SADC GENDER MONITOR

Monitoring
Implementation of the
Beijing Commitments by
SADC Member States

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Women in Development
Southern Africa Awareness Project

SARDC
Southern African Research and Documentation Centre

Contents

List of Boxes, Tables, Figures and Synopses

Acknowledgements

List of Acronyms

AIDS	Acquired Immune Deficiency Syndrome
AWEPA	Association of European Parliamentarians for Africa
BPFA	Beijing Declaration and Platform For Action
CANGO	Co-ordinating Assembly of Non-Governmental Organizations
CBO	Community Based Organization
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
CSW	Commission on the Status of Women
DRC	Democratic Republic of Congo
FAWE	Forum for African Women Educationalists
FTA	Free Trade Area
GDP	Gross Domestic Product
HIV	Human Immuno Deficiency Virus
IPS	Inter-Press Service
IPU	Inter-Parliamentary Union
MP	Member of Parliament
NGO	Non-Governmental Organization
NGOCC	Non-Governmental Organization Co-ordinating Committee
OAU	Organization of African Unity
SADC	Southern African Development Community
SAfAIDS	Southern Africa AIDS Information Dissemination Service
SANASO	Southern African Network of AIDS Service Organizations
SAP	Structural Adjustment Programme
SARDC	Southern African Research and Documentation Centre
SARO	Southern Africa Regional Office
STD	Sexually Transmitted Disease
STI	Sexually Transmitted Infection
TB	Tuberculosis
UN	United Nations
UNAIDS	Joint UN Programme on HIV/AIDS
UNDAF	UN Development Assistance Framework
UNDP	UN Development Programme
UNECA	UN Economic Commission for Africa
UNESCO	UN Education, Scientific and Cultural Organization
UNFPA	UN Population Fund
UNICEF	UN Children's Fund
UNIFEM	UN Fund for Women
WBI	Women's Budget Initiative
WIB	Women In Business
WIDSAA	Women In Development Southern Africa Awareness
WiLDAF	Women in Law and Development in Africa
WHO	World Health Organization
WLSA	Women and Law in Southern Africa

Glossary of Gender Terms and Instruments

Convention on the Elimination of all forms of Discrimination Against Women
CEDAW was adopted in 1979 by the United Nations General Assembly. It was a culmination of over 30 years of work by the Commission on the Status of Women (CSW), a body established to monitor and promote the status of women. The convention explains the meaning of equality and how it can be achieved. The CEDAW document is a legally binding international agreement between states or countries and provides standards of conduct for governments to fulfill. By ratifying or acceding to it, states agree to ensure that everyone in their territories enjoys the human rights covered by the convention.

Beijing Platform for Action
The Fourth World Conference on Women (FWCW) held in Beijing, China in 1995 debated and formulated strategies to tackle the problems facing women. The conference adopted the Beijing Declaration and Platform for Action (BPFA), derived from regional platforms for action that were drawn up at five regional preparatory meetings for the FWCW. Twelve global critical areas of concern were identified and comprise the document. The regional networks identified their own priority areas based on the BPFA.

Beijing Plus Five Review
The conference was held in New York, March 2000 to review the progress made by the various governments of the world in the monitoring and implementation of the BPFA. The various countries presented their reports and these were circulated to all those attending the conference. The participants debated and formulated further strategies and identified emerging issues, which were recorded in the Outcomes Document.

Dakar African Charter on Human and People's Rights
The charter is a human rights instrument to provide regional standards of conduct by African States in the matter of human rights. It establishes human rights standards relating to the performance of African domestic legal systems.

SADC Declaration on Gender and Development
This is a declaration by the SADC Heads of State and government, signed in Blantyre, Malawi in September 1997, committing themselves to improve the situation of women and men in the region in the areas of politics and decision-making, education, health, information and the media, and protecting their human and legal rights.

Addendum on the Prevention and Eradication of Violence Against Women and Children
This is an addendum to the SADC Declaration, adopted and signed by the SADC Heads of State and government in September 1998 in Mauritius, further committing themselves to making an effort to prevent and eradicate violence against women and children.

Windhoek Declaration of the First Ladies of Southern Africa
This was an outcome of the Southern African First Ladies' first meeting in Windhoek, Namibia, whose main theme was "Rural Women: Partners in Development". The major outcome of the meeting was a declaration signed by the First Ladies present: Angola, Lesotho, Malawi, Namibia, Swaziland and Zimbabwe, declaring their commitment to alleviating poverty among rural women. The declaration is the first of its kind.

Introduction

It has been five years since the adoption of the Beijing Declaration and Platform For Action (BPFA). World governments, NGOs, women activists and other stakeholders met and consulted, beginning with Mexico in 1975, to Copenhagen in 1980, Nairobi in 1985, Dakar in 1994, culminating in the great meeting at Beijing in 1995. The process successfully defined a global programme for the advancement of women and built and strengthened the global women's movement.

Since its adoption, the BPFA has gone through a major refocus of gender issues to human rights issues. It has also reconfirmed the commitments made at Nairobi and Dakar, to change the situation of women, and drawn the world's attention to the important role that women play in peace and conflict resolution. It asserts the mainstreaming of gender as a key strategy for promoting and achieving equality. The platform also highlighted the important role that men play in achieving gender equality and development. In addition, it reinforces a life cycle approach in addressing the needs of women from birth to old age, focusing on girl-children as a special and vulnerable group.

SADC initially identified four of the 12 critical areas to concentrate on:

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

Subsequently, two more areas were identified in the region, bringing the total to six:

- the situation of women in the context of armed conflict; and
- gender capacity-building, training, networking and information dissemination.
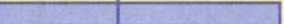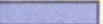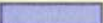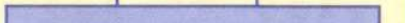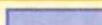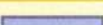
Monitoring and evaluation have also been highlighted as a critical component, to which all member states must pay special attention, to achieve the goals and targets of gender equality and equity.

In addition to the six regional concerns, individual SADC countries identified their own critical areas, depending on their national situations and realities of their societies. Generally member states have made notable progress in supporting the BPFA. Signing the SADC Declaration on Gender and Development by the Heads of State or Government in Malawi in 1997 is one positive indicator. In the Declaration, member States reaffirmed their commitment to the Nairobi Forward Looking Strategies, the African and Beijing platforms and committed themselves to ensuring the achievement of gender equality in the region. *(see National Priorities chart - page 2)*

This second issue of *SADC Gender Monitor* takes up the critical thematic concerns raised in the first issue, including the girl-child, health, education, power sharing and decision-making, poverty and economy, women's human and legal rights, as well as emergent ones such as HIV/AIDS. The second issue comes at a critical time when governments and NGOs have had half a decade in which to implement policies and programmes towards achieving the 2005 target. The issue reviews the mid-decade achievements and acknowledges hurdles and challenges faced by member states in their efforts towards gender equity and equality, and identifies indicators within each thematic area.

Processes to monitor, review and evaluate progress in implementing the 12 areas of concern, regional commissions and bodies have, since 1995, been put in place. Each of the critical areas has, since 1996, been reviewed by the Commission on the Status of Women (CSW) and specific measures and mechanisms recommended. The UN set June 2000 for a mid-term review of states' implementation of the BPFA, and to make recommendations on how to achieve the goals and targets set for 2005. A Special Session of the General Assembly, Beijing Plus Five, under the theme "Women 2000: Gender Equality, Development and Peace in the 21st Century", reviewed and appraised progress made in implementing the BPFA.

At the regional level, NGOs, civil society and the private sector have played an equally important role in maintaining the momentum of Bei-

NATIONAL PRIORITY AREAS OF CONCERN

SADC COUNTRIES	Power & Decision making	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	8	8	7	2	4	10	2	6	3	3	9

jing. They have initiated and led debates at national, regional, and global levels on the critical areas and lobbied for the effective and full implementation of the commitments.

Some success stories

One of the pledges the SADC governments made was the promotion of women to power and decision-making positions and structures. In the 1997 declaration, governments committed themselves to making sure that at least 30 percent of all political and decision-making structures are occupied by women by 2005. Some countries have moved ahead quickly in this area, while others are yet to honour their pledges. The average percentage of women in Parliaments in the region currently stands at 17.9 percent, well above the Commonwealth's 7.2 percent and the global average of 11 percent.

South Africa, Seychelles, Mozambique and Tanzania have taken big steps. South Africa is close to the 30 percent, with 29.8 percent, followed by Mozambique at 28.6 percent, Seychelles at 27.3 percent, Namibia at 22 percent and Tanzania at 21.2 percent. Botswana also made progress, with women's representation in Parliament doubling from nine to 18 percent in the 1999 elections. Such progress has been partly attributed to the regional programme of action on women in politics and decision-making that has been adopted and is being implemented.

SADC has made great strides in terms of mobilizing political commitment, approaching HIV/AIDS as not just a health issue, but also a development concern. A multi-sectoral regional task force including one representative from the SADC Gender Department has been set up to look into the issue and develop strategies. This is important because of the cross-border nature of HIV/AIDS and the impact that hampers socio-economic and political development. The challenge is to improve the efforts that are currently under way at national levels, enhance this co-ordinated regional approach and exchange best practices.

Many countries have put in place institutional mechanisms and structures to guide and help them implement the PFA. The SADC Gender Department was set up to co-ordinate the mainstreaming of gender into the regional programme of action. A committee of SADC ministers responsible for gender and women's affairs, a regional advisory committee constituted by government and NGO representatives and gender focal points

in the sector co-ordinating units, are part of the institutional framework in SADC.

Individual countries have their own structures. Some, such as Botswana, Malawi, Namibia and Zambia have a gender policy in place, while others such as Zimbabwe have a draft policy awaiting cabinet approval. Where ministries or departments of women or gender were not in place in some countries, these have now been instituted. Gender focal persons have been identified in various ministries and structures to make sure that gender is mainstreamed into all government programmes and projects.

Some governments have reviewed their policies and identified laws that discriminate against women, in order to repeal them. Botswana, South Africa and Namibia have reviewed clauses of their Constitutions to make them gender-sensitive.

Other regional efforts include a gender analysis of the SADC Trade Protocol and the impact of trade liberalization on women, which was presented to the SADC Trade and Gender Ministers, as well as to the Council of Ministers. An initiative by NGOs has resulted in a Women in Business in SADC Trade Fair and Investment Forum, held at Harare in 1998 and Namibia in May 2000. These trade fairs provide a forum for women to meet and share ideas and experiences of economic empowerment.

Setbacks

Regarding health concerns, most countries reported that gains made after independence have been eroded by the HIV/AIDS scourge, which has become a serious threat to the development of the region. Several SADC countries are among the nine countries in the world with the highest incidence of the disease. At national levels, some governments have taken too long to show serious commitment to the problem. No SADC leader attended or made a statement at the World Conference on HIV/AIDS held at Lusaka in 1999.

There has not been sufficient progress in SADC in promoting women's economic empowerment and participation. Women's control over economic resources such as land, credit facilities and access to formal employment remains limited. Apart from nominal efforts some governments have made in addressing this discrepancy, no major programmes have been implemented.

One weakness in the region is that most countries have not reviewed and reformed their laws and Constitutions to comply with interna-

tional conventions such as CEDAW, to which they are signatory. The most glaring example of this is the application of customary laws that discriminate against women in the region, contrary to the provisions of the convention.

Although SADC has achieved higher levels of literacy over the past decade, the gains made in the education sector have been negatively affected by the implementation of SAPs, which increased the cost of education, forcing parents to withdraw their children from school. This has disproportionately affected the girl-child, since parents are often faced with a choice of sending only one child to school. In most cases it is the girl-child who drops out. In Mozambique, efforts to replace the educational infrastructure destroyed by war were thwarted by floods, which devastated the country last year. Although this affects both boys' and girls' education, girls are usually in a worse position since education is the single most important intervention that will bring the situation of the girl-child to an equal level with boys.

There has been no marked decrease in reports of gender violence in the region, despite the signing of the 1997 SADC Addendum to the Gender and Development Declaration, on the Prevention and Eradication of Violence against Women. The situation suggests an increase of violence against women, including in countries that did not recognize gender violence as a critical area. This is disturbing because violence not only incapacitates women in all other areas, but is also detrimental to their productivity, and is a serious health hazard.

Challenges

Most governments in their mid-decade reports to the Sixth African Regional Conference on Women held in Addis Ababa in 1999, indicated that they were committed to implementing action plans, but revealed problems in the implementation process. However, NGOs held differing opinions.

The NGOs noted that in spite of the efforts made, the situation of women in the region has continued to deteriorate in all sectors of development, especially due to the devastating HIV/AIDS pandemic, which has completely eroded the minimal gains that women and girls had made in the past decade. This, coupled with rapid disintegration in the social sector, health, education, employment and environment, has continued to negatively impact on women, girls and persons with disabilities.

There seems to be no marked efforts by the private sector in pushing ahead with the implementation of the BPFA and the SADC Declaration on Gender and Development. A questionnaire circulated among private sector organizations to find out their involvement in the Beijing process in Zambia revealed little action. The situation is the same in most other countries. There is a need to strategically engage and involve private enterprise in the plans, programmes and activities.

In a declaration at the Addis Ababa Conference, NGOs raised concern at the lack of political will on the part of some governments, where there seems to be a high incidence of ratification of international instruments which have not been integrated into domestic law. The NGOs challenged the governments to comply with regional and international commitments and standards.

They also demanded, through the declaration, that debt relief be treated as a poverty alleviation instrument for bringing about social justice and gender equality, especially in a multi-sectoral response to the HIV/AIDS pandemic.

The NGOs called on governments and development agencies to reinforce their commitments to, and collaboration with, local, national and international African women's NGOs, to promote a transforming development agenda for Africa, if the goal of gender equity and equality is to be realized.

Conclusion

While SADC has made progress towards gender parity in some areas, globalization, the general economic shift towards privatization, liberalization, reduced public spending, widespread and increasing poverty, the scourge of HIV/AIDS, natural disasters such as floods and droughts and the debt crisis, among Third World countries, pose serious challenges to the pace and magnitude of the implementation at regional and global levels. The need for more focused and deliberate efforts to address these challenges and the whole gender equality agenda is urgent. □

MISSION STATEMENT

III.

GLOBAL FRAMEWORK

CRITICAL AREAS OF CONCERN

A. Poverty
B. Education
C. Health Care
D. Violence against women.
E. Women and armed conflict
F. Women and the economy
G. Women in power and decision-making
H. Institutional mechanisms for the advancement of women
I. Human rights of women
J. Women and the media
K. Women and the environment
L. The girl-child

I.

INSTITUTIONAL ARRANGEMENTS
A. National level
B. Regional level
C. International level

II.

FINANCIAL ARRANGEMENTS
A. National level
B. Regional level
C. International level

IV.

STRATEGIC OBJECTIVES

Actions to be take on all of the critical areas of concern listed above.

1

Protecting the Rights of the Girl-Child

The need to protect and improve the situation of the girl-child worldwide is among the priorities identified in the BPFA. This came from a realization that in all societies, the life cycle of the girl-child is riddled with discrimination that follows them to their graves. Traditionally, from birth, girls are socialized and encouraged to regard themselves as less important than boys, and to accept the roles that society has defined for them. Girls in both the urban and rural areas face demands from disproportional chores compared to their male counterparts. Girls in the rural areas begin collecting firewood and water, helping with cooking, washing dishes and looking after younger siblings at the tender age of five. This affects their educational performance and consequently, their employment and career opportunities.

This kind of socialization develops into adulthood where, as they grow up, girls are taught to grow into "good" daughters, daughters-in-law, mothers and wives and to accept that they belong in the private domain of the home. Generally, girl-children are susceptible to abuse and their human rights are often violated. Culture and tradition are often used as excuses for such discrimination.

Girl-children are also discriminated against in other sectors of life, including their access to health facilities, economic and other resources, and through some traditional customary practices they are subjected to. For example, the allocation of resources among boys and girls at family and household level often tends to favour the boy-child. Where there are limited resources in a family, it's usually the boy-child who benefits. Girls rarely participate in the socio-economic and political functions of the society and are denied the same benefits and opportunities enjoyed by their brothers, making their life a cycle of discrimination and deprivation.

At the Beijing Conference in 1995, Africa as a region put pressure on the whole world to include the girl-child as a critical area. Six countries in the SADC region identified and adopted this issue. Angola, Botswana, Malawi, Namibia, Swaziland and Zambia all declared their commitment to making the welfare of the girl-child a priority in their respective countries. Since 1995, various efforts have been made by governments and NGOs, to safeguard and improve the situation of the girl-child.

Access to education

There has been a general understanding that the key to empowering the girl-child is education. It has been observed that there is a correlation between education and improved well-being among people. There is also evidence that even the most basic education makes a difference in the choices women make in life. Educated women tend to understand and make choices about family planning, contraception and child care, and have better chances of securing well-paying jobs.

Despite the critical role that education plays in peoples' lives, girls in the region are generally discriminated against in their access to quality education. According to the BPFA, it is estimated that in 2000, some 36 million African girls, the majority of whom are in the rural areas, have never enrolled, or have dropped out of school. In recognition of this, SADC governments, through the Declaration on Gender and Development commited themselves to enhance access to quality education by women and men, and to removing gender stereotyping in the curriculum, career choices and professions.

