



SADC GENDER MONITOR

Issue 1 February 1999

**Monitoring
Implementation of the
Beijing Commitments by
SADC Member States**



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While every effort was made to check and verify data, errors or omissions could have slipped through inadvertently. We would greatly appreciate your assistance in pointing them out and providing more information to improve the next issue of the Monitor due in the year 2000.

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Introduction

In September 1995 representatives of governments, non-governmental organisations (NGOs) and women activists from all member states of the United Nations as well as leaders from various donor agencies converged in Beijing, China, for the Fourth World Conference on Women (FWCW). Strategies to tackle the problems facing women all over the world were debated and formulated. The conference adopted the Beijing Declaration and the Platform for Action (PFA) which were derived from the regional platforms for action that were drawn up at five regional preparatory meetings for the FWCW. The Beijing meeting was held as part of a series of UN social development conferences to look at the issues of development, equality and peace.

Four years since that largest gathering of women in history, the flame that was lit at Beijing is still burning around the world. For southern Africa, that flame was activated with the signing of the Gender and Development Declaration at the Southern African Development Community Summit in Blantyre, Malawi, in September 1997 (Annex 1). In this declaration SADC Heads of State and Government commit themselves to:

- Achieving at least 30 percent target of women in political and decision-making structures by 2005;
- Promoting women's full access to, and control over productive resources to reduce the level of poverty among women;
- Repealing and reforming all laws, amending constitutions and changing social practices which still subject women to discrimination;
- Taking urgent measures to prevent and deal with the increasing levels of violence against women and children.

This historic declaration marked the culmination of decades of organising and lobbying for gender equality by women's NGOs in the region. During preparations for Beijing, women from government gender machineries and NGOs set up a task force, which was transformed into a Regional Advisory Committee after the conference. It was in consultation with this committee that the SADC Council of Ministers adopted in February 1997 a policy and institutional framework for gender mainstreaming. The institutional framework consists of a Committee of Ministers responsible for Gender or Women's Affairs, the Regional Advisory Committee made up of government and NGO representatives, Gender Focal Points in the Sector Co-ordinating Units and a Gender Unit at the SADC Secretariat.

The Unit which is staffed by two officers, the Gender Programme Officer and Senior Gender Programme Officer started operating in June 1998.

Like Sectoral Ministers, Ministers Responsible for Gender or Women's Affairs meet at least once a year before the SADC Council of Ministers and Summit of Heads of State and Government respectively. The ministerial meeting is usually preceded by a meeting of the Regional Advisory Committee, which is aimed at strengthening lobbying and advocacy strategies on mainstreaming gender at both the national and regional levels.

The inaugural meeting of Gender and Women's Affairs Ministers was held in Gaborone, Botswana, in August 1997. In 1998, the Ministers met for the second time in Pretoria, South Africa, where they approved and recommended the Plan of Action for Gender in SADC to the Council of Ministers.

Southern Africa also participated in a number of regional and global fora, such as the International Conference on African Women and Economic Development that was held on 30 April 1998 in Addis Ababa, Ethiopia. The conference was organised by the Economic Commission for Africa (ECA). Representatives of the Regional Advisory Committee shared the experiences of women with respect to the process of engendering SADC.

At the national level SADC countries have identified priorities that have been derived from the various 12 critical areas of concern contained in the Beijing PFA.

A quick glance at the critical national areas shows that, education and health rank the highest respectively, with 11 and nine countries in the region identifying them as priority.

The four priority issues identified at the regional level should also be considered at the national level.

Power and decision-making, poverty, and violence against women are the second highest-ranking priorities identified in seven countries. Six countries have identified the girl-child, and women and the economy as national priority areas. Fewer SADC countries have identified human rights, armed conflict, environment, institutional mechanisms and media as national priority areas. However, institutional mechanisms is among the critical areas of concern that has had remarkable attention in implementing the Beijing PFA. (See table on SADC countries' national priority areas on page 8.)

It is understood that for the regional agenda to be effectively implemented, the four priority areas identified at the regional level (see page 3) should also be given priority at the national level.

The SADC Gender and Development Declaration too, should be taken as the guiding principle and implemented by all member countries.

There is no doubt that information-sharing on progress and strategies across countries can energise and enrich networking and advocacy among those involved in seeing that the Beijing PFA and the SADC Declaration on Gender And Development are implemented. It is with this in mind that we launch the *SADC Gender Monitor: Monitoring Implementation of the Beijing Commitments by SADC Member States*.

The *Gender Monitor* is to be published annually by SADC and SARDC, and aims to track and highlight progress on the implementation of pledges made at Beijing and Blantyre. The *Gender Monitor* hopes to facilitate the exchange of ideas and experiences in order for the region to move quickly in its implementation of the global PFA.

Sharing some of the activities that countries have engaged in since Beijing and Blantyre, the *Monitor* will also highlight problems and obstacles hindering the realisation of goals set in the PFA in different countries.

We therefore, invite readers to participate in this process by furnishing us with information on activities that have been implemented in each country since Beijing in relation to the implementation of the PFA. □

Global, Regional and National Commitments

Global Critical Areas of Concern

- The persistent and increasing burden of poverty on women
- Inequalities and inadequacies in an unequal access to education and training
- Inequalities and inadequacies in an unequal access to health care and related services
- Violence against women
- The effects of armed or other kinds of conflict on women, including those living under foreign occupation
- Inequality in economic structures and policies, in all forms of productive activities and in access to resources
- Inequality between men and women in the sharing of power and decision-making at all levels
- Insufficient mechanisms at all levels to promote the advancement of women
- Lack of respect for and inadequate promotion and protection of the human rights of women
- Stereotyping of women and inequality in women's access to and participation in all communication systems, especially in the media
- Gender inequalities in the management of natural resources and in the safeguarding of the environment
- Persistent discrimination against and violation of the rights of the girl-child.

Source: Platform for Action and the Beijing Declaration, United Nations Department of Public Information, New York, 1996

Regional Critical Areas of Concern

- Insufficient mechanisms at all levels to promote the advancement of women
- Inequalities between women and men in the sharing of power and decision-making at all levels
- Inequalities in economic structures and policies in all forms of productive activities at all levels
- Lack of respect for, and inadequate promotion and protection of human rights of women and the girl-child.

Angola

- Women's participation in the peace process
- Women's poverty, food security and lack of economic power
- Health, reproductive rights and access to family-planning services
- Role of women in culture, family and socialisation
- Women and the environment
- Women's rights and human rights
- Women's communication and information
- The girl-child.

SADC Countries' National Priority Areas of Concern

Botswana

- Women and poverty including economic empowerment of women
- Women in power and decision-making
- Education and training of women
- Women and health
- The girl-child
- Violence against women (including human rights of women).

Lesotho

The first priority for Lesotho is to put in place a national gender policy. The policy's first draft has been produced and it was discussed and reviewed at a national workshop in February 1997. Further consultations at all levels of society have been conducted and the draft national gender policy was presented to cabinet late 1997. This document is yet to be endorsed by government.

Secondly, the national law reform commission has been set up and it is fully operational. The position Lesotho is taking in this regard is that the law is central to gender issues since it cuts across sectors. The commission is therefore expected to work on the laws so as to facilitate the closure of the existing gender gaps in as far as legal issues in all the sectors are concerned.

Once the legal framework has been reformed, there will be a department set up and assigned full responsibility to facili-

tate the setting up of national priorities within the Beijing PFA as well as to set pace for the implementation of the priorities. Parallel to these government efforts, the NGOs in Lesotho are involved in gender related activities for the development of the country and have set their areas of priority that they refer to as common issues in the following manner:

- Business
- Agriculture, environment and natural resources
- Demography and women
- Disaster management
- Human resource development and training
- Economic, political and social development.
- The NGOs recently added women and children as their seventh priority area of concern.

Malawi

- Poverty alleviation and empowerment of women
- The girl-child
- Violence against women
- Peace.

Research is ongoing to investigate gender influence on decision-making. The findings of this survey will contribute towards the development of advocacy materials.

Malawi president Bakili Muluzi launched the Platform for Action for the advancement of women in Malawi on 8 March 1997 in Blantyre. He said government would act against sex discrimination in the job market and against traditional customs that victimise women.

President Muluzi said he would support women in their quest for equal pay for equal work and help to combat violence and sexual harassment against women.

The President also stated that in recognition of the fact that education was one of the keys to development and the greatest gender equaliser, his government introduced free primary education to improve the enrolment of girls in the country's primary schools.

He pointed out that free secondary education for girls had also been introduced in order to close the enrolment gender gap at the secondary education level.

Mauritius

- Integration of gender issues into the mainstream of government and private sector
- Improvement of health services provided to women and the girl-child
- Women and violence: the enactment of a domestic violence bill
- Women and education: devising policies to allow girls to take up technical subjects hitherto accessible only to males.

Mozambique

- Poverty and employment
- Health
- Education and training for women and girls
- Women's rights and violence
- Agriculture
- Media
- Institutional mechanisms for the advancement of women.

Namibia

- Rural development, environment and housing
- Education training and co-ordination
- Reproductive health and maternal protection
- Violence against women and children
- Economic empowerment and employment
- Women in decision-making
- Legal affairs
- Information and education
- Research, data collection and documentation
- The girl-child.

South Africa

- Women and violence
- Women and poverty
- Women and health
- Women and education
- Women's economic empowerment.

Swaziland

- Education and the girl-child
- Employment and women's economic empowerment
- Power sharing and decision-making
- Violence against women
- Women and health; including women with disabilities.

Tanzania

President Benjamin Mkapa of Tanzania presented the country's commitment to implement the Beijing PFA on 7 March 1996. He named the following, as among the issues to receive priority in a five-year-period from 1996:

- Economic empowerment of women and poverty elimination
- Enhance women's legal capacity
- Political empowerment of women
- Improve women's access to education, training and development.

Zambia

Immediately after Beijing, the Non-Governmental Organisations' Coordinating Committee (NGOCC) held report-back conferences for the donors, the media, its members and the public at large. NGOCC summarised and simplified the PFA and translated it into Zambia's seven major local languages for every woman to understand what the conference was all about and later translate the outcome into action.

A visioning workshop was held in October 1995 to reflect on the women's achievements and problems since the first world conference on women of 1975 to identify the gaps and the way forward after Beijing. The vision for the Zambian women was still the same: to empower all women by the year 2005.

After the visioning workshop, NGOCC organised a Thematic Plan of Action workshop, where the NGOs drew their plans of action for implementing the PFA.

This workshop prepared for the national workshop that came up with a national Strategic Plan for the Advancement of Women (SPAW) in Zambia.

