTP system because of the distortions between the percentage of votes obtained by a political party and the number of seats it receives in parliament. Gender featured prominently in these two reports, particularly in the Sachs report, which said Mauritius has a democratic deficit as far as women in politics is concerned.

Mauritius: New Act provides for a legislated quota



Honourable Herve Aime who is Minister of Local Government of Mauritius, made history by leading the process of providing a gender neutral legislated quota for local government through the 2011 Local Government Act which led to a Constitutional amendment. Photo: Marie Jose Coopan

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

The Act requires that political parties field a minimum of one-third of candidates of either sex for the general municipal and village council elections. Articles 12 - 13 of the Southern African Development (SADC) Community Gender Protocol aim to achieve equal representation and participation by women and men in all areas of decision-making including the use of affirmative action measures as provided for in Article Five.

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

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

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

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

In a meeting with Virahsawmy in January, the Prime Minister intimated that Mauritius - one of two countries that have not signed the Protocol - is not far off from doing so.

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

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

The training aims to provide women political aspirants with the tools and skills to engage with the media. Training helps women prepare for radio and television interviews and also provides them with campaigning

skills such as developing political manifestoes. Some women have financial and family constraints so it has been important to schedule training in the evening.

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

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

Males make up the staff component of the electoral commission office

The directorate/policy-making and management level of the Electoral Commissioner's Office are all males. The positions include:

- The Electoral Commissioner
- The Chief Electoral Officer
- The Deputy Chief Electoral Officer
- Two Principal Electoral Officers
- Two Senior Electoral Officers

However the tables turn at middle-management level where there are nine electoral officers, and of these seven (78%) are women. There is one officer who has been officially designated to deal with gender issues.

Conduct of polls

The law and regulations relating to the organisation and conduct of elections do not allow for gender discrimination. For the first time in 2010, the electoral commissioner gave sex-disaggregated figures for voters. Although only 21.6% of women were fielded as candidates, there were 51% women voters compared to 49% male voters.

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



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

There are more women voters compared to men voters

The Principal Electoral Officer of the Electoral Commissioner's Office explained that as the law did not require it in the past, their office did not collect gender-disaggregated information about the electorate. However, following a house-to-house enquiry held in January and February 2011 they have effected some changes. After compilation of the 2011 final registers of electors between July and August, this information will be available in their database.

Women's league is used to woo women voters

All political parties, led by the women's leagues, target women voters, including through door-to-door meetings and press conferences. In the 2010 general elections show that there were more women voters at 51% than male voters at 49%.

No formal voters' education

There is no formal voters' education in Mauritius. But Gender Links through its training on "Leadership Skills for Women in Politics" advise women on how to effectively conduct their campaigns and how to educate their voters on gender issues.

Candidates fielded

Table 2.4: Candidates fielded at national level

PARTY	LAST TWO ELECTIONS (2005)				MOST RECENT ELECTIONS (2010)			
	M	F	Total	%W	M	F	Total	%W
Ruling	50	10	60	17%	47	13	60	22%
Main opposition	54	6	60	10%	52	8	60	13%
TOTAL	104	16	120	13%	99	21	120	18%

Source: Year Electoral Commissioner's Office Website.

Table 2.4 shows that out of 120 candidates for both the ruling and the main opposition parties for the general elections of 2010, only 21 (18%) were women. This is a marginal increase of only five (five percentage points)

more women candidates and way below the 50% target in the AU Protocol on Women's Rights and SADC Declaration on Gender and Development that Mauritius is party to.

Table 2.5: Candidates fielded at local level

PARTY	LAST TWO ELECTIONS (2005)				MOST RECENT ELECTIONS (2010)			
	M	F	Total	%W	M	F	Total	%W
Ruling	223	29	252	11.5	110	16	126	12.7
Main opposition	207	20	227	8.8	106	20	126	15.9
TOTAL	430	49	479	10.2	216	36	252	14.3

Source: Government Gazette, September and October 1996, September 2001 and September 2005.

Table 2.5 shows that the number of female candidates fielded at local level was even lower although women should have more chances at local level. Women tend to be more in touch with their communities. Out of a total of 252 candidates, only 36 (14.3%) were women candidates from both the ruling and the main opposition parties. Again this is a far cry from the 50% target.

Mauritius appointed its first woman Vice President in November 2010 after nearly four decades of independent and two decades of being a Republic.

Talking to the media soon after her nomination, the first woman Vice President Monique Oh San Bellepeau said, "The Prime Minister believes in the capacity of women and wants women to go forward." While Prime Minister Navin Ramgoolam said, "I believe in gender equality and I am showing it."

Presidential elections

There are no presidential elections in Mauritius. The National Assembly elects both the President and the Vice President of the Republic for a five-year term.

Mauritius' appointment of first woman Vice President a victory for all women



Monique Oh San Bellepeau, Mauritius' first female Vice President.
Photo: Empoweredwomen.blogspot.com

Monique Oh San Bellepeau as the first woman in the history of Mauritius to be nominated as Vice-president of the Republic.

After nearly four decades of independence and two decades of being a republic, Mauritius is beginning to place women in five key positions.

Some argue that the post of Vice President is a rubber stamp; others say that there is no need for a vice-president in a small country like Mauritius. A few squabbles on the salary and fringe benefits of the post have arisen.

But Oh San Bellepeau's nomination is not only a strong symbol that gender equality is high on the agenda of the present government but is also a victory for gender activists, Mauritian

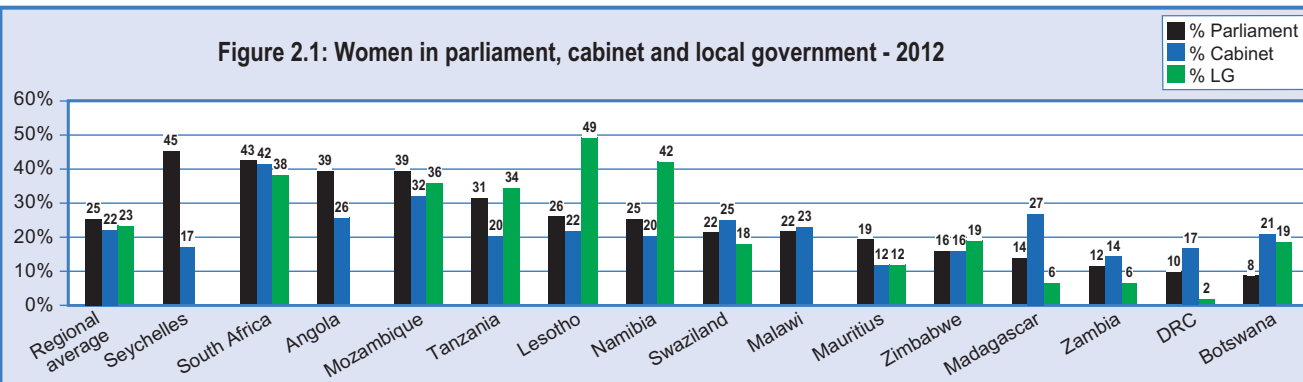
women and for women in the SADC region. In the absence of the President travels, she stands in his place to lead the country.

Oh San Bellepeau has a long history of social activism and a good grasp of the media, having worked at the Mauritius Broadcasting Corporation during the 1960s. She was also a Junior Minister at the Ministry of Rural and Urban Development from 1995 to 2000. In 2009 she achieved the distinction of Grand Officer of the

Order of the Star and Key of the Indian Ocean (G.O.S.K) for services in social and political fields.

The nomination of Oh San Bellepeau is in line with Section 16 of the Constitution of Mauritius, which guarantees gender equality, as well as Articles 12-13 of the SADC Protocol on Gender Development, which stipulates that, "State Parties shall endeavour that, by 2015, at least 50% of decision-making positions in the public and private sectors are held by women".

Figure 2.1: Women in parliament, cabinet and local government - 2012

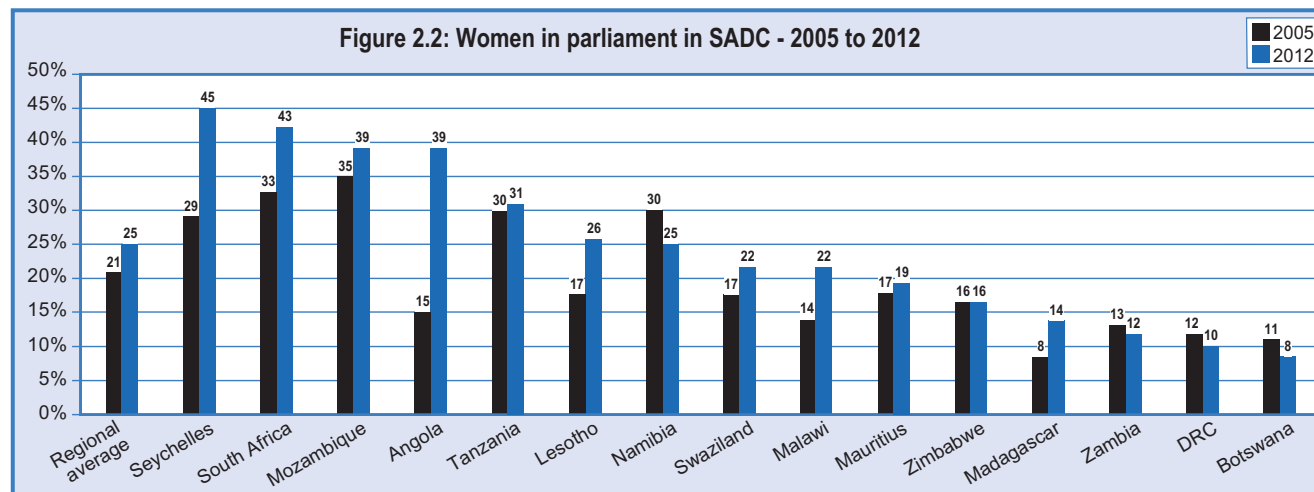


Source: 2012 SADC Gender Protocol Barometer, Gender Links.

Figure 2.1 shows that Mauritius continues to perform poorly in political decision-making compared to other sectors. The country ranks 10th out of the 15 SADC countries with women's representation in parliament

at 19%. Women fare even worse at local government, with women's representation only 6%, among the worst performers along with Botswana, Zimbabwe, Zambia, Madagascar and DRC.

Figure 2.2: Women in parliament in SADC - 2005 to 2012



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

Figure 2.2 shows that women's representation in Mauritius has increased by 2% in the last six years, but is still low at 19%.

Although at least ten countries in the region are yet to reach a 30% representation, there has been a steady

overall increase in women's representation in parliaments in the region from 21% to 25% in 2012. At 45% Seychelles ranks highest in the region and fourth in the world with regard to women's representation in parliament.

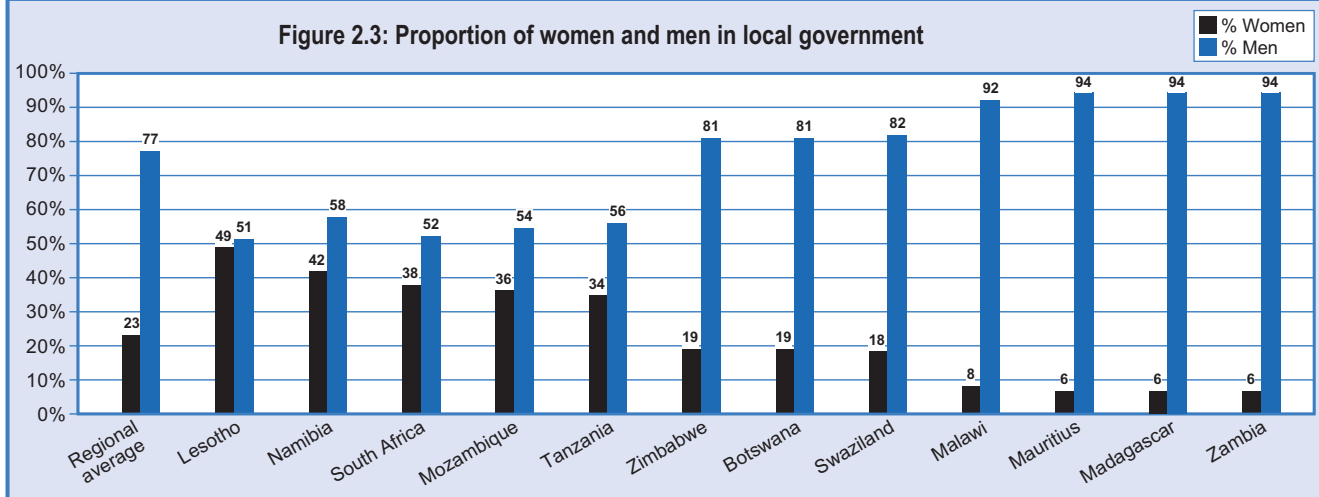
Table 2.6: Global comparison of women in parliament

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

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

Table 2.6 shows that SADC compares favourably to other regions in the world coming second at 24,6% after the Nordic countries.

Figure 2.3: Proportion of women and men in local government



Source: 2012 SADC Gender Protocol barometer.

Women representation in local government in Mauritius is very low at 6%. Figure 2.3 shows that Mauritius is along with Malawi, Zambia and Madagascar who all score below 10%.

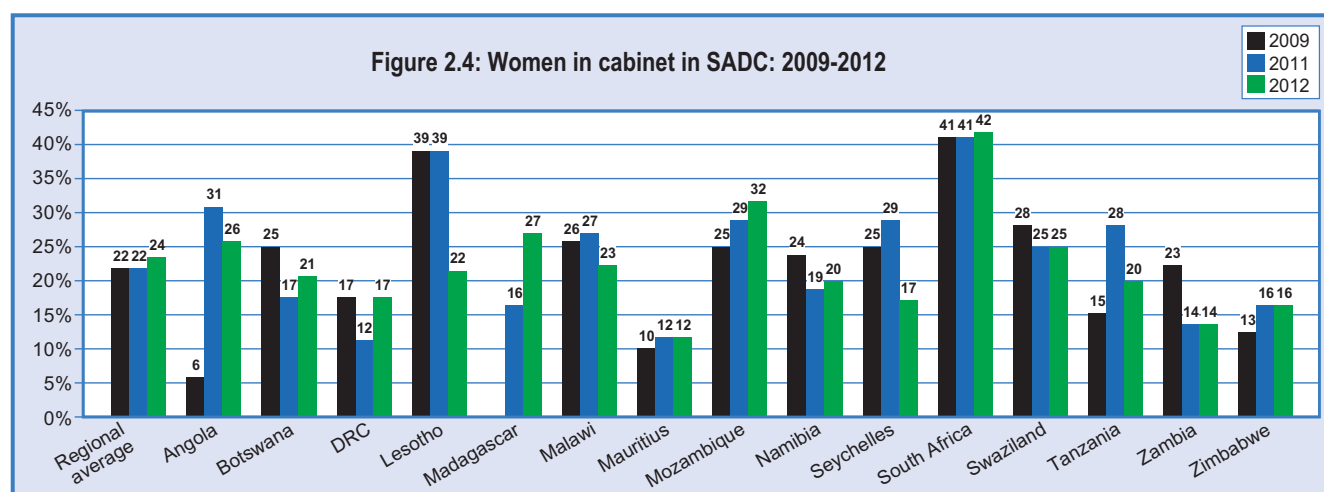
Cabinet

Prime Minister Navin Ramgoolam increased his cabinet from 21 to 25. Nearly half of the Ministers are performing ministerial duties for the first time. Out of the 25 ministers, three were women, compared to two women before the general elections. However, the two political parties formed a coalition during the 2010 General Elections separated in 2011 with the result that the cabinet lost the Minister of Health, a woman.

That was the first time in history that there had been a woman as Minister of Health. The remaining women in cabinet are heading Ministries traditionally given to women, namely Social Security and Gender Equality.

Government renamed the Ministry of Women's Rights to Ministry of Gender Equality and there is a new portfolio of Social Integration and Economic Empowerment; with eradication of poverty together with women's empowerment now on the agenda of the government.

Prior to the May 2010 general elections only one (13%) woman out of a total of eight served as a Parliamentary Private Secretary (PPS). This number has increased to three (30%) out of a total of 10 after the general elections.



Source: 2012 SADC Gender Protocol Barometer.

Cabinet is the one sphere of decision-making in which it is theoretically relatively easy to “ring up the changes” since leaders have the leeway to appoint the ministers. But Figure 2.4 shows that in Mauritius the proportion

of women in cabinet has risen by a mere 2% from 10% in 2009, ranking the country as low as seventh in the region. The regional average representation of women in cabinet has only jumped two percentage points from 22% in 2009 to 24% in 2012.

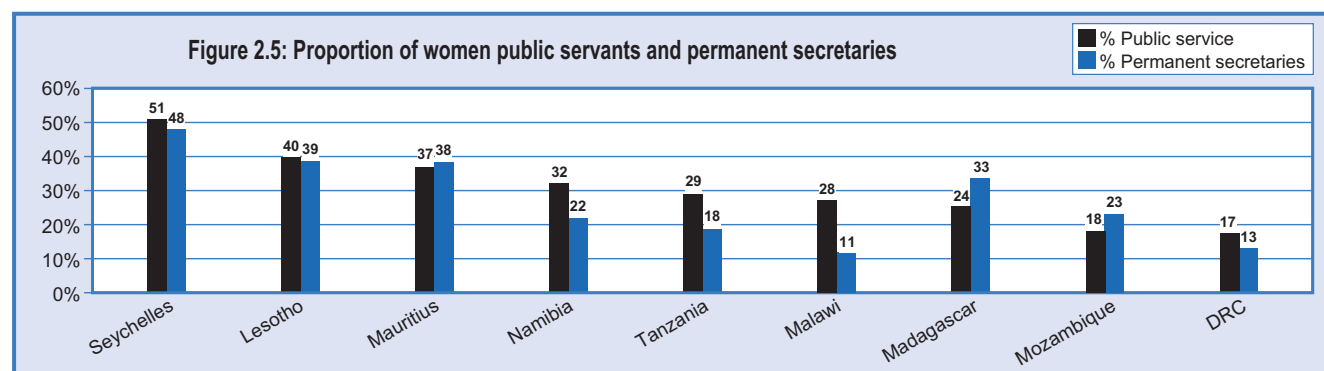
The Public Service

Table 2.7: Women and men in the public service

Grade	No of women	No of men	Total	% women	% men
Permanent secretaries/Chief Executive	8	13	21	38%	62%
Senior managers/Principal Assistant Secretaries	22	42	64	34%	66%
Directors/Managers	119	201	320	37%	63%
Total	149	256	405	37%	63%

Source: Year 2011, Minister of Civil Service Affairs.

Table 2.7 highlights that the proportion of women in senior management positions at 37% in the public service in Mauritius is relatively high when compared with women in politics at 18.8%.



Source: SADC Gender Barometer 2012.

Figure 2.5 shows wide regional variations with regard to women's representation in the public service. Mauritius, ranks third with women representation at 37% of public servants and 38% of the permanent secretaries.

In line with the government's programme 2010-2015, the Gender Unit extends technical support and advice to 19 Ministries to formulate gender sectorial policies and programmes.

Participation



The Protocol provides that State Parties shall ensure the equal participation of women and men in decision-making by putting in place policies, strategies and programmes.

Table 2.8: Enhancing participation by women in public life

Measure of participation	Country rating on a scale of 1-10 (1 very low and 10 very high)	Explanation
Leadership, gender sensitivity training or mentorship.	8	NGOs carry out training on leadership skills and mentorship but more needs to be done.
Support structures for women in decision-making.	8	NGOs have given training to women's leagues of the Labour Party and the Mouvement Socialiste Mauricien (MSM).
Establishment and strengthening of structures to enhance gender mainstreaming.	5	Although some Ministries have gender desks, they do not fully implement their mandates and some are not aware of the existence of gender desks.
Changing discriminatory attitudes and norms of structures and procedures.	5	Laws exist but there is a lack of implementation. The Equal Opportunity Act still needs to be promulgated. The Sexual Offences Bill has been shelved.
Inclusion of men in gender related activities including community mobilisation	5	Gender Links through its Centres of Excellence; The Ministry of Gender Equality through its Men as Partners and Women in Networking through its Men against Violence are mobilising the community to include men in gender-related activities.

Source: Year 2011 - Participants at the reference group meeting.

In an interview with Gender Links, Hon. Kalyanee Juggoo, Private Parliamentary Secretary (PPS) highlighted that many gender-related laws exist but are not being implemented properly. "All those concerned including ministries and NGOs must work together to educate the nation and change mind sets. Laws must be implemented and must be enforced."

According to PPS Kalyanee Juggoo, the Prime Minister is committed to increasing the number of women in decision-making positions and has recently talked about a quota system. "We must find ways and means of not only putting more women in decision-making but we must educate the voters so that women are elected. Male parliamentarians must also be trained as very often they point their fingers at people who are in Parliament through the best loser system saying that these people have not been elected. If women are in Parliament through a quota system we must make sure that fingers are not pointed at them."

Costing

Campaign funding

According to the Labour Party finances are not a barrier for women's participation in politics. The party argues that candidature does not depend on the economic status of the woman but rather on their efficiency, capabilities and commitment to the party among various considerations. The party says it stands by all its women candidates for all strategic support including finances and logistics for campaigning .

“Political campaigns cost almost Rs5million (about US\$185 000) for each candidate to run for a general election.”

Political campaigns cost almost Rs5million (about US\$185 000) for each candidate to run for a general election. It costs much less for municipal and village elections, from R100,000 (about US\$3,700) to Rs15,000 (about US\$500) respectively.

Political parties also receive funding from private companies for general elections but candidates must source their own funding for municipal and village elections.

Access to funding

For general elections, most of the funding flows directly to the political head and leaders. The latter then distributes it accordingly to candidates depending on the needs of the constituencies. Candidates for a larger region receive more support than those from smaller ones. Sometimes candidates have their own sponsor.

According to information gathered from the last general elections the MMM women candidates each obtained Rs200,000 (about US\$7,400) from the party for electoral expenses. Generally, the elected members contribute a percentage of their income to the party, which in turn finances the activities of the women's wing among other commitments.

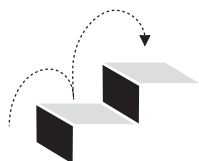
Costing

The Public Service uses a performance management system. The budget for parliamentary affairs is Rs333,169,000 (about US\$12,339,592); this does not

include the salaries of 25 ministers, met by each respective ministry.

Financing local government

There is no specific amount mentioned. However there are some municipalities or district council that have organised seminars on gender issues, domestic violence or women rights out of their specific Welfare Budget. But in the national budget, there is no specific amount allocated, not even in the municipal budget. Sometimes, it comes from the mayor's fund or welfare fund as activities.



Next steps

- Mauritius needs to now push for 50/50 political representation at all levels.
- Due to women's poor representation in all levels of government; advocacy should centre on at least extending the quota system to parliamentary level.
- Pressure should be stepped up for a change in the electoral system. Proportional Representation (PR), and especially the closed-list PR system applied in South Africa, Mozambique, Angola and Namibia, is more favourable for ensuring women's entry into politics.



"Sarah"

Anushka Virahsawmy



CHAPTER 3

Education and training

Article 14



Catch them whilst they are still young! Boys and girls take time out to march for gender justice.
Photo: Mary Coopan

KEY POINTS

- The SGDI score for gender and education in Mauritius at 99% puts the country second in the region.
- This means that Mauritius is one percentage point away from reaching 100% in this sector and should achieve this target before the 2015 deadline according to empirical data.
- The CSC score for education of 72% is the second highest in the region.
- Mauritius has the highest proportions of women at tertiary education in 11 SADC countries where data was available.

Table 3.1: SGDI and CSC for education

	SGDI	CSC
Scores	99%	72%
Rankings	3	2

Table 3.1 shows that the SGDI score for education at 99% is considerably higher than the CSC of 72%. The SGDI measures enrolment at primary, secondary and tertiary education, but not the qualitative nuances that the citizens pick up, for example gender biases in curriculum.

Background

While Mauritius has largely met the *Education For All* goals and the third Millennium Development Goals (MDGs) to eliminate gender disparity in primary education by 2015, efforts are still being made to tackle the few disparities that remain in secondary schools. With the new national curriculum framework at the primary level, gender parity has been reinforced. Both boys and girls study the same subjects and are exposed to the same pedagogy. All gender stereotypes are being removed from instructional materials to create

a more enabling environment for self-esteem and personal development of both sexes. This is ensured through an integrated approach.

At the secondary level, a new national curriculum framework is currently being drafted. The policy document, 'Towards a Quality Curriculum' - A Strategy for Reform' (Ministry of Education, 2006) lays down the major curriculum orientations for an education that meets the standards of quality, equity, relevance and parity. The guiding principles of the document reinforce learning strategies, which not only develop students' cognitive skills but also ensure strong life skills, critical thinking and decision-making.

The policy document also addresses some gender bias in education, like the access to programmes and some subject choice; for example more girls choosing home economics while boys selecting design and technology. In 2009 on a pilot basis, science as a compulsory subject was introduced in Forms four and five to encourage more girls to take it. In the field of sports, activities

traditionally reserved for boys are now being offered to girls.

In the pre-vocational sector, girls are given an opportunity to acquire, not only basic numeracy and literacy skills, but also life, communication, livelihood and trade skills. This enables young women to take up technical/vocational apprenticeship. Girls as well as boys can choose from trade subjects including carpentry, sewing and computer programming.

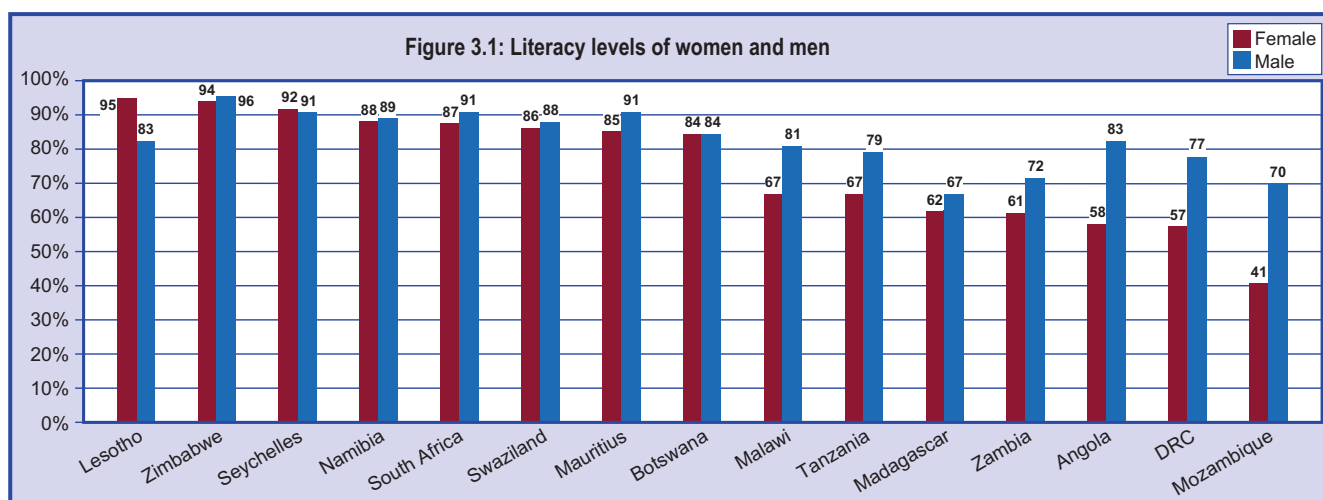
The pedagogical approach of the pre-vocational curriculum ensures that both sexes develop the competencies that will be required for life-long learning and prevent boys and girls from dropping out of school. The performance of boys lags behind girls in both primary and secondary school. For example the performance of girls at the Certificate of Primary Education (CPE) exceeds that of boys (73% compared to 62% in 2008). These have resulted in more boys repeating primary school and being placed in the prevocational classes. As a result, the enrolment ratio for boys at secondary level is lower than girls.

Table 3.2: Access and enrolment in the education sector - 2010

Type of Data	Boys/Men	Girls/women	Total	% Women/girls	% Men/boys
Year 2011					
Literacy*	91%	85%	-	-	-
Year 2010 - Enrolment					
Primary School	59672	57760	117432	49.2	50.8
Secondary school - Academic	54855	60148	115003	52.3	47.7
Secondary - Pre-Vocational	4764	2678	7442	36.0	64.0
Tertiary level **	10248	15971	26219	60.9	39.1
Vocational ***	7037	2227	9264	24.0	76.0

Source: *UNESCO 2011, Central Statistics Office **Public Funded Tertiary Institutions ** *Vocational figures include Mauritius Institute of Training and Development (MITD) Centres

Literacy



Source: Gender Links Regional Barometer Report, 2012.