Research in SADC shows that girls' participation in school decreases as they go up the education ladder. In Zambia, the government reports that of every 100 girls who enter Grade 1, some 75 percent complete Grade 7, and 23 percent complete Grade 8 but only seven percent sit the Grade 12 examination. The Zambia Information Services (ZIS) reported that in a rural school, only four girls out of a class of between 35 and 40 pupils sat for Grade 7 examinations in 2000.

The situation is different in some countries. Enrolment ratios at primary school level indicate that girls and boys are at par, although girls tend to drop out more than boys, and by the time they go to secondary school, only a few girls are still in school. Reasons for girls dropping out of

school include poverty, teenage pregnancy, early marriage and the negative attitude that girls will become mothers and wives and therefore do not need any education. According to the Ministry of Education and Culture in Tanzania, more than 3,000 primary school girls are expelled from school each year because of pregnancy.

Other statistics from Tanzania indicate that five percent of girls drop out of school due to death, 10 percent due to teenage pregnancy, 78 percent due to truancy and seven percent for other reasons. Corporal punishment contributes to girls dropping out of school, and for this reason civil society has launched a campaign against it. Children's rights organizations such as Kuleana have been advocating for the rights of pregnant school-girls to return and finish school. Others such as Wamata, specifically target education and schooling for orphaned girls and provide them with support and skills training.

The enrolment pattern is generally the same in the region with a few exceptions. In Swaziland it is reported that enrolment ratios are at par in the early stages of primary education but boys tend to drop out of school more than girls as they go up the education ladder, contrary to the general trend. This is because of the traditional role that boys play in herding cattle. However, even in these societies the situation of the girl-child does not fare better than that of the boy-child because women are legally regarded and treated as minors and subordinates, despite their better educational background.

This pattern of stereotyping continues into higher education and translates into employment and job opportunities. The higher paying jobs are dominated by men because of their privileged position in access to education, which empowers them to be decision-makers over the allocation of resources. This puts women in a subordinate position in many other aspects of their lives. A labour force survey in Tanzania in 1996 indicated that more females (53.6 percent) than males were involved in the agricultural sector and that the majority of these were unpaid.

Where they do not have access to education or have dropped out of school, girls are often forced into child labour and are exploited to help subsidize family income; in some cases, even to raise school fees to send their brothers to school. Many of the girls are employed as child domestic workers and child-minders. According to a survey undertaken by the Tanzania Media Women's Association (TAMWA), in Dar es Salaam alone, children employed as domestic workers were between 13 and 17 years, and 80 percent had not completed primary school.

Health and sexuality

Health, sexuality and reproductive rights are another area where the disadvantaged position of the girl is stark. The health needs of girls are different from those of boys and because of their biological make up, girls are physiologically more susceptible to infectious sexual diseases and viruses.

The plight of the girl-child living on commercial farms   Box 1

Girls living on commercial farms in Zimbabwe face problems from lack of education about early pregnancy, limiting their options in life. "A girl gets married at 15, begins having children at 16, and is forced to stay on the farm and seek casual work. A young, unmarried mother has even fewer options. She may end up as a prostitute or be reduced to cooking for an older man who feeds her in return," according to a study carried out by Dateline Southern Africa.

The study, published as a book, "*In Search of Hope for Zimbabwe's Farm Workers*", indicated that parents were not setting high achievement goals for their daughters. It is believed that out of the 320,000 farm workers presently employed in Zimbabwe, about 55 percent are women who are engaged as "seasonal" or "casual" employees. There are few women in senior positions on farms.

Few children on farms complete their education. Schools are far from homes. On average children have to walk between 10 and 15 km every day. "Of the total number of children enrolled for grade one at a farm school, statistics indicate that only a quarter of them reach grade seven," said Lynnette Mudekunye, former director of the Farm Community Trust of Zimbabwe.

SOURCE: Adapted from an article by Artwell Manyemba, *The Herald*, Harare, 18 February 1999.

Because of their socialization, girls' sexuality and reproductive lives are controlled by men. Girls are socialized to be submissive and never to say no to their husbands. As a result, they cannot successfully negotiate safe sex. Girls risk contracting sexually transmitted diseases (STDs) and HIV/AIDS, and are exposed to unwanted pregnancies and unsafe abortions.

Adolescents lack knowledge and access to family planning services, since girls are traditionally expected to be virgins when they marry, which is not the case with boys. Boys found with condoms in their pockets are merely cautioned against too many sexual partners while girls face heavy condemnation and even beating, as well as being labelled "loose" or prostitutes. Despite the fact that both girls and boys equally need information about sex and sexuality, in Tanzania, girls as young as 12 are reported to be sexually active and become pregnant because they lack information about sexuality and contraception.

In Zimbabwe, according to statistics by the Ministry of Health, 55 percent of pregnancies among youth in the 15-19-year age-group are unplanned, while 45 percent of this group do not even know where to get information. This situation has been linked to cultural attitudes in a society that regards sex education and information as a preserve of adults and taboo among youth. Although this is generally applicable to both boys and girls, the latter are disproportionately affected, and many die as they attempt unsafe abortions.

The Young Women's Christian Association (YWCA) in Botswana responded to this gap in information through an initiative called the Peer Approach to Counselling by Teens (PACT) programme. The programme was built on the principle that teenagers tend to confide in each other on sensitive and intimate issues such as sex and sexuality. They share information among themselves more freely and honestly than they would with adults, whom they often view as moral judges. The programme sought to equip both male and female teens with information on sex, sexuality, drugs and alcohol abuse. The aim was to reduce the number of those contract-

ing STDs, having unwanted pregnancies and abusing drugs, through the provision and sharing of information among teens.

However, this project has since closed down due to financial problems. The government could consider taking over PACT to ensure that the valuable project is carried forward.

In Zambia, the approach has been similar; working with the young to educate and inform them about sex and sexuality, HIV/AIDS and other related issues. Organizations such as the Family Health Trust, the Family Life Movement and the YWCA are among the organizations that have spearheaded activities and efforts around adolescent reproductive and health concerns.

The ministry of education in Swaziland with assistance from UNICEF has started an initiative known as "Child-to-Child", which discusses teenage pregnancy, HIV/AIDS, sex and sexuality among school age-children, especially girls.

Mauritius has managed to contain the problem of teenage pregnancies, which has remained at 10 percent for the last decade. However, the problem of commercial sexual exploitation of children seems to be on the increase, as more tourists visit the country. The Ministry of Women, Family Welfare and Child Development conducted a study in 1997 to establish the extent of the problem and make recommendations on how best to combat it. In other countries such as Seychelles, teenage pregnancies have increased in the last 10 years and so, too, have cases of abortion. Abortion is illegal in Seychelles, as in most countries of the region, and is done secretly under dangerous conditions, which often lead to complications and death.

Teenage pregnancy horrifies Botswana minister   Box 2

Lieutenant General Mompati Merafhe, MP for Mahalapye, says he is horrified by the incidence of teenage pregnancy at the Madiba Senior Secondary School, which has already lost 22 girls this year. Merafhe, who was the guest speaker at the school's prize-giving ceremony said such a situation showed that there were people in the community who were still deaf to the constant warnings about the HIV/AIDS scourge. He said 22 girls in a single school was an alarming figure, noting this would create complications and poverty for the teenage mothers. "This is an indication that there are still some who are playing a deadly game with precious lives," said Merafhe, reacting to the speech made by the school head Shiyani Dube. Merafhe, who is also the Minister of Foreign Affairs, advised the students to concentrate on studies because their future depended on education.

SOURCE: *The Daily News*, Harare, 29 September 2000.

Female Genital Mutilation

Female genital mutilation (FGM) is another horrifying practice that has negatively affected the health of the girl-child in the region. This is a harmful cultural and traditional rite, whereby the genital parts of female children are mutilated either by removal of part or all of the clitoris, vaginal enlargement and labial elongation, thus endangering the health of millions of girls. FGM exposes girls to more efficient transmission of STDs, including the deadly HIV/AIDS. Apart from that, they suffer psychological trauma, pain and lack of sexual fulfilment.

In southern Africa, FGM is prevalent in Tanzania and Namibia, where in the former, eight out of 22 regions in the mainland are known to practice it. Although in Tanzania, performing FGM was declared a criminal offence under the Sexual Offences Special Provisions Act of 1998, it is still prevalent. The UNFPA in Tanzania has supported the enforcement of bylaws that prohibit sexual exploitation of girls in Zanzibar, through training workshops for law professionals and researchers.

The Legal and Human Rights Centre in Tanzania, backed by TAMWA and the Feminist Activism (FemAct) coalition, embarked on comparative research on "Female Genital Mutilation in Tanzania: Human Rights vs. Tradition: A Community Dilemma" between 1998 and 1999. The findings of the research are being used to shape strategies for intervention. One strategy has been to launch education campaigns to make society aware of the negative physical and psychological effects of FGM.

UNFPA has also supported sensitization seminars and workshops for counsellors, religious leaders, parents, health workers, representatives of mass media and traditional communicators, especially in Dodoma and Kilimanjaro regions where the practice is prevalent.

Organizations such as Kuleana, which champions children's human rights in the country, has also made a mark in advancing the rights of the girl-child. The organization has been involved in advocacy work around children's rights. They have repackaged international instruments such as the UN Convention on the Rights of the Child, the African Charter on the Rights and Welfare of the Child, and produced user-friendly booklets, posters and other leaflets to sensitize society on the need to protect children's rights. Although the organization focuses on children in general, the programme has benefited the girl-child, especially in areas such as FGM, reproductive health and girls sexual abuse, among others that affect them as girls. Seychelles initiated a children's rights pilot project to sensitize society on the rights of the child and produced a Manifesto in 1999.

Although FGM is not as prevalent in SADC as other parts of Africa, its consequences are serious. None of the SADC countries identified FGM as a specific critical area of concern, although it is a serious health issue among girls and women. The boy-child also suffers some forms of mutilation in parts of southern Africa, through circumcision.

Policies and programmes in place

Education

In a bid to address the discrepancy in education, countries such as Botswana, Malawi, Mozambique, Tanzania, Zambia and Zimbabwe have reviewed their policies and programmes to enhance not only girls' access, but also to make the curricula and the general environment more gender-sensitive. In Zambia, the government, with assistance from UNICEF, has responded through a Declaration on Girls' Education, a policy which is aimed at ensuring that the girl-child is able to benefit from educational opportunities that will help her grow into an independent being. This will be achieved through attaining universal access to education at the primary level and making sure that girls stay in school and are promoted to the secondary school level and are supported until they complete school.

In its implementation of this policy the ministry of education in Zambia has initiated various activities and projects, which have clear gender goals and targets. These include the Programme for the Advancement of Girls Education (PAGE), which seeks to improve girls access, retention, completion and progression in schools through improved delivery of education and increasing teacher and parent support for girls' education. The Zambia Educational Rehabilitation Project (ZERP); the Action to Improve English, Mathematics and Science (AIEMS); the Self-Help Action Plan for Education (SHAPE) try to help. All these projects and programmes are aimed at improving girls' access to education at various levels. The ministry of education projects that there will be universal basic education (up to grade nine) by the year 2015.

The Ministry of Education in Zambia has also embarked on a programme to admit girls into

schools that offer technical subjects and were formerly for boys only. The move is aimed at giving girls an opportunity to take up technical subjects so as to broaden their career choices. Successful implementation of the programme has been hampered by inadequate infrastructure such as toilets and sanitary disposal facilities in the school to support the integration of girls. Lack of such facilities not only compromises girls' hygiene, but also contributes to school absenteeism during menstruation.

The Ministry of Education in Tanzania has established a special education programme called the Complementary Basic Education in Tanzania (COBET), which is aimed at providing basic education to all out-of-school children between the ages of eight and 15. Among the initiatives taken to improve the situation of the girl-child are building boarding schools for girls and a deliberate policy to increase the enrolment of females in secondary and higher institutions of learning. Tanzania also launched a pilot programme called Girls Secondary Education Support (GSES) which has the objective of increasing the enrolment rates of girls in secondary schools. The project has so far benefited about 2,023 girls between 1995 and 1997, and there are plans to transform it into a national programme by 2005.

Other organizations such as the Forum for African Women Educationalists (FAWE) in Tanzania, established in 1996, have carried out research on "Gender and Primary Schooling" and explored the causes and extent of problems facing girls education in some regions of Tanzania. FAWE and the Female Education in Science and Mathematics in Africa (FEMSA-Tanzania) Centre, are currently engaged in compiling country profiles on girls' participation and performance in Science, Mathematics and Technology subjects, to improve their performance in these subjects. A programme on peer education and life skills through theatre has been initiated, and is being supported by UNICEF. Civil society organizations have also initiated a process, which encourages girls to speak out through theatre, in a project called "Tuseme" (Let's Speak).

Mozambique has initiated a girls' education project, to increase access, equity and retention of girls at primary school level. This has been done through building new schools, provision of water at the household level to reduce the work load of girls and free some time used to walk long distances to fetch water. There are also attempts to improve on incentives for female teachers to encourage girls to finish their education.

Zimbabwe has reviewed its educational policies and introduced affirmative action for girls' entry into secondary, university and tertiary institutions. This move has increased the number of women enrolling at university.

The Zimbabwe Women's Bureau has also initiated a programme, which aims at providing role models for girls and women. The initiative, funded by UNICEF, produces a series of booklets entitled "There is Room at the Top", which profiles women who have made it in various fields and careers, especially those that have been for a long time regarded as the preserve of men, and presents these as role models for girls. The booklets are distributed among schools.

Another initiative to promote girls education in Zimbabwe is the Girl-child Network, supported by Redd Barna (the Nowergian Children's fund) and the Global Fund for Women. The initiative aims at incorporating girls in all schools into a network that focuses on issues that affect girls in society. Among the important issues that the network raises awareness on is child sexual abuse, where a centre has been established to house victims. The initiative also focuses on women and leadership, and female ministers have been invited to address girls in the network, providing role models.

Another area of focus is education, where a scholarship fund is being set up for disadvantaged intelligent girls. Sport, as an essential part of the girl-child's overall development, is also highly regarded in the network, and a magazine, *The Echo of The Girl-Child* is produced to highlight women athletes who have made it to the top. The girl-child network, which was established in 1999, currently has a membership of 1,500 girls in the rural areas, urban high density areas, commercial farms and mining towns, and it is hoped that by the end of the year, the network will incorporate the majority of girls national level.

The Women's National Coalition in South Africa, supported by UNICEF, is also engaged in a similar project of establishing a Girl-Child Alliance. This is a network that promotes gender equality through raising awareness among the girls about their rights, and developing strategies for preventing problems facing women.

The alliance, which was established in October 1999, brings together different

organizations and institutions from various sectors and facilitates the exchange of experiences and ideas on how to improve the life of girls. It also aims to establish an alliance of girls and young women from South African organizations and institutions. A SADC Girl-Child Alliance is also envisaged, to ensure maximum political support and commitment, and to foster a co-ordinated approach to addressing the needs of the girl-child in the region.

In some countries efforts have been made to review the curriculum and educational materials which contain gender stereotypes. In Namibia, the Read Project has been established to incorporate gender-sensitive materials in educational books and resources.

Where the images of women had generally been stereotyped, with pictures in school books portraying women as belonging to the private domain of the home, the project has tried to include balanced illustrations and pictures. Similarly, in Seychelles, organisations such as FAWE are engaged in work to counter gender stereotyping of subject choices in schools. The curriculum has been reviewed in this country and both girls and boys are being encouraged to take technical and social subjects, regardless of gender.

Family Life education programmes have been introduced in Botswana and Zambia, as a way of addressing teen pregnancy and adolescent sexuality. There are plans in Botswana to formulate a Family Life policy, which will make the subject compulsory in schools.

The general trend in the region is that girls are expelled from school if they become pregnant. For most, pregnancy becomes the end of their dreams of better job opportunities, careers and a bright future. Some countries such as Angola, Botswana, Malawi, Mozambique and Zambia have positive policies that allow girls to re-enter formal education after giving birth.

However, not much has been done in terms of implementation of these policies. Not many pregnant girls rejoin the education system and the reasons for this range from lack of knowledge, resources and facilities to take care of the child while the mother goes back to school. In countries such as Botswana, the YWCA ran a successful programme that allowed young mothers to resume their education at no cost. Howev-

er, this initiative was too minimal, since the need for such services is overwhelming.

In 1995, Namibia put in place a draft policy on re-entry, but it has not yet become final. Processes need to be speeded up if girls' access to, and retention in school is to be achieved. There is also need to improve counselling services to teen mothers, to ensure that their emotional and psychological needs are met even before they go back to school. Most are often plunged into a hostile and unsupportive society, which blames them for the pregnancy.

At a regional level, the Cambridge Female Education Trust (CAMFED) have worked with governments towards promotion of girl-child education. The programme provides funding to poor and disadvantaged girls of school-going age, especially in the rural areas, for them to complete their education.

In Zimbabwe, the programme has scored considerable success, with some girls successfully completing their secondary education. However, the trend of enrolment ratios biased towards boys seems to be changing in the region, and universal primary education has been achieved in Botswana, Lesotho, Mauritius, Namibia and Zimbabwe.