The NGOs, through their umbrella body, the NGOCC, participated in the drafting of the SPAW. This document is awaiting adoption by government and spells out the five priority areas for Zambia for five years in implementing the outcome of Beijing Conference. These are:

- Poverty
- Education
- Health
- Decision-making
- Girl-child.

Zimbabwe

In order to effectively implement the Beijing recommendations, the Ministry of National Affairs, Employment Creation and Co-operatives has identified three priority areas of concern:

- Economic empowerment of women
- Education and training
- Women's political participation.

Gender focal points have been established and formalised in all government ministries. These are senior government officials at deputy and under secretary levels who are charged with the responsibility of ensuring that a gender perspective is mainstreamed into all ministries' programmes, policies and projects.

They have since produced action plans to facilitate the implementation of the Beijing Platform for Action and mainstreaming gender into their respective ministry programmes and policies.

SADC COUNTRIES	NATIONAL PRIORITY AREAS OF CONCERN											
	Power & Decision	Poverty	Health	Violence	Armed Conflict	Human Rights	Education & Training	Institution Mechanism	The Girl Child	Media	Environment	Economy
Angola												
Botswana												
Lesotho												
Malawi												
Mauritius												
Mozambique												
Namibia												
SA												
Swaziland												
Tanzania												
Zambia												
Zimbabwe												
Total	7	7	9	7	2	4	11	2	6	3	3	6

1

SADC Partnerships on Gender

The process leading to the adoption of the 1997 Declaration on Gender and Development by SADC Heads of State and Governments required close collaboration between Governments and Women's NGOs in southern Africa.

This collaboration and constant lobbying of SADC by the Regional Advisory Committee (RAC) was initiated prior to the Beijing Conference and has continued thereafter.

In addition, committees and progressive networks with stakeholders such as SARDC, WILDAF, WILSA, UNIFEM, and others have either been formalised or strengthened. The Gender and Development Declaration is a product of such a positive environment.

It all began with the transformation of the pre-Beijing task force into a Regional Advisory Committee at the second regional post-Beijing Workshop in May 1996 in Gaborone, Botswana.

Since its inception, the RAC collaborated with SADC and gender experts to ensure that gender was incorporated into the SADC Programme of Action and Community Building Initiative and accorded serious attention.

The Gaborone meeting also developed a "mini plan of action" as an interim measure to be implemented in the period leading up to the SADC Council of Ministers meeting in August 1996.

After realising that the 1996 SADC Council was too ambitious a time frame, the target was moved to the Council of Ministers meeting in Windhoek in February 1997.

Through constant lobbying and advocacy backed by critical information on the situation of women in the region, the SADC Council of

Ministers meeting in Windhoek allocated two hours on 5 February 1997, to a Ministerial workshop on gender.

The meeting was facilitated by regional gender experts in various fields and focused on why gender is a key development issue, and why it is important to integrate and mainstream it in the SADC Programme of Action and Community Building Initiative.

Prior to the Windhoek meeting, a Gender Strategy workshop was held in Johannesburg, South Africa, from 30 - 31 January 1997, where draft presentations to be made to the Council of Ministers were considered.

Objectives of the Gender Strategy workshop were to:

- Consider a factual analysis of the real situation of women in the different countries of the region in different sectors;
- Assess the SADC Programme of Action and Community-Building Initiative from a gender perspective, identify gaps and make recommendations for a policy framework to ensure that gender is mainstreamed into all SADC activities;
- Identify areas in which SADC countries would benefit from closer co-operation;
- Recommend institutional mechanisms for addressing gender issues in the region.

The report of the workshop was presented to the Council of Ministers at their meeting in Namibia, together with recommendations for their consideration and decision. Following the workshop, the Council of Ministers adopted most of the recommendations which required that SADC should:

- place gender firmly on the agenda of its Programme of Action and Community Building Initiative through a declaration to that effect by Heads of State and Government at their next Summit in September 1997;

- establish a policy framework for mainstreaming gender in all its activities, and strengthen the efforts by member states to achieve gender equality;
- establish an institutional framework for advancing gender equality consistent with that established for other areas of co-operation, but which ensures that gender is routinely taken into account in all sectors as follows;
- establish a Standing Committee of Ministers responsible for Gender Affairs in the region;
- adopt the existing Advisory Committee whose task would be to advise the Standing Committee of Ministers, and other Sectoral Committees of Ministers on gender issues;
- establish Gender Focal Points whose task would be to ensure that gender is taken into account in all sectoral initiatives, and is placed on the agenda of all ministerial meetings;
- establish a Gender Unit in the SADC Secretariat consisting of at least two officers at a senior level.

Since its inception, the Regional Advisory Committee collaborated with SADC and gender experts to ensure that gender was incorporated into the SADC programme.

Prior to the SADC Summit of September 1997, the first Ministerial meeting on gender was held in Gaborone, Botswana, in August. The meeting drafted the Declaration on Gender and Development for SADC Heads of State and Government, and recommended it to Council for submission to and adoption by the Summit. The Declaration was subsequently signed at the 1997 SADC Summit in Blantyre, Malawi.

A 160-page-book *Into the Future: Gender and SADC* which describes this progress has been published. The publication, which was launched by SADC chairperson President Nelson Mandela at the 1997 Summit of SADC Heads of State and Government in Malawi, documents the process and events leading to the historical Declaration on Gender and Development. □

2

Strengthening Institutional Mechanisms

Southern Africa is making remarkable progress to integrate gender perspectives in legislation, public policies, programmes and projects by establishing and strengthening institutional mechanisms to promote the advancement of women.

The establishment of institutional mechanisms to design, promote, monitor, advocate and mobilise support for policies to advance the status of women is one of the critical areas in the Platform For Action (PFA) to which governments committed themselves at the conferences in Dakar and Beijing respectively in 1994 and 1995.

National government gender machineries have been established in all of the SADC countries. Where there is stronger partnership with the non-government sector such as in Botswana, Mauritius, Mozambique, Namibia and South Africa, the environment for promotion of gender equality is enhanced.

In Angola, the Secretariat for Women's Affairs was elevated to the status of a Ministry for Women Affairs in 1996. Although the ministry does not have a National Gender Policy yet, the women of Angola, says Filomena Delgado, the deputy Minister for the Women's Ministry, "feel that government has taken a bold and major step toward strengthening the institutional mechanism at the national level by creating a Ministry for Women's Affairs".

The Ministry has a documentation unit, which has started working closely with the director of research within the ministry and non-governmental organisations (NGOs) in the country to come up with the way forward toward a National Gender Policy.

In Botswana, the Women's Affairs Division was in 1996 elevated to a Department under the leadership of a Director rather than a Co-ordinator as was previously the case. In collaboration with UN Development Programme

(UNDP) and UN Population Fund (UNFPA) the government has developed a National Gender Programme (NGP) and a five-year action plan indicating activities, outputs, indicators, time-frames, and a budget for carrying out the programme.

The plan provides a framework within which government, NGOs and the private sector can address gender concerns in a co-ordinated manner. The framework was launched by President Mogae in November 1998.

In Lesotho, the government has adopted a national policy on gender and development that was drafted by the law reform commission. A gender office, fully staffed by gender experts is expected to be established to help to implement the national gender policy following its adoption.

In Malawi, the Ministry of Women, Youth and Community Services — the government gender machinery — has been collaborating with the NGOs and some donor agencies in the country to co-ordinate the development of a gender policy.

In Mozambique, the Ministry for the Co-ordination of Social Welfare has been conducting seminars aimed at disseminating the Beijing Platform for Action (PFA) and defining strategies to help with implementation of government's post-Beijing Plan of Action.

Capacity-building courses on gender-related issues have, and continue to be conducted for government and other public workers to facilitate the mainstreaming of gender into programmes and sectoral policies.

In Swaziland, government allocated the gender portfolio responsibility to the Ministry of Home Affairs in March 1996. A gender unit was consequently established on 1 April 1997 with its own budget. The unit initially started with two professionals. To assist the office in its work, gender contact persons were identi-

fied in various government ministries and departments.

A co-ordinating machinery that was established in that country before the Beijing Conference was mandated to continue its function of monitoring the progress toward the advancement of women. A post-Beijing committee comprising 42 organisations from the government and NGO sector was also established to help chart the way forward after Beijing. The formalisation of these bodies remains a challenge for both government and NGOs.

The latest developments in Swaziland include the creation of a Gender Task Force within the economic and social reform agenda in the Prime Minister's office. Drafting of a national gender equality policy is in progress.

In Namibia, the government adopted the national gender policy in November 1997 and increased the 1997/98-budget allocation for gender issues by 10 percent. The government gender machinery is strategically housed in the Office of the President.

To emphasise government's commitment to implement goals outlined in the gender policy, President Sam Nujoma in his foreword to the document recommends that the gender policy be used as a practical guide to address strategic needs for both women and men. "I therefore call on every Namibian citizen to make this policy a living document by working vigorously and tirelessly towards equality between women and men," President Nujoma stated.

In the case of South Africa, the institutional mechanism has been established at both national and provincial levels to advance gender equality within the structures at government, parliamentary, independent bodies, women's organisations and civil society levels. The office on the status of women, gender units and provincial structures have been set up within government. The Commissions on Gender Equality and Human Rights are some of the organs set up by civil society.

In Zambia, the department of women was in 1996 elevated to a Gender in Development Division based in Cabinet Office. By June 1996, Zambia had prepared and published a comprehensive Strategic Plan for the Advancement of Women (SPAW) in the country for the years 1996 to 2000. The strategy document was a result of a series of workshops, seminars and meetings held to translate the Global PFA to Zambian realities.

The SPAW was developed as an action plan to guide government, policy makers and NGOs in implementing the Beijing and national PFA. The document has since remained a draft, pending cabinet approval.

In Zimbabwe, gender focal persons have been placed in the planning and monitoring sections of all Government Ministries and Departments.

The focal persons have been active in their departments and have set up gender committees within Ministries. These structures have come up with line ministry plans of action that will be consolidated into a national plan of action.

All gender focal persons have been trained in gender sensitisation, analysis as well as planning.

The gender focal persons contributed to the creation of a programme for mechanisms to monitor the status of women. In 1997, the Zimbabwean government appointed a Minister responsible for Gender issues in the president's office whose duties are:

- monitoring the implementation of the gender policy;
- co-ordinating all gender-related activities throughout government and the private sector including local, regional and international organisations and NGOs;
- providing a national focal point for all gender-related issues;
- monitoring the implementation of the Beijing PFA; and
- undertaking research studies on gender related issues. □

3

Thirty percent Women in Power by 2005

Southern African Development Community (SADC) governments have committed themselves to have women occupy at least 30 percent of the positions in political and decision-making structures by the year 2005.