Figure 3.1 shows that with the exception of Seychelles and Lesotho, women in Southern Africa have lower literacy levels than men. However, Mauritius literacy

levels are high with women's literacy level at 85% which is six percentage points lower than that of men at 91%.

Enrolment and retention

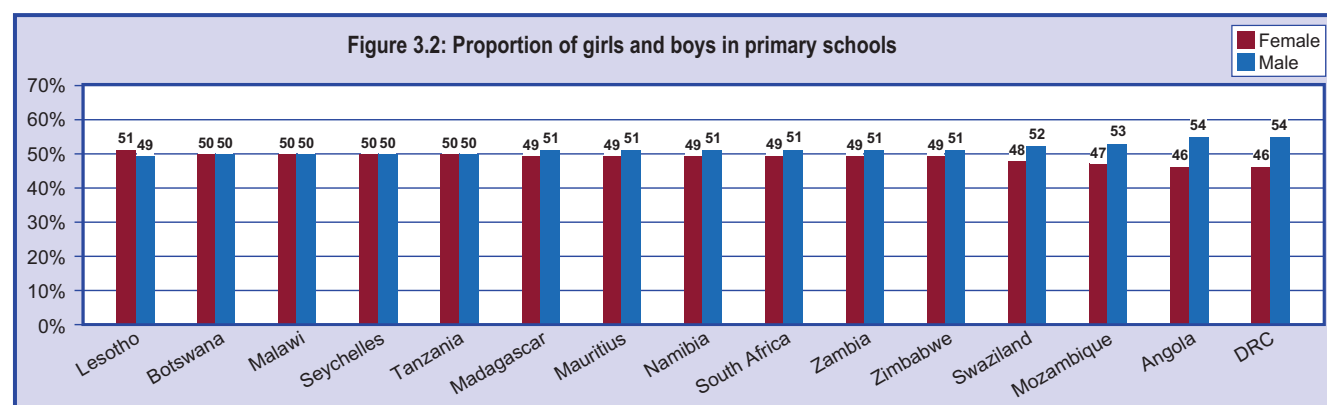


The Protocol provides that state parties shall enact laws that promote equal access to and retention in primary, secondary, tertiary, vocational and non-formal education.

Table 3.2 shows that in primary schools and vocational institutions there are more males than females whereas in secondary and tertiary institutions females outnumber males. At the reference group meeting, participants highlighted that more girls must be encouraged to join

male-dominated courses and vice versa. In vocational institutions, most courses are geared towards the needs of males who control most skilled manual work, leaving unskilled work to women.

Primary school

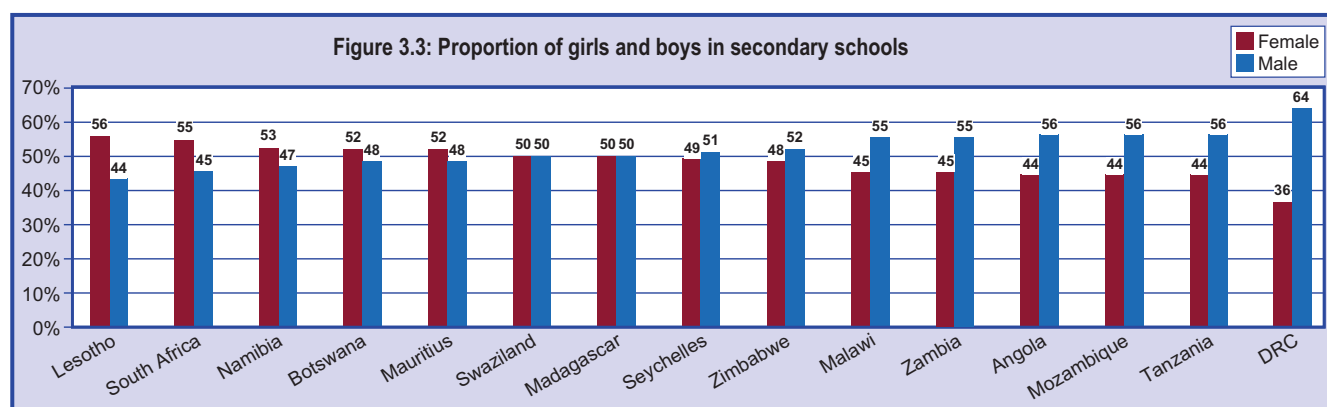


Source: 2012 SADC Gender Protocol Barometer.

Figure 3.2 shows that Mauritius has almost reached gender parity in primary schools though boys still outnumber girls by two percentage points. All SADC

countries are doing comparably well with those countries emerging from post conflict situations tailing behind but still acceptable levels.

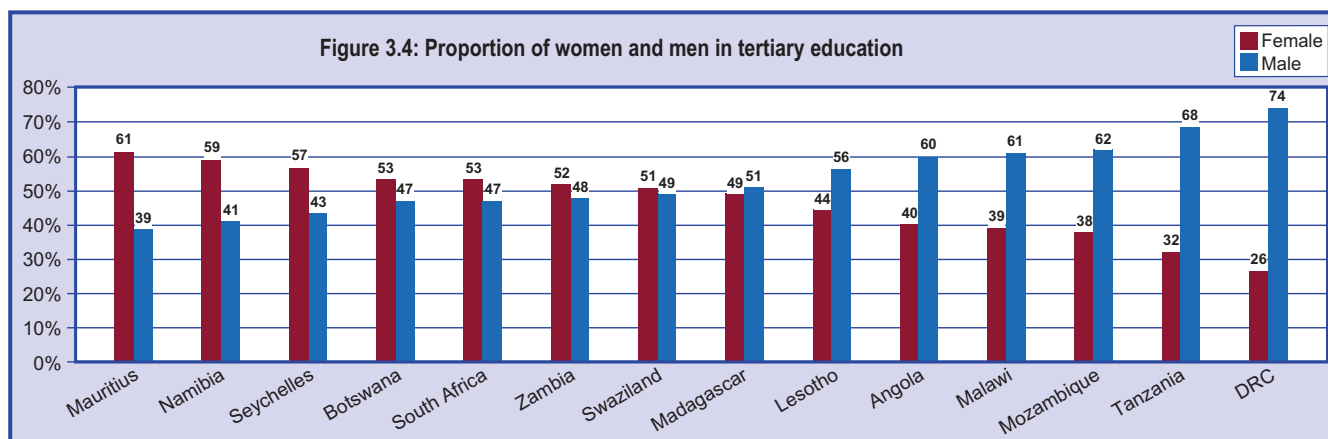
Secondary school



Source: 2012 SADC Gender Protocol Barometer.

Figure 3.3 shows that with 52% the gender gap is narrowing at secondary school in Mauritius and also in the most of SADC. Mauritius ranks joint fourth place out of the 15 SADC countries:

Tertiary education



Source: SADC Gender Protocol 2012, Gender Links.

Figure 3.4 shows that Mauritius ranks top with the highest proportion of women at tertiary education in 11 SADC countries. Seven SADC countries now have higher proportions of women than men at tertiary level compared to five last year. Along with Mauritius these countries are Botswana, Seychelles, Namibia and South Africa now joined by Zambia and Swaziland.

However it needs to be further interrogated what is keeping boys out of tertiary education and which subject areas are women more concentrated.

Table 3.3: Pass rates - 2010

	Boys/Men	Girls/women
Primary	63.1	74.4
Secondary O Level	73.3	81.8
Secondary A Level	73.9	81.8

Source: Mauritius Examination syndicate.

Table 3.3 shows that girls achieve higher marks than boys. Mauritius is still a patriarchal society and parents tend to give boys more opportunities than girls to study abroad for further studies. Girls tend to opt for competitive scholarships for the University of Mauritius.

Challenging stereotypes

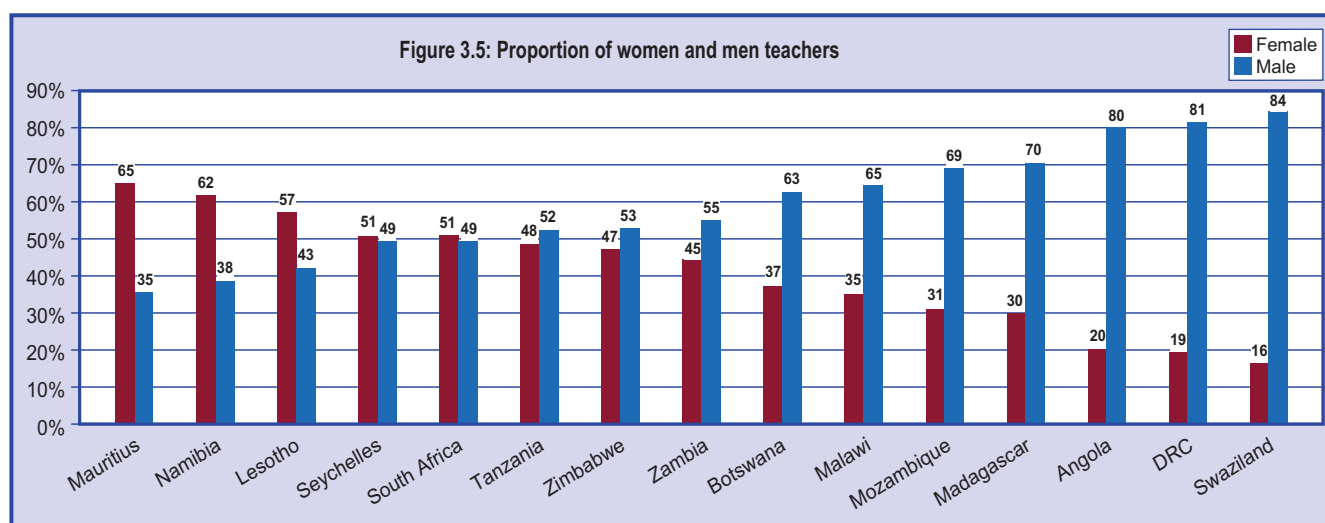


The Protocol requires that by 2015 state parties adopt and implement gender sensitive educational policies and programmes addressing gender stereotypes in education and gender-based violence.

Figure 3.5 shows that Mauritius together with Namibia and Lesotho have substantially more women than men in the teaching profession. In Mauritius, women make up 65% of the teaching workforce with men only 35%.

Mauritius has positive policies in education. Parliament amended the Education Act in 2004 to provide compulsory education up to the age of 16 years. In addition, by law a pregnant pupil and teenage mother

are allowed to attend school. Pupils who have failed their Certificate of Primary Education and are at least 13 years old are admitted in pre-vocational schools for a three-year course. Upon completion of the course, they then take a National Trade Certificate Foundation Course. Government provides free transport to all schoolchildren including those attending tertiary institutions.



Source: 2012 SADC Gender Protocol Barometer.

Table 3.4: Gender disaggregated data on school administration

Staff category	No of women	No of men	Total	% women	% men
Primary					
Head teacher/Deputy Head Teacher	621	614	1235	50.3	49.7
Teacher - General Purpose & Oriental language	3822	1650	5472	69.8	30.2
Secondary (Academic & Pre-Vocational)					
Senior Management	115	178	293	39.2	60.8
Teaching Staff	4829	3494	8323	58.0	42.0

Source: CSO, 2006.

Table 3.4 shows that more women than men are in school administration except at senior management where women represent only 39.2%.

Consistent with the enrolment figures at tertiary level, Table 3.5 shows that many more female students graduated at 60%, than males from the university. Authorities will need to investigate why fewer men graduate the females.

Table 3.5: Proportion of students who graduated in year 2009/2010

	% boys/Men	% girls/women
University *	39.7	60.3
Vocational	na	na

Source: *Central Statistics Office: Public Funded Tertiary Institutions excluding Mauritius College of the Air

**na = not available

Table 3.6: Women and men in university faculties

Faculty	No of women	No of men	Total	% women	% men
Arts and Humanities	3051	1328	4379	70	30
Science	1957	2547	4504	43	57
Economic Sciences	626	264	890	70	30
Law	463	262	752	64	36
Medicine	37	38	75	49	51

Source: Year 2011, University of Mauritius.

Table 3.6 shows that in nearly all university faculties, there are more female students than males. In arts and humanities, economic sciences and law, there are over

65% girls. Even in traditionally-male subjects like science and medicine, female students almost equal males.

All students study the same subjects up until upper secondary school. Then, communication design and technology is taught in boys' schools whereas home economics is taught in girls' schools.

In some mixed schools, however, like the Mahatma Gandhi Secondary Schools or some private secondary schools, boys and girls are able to study both communication design and technology as well as home economics at least during the first two or three years of secondary. Though, the same choice is given to both boys and girls in mixed schools, the tendency few boys opt for food studies and similarly few girls opt for design and technology.

The government is committed to encouraging girls to take up non-traditional subjects including science and technology as well as choosing careers that are male-dominated.

The 2012 reference group meeting noted that in terms of enrolment of girls in non-traditional subjects, the gender gap is yet to be bridged, but more and more girls are now opting to pursue studies in non-traditional subjects. The same scenario applies to vocational studies. More girls are now enrolled for courses in fields like woodwork and mechanic.

(Extract from the Minister's speech at the 50th Session of the Committee to the Elimination of all Forms of Discrimination Against Women (CEDAW) held in Geneva on 7 October 2011)

Education policy

The government programme for 2010 - 2015 emphasises that all ministries must engender their sectoral policies.

- Following the adoption of the National Gender Policy Framework in 2008, the Ministry of Gender Equality, Child Development and Family Welfare has provided technical assistance to ministries in formulating their sectoral policies. So far, 12 ministries have completed their sectoral policies. The remaining 13 should be completed by 2015.
- Concurrently, the ministries have set up gender cells instead of gender focal points to increase sustainability of the gender policy. The cells are made up of a team of senior officers instead of just one focal point. The establishment of a national steering committee in 2010 is another measure to oversee and coordinate the implementation of the National Gender Policy Framework.

Non-formal Education

- The Ministry of Gender Equality, Child Development and Family Welfare promote non-formal education as a strategy to empower women. They offer training and also encourage women to engage in home-based activities.
- There is a move away from traditional teaching methods to using information communication and technology (ICT); for example DVDs and text messages for outreach programmes. The 15 women centres

are now equipped with Net PCs and the National Computer Board has provided basic IT training to some 6,150 women over the last four years.

- The National Women's Council has implemented the adult literacy programme since 1986 in 38 regions, both urban and rural. The two-year programme aims to impart basic skills in writing, reading and numeracy to empower illiterate women. Between 2005 and 2010, some 3,902 women benefitted from the programme and in 2011, some 836 women participated.

Other measures

- Government allocates Rs 200 for each child attending pre-primary school.
- Government provides school material, uniforms and lunch to needy children attending pre-primary school up to Standard III.

Gender violence in schools

According to the Ministry of Education schools are relatively safe in Mauritius:

- State schools (both primary and secondary) are generally safe and secure, although there are some isolated cases. School heads ensure the safety and well-being of children. Rules and regulations, in conformity with the rights of the child, are in place.
- The school heads control access to school premises.
- School gates are strictly controlled.
- Staff use a logbook to record the name of a visitor, the time he/she calls at school, the purpose of the visit and the registration number of the vehicle (if any).
- Parents are encouraged to seek appointments with the heads of schools before visiting schools.
- Only staff vehicles or vehicles belonging to people in an official capacity or emergency services are allowed inside the school compound.
- If the public contravenes these measures, they are reported to the police.
- Nobody, other than the responsible party, is allowed to meet the student on school premises. In other cases, such meetings are allowed only after consent has been secured from the responsible party.
- Generally, attendants supervise pupils during breaks to ensure the safety of children, especially the younger ones.

Gender violence in schools the education sector

Regulation 34 of the 1957 Education Act empowers school heads to set school rules and regulations to ensure that the daily teaching/learning activities take place in a secure and safe environment. The collaborative efforts of the school personnel, students and families help to maintain a safe school environment for both sexes. There are, however, a few isolated cases of abuse and violence in schools.

Sanctions and disciplinary measures are imposed on both sexes depending on the gravity of the situation. School regularly conduct sensitisation campaigns on gender violence and violence against children.

A report on discipline and violence in secondary schools (2006) addresses violence in schools although the focus was not only on gender-based violence (GBV). The research highlighted factors that lead to discipline problems and violence in secondary schools. These include:

- A lack of communication among family members or a lack of parental control over their children;
- Peer influence;
- The socio-economic environment of adolescents;
- An absence of a guiding policy from the concerned Ministry;
- The psychological development of adolescents;
- A lack of awareness of existing laws;
- Fear of retaliation and/or legal prosecution from the school management and teachers.

Vinod Seegum, the president of the government teachers union, agrees that institutions in Mauritius are generally safe and children receive care and attention. Nevertheless cases of bullying have sometimes been reported to teachers or the administrator usually involving pupils from poor or broken home, involving stealing pocket money or food.

According to Seegum, "the education policy does not in itself include provisions to eliminate gender based violence but it is not silent too... We do have provisions in the law against bullying and many organizations too are supposed to tackle these problems"

According to Seegum, "there have been studies by different Ministries and NGOs on bullying but very little information has been revealed to the public. There is one which says that bullying has taken on an alarming proportions and is present in all learning institutions from the pre-primary unit to tertiary ones."

The policy of the Ministry on corporal punishment is premised on Section 13(4) of the Education Regulations 1957 which stipulates that "No corporal punishment shall be inflicted on any pupil in any school".

A circular on has been sent to all schools which states that corporal punishment should not be inflicted on children and the perpetrators are liable to legal action. Heads of Schools are requested to share the circular to all staff (teaching and non-teaching) and to ensure that they understand the consequences of corporal punishment and sexual harassment of children. Corporal punishment is punishable under the criminal code.

Parents also are free to report any case of child abuse to the police. And in the case of sexual abuse, the school head opens an investigation and informs the police. The Ministry takes appropriate disciplinary action following conviction by a court.

In addition to providing psychological support to children with behavioural problems, teachers receive training on constructive methods of discipline, which respect pupils' physical and moral integrity.

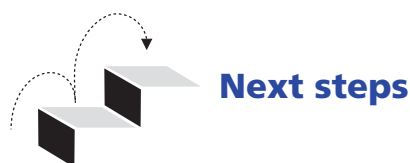
According to Seegum, pupils are rarely expelled from school due to bad behaviour but teachers, principals, and other officials are dismissed if found guilty of sexual or physical abuse of pupils.

Costing - funding mechanisms for access to higher education

Mauritius has invested heavily in the education sector. The 2010 education budget came to Rs 9,858,946,000 (approximately US\$ 365,146,148), with about one third - Rs 3,174,592,000 (approximately US\$ 117,577,481) - dedicated to Primary Education. According to law, both girls and boys must stay in school up to the age of 16. In Mauritius, girls perform better than boys: for example, girls had a success rate of 82% compared to 73% for boys in high school exams in 2010.

There are a variety of Loan Schemes and Scholarships for students given by the Government of Mauritius, Banks, Family Trusts, private sector and overseas organisations. These generally lack gender specific targets and indicators. The Literacy and Numeracy Strategy for continuing improvement in literacy also lacks gender specific targets.

The budget makes no specific allocations for gender sensitivity in curriculums. No specific amount has been allocated for gender violence in schools. However, the minister stated in the Budget Speech: "My Ministry is addressing the issue of indiscipline and violence holistically in partnership with key institutions namely the Police force, the Child Development Unit, la Brigade pour la Protection des Mineurs, Probation Services, the Ministry of Youth & Sports with the support of all stakeholders including the parental and school community." Educators are organising and encouraging participation of students in extra-curricular activities that feature on the school timetable. These include healthy lifestyle, civic education, sex education, promotion of arts and culture and sustainable development.



Next steps

Mauritius performs exceptionally well in this sector. Efforts to encourage female students to continue to study subjects traditionally chosen by males should be sustained.



"Ntkozo"

Anushka Virahsawmy



CHAPTER 4

Productive resources and employment, economic empowerment

Articles 15-19



Breaking gender stereotypes.

Photo: Loga Virahsawmy

KEY POINTS

- Mauritius with an SGDI score of 77% for gender and economy ranks the country fourth in the region.
- Mauritian citizens scored their country an average of 62%.
- The Constitution guarantees equal employment opportunities for men and women; and eliminated any remuneration discrimination against women.
- Women predominate in the so-called caring sectors of health and social work, education and community work.
- Women make up 63% of the unemployed.

Table 4.1: SGDI and CSC scores on economy

	SGDI	CSC
Scores	77%	62%
Ranks	4	4

Table 4.1 shows a 15 percentage points gap between the SDGI score of 77% and the CSC score of 62%. This large gap may reflect the deficiencies in the SGDI score.

It does not measure women's access to land, to finance and to productive resources.

The SGDI covers factors such as the female share of economic decision-making, women's participation in the labour force compared to men, the female unemployment rate compared to male, women's share of non-agricultural paid labour and the length of maternity leave.

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.

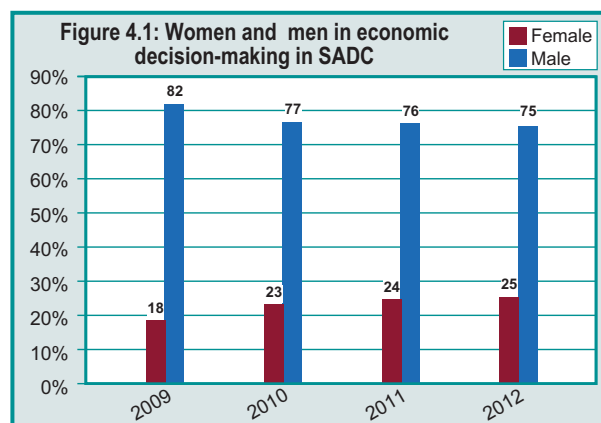
Table 4.2: Women and men in economic decision-making

	Name	Male	Female
Minister of Finance and Economic Development	Hon. Xavier Luc Duval	✓	
Financial Secretary	A. Mansoor	✓	
Ag. Permanent Secretary	M Madhub		✓
Minister of Social Integration and Economic Empowerment	Hon. Lormus Bundhoo	✓	
Minister of Industry and Commerce	Hon. Kader Sayed Hossen	✓	
Permanent secretary/DG	A.C. Moosudee	✓	
Minister of Business Enterprise, Cooperative and Consumer Protection	Hon. Jim Seetaram	✓	
Permanent secretary/DG	A. Burrenchobay		✓
Governor of Bank of Mauritius	M Bheenick	✓	
Any other key persons relevant to economic decision-making in your country (Association of Bankers)	Aisha Timol		✓
TOTAL	10	8	5
PERCENTAGE		67%	33%

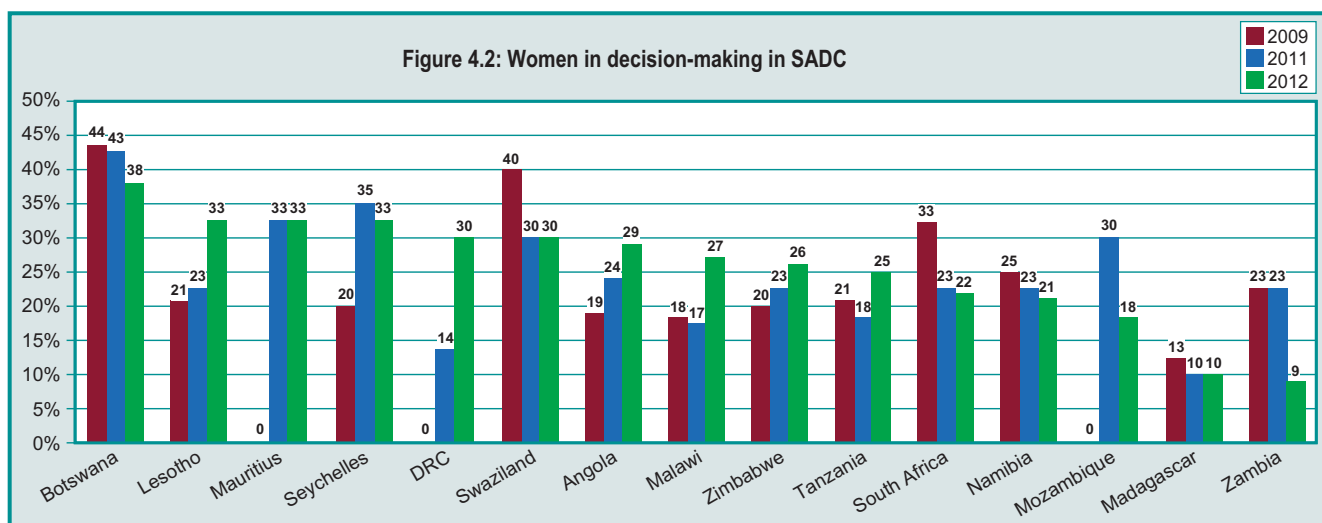
Source: Year 2011 - Government Gazette (but with amendments as the cabinet was reshuffled).

Table 4.2 shows that male dominate in higher levels of decision-making in Mauritius.

Figure 4.1 shows that since the Barometer began tracking this indicator in 2009 women's participation in economic decision-making in SADC has gradually increased. There is steady, albeit slow, progress towards achieving 50% of women's representation in this sector.



Source: 2012 SADC Gender Protocol Barometer.



Source: 2012 SADC Gender Protocol Barometer.

Figure 4.2 shows that at 33% Mauritius performs well ranking third in the region after Botswana and Lesotho. The level of positions which they occupy is further broken down in Table 4.3.

Table 4.3: Private sector and parastatal leadership

	No of women	No of men	Total	% women	% men
Private sector					
Directors of Boards	53	816	869	6.1	93.0
CEOs	32	354	386	8.3	91.7
Parastatals*					
Directors of boards	21	125	146	14.4	85.6
CEOs	9	23	32	28.1	71.9

Source: Business Magazine Top 100 Companies (2009)

* There is no one-stop shop for parastatal organisations in Mauritius; the researchers selected 25 organisations

Table 4.3 shows that men head most of the important portfolios in the private sector and parastatals in Mauritius. The proportion of women in senior management is higher in parastatals, 14% and 28% compared to 6.1% and 8.3%, than in the private sector.

Gender budgeting



The Protocol provides that State Parties shall ensure gender responsive budgeting at the micro and macro levels including tracking, monitoring and evaluation.

The Ministry of Gender Equality and the Ministry of Finance and Economic Empowerment are collaborating in a pilot exercise to engender programme-based budgets. Some 11 programmes and eight ministries were selected.

The Budget Call Circular No 18 of 2008 requested ministries to provide clear information on ministries/departments as follows:

- At the level of the ministry/department the non-financial PBB needs to set out the mission, strategic plan and approach to gender budgeting.
- At the level of the programme, they need to state the programme title and outcome(s) for each sub-programme, the title, priority objective(s), delivery unit(s), output(s) and performance indicators and targets.
- The delivery units will have to be specified for increased accountability and better management (Ministry of Finance, 2009).

At the level of each ministry's PBB, the gender policy and its engendered strategic plan are laid out. The sectors' gender policies are meant to provide a basis to engender the strategic plan of each ministry and the

different programmes and sub-programmes. The ministries, and in particular, the respective programme managers/delivery units have not yet linked the policy, strategy and programme budgets.

At this stage, four ministries; Gender Equality, Education and Human Resources, Youth and Sports, Labour, Industrial Relations and Employment have already developed their sector gender policy as part of the Gender Equality and Women's Empowerment Programme.

In view of the PBB calendar, and the complexity of the exercise, the Ministry of Gender Equality and Ministry of Finance started at the programme level on a pilot basis.

Time use



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.



Breaking gender stereotypes -Mario Poisson washes clothes.

Photo: Mary Jane Piang-Nee

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

- Women continue to be concentrated in low-skilled and low-paid jobs.
- Only paid employment and the exchange of commodities for money is registered as part of the GDP in national accounting systems. Women's contribution to the national economy is therefore underestimated.
- Policies aiming to raise the female labour force participation rate could contribute to reducing the gender gap.
- The average man earns US\$1.70 per hour and the average woman US\$1.20 implying a pay gap of 36%.
- The relative gender pay gap is uneven across different occupations ranging from 13% for clerks to 25% for legislators, senior officials and managers, to 100% for plant and machine operators.
- The average man earns 13% less than the average woman in the public sector while the average man earns 50% more than the average women in the private sector.
- Women are academically more qualified than men but still earn less in the labour market.
- The average male worker spends 6.9 hours working while the average female worker spends 5.9 hours.

This shows the Mauritian household as a dual earner model.

- Childcare impedes more on women's careers than on men.
- The average woman spends 314 minutes per day on unpaid work, almost four times the average of 80 minutes for the average man.
- Non-working mothers spend 484 minutes per day on household duties compared to 279 minutes for

working mothers. Adding the 334 minutes spent at work per day, gives a total of 613 minutes for working mothers.