Conclusion

Although governments and NGOs have initiated policies and programmes meant to enhance girls' education, and the gender gaps in access to education seem to be narrowing in most SADC countries, a lot remains to be done to bring the girl-child to equality with her male counterpart. All sectors need to work hard to make concerted efforts to support girls' education, since this intervention will ensure economic and related human rights.

Although most countries in the region are signatories to the International Convention on the Rights of the Child and the African Charter on the Rights and Protection of the Child, there is still need to go further and recognize the rights of the girl-child as a special group. Not much has been done to protect the rights of the disabled child, whose situation is further compromised. There is need to go further and focus on the gendered needs of children. □

2

Power-sharing and Decision-making

Equal participation by women in politics and decision-making at all levels goes beyond mere considerations of democracy and human rights. Increased numbers of women in these positions would be catalytic to the achievement of other regional and national priority areas identified in the BPFA, as well as the SADC Declaration on Gender and Development.

Consequently, the increased participation of women in positions of power at all levels was identified as one of the six priority areas for collective effort at the sub-regional level. Research has found that 30 percent or more of women in decision-making brings different perspectives to the process and quality of decisions, such as the level of attention paid to issues of social and administrative justice. As reported in the last issue of the *Gender Monitor*, the SADC Heads of State and Government made a commitment through the Gender and Development Declaration to take deliberate efforts to ensure that women hold a minimum of 30 percent of decision-making positions in all structures by 2005.

This chapter presents a synopsis of the situation of women and men in decision-making positions, and the progress that has been made in the region towards the achievement of the target.

The situation of women and men in SADC Parliaments and Cabinets

Women's participation in the public sphere has generally been low in SADC. Where they do participate, women are seldom found in decision-making and positions of power. For instance, women are generally poorly represented in the institutions of Parliament and Cabinet in the region. Cultural, traditional and other legacies are to blame for this situation.

The representation of women in Parliament and Cabinet in SADC is shown in Table 1 and Figure 1. As shown in Table 2, in the five SADC countries that held elections in 1999 and 2000, only one maintained the proportion of women Parliamentarians while four witnessed an increase in the level of participation by women. This raised the SADC average for women in Parliament from

15 percent to 17.9 percent, which is considerably higher than the African average of 11 percent, the sub-Saharan Africa average of nine percent, and the global average of 13.4 percent. The proportion is also higher than that for Europe and the Americas, at 15 percent. Three of the top 10 countries in the world, with regard to women in Parliament, are in southern Africa (South Africa, Mozambique and Seychelles.)

In the ranking by the Inter-Parliamentary Union, four of the top five countries in Africa with high participation rates of women in politics are SADC countries, and Uganda is fifth. Seven of the top10 are SADC countries. A ranking by the Union of Parliaments by region for the same period is as indicated in Table 3.

This relatively favourable position should be seen against the performance of individual countries. As mentioned earlier, this relatively impressive average is largely accounted for by three countries: South Africa, Mozambique and Seychelles. Half of SADC member states are still below 15 percent, which is far from the 30 percent target to be reached in less than five years.

Those countries that are doing well with respect to women in Parliament are not necessarily performing as well with respect to other levels of decision-making, such as Cabinet, local government and senior public service positions. For example, South Africa, the best performer with regard to Parliament and Cabinet, is not doing as well in the case of women's representation in local government.[1] Similarly, Mozambique with one of the highest numbers of women in Parliament in the region at 28.6 percent, has only 12 percent women Cabinet ministers.

Namibia, on the other hand, is not one of the high performers with respect to women in Parliament and Cabinet, but has an impressive 41 percent in local government.

Seychelles is the main exception in this regard, and is a good performer at all levels, with the latest figures showing a record 60 percent of

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[1] Figures on local government are scanty; research has been commissioned by the SADC Secretariat into the situation of women in other leadership positions, including local government.

women in local government, 31 percent principal secretaries and 42 percent directors general. Maybe this could be the reason that Seychelles seems to do well in most development sectors.

In Tanzania, an amendment to the national Constitution raised the quota of women Members of Parliament from 15 percent to 20 percent, and that for local government from 25 percent to 33 percent. Following the Parliamentary elections in October 2000, the percentage of women MPs went up from 16 percent to 21.2 percent. However, setbacks were experienced following the 2000 general elections in Mauritius and Zimbabwe, where the percentage of women MPs dropped from 7.6 percent and 14 percent to 5.9 percent and 10 percent respectively.

Women in Parliament and Cabinet in the SADC region

Table 1

Country	Electoral System	Women Parliament	% Women Parliament	Women Cabinet	% Women Cabinet	Women Deputy Ministers	% Women Ministers
Angola	Proportional Representation	34/224	15.1 %	4/28	14.3 %	5/43	11.6%
Botswana	Constituency	8/44	18.0 %	3/15	20 %	1/4	50 %
DRC	-	-	-	-	-		
Lesotho *	Constituency	10/97	10.3 %	1/12	8.3 %	0/2	0.0 %
Malawi	Constituency	16/192	8.3 %	2/22	9.0 %	2/9	12.9%
Mauritius	Constituency	4/68	5.9 %	1/25	4.0 %		
Mozambique	Proportional Representation	71/250	28.4 %	3/21	14.2 %	4/33**	12.1 %
Namibia *	PR-National/ Constituency/ Regional; PR/Local	19/ 99	19 %	3/21	14.2 %	5/22	22.7 %
S. Africa *	PR/National; PR and Constituency /Local	119/400	29.8 %	8/27	29.6 %	8/13	61.5 %
Seychelles	Constituency	8/33	24 .0 %	3/14	21.4 %	(No Such Posts)	
Swaziland	Constituency	7/95	7.3 %	2/15	13.3 %		
Tanzania	Constituency	60/283	21.2%	4/27	15.0 %	4/17	24 %
Zambia	Constituency	16/158	10.1 %	2/24	8.3 %	2/28	7.1 %
Zimbabwe	Constituency	15/150	10 %	1/21	5 %	2/7	28.5 %

Note: *   Upper and lower house;
      **   new figures not available;
     PR: Proportional Representation
     Cabinet: Ministers only

SOURCE: IPU SADC Secretariat, Member States

Regional level efforts

As the above analysis from the SADC Secretariat shows, focused efforts have been undertaken at the regional level since the last reporting period to track the progress made towards achieving the target set by Heads of State. The Plan of Action for Gender in SADC instructs the secretariat with monitoring and evaluating the implementation of the 1997 Gender and Development Declaration.

To this end, a regional conference was held in Gaborone, Botswana from 28 March to 1 April 1999, to review and consequently provide a mechanism for lobbying countries to implement the commitments made by the Heads of State and Government.

The conference whose theme was "Women in Politics and Decision-making in SADC: Beyond 30 percent in 2005", was convened by the SADC Gender Department, in collaboration with UNDP, Friedrich Ebert Foundation and the Botswana Caucus for Women in Politics. It was attended by ministers, Members of Parliament from ruling and opposition parties, senior government officials, NGO representatives, donors and other stakeholders in gender in SADC, as well as outside the region.

The timing of the conference was critical in that it took place at a time when five countries were scheduled to go for elections in 1999 (Mozambique, Namibia, Botswana, Malawi and South Africa); while Zimbabwe, Mauritius and Tanzania were scheduled to hold elections in the year 2000. Participants saw the elections as providing an opportunity for countries to honour their commitments. The process leading to elections would provide the space and opportunity for deliberate and focused efforts not only to lobby for women's participation in political positions, but also for governments to ensure that women were brought into politics and decision-making processes in larger numbers.

In addition, a number of countries were engaged in Constitutional reform processes that hopefully would ensure Constitutional provisions to bring more women into positions of power and decision-making and improve the conditions that hindered the development of women.

The conference benefited from sharing best practices within the region as well as experiences from outside SADC, such as Uganda, which has a high participation rate of women in politics. The conference highlighted that while commendable efforts have been made at national levels towards increasing the participation of women in positions of power and decision-making, a lot of work still needs to be done in order to achieve the target in the SADC region by the year 2005.

The conference was a success; a major outcome was the adoption of a Regional Programme of Action for Women in Politics and Decision-making. This programme identifies actions that require to be taken at national as well as regional levels, if the 30 percent target is to be achieved.

Representation of women MPs in SADC countries after elections in 1999 and 2000   Table 2

Country	Pre Election		Post Election		Increase/Decrease
	No. of Women	Percentage	No. of Women	Percentage	
Botswana	4/44	9 %	8/44	18 %	+100 %
Malawi	9/171	5.2 %	16/192	8.3 %	+ 59 %
Tanzania	45/275	16.3%	60/283	21.2%	+ 30%
Mauritius	5/65	7.6%	4/68	5.9%	Decreased
Mozambique	71/250	28.4 %	71/250	28.4 %	Same
Zimbabwe	21/150	14%	15/150	10%	Decreased
Namibia *	14/99	14.1 %	19/99	19.1 %	+ 35 %
S. Africa *	128/490	26.1 %	137/490	28 %	+7 %

Note: * Upper and lower house

SOURCE: IPU; SADC Secretariat, Member States

SADC policy decisions to meet targets

Policy decisions have been made at both national and regional level to meet the target set for 2005. The recommendations made at the Botswana conference were presented to the SADC Gender Ministers and they approved the proposed regional Programme of Action for Women in Politics and Decision-making for adoption as part of the concrete activities to be implemented under the Plan of Action for Gender in SADC. The Ministers also agreed to ensure the availability of resources for national level activities, and directed the secretariat to mobilize resources for the implementation of regional level activities. This decision was endorsed by the SADC Council of Ministers at Maputo in August 1999.

At that summit, SADC Heads of State received a progress report on the situation of women in politics and decision-making, and undertook to:

● urge all SADC countries to include an unequivocal commitment to the attainment, promotion and protection of gender equality in their national Constitutions;

● request those SADC countries where the Proportional Representation system exists, to consider the effects of changing it to a mixed or constituency-based system on the representation of women in decision-making. As countries with constituency-based electoral systems review these, the advantages of the PR system in encouraging the representation of women in decision-making should also be taken into account;

● urge SADC countries to adopt specific measures, including Constitutional or legislated quotas, for ensuring that the minimum target of 30 percent of women in decision-making by 2005 is achieved; and

● use whatever other measures they have at their disposal, including non-constituency seats over which they have discretion, to ensure that agreed targets with regard to the representation of women, are met in their Cabinets.

The regional programme of action on women in politics and decision-making

The region has come up with a programme of action to guide activities and efforts to empower women and politics and decision-making positions. Regional activities under this programme are co-ordinated by the Gender Department at the SADC secretariat, in collaboration with gender machineries in member states, regional and national NGOs, resource persons and others concerned about gender in SADC. The following activities have taken place:

● March 2000: a meeting of resource persons was convened by the SADC Gender Department in Gaborone. It was attended by participants from Botswana, Mozambique, South Africa, Tanzania, Zambia and Zimbabwe, who work in the field of women in politics. The meeting adopted a draft outline of a gender resource kit, and a needs assessment tool for SADC decision-makers, especially MPs;

● April 2000: the SADC secretariat collaborated with AWEPA and the Botswana Parliament to hold a regional seminar on Parliamentary Action on the Beijing Plus Five Review Process in Gaborone. The objective was to review progress made in gender equality by Parliaments since 1995, identify obstacles encountered and draw up an action plan for the next five years. The seminar attracted MPs from a number of SADC countries as well as Burundi and Rwanda. The seminar drew up a Parliamentary Action Plan Five Years After Beijing, which identified issues and measures to be undertaken at national and regional levels, as well as the partnerships and linkages. The plan includes an undertaking that Parliaments should familiarize themselves with, disseminate and participate in the implementation of the 1999 SADC Programme of Action on Women in Politics and Decision-making;

● May 2000: an empowerment strategies workshop was held for newly elected women MPs from SADC countries that held elections during 1999. Draft modules of the resource kit for decision-makers were tested. These modules were also presented during a consultation with SADC Gender Ministers at their annual meeting in May 2000;

● September 2000, a training of trainers workshop was held in Dar es Salaam, with participants from national machineries and NGOs working with women in politics. At this workshop, participants revised the modules and used them to conduct a second additional empowerment strategies workshop with a larger group of Ministers and MPs from countries which held elections in 1998, 1999 and 2000. This workshop produced a set of resolutions to ensure effective follow up by MPs in their own countries.

● Research on the situation of women and men in decision-making structures in SADC member states was commissioned by the Gender Department.

Women's representation in Parliaments worldwide

Table 3

	Single House	Upper House	Combined
Nordic Countries	38.9%	38.9%	38.9%
Europe, including Nordic countries	15.8%	13.1%	15.3%
Americas	15.4%	14.8%	15.3%
Asia	14.7%	11.8%	14.4%
Europe, excluding Nordic countries	13.6%	13.1%	13.5%
Sub-Saharan Africa	11.3%	13.6%	11.5%
Pacific	11.3%	25.4%	13.3%
Arab states	3.6%	2.5%	3.4%

SOURCE: Inter Parliamentary Union, March 2000

Going beyond the numbers in politics

It is important to note that while figures are important to ensure the entry of a critical mass of women into SADC Parliaments and Cabinets, there is need to look beyond the numbers. Issues such as the portfolios that women hold in Cabinet, women MPs' membership in Parliamentary committees as well as women's representation at other levels of decision-making, such as local government, senior public service, the private sector and others, are also critical.

The universal tendency is for women to be given responsibility for portfolios that are seen as traditionally female, such as health, education, welfare and women's affairs. In a marked exception to this, South Africa's President Thabo Mbeki appointed women to powerful portfolios that traditionally have been perceived as "men only" domains. The ministries headed by women in South Africa include foreign affairs, public service, health, housing, minerals and energy, and recently, intelligence; the deputy minister of defence is also a woman. Angola too, has appointed women to key ministries, including those of petroleum and of industry.

Percentages can be misleading. The percentages of some of the countries seemingly doing well translate to very few numbers in real terms. In the case of Botswana for instance, the actual number of women in Parliament is eight out of 44 MPs. Only three out of 15 ministers, and one of four deputies, are women.

However, a number of women were appointed to senior public service positions in Botswana, following the 1999 elections, so that women presently occupy 50 percent of the top manage-ment positions of the civil service: permanent secretaries, deputy permanent secretaries and under secretaries. A woman was appointed Governor of the Central Bank for the first time in that country and the region.

Discrepancies exist in terms of women's participation at different levels of decision-making. There is no correlation sometimes between good performance at the Parliamentary level and participation in Cabinet or public sector level. Mozambique has a high percentage of women in Parliament, but only three women are in a Cabinet of 21 ministers and four of the 33 deputy ministers.

The absence of information in categories other than politics has led to an over-emphasis on the situation in Parliament and Cabinet, where figures are available for most countries. This is why the SADC Secretariat has commissioned research to provide data on the situation in other decision-making positions, which should be available by the end of the year 2001. In the meantime, there are indications that the situation may be changing slowly in some traditionally male institutions in some countries.