Southern African leaders made this commitment by signing the SADC Gender and Development Declaration in 1997.

However, there is an argument that women should occupy key and influential positions to policy change for the declaration to have a positive impact on their lives.

While women's participation in politics and such decision-making bodies as local government and civil society has improved in most countries since, women are still concentrated in the more traditional female-biased professions.

One country that has made notable progress in raising the visibility and participation of women in senior positions of responsibility is Angola. Well-qualified women occupy the key Cabinet positions of Minister of Petroleum and Minister of Fisheries.

At least seven countries -- Botswana, Lesotho, Namibia, Swaziland, Tanzania, Zambia and Zimbabwe -- have identified power and decision-making as one of their national priority areas of concern.

Women in southern African countries are still invisible in the key decision-making in academic institutions, judiciary, financial institutions, parastatal bodies and their governing bodies, and the private sector.

To correct the situation, governments and the NGO sector in the different SADC countries have adopted various measures. Common among the measures being implemented to correct past and present gender imbalances in decision-making, are affirmative action and quota systems.

These have been introduced in Angola, Mozambique, Namibia, South Africa, Tanzania, and Zimbabwe. These measures however, will only be effective if they are enforced and women are provided with the skills to hold public office.

Tanzania's President, Benjamin Mkapa, says "affirmative actions are at best temporary measures to remedy inequalities in a socio-economic and political system." In his presentation of Tanzania's commitment to implement the Beijing PFA on 7 March 1996, President Mkapa noted that "the guarantee we provide for a 25 percent women representation in local government electoral seats, and 15 percent in parliamentary seats, may not in itself sufficiently address the structural constraints which inhibit women's interest or competitive ability to enter electoral politics."

In Namibia, the number of women parliamentarians had by mid-1997 risen from seven to 14 as a result of affirmative action to include more women in decision-making.

In South Africa, a quota system exists in the ruling African National Congress (ANC) which reserves 30 percent of Parliamentary and 50 percent local government seats for women. Mozambique and South Africa have the highest percentage of women parliamentarians in the region at 25 percent and 24 percent respectively. There are fears however, that this figure will decrease as some female politicians may not contest their seats. At an International Conference on Gender and Good Governance in Harare, Zimbabwe on 18 - 20 May 1998, delegates noted that inadequate support from their families and political parties hindered women from pursuing their political career.

The Deputy National Director of Social Action, Josefa Langa, says the Mozambican government has proposed to ensure that women occupy 50 percent of positions as deputies at

cabinet level, 30 percent in local authorities and 40 percent in government organs. This is part of the government's plan to implement the Beijing PFA and promote women's participation in policy-making at government level.

Various civic organisations and women's NGOs are embarking on several activities to increase women's capacity to participate in decision-making leadership.

Most NGOs however, rely on external donor funding to remain functional as they rarely receive financial support from their governments.

In Botswana a local NGO, *Emang Basadi* has since 1994, been conducting a political education programme whose objective is to increase the number of women in decision-making positions. The organisation conducts workshops for prospective women political candidates in lobbying, advocacy and campaign management.

A voter education programme, which sensitises the public on gender, women's rights and capacity to lead, has been established. *Emang Basadi* facilitated the formation of a Caucus of Women Councillors and Parliamentarians which is intended to ensure that gender and women's issues are put on the agenda of the decision-making institutions. *Emang Basadi* has started focusing on sensitising women to participate as candidates in Botswana's 1999 general elections. Starting in 1998 *Emang Basadi* extended its work to decision-making positions in the public and private sectors. A survey of women in key positions was conducted, a directory is being prepared and sensitisation workshops are planned for 1999.

In Zambia, the National Women's Lobby Group (NWLG) in collaboration with other NGOs has been working to sensitise women on the need to participate in leadership positions. The lobby group has trained women in campaign

skills, public speaking and communication skills. A campaign support fund for women candidates, regardless of their political affiliation, was set up for the 1996 elections and it contributed significantly to increasing the number of women parliamentarians to 14, the highest so far in Zambia.

Female parliamentarians have formed a caucus to strategise on how to speak with "one voice" on national issues that critically affect women and children regardless of their political affiliation.

In Zimbabwe, a two-year project that seeks to increase the number of women in politics and decision-making in cabinet, local government, parastatals, NGOs and in the churches has been launched.

The United Nations Development Programme (UNDP) funds the project, which was launched by the Ministry of National Affairs, Employment Creation and Co-operatives (MNAECC) in June 1997.

The project will carry out educational campaigns on why women need to be in key positions, and is aimed at:

- encouraging women to stand as candidates in elections;
- building the capacity of women who are already in power politics; and
- sensitising women on the need to vote for other women.

A directory of women managers is presently being developed in Zimbabwe to facilitate the identification of qualified and capable women when the need comes for nomination to positions of power.

Above all these efforts, a major challenge still exists for southern Africans to intensify efforts to improve the participation of women in decision-making in the domestic sphere and in public and private sectors. □

4

Gender Budgets: Women's Economic Empowerment

Every citizen has a right to participate and benefit from national economic development. However, for most women, this right is denied because of their lack of economic self-reliance, access to employment and appropriate working conditions, and control over economic resources -- land, capital and technology.

The Beijing PFA recommends the removal of all obstacles that hinder women's economic empowerment to enable them to enjoy their economic rights and achieve equality in access to, and participation in economic structures and policies.

In southern Africa, one country that has taken a practical move to narrow the gender gap in access to and participation in economic structures and policies is South Africa, through its innovative Woman's Budget Initiative (WBI) that was introduced in March 1996.

The WBI, which is proving to be one of the best practices to engender national budgets, is designed to impact on the structures of allocating resources to ensure that women and men benefit equally.

Other countries in the region such as Mozambique, Namibia and Tanzania have also started devising ways to introduce women-friendly national budgets following the South African experience.

The initiative was started by a group of researchers, both from the universities and NGOs, with support and backing of the Gender and Economic Policy Group of the South African Parliamentary Joint Standing Committee on Finance.

The WBI is not a separate budget for women. However, the initiative assesses the

national budget from a gender perspective and seeks to mainstream gender into the budgetary process by examining the impact of the national and provincial budgets.

The WBI analyses whether the national and provincial budgets further entrench the disadvantages of women or promote women's empowerment and gender equality. This is done by distinguishing three aspects of expenditure namely:

- Amounts allocated to women-specific projects, such as bursaries for young girls or income-generating projects;
- Affirmative action and other policy initiatives within government employment which promote the development of female staff; and
- Funds allocated to all the other policies and programmes of government, and the effect of these expenditures on different groups of women, and on women relative to men.

Debbie Budlender who works with the Community Agency for Social Enquiry and the Law, Race and Gender, says: "the WBI has helped South African women expand the gender debate from an exclusive preoccupation with the politics of race and gender representation within the civil service to focus also on the gender implications of policy in a wide range of spheres by giving substance and clarity to their demands on these various fronts."

The WBI takes account of the financial constraints and the country's macro-economic strategies and questions:

- How much is spent on what?
- How are services to be delivered?
- How does possible expenditure relate to provision by business organisations, voluntary and community groups?

- How does expenditure relate to the informal and unpaid provision of services through households and family networks?
- Who will benefit in terms of access to services?
- Who will benefit in terms of public sector employment?
- How do the poor women access more time, better nutrition, better health and better skills?
- What are the assumptions regarding the way society is organised, and what are the implications of this for those who do not conform?

The WBI highlights the need for women's unpaid labour to be recognised and given economic value. The blindness of society in general, and policy-makers in particular to this aspect of work, which is mostly performed by women is also highlighted.

The initiative further concentrates on the most disadvantaged women, the poorest, whose poverty is not measured by money alone but also in time.

After analysing South Africa's 1997 budget using the WBI concept, results showed that:

- the national budget did not serve women as much as it served men;
- women benefit the least from the national budget; and
- besides having a greater need of government service women, who constituted a higher rate of unemployment, earned lower wages and had more caring responsibilities than men.

The analysis also revealed that three provinces, where 60 percent of African women live, receive 10 percent less from the budget than the three richest provinces.

Meanwhile, the Commonwealth Secretariat is supporting a pilot project in South Africa called The Gender and Macro-Economic Policy initiative.

The project aims to provide technical assistance to policy-makers in the Department of Finance, Office of the Status of Women, Gender Units and related institutions in the use of practical and user friendly policy options. The exercise will help to integrate gender concerns into macro-economic policy deci-

sions with specific reference to national budgetary policies and procedures.

South Africa's tremendous efforts to integrate women into the mainstream economic agenda is attributed to the fact that the country's deputy Finance Minister as well as one of the four Director Generals are women whose support has been instrumental in the Ministry's acceptance of the initiative.

Six countries in the region -- Lesotho, Mozambique, South Africa, Swaziland, Tanzania and Zimbabwe -- have identified elimination of inequality in women's access to, and participation in economic structures and policies as a national priority area of concern.

Angola, Botswana, Lesotho, Malawi, Mozambique, South Africa and Zambia on the other hand, include reduction of poverty among their national priority areas of concern. Activities toward meeting these goals are being implemented in some of these southern African countries.

In Tanzania, the government is working towards providing 30 percent women with access to credit in their own right by the year 2000 through local development funds and by encouraging donors to have credit facilities for women in all projects.

In Zambia, the on-going development of a gender sensitive macro-economic policy and programme for women in the peri-urban and rural areas including female-headed households is one such activity.

The Cabinet in Zambia has two female ministers following the appointment of, Edith Nawakwi and Professor Nkandu Luo in March 1998. Nawakwi becomes the first female Minister of Finance in the SADC region, Luo is Minister of Health. There are also some female deputy ministers, a number of female permanent secretaries and heads of parastatals. The Central Bank has a woman deputy Governor of Administration in Chilujua Mbalashi.

The draft gender policy -- Strategic Plan For the Advancement of Women (SPAW) in Zambia -- outlines among others, the following activities to improve the economic situation of women in the country from 1997 to the year 2000:

- designate 10 percent of social sector spending for women's income generating activities;
- collect gender and age-disaggregated data on poverty and all aspects of economic activities;
- lobby donors for funds to support economic empowerment of women;
- give financial and other support to financial and credit institutions specifically targeting women with collateral problems; and
- amend and revise administrative practices that hinder women's access to and control over factors of production like land, credit, technology and information.

In 1997, a total of US\$100 000 was set aside by the Zambian government and the UN Development Programme (UNDP) for women entrepreneurs in the country in an effort to improve the economic position of women and alleviate their poverty. The Women's Finance Trust, a local NGO, has also started a mobile bank to encourage women to have access to credit facilities.