- Men contribute less to household tasks. Mothers spend four to five times more time than fathers on household work.
- Working mothers spend 61 minutes compared to working fathers who spend 27 minutes on care work of household members.

Economic empowerment



The Protocol provides that state parties shall, by 2015, adopt policies and enact laws which ensure equal access, benefits and opportunities for women and men in trade and entrepreneurship, taking into account the contribution of women in the formal and informal sectors; Review national trade and entrepreneurship policies, to make them gender responsive; Introduce affirmative action measures to ensure that women benefit equally from economic opportunities, including those created through public procurement processes.

Trade and entrepreneurship



Breaking gender stereotypes -Mario Poisson washes clothes.

Photo: Mary Jane Piang-Nee

Government provides an enabling environment for the sustainable development of the small and medium enterprises (SMEs) sector, putting in place policies and incentives.

There is a ministry to cater for SMEs as well as various agencies, such as the National Women Entrepreneur Council (NWECC), Small and Medium Development Authority (SMEDA), Mauritius Chamber of Commerce and Industry (MCCI), Mauritius Trading House, Agricultural Research and Extension Unit (AREU) and the Development Bank of Mauritius (DBM). They have contributed to entrepreneurship in Mauritius by providing advice and guidance to small entrepreneurs. Furthermore, there is an SME Act.

The policies make specific reference to women's representation through the NWECC, a parastatal body that aims to empower female entrepreneurship in Mauritius. The NWECC offers services to both potential and existing women entrepreneurs. These include counselling, capacity building, marketing assistance, and business incubators. The NWECC works in closely with other institutions and women associations to increase the competitiveness of female enterprises in Mauritius.

Women entrepreneurs involved in trade can seek assistance from the Mauritius Trading House and Enterprise Mauritius. Enterprise Mauritius is a trade promotion organisation, resulting from a collaborative partnership between the Mauritian public and private sectors. It accompanies locally-based businesses in their growth and development by providing them with various types of support such as:

- Market development;
- Financial assistance;
- Consultancy;
- Product and quality improvement;
- Market intelligence;
- Skills and trends monitoring;
- Networking;
- Strategy development.

Every year, Enterprise Mauritius coordinates the participation of businesses in local and international events such as trade fairs, buyers sellers meetings, B2Bs (Business to Business), contact promotion programmes, and conferences. Enterprise Mauritius also facilitates joint ventures and inward buying missions.

Enterprise Mauritius also provides:

- Country briefs and market intelligence reports;
- Assistance in the development of new products for existing markets or for new markets;
- Assistance in conducting market tests of sample products with potential buyers;
- Assistance with issues relating to trade barriers [Non-Tariff Barriers (NTB) and Technical Barriers to Trade (TBT)];
- Provision of a web-based marketing and e-commerce transaction platform and access to offshore resources for conducting market research.

NWEC works closely with all agencies that assist women entrepreneurs in their businesses. Overall, both men and women benefit from all trade, entrepreneurial and economic policies of the country.

In the 2011 budgetary allocation, Rs 98 million (about US\$3,629,629) was earmarked for training and re-skilling programmes to encourage women to become entrepreneurs.

There has been no study on informal trade in Mauritius but according to Mala Chetty, the Chairperson of the National Women Entrepreneur Council, "it is about time that a study is done on the participation of informal trade in Mauritius. It is very common that Mauritian women trade informally with countries like Thailand, China, Singapore and India. Women traders also come from Madagascar, India and Zimbabwe and they have been suspected of illicit trafficking and sex work".

Procurement

There is no affirmative action regarding procurement but women and men benefit equally from economic opportunities.

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.

Gender and land ownership

Both women and men have the same rights to own land and government encourages and gives loans for food production.

To ensure bio-security, enforcement of local legislations and compliance to international obligations on food safety, government has provided Rs 15 million (about US\$555,555) for the Multipurpose Containment Facility.

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 and maternity and paternity benefits.

Table 4.4: Women and men in employment

	No of women	No of men	Total	% women	% men
Employed	168,700	272,500	4,41,200	38	62
Unemployed	28,500	16,700	45,200	63	37
Self employed	21,700	73,200	94,900	23	77

Source: Central Statistics Office, 2011.

Table 4.4 shows a huge gender gap in employment and unemployment with considerably more women unemployed than men. Women make up 63% of the unemployed. In an attempt to address this problem the National Women Entrepreneur Council and the Small

and Medium Development Enterprise are training women as well as offering loans. Women are given training on how to market their products and are given stands in fairs.

Table 4.5: Employment levels of women and men across key occupations

	No of women	No of men	Total	% women	% men
Agriculture, forestry, hunting and fishing	14,200	31,300	45,500	31	69
Mining and quarrying	-	200	200	0	100
Manufacturing	38,800	53,000	91,800	42	58
Electricity, gas, and water supply	300	3,400	3,700	8	92
Construction	1,900	56,900	58,800	3	97
Wholesale and retail trade; repair of motor vehicles	29,000	46,500	75,500	38	62
Transportation, storage and communications	5,200	33,600	38,800	13	87
Hotels and restaurants	16,300	24,700	41,000	40	60
Financial intermediation	6,800	8,000	14,800	46	54
Real estate, renting and business activities	13,800	22,500	36,300	38	62
Public administration and defence; compulsory social security	8,300	29,600	37,900	22	78
Education	19,600	12,000	31,600	62	38
Health and social work	10,100	8,700	18,800	24	76
Other community, social and personal services	26,100	15,300	41,400	63	37

Source: Central Statistics Office 2011.



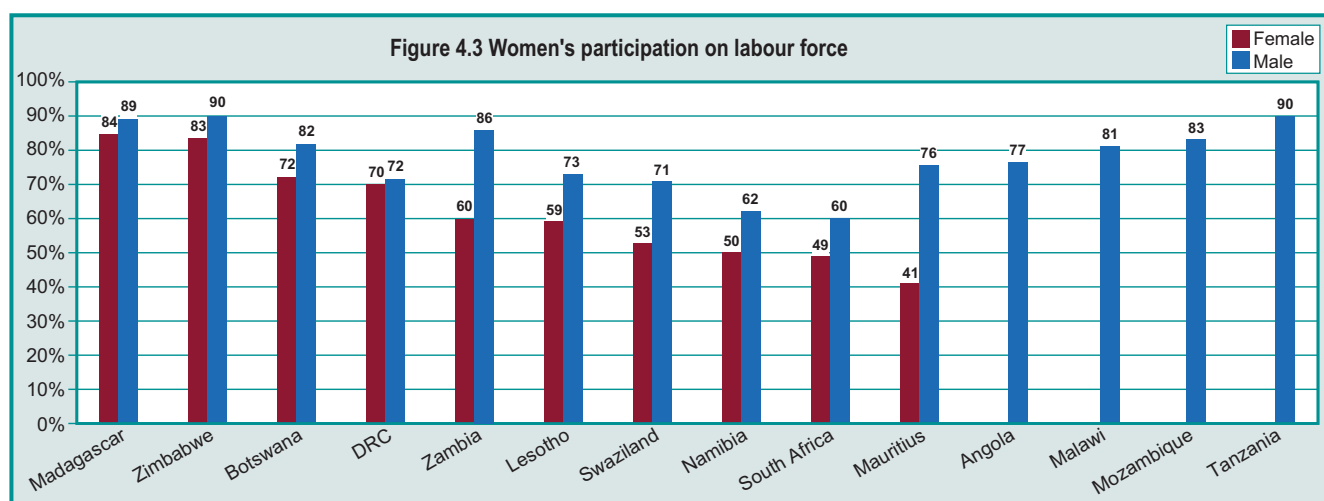
Hon. Shakeel Mohamed, Minister of Labour, Industrial Relations and Employment, addressing women on local economic development in Port-Louis, February 2012.
Photo: Mary Jane Piang-Nee

Table 4.5 shows men predominate in nearly all types of employment except the so-called caring sectors of health and social work, education and community work. Programmes have been put in place so that women can break stereotypes and enter into male-dominated occupations.

Although women are more qualified than men, the latest report of the Central Statistics Office (CSO) shows that more women are unemployed than men, representing 63% of those unemployed; some 28,500 women are unemployed compared to 16,700 men.

Table 4.6: Conditions of employment

Provision	Yes/No	Provisions
Maternity leave	Yes	<p>Maternity benefits are provided for in sectors of employment governed by the Employment Rights Act 2008 as well as those covered by Remuneration Orders.</p> <p>Generally 12 weeks maternity leave with pay are provided for a female worker who has more than 12 months' continuous employment and up to three confinements except for workers governed by the Employment Rights Act 2008 and Attorneys' and Notaries' Workers (Remuneration) Regulations where there is no limitation as to the number of confinements.</p> <p>A female worker is protected against unfair dismissal by reason of absence from work during maternity leave under Section 38 (1)(b) of the Employment Rights Act 2008.</p>
Paternity leave	Yes	<p>Under Section 31 of the Employment Rights Act 2008, a male worker with more than 12 months' employment is entitled to five continuous working days' paternity leave. This provision applies for all sectors of employment in the private sector.</p>
Sexual harassment	Yes	<p>Specific provisions have been made in the Employment Rights Act 2008 at section 54(1) to the effect that no person shall harass, sexually or otherwise, a worker, in the course of or as a result of his work.</p> <p>The Act also provides at Section 54 (2) that any person who commits such an offence shall, on conviction be liable to a fine not exceeding 75,000 rupees (US\$2,778) and to imprisonment for a term not exceeding two years.</p> <p>A worker is protected against unfair dismissal for filing in good faith any complaint including sexual harassment against his/her employer, as there is specific provision at Section 38 of the Employment Rights Act 2008 protecting any worker, who exercises any of the rights provided for in the Act, against termination of employment.</p>
Night work	Yes	<p>The labour law does not provide for any restriction regarding night work except in the case of a female worker who shall not be required by her employer to work during night shift two months before her confinement (Section 30(7) - Employment Rights Act 2008).</p>
Same retirement age and benefits for women and men		<p>As from July 2008 the retirement age for every worker (male and female) is being gradually increased from 60 to 65 years and as from July 2018, the new retirement age will be 65 years in all sectors.</p> <p>Payment of gratuity on retirement to the worker on the basis of 15 days' remuneration per year of service in case of retirement on or after reaching the age of 60 years. (Section 49 (2) - Employment Rights Act 2008).</p> <p>Exceptions are provided for workers who have been in continuous employment for not less than 10 years in the following sectors:</p> <p><i>Agricultural Workers</i> <i>Sugar Industry</i> The normal retirement for male and female workers on or after the age of 60. Optional retirement on or after reaching the age of:</p> <ul style="list-style-type: none"> • in the case of a female worker, 50 years; and • in the case of a male worker, 55 years. <p>• The gratuity for both normal and optional retirement, shall be paid in a lump sum calculated according to the following formula -</p> <p><i>Tea Industry Workers</i></p> <ul style="list-style-type: none"> • Normal retirement: 65 years as from July 2018. • Optional retirement for female field labourer: on or after reaching the age of 58 years. • Payment of gratuity is on the basis of 15 days' remuneration per year of service.



Source: SADC Gender Protocol Barometer 2012.

Figure 4.3 shows labour force participation of women and men. This refers to the number of people employed in an economy, and those who are unemployed but are looking for a job. These people of “working-age” are between the ages of 16 - 64. Students, homemakers and retired people under the age of 64 are not counted as part of the labour force. In southern Africa, labour force participation for women continues to lag behind that of men. The biggest gap is recorded in Mauritius where women's labour force participation is 41% compared to 76 % for men.

Skills development policies and programmes

As noted, the National Women Entrepreneur Council (NWECC), 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 both potential and existing women entrepreneurs in Mauritius.

NWECC has organised a skills development programme for women entrepreneurs, which includes marketing, quality management, human resource management, finance and information communication technology.

The main objectives of the NWECC are to:

- Ensure effective communication between the Council and its members;
- Identify actions and projects which will promote entrepreneurial activities of women;
- Evaluate and assess the needs of women entrepreneurs;
- Establish training programmes aimed at improving skills including management of women entrepreneurs;
- Develop working links and affiliation with other bodies, whether in Mauritius or abroad, having same objectives; and
- Examine and evaluate the contribution of women entrepreneurs to various sectors of development in light of national priorities;

Members registered with the NWECC are mostly involved in agro industry, textiles, handcraft and services. The NWECC offers a wide range of facilities including:

- Business counselling that is provided on a continuous basis to women entrepreneurs in connection with setting up a business, facilities offered by supporting institutions, financial facilities available to entrepreneurs and drafting of business plans.
- Talks on promotion of women entrepreneurship.
- The Market Centre at Phoenix, set up in 2008, which is the sales and marketing outlet of the NWECC; women entrepreneurs who are members of the NWECC are given the opportunity to promote their locally manufactured products in the shop.
- Trade Fairs that are organised on a regional basis and can enable women entrepreneurs to meet potential buyers and contract orders as well as create opportunities for those facing marketing problems. NWECC organised a Mother's Day Sales from 26 to 28 May 2011 at the Triolet Women Empowerment Centre.
- Two Business Incubator Centres that have been set up at Phoenix and Triolet since March 2009 to stimulate growth of women-owned enterprises through the allocation of space at nominal rates. The main facilities provided at the Incubator Centres are business counselling, marketing assistance, skills development, product display, workshops, buyer seller meeting and mentoring services.
- Women Entrepreneurship Development Programmes (WEDP) that are held during three days on a regional basis to develop managerial skills and supporting potential women entrepreneurs to launch new enterprises. The programmes accelerate start-up as well as enhance competitiveness of existing enterprises.
- Mentoring services that are provided to women entrepreneurs to improve the strategic capability of women entrepreneurs, assisting them to boost their sales and speeding up the sharing of practical business related knowledge to start-ups and increasing the success and competitiveness of existing businesses.



The silent voices - women making pickles in Mauritius.

Photo: Gender Links

- A short course in women's wear provided to women entrepreneurs at the Fashion and Design Institute in November 2010; the course focussed on newly developed and advanced pattern construction, grading and design techniques.
- A handicraft course using coconut as raw material at the Fashion and Design Institute; the course aimed to improve effectiveness and efficiency of product development by using appropriate tools and techniques.
- The National Women Development Centre organised a Graduate Entrepreneurship Development Programme in December 2010 at the Phoenix to stimulate start-up businesses among graduates.
- International fairs to establish contacts for their products.

The National Women Entrepreneur Council (NWECC) and the British American Insurance (BAI) signed a Memorandum of Understanding (MOU) for short training to improve managerial and technical skills of 1,000 women entrepreneurs and to create 30 women owned enterprises. The MOU was valid between March 2011 and February 2012.

- The MEF has provided training and mentorship to women entrepreneurs in Entrepreneurship Development from 2010. The training is on-going.

Projects conducted in 2011

- Publishing of Directory
- Publishing of Guide and Sector briefs
- Survey on Women Entrepreneurs

Financial Institutions

Most financial institutions, including the Development Bank of Mauritius (DBM), are responsive to financial and credit needs of women business owners and entrepreneurs. DBM has always been responsive to financial and credit needs of women business owners and entrepreneurs. They say women entrepreneurs receive special attention because of the resilience they have shown to make their venture a success. They have also been good at repaying their loans in time.

Two popular schemes for women entrepreneurs are:

- (i) the booster loan scheme - applicants come from women entrepreneurs registered with NWECC, retrenched workers, entrepreneurs registered with 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) or Tourism Authority, any other micro/small entrepreneurs holding a business Registration card and having a viable project or any project with value addition recommended by NEF, NWECC or SMEDA

The booster loan scheme has financed small enterprises in the manufacturing, agricultural, agribusiness, handicraft, small tourism and tourism-related activities, small plant nurseries, kindergartens, small livestock breeding activities, Information and Computer Technology (ICT) and ICT related activities, E-commerce and small trades. Women who are in the process of a divorce are able to receive credit loans.

- (ii) the quasi-equity financing scheme
Applicants come from SMEs involved in the manufacturing, agribusiness, tourism, trade or service sectors and holding an acceptable business plan are eligible to apply. A special TV programme Le Boss in collaboration with Mauritius Broadcasting cooperation aims to boost entrepreneurial development amongst the population and especially to motivate women to take up viable businesses.

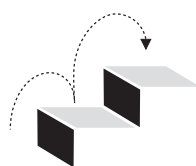
“...women entrepreneurs receive special attention because of the resilience they have shown to make their venture a success. They have also been good at repaying their loans in time.,,

So far although no financial institution has been established specifically for women but as noted the government provides business support to women business owners and entrepreneurs through first NWECC, then NEF, AREU, MITD, NCB and SMEDA. The private sector through the Mauritius Employers Federation provides training and mentoring facilities to women entrepreneurs in collaboration with the NWECC.

Bank One, a private bank, offers a savings product exclusively for women, the EMMA account. This product

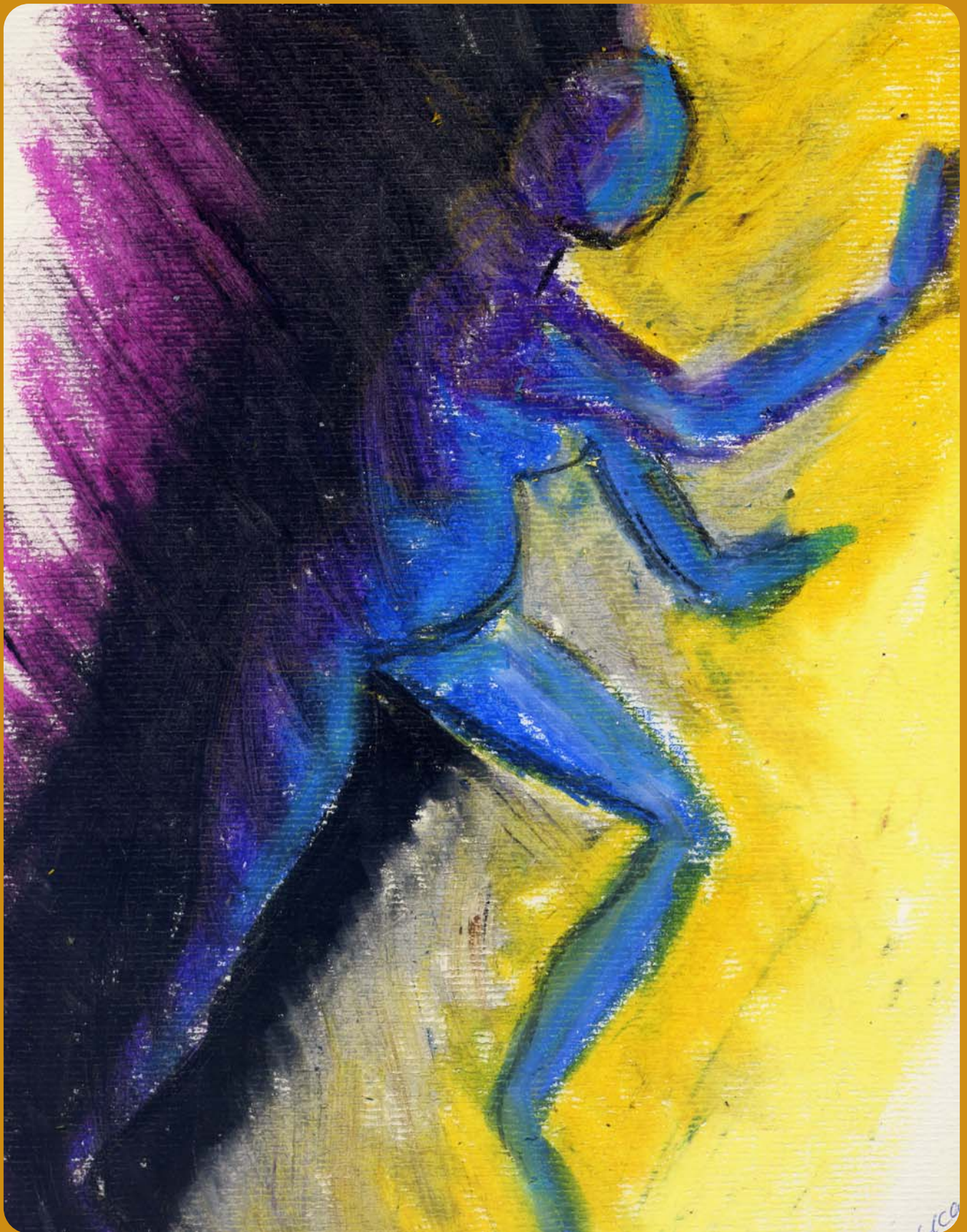
enables women to have more control on their personal finance through preferential rates on both savings and loan products. Other advantages include discount for medical check-ups at specific clinics as well as free personal accident cover and a cheque book on the savings account.

Each year, Bank One also rewards women who have performed exceptionally well in the fields of entrepreneurship, sports, education and research, arts and culture and social and voluntary Work through its EMMA awards scheme.



Next steps

- It is important to conduct a study on glass ceilings within private and parastatal leadership to understand the dynamics and why more women are not entering top positions.



"Zarina"

Anushka Virahsawmy



CHAPTER 5

Gender Based Violence

Articles 20-25



Participants during the March of the 16 days Campaign in Curepipe. Photo: Mary Jane Piang-Nee

KEY POINTS

- Citizens gave their government a score of 64% for government's efforts to address GBV.
- The GBV Indicators research conducted in Mauritius suggests that at least one in four women have experienced GBV at some time in their life. Men have collaborated these findings, sometimes even more strongly than women report experiencing.
- Mauritius has passed a number of laws that address GBV, including in the workplace.
- The 2009 Combating of Trafficking in Persons Act prohibits all forms of trafficking for adults and children and prescribes penalties of up to 15 years' imprisonment for convicted offenders.

Table 5.1: CSC scores on gender based violence

	SGDI	CSC
Scores	N/A	64%
Ranks	N/A	4

There is no SADC Gender and Development Index SGDI score for GBV. Table 5.1 shows citizens' perceptions measured through the CSC. At 64% Mauritius ranks fourth in the region. The GBV indicators research suggests a high level of understanding on the subject; revealing

that three quarters of women in Mauritius knew about the Domestic Violence Act.

Legal

Mauritius has passed a number of laws that address gender based violence including in the workplace.

- Protection from Domestic Violence Act
- Sex Discrimination Act
- Combating of trafficking in Persons Act of 2009
- Labour Act

Extent of gender-based violence



The Protocol aim to reduce current levels of gender based violence by half by 2015.

Table 5.2: No of reported cases registered at the Family Support Bureau 2011

Nature of problem	Year 2011		
	Male	Female	Both sexes
DOMESTIC VIOLENCE			
Damage to property	6	21	27
Emotional abuse (by spouse)	1	23	24
Harassment by spouse	16	109	125
Illtreatment by spouse	6	44	50
Illtreatment by others	5	17	22
Physical assault by spouse/partner	58	609	667
Physical assault by others living under the same roof	13	97	110
Psychological abuse	8	23	31
Rape (marital)	0	0	0
Sexual abuse by spouse	0	2	2
Sexual harassment by spouse	0	3	3
Sodomy (marital)	0	3	3
Threatening assault by spouse	18	222	240
Threatening assault by others	8	51	59
Verbal assault by spouse (illtreatment, harassment, abuse, humiliation)	46	292	338
Verbal assault by others living under the same roof	5	39	44
Other	4	3	7
Total no of types of domestic violence	194	1 558	1 752

Table 5.2 refers to rape and not other forms of GBV.

Table 5.3 shows the number of domestic violence cases only. In 2011 1,752 cases were reported. Women reported 1558 (88%) of the cases compared to 12% men.

This buttresses what is widely known that women are affected by gender based violence disproportionately (even though this looks at domestic violence only).

The Family Support Bureau reported that between 2003 and 2011 seven women lost their lives while under an Interim Protection order.

There is a wide range of factors leading to domestic violence in Mauritius, such as economic pressures, alcohol abuse, extra marriage relationship and unwanted pregnancy.

GBV indicators research

The gender based violence indicators research project embarked on by Gender Links in collaboration with the

Mauritius Research Council aims to obtain comprehensive data on extent, response, support and prevention of gender based violence.

One of the key targets of the SADC Gender Protocol is to reduce by half current levels of gender based violence by 2015. Therefore it is important to benchmark in order to measure progress. Tools used include prevalence and attitudes household survey, analysis of administrative data gathered from the criminal justice system (police courts), health services and government-run shelters; qualitative research of men's experiences of intimate partner violence as well as first-hand accounts of women's and men's experiences, or *"I" Stories*; media monitoring and political context.

Key findings

Two separate questionnaires were used in the survey to determine lifetime experiences of GBV by women aged 18 and above and perpetration of GBV by men of similar age was collected. Preliminary findings of the research to be officially released in October 2012 shows that:

Figure 5.1: Any experience of GBV by women or perpetration of GBV by men



- Figure 3.1 shows that 24 %, that is approximately one in four women, interviewed in the study reported experience of some form of GBV at least once in their lifetime while 23% of men reported ever perpetrating GBV in their lifetime
- However, men are more likely to admit to committing rape at 3.5% that women are to reporting experiencing rape, 0.7%.
- Emotional violence was the most commonly reported form of IPV. One in every six women (16%) experienced emotional IPV in their lifetime while 4% of women experienced emotional IPV in the 12 months before the survey.
- Educational attainment of women (the less educated the more likely to experience intimate partner violence); employment status in the last 12 months; experiences of abuse as a child for perpetrators; and alcohol abuse are key drivers of intimate partner violence.