Conclusion

The situation presented across the region is indicative of the difficulty of translating political commitments made at the regional level into practical reality at the national level. There is no doubt that special measures such as affirmative action, including quotas, have greatly contributed to the critical mass in those countries that are performing well. Ideally however, these special measures need to be part of the national Constitution, and

Percentage of Women in Parliament vs in Cabinet, February 20001   Figure 2

Legend: ◆ % in Cabinet   ▲ % in Parliament

Countries: Angola, Botswana, Lesotho, Malawi, Mauritius, Mozambique, Namibia, South Africa, Seychelles, Swaziland, Tanzania, Zambia, Zimbabwe

SOURCE: SADC Secretariat
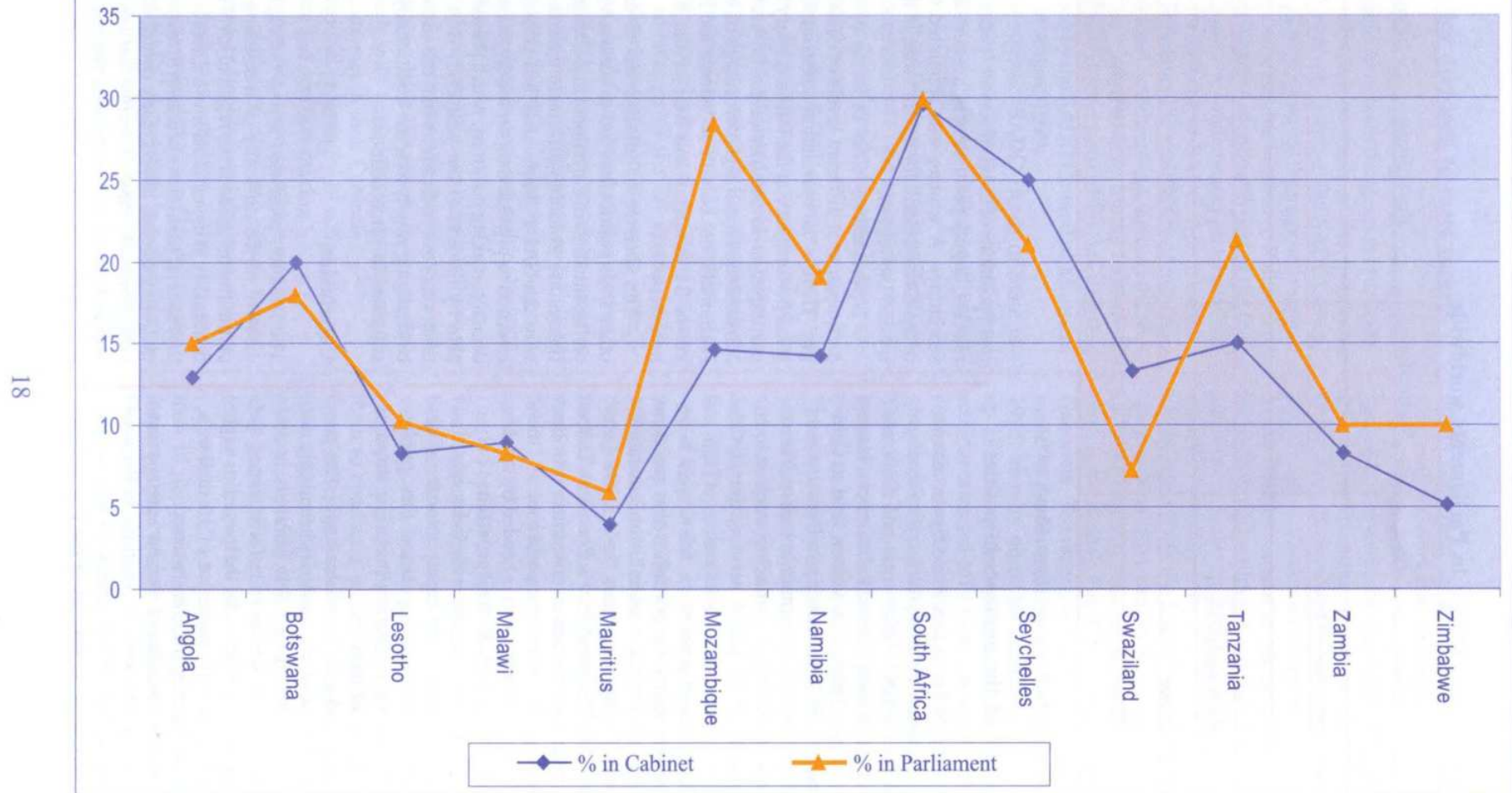
supported by legislative and other procedural mechanisms at various levels to ensure enforcement. Governments are not the only actors required to move forward the agenda of gender equality in politics and decision-making. NGOs in a number of countries have played a critical role in the run up to elections by providing voter education about the inclusion of women, empowering female candidates and prospective candidates with the necessary skills for campaigning. NGOs have also lobbied governments to include women and held them accountable to the commitments made in the Gender and Development Declaration. Emang Basadi in Botswana, Tanzania Gender, Networking Programme (TGNP) in Tanzania and Women's Development Foundation (WDF) in South Africa, are examples of NGOs that carried out such activities.

Clearly, the targets with respect to gender parity in politics and decision-making set at Beijing and the 1997 SADC Declaration on Gender and Development can only be reached and sustained by the collective efforts of both government and civil society. □

Women, power and decision-making

- Women are under-represented at most levels of government, especially ministerial and other executive bodies;
- Women are under-represented in decision-making in the media, education, financial institutions, and in politics;
- The highest levels most women reach in leadership is at local authority level;
- A lone woman sitting in a Cabinet of 20 or a board of directors of 10 finds it difficult to be heard;
- In Malawi, women are eight percent of MPs, despite the Constitution, which contains provisions for promoting equality;
- In Tanzania, women are poorly represented in government leadership roles. There has been a low increase of women ministers – nine to 19 percent from 1980 to 1994. In October, 2000 the percentage of women MPs rose from 16 percent to 21.2 percent. Women are also in ministries stereotypically female, that is, community development, education and health;
- In Swaziland, there are eight women MPs out of 95. There is one Cabinet minister out of 16, two on the Swaziland National Council, three on the Constitutional Review Commission of 30, and four principal secretaries out of 16;
- In Zambia, women constitute 66 percent of voters; there are two female ministers, 22 males, two female deputy ministers and 28 males; 16 female MPs and 142 males;
- The major obstacle to participation in decision-making is lack of capital and access to funding, where standing for political office requires large sums of campaign money.

Women and decision-making in environment

- Women are poorly represented in decision-making on environment and development: at the Earth Summit, only 15 percent of delegates and advisors were women and of the 118 heads of state only three were women.
- Rural women are affected by land degradation, poor housing, overcrowding, inadequate water supply and inadequate sanitation.
- Urban women have difficulty obtaining access to land and building materials.
- In Tanzania, figures indicate that 69 percent of women walk at least one km to their water source, while 17.9 percent walk two to three km and 11.2 percent walk five km or more.
- Women can spend an hour, or five percent of their daily working time, fetching water.

3 Poverty and Women's Economic Empowerment

Though poverty and the economy are identified as two separate critical areas in the Beijing Platform for Action, poverty is an underlying factor in all areas of economic development. Women's poverty is directly related to the absence of economic opportunities and autonomy, lack of access to economic resources, including credit, land ownership and inheritance. Limited access to livestock, markets and capital investment, modern technology and poor representation in the formal employment sector are indicators of women's economic marginalization.

In all SADC countries, women constitute the majority of the poor and live predominantly in rural areas, which lack infrastructure and accessible health facilities. Women are largely confined to agricultural production for domestic consumption and must engage in other labour-intensive tasks, such as water and firewood collection, essential for household survival.

The few women who are employed are found in low-paying stereotypically female jobs such as teaching, nursing and secretarial. The majority work in the informal sector, where income is low and unreliable and are inadequately supported by governments. Given the massive retrenchments in economies of the region, more and more women are being pushed into this sector.

Women in self-employment have no job protection, worker benefits, maternity leave, minimum wage or other support systems, and have been overlooked by labour union organizers. It is also a sector that has not received adequate support in the form of credit, loans, technological support and other incentives to make it viable. Women are barely able to meet their day-to-day family needs.

Access to land

Land is a critical means of production and is regarded as central to the economic development of the region. The resolution of the land question has a direct bearing on addressing poverty and underdevelopment, especially women's poverty, yet only a minority of women have access to it.

Land poses serious challenges to most governments in the region and very few efforts are recorded to make gender a central concern in future policies and programmes. Civil society and NGOs have devoted increasing resources and attention to the land issue in an effort to push for women to own or control land and its produce.

Often access to land is through inheritance, allocation, purchase and right of occupancy. Women, in most cases only earn land rights or gain access to it through their fathers, brothers, husbands or sons.

Adopt gender-sensitive policy on land Box 3

The Zimbabwe Women and Land Lobby Group (ZWLLG) urged the government to engender land distribution since women form 52 percent of the population, with 80 percent of women tilling degraded land in rural areas.

"Women should not be made to compete on the same level because customary law segregates against them denying them ownership of land in their own right," said Revai Makanje, a lawyer for Zimbabwe Women Lawyers Association (ZWLA).

SOURCE: adapted from *The Herald*, Harare, 18 May 2000

Lobbying and advocacy efforts in Zambia have yielded some results with a presidential pronouncement that 10 percent of allocated land should go to women. However, NGOs have criticized the allocation as being too little to make

any meaningful change in a country where women contribute 80 percent of the labour force in food production. The pronouncement is also vague because it does not specify whether the land is residential or commercial farming land.

Other developments in Zambia include the introduction of a Land Development Fund, which aims at reducing poverty through the provision of loans to developers engaged in various poverty reduction activities. Unfortunately it has no mechanisms for implementation to include gender concerns.

The Zimbabwe Women and Land Lobby Group (ZWLLG) has pointed out that gender insensitivity is the greatest limitation in the current government land redistribution programme. The group has called for engendering the land redistribution committee and for women to be given land in their own right regardless of marital status. The lobby group also wants a quota system for women who need land in all sectors and a review of the current criteria for access to commercial land, which discriminates against women.

Strategies to address women's poverty

Micro-enterprise support through the provision of programmes on access to loans, credit and technology in the informal sector, often argued as being of prime importance in women's economic empowerment, continues to be a major challenge to governments. Currently, women's economic role in this sector does not go beyond domestic sustenance, hence they continue in the vicious cycle of low income, low productivity, high workloads and poor health.

Countries that have programmes geared towards addressing poverty have been criticized for their lack of effective mechanisms for implementation. In some countries training programmes are being undertaken to enable women to acquire the skills and expertise needed to start income-generating projects. Training programmes are a prerequisite to micro-credit. However, women who have undergone training usually encounter problems in obtaining funds due to cumbersome application procedures or lack of information on available funds.

National initiatives

In Mauritius, a Women's Entrepreneurship Unit has been established to provide support and guidance to women and to respond to their needs. Mauritius is also in the process of starting a micro-credit programme, based upon the Grameen Bank philosophy, to help poor women set up businesses.

In the Grameen Bank method, women form groups of usually about 10 people. Individuals are lent money which makes up the sum lent to the group as a whole. This does not mean however, that the group borrows and re-lends, the loans are guaranteed by the group but they are lent to and repaid by the individual members. Lending money to a group ensures that the lenders will be motivated by each other in repaying the loan.

In Malawi, the government has deposited money with commercial banks to act as a guarantee for women to borrow for micro-projects. Beneficiaries are exclusively women.

Considerable progress has been made in Seychelles through the Seychelles Young Enterprise Scheme managed by the Seychelles Industrial Development Corporation. Since 1997, it has disbursed US$2.3 million to women or, 41 percent of approved loan applications. The loans are meant to encourage women and men to set up their own businesses.

Swaziland, under the Ministry of Enterprise and Employment

(handicraft unit) mobilizes communities to form income generation projects and find market opportunities for their products. The unit also promotes participation in trade fair activities, both locally and internationally, as well as conducting workshops to improve the quality of products to meet market demand. It is assumed that since this initiative is community-based, women will benefit.

In Mozambique, the government has set up the National Institute for Rural Development in charge of promoting and developing small-scale industry. It has a project for women in the informal sector and trains them in business management in order to improve the profitability of their activities.

In Tanzania, the Ministry of Community Development, Women affairs and Children is exploring the possibilities of using the existing women's development fund and the donor-supported credit scheme for productive activities of women in Tanzania to develop a Women's Bank. The government has also developed the concept of community development services as a leading initiative, which will increase the return on investment in social services, environment renewal and poverty eradication. Budgeted resources will be proportional to those budgeted for social services, preservation of the environment and poverty eradication.

A commitment has been made by Lesotho, in a draft national gender policy to reduce inequalities where women married in community of property have been disadvantaged due to their minority status. This status limits women's access to, and control of productive resources.

Various initiatives are being undertaken by NGOs throughout the region in economic empowerment. These activities include training programmes, micro-finance schemes and food-for-work. Civic education also forms a critical component of NGO initiatives, including awareness programmes for women on their rights to access and control productive resources such as land, livestock, markets, credit and modern technology in order to reduce their level of poverty.

Access to formal employment, income and business opportunities

In formal employment opportunities and private sector participation, performance indicators show that much more effort is needed by most countries to improve the situation of women.

Poor access to employment is identified as an important factor in income disparity and poverty. The pattern of income distribution in the region is of extreme inequality. South Africa and Zimbabwe are two countries cited as exhibiting serious cases of income inequality. Zimbabwe has 65 percent of its population living below the poverty line. The incidence of poverty is higher in female-headed households, at 72 percent, than in male-headed households at 58 percent. Zimbabwe's employment activity for males is higher than for females. South Africa, on the other hand, has 23.7 percent of its country's population living below the poverty line. About 35.2 percent of the economically active women in South Africa are unemployed, compared to 25.7 percent of men.

Although poverty levels are high in Tanzania and Zambia, they have relatively less inequality when judged by the percentage of income accruing to the top population. The patterns of income distribution in these countries are expected to become more unequal over time with the advent of market-oriented policies, which have a differential gender impact on populations, where females tend to be more negatively affected than males.

Indicators for private sector participation show limited effort by governments to enable women to participate. Entrepreneurial firms have a prominent role in the private sector, yet effective participation is highly biased in favour of men. Analyses done in the food processing, textile, furniture and metal-working sectors in Zimbabwe and Tanzania, indicated that the firms owned by women constitute 19.4 percent and 7.1 percent respectively.

The share of medium and large firms owned by women is small, with female ownership concentrated in small firms. Factors identified as constraining women from expanding their enterprises include low capital, low educational levels, socio-cultural attitudes and legal barriers.

Gender budgeting initiatives

The Women's Budget Initiative (WBI) started by the Australian government, and first piloted in South Africa, is not a separate budget for women. The WBI looks at how a government budget impacts on women, girls, men and boys. In analyzing the budget, the interest is on the disadvantaged groups which implies the need for gender disaggregation and the importance for gender

advocates to think quantitatively and the technocrats to understand the qualitative issues.

UNIFEM-SARO in Harare organized a workshop on capacity-building for gender budgets in November 1999. The objectives of the workshop were to share information and progress made by SADC in undertaking the gender budget process, since the previous workshop in November 1998, as well as to build capacity and develop participants' skills on how to engender a national budget.

Workshop participants included Parliamentarians, senior government officials, and NGO representatives from Botswana, Malawi, Namibia, Tanzania, Zambia, and Zimbabwe. Other participants included media institutions, partner organizations and the SADC programme officer for gender.

Reported country progress

South Africa has made important strides in this process, which involves stakeholders such as MPs, NGOs, activists and government departments. Research findings are used by Parliamentarians to lobby for increased budgetary allocations to address women's needs. Research has been done in all sectors and an expert in gender budgeting is currently working with the Central Statistical Bureau, enhancing their capacity in gender disaggregated statistics and development of research tools.

In Tanzania, NGOs and government are working in partnership to research and publish their findings in popular booklets, to enable more people to read, discuss, debate the budgetary processes and to build the capacity of Parliamentarians in the development of a budget. So far, research has been done in finance and planning, education, health and agricultural sectors. This process has influenced the government to take policy decisions, which address gender inequalities.

In Malawi, a team has carried out an incidence analysis, which looks at gender specific expenditures and how women and men are affected by non-gender-specific allocations. The report is part of the review of all donor funding in Malawi to find out its impact on the economy and poverty.

Zambia's process of engendering the budget is spearheaded by the Gender in Development Division (GIDD), with the participation of civil society. Engendering the budget process uses the activity-based approach, which is derived from

the activities in the macro-economic policy instruments and the gender policy. Capacity-building for gender budgeting has been undertaken for the public sector to train gender focal points and planners from sector ministries, and women Parliamentarians. A consultative meeting was held in 1999 with the ministry of finance and officials who input into the budget, including doing a budget analysis. The purpose was to sensitize them and discuss how to ensure that the directive on gender equity is being complied with. The process is on-going because further training is required for personnel in the Ministry of Finance.

The Ministry of Planning and Finance in Mozambique introduced a gender approach in the national budget in 1999. Efforts were made to collect gender-disaggregated data concerning public servants for the 1999 budget proposals. In the first year of engendering the budget, the National Directorate of Planning and Budget targeted specific actions in education, health, rural development and employment.

Efforts in Namibia include research to analyze ministry budgets from a gender perspective. A follow-up activity by the Ministry of Women Affairs in collaboration with the Ministry of Finance includes organizing a gender budget and audit workshop targeting planners and accountants in ministries and the private sector, in order to analyze budgets from a gender perspective.

Trade liberalization

A progressive development has been the implementation of activities aimed at giving women access to economic structures and resources. These activities will help the region achieve a common understanding of the opportunities and challenges as a result of trade liberalization, including the SADC Trade Protocol.

SADC trade protocol

In its current format, the protocol makes no specific reference to distinctions between women and men, power relations, sexual division of labour in terms of the roles and responsibilities and, most of all, their practical and strategic needs in the process of development. The protocol is gender blind. There are, however, distinct implications for women in the various provisions. A preliminary analysis of these forms is a starting point for uncovering the way in which the Free Trade Area (FTA) will impact upon women in the region.

suring that basic social, humanitarian and moral considerations are integral to the process. It should be perceived as presenting opportunities which need to be exploited and planned for carefully: for example, how diversification and industrialisation can assist women in particular sectors to improve their performance, target market and use of technology.

Trade and investment

Women of the region have insufficient knowledge of the national, regional and global trade regimes and laws. However, initiatives have begun at regional level to promote trade and investment among women. The Women in Business network is one regional grouping that has been the major drive these initiatives.

A trade fair and investment forum, entitled "WIB-SADC Fair and Investment Forum 2000," was held at the Ongwediva Trade Centre, in Namibia, in May 2000. It was initiated by a network of WIB organizations, the WIB-SADC Network and Linkage centre, and hosted by the Namibia Ministry of Women's Affairs and Child Welfare. All member states were represented except Mauritius, Mozambique and Seychelles. Governments which were represented provided support to exhibitors and officials, with assistance from co-operating partners.

With a few exceptions, foodstuffs, textiles and handicrafts were the dominant items exhibited at the fair, indicating that women are still very much involved in sectors traditionally regarded as female.