In Mozambique, the Ministries of Social Welfare, Labour, Environment and Agriculture have established training projects for women, that provide credit facilities for self-employment and other types of support to enable income generation as a measure to alleviate poverty, especially in the female-headed households.

A review of inter-country trade policies and tariff regulations to facilitate women to gain better access to markets.

The Women's Desk, which operates at the National Institute for the Development of Local Industry (UDIL), has been supporting women in small-scale economic activities to improve their businesses through training and information.

At the regional level, plans are underway to address the issue of economic policies and women's access to structures and productive resources.

The RAC in collaboration with the Gender Unit at the SADC secretariat intends to review and analyse sectoral policies to assess their impact on women's lives and how women can access them. A review of inter-country trade policies and tariff regulations with a view to facilitate women to gain better access to markets is also in the pipeline.

A special trade exhibition for SADC women entrepreneurs was held in Harare, Zimbabwe, from 20 - 25 November 1997. The trade expo, which was organised by the UN Development Fund For Women (UNIFEM) regional office for southern Africa provided a forum for exhibition of products produced by women's community-based groups from the SADC region.

Among the participants were community-based organisations (CBOs), trade fair organisations, NGOs, government departments and parastatals involved in women's activities, private sector institutions and the donor community.

UNIFEM's main purpose for hosting the expo was to break the isolation of small-scale producers so as to give them and their products commercial exposure.

The expo also provided a forum for discussing specific constraints and opportunities faced by women in the informal sector in developing their enterprises.

At least 13 SADC countries participated in exhibiting items, which included among others, mining products, gemstones and jewellery, ceramics, carpentry products, textiles, leather products, paper-based products, and processed foods. □

5

Women's Human and Legal Rights

The Beijing PFA challenges governments and countries to undertake activities to promote the human rights of women and eliminate all forms of discrimination.

At regional level, SADC has declared in the Gender and Development Declaration to:

- Promote women's full access to, and control over productive resources such as land, livestock, markets, credit, modern technology, formal employment, and a good quality of life in order to reduce the level of poverty among women;
- Repeal and reform all laws, amend constitutions and change social practices which still subject women to discrimination, and enact empowering gender sensitive laws; and
- Encourage the mass media to disseminate information and materials in respect of the human rights of women and children.

In an effort to promote and protect the human rights of women, all but one of SADC countries (Swaziland) have signed, ratified or acceded to the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW).

In Lesotho, the National Law Reform Commission has been set up to work on the laws and narrow the existing gender gaps in all legal issues in the country.

The position taken by Lesotho in this regard is that the law is central to gender issues since it cuts across all sectors.

In Mozambique, a Legal Reform Commission divided into various sub-commissions has been established.

The Non-Governmental Organisations' Co-ordinating Committee (NGOCC) in Zambia has summarised and simplified the PFA and translated it into Zambia's seven major local languages.

In Zimbabwe, a new law on inheritance was passed in 1997. The new law protects a deceased breadwinner's property from being seized by the heir or other relations in the event of his or her death.

Under the new inheritance law, the heir no longer enjoys the privilege of distributing property as he chooses; it has to be in consultation with other beneficiaries. Now the heir can inherit as an individual in the case of the death of a breadwinner, the *tsvimbo*, a ritual knobkerrie, and can only go as far as assuming the traditional role of head of family.

Five countries in the SADC region have identified promotion of human rights as a critical area of concern at national level. These are Angola, Botswana, Mozambique, Namibia and Tanzania.

Most countries in the region have or are in the process of amending their statutes to ensure equality and non-discrimination under the law.

In Botswana, the Citizenship Act was amended in 1995 in response to a court decision to the effect that certain of its provisions were unconstitutional because they discriminated against women.

In 1996 a bill repealing a provision which denied women married in community of property the right to have immovable property registered in their names passed through Parliament to become law.

Other laws that have been amended in that country in response to calls to remove their gender biases include:

- the Employment Act of 1992 which now gives all female public officers full pay while on maternity leave; and
- the Mines and Quarries Amendment Act of 1995 which now allows females to work underground in mines if they chose.

During 1998 the government commissioned a study to review all laws affecting women in Botswana. The final report of the study which contains recommendations for reform is now complete and is being considered by the relevant authorities.

In Namibia the passage of the Married Persons Equality Bill in 1996 marked a milestone in the struggle of Namibian women to obtain equality with their husbands before the law.

The Act abolishes the marital power which made the husband the head of the household. It also provides for women married in community of property to have equal access to bank loans and ownership of property.

The Zambian Constitution was amended in 1996 to include sex as one of the grounds on which discrimination is outlawed but it exempts discrimination in customary, family and personal laws.

In the Namibian and South African constitutions the problem of compatibility of gender equality provisions with other constitutional provisions which recognise the validity of customary law and the power of traditional authorities prevails. Yet it is in this area that most discriminatory laws against women are found.

Zambia and Zimbabwe, in attempts to address the discrimination, instead of giving women the same rights as men to pass citizenship to foreign spouses, have taken away men's rights to automatically pass citizenship to their foreign wives.

In Tanzania there are ongoing efforts to incorporate legal and human rights in the formal educational curricula.

The Law Reform Commission has been working on the revision of some of the relevant laws and traditions which discriminate against women, with a view to proposing amendments.

Various development partners in Tanzania have supported schemes that provided legal aid to women, although most of them were urban-based and the majority of rural

women, who are often worse victims of various forms of injustice and discrimination have not benefited much from the service.

In his speech at the presentation of the Beijing Declaration in Dar es Salaam in March 1996, the Tanzanian President, Benjamin Mkapa, called upon lawyers and law-enforcement agents to take a more active role in supporting women's legal empowerment. He challenged the mass media in particular to enhance women's legal knowledge.

Legal literacy campaigns have also been carried out, including the establishment of legal clinics, which counsel women on legal issues and on how to defend their rights, sensitisation of the general public on legal issues through radio programmes and publications.

Some countries have enacted statutes, which seek to address these gender biases. A real and critical challenge remains in that even where laws providing for gender equality have been put in place, mechanisms for enforcement of these laws are either weak or non-existent.

In attempts to redress this situation, women's NGOs have taken a more active role than governments in providing programmes for legal literacy and support for women to benefit from the constitutional and statutory provisions.

These efforts have seen the simplification, repackaging, translation and dissemination of the CEDAW, Beijing PFA and national laws for the benefit of the ordinary woman as well as sensitising policy and law-makers.

A need has been expressed by women in the region that SADC should establish the human rights tribunal provided for under article 16 of the SADC Treaty and that this should deal with violations of women's rights.

They have also challenged SADC to adopt legally binding instruments and protocols and encourage member states to incorporate them into their constitutions and legislation. □

6

A Life Free From Gender Violence

Seven countries in SADC region have identified the elimination of violence against women as one of their National Priority Areas of Concern. These are Botswana, Malawi, Mauritius, Mozambique, Namibia, South Africa and Swaziland.

Violence against women is described in the Beijing declaration as “any act of gender-biased violence that results in, or is likely to result in physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, in public or private”.

General statistics indicate that violence is a great problem in southern Africa with figures showing that women, regardless of their race, class and geographical areas, continue to suffer violence at the hands of spouses or partners.

To show their commitment toward eliminating gender violence, most countries in the region have taken steps to address this increasing menace:

Angola

In Angola, centres to attend to women’s problems have been set up by the Angola Women’s Organisation. They function as Legal Centres where battered women get legal assistance. However, there is as yet no specific legislation penalising acts of violence against women in that country.

Mauritius

In Mauritius, Domestic Violence is now a criminal offence following a bill passed by the government in 1997. The new law is a major breakthrough that comes in the wake of government’s recognition of the high incidence of domestic violence in that country.

Apart from making domestic violence a criminal offence, the new law also provides measures for timely and comprehensive protection of victims. Following the new law, the

Ministry of Justice in Mauritius embarked on a legal literacy programme to sensitise the public on domestic violence.

Mozambique

In Mozambique, women have demanded the inclusion of government’s commitment to the eradication of gender violence in the national PFA for Women’s advancement, covering the period of 1996 to the year 2000.

Violence is a worrying and major threat to the security of women, and this has led to the coming together of several Mozambican organisations and institutions to form a group called All Against Violence.

This group embarked on a three-year multi-disciplinary programme in 1996, covering civic education, the replacement of the existing legislation that discriminated against women, concrete support to victims of violence and investigation of the dimension of the problem.

All Against Violence comprises the following organisations:

- Women in Development Co-ordination - Women’s Forum (*Forum Mulher*);
- Mozambican Association for Women in the Juridical Career (AMMCJ);
- Mozambican Association for Women and Education (AMME);
- Service Centre in Maputo Central Hospital (KULAYA);
- Centre for African Studies (CEA);
- Mozambican Women’s Organisation (OMM);
- Ministry of Social Action Co-ordination (MICAS); and
- Women, Law and Development Association (MULEIDE).

All these organisations and institutions work on their respective areas of speciality, ranging from co-ordinating activities and disseminating information, replacing the existing legislation,

counselling and psychological servicing and civic education, to the establishment of violence support units.

Namibia

The Namibian government through the National Gender Policy has put in place strategies to address violence against women and children. These include:

- Enacting a "Domestic Violence Act" that will penalise brutal and abusive partners.
- Implementing, monitoring and reviewing legislation to ensure its effectiveness in eliminating violence against women and children, with particular emphasis on the prevention of violence, and prosecution of offenders.
- Continuing to promote visible policies of mainstreaming gender perspectives in all policies and programmes related to violence against women and children.
- Refusing bail, and imposing heavy fines and sentence for offenders.
- Establishing and supporting mechanisms that will enable women and girls to confidently report acts of violence against them without fear of retaliation.
- Formulating, in collaboration with all stakeholders, plans of actions to eliminate violence at home, in the community, at institutions and the society at large.
- Organising and providing shelter and relief support such as medical, psychological, free counselling and legal support, for women and girls who have been victims of violence to return to normal life.
- Supporting community based education programmes, such as campaigns to raise awareness and to create preventive measures, and to disseminate information on how to combat violence against women.
- Supporting and making public research findings on the impact of all forms of violence against women and children

In Namibia, the Ministry of Justice's Women in Law Committee holds public hearings on violence against women and children regularly. Rapists and perpetrators of violence against women are no longer eligible for par-

don or parole and centres to assist victims of violence are planned throughout the country.

The multi-media campaign on violence against women and children, established in 1997 by the Ministry of Information in that country has increased awareness and shared information on matters relating to violence and rape.

South Africa

In South Africa, the Ministry of Justice has started a campaign on "No Violence against Women" which aims to raise awareness, and improve community responses to violence against women. The country has also adopted a policy document on how to handle sexual offenses.