Response and support



The SADC Protocol provides that by 2015 state parties shall:

- *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 re-integrating 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 5.3: GBV response and support

Provisions	What is in place	What needs to be put in place
<ul style="list-style-type: none"> Legislation prohibiting all forms of GBV. 	<p>The Protection from Domestic Violence Act (DVA) of 1997* was amended in 2004 and the last amendment was made in 2007. A National Action Plan to Combat Domestic Violence with five strategic objectives: improving legislation on DV and strengthening the justice system and other agencies; providing appropriate, accessible, timely, coordinated multi-agency responses and support to all victims and children; sensitising and changing attitudes to prevent domestic violence from happening in the first place; promoting responsible advocacy, sensitisation and provision of forum by media specialists to encourage the community to discuss domestic violence; undertaking research and studies on domestic violence.</p> <p>All Municipal and District Councils have a Gender Action Plan.</p> <p>*Legislation prohibiting all forms of GBV is not covered under the Protection from Domestic Violence (Amendment) Act</p>	<p>More shelters for survivors.</p> <p>In-depth research on measurement of GBV. The findings will help government and civil society to design and implement concrete action.</p> <p>Harmonised data collection on GBV.</p> <p>Gender action plans of localities to be implemented.</p>
<ul style="list-style-type: none"> Ensuring that all perpetrators of GBV are brought to book. 	<p>Harsher penalties for failing to comply with orders are provided for in the PDV (Amendment) Act 2007. On a first conviction a fine not exceeding Rs 25,000 and a term of imprisonment not exceeding two years is applicable, and on a second subsequent conviction a fine not exceeding Rs 50,000 and a term of imprisonment not exceeding two years is applicable.</p>	<p>Awareness and sensitisation campaigns focusing on men and boys.</p>
<ul style="list-style-type: none"> Comprehensive testing, treatment and care of survivors of sexual offences - emergency contraception. 	<p>This happens as soon as the case is reported to the police.</p>	<p>Awareness campaign on the relationship of HIV and AIDS and GBV.</p>
<ul style="list-style-type: none"> Access to Post-Exposure Prophylaxis (PEP) for survivors of GBV. 	<p>PEP is available to survivors of GBV.</p>	<p>Awareness campaigns on PEP.</p>
<ul style="list-style-type: none"> Prevention of sexually transmitted infections. 	<p>The Caravan of Health goes all over Mauritius to encourage the population to test, and they are then offered treatment.</p>	<p>Media campaign on the schedules of the Caravan of Health.</p>
<ul style="list-style-type: none"> Social and psychological rehabilitation of perpetrators of gender based violence. 	<p>In line with Government Programme 2005-2010, further amendments were brought to the PDVA in 2007 which include provisions for counselling instead of sentencing. The court would take into consideration factors such the nature of the offence and the character, antecedents, mental and psychological condition, age, health and home surroundings of the perpetrator. Failure to attend counselling leads to imposition of the original sentence.</p> <p>The Lotus Centre at the Prison and two NGOs, Kinouete and Elan, conduct training and awareness campaigns for the social rehabilitation of former prisoners, including perpetrators of GBV. They participate in empowerment and capacity-building workshops to start their own business or get a job.</p>	
<ul style="list-style-type: none"> Review of criminal laws and procedures on sexual offences and GBV to eliminate gender bias and ensure that justice and fairness are accorded to the survivor. 	<p>Laws have been reviewed to include harsher penalties.</p> <p>Parliament passed the Combatting of Trafficking in Persons Act on 21 April 2009. It prescribes punishment of up to 15 years imprisonment for convicted offenders, penalties which are sufficiently stringent and commensurate with those prescribed for other grave crimes.</p>	<p>Greater awareness of the laws.</p>
Human trafficking		
<ul style="list-style-type: none"> Specific legislation to prevent human trafficking. 	<p>The Child Protection Act of 2005 prohibits all forms of child trafficking and prescribes punishment of 15 years. In November 2008 parliament passed the Judicial Provisions Act which provided for increased penalties for various offenses; the act prescribes punishment of child trafficking offenses of up to 30 years imprisonment.</p>	<p>Awareness of the Act.</p> <p>Baseline study on human trafficking. Rehabilitation of girls, boys and women who have been trafficked to do sex work, or to work as domestic workers overseas.</p>
<ul style="list-style-type: none"> Mechanisms to eradicate national, regional and international networks. 	<p>Article 13 of the Act reads "(1) Any person who believes that a person is a victim of trafficking shall forthwith report the matter to the police (2) the identity of the person who makes a report under subsection (1) shall not be disclosed, unless a Judge in Chambers otherwise orders this".</p>	<p>Government, the police and civil society must work together to put in place mechanisms to eradicate trafficking.</p>
<ul style="list-style-type: none"> Harmonised data collection on trafficking. 	<p>The Minister of Gender Equality, Child Development and Family Welfare collects data and make them official through Press Conferences or in Parliament.</p>	<p>Harmonised collection of data. Baseline study on trafficking.</p>

Provisions	What is in place	What needs to be put in place
<ul style="list-style-type: none"> Capacity building, awareness raising and sensitisation campaigns on trafficking. 	<p>The government demonstrated increased anti-trafficking law enforcement efforts throughout 2008. Combatting trafficking in Persons Bill was drafted after consultation by the Attorney General with relevant ministries and government agencies, including the Prime Minister's Office, Ministry of Gender Equality and the Mauritius Police Force.</p> <p>The government made notable efforts to prevent the sex trafficking of children and reduce the demand for commercial sex acts. In 2008 the Ministry of Tourism, Leisure and External Communications published and distributed to hotels and tour operators 3,000 pamphlets regarding the responsibility of the tourism sector to combat child sex trafficking.</p> <p>Law enforcement and child welfare officials conducted surveillance at bus stops, night clubs, gaming houses and other places frequented by children to identify and interact with students who are at a high risk of sex trafficking. The Police Family Protection Unit and the Minor's Brigade, in conjunction with the Child Development Unit of the MGECDWF conducted a widespread child abuse awareness campaign at schools and community centres that included a session on the dangers and consequences of engaging in prostitution.</p>	<p>Aggressive campaigns on trafficking and sensitisation about the law.</p>
Sexual harassment		
<ul style="list-style-type: none"> Adopt laws, policies, programmes that define and prohibit sexual harassment. 	<p>The Sex Discrimination Act contains provisions that define and prohibit any form of sexual harassment. The government has an anti-harassment policy. The Sex Discrimination Unit of the National Human Rights Commission compiled guidelines to ensure the prevention of sexual harassment of men/women in the workplace/institutions.</p>	<p>All localities of Mauritius to implement their gender policies. Awareness on the different forms of sexual harassment.</p>
<ul style="list-style-type: none"> Gender balance in bodies adjudicating sexual harassment cases. 	<p>The Sex Discrimination Division is headed by a woman who deals with cases of sexual harassment in her office and sensitisation campaigns all over Mauritius.</p>	<p>Policies on sexual harassment in all workplaces and schools.</p>
Support services		
<ul style="list-style-type: none"> Cases on GBV to be heard in a gender-sensitive environment. 	<p>The NAP on domestic violence makes provision for the improvement of legislation and the strengthening of the justice system.</p>	<p>All members of the judiciary to receive training on the various forms of GBV.</p>
<ul style="list-style-type: none"> Special counselling services. 	<p>The 2004 amendments from the PDVA were amended to extend protection to other members of the family living under the same roof with provision for counselling.</p>	<p>More counsellors at the MGECDWF.</p>
<ul style="list-style-type: none"> Dedicated and sensitive services provided by police units; health; social welfare. 	<p>The six regional offices known as the Family Support Bureau provide psychological counselling and legal advice services to adult and children victims of GBV.</p> <p>In view of changing patriarchal attitudes and stereotypes regarding the roles and responsibilities of women and men in the family and society, the MWRCDWF has been implementing (since 2003), the Men as Partners Project, which is a gender-sensitive project aimed at promoting responsibility and participation of men in the family.</p> <p>Community based organisations have set up Zero Tolerance clubs. Members of these clubs act as watchdogs to ensure that their communities are violence free. Five Zero Tolerance clubs are operating in Mauritius. A project on anger management has been initiated as well.</p>	<p>To set up more Zero Tolerance Clubs.</p> <p>The MGECDWF to work in a sustained manner with NGOs.</p>
<ul style="list-style-type: none"> Accessible information on services available to survivors of GBV. 	<p>The MGECDWF launched an anti-violence campaign. Sensitisation is also being conducted in collaboration with NGOs, CBOs and religious bodies.</p> <p>A hotline is available for cases of domestic violence. Hotline 119 provides family counselling services. The Police Family Protection Units also provide hotlines countrywide.</p>	<p>Making sure the hotline works on a 24-hour basis with proper online counselling services and advising survivors on where to go for help.</p> <p>More campaigns in the media, post offices, at bus stops, on buses and in all public places about GBV and hotlines. All materials to be developed in Creole.</p>
<ul style="list-style-type: none"> Accessible, affordable and specialised legal services including legal aid to survivors of GBV. 	<p>The MGECDWF provides free legal services as, and when, required at court. Legal Aid for Women, a group of private lawyers, give legal advice for free to survivors of GBV.</p>	<p>Greater awareness about the legal and financial services available to survivors.</p>
<ul style="list-style-type: none"> Specialised facilities, including support mechanisms, for survivors of GBV. 	<p>The MGECDWF and the police have signed a protocol of assistance to survivors. The survivor is taken to hospital instead of recording a full statement with only the gist of the offence. Only women police officers are allowed to take statements from female survivors. Survivors receive psychological assistance and appropriate prophylactic treatment for HIV and AIDS.</p>	<p>A one-stop shop needs to be established so that members of the public know what is in place.</p>
<ul style="list-style-type: none"> Rehabilitation and reintegration facilities for survivors of GBV. 	<p>The ministry provides temporary protection to survivors over a period of 15 days while other NGOs offer shelter facilities.</p>	<p>Campaigns must be conducted by the MWRCDWF so that survivors know about these support services.</p>

Provisions	What is in place	What needs to be put in place
Training of service providers		
• Gender sensitisation training for all service providers engaged in the administration of justice, such as judicial officers, prosecutors, police, prison, welfare and health officials.	The MGECDWF have conducted training programmes with officers of the Judiciary and members of the Council of Religions amongst others. The ministry also conducts programmes for local governments and other Ministries. The ministry has set up a Family Counselling Support Services Unit at the Central Prison. The Police Family Protection Unit gives training countrywide.	A monitoring and evaluation system is needed to assess the programmes' effectiveness.
• Community sensitisation programmes for survivors of GBV.	A National Domestic Violence Committee has been set up by the MGECDWF to promote and adopt a coordinated approach, and ensure the protection of survivors in collaboration with all parties concerned.	The NAP to be known by the general public.
• Formal training programmes for service providers.	The ministry gives formal training to service providers. The ministry provides outreach activities and service delivery to women, children and families as separate social groups and categories. It has dedicated units and programmes for each of these categories. There are also other ministries, NGOs, district councils and municipalities providing outreach activities and services delivery in various sectors.	Impact assessment of these trainings.

Source: *Trafficking in Persons Report (2009)*; *papers from the MGECDWF on Measures to Combat Domestic Violence*; *The National Gender Policy Framework, 2008*.

Human trafficking



The SADC Gender Protocol says that States Parties shall, by 2015:

- *Enact and adopt specific legislative provisions to prevent human trafficking and*
- *Provide holistic services to survivors with the aim of re-integrating them into society;*
- *Put in place mechanisms by which all relevant law enforcement authorities and institutions may eradicate national, regional and international human trafficking networks;*
- *Put in place harmonised data collection mechanisms to improve data collection and reporting on the types and modes of trafficking to ensure effective programming and monitoring;*
- *Establish bilateral and multilateral agreements to run joint actions against human trafficking among origin, transit and destination countries; and*
- *Ensure capacity building, awareness raising and sensitisation campaigns on human trafficking are put in place for law enforcement officials.*



Girls participating in a march during Sixteen days campaign 2011.

Photo: Mary Jane Piang-Nee

The 2009 Combating of Trafficking in Persons Act prohibits all forms of trafficking for adults and children and prescribes penalties of up to 15 years' imprisonment for convicted offenders.

The Child Protection Act of 2005 prohibits all forms of child trafficking and prescribes punishment of up to 15 years' imprisonment for convicted offenders; the Judicial Provisions Act of 2008 increased the maximum prescribed punishment for child trafficking offenses to 30 years' imprisonment. These penalties are commensurate with

those prescribed for other serious crimes. From arrest to sentencing of offenders, cases of child trafficking typically takes 18 to 24 months to resolve.

However, the government has not designated an official coordinating body to improve anti-trafficking communication and coordination among the relevant ministries, law enforcement entities, working groups, and NGOs. It needs to increase protective services available to victims of child commercial sexual exploitation, particularly providing shelter and educational opportunities.

The United States of America Department of State's Trafficking in Persons indicates that Mauritius remained in Tier 1, a status that commends the government of Mauritius for complying fully with the minimum standards for the elimination of human trafficking. However, on the 25th of May 2011, the Minister for Gender Equality released a document indicating that there were 1,518 cases of sexual exploitation of children from 2006 to March 2011. This means a 50% increase compared to the period 2000 to 2005. The government is currently working on the Consolidated Children's Bill, which will be introduced shortly in parliament.

The government makes notable efforts to prevent the sex trafficking of children and reduce the demand for commercial sex acts during the year. In 2008, the Ministry of Tourism, Leisure, and External Communications published and distributed to hotels and tour operators 3,000 pamphlets regarding the responsibility of the tourism sector to combat child sex trafficking. Law enforcement and child welfare officials conducted surveillance at bus stops, night clubs, gaming houses, and other places frequented by children to identify and interact with students who were at a high risk of sex trafficking.

The Ministry of Gender Equality operates a 24-hour hotline for reporting cases of sexual abuse. Mauritius has a formal protocol on the provision of assistance to all victims of sexual abuse. A child welfare officer accompanies children who are victims of commercial sexual exploitation to hospital and works with police to obtain a statement. Medical treatment and psychological support are available at public clinics and in NGOs in Mauritius.

The Police Family Protection Unit and the Minor's Brigade, in conjunction with the Child Development Unit, conducted a child abuse awareness campaign at schools and community centres. The campaign included a session on the dangers and consequences of engaging in prostitution; this campaign reached over 12,035 persons in 2008, including 145 parents, 300 primary school teachers, and 35 youth leaders. In addition, the police provided specific training on avoiding child prostitution to over 100 children in Flic en Flac, a tourist destination on the west coast of the island.

In October 2009, the government used the Children Protection Act to convict and sentence a woman to ten years' imprisonment for subjecting two Mauritian girls to prostitution in 2007. Also during the year, the Mauritius Police Force's Minors Brigade, which carries out all investigations involving trafficked children, completed the investigation into a 2007 case of a grandmother who allegedly forced her granddaughter into prostitution and referred it to the Director of Public Prosecution (DPP) for action. In 2009, the DPP referred for trial the January 2008 case of a man and woman charged with inducing their 12-year-old niece into prostitution.

Mauritius has sustained its efforts to identify, investigate, and prosecute incidences of trafficking. The Mauritius police force increased training programmes on trafficking for police officers and continued its awareness campaign in schools and villages. The government's efforts to coordinate interventions among all relevant ministries needs to be strengthened in order to provided

consistent provision of protective and investigative services to trafficking victims.

Overall this model of intervention can be replicated for similar policy implementation processes and reviews within the countries of the SADC.

Prevention



The Protocol provides for measures, including legislation to discourage traditional and cultural practices that exacerbate GBV and to mount public campaigns against these.

The Constitution protects the rights of all citizens of Mauritius and there are no harmful traditional practices in the country.

Political will and political champions key to prevention

An analysis of 266 available speeches obtained through Hansards, Library of the Legislative Assembly, websites of political parties and the media demonstrates that politicians do not refer to GBV in most of their speeches. This forms part of the GBV Indicators Project findings.

Figure 5.2: Reference to GBV in political speeches

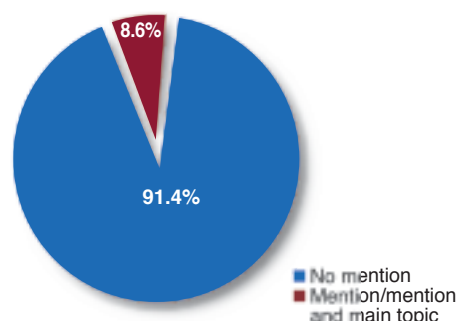
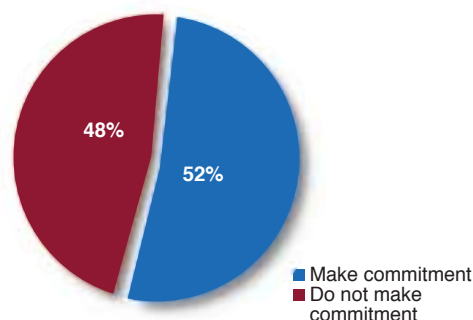


Figure 5.2 shows that only 9% that is 23 of all speeches analysed referred to GBV. Of these speeches however most of them made a mere passing reference to GBV without addressing the issue in depth or holistically. Seventy eight per cent of speeches merely mentioned

Figure 5.3: Reference to commitment to end GBV



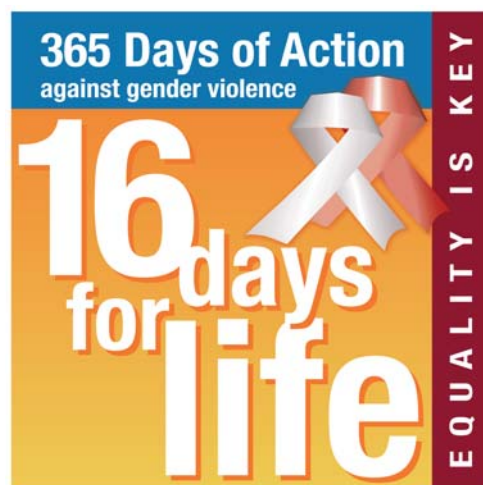
¹ UN General Assembly. 2006b. Rights of the Child: Report of the Independent Expert for the United Nations Study on Violence against Children. New York: UN.

GBV while 22% of speeches had GBV as a main topic. Figure 5.3 shows that in 52% of the speeches, politicians said they were committed to ending GBV. A greater proportion of women than men referred to commitment. Fifty-three percent of women and 50% of men said they were committed to ending GBV. This shows that more women politicians in Mauritius are engaging in GBV discourse and refer to commitments than men. This finding is useful in lobbying for women's representation in politics with the hope that they will put women's issues on the political agenda.

The political parties' manifestos highlight projects specific to women but do not mention gender equality. Although media coverage of GBV is balanced, some media still write in a sensational manner with headlines that are degrading to women. It is important that leaders champion the campaign for ending gender-based violence as they wield power to influence behavior change particularly of boys and young men.¹

Public awareness campaigns

Each year the Sixteen Days of Activism campaign has provided a rallying point for the governments, NGOs, CBOs and other stakeholders in the region to mount events aimed at raising awareness, influencing behaviour change and securing high level political commitment to end GBV. The campaign takes place annually in the period between 25 November and 10 December.



Awareness of GBV campaigns

The prevalence/attitude survey which is part of the GBV indicators project asked women and men about their knowledge and participation in GBV campaigns.

Figure 5.4: Knowledge of events or campaigns to end GBV by women and men

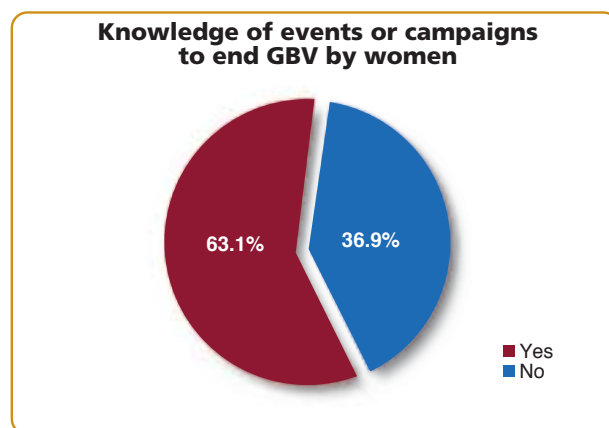
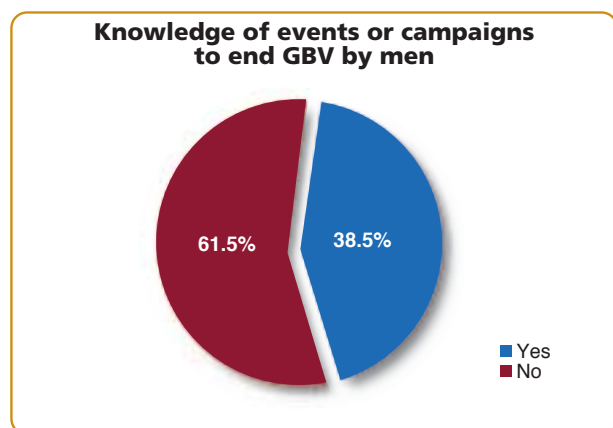


Figure 5.4 shows that there is little knowledge of GBV campaigns by men and women in Mauritius. Almost similar proportions of women and men were aware of the campaigns. Thirty-seven percent of women and 39% of men said they had heard about GBV campaigns or events.

Source of information of events or GBV awareness campaigns

Participants who had heard about the campaigns were asked about their source of information.

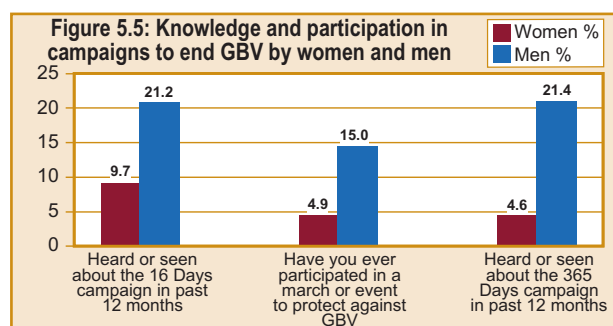


Figure 5.5 shows that more men than women were aware of GBV campaigns or events. Twenty-one percent of men and 10% of women had heard about the 16 days campaign. Twenty-one percent of men and 5% of women had heard about the 365-Day campaign. A small proportion of the participants had participated in GBV campaign events. Fifteen percent of men and 5% of women had participated in a march or event to protest against GBV.

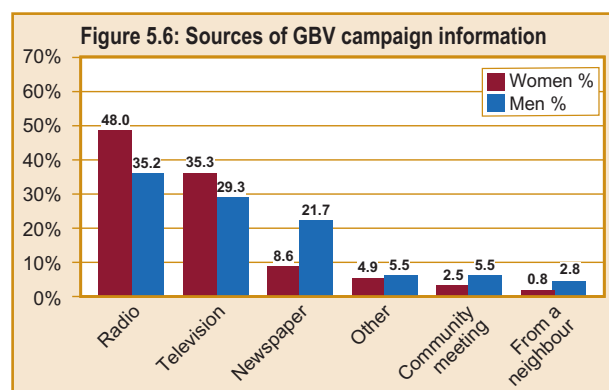


Figure 5.6 shows that the majority of women and men access knowledge about GBV campaigns through radio. Almost half (48%) of women and 35% of men interviewed said they had heard about GBV campaigns through the radio. A greater proportion of men than women heard about the campaigns through newspaper. Twenty percent of men and nine percent of women had heard about the campaigns from the newspapers. Smaller proportions of women and men had heard about the campaigns in community meetings or from neighbours or friends.

Integrated approaches



The SADC Protocol on Gender and Development calls on states to adopt integrated approaches, including institutional cross sector structures, with the aim of reducing current levels of gender based violence by 2015.

Mauritius adopted an integrated approach to addressing gender based violence. After the successful implementation of the National Action Plan to Combat Domestic Violence for 2008-11, Mauritius has developed and costed a new action plan the National Action Plan to End Gender Based Violence (NAPEGBV) 2012-15 that takes into consideration GBV forms other than domestic violence. Mauritius is commended for costing the NAPEGBV because the process will give guidance to implementers and allow for identification of resource gaps. The fact that the NAPEGBV is well costed is an achievement that will aid in determining how best to allocate limited resources. Another achievement to be noted is the setting up of institutional mechanisms to ensure the effective implementation of the NAPEGBV in the form of the NPEGBV and the CAC.

National Action Plan to End Gender-Based Violence 2012-2015 (NAPEGBV)

The Ministry of Gender Equality held a two-day stakeholders consultative workshop on the costed NAPEGBV. The workshop focused on the development of multi-agency responses by stakeholders with a view to:

- Enabling them to integrate and mainstream actions against gender based violence (GBV) in their respective existing programmes for sustainability.
- Ensuring that a coordinated multi-sectoral approach is adopted and implemented by them. Networking and partnership building in the fight against GBV will promote synergy, avoid duplication and contribute towards a shared vision of strategies adopted.
- Increasing accountability of stakeholders involved in the implementation of the Action Plan. Stakeholders should report on actions taken at their end as per the agreed-upon TOR. The challenges faced, opportunities seized, progress achieved, when shared, will contribute to re-engineer actions to be taken by members of the National Platform.

Objectives of the NAPEGBV

The output of the consultative workshop was the NAPEGBV document. The NAPEGBV are aimed to:

- implement a multi-level approach to redress GBV by reviewing, adopting and enforcing protective laws and policies; improving health, legal/justice, security, education and social welfare systems to monitor and respond to GBV survivors and perpetrators, and ensuring prompt and compassionate services to survivors.
- implement a coordinated multi-sectoral approach in tackling GBV issues in the country.
- mobilize communities and specific target groups (men and boys) to change social norms likely to perpetuate GBV.



Municipal council of Beau-Bassin Rose-Hill Sixteen Days Campaign.

Photo: Gender Links

Levels of Action²

The interventions planned in the NAPEGBV are at three levels namely:

Structural level (primary protection): preventive measures to ensure rights are recognized and protected (through laws and policies).

Systemic level (secondary protection): systems and strategies to monitor when those rights are breached (legal or justice systems, health care systems, social welfare systems and community mechanisms).

Operative level (tertiary protection): direct services to meet the needs of those who have been abused.

National Platform to End GBV (NPEGBV)

The Minister of Gender Equality, Child Development and Family Welfare launched the NPEGBV on 19th October 2011. The NPEGBV comprises both government and civil society actors. The multi-sectoral NPEGBV will allow for an increased accountability at all levels and ensure an efficient, effective and coordinated effort leading to the elimination of GBV in Mauritius. The following table shows the government and civil society actors on the NPEGBV:

Objectives

The NPEGBV's objectives include:

- bringing together and consolidate the efforts of all stakeholders involved in reducing GBV in a holistic, systematic, complementary manner through multi-sectoral, and multi-dimensional approach
- providing appropriate care and services to empower survivors and rehabilitate perpetrators

In her launch speech of the NAPEGBV, the Minister said:

"A reporting mechanism on the actions of stakeholders will be established so as to enable the promotion and sharing of best practices, as well as the reengineering, whenever necessary, of actions taken by members of this Platform."

² NAPEGBV, 2011, pg 9.

Co-ordinating Advisory Committee (CAC)

The CAC is a core team that will finalise the country strategies to fight GBV. This team is led by the Head of the Family Welfare and Protection Unit and comprises representatives of the following institutions:

- State Law Office;
- Ministry of Education and Human Resources;
- Ministry of Health and Quality of Life;
- Ministry of Social Integration and Economic Empowerment;
- National Empowerment Foundation (NEF);
- Police Force;
- MACOSS;
- SOS Femmes;
- Media Watch Organisation; and Gender Links
- Indian Ocean Centre for Education in Human Value

The CAC will meet every three months and the NPEGBV will meet twice a year. Technical committees will be set up for each pillar as and when required, to provide technical advice for the implementation of the Action Plan.

Area Domestic Violence Committees

Following the setting up of the NDVC in 2009, Area Domestic Violence Committees (ADVCs) became operational through the six FSBx.

Objective of Area Domestic Violence Committees:

The main objectives of the ADVC are to:

- Reduce and prevent the incidence of domestic violence.
- Provide accessible, reliable, timely and coordinated guidance on cases of domestic violence and ensure victims receive appropriate treatment and care.
- Create an environment free from any forms of violence for the family and the community.

Challenges

Very often perpetrators fail to attend counselling services at the FSBx. To address this challenge, Victim Empowerment and Abuser Rehabilitation Policy (VEARP) is being elaborated through the services of a consultant. The VEARP focuses on the empowerment of both perpetrators and survivors of domestic violence through training, advocacy policies and workplace initiatives. Working with perpetrators increases the safety of, and reduces the risks to their partners and children.

Objectives of VEARP

The VEARP is expected to:

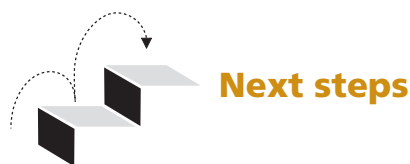
- Promote and make available VEARP services to stakeholders engaged in the fight against domestic violence to assist both abusers and victims;
- Set up guidelines to assist both the public and the private sector in the establishment of workplace initiatives to fight domestic violence; and
- Provide the minimum standard required in the provision of VEARP services by all stakeholders.

Costing

The Ministry of Gender Equality (then Ministry of Women's Rights) allocated a sum of Rs 84,845,000 (about US\$3,142,407) on the item of family welfare and protection from domestic violence.

Through the Protection of Domestic Violence (Amendment) Act and formulation of a Victim Empowerment and Abuser Rehabilitation Policy, a programme has been developed for the protection of victims and rehabilitation of perpetrators of domestic violence reinforced. A sum of Rs 70,000,000 (about US\$2,592,592) was budgeted for under the item Special Collaborative Programme for Support to Women and Children in Distress.

In a press statement in 2010, Honourable Sheila Bappoo, former Minister for Gender Equality stated that GBV cost the country almost Rs 1.4 billion yearly, (about US\$ 51,8 million).



Overall, both state and non-state actors in Mauritius have taken major steps towards ending gender violence.

- Gender violence prevention needs to be stepped up through communication for social change and awareness campaigns
- Advocacy around the key findings of the GBV indicators research project.
- Devising strong monitoring and evaluation processes learning from the GBV indicators pilot project.
- Working with men as partners is integral to GBV prevention strategies by all stakeholders including government, civil society and men's groups.



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



A different kind of family

Anushka Virahsawmy



CHAPTER 6

Health

Article 26



Challenging gender stereo types. Men can also care!

Photo: Danny Philippe

KEY POINTS

- Mauritius tops the region for the SGDI score for health at 91%.
- Citizens gave a score of 84% based on the Citizen's Score Card.
- Mauritius has an effective system of Family Planning and good health system.
- Mauritius has the lowest maternal mortality rates in the region; about 28 women die in child birth out of every 100,000 live births.
- Mauritius has the highest rate in the region for women using contraceptives at 76%.

Table 6.1: SGDI and CSC scores for health

	SGDI	CSC
Scores	91%	67%
Ranks	1	2

Table 6.1 shows the SGDI score at 91% is 24 percentage points higher than the CSC score at 67%. The SGDI is

based on the following indicators: women between the ages of 15-49 years reporting use of at least one form of modern contraceptive method, births attended by skilled personnel, and the maternal mortality rate. The citizens' perceptions are may have been influenced by lack of adequate infrastructure in some locations and sometimes long distances to travel to hospital compromising access to health facilities.



The Protocol provides for state parties to by 2015, adopt and implement legislative frameworks, policies, programmes and services to enhance gender sensitive, appropriate and affordable quality health care; reduce the maternal mortality ratio by 75% and ensure the provision of hygiene and sanitary facilities.

Mauritius adopted a comprehensive National Sexual & Reproductive Health Policy in 2007. Greater emphasis is being laid on promoting sexual reproductive health (SRH) needs of women and men.