The two-day forum discussed important topics, including trade and investment laws and regimes in the region. Participants exchanged ideas on the opportunities and obstacles that confront women traders, and also learnt about the trade protocol and other regional instruments.

A number of resolutions were adopted at the end of the forum, which were later brought to

The treaty, which encapsulates the objectives of the community, and hence underpins the protocol, calls for the "mutually beneficial, balanced and equitable" economic development of the region. In addition, in article 2 (4), a key objective of the FTA, is the need "to enhance the economic development, diversification and industrialization of the region". Given that more than 60 percent of households in SADC are female-headed, the development of the region is directly linked to the economic empowerment of women. The reverse is also true: any deterioration in the economic position of women will undermine the development of the region.

The interpretation, meaning and translation of these objectives is crucial in the process of negotiation and implementation of the FTA. As a means of promoting a gendered perspective within these objectives, particularly the key area of economic development, diversification and industrialization – implementation of the treaty should incorporate both a socio-political and a human rights perspective. This will be important in en-

The technical committee meeting of ministers of mines held in Arusha, Tanzania in June 1999, directed all governments, SADC institutions and other key players in the mining sector to ensure that gender is mainstreamed in all mining projects, programmes and initiatives. The ministers officially recognized the existence of the Trust.

The mining sector coordinator's report of June 1999 recognized the trust in the sector's programme of action.

Conclusion

It is clear that while some progress has been made, SADC governments still need to go beyond policies, to promote women's full access to, and control over, productive resources such as land, livestock, markets, credit, modern technology, formal employment, improved health facilities, education and quality of life. Statistics in the region indicate that much more still needs to be done to achieve the target of reducing the levels of poverty among women.

Commitments need to be supported not only by effective mechanisms to implement programmes, but also adequate budgetary allocations to support programmes. □

the attention of the relevant governments and other stakeholders.

Women in mining

Women are beginning to venture into those areas that for a long time have been regarded as a preserve of men. One such area is mining. New developments include the creation of the SADC Women in Mining Trust to champion the cause of women miners. However, there is need for government support.

26

Women and the economy

Means of production

- The central role of women in the economy and inequality in women's access to productive resources, such as land and support services such as credit often overlooked;
- Women provide more than half of work and energy in subsistence farming;
- In Tanzania, men's training in fisheries, forestry and agriculture increased from 91 percent to 94.2 percent within 13 years. Women's training decreased from nine percent to 5.8 percent in the same period;
- In Zambia, 90 percent of the land available for agriculture falls under traditional land controlled by chiefs who follow patriarchal principles of allocation;
- In Tanzania, women's land holdings do not exceed five hactres each. Men own larger pieces of land. Women use manual functions for sowing, planting, weeding and harvesting. Men prepare land by oxen or other agricultural technology;
- In Namibia, women own 35 percent of cattle, compared to 65 percent by men; and
- In Tanzania, women do not control cash income, clan property and get a very small share of dowry.

Employment

- Women in the formal sector are in nursing, teaching, sales and secretarial and constitute less than five percent of all administrative and managerial positions;
- In Angola, 42.4 percent of all working women are self-employed in low-profit activities; males dominate technical projects with higher profit margins;
- In Zambia, females constitute 21 percent of the formal sector;
- In Namibia, two percent of top managers

and 30 percent of associate jobs are held by females, while women constitute 53.8 percent of all agricultural workers; and
- Women are concentrated in non-technical, non-scientific, lower paying "female" professions while males dominate prestigious jobs.

Incomes and Workload

- Women are scarce at the higher levels of management, and are concentrated in the lower paying jobs; women's earnings are lower than those of men;
- In Malawi, a woman works an average of 12-hours-a-day, half of this on household chores.
- Women are often the first to be retrenched, more concentrated in the less skilled occupations, not regarded as 'breadwinners'
- Men are increasingly penetrating one alternative available to women: the informal sector.
- "Women's work" in mainstream economics is defined as non-economic, but without it, no economy could function.
- When unremunerated activities of women are accounted for, including unpaid work on family farms, businesses, as mothers, wives and daughters with obligations and responsibilities, women's work nearly doubles.

Access to Credit

- Women's involvement in credit associations remain low because due to lack of collateral, predominance of subsistence sector, high illiteracy, small size of enterprises.
- Legal minority requires women to have their husband's consent to qualify for credit facilities.

4

Women's Human and Legal Rights

Women's human and legal rights are an integral part of universal rights and their full enjoyment is critical to women's empowerment and autonomy. The promotion of these rights by gender advocates has increased at international, regional and national levels. Protecting women and the girl-child from physical and sexual violence and ensuring women's freedom to participate in politics, both as voters and representatives, are central to these efforts.

At the global level, the rights are enshrined in the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) and an Optional Protocol which was adopted in 1999. At least 12 SADC countries have signed, ratified or acceded to CEDAW, but only Malawi and Namibia have signed the Optional Protocol. The protocol sets out a communication procedure, providing for countries and organizations to approach the CEDAW committee, at the UN monitoring body of the implementation of the platform for action in the various countries, to report any violations.

The protocol also allows members of the committee to go into the countries to enquire on situations and make reports. At their August 2000 meeting, the SADC committee urged Member states to ratify the Optional Protocol.

At the regional level, efforts are under-way to uphold women's human rights. Although only four countries, Angola, Mozambique, Namibia and Tanzania, identified human rights as a priority area, other countries are also engaged in the fight for gender equality and protection and promotion of human rights of women and children. The struggle for gender equality calls for the enjoyment of civil, social, cultural, political, and economic rights by all. Through the 1997 Declaration on Gender and Development and its addendum on the prevention and eradication of violence against women and children, member states have committed themselves to protecting women's rights.

Optional Protocol to CEDAW   Box 7

"In the course of the 20th century, great strides were made in defining the universal norms of gender equality. CEDAW stands as a milestone in that quest. Since its adoption by the UN General Assembly in December 1979, this 'Women's Bill of Rights' has taken its place as a key pillar of international human rights law.

As we enter the 21st century, it is time to implement those norms. The Optional Protocol to the Convention will be an invaluable tool for doing just that. In States that have ratified or acceded to it, women whose rights have been violated, and have exhausted national remedies, will be able to seek redress from an international body – the Committee on the Elimination of Discrimination against Women. This is extremely important for two reasons: it places the Convention on the same footing as other human rights treaties, and it puts pressure on State parties to fulfil their legal obligations under the Convention.

Indeed, in unanimously adopting the Optional Protocol in December 1999, the General Assembly sent a vital message that governments are committed to providing women not only with the necessary legal framework to protect and promote their rights, but also with procedures to put these rights into practice.

The Convention and its Optional Protocol reflect the principle of universal and indivisible rights shared by all nations, foreign to no culture and common to women and men alike. All of us – individuals, Governments and the international community – have a duty to do all we can to make those rights a living reality. It is my hope that this publication will help in that ongoing struggle."

SOURCE: Adapted from the speech by Kofi Annan, UN Secretary General, *The Optional Protocol: Text and Materials*, 2000.

Constitutional review processes

Some countries in the region have reviewed their Constitutions in an effort to make them adhere to the principles of equality. Though Constitutions provide for human rights based on the universal principles of equality, liberty and non-discrimination, gender advocates expected that the transition from authoritarian systems of governance would ensure the enshrining of Constitutional provisions with gender-specific guarantees pertaining to women's human rights. Universal principles assume that women and men be accorded equal rights. In reality however, the extent to which each state promotes equality and individual liberty, and provides protection against discrimination, varies quite considerably. Gender equality is limited mainly because of the recognition accorded to customary and other personal laws.

Most of the Constitutions make only general statements regarding gender equality, with the exception of Malawi, Namibia, South Africa and Tanzania. Despite these countries being acclaimed for employing gender-sensitive terminology, like other Constitutions in the region, they still give due regard to customary law and as such, the enjoyment of women's rights and equality is curtailed.

In the Malawian Constitution, women, like their male counterparts, have the right to full and equal protection by the law and the right not to be discriminated against on the basis of gender. Any law that is discriminatory in this regard shall be invalid and legislation shall be enacted to eliminate discriminatory customs and practices.

The Constitution of South Africa provides that everyone is equal before the law and no one maybe discriminated against on the basis of gender, sex, pregnancy, marital status, sexual orientation, religion and culture.

The Zambian Constitution guarantees equality for all persons before the law but does not extend it to discrimination arising out of customary and personal laws. The Zimbabwean Constitution employs gender-neutral language to guarantee human rights, however it is silent on sexual and gender discrimination.

In Mozambique, the Civil Code and Penal Code provides the necessary coverage to prosecute the government in case of violation of its obligation as the guarantor of the Constitution of the country. The legislation is rarely used due to illiteracy, ignorance of the law and lack of qualified staff to influence the effective application of the law. The penal code is currently under review and a draft has been prepared.

Customary Law

The existence of customary laws which are (with the exception of Lesotho) unwritten and subject to various interpretations, means that for many women, customary notions and practices that disadvantage them continue to govern their lives. Only South Africa has general laws that outlaw customary laws. Their Constitution categorically outlaws unfair discrimination and subjects customary law to the Constitution. In the rest of the countries, customary laws are still used to manipulate situations to the disadvantage of women.

Customary law prevents female heirship   Box 8

Females whose parents married and lived under customary law cannot be granted inheritance to their father's estates in cases where there are male children alive, the Supreme Court has ruled. In dismissing an appeal by Venia Magaya against a magistrate court ruling granting Nakayi, the second son of her late father's second wife, heirship to the deceased man's estate, Supreme Court Judges agreed with the lower court's ruling: "if any African who has contracted a marriage according to African or Customary law or custom dies intestate (without a will), his estate shall be administered and distributed according to the customs and usages of the tribe or people to which he belonged."

SOURCE: Adapted from *The Herald*, Harare, 1 March 1999.

Marriage and children

Many countries have initiated efforts to amend, institute and implement laws that protect the rights of women within the institution of marriage. Customary law invariably gives men total control over women, children and property.

In the context of marriage some reforms have been implemented in South Africa and Zimbabwe. The automatic marital power for civil marriages has been removed by statute in both countries. General Law 4th Amendment Act in South Africa repealed the common law rule, which gave husbands marital power over their wives. This implies that women in civil or cus-

tomary marriages have an equal stake in ownership and control of property acquired during the course of the marriage, and in the case of divorce or dissolution of the marriage.

The passage of the Married Persons Equality Act in Namibia in 1996 marked a milestone in the struggle of Namibian women to obtain equality. The Act invalidates marital powers that previously 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.

In 1998, Malawi amended some discriminatory laws, including the Affiliation Act, which now allows single mothers to obtain support from the fathers of their children. The Marriage Act, Will and Inheritance Act, were also amended, making it an offence for relatives of the deceased to grab property inherited by a widow.

Women in Seychelles can now pass on their citizenship to their children born in Seychelles, even if the husband is a foreigner. The Seychelles Charter of Fundamental Human Rights and Freedom enshrined in the Constitution includes provisions:

• that women can own property in their own right. They are encouraged to put names of both partners or spouses in the deed for lands and houses when they are married or cohabiting. Under the same law, a surviving spouse's (male or female) claims take precedence over other heirs, and children inherit equal shares irrespective of gender;

• that women who had children with common-law husbands may claim maintenance for one-fifth of the man's salary per child. A garnishee order is implemented automatically if the spouse fails to pay;

• that in cases of divorce, the law favours custody of young children to the mother;

• that on breaches of contract and negligence, imprisonment is not applicable to women offenders. They are not subject to civil imprisonment because of their role as mother and nurturer; and

• that pregnant women are exempted from night duty from the fifth month until the time when their babies are six months old.

Mozambique's legal reform process is under way in the area of family and inheritance law. Issues such as the administration of assets, the recognition of traditional marriages and marital authority are going to be changed in line with the Constitution, CEDAW, the African Charter on Human and People's Rights and the Convention on the Rights of the Child, instruments which the country ratified or acceded to.

In Tanzania, the law of succession has been submitted to the attorney general for revisions to make it more gender-sensitive.

In matrilineal societies found in some parts of Malawi, Mozambique, Namibia, Zambia and Zimbabwe, the wife may have a slight advantage over those in the patrilineal system. The woman remains on her own family's land, in her own village and among her own people and may have power (exercised through her male kin) in matters of the family.

Challenges in changing the status quo of customary law, as it relates to the social status of women, children, succession and inheritance will remain, unless countries reform laws that discriminate against women. General and customary laws need to be harmonized, and where laws providing for gender equality have been put in place, mechanisms for the enforcement must be strengthened.

Maternity leave

Most countries have maternity leave regulations that entitle women in formal employment to fully or partially paid maternity leave for varying periods of time. Maternity leave regulations are targeted at women and cannot be described in terms of equality between the sexes. Unequal treatment based on maternity relates to the fact that the leave is associated with women's reproductive role in society, to the exclusion of men's. Disadvantages of having to adjust to a period of partial or no salary and falling behind on career advancement are only suffered by women.

However, there have been recent developments in some countries, where men are granted a few days paternity leave to play their parental role.

Measures such as passing gendered employment and labour Acts would promote the rights of pregnant women. An employment Act about to be passed in Malawi will give pregnant women the right to two months maternity leave. In Zimbabwe a woman who is employed by the government is now entitled to three months maternity leave with full pay. This regulation does not, however, apply to the private sector.

In Angola, the labour law was amended in 1999 to allow working women with children below 14 years to be granted more leave days.

Violence against women

Governments in the region have been forthcoming with legal change to protect women against violence in the home as well as in public spaces. Examples include:

• Tanzania's Sexual Offences Act, of 1998 which provides for stiffer penalties for sexual offences committed against women and girls;

• Mauritius' the Domestic Violence Act of 1997 which protects women from violence. The Criminal Code, amended in 1998, now recognizes sexual harassment, abandoning male and female spouses and other forms of ill-treatment of women as offences and stiffened the penalties for these; and

• Seychelles' revised Penal Code of 1996 now deals with specific kinds of violence, including sexual harassment. The legalization of rape in marriage has been removed. A proposed Act for the prevention of domestic violence offering protection to women and children is being considered. The Act would provide easier access to restraining and protection orders in cases of violent threats and harassment by the spouse.

A major challenge for the region is protecting women's rights in situations of armed conflict. The number of women who have become refugees and internally displaced persons as a result of armed conflict has increased. Women and children in such circumstances are particularly vulnerable to sexual violence.

Power-sharing and decision-making

Some slow progress has been made in the public service of a number of countries to balance power-sharing and decision-making for women and men. Equality of access to positions of power and decision-making is a matter of fundamental human rights, and a pre-requisite for democracy. With the absence of explicit Constitutional guarantees for gender equality in most countries, the under-representation of women will continue to deprive them of women's perspectives and contributions in development. Lack of policies and laws to guide representation of women in strategic decision-making positions within media institutions has perpetuated the violation of their rights. Women journalists are subjected to continued physical and sexual harassment from employers, colleagues and news sources.

Legal reforms

Botswana, Tanzania, Zambia and Zimbabwe have identified laws that discriminate against women around marriage, inheritance, child custody and maintenance. These and other laws have been set aside for amendment. Tanzania has a research project to identify all forms of discriminatory customary practices. Future plans include holding educational campaigns on revised or newly enacted laws.

Tanzania in 1999 enacted the Land and Village Act, which provides for women's access to, and control over, land to alleviate poverty. The process was a response to the demands of NGOs working together to lobby and advocate for a gender-sensitive and progressive Land Act.

The government has also recognized the Gender Budget Initiatives and opened up more participation of NGOs represented by TGNP and FemAct in the planning and budgetary processes and in other strategic committees of national initiatives such as the Public Expenditure Review (PER). Through this initiative, TGNP and FemAct were invited to engender the national budget guidelines.

South Africa has enacted laws to address women's rights to equal participation in decision-making, safety, education and employment. In 1997 the Choice on Termination of Pregnancy Act was passed. In 1998, Parliament passed five Acts with gender commitments:

• the Domestic Violence Act, to eliminate all forms of violence against women, including unmarried women, those living together and same sex couples;

• the recognition of Customary Marriages Act, (1998) which gives recognition to African and Muslim customary marriages;

• the amendment to the Adoption Matters Act, which gives unmarried fathers the opportunity to claim their rights as fathers;

• the Maintenance Act, (1998) under which women can directly claim from the defaulter's employer to receive maintenance for the children; and

• the Employment Equity Act, (1998) which ensures that measures are implemented to obtain employment equity in the workplace. The Act was passed on 9 August 1999, coinciding with South Africa's national women's day.

Legal literacy campaigns

Legal literacy programmes and information is generally limited in the region, although some countries are making an effort. The ministry of justice in Angola has a department of human rights, which has initiated a consultative process between government and NGOs on legal issues pertaining to women. The ministry of women launched a centre in March 2000 to give assistance to battered women in Luanda. The Angolan Women Organization (OMA) is assisting the government in running the centre. Human Rights Lawyers in Luanda also support the centre by taking cases to court. OMA has 18 centres throughout Luanda.