The document, which was launched in September 1997, was produced by an interdepartmental team in consultation with NGO specialists on sexual offences in collaboration with the ministry of justice after realising that service providers subjected victims of sexual violence to secondary victimisation, particularly in the criminal justice system.

"The document provides detailed guidance and step-by-step information to be used by service providers on evidence gathering, counselling, trauma treatment and care (including after care) of sexual-offence victim, victim assistance during prosecution, parole conditions to sexual offenders, and abuser counselling," said South Africa's Deputy Minister of Justice, Msamango Tshabalala.

The formulation of guidelines to deal with the various forms of violence against women is crucial if victims of gender violence are to enjoy fairness from the justice delivery systems. In the absence of policy guidelines, experience has shown that justice delivery officers sometimes used their discretion when dealing with domestic and sexual violence cases.

Breaking The Silence

Some countries in the region are embarking on strategies to break the silence on violence against women.

Gender violence tribunals have been introduced in Namibia, South Africa, Zambia and Zimbabwe as a measure to sensitise the public, policy-makers and law enforcement agents

about the adverse affects of domestic violence on the advancement of women.

At the tribunals, survivors of domestic violence testify to their ordeals in front of magistrates, lawyers, and law enforcement agents and anti-violence activists.

In Zambia, gender violence tribunals have led to the establishment of a victim friendly environment for abused women by the Zambia police force in conjunction with the Young Women's Christian Association (YWCA).

Regional Level Initiatives

At the regional level, southern Africa dedicated the 1998 commemoration of International Women's Day (IWD) to charting the way forward in prevention and eradication of violence against women and children in the region.

Two conferences held from 5 – 8 March 1998 in South Africa and Zimbabwe called on SADC countries to adopt measures in the legal, social, economic, cultural and political spheres to prevent and eradicate violence against women and children.

Over 200 delegates comprising Ministers of Justice or Legal Affairs and Ministers responsible for Gender or Women's affairs, advisors from the Attorney Generals' offices, high court judges, magistrates, and police officers from the region participated in the Durban conference on Prevention of Violence Against Women and Children.

Delegates to the SADC Parliamentary Dialogue on Gender Equality and Personal Security conference in Harare on the same dates included women parliamentarians from SADC countries, 10 European countries and other African states.

Discussions at the Harare meeting focused on gender equality and personal security. The Durban conference focused on sensitising the players in the justice delivery system to the implications of violence against women and the

need for the judicial system to be more responsive, accessible and fair to victims or survivors of gender violence.

One of the outcomes of the Durban conference was a draft Declaration on the Prevention and Eradication of Violence Against Women in SADC. The text of the draft Declaration was eventually adopted and signed by SADC Heads Of State or Government at their summit in Mauritius on 4 September 1998 as an Addendum to the 1997 Gender And Development Declaration, entitled the Prevention and Eradication of Violence Against Women and Children (see Annex 2). It contains the following major elements:

- Recognition that violence against women and children is a violation of fundamental human rights;
- Identification of the various forms of violence against women and children in SADC;
- Concern that the various forms of violence against women and children in SADC continue to increase, and a recognition that existing measures are inadequate;
- Recommendations for the adoption of measures such as legislation and legally binding SADC instruments, social, economic cultural, and political interventions, services, as well as education, training and awareness programmes.

Other delegates represented NGOs, women lawyers, advocates in the legal aid departments of the SADC countries and various experts on gender violence within the region and beyond.

These commitments present a challenge to all our societies to contribute towards their implementation; failure or delays in doing so means that more women and children will continue to live in fear and lose their lives and self esteem.

Regional Campaign to Eliminate Gender Violence

The SADC region is observing the 18-month long campaign on the elimination of Violence Against Women (VAW) that was launched on 31 July 1998 by the United Nations Development Fund for Women (UNIFEM) Southern Africa Regional Office (SARO).

The regional campaign hopes to raise awareness with a view to transform public attitudes, policies, practices and legislation that will ensure a life free from violence for women and children.

The first 12 months of the campaign will be dedicated to a massive mobilisation of attention around issues of VAW, using different types of interventions involving various stakeholders and using different strategies including the media, debates, drama, and workshops.

The last six months will be devoted to evaluation and documentation of the processes highlighting challenges, constraints and opportunities and how these were utilized, as well as lessons learnt.

The campaign aims to draw public attention to the issues, cost of and different dimensions of gender-based violence. The initiative is also part of the UN's effort to mark the 50th Anniversary of the Universal Declaration of Human Rights, commemorated on 10 December 1998.

Gita Honwana Welch, the Regional Programme Advisor for UNIFEM in southern Africa, hopes that at the end of this campaign, "VAW will be perceived by women and men alike as an intolerable act of barba-

ism and inhumanity, and as a crime against the human development of women and girls".

The campaign she added, "is also a way to acknowledge ongoing efforts, especially by the women's movements to decisively advocate for the elimination of this gross violation of human rights".

Welch said the regional campaign to eliminate VAW is part of UNIFEM's global initiative to strengthen the visibility and impact of activities towards a life free from violence.

The objectives of the campaign are:

- To increase the commitment of governments of the region to put in place the necessary mechanisms including legal safeguards to prevent and penalise any forms of VAW; and
- To strengthen the capacity of civil society organisations, especially women's organisations and networks, and religious community leaders, educational and health institutions to advocate for and implement programmes that contribute to the elimination of VAW.

Welch says a coordinated campaign at the regional level will increase visibility of what is still largely regarded as a "private" issue and make it a public and government concern.

UNIFEM has challenged every member of society to participate in the campaign and help society enter the next millenium in an environment that is free from violence.

"National women's machinery, NGO coalitions, and networks are encouraged to bring together organisations whose work relates to violence against women, and plan together to make their voice stronger," says a document released by UNIFEM in Harare.

7

Gender Equality in Education

In line with the global declaration that education is a fundamental right to which both women and men should have access, countries in southern Africa are striving to achieve gender equity.

The PFA declared at Beijing urges national authorities to eradicate illiteracy among women and the girls.

To show their commitment to the declaration, most countries in the region have continued to embark on various activities to achieve gender equality in education and improve the participation of females in science and technology.

With the help of agencies like the United Nations Children's Fund (UNICEF) and United Nations Educational Scientific and Cultural Organisation (UNESCO), curricula and other educational materials that promote gender stereotype in the educational systems are being revised to make them gender sensitive.

In Zambia and Zimbabwe, school textbooks and supplementary readers which portray women positively are being designed to replace the gender-stereotyped materials.

Regulations that contribute to unequal access and inadequate educational facilities are being revised in some countries. Governments are moving towards adapting unitary curricula that prepare boys and girls to enter the labour market on equal terms.

Apart from improving curricula, SADC governments are making efforts to improve the enrolment and retention of female students in schools.

In Malawi, the government has made secondary education free for girls in an effort to close the enrolment gender gap in secondary schools.

The Angolan government also made education free in all government schools. A

positive discrimination quota system to guarantee women's access to the scheme has been introduced. To cater for those who could not attend school due to various reasons including war, adult schools have been introduced.

A special project that exclusively helps girls, women and demobilised soldiers' access vocational training has also been put in place.

Informal adult schools have in recent years mushroomed in the country to fill the gap left by inadequate formal schools. These schools are providing basic education for people who could not be absorbed in the formal schools and those disadvantaged by the unfair system which segregated girls.

These schools however lack government support. Classrooms are very few resulting in different classes being conducted in the same room. This situation has disadvantages in that it retards progress due to unavoidable confusion. With adequate government support these schools could go a long way in reducing illiteracy that is very high in Angola.

Recent research on Angola shows that the country now has a number of female lecturers and tutors in mechanics, carpentry, electronics and metallurgy, areas traditionally regarded as male domains. There is still need to open more avenues for girls to take up such posts if gender balance is to be realised in work places.

Mauritius has taken it even further and declared education free for all, from grade one up to college and University level. This has resulted in enrolment ratios favouring female students.

Girls in Mauritius also perform better than boys both at primary and secondary levels unlike in the other SADC countries. For example, in 1995, for every 100 girls who sat for high school certificate examination, 72 passed where-

as only 64 out of 100 boys passed the same examinations.

It is however, regrettable to note that despite girls' better performance at school, their participation in science and technology and science related fields still does not reflect their performance.

The situation in South Africa is the reverse of most countries where there are more boys than girls in schools. For instance, in 1996, there were over 200 000 more girls than boys in the South African school system. More girls pass standard ten than boys, and there are more females at universities and colleges than males.

Since 1994, female students in that country outnumbered male students for the first time at undergraduate level. Possible reasons for this are that boys were more involved in the political activism giving rise to higher dropout rates. In rural areas, boys would be tempted or obliged to join the ranks of the migrant workers far earlier than girls.

Throughout the region educated girls tend to fetch a higher *lobola* (bride price), which is a powerful incentive to parents to keep their daughters in school.

In Mozambique, although free education exists at primary school level, women's access to education is lower than men's due to various factors including socio-economic and cultural norms that require girls to concentrate on household chores while boys go to school. To address these problems the government has come up with a Strategic Plan for Education (SPE) which proposes three main objectives for the education system:

- increase access to educational opportunities at all levels of the education system for all Mozambicans;
- maintain and improve the quality of education; and
- develop an institutional and financial framework that will sustain Mozambican schools and students into the future.

The Mozambican government's strategy seeks to minimise the trade-offs among these

three objectives, while assigning the highest priority to accelerated progress toward universal primary education.

The government also assigns particular importance to increasing female enrolments at all levels of education. To this effect the Ministry plans to extend recruitment of female teachers, school directors and matrons for boarding facilities. Measures to revise curricula and learning materials to adapt the learning needs of girls, as well as to ensure that the textbooks distributed to schools are sufficiently durable to be used by more than one student, are already in place.

At secondary teaching level where girls account for 36 percent, the government plans to promote girls' access to education through:

- provision of grants and exemption of enrolment fees to girls from low income households and those who perform well in their studies;
- development of a gender sensitive environment; and
- sensitisation of the society to reduce the girl's burden of domestic work.

In addition, the Ministry will conduct studies in different regions of the country to investigate why girls are less likely than boys to enrol or persist in school and will develop policy responses based on the findings of these studies.

With regard to retention of pregnant girls in schools, countries like Malawi and Zambia have made a decision to let pregnant girls continue with their studies after giving birth for as long as they are fit. In Angola and Mozambique there are no policies in that regard, although the government encourages girls to continue with their studies after giving birth. This means that girls will now have equal educational opportunities to complete their schooling and be empowered.

In Zimbabwe pregnant girls are expelled from school, although in theory they are allowed to remain in school.