Table 6.2: Key sexual, reproductive and health indicators

Indicators	Country statistic/policy	Comment
Current maternal mortality rate	28 women die per 100,000 live births	
% births attended by skilled Personnel	99.6% are attended by skilled personnel	
% Contraceptive use among sexually active women 20-24	N.A.	
% Contraceptive use among married women	75.9% (contraceptive prevalence survey 2002, Ministry of Health)	Despite a relatively high contraceptive prevalence rate, women in Mauritius tend to favour traditional methods, such as withdrawal over modern methods.
Number of deaths annually as a result of illegal abortions	1,635	The number of cases admitted in hospitals and private clinics due to complications following illegal unsafe abortions is alarming.
Country policy on abortion	Abortion is illegal but is allowed to preserve the life of the woman	
Total coverage of sanitation facilities	89%	Refuse collection is regularly carried out by local authorities. All households are connected to waste water system. Access to drinkable water is available throughout the country.
Urban coverage	88%	
Rural coverage	91%	

Source: Mauritius Family Planning Association; WHO/UNICEF 2012.

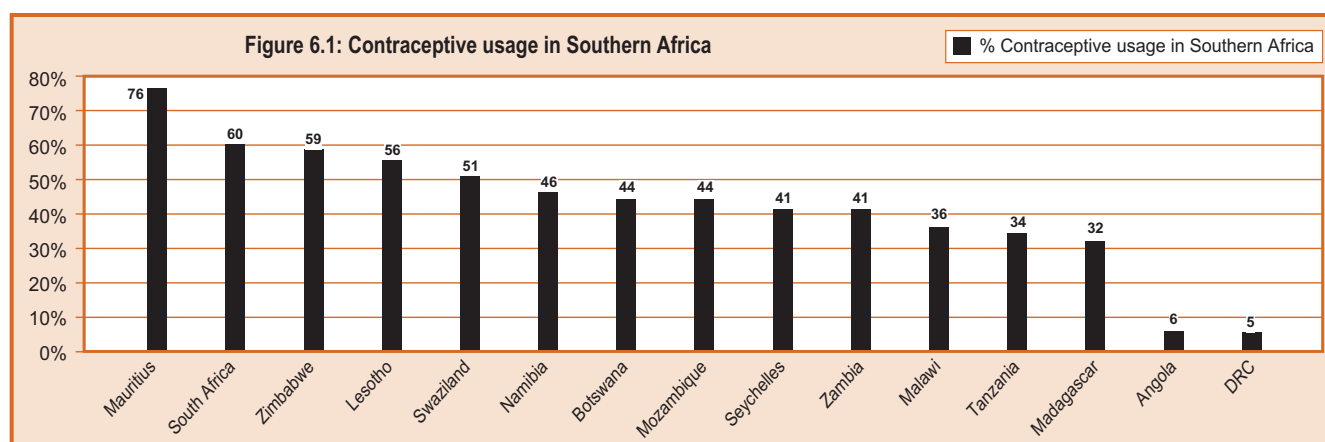
While most of these indicators reveal high gender-responsiveness of health policies, there is a need to remove barriers for adolescents and young people to access family planning and sexual reproductive health (SRH) services without parental consent.

Family Planning and contraceptive usage

With a current population of nearly 1.3 million people, a population growth rate of 0.47% and a total fertility

rate of 1.48 in 2009, the family planning programme has shifted its focus from achieving demographic targets to improving the quality of SRH services in line with the recommendations of the ICPD Plan of Action.

The policy is guided by the principles of human rights, gender equality and equity, social justice, quality service provision and universal access to comprehensive SRH services.



Source: SADC Gender Protocol Barometer, 2012.

Figure 6.1 shows that at 76% Mauritius is top in the region and is one of five SADC countries (including Namibia, South Africa, Swaziland and Zimbabwe) that now has contraceptive use rates of more than 50%. Male involvement and participation have been identified in the policy as one of the priority areas to be addressed.

The 2002 CPS results indicate that Mauritian women tend to favour use of traditional methods over modern methods. Withdrawal is the most commonly used method (27.1%) among currently married Mauritian women age 15-49 years, followed by the pill (15.8%); whereas, injectable (25.1%) and the pill (23.4%) are the most popular methods among their Rodriguan counterparts.

Use of withdrawal method is slightly higher among rural women (28.9%) than among urban women (24.6%). Use of any family planning method is higher among Mauritian women who have received formal education beyond the primary level (13.7%) than among those who have not completed primary education (5.8%).

The SHR policy calls on all stakeholders to provide a comprehensive range of contraceptive methods and to promote dual protection for individuals and couples to protect them from STIs, HIV and avoid unwanted

pregnancy. The policy promotes the use of and calls on improved accessibility to female condoms.

Stakeholders conduct regular awareness campaigns on female condoms and other family planning methods through various channels such as community centres, women's centres, youth centres, secondary schools, tertiary institutions and at the work place.



Kamila Jagambrum giving a demonstration of how to use the Female Condom properly and explains its various benefits.

Photo: Ghirish Singh Abdhoosee

Young people are becoming sexually active at an increasingly earlier age with high rates of unwanted teenage pregnancy and STIs, including HIV and AIDS. Teenage pregnancy is on the increase as well as abortion and its complications. There is a high need for information, education and SRH services for adolescents and young people.

The right to choose

The Mauritius National Assembly adopted the Criminal Code Amendment Bill for the Termination of Pregnancy in specified circumstances on 12 June 2012. Although this does not amount to choice of termination of pregnancy, the amendment is a significant milestone in this conservative Indian Ocean Island. Read in tandem with case study in Chapter one.

Men's involvement in sexual and reproductive health issues

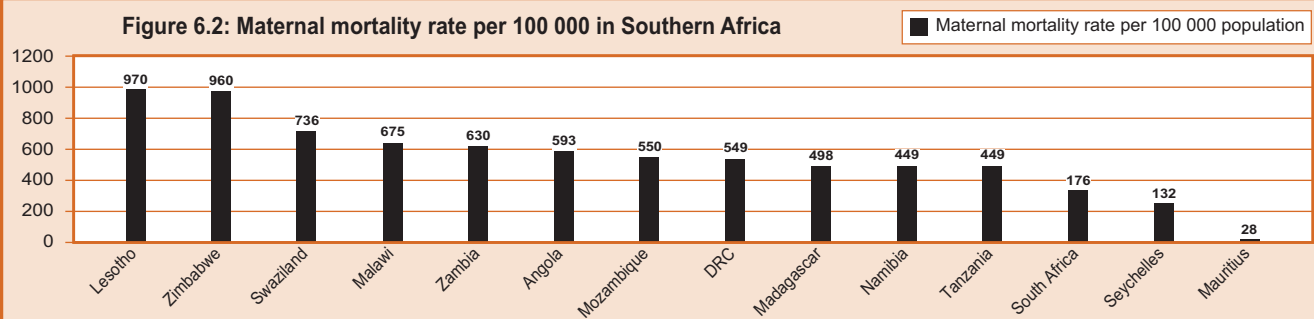
In Mauritius there is a "Men As Partners Initiative", which promotes men's responsibility and participation within the family and community so as to enable the effective empowerment of women and the enhancement of the quality of life of the family as a whole.

Maternal mortality



The SADC gender protocol calls on member states to reduce maternal mortality by 75% by 2015.

Figure 6.2: Maternal mortality rate per 100 000 in Southern Africa

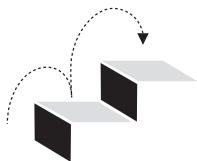


Source: WHO Health Statistics 2012, Malawi DHS 2010, Zimbabwe DHS, 2010-2011.

Figure 6.2 reveals that Mauritius is the best performer in the SADC region with a rate of only 28 per 100,000. This is low compared to countries such as Lesotho with a rate as high as 970 per 100,000.

Sanitation

Table 6.2 at the beginning of the chapter shows that sanitation coverage throughout the country remains high though there are concerns that there is a drop of overall coverage recorded in 2008 (WHO 2008) compared WHO 2012 data.



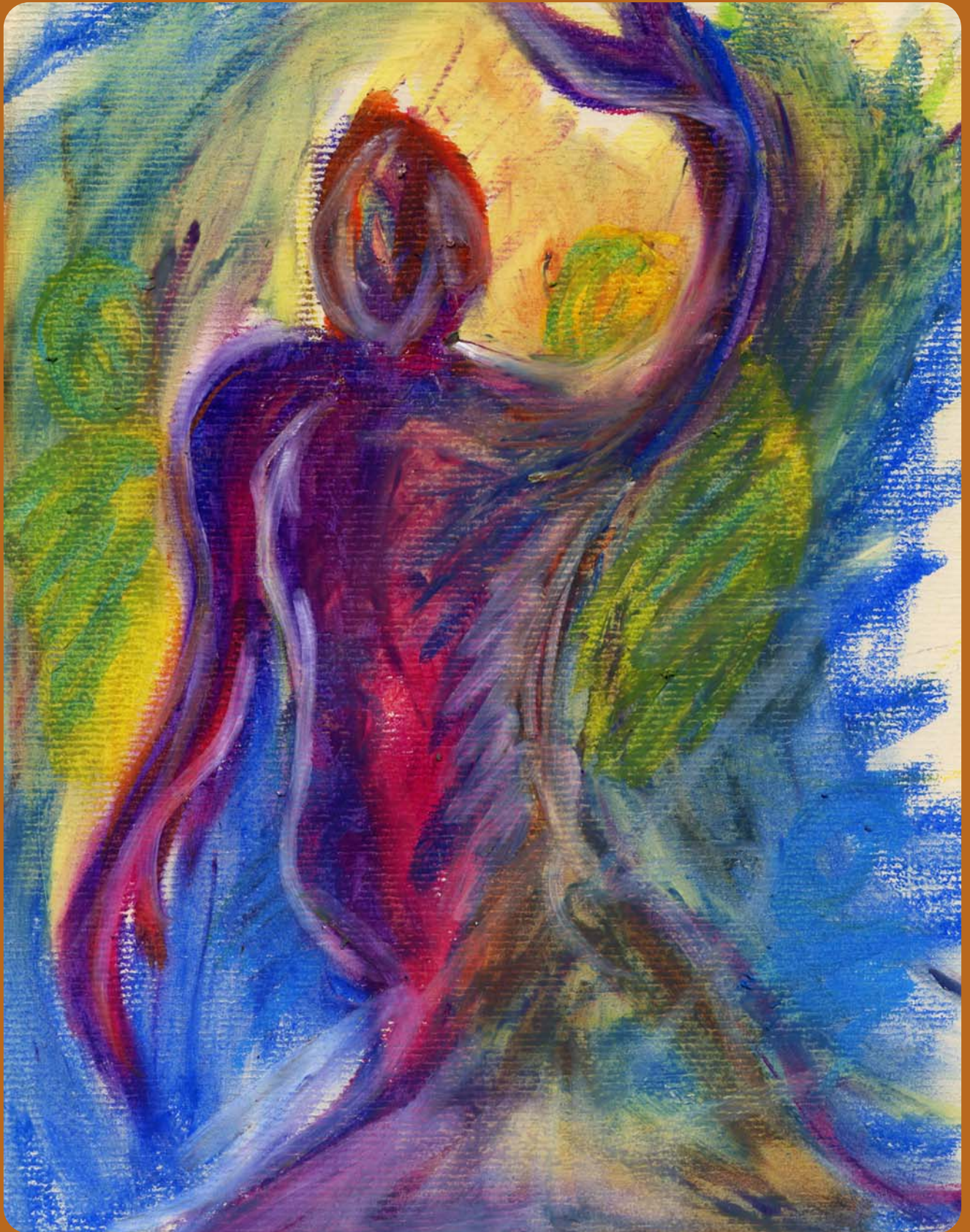
Next steps

- More research is required on drug use in Mauritius. Research on the impact of drug use on women's sexual and reproductive health, on child health and on HIV prevalence.
- More quality research is needed at the national level to inform the development and revision of policies and programmes that address the sexual and reproductive health needs of women in vulnerable situations. This includes prisons, sex workers, elderly women and women with disabilities.



Women in vulnerable situations need special programmes to address their sexual and health needs. Young ladies living in a shelter.

Photo: Loga Virahsawmy



"Anita"

Anushka Virahsawmy



CHAPTER 7

HIV and AIDS

Article 27



Candle lighting ceremony for those affected by HIV and AIDS.

Photo: Danny Philippe

KEY POINTS

- The SGDI score for gender and HIV and AIDS of 76% ranks Mauritius top performer in the region.
- Mauritian citizens gave a score of 61%, which places the country only eighth.
- Mauritius has one of the lowest HIV and AIDS prevalence rates in the region.
- More men are HIV-positive than women; drug users are particularly vulnerable.
- The HIV and AIDS Act protects people living with HIV and AIDS.
- HIV treatment is free.

Table 7.1 SGDI and CSC scores for HIV and AIDS

	SGDI	CSC
Scores	76%	61%
Ranks	1	8

Table 7.1 shows the SGDI score at 76 % is much higher than the CSC score at 61%. The SGDI measures comprehensive knowledge on HIV and AIDS, the proportion of women living with HIV as a proportion

of the total number and HIV positive women receiving Prevention of Mother to Child Transmission (PMTCT).

Background

Mauritius has the lowest number of people living with HIV AND in the region. Unlike the rest of SADC, more men are HIV-positive than women. However, the SGDI does not look at target 26 of the CSC, which recognises the physical and psychological welfare of care-givers, of whom most are women.

Policy



State parties shall take every step to adopt and implement gender-sensitive policies and programmes, and enact legislation that will address prevention, treatment, care and support in accordance, but not limited to, the Maseru Declaration on HIV and AIDS.

There is no time-bound target for this provision, but it is at the heart of informing HIV interventions in the region. Many SADC countries have adopted HIV and AIDS policies that aim to provide a framework for addressing the pandemic with an emphasis on prevention. The extent to which they are gender sensitive varies from country to country.

While Mauritius has not signed the SADC Gender Protocol, it provides a good example of how important it is to take into account the differences between women, men and children if the Protocol provisions are to be achieved. This is because each group has unique needs.

Gender responsive HIV and AIDS policy

While Mauritius has not signed the SADC Gender Protocol, the country is a signatory to key international and regional instruments related to gender that informed the provisions of the SADC Gender Protocol. Except for the clause on affirmative action about which Mauritius has concerns, the country has demonstrated commitment to meeting the targets of the Protocol.

Two of the guiding principles of the National HIV and AIDS policy developed and validated in 2011 refer. The two principles are:

- 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.



Participants at the Gender Justice and Local Government Summit in 2010 which showcased good practices including of local interventional to address HIV and AIDS, a care work initiative.
Photo: Gender Links

Other gender considerations are as follows:

- Wherever possible, HIV and AIDS information and prevention and care initiatives shall be integrated into existing programmes and services. In health, this shall mean integration into sexual and reproductive health services, maternal and child health, services for sexually transmitted infections, family health and other mainstream services.
- Treatment, care and support efforts shall focus on connecting all individuals and families (mostly women and children) affected by HIV and AIDS with health care and social support, and on focusing resources on geographical areas most affected by HIV and AIDS.

There are gender dimensions that influence the rate of infection of HIV and AIDS in Mauritius. There is a concentrated HIV and AIDS epidemic that which include, among others, male and female sex workers, male and female injecting drug users, and people with different sexual orientations, such as men having sex with men and transgender people. The policy states that “these shall be most efficiently controlled by working in a targeted manner through the key populations most likely to be exposed to HIV”.

The vulnerabilities of women and biological factors are also taken into account as specified by the SADC Gender Protocol. The policy states that, “There shall be a focus

on antenatal care services, on assisting pregnant women to access voluntary, confidential HIV counselling and testing, to access antiretroviral treatments for themselves, and to access Prevention of Mother-To- Child-Transmission (PMTCT) programmes, if HIV-positive.

These services shall be decentralised for equitability of access. Non-adherent pregnant women shall be recalled through outreach interventions. All children born to HIV-positive mothers shall be followed up, tested and provided treatment, care and support, if HIV positive.

There may be challenges in the implementation of the policy linked to resources and adherence to the uptake of interventions, but because Mauritius's population is small, it is much easier to follow up on clients. With the global financial crisis, there is a cut to aid for HIV and AIDS and Mauritius would need to remain vigilant to be able to sustain the level of resources allocated to the sector.

The approach to implementation of the policy is sustainable and can be replicated by other SADC countries because it calls for a multisector approach. “The Government shall establish co-operation and collaboration with interested individuals, organisations, agencies or bodies in promoting care work, including community-based care, for AIDS patients and orphans”.

Table 7.2: Key gender, HIV and AIDS indicators

	% women	% men
Extent of comprehensive knowledge on HIV and AIDS	80.1%	75.6%
HIV infection prevalence	1.8%	
Share of HIV infection (out of those who are infected)	19%	81%
Voluntary Counselling and Testing	45.2%	54.8%
On ARV treatment	93%	
HIV positive pregnant women receiving treatment to mitigate against PMTC	68.3%	

Source: National Aids Secretariat.

Table 7.2 shows that men are much more vulnerable to HIV infection than women.

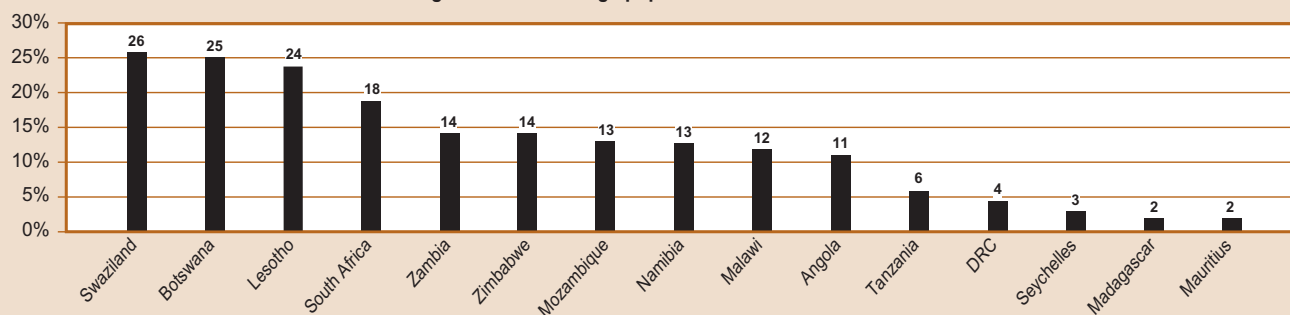
Up to March 2011 there were 3,943 HIV-positive males (81%) compared to 947 HIV-positive females (19%).

All HIV-positive people in Mauritius can receive anti-retro viral treatment (ART) free. In addition, all HIV-positive pregnant women can receive treatment to prevent HIV transmission to their unborn children.

HIV and AIDS is concentrated among injecting drug users, most of whom are men.

However, women probably fear stigma and often refuse to go to health centres. Communities often blame them and resort to name-calling.

Figure 7.1: Percentage population infected with HIV



Source: 2012 SADC Gender Protocol Barometer.

Figure 7.1 shows that Mauritius is one of the Island countries with the lowest HIV prevalence rates of HIV. Together with Seychelles and Madagascar they all have prevalence rates of 3% or less. Unlike the other SADC countries, the Indian Ocean islands have epidemics

classified as concentrated. This means they are largely concentrated among groups such as injecting drug users, sex workers, prisoners and sexual minorities, as well as seafarers.¹

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.

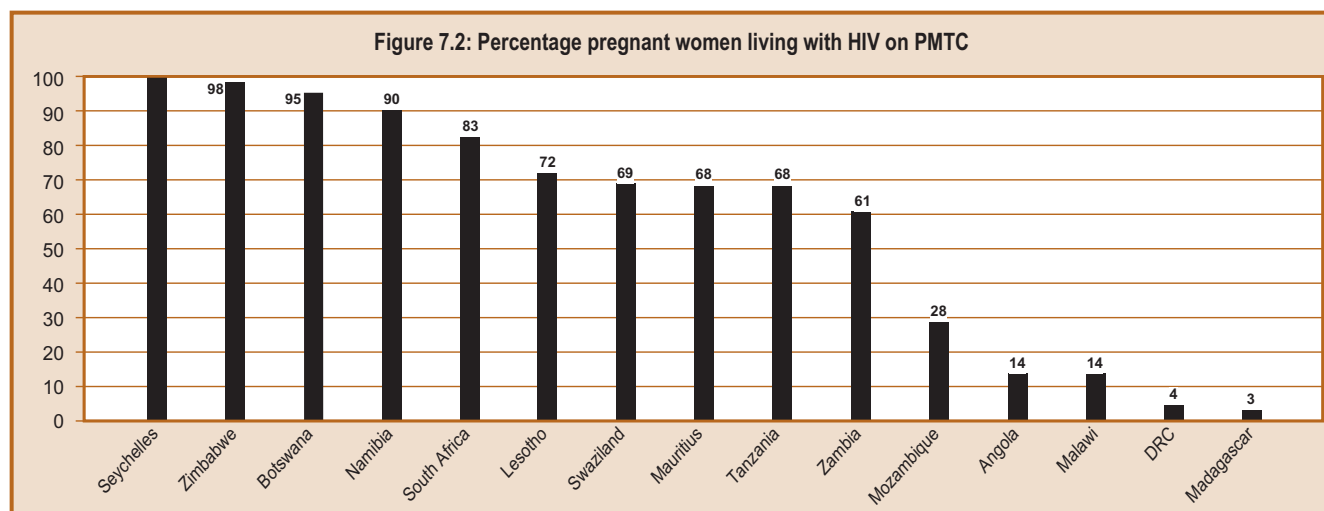
Stakeholders developed the National HIV and AIDS Policy has been developed and validated in 2011. Two of the guiding principles of the Policy are that:

- people living with HIV and AIDS shall have the same rights as all other citizens, and
- shall not be discriminated against on the basis of their status.



Hon. Prime Minister, Navin Ramgoolam, Launching the "I" Stories 2008 on HIV and AIDS at the Chrysalide Women Rehabilitation Centre, December 2008. Photo: Anushka Virahsawmy

¹ UNAIDS 2010 Progress Report.



Source: 2012 SADC Gender Protocol Barometer.

Figure 7.2 shows that in Mauritius 68% of pregnant women living with HIV receive PMTCT. Across the SADC region coverage ranges from 3% to around 100%, with the lowest percentages in DRC and Madagascar. The highest percentages are found in Seychelles, Zimbabwe and Botswana where 100% and 98%, 95% respectively, of the HIV-positive population are benefitting from ART.

The Government of Mauritius set up the Prevention of Mother to Child Transmission (PMTCT) programme in December 1999 where all pregnant women attending hospitals receive testing, counselling, treatment and medication free of charge including free caesareans.

There are provisions for a follow up of all HIV-positive pregnant women. They receive ARVs from 12 weeks of pregnancy if her CD4 is equal to or less than 300. If her viral load is detectable, the woman is given a caesarean section. The women do not breastfeed and are provided with formula milk provided for free until their babies are two years. The Polymerase Chain Reaction (PCR) test is used for babies under one year to detect their HIV status.

Under the policy, orphans, irrespective of their health status, receive financial aid from the government. Orphans and vulnerable children are linked up with health care services. Care work is promoted for the benefit of HIV-positive patients and their children.

Treatment



The Protocol requires state parties to ensure universal access to HIV and AIDS treatment for infected women, men, boys and girls.

There is an HIV and AIDS Act as well as an HIV and AIDS policy. There is no specific mention of women as a specific beneficiary group however the policy states that no person living with HIV (PLHIV) shall be discriminated against on the basis of gender or sexual orientation.

Mauritius being a welfare state provides health care (prevention, treatment and care) free of charge and

with equitable access to everyone. However, there is anecdotal evidence that, because of stigma and discrimination, some women are not accessing PMTCT. Sexual minorities and sex workers are also not accessing treatment facilities.

For sex workers, regular primary health care services accompanied by treatment literacy sessions are being offered in mobile caravans during outreach activities. A strategy to assist sex workers will soon be developed.

Care work



The Protocol requires Member States to develop and implement policies and programmes to ensure the appropriate recognition of the work carried out by care givers; the majority of whom are women, to allocate resources and psychological support for care givers as well as promote the involvement of men in the care and support of people living with AIDS.

In 2010, inspired by Article 27(c) of the SADC Protocol on Gender and Development, Gender and Media Southern Africa (GEMSA) and VSO-RAISA developed the *Making Care Work Count Policy Handbook*. The objectives of the handbook includes 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 are provided with care kits as well as other support, such as uniforms for identification, bicycles, food packs, monthly monetary allowances, soap, free medical treatment, financial support for income generating projects, raincoats, umbrellas,

agricultural inputs, stationery and transport allowances, among others, to provide quality care.

- **Training and professional recognition:**

Protocols of training and accreditation should be developed through a governing body within the country to regulate and standardise the training.

- **Psychosocial support:** Care for care providers should be prioritised with psychosocial support programmes developed and provided to care providers.
- **Gender equality:** The gender dimensions of HIV should be recognised and catered for.
- **Public private partnerships:** There is a need to advocate for stronger public private partnerships in the delivery of PHC services through C&HBC programmes.

Table 7.3 outlines progress on policy and legislative initiatives to regulate care work in Mauritius based on information available to researchers at the time of writing.

Table 7.3: Progress in addressing care work in Mauritius

ISSUE	PROGRESS
Remuneration	Development of a care work policy underway. Government funding to some NGOs working with PLWHA and these give some allowances for care workers.
Logistical and material support	HIV and AIDS National Strategic Framework (NSF) makes provision for improving training, equipment and staffing capacity of government structures. Also some notable private sector funding under Corporate Social Responsibility continued to go towards logistic and material support.
Training and professional recognition	Palliative Care draft policy and approved guidelines.
Psychological support	Provision of this support to care givers available on a voluntary basis; implementation yet to take place.
Gender equality	Although no policy provisions have been made, MPs are working at constituency level to mobilise more men to do care work and 200 men have been trained in Dowa district through a local government and CBO partnership supported by VSO RAISA.

Specific programmes undertaken in 2010 on prevention and support for HIV and AIDS

- Some 2,994 drug-users are under the Methadone Substitution Therapy (MST) programme. Some 16 dispensing units operate throughout the country.

- The Needle Exchange Programme (NEP) has reached more than 5,000 between May 2008 and August 2010.
- A Biological and Behavioural Surveillance (BBS) Survey on Injecting Drug Users (IDUs) was carried out. Its findings were disseminated to all stakeholders in August 2010. The number of 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 Biological and Behavioural Surveillance (BBS) survey on female sex workers and men having sex with men (MSM) was conducted from July to September 2010.
- A full-fledged Harm Reduction Unit was set up in January 2010 to prevent the spread of HIV Infection among Injecting Drug Users (IDUs). The unit aims at harmonising the Methadone Substitution Therapy programme and the Needle Exchange programme to ensure effective coordination and monitoring.
- Under the Global Fund Round 8, Mauritius is benefiting some 7M Euros over a period of five years, starting year 2010 for implementing the HIV and AIDS programmes.

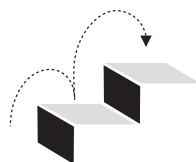
Costing

There is not specific gender budgeting information available as the government ensures women and men access resources equally. A sum of Rs.93,350,000 (US\$3,457,407.00) was earmarked in 2010 for the treatment and prevention of HIV and AIDS. This includes population at risk, injecting drug users, commercial sex workers and prisons' inmates. In addition, 4,842,338 euros was received from UNAIDS, WHO, UNCR, UNFPA and UNDP in 2010. The National Aids Secretariat (NAS) carried out training and awareness sessions in different fields such as outreach and psychosocial support,

behaviour change, communication and PMTCT. An HIV and AIDS mass media campaign was implemented.

Both women and men benefit. Mauritius performs well in the delivery of HIV and AIDS programmes compared to other SADC countries.

- Other sponsored programmes include treatment and prevention of HIV and AIDS is Rs 93,350,000 (about US\$3,457,407).
- Multi-sectoral response to HIV and AIDS programme is Rs 34,265,000 (about US\$ 1,269,074.)
- Annual government funding to NGO, Prevention, Information et Lutte Contre Le SIDA (PILS) is Rs 1,500,000 (about US\$ 55,555).
- Annual government funding to NGO, Dr Idriss Goomany Centre, is Rs 1,000,000 (about US\$ 37,037).



Next steps

- There is need for research around the HIV prevention, treatment and care needs of sexual minorities.
- Men should be encouraged to take part in care work through sensitisation campaigns. This can also be done through the church and other respected community leaders.



Needle exchange, Mauritius.

Photo: Gender Links



"Nicole"

Anushka Virahsawmy



CHAPTER 8

Peace building and conflict resolution

Article 28



Peace building sector at a Barometer reference group meeting, May 2011.