Campaigns have taken place in Zimbabwe, spearheaded by women's NGOs. The Magaya vs. Magaya court decision was timely in the view of the debate about the Constitution. Education aimed at mainstreaming gender concerns into the Constitutional reform process by analyzing, educating and strategizing on the number of limitations imposed upon women by the supreme law of land was carried out. It was noted that the Lancaster House Constitution allows for discrimination against women in that it upholds customary and cultural practices in matters of marriage, divorce, burial and adoption. The Women's Coalition came up with a list of demands to be included in the draft Constitution. The demands included an equality clause, equal rights to citizenship, non-discrimination in the application of customary law and family law, equal access to, and control of, economic resources as well as rights to education and health.

After the amendment of the Domestic Violence Act in 1997-98, Mauritius held a "Domestic Violence Week" to educate civil society, and women in particular, on the implications of the Act. A series of lectures by a judge of the family court were organized for magistrates, court personnel, students and probation staff.

Seychelles is also making concerted efforts in public sensitization and education on the issue of domestic violence with the aim of replacing the tolerant and passive reaction to domestic violence.

The Co-ordinating Assembly of Non-Governmental Organizations (CANGO) in Swaziland has embarked on a project of simplifying CEDAW. An eight-member committee comprised of NGO representatives and individuals has come up with a work plan to oversee the process. Research is being undertaken to study the existing laws that affect women positively or negatively, and looking critically at how these laws are administered in practice.

Conclusion

Despite measures put in place to address gender inequality, gaps continue to exist. Access to, and control over productive resources such as land, livestock, markets, credit, modern technology, formal employment, and quality of life is biased in favour of men. Cultural systems subject women to harmful practices and discrimination, especially in cases of inheritance and succession. Women are under-represented in positions of power and decision-making.

Efforts to reform laws that discriminate against women and activities aimed at educating women about their legal rights have been embarked upon. The dual legal system used in all southern African countries continue to disadvantage women, because reforms do not penetrate families and communities due to customary laws. Most legal reforms in SADC are not designed within a comprehensive context of achieving full gender equality and women's empowerment. The trend is that where governments put in place laws providing for equal opportunity, mechanisms for enforcement are weak or non-existent. Most women are not aware of their legal rights and cannot afford legal expenses, to fully utilize what legislation does exist. Collaborative efforts in activities and partnerships are needed between governments, sector ministries and NGOs on legal literacy campaigns, civic education, translation of the most important legal instruments, repackaging and dissemination.□

Women's rights in the media

- Media presents issues from a patriarchal perspective, hence decisions and portrayals are based on that view;
- Women portrayed as victims of circumstance;
- Traditional male-female roles deeply instilled and glorified in language;
- Women often desensitized to their own inferior portrayal;
- Coverage devoted to violence against women because of "newsworthiness" and sensationalism;
- Negative portrayal because of minimal representation of women at decision-making levels in the media; and
- Women are grossly under-represented in mass media institutions in region.

5 Violence Against Women and Children

Acts of violence against women and children usually occur at three levels in society: family, community and agents of the state. Violence in the family can take such forms as threats, intimidation, battery and sexual abuse of children (incest), property-grabbing, forced marriages, economic deprivation, marital rape, femicide, female genital mutilation and traditional practices harmful to women. In the community, violence takes the form of threats, rape, sexual abuse, sexual harassment, negative portrayal of women in the media, intimidation, trafficking in women and children, forced prostitution and violence against women in armed conflict. At the state level, violence can be perpetrated or condoned by the agents of state, especially those in the justice delivery system, such as police and judges.

The most common acts of violence in the region include physical, sexual, economic, psychological and emotional abuse, which have been attributed to the patriarchal nature of societies. Violence reflects the unequal relations of power between women and men, resulting in domination and discrimination. Factors cited as making women and children even more vulnerable to all forms of violence include socio-economic and political realities such as the growing levels and feminization of poverty, low literacy, internal and external conflict, continuing limited access to, and control over, power and reproductive resources.

SADC Heads of State and Government in 1998 signed an instrument on the prevention and eradication of violence against women and children. This was an addendum to the declaration signed in 1997. It recognizes that the levels of violence continue to increase and notes that existing measures to protect women and children have proved inadequate, ineffective and biased. The addendum commits countries to adopting legal, social, economic, cultural and political measures to resolve violence in the region. Other measures include provision of services, education, training and awareness-building and an integrated approach to ensure that programmes are implemented in a co-ordinated manner.

In June 1999, SADC ministers responsible for gender adopted a framework for progress reports to monitor the implementation of the 1998 addendum. The framework provides a reporting mechanism by which progress can be measured. It is also intended to facilitate accountability by ministries, departments, NGOs and other agencies, as well as ensuring co-ordination of their activities. The framework will facilitate sharing of information on specific initiatives, their successes or failures, and lessons learned.

A conference to review progress was held in December 2000 in Lesotho. Running parallel to the conference was a SADC Media Training Workshop on Violence Against Women, training journalists to cover the issue. *(see Box 9 - page 36).*

While individual country progress reports indicate some measures taken by both governments and NGOs to address the menace of violence, most of these steps are concentrated in the area of service provision – counselling and centres where battered women get legal assistance and sometimes representation, as well as transit homes. Effort has also gone into education, training and awareness-building activities for different levels of society, including training of service providers, such as judicial officers, prosecutors, police, prison and welfare and health officials.

The region has seen some progress in the critical area of legal reform through passing laws on sexual offences and domestic violence making the various forms of violence against women clearly defined crimes. Lacking are appropriate measures to impose penalties, punishment and other enforcement strategies.

Since violence is so entrenched in most societies, as a part of the social fabric, the modification of the legal framework is imperative. The law, which is the functional framework of social, economic, cultural and political spheres of any country, should be used.

Although most countries in the region have ratified CEDAW, domestic laws have not been modified to comply with this international instru-

ment. The absence of legislative measures to protect those women with disabilities, girls, the elderly, women in areas of armed conflict and those women whose circumstances make them vulnerable, contributes to the increase in violence.

Only a few countries have made significant progress in reviewing and reforming criminal laws and procedures applicable to such cases. Legal and administrative mechanisms continue to be cumbersome and victim unfriendly in most countries.

Indicators of poor economic performance in most countries are high poverty, low literacy, high maternal mortality rates and poor access to, and control over, reproductive resources. The increase in street children and high infant mortality rates show how existing measures to protect women and children have proved inadequate.

Country law reforms

Namibia, Mauritius, Seychelles, Tanzania and South Africa have made some progress in this regard.

Namibia passed the Combating of Rape Act in early 1999, which proposes a six-year minimum sentence to offenders. The Act redefines rape to include men and boys. This is meant to curb the increase in cases of child abuse, particularly among street children. Other Acts passed by the end of 1999 include the Domestic Violence and Child Maintenance Act.

In South Africa, several amendments to the Criminal Procedures Act has created a more user-friendly system for women victims of violence, through simplifying procedures to enable immediate arrest. Sexual abuse is now listed under

serious crimes for which there are standard minimum sentences. South Africa has also improved the Family Violence Act of 1993, which is now the Domestic Violence Act, 1998. The act allows battered spouses to obtain a court order against a partner and recognizes rape in marriage. Other laws to be enacted include the draft juvenile justice bill that protects the girl-child from violation by boys. Sexual offences legislation seeks to deal effectively with rape and related offences by criminalizing them. The Equality and Prevention of Unfair Discrimination Act of 2000 states that "gender discrimination constitutes gender violence," and aims to use this law to transform gender relations in society.

However, in spite of progress in legislation, gender activists have criticized the South African judicial system. In one case where the victim was raped by her own father, the judge ruled that the father was not a threat to society. Activists argue that any perpetrator of rape, regardless of their relationship, is a threat.

A major development in Mauritius was the Domestic Violence Act of 1997, followed by amendments. Other related Acts include the Child Protection (Miscellaneous) Act, the Criminal Code (Amendment) Act and the Criminal Code Supplementary (Amendment) Act, enacted by the National Assembly in 1998 to provide better protection to children and women. Section 254 of the Criminal Code was amended to criminalize sexual harassment with the penalty being more severe if the victim is a minor or mentally disabled. The new Act also regards family abandonment (physical abandonment, abandonment of pregnant wives, ill-treatment of a child, children or family) as criminal offences.

In March 2000, Seychelles passed the Family Violence Protection of Victims Act, which aims at preventing domestic violence and seeks to empower the family tribunal, established under the Children's Act, to receive applications for protection orders and to make orders that will protect members of families and their property against domestic violence.

Tanzania enacted the Sexual Offences Special Provision Act in 1998, as amendments to the Penal Code. The Act contains special provisions regarding rape, unnatural sexual offences, prostitution, trafficking of persons for the purposes of trading in sex, child sexual abuse, sexual exploitation of children, sexual harassment and female genital mutilation.

Civil society's role in law reform

Civil society continues to play a major role as a pressure group in advocating and making proposals for legal reform and by putting pressure on police to take rape and domestic violence cases to court. In some countries these efforts have yielded positive results while in others progress is slow. NGO activities have included demonstrations, such as the one that took place in Zambia in January 2000, where 39 members of the Non Governmental Organization Co-ordinating Committee (NGOCC), were arrested for demonstrating without a police permit against the rise in violence against the girl-child. Four girls aged between 11 and 13 had been raped and strangled to death in one residential area in the same month.

In Mozambique, a group called "All Against Violence" embarked on a three-year multi-disciplinary programme covering, civic education, lobbying for replacement of the existing legislation that discriminated against women, concrete support to victims and investigation of the extent of violence in the country. In addition, it has called for legislation making domestic violence a seri-

ous offence worthy of stiffer punishment, and no longer a private matter to be treated lightly by the justice delivery system.Civil society organizations in Lesotho organised a Rape Alliance Day and a peaceful march to the office of the minister of justice and human rights was held. A petition was presented calling for:

- speedy disposal of rape cases in the courts of law;
- training of police officers in the investigation of rape cases;
- treatment of victims of rape with dignity and respect;
- free services for victims of rape cases;
- denial of the right to bail in rape cases; and
- imposition of tough sentences for perpetrators.

The alliance day was followed by a workshop on rape, where the crime was studied in all its dimensions. A positive outcome of these efforts was the sexual offences bill 2000 that seeks to revise the definition, procedures and stiffer punishments for sexual offences.

Men in Namibia took a stand by examining their own attitude towards violence against women in order to protect their mothers, wives, daughters and sisters. The Legal Assistance Centre hosted a national conference in February 2000, which brought together 250 men to discuss and debate the issue of violence against women, and in particular what men can do to end violence against women. Churches, student bodies, youth organizations, delegates from political parties and NGOs attended. Prior to the conference the Legal Assistance Centre organized a number of activities, which included panel discussions on the topic of violence against women. The conference recognized that men have a major role to play in ending violence against women and children.

The Swaziland Action Group Against Abuse (SWAGAA) has launched a white ribbon campaign to intensify the fight on the elimination of violence against women and children. Since the campaign, which was launched by the prime minister, debates by women in Parliament have included the need for stiffer punishment for perpetrators of abuse against women and children. They cite the rise in femicide, rape, incest and harassment as being of great concern. In response to these concerns, Swaziland police have trained more female police officers to deal with victims of abuse.

Regional activities

Regional initiatives include the work of organizations such as WLSA, WiLDAF UNIFEM-SARO and Inter-Press Service. The seven-country offices of WLSA - Botswana, Lesotho, Malawi, Mozambique, Swaziland, Zambia and Zimbabwe for the period 1997-2001 are conducting research on the family, and legal status of women, the administration of justice, delivery problems and constraints.

WLSA takes the perspective that the official laws of southern African states are rigid, skewed and distorted versions of customary law at the time it was developed, which often has little to do with the lives of people in whose name it has been applied. The WLSA research seeks to help unearth the violence that is often associated with customary practices and distortions of customs.

National offices of WiLDAF southern region in 1999 commemorated "16 Days of Activism Against Gender Violence," an annual event that is observed worldwide. Each country focused on one specific aspect of violence against women and children: Botswana, HIV/AIDS; Mauritius, labour laws and globalization; Swaziland, incest; Zambia, child-abuse; and Zimbabwe, Constitutional rights. Violence undermines people's rights to freedom from fear and bodily integrity and it is systemic, pervasive and overwhelmingly gender specific.

UNIFEM-SARO launched its global campaign on "A World Free of Violence Against Women" in 1998. The campaign aims to increase the visibility and awareness of violence against women, and supports initiatives and policies that contribute to the eradication of violence against women and children.

As part of the campaign, UNIFEM held a regional schools competition, to provide a platform through which children can join the debate and express their dreams and hopes for a world that is free from violence. Participating countries in the region included Botswana, Mauritius, Mozambique, Seychelles Swaziland and Zimbabwe. The competition, for students aged eight to 17 was to write a poem, essay or paint a picture showing what the theme meant to them by giving ideas on the competition's theme entitled, "A Life Free From Violence."

The negative portrayal of women in the media has necessitated two publications: *Reporting Gender in Southern Africa: A Media Guide* (1999) by WIDSAA and a manual on: *How to Report Gender Violence (2000)* from IPS.

Reporting Gender in Southern Africa: A Media Guide came out of a regional media workshop held in Lusaka, at the Zambia Institute of Mass Communication Educational Trust (ZAMCOM) in 1998, attended by senior journalists and editors from 11 of the 14 countries in SADC. The guide provides information tools on gender reporting drawn from experiences shared by journalists who have been covering gender in the region. The guide is a useful tool for journalists covering gender issues. It contains a diversity of experiences, a summary of gender policies and contacts in the region and a selected gender glossary of troublesome terms and alternatives abstracted from *A Gender and Development Glossary* by IPS. The *How to Report Gender Violence* manual, for use by both editors and journalists in stories on gender, recognizes that while the discourse on gender has increased, many media people still do not know how to integrate it into all aspects of reporting. The manual also points out that many of the training institutions have not equipped journalists with the skills necessary to integrate gender into their reporting.

Media reporting needs to present positive images of women and end sexist stereotypes, which are discriminatory, with women often being blamed for the abuse perpetrated against them.

Conclusion

There is no doubt that changes need to take place in societal attitudes towards violence against women. This situation is compounded by the fact that acts of violence against women mostly take place in private and remain unreported. Consequently, strategies need to be enhanced through the provision of effective and appropriate support services to assist victims.

In addition, emphasis must be on prevention, stopping violence before it starts, and building a consciousness that violence against women is intolerable and unacceptable. More challenging is legal reform and effective enforcement of laws against violence, and the prosecution of the perpetrators. Measures are needed to create a more user-friendly system for women victims of violence.□

Women and violence   Synopsis 4

- Disadvantaged subordinate position of women reduces protection from the violence by men. Customs and traditional practices perpetuate violence against women;
- Rape and sexual assaults are seldom reported due to social stigma, biased and cumbersome laws;
- In South Africa, a rape occurs every one and a half minutes;
- In Zimbabwe, 90 percent of women are exposed to some form of physical, sexual, economic, or psychological violence;
- One in four women is forced to have sex, one in 12 is assaulted by a dangerous weapon, one in 25 assaulted while pregnant, one in six prevented from working outside, one in four prevented from leaving the home to see friends or family, and one in six exposed to emotional abuse by husbands who have extra-marital relationships;
- Marital rape and wife-beating continues unabated, defended by custom and culture;
- Unresolved conflict plays a part in the increase of gender-based violence; rape and sexual assault are used to exert power and control;
- Women in conflict endure rape, sexual harassment, sodomy, and are deprived of proper food, education and health care. They are also prone to diseases such as cholera, TB, dysentery and HIV/AIDS; and
- There are no specific laws on gender violence, making it difficult for women to make a legal case.

6

Health Gains Eroded

The provision of quality and adequate health is one of the critical areas that many SADC countries identified for urgent attention. Angola, Botswana, Mauritius, Mozambique, Namibia, Swaziland and Zambia identified poor health as an obstacle to women's empowerment. Although these countries have made efforts to improve health for women, a great deal remains to be done.

Progress and success made in the post-independence era has been eroded by a resurgence of diseases that had almost been eradicated, as well as the emergence of new diseases. The WHO reports that tuberculosis, which had been almost eliminated in the past decades, is one of the biggest killer diseases among women in Africa. At a World TB day held in Lusaka, in March 2000, the WHO country representative said the disease was the greatest health paradox of the new millennium in Africa, claiming more than two million deaths annually, the majority being women. He attributed the resurgence of the disease to HIV/AIDS, where 30-40 percent of all people with TB in the region are also infected with HIV.

Poor economic performance of most countries in the region has also hindered full implementation of programmes and activities planned. The negative impact of poor economic performance affects women and men differently. Women constitute the majority of the poor in all countries and are more likely to be affected by poor economic performance, whose indications include increased poverty levels, poor sanitation, nutrition and social services. These factors affect the health status of an individual.

Countries have realized that a "Health For All" policy is limited since it does not take into consideration the gendered health needs of societies. Some countries now recognize women as a special group with specific health needs.

Reproductive health and contraceptives

Many countries recognize the reproductive health of women. Seychelles has maintained a sound Public Health System (PHC). Infant mortality had fallen to 8.1 deaths per 1,000 live births by 1997.