In an effort to improve the retention of female students in schools some educational centres in Namibia and Tanzania have established

schemes that assist female students who have financial problems. Such women's organisation schemes are improving the enrolment, retention and completion of education by many female students who could otherwise not have completed their education.

Some countries in the region have introduced affirmative action programmes to reduce the gender gaps. At Lindi Technical Centre in Tanzania for instance, women now constitute 84.2 percent of the total students.

Zimbabwe has done well but there is more to be done in addressing the imbalances that have side-lined girls for a long time. The government has introduced several policies that seek to increase enrolment and retention of girls in the education system of the country. Affirmative action has been introduced in schools, colleges and universities. Affirmative action is also needed at work places because employers still prefer male workers and appoint them to decision-making positions at the expense of female workers who are at times more qualified than the males.

Affirmative action has however brought its own problems, not only in Zimbabwe but the SADC region as a whole. Often, female students who acquired places at various institutions of learning through affirmative action are marginalised by male students and sometimes by teachers and lecturers. Their male counterparts view them as a "weaker sex" that need

to be assisted to make it into institutions of higher learning.

Governments should design policies that provide long term solutions. Instead of continuing to admit female students with lower points, the disparities that cause performance gaps should be addressed.

Performance gaps are high as a result of household duties that occupy girls at home while boys have all the time to do their home work and study. Teaching material and curricula which are biased against girls have also contributed to these performance gaps.

In Lesotho women are comparatively more literate than men, however this is a result of the different duties that boys and girls perform. Boys are accepted in South African mines even without meaningful education and hence tend to drop-out of school earlier than girls.

As a result, literacy rates stand at 70 percent for women and 40 percent for men. Despite this high literacy percentage rate, women are still confined to non-technical jobs.

In Swaziland, women have very limited chances and the illiteracy rate is high among them due to the traditional belief that women are for marriage. In some parts of the country more than 50 percent of women do not have any education at all. Dropout rates for female students are higher than those of men at all levels of education. Girls are therefore made to work as housemaids until they are old enough to be married. Such attitudes should be changed. This could be done through campaigns that educate men on the importance of educating girls, and making them realise the contributions that educated women make in society.

Training institutions are very few and are failing to cope with the growing population. There is only one university, and it is heavily dominated by male students. The limited capacity of the university in that country further complicates the learning process for girls who are expected to compete with boys who have more time to study and do their homework.

In Botswana the situation has improved, but gender gaps in academic performance still remain. Female enrolment in schools is gener-

Very little has been done to address the education needs of the disabled girl-child in SADC.

ally higher than that of males both at primary and at secondary levels.

The Girls Advisory and Support Project budgeted at US\$20 000 is being implemented by the National Directorate for Primary Education. The project is aimed at motivating girls to take interest in education, and discourage them from dropping out from school in the middle of the course.

However, the situation is changing positively although more needs to be done. Enrolments for female students have improved but dropout rates are still high.

While commendable efforts are being made in the whole region to reduce illiteracy among girls and women not much has been done to cater for the disabled girls.

In Botswana for instance, the disabled girl-child has not benefited much from the programmes that have so far been put in place to address disparities in education. Her situation is made worse by the fact that special schools to cater for the disabled children are hard to come by in Botswana.

Out of the estimated over 5,000 disabled children in Botswana, one third have never attended school, 80 percent attended school for a very short period and half are out of school. There are no government-run special schools for the disabled.

The NGOs that are running special schools for the disabled children often do not receive financial assistance from the government.

The situation is equally difficult in Namibia where all the efforts seem to have been centred on the girl, without any special focus on the disabled children. The country has few special schools to cater for children with disabilities and nothing seems to be in progress to address the shortage.

More than 50 percent of disabled children above the age of six have never attended school of any form. This is mainly due to the scarcity

of schools for the disabled children. Windhoek, the capital city has only three special schools to cater for children with disabilities.

In Mozambique, the Ministry of Education has placed great importance on expanding educational opportunities for children with special needs. Children with disabilities similarly find their opportunities to learn limited, both because their access to schools is restricted and because programmes and services responsive to their special needs are not widely available. At present there are only four schools for children with special needs, which together serve not more than 300 students.

In Zimbabwe special education is the primary responsibility of the Ministry of Education where it is administered as a separate department, Special Education Section.

Many children with special educational needs begin their school career later than their peers. This is due to late identification of development problems/impairment or parents' ignorance of educational opportunities for disabled children.

The disabled girl-child needs special attention as she is in a more difficult situation than able-bodied girls. She suffers two kinds of discrimination -- the one she shares with all other girls because of her sex and discrimination because of disability.

Despite the fact that the disabled girl-child deserves special attention, no country in the SADC has given the matter specific attention. Very little has been done to address the education needs of the disabled girl-child.

It is evident in the whole SADC region that the education system is generally still biased against girls and dropout rates are still high though efforts have been made to redress the situation. This is a challenge, considering that SADC countries made a commitment to achieve the global goal of Education For All by The Year 2000. □

8

Health Care Still a Dream for Some

Women have specific health-related problems because of their multiple roles, particularly pregnancy and childbearing. There is still a significant percentage of women in the SADC region suffering from diseases related to poor or inadequate intake of food and lack of access to quality medical care.

At a time when SADC countries are committing a lot of human and financial resources to improve women's health care, the situation seems to be deteriorating.

Access to proper and affordable health care for women is among the Beijing PFA commitments that are guiding the operations of countries that have identified health as a national priority area.

The PFA notes that women should be given decision-making powers in matters concerning their health. As a strategy to meet the demands of the commitments, Angola, Botswana, Lesotho, Mauritius, Mozambique, Namibia, Swaziland and Zambia have identified health as one of their national critical areas of concern from the 12 issues identified as obstacles to women's empowerment at the Beijing conference.

Several SADC countries have adopted guiding policies such as Health for All by Year 2000, and Primary Health Care.

Lesotho has responded by adopting a primary health scheme, which aims to ensure that every Mosotho has access to health facilities. In places where facilities are far away, the government has stationed community based health workers and birth attendants within the area.

Zimbabwe has introduced free treatment for the unemployed and those earning less than US\$40 per month. More hospitals have been built although not yet enough. A great deal of decentralisation has taken place re-

sulting in the construction of several district hospitals.

In Malawi the government's efforts to provide health to its citizens have enjoyed donor and non-governmental organizations' support. In Mozambique preventive and curative services to treat the main endemics are free of charge.

Regionally, the situation is not very healthy due to economic problems and Economic Structural Adjustment Programmes (ESAPs) that have shifted the cost of health service provision from governments to families. This has resulted in governments withdrawing subsidies on health expenditure thus further affecting the health conditions of most women and children in the region.

Most of the hospitals and clinics are concentrated in towns and cities, beyond the reach of rural women. The few facilities in the rural areas are either under-staffed or under-equipped or both, a situation that leaves rural women without proper health care facilities which are a basic need for every human being.

In Swaziland deaths resulting from birth complications are on the increase, a situation that could be prevented if proper health care was accessible to all women.

In Mauritius, despite the availability of an integrated health system, dangerous diseases like breast and cervical cancer are on the increase. This is because private health providers who offer specialist services are very expensive and therefore beyond the reach of the general public and especially women, most of whom are not employed.

Further barriers have been created by the privatisation of health systems, which has made health care very expensive. In Tanzania for instance, accessibility to health has further been reduced as the health system is now in private hands.

The situation is even worse in Angola where limited facilities, apart from being concentrated in urban areas, are also poorly equipped and grossly under-staffed.

Five out of the six countries in the world with the highest number of HIV/AIDS infected people are in Southern Africa. Botswana has 18 percent reported, Zimbabwe 17.4 percent, Zambia 17.1 percent, Malawi 13.6 percent and South Africa 11.4 percent.

More women than men are infected with HIV/AIDS because of women's disadvantaged and subordinate position resulting in most women not being empowered enough to make decisions about their sexuality.

Women infected with HIV/AIDS are particularly those in their reproductive years. Women aged 20 – 24 constitute the largest age group among the reported HIV/AIDS cases in the region. In 1995 16 percent of HIV/AIDS positive women were below 19 years. Research shows that more than 10 percent of women attending ante-natal clinics in Tanzania, Zambia and Zimbabwe were infected with HIV/AIDS. The Ministry of Health figures in Botswana show that 43 percent of women attending ante-natal clinics in Gaborone and 34 percent in Francistown were HIV positive.

One goal of the Beijing PFA is that women should be empowered to make decisions on policies and programmes that have to do with AIDS. In all the SADC countries women constitute more than 80 percent of health workers, and at home they take care of the sick without protective gear thereby being exposed to HIV/AIDS.

Some husbands' promiscuous behaviour has further worsened the effect of AIDS on their wives, physically, mentally and economically. Physically as when they are victims themselves, mentally as a result of what they experience when their loved ones are affected; and economically as they are forced to abandon their productive roles.

In many countries, economic difficulties

resulting from the economic reforms are forcing women to enter the commercial sex industry thereby exposing themselves to HIV/AIDS and other related diseases.

Meanwhile, some countries in the region work closely with some international organisations to draw plans to prevent the spread of HIV/AIDS.

Namibia and The World Health Organisation have drawn up a five-year National AIDS Plan to monitor the spread of the disease in the country.

The plan will offer educational programmes for people living with HIV/AIDS, as well as counsellors and the public.

In Mozambique, the Mozambican Network of AIDS Service Organisation (MONASO) has established a telephone help line in its offices in central Maputo, where callers can seek advice about the lethal disease, AIDS.

The line which is initially intended to function three days a week will deal with simple requests for information, and with the more complex needs of AIDS sufferers or their relatives who require counselling.

The operators will be able to deal with topics ranging from how to use a condom, to tests for the HIV virus that causes AIDS, to how to "live positively" with AIDS.

In South Africa, a special anti-AIDS cabinet committee was set up in October 1997. The committee which is under the chairmanship of Deputy President Thabo Mbeki has developed an R80-million "government AIDS plan", which includes a mass mobilisation campaign, an advisory council and an inter-governmental co-ordination forum.

While family planning messages have reached the majority of southern African women, many of them do not use family planning methods because of cultural barriers.

Many women in the region are not able to space their children and little care is available for both mother and child because of lack of resources. □

9

Beyond Inequalities to Co-operation

Southern African women and men have a challenge to look beyond their inequalities and cooperate to realise national and regional development, peace and prosperity.

This is revealed in a new book series, *Beyond Inequalities*, that presents the status of women and men in the SADC region, and in each member country (excluding the Democratic Republic of Congo (DRC) and Seychelles).