Photo: Mary Jane Piang-Nee

KEY POINTS

- The citizen's score for peace-building and conflict resolution is 46%.
- Sex disaggregated data in peace building for Mauritius, particularly in the defence sector is not readily available.
- For the first time in the history of Mauritius, government appointed a woman Deputy Commissioner of Prison in March 2011.
- The Prime Minister is currently the Minister of Defence and Home Affairs

Table 8.1: SGDI and CSC scores on peace building and conflict resolution

	SGDI	CSC
Scores	N/A	46%
Ranks	N/A	10

There is no SDGI score for this sector as information is currently limited. Table 8.1 shows that Mauritius CSC of 46% places the country tenth out of 15 countries in the region. Scoring on this sector could have been influenced by various factors including women's relatively poor participation in the peace and security forces.



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.

Mauritius does not have a standing army. All military, police, and security functions are carried out by just over 10,000 active-duty personnel under the command of the Commissioner of Police. The 8,000-member National Police Force is responsible for domestic law enforcement. The 1,500-member Special Mobile Force (SMF) and the 500-member National Coast Guard are the only two paramilitary units in Mauritius. Both units are composed of police officers on lengthy rotations to those services.

The SMF is organised as a ground infantry unit, with six rifle companies, two mobilisable paramilitary companies, and one engineer company, according to the IISS Military Balance 2007. It engages extensively in civic works projects. The Coast Guard has four patrol craft for search-and-rescue missions and surveillance of territorial waters. A 100-member police helicopter squadron assists in search-and-rescue operations. There also is a special supporting unit of 270 members trained in riot control.¹

Women in the security sector

Table 8.2: Representation of women in the security sector

	No of males	% Male	No of females	% Female	Total
Defence*	Not available				
Police	11,075	94%	716	6%	11,791
Correctional Services	983	92%	81	8%	1064
Parliamentary Committee(s) on Security Sector	N.A	N.A	N.A	N.A	N.A

*Defence and police are all grouped under police.

Table 8.2 shows that few women enter security forces; for example women make up only 6% of the police force.

Table 8.3: Women in top leadership positions in the security sector

	No of males	as %	No of females	as %	Total
Minister of Defence	1*	100%	0	0	1
Permanent Secretaries (Defence)	0	0	1**	100	1**
Minister of Home Affairs (police)	1***	100	0	100	1***
Ministers of Correctional Services	0	0	1****	100	1
Permanent Secretaries (Correctional Services)	1	100	0	0	1

* The Prime Minister is currently the Minister of Defence and Home Affairs

**The Permanent Secretary for Defence is attached at the Prime Minister's Office

***The Prime Minister is in charge of Home Affairs

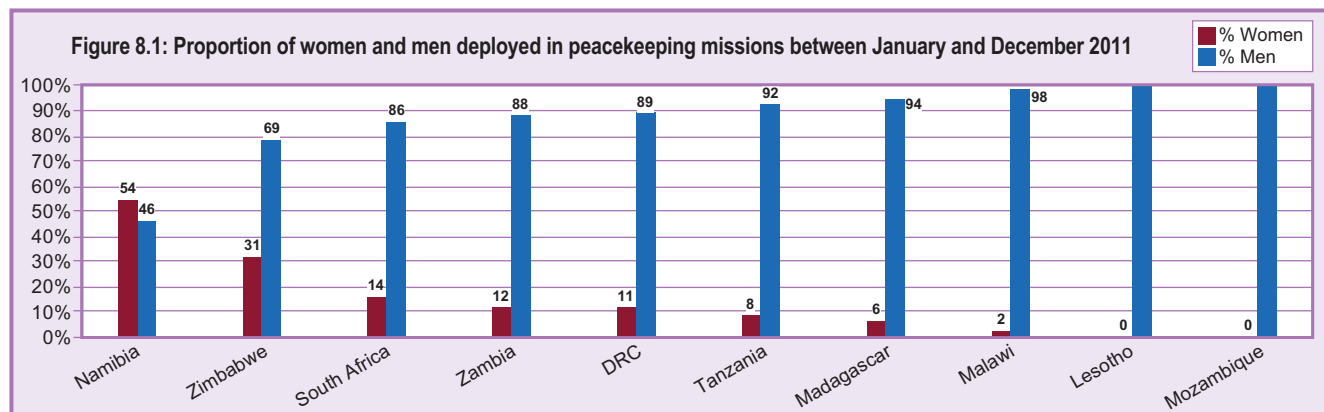
**** There is no Minister of Correctional Services but Hon Mrs Sheila Bappoo is the Minister of Social Security, National Solidarity and Reform Institutions

¹ http://en.wikipedia.org/wiki/Army_of_Mauritius.

Table 8.3 shows that men dominate the security sector:

- The Commissioner of Police and Commissioner of Prisons are men. For the first time in the history of Mauritius, a woman was appointed Deputy Commissioner of Prison in March 2011.

- Women and men police officers receive the same training and have taken examinations to move up the ladder.
- All recruits receive training on gender-based violence.

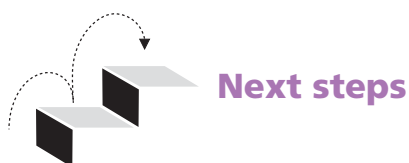


Source: 2012 SADC Gender Protocol Barometer.

Figure 8.1 shows that no statistics are available for Mauritius because it neither participates in nor sends its security forces on peacekeeping missions in conflict countries in SADC or anywhere in the world.

Of the eight countries where data could be obtained, Namibia, Zimbabwe and South Africa deploy the greatest proportion of women on peacekeeping missions. Six countries (Zambia, DRC, Malawi, Namibia, South Africa and Zimbabwe) attained or exceeded the UNDPKO recommendation of at least 10% female representation when deploying peace-keepers. This still falls short of the SADC Gender Protocol target of at least 50% target of women in the peacekeeping forces.

- The laws must be accompanied by special measures and incentives to attract women to join the security services sector. Unless there are incentives and retention packages for women to join, this sector will remain male-dominated. To achieve this, an enabling environment has to be created. For example women should be able to balance time spent on peace-missions or combat roles with family responsibilities, particularly where young children are involved.
- Record-keeping should be sex-disaggregated. Currently data is scarce or officials are reluctant to release the information. Mauritius needs to keep gender-disaggregated data for the sector to monitor progress towards women's equal representation and participation in key decision-making positions in conflict resolution and peace building processes.
- All levels of personnel, including senior management, should receive gender training to challenge cultural stereotypes that perpetuate gender discrimination.



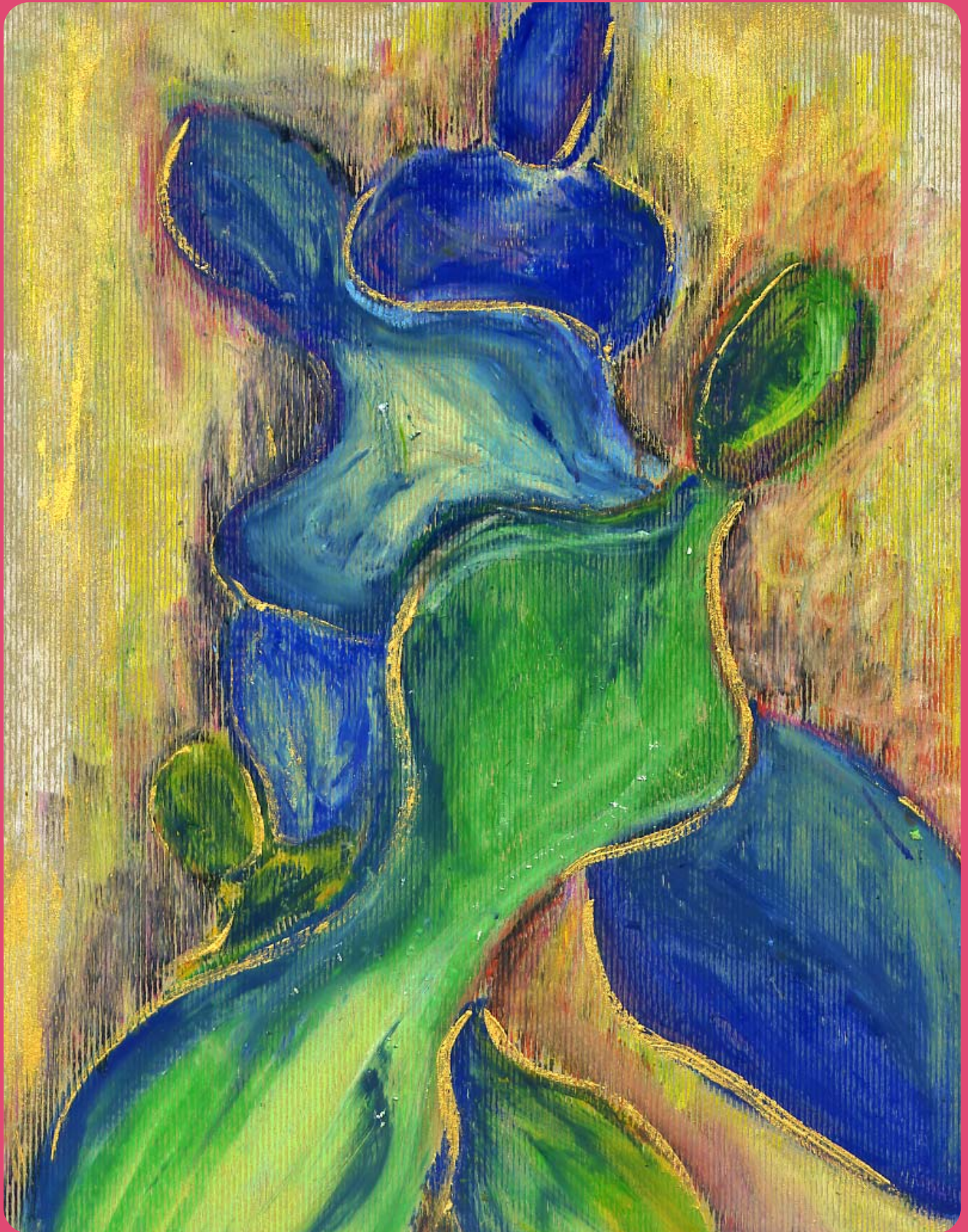
Women in Mauritius are viewed as a vulnerable group rather than part of the solution to peace building and conflict resolution. For this to be achieved by 2015, a number of steps need to be taken including:

- Review legislation to ensure that it is gender-sensitive and does not discriminate against women. Mauritius must ensure that the police, correctional and prison services acts are gender-sensitive and provide for women's special needs.



Pope Hennessy Police Station.

Photo: Mary Jane Piang-Nee



"Growing up"

Anushka Virahsawmy



CHAPTER 9

Media, information and communication

Articles 29-31



Media monitoring during a training workshop at the Mauritius Broadcasting Cooperation (MBC). From right: Utam Ramchurn, Shirley Chumroo, Luxmi Gokool.

Photo: Mary Jane Piang-Nee

KEY POINTS

- Mauritius has a SGDI score of 70% and is fifth in the region.
- Citizens gave a score of 46% for the CSC, which is 24 percentage points lower than the SGDI.
- Despite the high representation of women in media studies, women are under-represented in the media profession. The *Glass Ceilings in Southern African Newsrooms Study* showed that women constitute a quarter of the top management in Mauritius; slightly higher than the regional average of 23%.
- Women constitute just 19% of the news sources in the media monitored in the GMPs (2010), an increase of only 2% in seven years since the GMBs (2003).
- Women in the Mauritian media still carry their private identity, while the regional average is 8% for women and 4% for men, in Mauritius the percentage is 10% for women and 1% for men.
- Women predominate in the home-makers and sex workers categories at 100% and beauty/fashion at 92%. And yet there are more and more men in the model and fashion business.
- Gender Links is working with media houses on developing Centres of Excellence in gender mainstreaming in the media

Table 9.1: Media, information and communications SGDI and CSC scores

	SGDI	CSC
Scores	70%	46%
Ranks	5	12

Table 9.1 shows that Mauritius with a 70% SGDI score is fifth in the region on the media sector. However citizens were critical and gave a low score of 46% placing the country twelfth. The SGDI score incorporates women's participation in the media as employees, on

boards of directors and in management. It also includes the proportion of women as lecturers and students in media training institutions and the proportion of women news sources in media content.

However the CSC captures other qualitative nuances such as the sensationalism of news and gender stereotypes perpetuated in various media. Citizens' perceptions also include other forms of media, including advertising, tabloids and Information Communication Technologies ICTs, which are not necessarily captured in the SGDI.



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.

Over the last three years, GL and GEMSA have been conducting gender and media literacy courses designed to empower citizens, especially women, to take up complaints. This reinforces the work of media regulators on policy, as illustrated in the case study:



Media Watch Organisation-GEMSA is the only organisation that has taken sexist complaints to the Association of Advertising Agencies (AAA) of Mauritius and the Independent Broadcast Authority (IBA). It would seem that the public are unaware where to take complaints as they contact MWO-GEMSA. The Mauritian chapter of GEMSA has had 12 advertisements removed from the airwaves and billboards.



An example of a recent advert concerns the "Pride Mark: Get Dressed" advert promoting "hot hot, hot, sales" from the 26 February to 14 March 2010 through a woman with green fingernails opening the zipper of her mini-shorts. In a letter to the director general, copied

to the Ministry of Women's Rights; the Attorney General's Office and the Director of the Sex Discrimination Division, MWO-GEMSA stated:

"Members of the public, both men and women, as well as young people, are distressed with such an advertisement being displayed so prominently in newspapers. There was a general consensus among those who have seen this advertisement that such a provocative image was very offensive and harmful to the image of women at large... We believe that women do not have to be objectified to promote products. We are therefore writing to you in the hope that your organisation will refrain from using such offensive advertisements to promote its products and sales events in the near future".

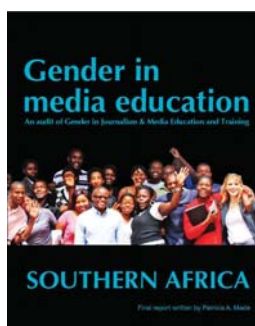
MWO-GEMSA submitted comments to the IBA on a draft for a Code of Advertising Practices requesting that advertisements do not:

- use obscene, sexist, racist images; sex, nudity and offensive language should not be used.
- Portray women as sex objects;
- Cause prejudice to human dignity, humiliate, stigmatise or undermine identifiable groups of people.
- Use children as objects; and do not place them in advertisements that have nothing to do with them.

Gender in media training

The audit of *Gender in Media Education in Southern Africa (GIME)* is the most comprehensive study yet undertaken of the gender dimensions of journalism and media education and training in tertiary institutions in Southern Africa.

The audit of the University of Mauritius is part of a larger GIME audit conducted in 25 institutions in 13 countries including Botswana,



Democratic Republic of the Congo (DRC), Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, South Africa, Swaziland, Tanzania, Zambia and Zimbabwe between October 2009 and April 2010. Gender Links (GL) undertook the study through its Gender and Media Diversity Centre (GMDC) and through a partnership between media development organisations and knowledge institutions.

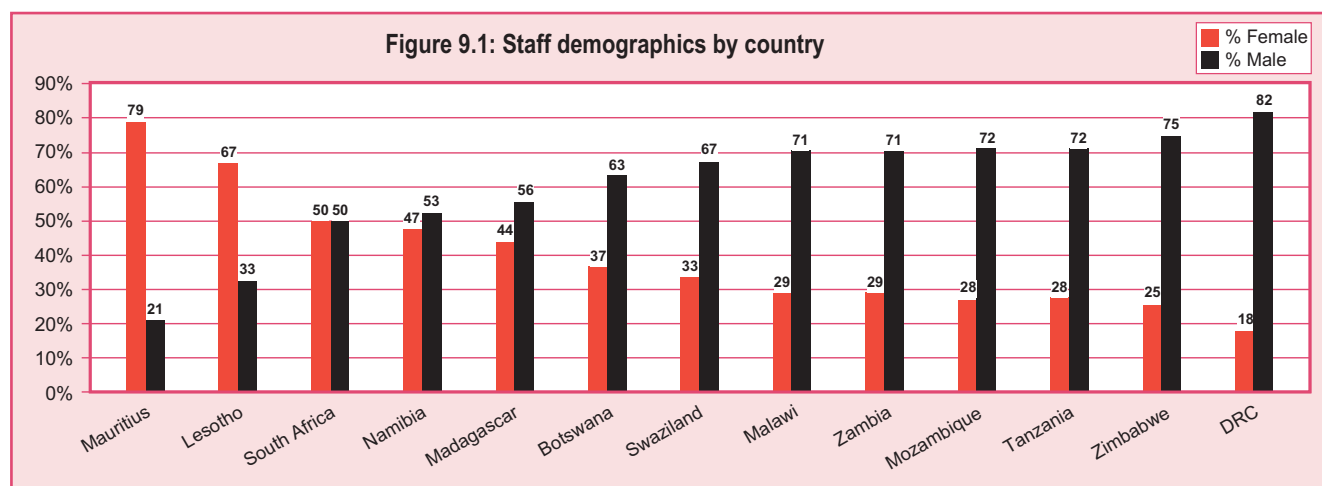


Figure 9.1 shows that at the University of Mauritius, which does not have a gender or affirmative action policy, 79% of the academic staff are women

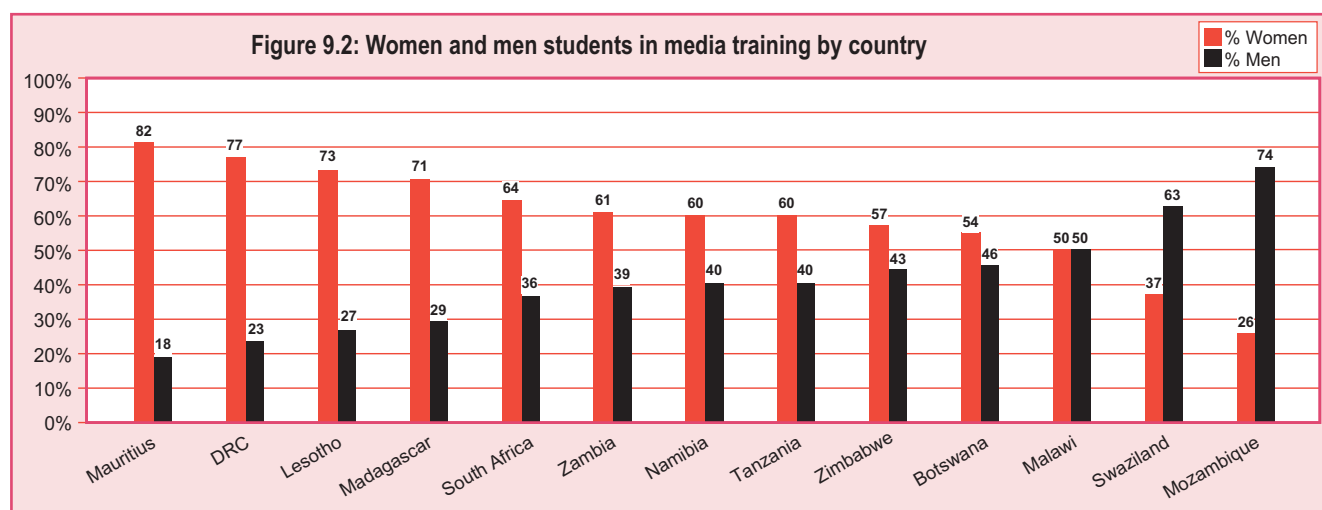


Figure 9.2 shows that ten of the countries in the sample have exceeded parity in the representation of female students. These include Mauritius (82%), DRC (77%), Lesotho (73%), Madagascar (71%), South Africa (64%), Zambia (61%), Namibia and Tanzania (60%), Zimbabwe (57%) and Botswana (54%).

TABLE 9.2: SUMMARY OF KEY QUANTITATIVE FINDINGS FOR MAURITIAN MEDIA HOUSES

CATEGORY	% MAURITIUS		% REGION	
	Female	Male	Female	Male
Percentage of employees by sex	33	67	41	59
OCCUPATIONAL LEVELS				
Non-permanent	52	48	36	64
Unskilled	30	70	29	71
Semi-skilled	35	65	55	45
Skilled technical	22	78	45	55
Professionally qualified	40	60	31	69
Senior management	22	78	28	72
Top management	25	75	23	77
Board of directors	36	64	28	72
CONDITIONS OF EMPLOYMENT				
Freelance	53	47	43	57
Part-time	40	60	35	65
Full-time, fixed term contract	31	69	37	63
Full-time open-ended contract	26	74	42	58
DEPARTMENTS				
<i>Percentage of women and men in:</i>				
Finance & administration	46	54	54	46
Editorial	39	61	42	58
Advertising/Marketing	38	62	57	43
Human resources	32	68	44	56
Production	23	77	30	70
Technical/IT	16	84	16	84
Design	13	87	31	69
Printing & distribution	6	94	24	76
BEATS				
<i>Top three beats covered by women</i>				
Religion	62	38	52	48
Human Rights	58	42	42	58
Media	58	42	42	58
<i>Top three beats covered by men</i>				
Political reporting	20	80	25	75
Labour	21	79	36	64
Courts	27	73	37	63
POLICIES			Region	
Existence of a gender policy	33		16	
Existence of a sexual harassment policy	56		28	
Need for or improving existing gender policies	78		68	

Giving equal representation to women and men by 2015



The Protocol urges Member States to take measures to promote the equal representation of women in the ownership of, and decision-making structures of the media in accordance with Article 12.1 that provides for equal representation of women in decision-making positions by 2015.

Despite the high representation of women in media studies, women are under-represented in the media profession. The *Glass Ceilings in Southern African Newsrooms Study* showed that women constitute a quarter of the top management in Mauritius; slightly higher than the regional average of 23%. In Mauritius women constitute 36% of the Boards of Directors, which is higher than the regional average of 28%. But there are only 22% women in senior management in Mauritius. This is lower than the regional average of 28% for women.

Table 9.2 shows that Mauritius media has a high proportion of women in non-permanent employment

(52% as compared to 36% in the region). However, Mauritius is like the rest of the region in that women comprise 30% of unskilled staff, compared to 29% in the region.

The skilled technical category is generally a male preserve: in Mauritius women comprise 22% of this category; much lower than the regional average of 45%.

However, at 40%, Mauritius has more women in the professionally qualified category than the regional figure of 31%.

Gender in media content



The Protocol calls on Member States to encourage the media to give equal voice to women and men in all areas of coverage, including increasing the number of programmes for, by and about women on gender specific topics and that challenge gender stereotypes. The Protocol urges member states to take measures to discourage the media from:

- Promoting pornography and violence against all persons, especially women and children;
- Depicting women as helpless victims of violence and abuse;
- Degrading or exploiting women, especially in the area of entertainment and advertising, and undermining their role and position in society; and
- Reinforcing gender oppression and stereotypes.

Gender and Media Progress Study (GMPS) 2010

The GMPS, coming exactly seven years after the original Gender and Media Baseline (GMBS) study, compared the performance of media in SADC countries against their performance in the GMBS; the two MAP HIV and AIDS and Gender Baseline studies and draw parallels with the Glass Ceiling study.

The key findings of the research can be summarised as follows:

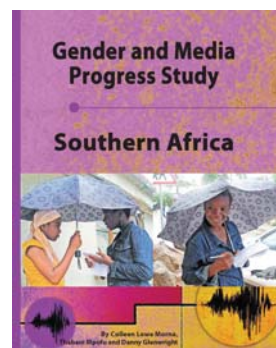
- **Women's views and voices are grossly under-represented in the Mauritian media:** If unknown sources are excluded, women constitute just 19% of the news sources in the media monitored in this study, an increase of only 2% in seven years since the GMBS.

• Variations between media houses:

There are differences in women sources between the individual media houses with the MBC Television at 28%, Week End and Le Mauricien at 14% and Radio Plus at 15%. Women's voices on MBC radio (22%) is less than on the MBC television.

• Women do not talk on all topics in Mauritius:

Although women are more vocal on gender equality at 86%, children at 67% and gender violence at 46%, on certain subjects, such as economics, sports or



housing women make up less than 15% of sources and yet all these subjects concern women as well. They are used very little for politics stories making up only 9% of the sources.

- **Women in the Mauritian media still carry their private identity:** Women are much more likely to be identified as a wife, daughter or mother than a man is likely to be identified as a husband, son or father. While the regional average is 8% for women and 4% for men, in Mauritius the percentage is 10% for women and 1% for men.
- **Gender:** Women predominate in the home-makers and sex workers categories at 100% and beauty/

fashion at 92%. And yet there are more and more men in the model and fashion business.

- **Equality in women and men presenters but not reporters:** There are more men reporters than women reporters in the Mauritian Media with an average percentage of 29% (this is comparable with the regional average of 28%). There is a vast difference between media houses with Radio Plus having more women than men (66% vs. 34%). The MBC Television has nearly the same percentage of female and male presenters with 51% female and 49% male.
- **There are interesting gender benders in beats:** There has been a change since the GMBS.

Table 9.3: Summary of key findings

GENERAL MEDIA PRACTICE	GMBS MAURITIUS	GMPS MAURITIUS	GMPS REGIONAL	GMMP GLOBAL
Topics	%	%	%	%
Economics	N/A	12	12	17
Gender equality	N/A	1	1	N/A
Gender violence	N/A	1	1	N/A
Politics	N/A	12	19	28
Sports	N/A	27	18	N/A
Geographic scope of stories	%	%	%	%
International	N/A	28	22	26
SADC	N/A	5	8	N/A
National	N/A	40	42	N/A
Local/community	N/A	0	18	N/A
Province	N/A	27	10	N/A
Type of sources	%	%	%	%
Primary sources	N/A	59	69	N/A
Anonymity	%	%	%	%
Anonymous sources	N/A	31	18	N/A
Diversity of sources	%	%	%	%
Single source	N/A	75	67	N/A
GENDER AND THE MEDIA	GMBS MAURITIUS	GMPS MAURITIUS	GMPS REGIONAL	GMMP GLOBAL
Who speaks	% women	% women	% women	% women
Overall	17	19	19	24
Private media	N/A	18	19	N/A
Public media	N/A	28	20	N/A
Community	N/A	17	22	N/A
Who speaks on which topic	% women	% women	% women	% women
Economics	4	13	15	21
Education	N/A	24	24	N/A
Gender Equality	43	86	43	N/A
Gender Violence	42	46	41	N/A
Political Stories	11	9	13	18
Sports	9	14	12	N/A
Gender of sources by medium	% women	% women	% women	% women
Print	N/A	18	18	24
Radio	N/A	18	20	19
Television	N/A	28	25	26

Who is seen	% women	% women	% women	% women			
Images in newspapers	N/A	33	27	N/A			
Ages - sources	% women	% women	% women	% women			
35 - 49 years	N/A	24	37	N/A			
50 - 64 years	N/A	14	20	N/A			
65 years or older	N/A	11	0.5	N/A			
Ages - images	% women	% women	% women	% women			
35 - 49 years	N/A	19	28	N/A			
50 - 64 years	N/A	8	14	N/A			
65 years or older	N/A	31	4	N/A			
Occupation	% women	% women	% women	% women			
Beauty contestant	88	92	73	N/A			
Business person	7	14	15	14			
Government official	N/A	12	27	17			
Health worker	26	13	63	31			
Homemakers	61	100	63	72			
Politicians	8	8	11	17			
Sex worker	100	100	62	39			
Sportsperson	5	13	8	11			
Personal identity	%	%	%	%			
Women	15	20	10	N/A			
Men	3	6	5	N/A			
GENDER IN NEWSROOMS	GMBS MAURITIUS	GMPS MAURITIUS	GMPS REGIONAL	GMMP GLOBAL			
Who does what	% women	% women	% women	% women			
All reporters	36	29	29	N/A			
TV reporters	36	51	42	44			
TV presenters	49	64	58	52			
Radio reporters	38	51	30	37			
Print reporters	24	30	25	33			
Who reports on what	% women	% women	% women	% women			
Economics	10	35	28	40			
Gender Equality	N/A	60	32	N/A			
Gender Violence	23	21	38	N/A			
Political stories	25	33	24	33			
Sports	22	11	18	N/A			
Sources and sex of reporter		%W	%M	%W	%M		
Female sources by sex of reporter	N/A	28	16	31	15	28	22
GENDER VIOLENCE AND THE MEDIA	GMBS MAURITIUS	GMPS MAURITIUS	GMPS REGIONAL	GMMP GLOBAL			
GBV stories compared to total	N/A	2	4	N/A			
Advocacy and protest stories	N/A	4	11	N/A			
Who speaks on GBV	% women	% women	% women	% women			
% of women in stories on and mentioned in GBV	N/A	37	27	N/A			
Function of GBV sources	%	%	%	%			
Victim/survivor	N/A	26	19	N/A			
Alleged perpetrator/perpetrator	N/A	22	11	N/A			
Who reports on GBV	% women	% women	% women	% women			
Percentage of women reporters	N/A	44	35	N/A			
GENDER, HIV AND AIDS AND THE MEDIA	2006 STUDY MAURITIUS	GMPS MAURITIUS	GMPS REGIONAL	GMMP GLOBAL			
	%	%	%	%			
HIV and AIDS coverage compared to total	1	2	2	N/A			

Subtopics	%	%	%	%
Prevention	50	24	26	N/A
General	32	38	37	N/A
Treatment	4	21	12	N/A
Care, support and rights	9	7	14	N/A
Impact	0	10	12	N/A
Geographical scope	%	%	%	%
International	14	14	12	N/A
Regional	12	13	8	N/A
National	74	60	56	N/A
Local	0	13	15	N/A
Function of sources	%	%	%	%
Official and UN Agencies	42	7	19	N/A
Civil society and NGOs	40	12	18	N/A
Experts	9	8	17	N/A
Traditional and religious leaders	2	0	2	N/A
Person with AIDS	5	10	7	N/A
Person affected	2	63	36	N/A
Sources	% women	% women	% women	% women
Who speaks on HIV and AIDS	29	17	20	N/A
Reporters	% women	% women	% women	% women
Who reports on HIV and AIDS	68	44	37	N/A

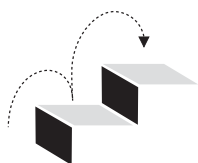
Gender-based violence (GBV)



The Protocol calls on Member States to take appropriate measures to encourage the media to play a constructive role in the eradication of gender based violence by adopting guidelines which ensure gender sensitive coverage.