Parental health coverage stood at 100 percent. Family planning services are free and 51 percent of all women aged 15 to 49 are using modern contraception. Life expectancy of women is 73, above the 68 for men. In a bid to improve maternal health and protect the reproductive rights of women, maternity leave has been increased from 10 to 12 weeks. A high Gross Domestic Product (GDP) in this small island country also contributes to the good health services.

In Botswana a maternal and child health care programme was also initiated by the ministry of health. Resources have been set aside for these programmes and special attention has been given to the prevention of mother-to-child transmission of HIV/AIDS. Progress has been hampered by insufficient knowledge among people, resulting in inadequate participation of males in women's health issues. Botswana also acknowledges that there are no adequate monitoring and follow-up mechanisms and strategies in place in this sector.

Tanzania has a policy that seeks to benefit pregnant and nursing mothers and provide adequate reproductive health services. However, like other countries, the budget for health has continuously been eroded by HIV/AIDS and related infections, and free health service is difficult. The government plans to involve more private sector services to help with the provision of health care.

Since Beijing, Zambia has adopted a more comprehensive and integrated approach to reproductive health provision. The Ministry of Health has incorporated family planning into the reproductive health policy framework. The policy provides support and guidelines in reproductive health programmes at all levels in planning and implementing the family component. The policy document acknowledges the cardinal role that men must play in family planning programmes and activities.

The ministry has also introduced training programmes in counselling and interpersonal communication for health workers. Information, education and communication materials for clients have been developed in collaboration with the subcommittee of the inter-agency technical committee on population, which is responsible for

awareness creation, on population and related issues. Peer and parent education programmes on adolescent reproductive health have also been carried out by some national NGOs, with assistance from UNFPA.

Similarly, programmes and projects have been initiated in Namibia, which focus on males, with a view to sensitize them on gender issues and encourage them to change their behaviour regarding sex and sexuality. The aim is to increase communication between women and men on issues concerning reproductive health and family relations. Partnerships have been formed among the ministry of health and various clubs and social groups such as the police, the defence forces, soccer clubs and church groups, supported by UNFPA.

Health access policies in Zimbabwe have been reviewed within the context of a gendered approach, as recommended in the health strategy document for 1997-2007. The government reports that maternal health, child health and family planning will fall under Reproductive Health Services, which cover the health needs of both women and men. This is hoped to reduce morbidity and mortality by ensuring the availability of comprehensive, effective and quality reproductive health services to all Zimbabweans. Widening the base for health care provision and financing will play an important role in future health policies in Zimbabwe.

Zimbabwe is also implementing the Expanded Programme of Immunizsation (EPI) against the six childhood killer diseases and tetanus immunization for pregnant women. Consequently, there has been a marked reduction in these diseases.

In Mozambique, reproductive health is co-ordinated in the office for family health care services. The country is currently expanding its maternity network to communities, through providing facilities for development programmes for pregnancy control and pre- and post-natal vaccinations. All children below five are vaccinated free of charge and surgery is also free.

Despite the prevalence of contraception in countries like Zimbabwe, in other nations family planning and reproductive education still remain a dream. Fertility is still very high in Zambia against a low contraceptive use and inadequate fertility regulation services. The Zambian government reports that teenage fertility is one of the major challenges, as in Botswana. Over 10 percent of births in Zambia are in the 15 to 19 age group, and the Contraceptive Prevalence Rate (CPR) for all methods was reported to be only 19 percent, resulting in high demands for the limited safe motherhood facilities. Other contributory factors include lack of integration of family planning services, weak family planning information, education and communication and lack of sufficient responsiveness to adolescent reproductive health needs.

In Mozambique, it is estimated that 15 percent of all children are born from mothers below 20, in a country where the average age at which girls become sexually active is 16. Twenty-three percent of the country's population are women in the reproductive age and are the target of reproductive health programmes. Lack of resources, general poor health care services and cultural attitudes have hampered implementation of reproductive health.

Women go for permanent surgical contraception   Box 11

Chitungwiza women, who feel they have had enough children, are visiting the Population Services Zimbabwe (PSI) clinic in the city to have permanent surgical contraception. PSI clinic manager Edward Mateku told the *People's Voice* at their stand at the Harare Exhibition Park that on nearly a daily basis the clinic attends to women needing tubal ligation, (the name given to the operation). The women, said Mateku, are opting for tubal ligation because it relieves them of pressure and the risk of pregnancy after one has decided that she no longer wants to have more children. Mateku said whilst the women's response was overwhelmingly good, that of men was disappointingly low. The operations are being done free of charge for now. Mateku attributed the poor show of interest in men to cultural entrenchments which view vasectomy as taboo and an encroachment on one's masculinity. To address this issue, PSI will soon embark on a countrywide male motivation campaign in support of male sterilization.

SOURCE: *The People's Voice*, Harare, 3 September 2000.

Safe motherhood

Safe motherhood is a term used to refer to a women's ability to have a safe and healthy pregnancy and child-birth and most countries in the region have initiated those programmes on safe motherhood. Pre-natal care and delivery care are indicators.

Zimbabwe has initiated programmes on safe motherhood and mother and child healthcare, specifically designed for women's reproductive health. The government has introduced exemption policies, on maternity fees. However, the poor economy has made implementation of these policies limited.

Swaziland initiated a safe motherhood programme and a rural health motivation campaign. The programme seeks to improve delivery care facilities for mothers. However, lack of resources has hampered its successful implementation.

Nutrition

Attaining health for all means not only improving the accessibility of health services but also the quality of life. Nutritional status is a critical measure of health. Poor nutritional status of women is recognized as one of the major causes of maternal mortality. Yet indicators around the region show that much needs to be done in this area.

Botswana recognizes that the prevalence of poverty and lack of economic empowerment among women frustrates their efforts to protect and promote their health status and that of their children.

In Angola, gender-sensitive policies on nutrition promote the nutritional status of women and children. The policies focus on the availability of food and essential food supplements particularly iodine and vitamins.

Sexually Transmitted Diseases and HIV/AIDS

Initiatives to address STD, TB and HIV/AIDS include countries undertaking measures to control these communicable diseases within the primary health care context. Most countries have established national AIDS and STD control programmes and formulated policies to deal with HIV/AIDS.

They have concentrated on promoting health education, condom-use on and monitoring the trends of the epidemic. They counsel the dying and their relatives, although screening, testing and treatment are yet to be stressed. Screening and promoting safe blood transfusion is also undertaken.

Gender-sensitive initiatives addressing STDs/ and HIV/AIDS also target schoolboys and girls focusing on safe sex and the use of condoms. In Zambia, traditional initiators work with gender-in-development staff to develop curricula for girls' initiation ceremonies, taking into account the national heritage of cultural and traditional norms and values to sensitize communities.

Water and sanitation

Although most urban areas in the region report around 80 percent access to safe drinking water and sanitation, the situation has not improved in the rural areas where only 64 percent of the rural population have access to safe drinking water. In Zimbabwe, this is largely due to the Integrated Rural Water Supply and Sanitation Programme implemented over the last 15 years by government and NGOs. In Angola, Zambia and Tanzania the ration of people with access to safe water in the rural areas is below 30 percent.

Recent floods that hit some countries have posed challenges to the delivery of health care. Botswana, Mozambique, South Africa and Zimbabwe suffered from torrential rains and floods which left thousands homeless and destitute, without safe drinking water and sanitation; health care facilities and food. Malaria, cholera, diarrhoea and dysentery outbreaks were reported in some of the affected regions. Women are disproportionately affected since they are the caregivers of the sick, the elderly and children.

According to the WHO assessment in Mozambique, the country worst affected by the floods, at least 220,000 were left destitute, and among these, at least 44,000 are children under five and a 11,220 pregnant women.

Internal conflict in Angola has also contributed to the poor health status of people living in the country and those who have been displaced and are refugees in neighbouring countries. Refugees often live in camps that have inadequate water and sanitation facilities, exposing them to communicable diseases such as cholera and diarrhoea.

The 1997 UNDP report quoted by Angola to the sixth African Regional Conference on Women held in 1999, states that around 50 percent of the population lives in urban and peri-urban areas, in poor housing and inadequate health conditions.

The report further notes that an estimated 1.2 million people live as displaced people in the interior of the country, and that there are around 300,000 people living as refugees in neighbouring countries. Around 80 percent of refugees and displaced people are women and children.

Rural-Urban Divide

The rural-urban divide, which is typical of most countries in the region, affects access to health care services. Rural households are markedly disadvantaged in access to health services, due to various factors such as insufficient financing, limited health information dissemination, inadequate health services, economic decline, user fees and inadequate information on public assistance schemes, where these exist.

Most health centres in rural areas do not have adequate facilities and consequently, for women living in these areas, maternal care is often given by relatives and traditional birth attendants. In order to improve their quality of service, the Zambian government conducts training programmes for traditional attendants and community health workers on safe motherhood practices.

Namibia has adopted a community-based health care approach which seeks to increase knowledge levels and encourage attitude changes to prevent diseases, and empower individuals and communities to be responsible for their own health. Promotion is through community health committees of traditional birth attendants, traditional healers and community health agents.

Use of traditional medicine is a common practice for people in rural areas. With economic decline and the introduction of medical fees, people's reliance on traditional medicine has generally increased, particularly by women in both urban and rural areas. The use of this alternative health service, which in the past was largely secretive, is now receiving recognition by governments in the region. In order to fully exploit the potential of traditional medicine, governments are instituting policies to increase co-operation between mainstream and alternative medicine.

Aging

The quality of life of older people in the region poses a serious challenge to governments. Social welfare and health care policies and programmes for the elderly remains largely underdeveloped.

Traditionally the care of the elderly was the social responsibility of the entire extended family. This safety net has eroded over the years due to increase in poverty among families and the HIV/AIDS pandemic, which affected productive age groups, leaving older people to take care of the ever-increasing numbers of orphans.

As in the rest of the world, most SADC countries, women have a higher life expectancy than men. While the majority of the aged are women, social security programmes, where they exist, fail to take into account the unique needs of elderly women. This situation presents serious threats to the welfare of older women.

Partnerships in health

In most countries governments are working in partnership with NGOs in the provision of health services. In Seychelles, the government, WHO and the NGO coalition have formed a tripartite partnership, which has contributed to the country having the best health services in SADC. In family planning and contraception, the Alliance of Solidarity for the Family (ASFF) has helped the ministry of health with the purchase of contraceptives. The country is a good example of how concerted efforts and a multi-sectoral approach to health brings success.

Following Botswana's adoption of the Primary Health Care policy, there has been increased collaboration involving the ministry of health and women's NGOs. Workshops have been conducted on health including occupational health.

The YWCA in Botswana complemented these efforts through the "Widening Choices for Youth" project, which adopted a proactive peer approach to counselling by teens (PACT). Under this programme, young people taught each other about sexuality, prevention of STDs, STIs and HIV/AIDS and related health issues. Unfortunately, the programme has ceased due to lack of funding.

In Swaziland, a number of NGOs have also been active in the area of reproductive health to complement the government's efforts. Most NGOs are involved in counselling, information and education on family planning, contraception and STDs including HIV/AIDS. The UNFPA country office has supported the involvement of men on steering committees and task forces, since most people involved in the management and delivery of rural health services are women.

Regional efforts

Despite these hurdles and hardships, the region has been trying to institute changes. Mozambique, Namibia and Zambia have received technical support in the form of consultations and activities from the WHO regional office for Africa to formulate health policies and develop strategic health plans. These activities include training of trainers workshops, institutional support for the establishment and strengthening of research units within the ministries of health. In Tanzania, the Women Legal Aid Centre (WLAC) and the Tanzania Media Women's Association (TAMWA) have conducted research and surveys to ascertain people's knowledge of reproductive health as part of a programme called "Reproductive Health, Empowerment and Population Policy." The programme was initiated in 1997 and is supported by the Society for International Development (SID) of Italy.

There has been a general movement away from leaving the provision of health as the sole prerogative of the government to an approach which involves NGOs, the private sector and international organizations, with government as the coordinator. A report by the WHO regional director for Africa, on health sector reforms in the sub-region, indicated that governments should assume a leadership role in developing and implementing health sector reform programmes. This will confine the role of the donor community and the private sector to the provision of support, rather than leading the process. Donors should work within the framework of the strategic plan defined by the country to support the country's reform efforts. The Zimbabwean government has acknowledged the role of NGOs in its National Platform for Action 2000-2005 document.

At the regional level, SADC Ministers of Health, together with other African ministers participated and endorsed the WHO regional office proposed strategic plan for the acceleration of the implementation of the Integrated Management of Childhood Illness (IMCI) for the period 2000-2005. The strategy is aimed at strengthening capacity at the community, district, national and

regional levels for improved quality of care, strengthening health systems and promoting sustainable IMCI, implementation by introducing it into the curricula of medical and paramedical institutions.

Conclusion

The health situation in the region calls for all countries to review their health policies in light of challenges such as HIV/AIDS and general reductions in social expenditure, especially health. Where the provision of health care has been the sole responsibility of government, there is a need to explore the possibilities of sharing responsibility with the private sector and NGOs, since it is becoming apparent that governments cannot cope on their own.

The general introduction, in some countries, of specific programmes on safe motherhood, maternal and child health care, family planning and reproductive health care, issues that affect women and men disproportionately, is highly commended.Governments need to keep in focus the spiralling effects of the HIV/AIDS pandemic on the delivery of health care in their respective countries and include strategies for intervention when reviewing their health policies. □

Women and health   Synopsis 5

- Average infant mortality rate at 95 per 1,000 in 1997;
- Inadequate food for women causing physically stunted and malnourished babies;
- Stringent application of SAPs has reduced health and social services and increased child mortality;
- Shifts in primary health care from government to communities and mothers, over burdens women as health carers;
- Countries striving to provide health services, but appropriate and quality services remain out of reach for majority;
- In Malawi, 49 percent of all children under five are severely stunted; and
- In Namibia, widespread malnutrition of children as a result of poor nutritional status of mothers, lack of basic nutrients, Government introduced iodine supplement programme in most affected areas.

7

Facing the Challenges of HIV/AIDS

Although HIV/AIDS is not among the specific global critical areas in the BPFA, the mid-term review and the outcomes document identifies it as one of the critical issues, wiping out most of the post-colonial gains on public health and economic development. The pandemic has taken centre stage, and cuts across all the critical areas that southern Africa governments need to deal with.

The prevalence of HIV/AIDS in southern Africa has caused unprecedented problems, resulting in ripple effects on the socio-economic, political and human development of nations. The World Bank has estimated that where adult prevalence rates exceed 10 percent, the HIV/AIDS pandemic could reduce total national income by more than one-third. Eight SADC member states have average rates above 10 percent among the adult population, and the regional rate averages 12 percent. The disease has become such a threat to the future development of the region that some governments have declared the pandemic a national disaster, and called for concerted efforts to fight against it.

National indicators

Indicators of rates and prevalence of infection paint a gloomy picture in the region. Adult HIV prevalence in Zimbabwe averages 25 percent and recent reports have indicated that nearly one in every four Zimbabweans is HIV positive or suffering from full-blown AIDS. These rates range from 15 percent to 32 percent, lower in the rural areas than in the urban areas. According to statistics from the ministry of health, AIDS deaths are expected to rise from 127,000 in 1997, to over 2.1 million in 2008. Maternal mortality rates have more than doubled since 1988 due to the pandemic, and it is estimated that the figures will continue to rise.

The ministry of health reports a high prevalence of STDs and other HIV-related diseases also among Zimbabwean youths. Fourteen percent among Zimbabwean youths within the 15-19 year age group and 19 percent of those in the 20-24 year age group have had an STD.

The situation is similar in other countries. Malawians in the 14-59 age group are most affected. Infection rates are higher in the urban areas, (26 percent) than in the rural areas (12 percent), although absolute figures of HIV positive people are higher in the rural areas where the majority of the people live.

In response to this, Malawi launched an anti-AIDS plan in 1999, which identifies specific programmes and activities that are meant to curb the spread of the virus and the disease, and launched a National HIV Strategic Framework plan 2000-2004, which recognises HIV/AIDS as a critical issue of concern which needs urgent action.

Western donors attending a conference in March 2000 pledged to give assistance to the tune of US$109 million to support programmes on HIV/AIDS in the country.