The 13-book-series that was launched by Zimbabwe's Minister for National Affairs Employment Creation and Co-operatives, Thenjiwe Lesabe, in Harare, on 7 August 1998, comprises 12 national gender profiles and a regional gender book.

The books are, *Beyond Inequalities: Women in Angola, Botswana, Lesotho, Malawi, Mauritius, Mozambique, Namibia, South Africa, Swaziland, Tanzania, Zambia, Zimbabwe and Southern Africa*.

Tremendous efforts have been made over the years in the advancement of women's legal status and protection of their human rights.

The series whose objective is to improve the status of women in the SADC region through raising awareness indicates that southern African women are still a vulnerable group that is yet to enjoy equality in status, and access to services and resources with male counterparts.

In a speech read on her behalf, Minister Lesabe emphasised the importance of documenting and making available information on the status and activities of women in development.

"It is no doubt that information is the key to development, but unless players in development are accurately informed, on the situation of women, the process of positive change will be slow," the minister noted.

The series aims to serve as an information tool for lobbying and advocacy for regional action on the transformation of gender relations at all levels.

The books indicate that while women constitute 51.1 percent of the total population of SADC, their participation in the economy is confined largely to agricultural production for domestic consumption, and labour-intensive tasks essential for household survival, such as fetching water and firewood.

The books also reveal that women's participation and contribution to the economy in their respective countries and the southern African region as a whole, is statistically undervalued, and consequently ignored in many public policy formulations.

Estimates of the time contribution of women to food production in the SADC range as high as 70 percent, while their roles in other domestic task areas are even more predominant. These contributions result in typical workloads of 12 - 18 hours per day.

In spite of their large numbers and longer working hours, women in all of SADC have

less access to and control over land, credit, and technologies than men. They also have limited access to inputs and services that are needed to perform and facilitate their main economic activities.

Regarding the law, the books reveal that tremendous efforts have over the years been made in the advancement of women's legal status and protection of their human rights.

However, women throughout the region still suffer discrimination and violations of their human rights. Legislators usually assume that the law affects women and men equally, but the reality is different.

Women do not exercise the rights that the laws specifically guarantee them due to among other factors, ignorance of the law and its administration, economic hardships that make it difficult for them to pursue their legal rights, and cumbersome court procedures.

Negative attitudes on the part of law enforcement agents, insufficient information on existing rights, lack of awareness on the existence of the laws, lack of assertiveness and confidence on the part of women, and fear of breaking valued relations with family kin are other contributing factors.

Changing the law alone, therefore, has not proved an adequate answer to women's full enjoyment of human rights. A solution to bridging the gap between law in theory and in practice is still to be found.

Each national gender profile reviews programmes and policies of government,

NGOs and other development agencies and players in mainstreaming gender into development.

A highlight of achievements and commitments in the context of the Beijing declaration and Platform for Action is presented with a view to establish links between the current situation and the future ideal, contrasting the situation of women with policy intentions to address it.

The books provide comparative examples and a highlight of initiatives and other developments being made to mainstream gender in development processes at the national and regional level as well as obstacles toward the advancement of women in the region.

In this regard, the books provide an opportunity for countries to share experiences on best practices and learn from each other's mistakes.

The series is co-published by the Southern African Research and Documentation Centre (SARDC) and a network of national partner organisations to the WIDSAA programme with support from the Netherlands Government Directorate of International Co-operation (DGIS), through the Royal Netherlands Embassy regional WID programme.

It is hoped that the books would be found useful by the intended target audience who include policy makers, donor and development agencies, NGOs, women's organisations, researchers, and the media. □

Annex 1

GENDER AND DEVELOPMENT: A DECLARATION BY HEADS OF STATE OR GOVERNMENT OF THE SOUTHERN AFRICAN DEVELOPMENT COMMUNITY (SADC)

PREAMBLE

WE, the Heads of State or Government of the Southern African Development Community,

A. NOTING THAT:

- i) Member States undertook in the SADC Treaty { Article 6(2) } not to discriminate against any person on the grounds of gender, among others;
- ii) All SADC member states have signed and ratified or acceded to the UN Convention on the elimination of All Forms of Discrimination Against Women (CEDAW), or are in the final stages of doing so;

B. CONVINCED THAT:

- i) Gender equality is a fundamental human right;
- ii) Gender is an area in which considerable agreement already exists and where there are substantial benefits to be gained from closer regional co-operation and collective action.
- iii) The integration and mainstreaming of gender issues into the SADC Programme of Action and Community Building Initiative is key to the sustainable development of the SADC region.

C. DEEPLY CONCERNED THAT:

- i) While some SADC member states have made some progress towards gender equality and gender mainstreaming, disparities between women and men still exist in the areas of legal rights, power-sharing and decision-making, access to and control over productive resources, education and health among others;
- ii) Women constitute the majority of the poor;
- iii) Efforts to integrate gender considerations in SADC sectoral programmes and projects have not sufficiently mainstreamed gender in a co-ordinated and comprehensive manner.

D. RECOGNISING THAT:

- i) The SADC Council of Ministers in 1990 mandated the SADC Secretariat to explore the best ways to incorporate gender issues in the SADC Programme of Work, and approved in 1996 gender issues at the regional level to be co-ordinated by the Secretariat;
- ii) In execution of this mandate, the SADC Secretariat has developed and maintained working relations with key stakeholders in the area of gender, which resulted in the approval and adoption of the SADC Gender Programme by the SADC Council of Ministers in February 1997;

WE THEREFORE:

E. **REAFFIRM our commitment to the Nairobi Forward Looking Strategies, the Africa Platform of Action and the Beijing Declaration and Platform for Action.**

F. **ENDORSE the decision of Council on:**

- i) The establishment of a policy framework for mainstreaming gender in all SADC activities, and in strengthening the efforts by member countries to achieve gender equality.

- ii) Putting into place an institutional framework for advancing gender equality consistent with that established for other areas of co-operation, but which ensures that gender is routinely taken into account in all sectors;
- iii) The establishment of a Standing Committee of Ministers responsible for Gender Affairs in the region.
- iv) The adoption of the existing Advisory Committee consisting of one representative from Government and one member from the Non-Governmental Organisations in each member state whose task is to advise the Standing Committee of Ministers and other Sectoral Committees of Ministers on gender issues.
- v) The establishment of Gender Focal points whose task would be to ensure that gender is taken into account in all sectoral initiatives, and is placed on the agenda of all ministerial meetings.
- vi) The establishment of a Gender Unit in the SADC Secretariat consisting of at least two officers at a senior level.

G. RESOLVE THAT:

As leaders, we should spearhead the implementation of these undertakings and ensure the eradication of all gender inequalities in the region;

AND

H. COMMIT ourselves and our respective countries to, inter alia,

- i) Placing gender firmly on the agenda of the SADC Programme of Action and Community Building Initiative;
- ii) Ensuring the equal representation of women and men in the decision-making of member states and SADC structures at all levels, and the achievement of at least thirty percent target of women in political and decision-making structures by year 2005;
- iii) Promoting women's full access to, and control over productive resources such as land, livestock, markets, credit, modern technology, formal employment, and a good quality of life in order to reduce the level of poverty among women;
- iv) Repealing and reforming all laws, amending constitutions and changing social practices which will still subject women to discrimination, and enacting empowering gender-sensitive laws;
- v) Enhancing access to quality education by women and men, and removing gender stereotyping in the curriculum, career choices and professions;
- vi) Making quality reproductive and other health services more accessible to women and men;
- vii) Protecting and promoting the human rights of women and children;
- viii) Recognising, protecting and promoting the reproductive and sexual rights of women and the girl child;
- ix) Taking urgent measures to prevent and deal with the increasing levels of violence against women and children;
- x) Encouraging the mass media to disseminate information and materials in respect of the human rights of women and children.

- ii) Putting into place an institutional framework for advancing gender equality consistent with that established for other areas of co-operation, but which ensures that gender is routinely taken into account in all sectors;
- iii) The establishment of a Standing Committee of Ministers responsible for Gender Affairs in the region.
- iv) The adoption of the existing Advisory Committee consisting of one representative from Government and one member from the Non-Governmental Organisations in each member state whose task is to advise the Standing Committee of Ministers and other Sectoral Committees of Ministers on gender issues.
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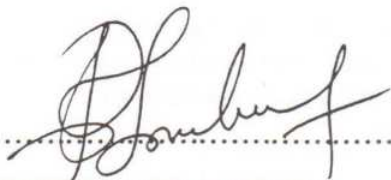
AND

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- i) Placing gender firmly on the agenda of the SADC Programme of Action and Community Building Initiative;
- ii) Ensuring the equal representation of women and men in the decision-making of member states and SADC structures at all levels, and the achievement of at least thirty percent target of women in political and decision-making structures by year 2005;
- iii) Promoting women's full access to, and control over productive resources such as land, livestock, markets, credit, modern technology, formal employment, and a good quality of life in order to reduce the level of poverty among women;
- iv) Repealing and reforming all laws, amending constitutions and changing social practices which will still subject women to discrimination, and enacting empowering gender-sensitive laws;
- v) Enhancing access to quality education by women and men, and removing gender stereotyping in the curriculum, career choices and professions;
- vi) Making quality reproductive and other health services more accessible to women and men;
- vii) Protecting and promoting the human rights of women and children;
- viii) Recognising, protecting and promoting the reproductive and sexual rights of women and the girl child;
- ix) Taking urgent measures to prevent and deal with the increasing levels of violence against women and children;
- x) Encouraging the mass media to disseminate information and materials in respect of the human rights of women and children.

IN WITNESS WHERE OF, We, the Heads of State or Government of the Southern African Development Community, HAVE SIGNED THIS DECLARATION.

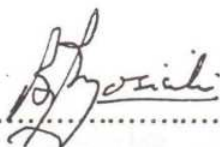
DONE at Blantyre on this 8th day of September 1997, in two (2) original texts, in the English and Portuguese languages, both texts being equally authentic.