Key findings of the GMPS include:

- **Gender based violence and stories that mentioned GBV accounted for 2%:** GBV is a major problem in Mauritius and Mauritians count on the media for accurate news with statistics. The percentage is low because there were not many cases of GBV during this period except for a major one - a rape and femicide.
- **More men than women speak on GBV:** Women speak at 37% while men speak at 63%.
- **Mauritian media gives voices to people who are more affected by GBV:** Survivors of GBV talk at 26% compared to the region at only 19%.
- **Femicide is covered by the Mauritian media:** Femicide which is a subject not often heard of is covered by 8% in the Mauritian media compared to 4% in the region.
- **Coverage of rape is high:** Rape receives 19% of the coverage compared to the region at 11%. There has been little coverage on men killed in abusive situation at 1% while femicide makes up 8%.
- **More men than women report on GBV:** Although women report on GBV at 44% compared to men at 56%, there is a big difference between media houses with Le Mauricien and Le Dimanche having men reporting on GBV at 100% while at Week End, MBC Radio and Radio Plus women report on GBV at 100%.



Next steps

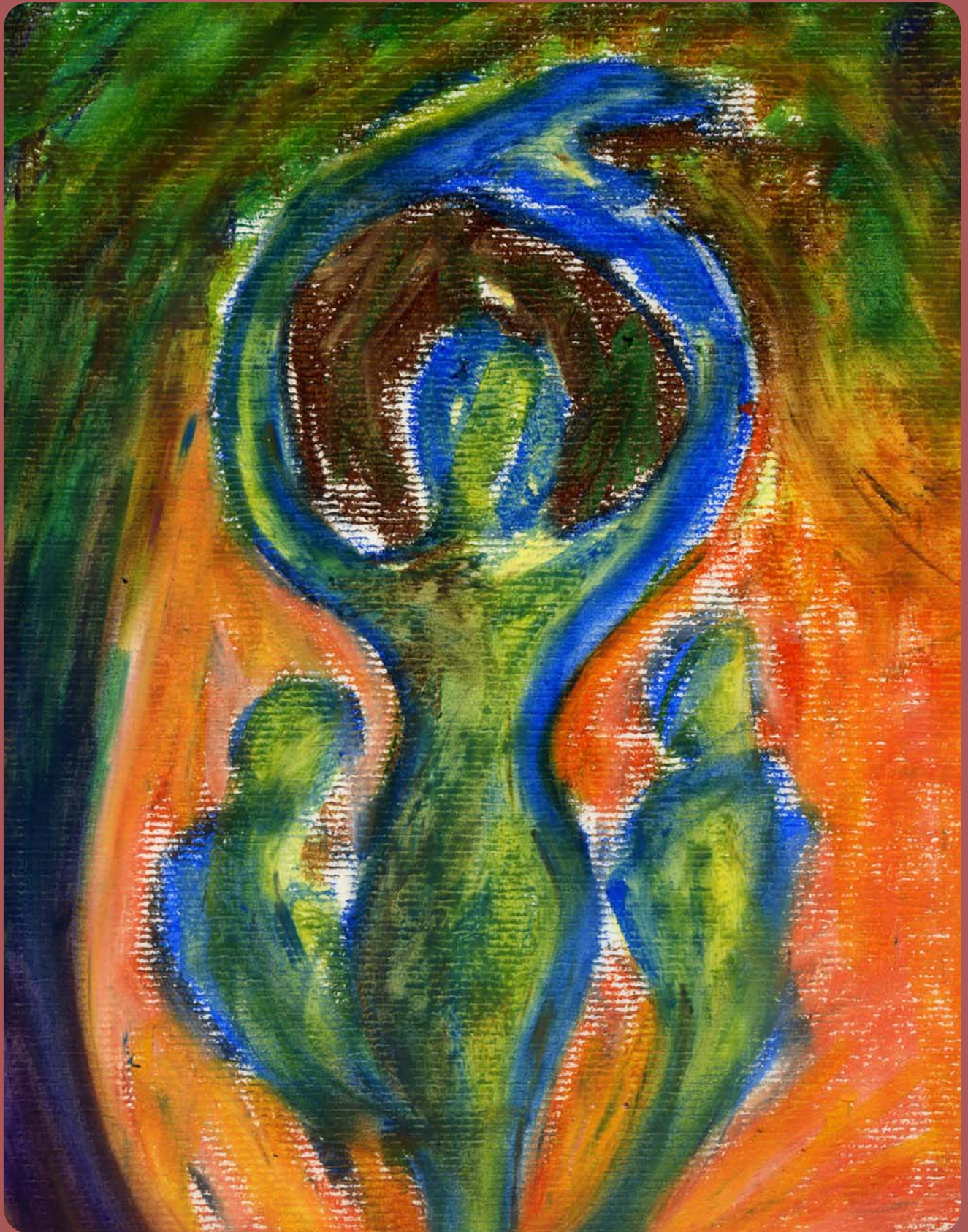
- Continue to deepen engagement with media decision makers - taking cue from media houses that are doing well because of strong partnerships.
- Deepen and sustain media activism by civil society organisations that has seen many sexist adverts removed.

- The government should mainstream gender in all information, communication and media related laws.
- Statutory regulatory authorities and self-regulatory authorities should use whatever leverage they have at their disposal to ensure gender accountability by media institutions, media houses and other bodies.
- Government should pledge to ensure that gender will be mainstreamed in media training institutions that are funded through public funds.



Loga Virahsawmy being interviewed after a meeting with the Local Government Minister, Herve Aimee, Mauritius.

Photo: Gender Links



"Isabella"

Anushka Virahsawmy



CHAPTER 10

Implementation



Hon. Mireille Martin, Ministry of Gender Equality, Child Development and Family Welfare, Mauritius.
Photo: www.google.com

Articles 32-36

KEY POINTS

- Mauritius has not signed the SADC Gender Protocol. The country expressed reservations about the clause on affirmative action.
- The amendment of the Constitution to allow for the 30% quota for women and for men to allow the passing of the 2011 Local Government Act may have opened the door for the country to sign.
- Mauritius has a national gender policy.
- Gender focal points have been appointed in almost all line ministries.

Signing and ratification



Article 39 provides that the Protocol shall be duly signed by the authorised representatives of Member States. The Protocol further states that it shall be ratified by the Signatory States in accordance with their Constitutional procedures.

The Government of Mauritius has not signed the SADC Gender Protocol because the Protocol was deemed contrary to the spirit of the Constitution, which did not allow positive discrimination.

However, extensive lobbying with the Office of the Attorney General, the Ministry of Gender Equality and other line ministries continues so that the government may sign the SADC Gender Protocol. This seems more possible



Mauritian Prime Minister Navin Ramgoolam has hinted that the door is still open for Mauritius to sign the SADC Gender Protocol.

Photo: Courtesy photo extended to Gender Links

than ever before due to the Local Government Act, which came into effect January 2012 and provides for a quota system in local elections. As highlighted in the Governance chapter, according to the Act all political parties will have to field at least 30% women and 30% men for any local elections. This has led to an amendment to the Constitution to allow positive discrimination to achieve gender equality.

The Gender Links Office in Mauritius and the Southern Africa Gender Protocol Alliance focal point (MWO-GEMSA) and Women in Networking (WIN) are among those who have been at the forefront lobbying for the change in the Constitution and electoral laws to increase women's representation in politics as well for the signing of the SADC Gender Protocol.

Implementation mechanisms, monitoring and evaluation processes



State Parties shall ensure the implementation of this Protocol at the national level: State Parties shall ensure that national action plans with measurable time frames are put in place, and that national and regional monitoring and evaluation mechanisms are developed and implemented. State Parties shall collect and analyse baseline data against which progress in achieving targets will monitored.

Table 10.1: National gender structures and processes

Component	Yes/No	Comments
National gender policy	Yes	There is a gender policy in place.
National Gender Policy aligned to the SADC Protocol	No	The Protocol has not been signed by Mauritius
Gender Machinery open to reviewing National Gender Policy and aligning to SADC Protocol	No	Protocol not signed.
Gender ministry	Yes	Ministry of Gender Equality, Child Protection and Family Welfare.
Gender focal points in all line departments	Yes	Only certain ministries have gender focal point.
Gender structure in parliament	No	There is no gender structure in parliament.
Active collaboration with civil society	Yes	The reference group meeting set up in May 2011. Protocol not signed.
Plan for domestication/ popularisation of the Protocol?	No	Protocol not signed.
National action plans with measurable time frames	Yes	Mauritius has a national action plan on domestic violence and 80% of the targets have been met.
Analysis of baseline data against which a report will have to be submitted in 2010 - was this report submitted	N/A	Mauritius is not obliged to submit a report because the country has not signed the Gender Protocol.

Although the country has made remarkable progress towards meeting the 28 targets, except in the media and women in decision-making sectors, Mauritius has not signed the Protocol.

Financial provisions



State Parties shall ensure gender sensitive budgets and planning, including designating the necessary resources towards initiatives aimed at empowering women and girls.

Costing

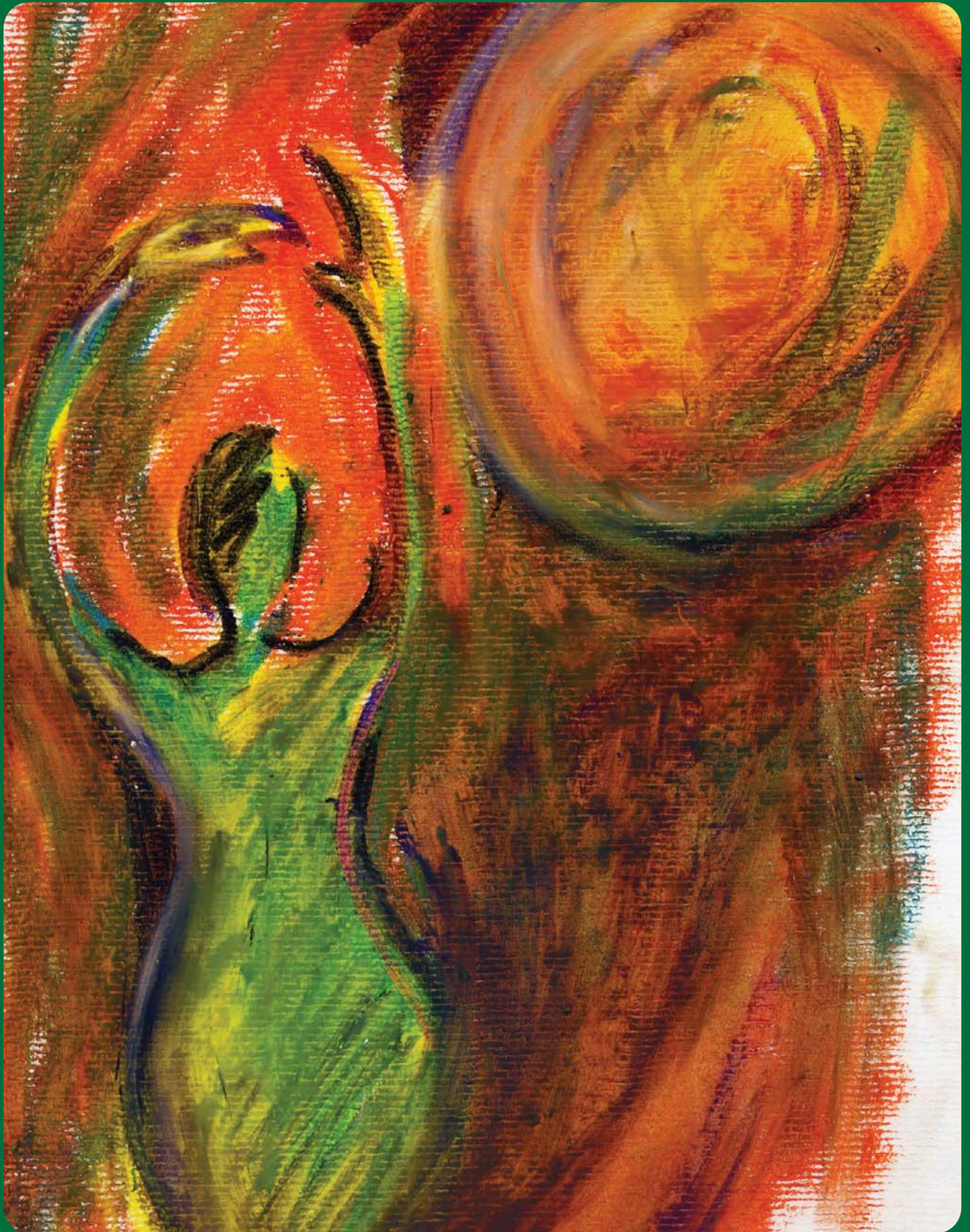
There is no comprehensive information related to gender responsive budget or any gender disaggregated data relating to allocation of resources in any of the key line ministries. Suffice to say that the Policy and Management of Gender Equality, Child Development, Family Welfare and Social Welfare received Rs55, 780,000 (about US\$ 2,065,925). The Women's Empowerment and Gender

Mainstreaming received Rs 101,930,000 (about US\$3,775,185.)

However, according to the government, one of its major achievements is its combined report of the 6th and 7th periodic report on Convention on Elimination of all Forms of Discrimination against Women (CEDAW) which has been submitted to United Nations.



Loga Virahsawmy, Gender Links Francophone Director, with Mauritian Prime Minister Navin Ramgoolam.
Photo: Gender Links



Anushka Virahsawmy

CHAPTER 11



Gender and climate change

KEY POINTS

- Women make up two of the eight key decision-making positions in the sector.
- Mauritius has put in place key strategies to address climate change;
- De-forestation legislation and enforcement is stringent;
- Many stakeholders are involved in sensitisation climate change awareness campaigns, including the media.



Signing the climate change petition at the Gender Justice and Local Government Summit. Photo: Trevor Davies

Table 11.1: Women's representation in decision-making positions on climate change and sustainable development

POSITION	FEMALE	MALE
Minister of Environmental Affairs (Tourism/ Wildlife)		1
Permanent secretary/DG		1
Minister of Agriculture		1
Permanent secretary/DG		1
Minister of Tourism		1
Permanent secretary/DG	1	
Minister of Fisheries/ Water Affairs		1
Permanent Secretary Fisheries/ Water Affairs		1
Other key persons	2 ¹	3 ²
TOTAL	3	10
PERCENTAGE	23	77

Table 11.1 shows that women occupy three (23%) out of thirteen key decision-making positions in climate change and the sustainable development sector. There is a woman Director of Environment and a woman as the senior chief executive of the Ministry of Energy and Public Utilities.

In Mauritius, decision-making for the national response to climate change is made after consultation with different stakeholders including concerned ministries, private sectors, parastatal bodies, the general public and NGOs. The stakeholders are represented by both men and women where they participate equally in decision-making. Mauritius has an MID project (Mauritius durable island) which is piloted at the office of the Prime Minister.

Institutional, legal and policy framework

Forest cover is low; most of the forest land has been cleared. Originally people used wood for cooking as well as construction of houses, small boats and for furniture. However, the use of wood has considerably decreased with the introduction of gas cookers, concrete buildings, fibre-glass boats and imported/processed wood. The legislation and enforcement regarding felling of trees or deforestation is stringent.

Mitigation measures

- Solar Water Scheme 2008/2009 whereby grants of USD 300 were given for every solar water heater purchased at household level.

- Sale of 1 Million Compact Fluorescent Lamps at a subsidised price to residential consumers.
- Replacement of conventional lightings in public buildings, schools, hospitals by CFLs.
- Replacement of conventional lights for traffic signal equipment.
- Installation of two micro hydro power plants of 375kW each. As to date, one plant has been commissioned.
- Installation of five wind turbines of 275 kWh in Rodrigues.
- Encouragement of the use of more efficient and lower emission vehicles and construction of new roads to ease the problems of congestion.

Adaptation measures

- Coastal protection - Construction of parking spaces to restrict vehicular access on the dynamic beach zone and removal of filao trees within the dynamic zone.
- Construction and upgrading of roadside drains to prevent flooding during torrential rains.
- Encouragement of rainwater harvesting.
- Encouragement of sustainable agricultural practices.

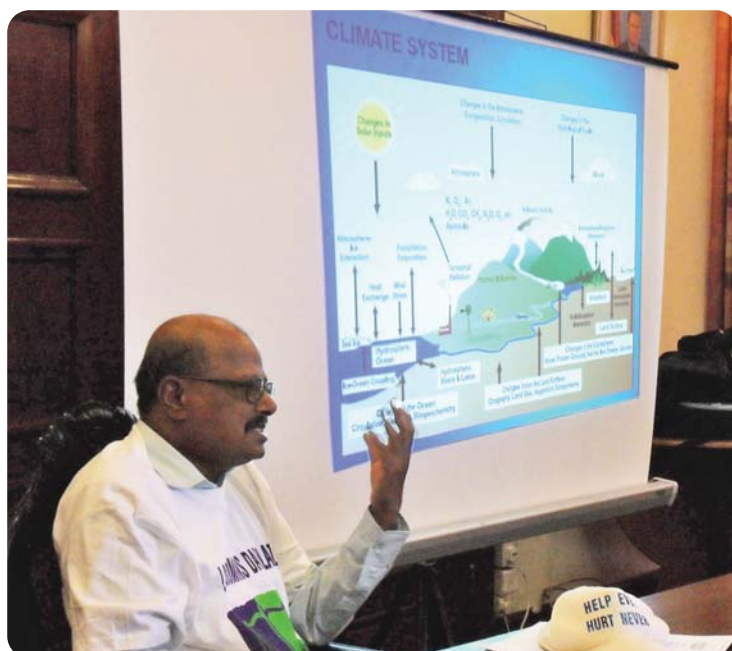
These measures have been put in place for the whole population and are applicable and beneficial for both men and women.

The annual rainfall has decreased considerably. This has led to droughts. No indicators or census are available for the impact of climate change on men, women and children.

However, several initiatives have been taken to sensitise the population on the effects of climate change and measures that must be taken for specific climatic events and natural disasters.

Sustainable technology

- All households are equipped with gas cookers or electric cookers. These have replaced the traditional way of cooking food using petroleum cookers or wood. The new means of cooking is more energy efficient, leads to less pollution and is better for health.
- The gas (LPG) is easily available in containers, which are sold in several places in the island. This gas is subsidised by the government and is sold at a relatively cheap price.
- The use of photovoltaic panel to produce electricity is being promoted but has high cost implications.
- The use of biogas derived from kitchen wastes is also under study.



Former Director of the Metrological station Sop Appadu stresses a point at a cyber-dialogue meeting on gender and climate change. Photo: Davinah Sholay

¹ Senior Chief Executive - Energy and Public Utilities; Permanent Secretary - Housing and Lands.

² Chief Agricultural Officer - Ministry of Agro-Industry and Food Security; Minister - Energy and Public Utilities; Minister - Housing and Lands.

Public education and awareness raising on gender and climate change

Public awareness is carried out through established programme in various ministries and institutions, the private sectors and NGOs. They use a variety of channels including talks, exhibitions, TV spots, radio spots, posters, brochures, flyers and short-films.

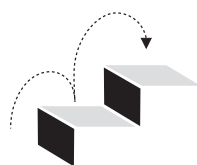
The public is encouraged to participate in activities such as cleaning, removal of bulky wastes, tree planting, and compost making and adopting sustainable lifestyles.

The programmes are sponsored by the public sector, private sectors under their corporate social responsibility Funds, and international organisations, such as Indian Ocean Commission and United Nations Environment Programme.

In addition the media covers on climate change-related topics and local and international development.

Gender and climate change financing

Financial incentives have been put in place by the government to promote the use climate-friendly equipment and technology. This exists as schemes whereby grants are given to the public (at household level) and soft loans are also provided. Women and men benefit equally.



Next steps

- Increase women in sustainable development decision making through partnerships with women already occupying strategic positions.
- Mauritius civil society organisations should join the Southern Africa Gender Protocol Alliance campaign for an Addendum to the SADC Gender Protocol on Gender, Climate Change and Sustainable Development.
- All stakeholders should keep sex-disaggregated data on climate change interventions and resource allocation in order to inform gender impact assessments.
- Map climate change effects on women through an initial qualitative study.



Demanding their right2know: women say climate change issues should be made public at Cop 17 in Durban, South Africa.
Photo: Trevor Davies

Annex A

COMPARATIVE ANALYSIS OF THE CSC AGAINST THE SGDI

SPECIFIC TARGETS TO BE ACHIEVED BY 2015	CSI SCORE/10	COMMENT	SGDI SCORE	WHAT THE SGDI MEASURES
ARTICLES 4 - 11: CONSTITUTIONAL AND LEGAL RIGHTS				
✓ Endeavour to enshrine gender equality and equity in their Constitutions and ensure that these are not compromised by any provisions, laws or practices.	8	Although there is a protection order, GBV is still present. Section 16 of the Constitution of Mauritius guarantees gender equality for all citizens. It provides that no law shall make any provision that is discriminatory either of itself or in its effect and further defines discriminatory as affording different treatment to different persons attributable wholly or mainly to their respective descriptions by race, caste, place of origin, political opinions, colour, creed or sex. The Mauritian Constitution does not allow for affirmative action. Need to work with men so that they change their mind-sets. Results need to be seen on GBV. The National Women Council Act is being revised so that there is more visibility.		
✓ Review, amend and or repeal all discriminatory laws.	8	There are several enactments in our law that provide for the elimination of any form of discrimination. Section 16 of the Constitution (supra) The Equal Opportunities Act was passed but not promulgated. This incorporates all the different grounds of discrimination covered under sections 3 and 16 of the Constitution as well as age, pregnancy, mental and physical disability and sexual orientation in areas dealing with employment, education, the provision of accommodation, goods, services and other facilities, sports, the disposal of immovable property, admission to private clubs and premises open to members of the public. The Act will also provide for the establishment of an Equal Opportunities Commission and an Equal Opportunities Tribunal. Sex Discrimination (infra) Laws must be reviewed regularly.		
✓ Abolish the minority status of women.	9	Women do not have a minority status in Mauritian law. The Constitution and legislation provide in all circumstances for strict gender equality. Women have for instance equal rights when it comes to the acquisition and disposal of property, the right to vote, employment, to education and to loans among others. A code of ethics is urgently required in politics. This is a barrier to women involvement or interest in politics that can be construed as the minority status of women in the Mauritian society.		
Average	61%		N/A	
ARTICLES 12-13 : GOVERNANCE (REPRESENTATION AND PARTICIPATION)				
✓ Endeavour to ensure that 50% of decision-making positions in all public and private sectors are held by women including through the use of affirmative action measures.	6	The Equal Opportunity Act (supra) In the public sector there are a number of women occupying positions of responsibility. There are at least 10 women who are Permanent Secretaries heading Ministries. In the Education, Health and the judiciary services, there are more women employed than men, but overall among 50,000 civil servants two thirds are men and one third women. There are some 550 women for nearly 10,000 men in		

SPECIFIC TARGETS TO BE ACHIEVED BY 2015	CSI SCORE/10	COMMENT	SGDI SCORE	WHAT THE SGDI MEASURES
		<p>the Police Department.</p> <p>Women representation on boards of statutory bodies is clearly insufficient.</p> <p>In the private sector very few women are top executive officers.</p> <p>As regard to women in politics, there has been a slight increase from 17.1% in 2005 to 18.8% in 2010.</p> <p>With regard to female representation in Local government, Mauritius among the lowest in the SADC countries at 6.4%. The New Local Government Act makes provision for 30% of either men or women to be on any group list of candidates.</p> <p>Stronger advocacy and lobbying in favour of women's equal human rights. Moreover, the vibrancy of the social/women's movement in Mauritius needs to be revived with the younger generation, as well as their capacity built on advocacy skills.</p> <p>Individual political parties are aware of the SADC commitment. More aggressive lobbying and advocacy by women's organisations is progressing in a sustained manner.</p>		
Average	52%			
ARTICLES 14: EDUCATION AND TRAINING				
✓ 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.	8	<p>Section 14 of The Sex Discrimination Act 2002 provides <i>inter alia</i> that no institution shall discriminate against a person on the ground of the person's sex by refusing or failing to admit him/ her as a student or to limit the students' access to any benefit provided by the educational institution. As far as access is concerned there are no gender gaps in enrolment at pre-primary, primary and secondary levels. An equal number of scholarships are provided to both girls and boys to pursue tertiary education.</p> <p>Education is free at all levels and is compulsory up to the age of 16 years.</p> <p>There is need to improve quality of pre-vocational education and increase access to vocational education to allow women and girls entering disciplines and fields that are male dominated.</p>		
✓ Adopt and implement gender sensitive educational policies and programmes addressing gender stereotypes in education and gender based violence, amongst others.	6	<p>The formulation of a National Gender Policy Framework has been adopted in 2008.</p> <p>Regarding the implementation phase, the ministry has already initiated action which has been elaborated above. The Lead Agency is now envisaging setting up a Steering Committee to monitor outputs of the Pilot Ministries with regard to their gender sensitivity and implementation of their sectoral gender policies. The Steering Committee will comprise sectoral Ministries and stakeholders of the National Gender Machinery, including the Central Statistics Office. The monitoring process will be as follows:</p> <p>(i) Gender Focal Points will play an active role in monitoring and evaluation of gender mainstreaming into their policies and programmes and also form a peer review mechanism. Similarly, GFPs will further be trained on gender responsive budgeting so that they act as watchdog to their sectoral Ministries to monitor implementation of gender</p>		

SPECIFIC TARGETS TO BE ACHIEVED BY 2015	CSI SCORE/10	COMMENT	SGDI SCORE	WHAT THE SGDI MEASURES
		<p>mainstreaming in their policies and programmes.</p> <p>(ii) Monitoring of gender-sensitive allocation of resources and outputs will be done through the PBB reform and key performance indicators.</p> <p>(iii) Data obtained from the GIS would also prove useful to monitor the status of gender equality at national level.</p> <p>Similarly, one of the strategic objectives of the National Action Plan to combat Domestic Violence (2007) is specifically geared towards combating Domestic Violence. The NAPCDV is being used to sensitise and change the mind-set of the population at large to prevent violence from occurring. In line with the CEDAW Committee's recommendation to strengthen non-sexist advertising, the Media Watch Organisation has been acting as a watchdog to prevent and advocate against using women as sex symbols in the written and oral media and billboards for publicity purposes. Girls must be encouraged to do Design and Technology and boys Domestic science and home economics. All schools should provide these subjects and not only schools focussed on girls or boys. There was a recommendation last year for boys to learn cookery and needlework and girls design and technology under the Youth Achievement Award Scheme. Introduction to gender violence modules at an earlier stage (primary level). Gender should form part of the curricula even when teaching Literature</p>		
Average	68%		100%	
ARTICLES 15-19: PRODUCTIVE RESOURCES AND EMPLOYMENT, ECONOMIC EMPOWERMENT				
✓ Ensure equal participation by women and men in policy formulation and implementation of economic policies.	6	<p>The right to the same employment opportunities between men and women is ensured by Section 5 of the Sex Discrimination Act (2002). No employer shall, in relation to recruitment, selection or employment of any other person for purposes of training, apprenticeship or employment, discriminate against that other person on the grounds of sex, marital status, pregnancy or family responsibility. The Equal Opportunities Act (2008) enacted by Parliament is to "promote equal opportunity between persons, prohibit discrimination on the ground of status and by victimisation, establish an Equal Opportunities Division and an Equal Opportunities Tribunal and for related matters". The Act needs to be proclaimed. The remuneration orders which are governed by the National Remuneration Board (NRB) have been reviewed to eliminate any discrimination against women.</p> <p>The Small and Medium Development Authority makes provision for training for the empowerment of women.</p>		
✓ Conduct time use studies and adopt policy measures to ease the burden of the multiple roles played by women.	5	<p>The "Men as Partners" Programme has been extended to 15 regions thus broadening the outreach programmes and more than 30,000 men and women have been reached through this project. The Family Welfare and Protection Unit under the Ministry of Gender Equality, Child Development and Family Welfare has spearheaded the formulation of a National Policy Paper on the Family (2006). The basic objective of the family policy is to strengthen and support families in their societal and development functions. There is also a</p>		