REPUBLIC OF ANGOLA



REPUBLIC OF BOTSWANA



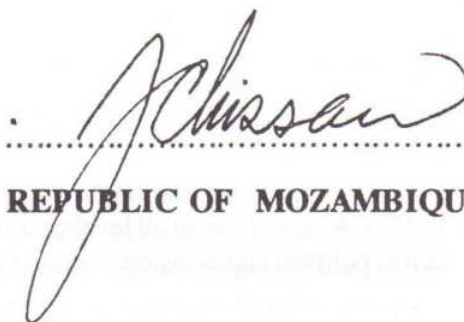
KINGDOM OF LESOTHO



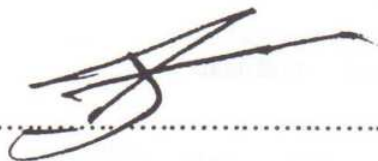
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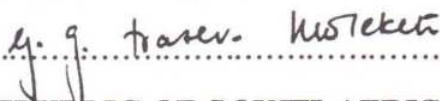
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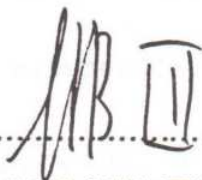
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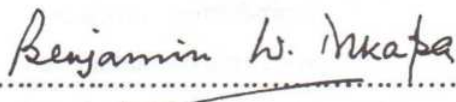
REPUBLIC OF NAMIBIA



REPUBLIC OF SOUTH AFRICA



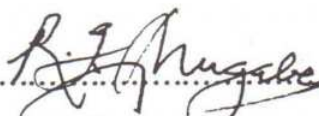
KINGDOM OF SWAZILAND



UNITED REPUBLIC OF TANZANIA



REPUBLIC OF ZAMBIA



REPUBLIC OF ZIMBABWE

Annex 2

THE PREVENTION AND ERADICATION OF VIOLENCE AGAINST WOMEN AND CHILDREN

**AN ADDENDUM
TO THE 1997 DECLARATION ON GENDER AND DEVELOPMENT
BY SADC HEADS OF STATE OR GOVERNMENT**

WE, The Heads of State or Government of the Southern African Development Community, meeting at our Summit in Grand Baie, Mauritius on 14 September 1998;

RECALLING THAT:

1. We signed the SADC Declaration on Gender and Development at our Summit in Blantyre, Malawi on 8 September 1997, committing ourselves and our respective countries to take 'urgent measures to prevent and deal with the increasing levels of violence against women and children'.
2. In furtherance of this commitment, SADC Ministers of Justice, Gender/Women's Affairs, Legislators, Government Officials and Representatives of Non-Governmental Organisations convened a SADC Conference on the Prevention of Violence Against Women in Durban, South Africa, on 5 to 8 March 1998, which recommended the adoption of certain measures:

REAFFIRMING our commitment to the prevention and eradication of violence against women and children in our region;

RECOGNISING THAT VIOLENCE AGAINST WOMEN AND CHILDREN:

3. Reflects the unequal relations of power between women and men, resulting in the domination and discrimination of women by men;
4. Is acknowledged by the Vienna Declaration and Programme of Action of 1993 as a serious violation of fundamental human rights;
5. Includes physical and sexual violence, as well as economic, psychological and emotional abuse;
 - a) occurring in the family, in such forms as threats, intimidation, battery, sexual abuse of children, economic deprivation, marital rape, femicide, female genital mutilation, and traditional practices harmful to women;
 - b) occurring in the community, in such forms as threats, rape, sexual abuse, sexual harassment and intimidation, trafficking in women and children, forced prostitution, violence against women in armed conflict; and that
 - c) perpetrated or condoned by the agents of the state;

DEEPLY CONCERNED THAT;

6. The levels of cases of the various forms of violence against women and children continue to increase;
7. Existing measures to protect women and children against violence have proved inadequate, ineffective and biased against the victims.

WE STRONGLY CONDEMN violence against women and children in all its forms, and resolve that the following measures be adopted:

Legal

8. Enacting laws such as sexual offences and domestic violence legislation making various forms of violence against women clearly defined crimes, and taking appropriate measures to impose penalties, punishment and other enforcement mechanisms for the prevention and eradication of violence against women and children;
9. Adopting legislative measures to ensure the protection and removal of all forms of discrimination against, and empowerment of women with disabilities, the girl-child, the aged, women in armed conflict and other women whose circumstances make them especially vulnerable to violence;
10. Reviewing and reforming the criminal laws and procedures applicable to cases of sexual offences, to eliminate gender bias and ensure justice and fairness to both the victim and accused;
11. Introducing, as a matter of priority, legal and administrative mechanisms for women and children subjected to violence, effective access to counselling, restitution, reparation and other just forms of dispute resolution;
12. Adopting such other legislative and administrative measures as may be necessary to ensure the prevention and eradication of all forms of violence against women and children;

Social, Economic, Cultural and Political

13. Promoting the eradication of elements in traditional norms and religious beliefs, practices and stereotypes which legitimise and exacerbate the persistence and tolerance of violence against women and children;
14. Introducing and supporting gender sensitisation and public awareness programmes aimed at eradicating violence against women and children;
15. Encouraging the media to play a constructive role in the eradication of violence against women and children by adopting guidelines which ensure sensitive coverage of the issue and avoid the perpetuation of stereotypes;

Services

16. Providing easily accessible information on services available to women and children victims/survivors of violence, including women and children with disabilities;
17. Ensuring accessible, effective and responsive police, prosecutorial, health, social welfare and other services, and establishing specialised units to redress cases of violence against women and children;
18. Providing accessible, affordable and specialised legal services, including legal aid, to ensure the just and speedy resolution of matters regarding violence against women and children;

19. Providing easily accessible, affordable and, where possible, free social, and administrative services for the empowerment of women and children victims/survivors of violence;

Education, Training and Awareness -Building

20. Introducing and promoting gender sensitisation and training of all service providers engaged in the administration of justice, such as judicial officers, prosecutors, police, prison, welfare and health officials;
21. Undertaking and sharing research of the gathering of statistics and other information on the causes, prevalence and consequences of violence against women and children;
22. Encouraging the exchange of national, regional and international best practices for the eradication of violence against women and children;

Integrated approaches

23. Ensuring that all these measures are implemented in an integrated manner by all stakeholders;

Budgetary allocations

24. Allocating the necessary resources to ensure the implementation and sustainability of the above programmes;

WE FURTHER RESOLVE THAT:

25. Regional policies, programmes and mechanisms to enhance the security and empowerment of women and children, be adopted and their implementation monitored;
26. Urgent consideration be given to the adoption of legally binding SADC Instruments on Preventing Violence Against Women and Children, and to ensure that these commitments are translated into tangible actions;
27. SADC convene a Regional Conference, before the end of the Year 2000, to review progress made in the implementation of the above measures and recommendations.
28. This addendum is an integral part of the 1997 SADC Declaration on Gender in Development.

IN WITNESS WHEREOF, WE, the Heads of State or Government, or duly authorised Representatives of SADC Member States, have signed this Addendum.

DONE at Grand Baie this 14th day of September 1998 in two (2) original texts in the English and Portuguese languages, both texts being equally authentic.



REPUBLIC OF ANGOLA



REPUBLIC OF BOTSWANA



DEMOCRATIC REPUBLIC OF CONGO



KINGDOM OF LESOTHO



REPUBLIC OF MALAWI



REPUBLIC OF MAURITIUS



REPUBLIC OF MOZAMBIQUE



REPUBLIC OF NAMIBIA



REPUBLIC OF SEYCHELLES



REPUBLIC OF SOUTH AFRICA



KINGDOM OF SWAZILAND



UNITED REPUBLIC OF TANZANIA



REPUBLIC OF ZAMBIA



REPUBLIC OF ZIMBABWE

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- SADC Conference on the prevention of Violence against women, 5 – 8 March, Durban, 1998.
- SADC Council of Ministers Meeting, 27 – 30 July, Pretoria, 1998.
- SADC Council of Ministers Meeting, 12 August, Gaborone, 1997.
- SADC Parliamentary Seminar on Gender Equality and Personal Security, 6 – 8 March, Harare, and Johannesburg, 1998.
- Seminar on Women and Trade in SADC, 28 June – 3 July, Kapenta Bay, Kwa-Zulu Natal, 1998.
- WIDSAA Third Annual Partners Workshop, 2 – 7 August, Harare, 1998.

SOUTHERN AFRICAN DEVELOPMENT COMMUNITY (SADC)

Originally known as the Southern African Development Coordination Conference (SADCC), the organisation was formed in Lusaka, Zambia, on 1 April 1980, following the adoption of the Lusaka Declaration - Southern Africa: Towards Economic liberation by the nine founding member States. The Declaration and Treaty establishing the Southern African Development Community (SADC), which has replaced the Coordination Conference, was signed on 17 August 1992, Windhoek, Namibia.

The objectives of the Community as stated in the Treaty are to:

- Achieve development and economic growth, alleviate poverty, enhance the standard and quality of life of the peoples of Southern Africa and support the socially disadvantaged through regional integration.
- Evolve common political values, systems and institutions
- Promote self-sustaining development on the basis self-reliance, and the interdependence of member states
- Achieve complementarity between national and regional strategies and programmes
- Promote and maximise productive employment and utilisation of resources of the region
- Achieve sustainable utilisation of natural resources and effective protection of the environment
- Strengthen and consolidate the long-standing historical, social and cultural affinities and links among the peoples of the region.

This is achieved through a number of strategies including, creating appropriate institutions and mechanisms for the mobilisation of resources for the implementation of programmes and operations, developing policies aimed at eliminating obstacles to cooperation, development of human resources and transfer of technology among others.

SADC has a Programme of Action, and its approach is to address national priorities through regional action, with each member state being allocated a sector to coordinate. The role of SADC is to help define regional priorities, facilitate integration, assist in mobilising resources and to maximize the regional impact of projects. All member states fully support the SADC to act on behalf of all southern Africa for their common, peace and unity.

SOUTHERN AFRICAN RESEARCH AND DOCUMENTATION CENTRE (SARDC)

The Southern African Research and Documentation Centre (SARDC) is a regional information resource centre covering the SADC region. Its objective is to improve the base of knowledge about regional economic, political, cultural, and social developments, and their implications by making information accessible to policy-makers, non-governmental organisations, the private sector, development agencies and the media in the region and internationally. SARDC's main programmes are on the environment and disaster management, gender, sustainable democracy and regional economic development. SARDC has offices in Harare, Maputo and Dar es Salaam. Patron is Julius Nyerere.

Website: <http://www.sardc.net>

WIDSAA

The Women in Development Southern African Awareness (WIDSAA) programme is regional in focus and aims to be a catalyst and information service to the region's governments, parliamentarians, NGOs and agencies, the media, and the public in the formulation of policy affecting women in SADC. This is done through collecting, documenting and disseminating information on women/gender and development. The Programme facilitates exchange of information and sharing of ideas on gender among SADC countries for purposes of learning from each other's experiences. WIDSAA has a network of national partners in the SADC countries which include a range of institutions and organizations functioning at the national level. These include university research institutes, non-governmental organizations, and women's networks. The Partners share and exchange information and expertise to enable WIDSAA to provide a better service.

Southern African Development Community Gender Monitor



W Women in
Development
Southern Africa Awareness Project

SARDC
Southern African Research
and Documentation Centre