SPECIFIC TARGETS TO BE ACHIEVED BY 2015	CSI SCORE/10	COMMENT	SGDI SCORE	WHAT THE SGDI MEASURES
		National Action Plan on the Family. Female workers whose terms and conditions of work are governed by Remuneration Orders are presently entitled to maternity leave for all confinements. However, only in respect of the first three confinements (after 12 months continuous employment) the leave is with pay. The new Employment Rights Act 2008, which will replace the Labour Act, does not limit the number of confinements to three for the purpose of paid maternity leave subject to the worker reckoning at least 12 months continuous service with the employer. Additionally the Employment Rights Act has introduced the payment of a maternity allowance which applies to all confinements. It is to be noted that the Employment Rights Act 2008 will not apply to workers covered by Remuneration Orders in respect of this issue. Time use study findings and recommendations are not implemented. Men must be encouraged in sharing household chores.		
✓ 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.	7	Financial schemes should be made available on a greater scale. Policies and laws exist but these are not translated into action. Women (homemakers) should be informed of the multiple facilities that already exist. The National Empowerment Program has been set up and is proving to be of benefit to both women and men. There is a National Women Entrepreneur Council. Women are taking jobs, which are male dominated.		
✓ Review national trade and entrepreneurship policies, to make them gender responsive.	7	Since 2010 up to now there has been no major changes. Should be amended with potential recommendations. A lot of sensitisation is being done.		
✓ With regard to the affirmative action provisions of Article 5, introduce measures to ensure that women benefit equally from economic opportunities, including through public procurement process.	7	The Public Procurement Act was passed in 2006 and Article 22 of the Act highlights "Community and end-user participation - Where the participation of the procurement end-user or beneficiary community may result in enhancing the economy, quality or sustainability of the service to be procured, or the very objective of the project is to create employment and involvement of the beneficiary community, such end-user or community may participate in the delivery of services in accordance with such procurement as may be prescribed." This clause of the Procurement Act makes it easy for women to bid but women are not aware of the key provisions of the Act. Any affirmative action in Mauritius is viewed as being anti-constitutional and this is the major obstacle for Mauritius to sign and ratify the SADC Gender Protocol.		
✓ Review all policies and laws that determine access to, control of, and benefit from, productive resources by women.	6	The National Women Entrepreneur Council should play a more prominent role. A survey is being done to see if there are any drawbacks		
Average	58%		74%	
ARTICLES 20-25: GENDER BASED VIOLENCE				
✓ Enact and enforce legislation prohibiting all forms of gender-based violence.	8	In March 1998 the Protection from Domestic Violence Act was proclaimed fully. This Act has been a major step in reaffirming the rights of women. The Act provides for the issue of protection orders, occupancy orders and tenancy orders and offers a wide definition of domestic violence to include physical, emotional, sexual violence and even threatened violence. The objective		

SPECIFIC TARGETS TO BE ACHIEVED BY 2015	CSI SCORE/10	COMMENT	SGDI SCORE	WHAT THE SGDI MEASURES
		<p>is to protect spouses and children from violence at home. Mauritius is one of the few countries in the region to have introduced a comprehensive law to combat domestic violence.</p> <p>Amendment to Protection from Domestic Violence Act (2004)</p> <p>In 2004, certain amendments were brought to the Protection from Domestic Violence Act (PDVA), 1997. These amendments aim at: covering cases of domestic violence committed by any person living under the same roof; increasing the time limit before a notice is served from seven to 14 days; increasing the penalty applicable in case of offences; and providing for counselling.</p> <p>Awareness of counselling facilities by survivors</p>		
✓ Ensure that laws on gender-based violence provide for the comprehensive testing, treatment and care of survivors of sexual assault.	7	<p>Ministry of Gender Equality and the Ministry of Health should adhere to protocols signed. Institutions and survivors should be made aware of all facilities and resources that exist.</p> <p>Psychological help should be more sustainable.</p> <p>There should be one unit in each regional hospital.</p> <p>To provide psychological support on a daily basis.</p>		
✓ Review and reform their criminal laws and procedures applicable to cases of sexual offences and gender based violence.	6	Sexual Offences Bill as recommended has not been finalised.		
✓ 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.	8	<p>The Combating of trafficking of persons Act was passed in April 2009 and is aimed at providing assistance to victims of trafficking.</p> <p>There is a Child Protection (Amendment) Act 2005 but there is lack of psychological support and follow up care. The privacy and confidentiality of survivors must be respected.</p> <p>Laws are here but detection and enforcement must be improved.</p> <p>More shelters to assist survivors.</p>		
✓ 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.	7	There is a lack of implementation of the law. Sex Discrimination Act 2002 which includes Sexual Harassment must be publicised. Sex education must be done provided in schools to bring change in behaviour. Sexual harassment remains a major issue.		
✓ Adopt integrated approaches, including institutional cross sector structures, with the aim of reducing current levels of gender-based violence by half by 2015.	6	National plan of action is in place but is not well resourced. There is no sufficient staff and appropriate structures to be put in place to ensure efficiency and effectiveness.		
Average	62%		N/A	
ARTICLES 26: HEALTH				
✓ Adopt and implement legislative frameworks, policies, programmes and services to enhance gender sensitive, appropriate and affordable quality health care.	8	<p>Health Services in Mauritius have always been free. Government has always pursued a policy of strengthening and sustaining reproductive health services. Sexual and reproductive health service delivery is a core function of the Ministry of Health and Quality of Life (MOH & QL) of Mauritius. Reproductive Health Services are provided through a network of health services throughout the five health regions which cover the country.</p> <p>There is a dedicated hospital for women in the pipeline for cancer, tuberculosis and other disease.</p>		
✓ Reduce the maternal mortality ratio by 75%.	8	The trend of the mortality rate has remained the same. Mauritius has the lowest mortality rate in the SADC region.		

SPECIFIC TARGETS TO BE ACHIEVED BY 2015	CSI SCORE/10	COMMENT	SGDI SCORE	WHAT THE SGDI MEASURES
✓ Develop and implement policies and programmes to address the mental, sexual and refractive health needs of women and men.	8	Many policies have been implemented but programmes must be put in place to protect the rights of sexual minorities.		
✓ Ensure the provision of hygiene and sanitary facilities and nutritional needs of women, including women in prison.	7	The Reform institutional act 1988 caters for hygiene. Facilities require constant upgrading.		
✓ Adopt and implement legislative frameworks, policies, programmes and services to enhance gender sensitive, appropriate and affordable quality health care.	8	Health Services in Mauritius have always been free. Government has always pursued a policy of strengthening and sustaining reproductive health services. Sexual and reproductive health service delivery is a core function of the Ministry of Health and Quality of Life (MOH & QL) of Mauritius. Reproductive Health Services are provided through a network of health services throughout the five health regions which cover the country. There is a dedicated hospital for women in the pipeline for cancer, tuberculosis and other disease.		
ARTICLES 27: HIV AND AIDS				
✓ Develop gender sensitive strategies to prevent new infections.	8	The Ministry of Health is doing well in this area but more sensitisation work needs to be done to reduce the stigma and discrimination against HIV positive women.		
✓ Ensure universal access to HIV and AIDS treatment for infected women, men, boys and girls.	9	Access to treatment for infected women, men, boys and girls is free. More outreach sessions are needed on ART literacy to encourage compliance and support.		
✓ 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.	5	There are no policies and programmes to ensure the recognition of caregivers but social workers who work with women drug users (the main mode of transmission in Mauritius being intravenous drug users) are paid by the Ministry of Health. Psychological and financial support needs to be strengthened. Men involvement as care providers should be encouraged. Ministry of Health and NGOs are collaborating to provide trainings programmes.		
✓ Develop gender sensitive strategies to prevent new infections.	8	The Ministry of Health is doing well in this area but more sensitisation work needs to be done to reduce the stigma and discrimination against HIV positive women.		
ARTICLE 28: PEACE BUILDING AND CONFLICT RESOLUTION				
✓ 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.	5	Mauritius is a peaceful country and is not involved much on issues of conflict and peace building. But in the police force or defence force there are no measures in place to ensure that women participate in processes. On a positive note few women have started go into the security sector.		
✓ 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.	5	Mauritius is a peaceful country and is not involved much on issues of conflict and peace building. But in the police force or defence force there are no measures in place to ensure that women participate in processes. On a positive note few women have started go into the security sector.		
ARTICLES 29 - 31: MEDIA, INFORMATION AND COMMUNICATION				
✓ 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.	2	The media sector is male dominated. Interfering with ownership of media is unconstitutional - most media houses are privately owned.		
Average	59%		71%	
OVERALL SCORE	62%		70%	

BACKGROUND NOTE ON GENDER AND RELATED INDICATORS

This background note provides information on the various existing indicators considered in developing the **SADC Gender and Development Index (SGDI)** that is introduced for the first time in this Barometer.

The **Human Development Index (HDI)** - which is **not** a gender indicator - has four components which are meant to reflect Amartya Sen's "capability" approach to poverty rather than a simple income/expenditure monetary measure of poverty. The HDI components are (a) life expectancy at birth for health, (b) adult (15+ years) literacy rate and (c) combined gross enrolment rate for primary, secondary and tertiary education for education, and (d) gross domestic product (GDP) per capita for income. The four component scores are averaged to get the HDI number. The HDI thus gives a single simple (some would say simplistic) measure of the average achievement of the country in terms of human development. A league table was published in the annual Human Development Reports of the UNDP until 2009, and is widely quoted.

The HDI - like all measures - can be criticised on many grounds. Some of the criticisms are relevant from a gender perspective.

Firstly, composite indices are appealing because there is only one number. But having a single number is not useful for policy-making purposes unless one knows WHY the single number is lower than one wants it to be. For example, South Africa's HDI has fallen in recent years. The main reason for this is a significant drop in life expectancy, which is one of the four components. The HDI indicator cannot tell you this. It is only by looking into the components that you can see it.

Secondly, there are data problems. UNDP uses international data-sets in the interests of having a uniform approach. This is probably the only feasible approach for an index covering so many countries and compiled from a single office. However it results in the use of data that are relatively old, and thus indicators that are out-of-date. It also results in individual countries contesting the indicators. The need to have indicators for as many countries as possible can also lead to the use of lowest-common-denominator variables, rather than the variables that would best reflect what the indices aim to measure. Where data are not available, sometimes heroic assumptions have to be made. In the case of the **Gender-related Development Index (GDI)** (see below), this is especially the case in relation to sex-disaggregation of GDP.

Thirdly, the indicators are all based on averages, and thus do not capture inequalities within a single indicator.

In 1995, at the time of the Beijing Conference, UNDP developed two gender-related indices - the Gender-related Development Index and the **Gender Empowerment Measure (GEM)** - to complement the HDI.

The GDI uses the same variables as the HDI, but each of the components is adjusted for unequal achievement between women and men. The GDI thus shares all the problems that the HDI has, but also has some further problems.

One problem with the GDI is that it assumes that equality on longevity would mean equal life expectancies for men and women. However, biologically women can expect to live longer than men. So when life expectancies are equal this suggests that women are disadvantaged in some way. This is not reflected in the GDI.

A confusing feature of the GDI is that the method uses only the male-female gap, without considering whether it is males or females who are "doing better". So a country where women outperform men in education will have the same penalty as a country where men outperform women by the same amount. We might think this is not a problem (in that men and boys should not be disadvantaged), but it does complicate how we interpret the GDI if the index combines some components where males are advantaged and others where females are advantaged.

Probably the biggest problem with the GDI is that it is heavily influenced by the income variable, so that wealthier countries will - all other things being equal - be reflected as having less inequality than poorer countries. Analysis has shown that for most countries the earned-income gap is responsible for more than 90% of the gender penalty. Exacerbating this problem is the fact that the income estimates are based on "imputed" rather than real data. Thus for many developing countries the earned income gap is assumed to be 75% because reliable data are not available. The 75% was chosen on the basis of 55 countries (including both developed and developing) for which data are available. Yet another exacerbating feature is that the data for the 55 countries relate only to formal non-agricultural wages. Yet in many African countries only a small proportion of the workforce - and an even smaller proportion of employed women - is employed in the formal non-agricultural sector.

The final problem to be raised here is lack of sex-disaggregated data in some cases. As a result, each year there are fewer countries that have GDI scores than have HDI scores. This means that a higher place in the inter-country ranking for the GDI than the HDI does not necessarily mean that the country is doing relatively well on gender.

The GEM focuses on political, economic and social participation rather than Sen's capabilities. The components are women's representation in parliament, women's share of positions classified as managerial and professional, women's participation in the labour force and their share of national income. Fewer countries have data on all of these elements than on the GDI elements and each year there are therefore fewer countries in the GEM index than in the GDI index.

The GEM measures income in more or less the same way as the GDI, so this component has the problems described above. The influence of the absolute level of income - and thus the bias favouring wealthier countries - is, in fact, stronger for the GEM than the GDI. The political component is problematic in that a parliamentary quota for women will automatically increase the GEM score, but will not necessarily mean that women exercise greater political power in the country.

The **Millennium Development Goals (MDGs)** are eight goals that 192 United Nations member states and at least 23 international organisations committed themselves to achieving by 2015. One or more targets have been agreed in respect of each goal, with one or more indicators for each of the targets.

Goal 3 is to promote gender equality and empower women. Target 4 is assigned as the measure of achievement in respect of Goal 3. Target 4 is expressed as eliminating gender disparity in primary and secondary education preferably by 2005 and in all levels of education no later than 2015. There are four indicators, the first of which has three elements.

The third and fourth indicators relate to employment and decision-making respectively. These additional indicators were included by the team which proposed the standard indicators to emphasise that education is not only an end in itself, but also a means to other ends. The third and fourth targets thus reflect back on the goal, which is about "empowerment" as well as equality. The targets attempt to measure the economic and political aspects of empowerment. The four indicators are: (a) ratio of girls to boys in primary, secondary and tertiary education; (b) ratio of literate females to males of 15-24 year olds; (c) share of women in wage employment in the non-agricultural sector;

and (d) proportion of seats held by women in national parliament.

These indicators are very similar to those used in the other well-known international indices. The second education indicator differs from most other indices by focusing on 15-24 year olds. This focus captures changes in education levels better than a measure that covers all adults, as the all-adult measure will be biased downwards by past discrimination against women rather than reflecting what is happening now within education.

The MDG Gender Task Force proposed that further indicators be added to the standard set to measure (a) gender gaps in earnings in wage and self-employment; (b) the hours per day or year that women and men spend fetching water and collecting fuel; (c) the percentage of seats held by women in local government bodies; and (d) the prevalence of domestic violence. These additional indicators were not added to the standard set.

Development of the **Gender Equality Index (GEI)** was motivated, at least in part, by the standard measures' lack of attention to issues related to the body and sexuality, religious, cultural and legal issues, ethics, women's rights and care.

The index was called the GEI, rather than the **Gender Inequality Index (GII)**, so as not to focus only on gender imbalances. Instead, the index would measure the extent to which gender equality was achieved in any country.

It was recognised that as a global, comparative measure, the GEI would lose cultural and national specificity and would not capture gender equality in all its dimensions. It was thus proposed that each country also describe the historical and cultural context, and develop country-specific "satellite" indicators to complement the GEI.

The GEI covers eight dimensions, each of which has a number of indicators. The dimensions are:

- Gender identity;
- Autonomy of the body;
- Autonomy within the household;
- Political power;
- Social resources;
- Material resources;
- Employment and income;
- Time use.

The availability and adequacy of the GEI indicators have been tested only in Japan and Indonesia. These tests revealed the especial difficulty of measuring the first two dimensions quantitatively.

In the early 2000s, the United Nations Economic Commission for Africa (UNECA) developed the African **Gender Status Index (GSI)** and the **African Women's Progress Scoreboard (AWPS)**. The AWPS is based on more qualitative judgments, although these are given numeric scores. The existence of the AWPS alongside the GSI is noteworthy, as it highlights the realisation that some aspects of gender equality cannot be adequately captured by quantitative indicators. The GSI is similar to the GDI and GEM in being computed from quantitative data. A major difference is that there are far more indicators - 43 in all!

The use of 43 indicators has two major drawbacks. Firstly, it means that most countries are likely to lack data on at least one indicator, or be forced to use unreliable data from small samples. Secondly, it means that the meaning of the index - and its direct usefulness for policy-making purposes - is even more obscure than for the HDI, GDI or GEM as one has to examine all the elements in detail to work out why a country is scoring higher or lower. The developers of the GSI acknowledge that there may be too many indicators.

UNECA tested the index in twelve countries (Benin, Burkina Faso, Cameroon, Egypt, Ethiopia, Ghana, Madagascar, Mozambique, South Africa, Tanzania, Tunisia, Uganda). The process took substantially longer than predicted. The delays in part reflected the challenges involved in collecting and checking so many indicators. Even with these delays and despite specifying five-year periods for each indicator, it was not possible to find all the indicators for each country.

The indicators are divided into three blocks, namely social power, economic power, and political power. The indicators all deal with gender issues, understood as the relations between women and men, and thus as needing to compare indicators for men and women. This means that maternal mortality and violence against women are not covered because they only concern women.

Each indicator represents a simple arithmetic comparison of the number of women to the number of men, thus reflecting the gender "gap". (A few of the indicators need a bit of manipulation to be able to get a gap.) Unlike the HDI and GDI, the GSI does not take the overall level of achievement into account. As a result, a good score on the GSI could reflect a high level of equality, but at a level of achievement that is poor for both women and men (girls and boys).

For weighting purposes, each of the three blocks - social, political and economic - has equal weight. Further, within each component of each block, each of the indicators has equal weight. In effect, this means that indicators that are in a component with relatively

few indicators "count" more than those in a component with a greater number of indicators. The developers of the GSI suggest that other weighting approaches could be considered, such as:

- Weighting more heavily the components or blocks where there are the biggest gaps.
- Weighting more heavily those that can be changed more easily in the short term so that one can more easily "see" the impact of advocacy and policy changes.
- Giving less weight to the "political power" block because it deals with a small population than the other two blocks.

The table shows all the GSI indicators, and the component and sub-component into which they fit.

In the 2010 Human Development Report the GII replaced the GDI. This measure, unlike the GDI, is not influenced by the absolute level of achievement or development. Instead, like the GSI, several of the components focus on the degree of inequality in achievement between males and females on different measures while others focus on levels of women's achievement. The consequence is that a country can score well on this measure even if absolute levels of achievement are low as long as the measures for females and males are equally low.

The three equally weighted dimensions covered by the GII are reproductive health (maternal mortality ratio, adolescent fertility rate), empowerment (share of parliamentary seats held by women and men, attainment at secondary and higher education levels) and labour market participation (labour market participation rate). The rating works in the opposite direction to that of the GDI i.e. a level of 0 indicates no inequality while 1 indicates extreme inequality.

The SGDI on the status of women in SADC countries is based on 23 indicators. The indicators are grouped under six categories, namely Governance (3 indicators), Education (3), Economy (5), Sexual and Reproductive Health (3), HIV and AIDS (3), and Media (6). There are, unfortunately, no indicators for the Protocol articles on Constitutional and legal rights, gender-based violence and peace building and conflict resolution. The fact that there are no indicators for some topics reflects the difficulty in finding appropriate indicators with reliable data for these. These are areas that the Southern African Gender Protocol Alliance hopes to address these gaps in future years.

Within some of the categories there are disappointing gaps. Ideally, the SGDI would have included an indicator measuring the disparity in pay between women and men doing paid work. Unfortunately, as discussed in the section on other indicator measures such as the GDI, the

available datasets of disaggregated earned income are heavily based on assumptions rather than on empirical data. In respect of the maternity leave indicator, the time given to a woman worker does not necessarily mean that she will receive pay while on leave. In some cases, no pay is guaranteed, in other cases only a proportion of the pay is guaranteed, and in some cases paid leave is only available to certain categories of employees, such as those employed by government. For next year's index, more detailed information on maternity leave as well as paternity leave will be included.

To create the composite index, two challenges needed to be addressed. The first was the differing number of indicators in the various categories and how this should be dealt with in weighting. This was necessary so that, for example, media was not given twice the importance ("weight") of governance or education because it had six indicators while governance and education each had three indicators. The second challenge was the difference in the range of "raw scores" that were possible for each indicator and how these could be standardised so that averages were not comparing apples and giraffes. If this standardisation were not done, an indicator for which the score could range from 0 to 50 would have only half the weight of another indicator for which the score could range from 0 to 100.

Weighting

Each category was given equal weight by calculating the average score across the indicators in that category. So, for example, for categories with three indicators, the score for that category was the average across the three. This approach also solved the problem of how to deal with countries for which some indicators were missing, as the average was calculated on the available indicators for each country. Nevertheless, while this generated a score for all categories across all countries except for media in Angola, the averages for countries with missing indicators should be treated with caution as they are not exactly comparable with those of countries for which all indicators were available. The number of missing indicators ranged from zero for Madagascar, Mauritius, Namibia, South Africa, Tanzania and Zambia, to nine for Angola.

Standardisation

Standardisation aimed to convert all "raw scores" into values that range from 0 (for the worst possible performance) to 100 (for the best possible performance). The indicators consist of several types in terms of what they are measuring:

- Many of the indicators measure the female percentage of people with given characteristics. All the

governance, education and media indicators have this form. For these indicators, the raw score could range from 0 to 100. However, if our aim is to ensure that women do not face discrimination, then a raw score of 50 is the target. In standardisation, all scores of more than 50 - of which several were found, for example, for tertiary education - were therefore changed to 50.

- Several of the indicators measure the percentage of women and girls with a given characteristic. Two examples of such indicators are the percentage of women using contraception and the percentage of women aged 15-24 with comprehensive knowledge on HIV and AIDS. For these indicators, the raw score could range from 0 to 100 and the score therefore did not need further standardisation.
- Several of the indicators measure the female rate for a given characteristic as a percentage of the male rate. Examples here are female labour force participation as a percentage of male labour force participation, and the female unemployment rate as a percentage of the male unemployment rate. In these cases possible scores could range from 0 to more than 100 where the female rate is more than the male rate. In the one case where the score was more than 100 (unemployment rate in Zambia), the score was changed to 100.
- Finally, two of the indicators that relate specifically to gender or women's issues have scores that fall outside the above categories. The first is the number of weeks of maternity leave to which employees are entitled. The second is the maternal mortality rate, which is expressed as the number of deaths for every 100,000 live births. For the first of these indicators, we assumed that the possible range was from 0 to 16 weeks, and calculated the actual number of weeks as a percentage of 16. For the second of these indicators, we set the possible range between 0 and 2000 out of 100,000 (see http://en.wikipedia.org/wiki/Maternal_death), and calculate a score out of 100 by dividing the raw score by 20.

A further challenge in the standardisation process was that while the majority of indicators measure a desirable characteristic, for which a high score indicates good performance, there are a few indicators that measure undesirable characteristic for which higher scores reflected poorer performance. The negative indicators are the ones relating to unemployment rate, female share of people living with HIV, and maternal mortality rate. For these indicators the rate was inverted by subtracting the standardised rate from 100.

Components of the Gender Status Index

Block	Component	Sub-component	Indicator
Social power 'Capabilities'	Education	Enrolment	Primary enrolment rate
			Secondary enrolment rate
			Tertiary enrolment rate
		Dropout	Primary dropout ratio
			Secondary dropout ratio
		Literacy	Ability to read and write
			Primary school completed
	Health	Child health	Stunting under 3
			Underweight under 3
			Mortality under 5
		Life expectancy at birth	
		New HIV infection	
		Time spent out of work	
Economic power 'Opportunities'	Income	Wages	Wages in agriculture
			Wages in civil service
			Wages in formal sector (public and/or private)
			Wages in informal sector
		Income	Income from informal enterprise
			Income from small agricultural household enterprise
			Income from remittances and inter-household transfers
	Time-use or employment	Time-use	Time spent in market economic activities (as paid employee, own-account or employer)
			Time spent in non-market economic activities or as unpaid family worker in market economic activities
			Time spent in domestic, care and volunteer non economic activities
		Employment	Or: Share of paid employment, own-account and employer in total employment
	Access to resources	Means of production	Ownership of urban plots/houses or land
			Access to family labour
			Access to credit
			Freedom to dispose of own income
		Management	Employers
			High civil servants (class A)
			Members of professional syndicates
			Administrative, scientific and technical
Political power 'Agency'	Public sector		Members of parliament
			Cabinet ministers
			Higher courts judges
			Members of local councils
	Civil society		

Annex C

List of interviews					
Surname	Name	Organisation	Male/Female	Email	Cell phone
Pothegadoo	Dharsing	Central Statistics Office	M	dpothegadoo@mail.gov.mu	601 5252
Jugoo	Kalyanee (Hon)	PPS	F	kjugoo@mail.gov.mu	256 2995
Bunwaree	Shella (Prof)	University of Mauritius	F	Shella_bun@yahoo.co.uk	911 9933
Chetty	Mala	National Women Entrepreneur Council	F	achetty@intnet.mu	254 0194
Charan	Vidya	MFPWA	F	bcharan@mfpa.mu	257 3806
Soyjaudah	M. Devi (Dr.)	Ministry of Health	F	mdevisoyjaudah@yahoo.com	916 2612
Badere	Corinne	Dev Bank of Mauritius	F	Corinne.badere@dbm.mu	203 3600
Koo Ton Fah	Anne Marie	Bank One	F	annemariekoo@bankone.mu	499 9518
Saddul	Anouska	National Aids Secretariat	F	asaddul@mail.gov.mu	213 9228
Dr. Pathack	Amita	National Aids Secretariat	F	nas@mail.gov.mu	213 9228
		National Women Council	F	nwc@mail.gov.mu	217 3741
Rajcoomar	Bhamini	Attorney General's Office	F	prajcoomar@mail.gov.mu	203 4742
Bundhoo	Lormus	Labour Party	M	lbundhoo@mail.gov.mu	201 1006
Oograh	Rajesh	Electoral Commissioner's Office	M	electcom@mail.gov.mu	241 7000
Seegum	Vinod	Government Teacher's Union	M	glums@intnet.mu	208 2276 791 3040
Munhurrun	Girish	Ministry of Environment	M		

Bibliography

Documents accessed
Country Constitution
Model legislation on any article (the Divorce and Judicial Separation Bill)
Gender Policy
HIV and AIDS Policy
Trade Policies
Entrepreneur Policies
Procurement Policies
Health Policies
Labour Policies
Education Policies
Economic Policy
Micro finance policy/ charter
Land Policy
Skills Development Policy
Trafficking law / policy
UN documentation
All legislation - GBV, AA,
Equal Opportunity Act
New Local Government Act
Sex Discrimination Act
The Protection from Domestic Violence Act
Election related data - reports on election results, voter registration lists, amongst others.
2012 Regional SADC Gender Protocol Barometer

The SADC Protocol on Gender and Development



Encompasses

commitments made in all regional, global and continental instruments for achieving gender equality.

Enhances

these instruments by addressing gaps and setting specific, measurable targets where these do not exist.

Advances

gender equality by ensuring accountability by all SADC Member States, as well as providing a form for the sharing of best practices, peer support and review.



In August 2008, Heads of State of the Southern African Development Community adopted the ground-breaking SADC Protocol on Gender and Development. This followed a concerted campaign by NGOs under the umbrella of the Southern Africa Gender Protocol Alliance.

By the 2012 Heads of State summit, 13 countries had signed and nine countries had ratified the SADC Gender Protocol: two-thirds of the signatories. South Africa and the DRC, two of the countries that have ratified the Protocol, still need to deposit their instruments of ratification with the SADC Secretariat. Barring these technicalities, the Protocol is to all intents and purposes in force. The clock is ticking to 2015, when governments need to have achieved 28 targets for the attainment of gender equality. In keeping with the Alliance slogan: "Yes we must," this 2012 Barometer provides a wealth of updated data against which progress will be measured by all those who cherish democracy in the region. The SADC Gender and Development Index (SGDI) introduced in 2011 complements the Citizen Score Card (CSC) that has been running for four years to benchmark progress. While there are several challenges, the successes to date strengthen our view that change is possible.

"2015, yes we must!"