Report on Southern Africa HIV/AIDS Epidemic – June 2000

Table 4

Country	Adults living with HIV/AIDS (14 - 49 yr)	Adult rate (%)	Women living with HIV/AIDS (15 - 49 yr)	Children living with HIV/AIDS (0 - 14 yr)	Orphans cumulative	AIDS deaths 1999 (adult & children)	Population (thousands)
Angola	150 000	2.78	82 000	7 900	98 000	15 000	12 497
Botswana	280 000	35.8	150 000	10 000	66 000	24 000	1 592
DRC	1 100 000	5.07	600 000	53 000	680 000	95 000	50 407
Lesotho	240 000	23.57	130 000	8 200	35 000	16 000	2 108
Malawi	760 000	15.96	420 000	40 000	390 000	70 000	10 674
Mozambique	1 100 00	13.22	630 000	52 000	310 000	98 000	19 222
Namibia	150 000	19.54	85 000	6 600	67 000	18 000	1 689
South Africa	4 100 000	19.94	2 300 000	95 000	420 000	250 000	39 796
Swaziland	120 000	25.25	67 000	3 800	12 000	7 100	981
Tanzania	1 200 000	8.09	670 000	59 000	1 100 000	140 000	32 799
Zambia	830 000	19.95	450 000	40 000	650 000	99 000	8 974
Zimbabwe	1 400 000	25.06	800 000	56 000	900 000	160 000	11 509

SOURCE: Report on the Global HIV/AIDS Epidemic, June 2000, UNAIDS

Gender dimensions of the pandemic

The pandemic has affected women and men differently, because of their gender- differentiated roles in society. Women's reproductive role, sexuality, social and economic dependence, physical and physiological make-up put them at greater risk of contracting the infection and the disease. Women and girls in most societies are expected to be submissive in their sexual and reproductive behaviour, and never to refuse their husbands' demands, no matter how unsafe.

Young girls are at greater risk since they have inadequate knowledge about how to protect themselves. In Botswana, young females remain vulnerable to STIs, including HIV/AIDS. The Botswana AIDS Co-ordinating Agency reports that the message about the use of condoms has not impacted upon most young people in Botswana.

Home-based care programmes which have been adopted in most countries increase women's work-loads, since they provide the care. In some cases women's productivity has been affected as they have had to leave their jobs and other activities to care for the sick.

Indicators and interventions

Various indicators are discernable at the regional level, measuring the impact and progress made in addressing the problem. These include HIV/AIDS policies, the number of organizations involved in the prevention and control of HIV/AIDS and STIs, the quality and quantity of information and related education programmes on the issue. Openness in discussing the issue, development and availability of facilities such as clinics, hospitals, homes, home-based care programmes, and health centres, the rates of new HIV/AIDS infections, birth rates, mortality rates, are other indicators.

Governments, NGOs and the private sector have redirected their efforts and resources to fighting the epidemic. Efforts have ranged from provision of information on prevention and care, coping mechanisms, counselling services for both the infected and the affected, to material needs such as gloves, food and medication. In Zambia, AIDS focal points have been appointed in all government ministries to educate the public on the implications of AIDS, and advocate for behavioural change. In schools, the approach has been through Family Life Education, targeting boys and girls on the dangers of the disease and other related reproductive health issues.

The government has worked closely with NGOs. Concerted efforts among the ministry of health, the Zambia Information Services (ZIS) and NGOs launched a campaign which targets all nine provinces. There were almost 1,900 youth clubs involved in HIV/AIDS prevention activities by 1995. A national AIDS, STD, TB and leprosy programme has been put in place and developed a strategic plan to reduce HIV/AIDS transmission and the socio-economic impact, and mobilize resources for the implementation of programmes and activities.

The Botswana President declared AIDS "a tragedy and a national crisis that is threatening the Tswana people with extinction", in an interview with Reuter News Agency. The ministry of health initiated a safe motherhood programme, which incorporates maternal and child health care, and home-based care. The government has set aside resources to implement a prevention of mother-to-child transmission programme.

In collaboration with UNDP, UNFPA and UNAIDS, the Botswana government has established and supported a network of people living with HIV/AIDS. The ministry of health has been strengthened to manage the multi-sectoral medium term plan (II), and the National AIDS Policy, which outline possible prevention activities that can be developed. The programme has also developed the capacity to integrate HIV/AIDS in the work of labour and home affairs, finance and development planning, agriculture ministries and the directorate of public service management and support.

Church organizations have played a visible and aggressive role in advocacy in Botswana. The Lutheran Church has established counselling and support centres, through the help of the Botswana Christian AIDS Intervention Programme, a national body which co-ordinates all HIV/AIDS initiatives by the Christian community.

The success of these programmes has been constrained by cultural barriers, negative attitudes and insufficient knowledge. A committee of government officials and NGO representatives has been set up to draw possible strategies to combat the pandemic, and the Botswana President is a member.

Although the HIV/AIDS policy in Botswana recognizes the need to empower women economically, as a strategy to reduce their vulnerability to infection, little attention is given to the mechanisms and resources available to achieve this. The strategy remains on paper and has not been implemented. There is need to emphasize implemen-

tation for there to be a marked decrease in infection rates in the country.

As of 1996, STDs and HIV emerged as serious problems in Swaziland, especially among the 15-19 age group, with more females (28 percent) than males (11 percent) being affected. The government has put in place an HIV/AIDS policy, to help guide interventions and activities. The Swaziland National AIDS Programme (SNAP) has been working closely with the WHO and other NGOs in surveillance, clinical care, counselling, technical support, information, education and communication services. The Swaziland national association of local authorities launched an alliance of municipal leaders, as part of local government initiative to fight the pandemic. These efforts have been hampered by understaffing and centralization of the programme.

Zimbabwe also launched an HIV/AIDS Policy in 1999. A section of the policy document focuses on gender and acknowledges that gender

roles and relationships expose females to HIV/AIDS and other STIs. The policy proposes a review of cultural and traditional practices that put women at risk. The document acknowledges that women and men need to understand and respect their own and each other's sexuality, and that all programmes should be gender-sensitive.

Zimbabwe proposes that research should be reinforced and co-ordinated within the framework of the Zimbabwe Research Council and the National AIDS Council.

In an effort to mobilize resources for the infected and affected, the government introduced an AIDS levy, payable by all taxable. The revenue collected is expected to purchase drugs and other services for people living with the disease and those affected, including AIDS orphans and caregivers. This levy will benefit women, since

| Mozambique's strategic plan for STDs/HIV/AIDS (2000-2002) | Box 14 |

The Mozambican President approved the New National Strategic Plan for STDs/HIV/AIDS in September 1999. He chaired the closing session of the National Consensus Seminar on the strategic plan held in Maputo, which marked the end of six months of data collection, discussions, seminars and conferences, involving hundreds of people who are involved in HIV/AIDS work.

A dominant aspect of this Plan is the proposed multi-sectoral approach, in which essential services will be integrated into the main national socio-economic development projects such as the "Action Plan for the Reduction of Poverty" and the "Food and Nutritional Security Strategy". Ministries will be responsible for contributing to the prevention of HIV/AIDS in the population or groups of beneficiaries they cover. In practice, each ministry will be responsible for a vulnerable group:

- young people in schools: ministry of education;
- out of school youth: ministry of youth;
- orphans and vulnerable women: ministry of women and social action;
- people with STDs and HIV/AIDS: ministry of health; and
- highly mobile adults: ministries of transport, labour, internal affairs, and defence.

The responsibility for the co-ordination and management of the fight against HIV/AIDS at the central level will be shifted from health to the Presidency.

Designed for 2000-2002, this plan envisages a US$40 million budget, of which only $5 million is aimed at impact reduction. Funding will be made available, given the top priority now being given to the fight against AIDS on the part of the international community.

SOURCE: Adapted from *SAfAIDS News*, Vol.8 No.1, March 2000.

they constitute the majority of those infected and affected.

In terms of education and training, Zimbabwe has held training workshops for its HIV/AIDS focal persons from various ministries and institutions, which were co-ordinated by the National AIDS Co-ordination Programme (NACP), to sensitize various ministries on the gendered dimension of HIV/AIDS and the implications.

Zimbabwe has also launched a five-year reproductive health and advocacy programme, the "Zimbabwe Country Programme Framework", which is funded by the UNDAF and co-ordinated by the ministry of health. The programme is to introduce reproductive health education, as well as family planning, abortion, human sexuality, HIV/AIDS and STD prevention and counselling in secondary schools. Although the pro-

gramme currently targets the eight most disadvantaged districts in the country, there are plans to make it a national initiative.

NGOs also play an important role in Zimbabwe, especially in information, education and services provision. A number of NGOs and mission hospitals have developed community-based programmes that have helped people to be cared for at home. Similar initiatives have also been started in Namibia, where a local NGO has been working with UNIFEM in initiating and running home-based care programmes in some provinces.

In Namibia, several NGOs and private companies have increased their counselling services and public education campaigns. These include AIDSCare Trust, Puppets Against AIDS in Namibia (PAAN), UNFPA and UNICEF. The ministry of health, with assistance from UNAIDS, engaged in the training of counsellors.

The ministry has since 1999, marked the National Condom Use Day, an initiative aimed at raising awareness and promoting the use of condoms.

Information campaigns: disseminating information on HIV/AIDS

Information and education programmes abound, although impact is relatively low. Socio-economic factors such as widespread poverty are making it difficult to impact behavioural change.

Governments and NGOs have been channelling resources and efforts towards information production and dissemination, but despite these efforts, the infection rates are rising. The unavailability and high cost of anti-retroviral drugs for HIV also limit the success of these efforts.

At regional level, SAfAIDS and SANASO have been collecting and disseminating information. Through their information support programme, run in collaboration with Healthlink, SANASO has organized regional workshops, seminars, information campaigns on HIV/AIDS, highlighting best and worst practices.

South Africa is among the countries in the region where information is prevalent, both in print and electronically. Many information networks have been established on the Internet; documents and other information sources are circulated and exchanged.

Mauritius has focused its campaigns on youth, with the hope of guaranteeing the safety of future generations. The ministry of health is spearheading the campaign against HIV/AIDS together with the ministry of youth and that of women, family welfare and child development.

SADC HIV/AIDS strategic framework and programme of action 2000-2004   Box 15

Vision: "A SADC society with reduced HIV/AIDS"

Goal: To decrease the number of HIV/AIDS infected and affected individuals and families in the SADC region so that HIV/AIDS is no longer a threat to public health and to the socio-economic development of member states.

Objectives:

a) to reduce and prevent the incidence of HIV/AIDS and STDS infection amongst the most vulnerable groups such as the youth, women, and children;

b) to promote appropriate moral values such as abstinence, faithfulness, openness, and caring within the SADC region in the fight against HIV/AIDS;

c) to promote family and community involvement and participation in HIV/AIDS prevention and control as well as care for the infected and affected persons;

d) to ensure the quality, availability, accessibility and affordability of both male and female condoms within the region;

e) to promote male and female condom use among the sexually active population;

f) to review and develop policies and legislation aimed at prevention and control of HIV/AIDS transmission;

g) to eliminate the stigma attached to HIV/AIDS; and

h) to develop regional information, education and communication strategies and materials that could be adapted by each member state.

SOURCE: SADC Secretariat, 2000.

Need for a regional approach

The trans-border nature of HIV/AIDS calls for SADC to work to find a solution as a region. The SADC health ministers set up a multi-sectoral task force in April 1999, to analyze the effects of the pandemic on development, and come up with a programme of action. A meeting on HIV/AIDS was organized by the health sector co-ordinating unit in December 1999, and produced a first draft of the SADC Strategic Framework and Programme of Action on HIV/AIDS for 2000-2004.

A subsequent meeting of the task force in February 2000, to which the SADC Gender Department was represented, saw the SADC HIV/AIDS Plan engendered. A proposal was made for the unit to be permanently represented on the task force. The plan was presented to the SADC Council of Ministers in Namibia in August 2000 for approval.

Conclusion

National policies on HIV/AIDS need to be sensitive to the fact that the youth are the hope for all nations and need to be protected from contracting the virus.

School curricula and related programmes that include HIV/AIDS education need to be supported and promoted throughout the region. This should be coupled with gender- responsive legal reforms and education of communities on legal rights through civic education programmes. This is important for the perpetuation of an informed and protected people and in turn reduce the risks of contracting the virus and disease.

Because health centres and hospitals in most countries are not coping with the ever increasing demand for services, governments are trying to strengthen the family institution, to promote community-based care of patients, thereby increasing women's risk of infection and also their workload. All development efforts, including those on HIV/AIDS, should focus on poverty alleviation as a key strategy, since it is an underlying factor and a development issue. Central to this, is the need to focus on increasing the number of economic choices available to women and girls, to discourage them from engaging in risky sexual relationships. Women should be empowered to be in charge of their sexuality and reproductive rights. Resources and facilities such as the female condoms need to be made more available to broaden choices for protection.

More important, governments should fulfil the commitment they made in 1997 through the SADC Declaration on Gender and Development, to ensure the provision of adequate and appropriate health facilities for women. There is need for continued political commitment at the highest levels to address the issues of HIV/AIDS. Statements by Heads of state on their commitment to addressing the problem will motivate others to take action.

In addition, monitoring mechanisms have to be put in place to ensure that the programmes and policies that are already in place are effectively implemented in all SADC countries. □

Women and HIV/AIDS
<div align="right">Synopsis 6</div>

- Seventy percent of the total global infected population lives in sub-Saharan Africa. Most will die in 10 years; 13.7 million Africans have already died from the pandemic;
- In Namibia, 303,830, (48 percent) of women have contracted HIV;
- In Tanzania, between 800,000 and a million people are suffering from AIDS;
- Women infected with HIV are at peak age, between 20 and 24, while men are at 25 and 35. Women are more vulnerable when younger, and there is greater efficiency of male-to-female HIV transmission through sex;
- Incidence of teenage pregnancies contribute to high fertility rates and spread of HIV. Over 90 percent of children born to HIV-infected mothers are infected through birth or breast milk; and
- 12 to 13 African women are infected every year for every 10 African men.

8 Gender Equality in Education

Education is regarded as an important intervention towards gender equity and equality globally. It equips individuals with skills for understanding and interpreting the world around them and to effectively participate in efforts towards positive change for themselves as individuals and also for society as a whole. Education is also regarded as a fundamental and universal human right. Its role in the empowerment of women is critical.

The important role of education has been recognized globally, in the BPFA, as important in uplifting the status of women. SADC member states further reiterated this and committed themselves to "enhancing access to quality education by women and men, and removing gender stereotyping in the curriculum, career choices and professions," in the Declaration on Gender and Development. A number of member states also adopted the OAU's declaration for the 1997-2006 Decade of Education. The declaration approved a programme of action to:

• improve access to primary education for all and reduce gender gaps and urban-rural discrepancies;

• emphasize the quality and relevance of education and vocational training; and

• guarantee a highly efficient staff through capacity-building.

According to the SADC Human Development Report (1999), all countries in the region recognize the importance of education in improving the living conditions of the population. In the past three years, a number of countries have adopted several international conventions on educational development and are now emphasizing universal basic education, strengthening technical post-secondary training and university education. Countries that are undergoing major educational reforms include Botswana, South Africa and Zimbabwe.

Formal education and enrolment

Generally, there is gender parity in enrolment in formal education at primary school levels. However, more girls than boys drop out of school as they go up the education ladder.

In Botswana, as in other countries, men dominate at senior secondary and most higher education levels. In vocational training institutions, the majority of students are male. There is an even wider gap in science and technology because women are usually relegated to the arts and social sciences, which impacts negatively on their employment opportunities.

Angola's gender disparities in enrolment are of great concern. At primary school level, only 17.6 percent of the total enrolment is girls. The ratios become even less in higher levels of education. The ongoing civil war has seen the education budget dwindling and affecting the quality and provision of education to both boys and girls.

In 1995, Mozambique had 44 percent girls enrolled at primary level, 28 percent at secondary and 25 percent at tertiary. The regional enrolment average at primary school level, for the first three years, was 52 percent in 1995. Mozambique aimed to have 86 percent of its school age children in school by 2000.

The low enrolment levels are partly caused by inadequate facilities, especially in rural areas, where schools are dilapidated, classes overcrowded and there is a serious shortage of teachers compared to the cities. Females are required to concentrate on domestic work and raising children.

Many of the impressive gains made by Tanzania in the 1980s have been reversed or failed to cope with the population growth. More than two million children are presently out of school. Those who manage to gain access receive low quality education, characterized by overcrowded classrooms, poor teaching, lack of books and deteriorating infrastructure. It is estimated that there is only one book for every 30 children in rural Tanzania. The typical Tanzanian student has little opportunity to be creative or think critically in order to develop new skills and grow up to be an active and engaged citizen

South Africa has a disproportionate student teacher ratio. More than half the students who wrote school leaving exams for 1999 failed. The scenario is the same in Tanzania and Zimbabwe, where an increase in the number of school-children has compromised the quality of education.

Enrolment patterns tend to be both gender and race specific in South Africa. Some 35 percent of all children enrolled in primary school do not reach grade five. In 1996, some 24 percent of black pupils received no education and at present, 70 percent of children with special needs do not attend school.

A few countries are exceptional in their enrolment patterns. Seychelles has made a great achievement in gender equity in the enrolment of boys and girls at both primary and secondary level, with a 100 percent enrolment rate. This is largely due to legislation that ensures free and compulsory education for the first 10 years.

The general low rates of girls' enrolments in the region have been attributed to a number a factors, including cultural, economic and attitudinal. Deep-rooted cultural values that regard girls and women as of less importance than boys contribute to girls not attending school. The distance and physical isolation of school facilities especially in the rural parts of the region has forced girls to stay at home.

The high cost of tuition, uniforms, books and levies have also perpetuated the low enrolment by girls. Parents are often faced with a choice to send one child to school and usually it is the girl who is disadvantaged. Some countries in the region have established school canteens or feeding programmes in an effort to solve the problem of multiple trips home. The ministry of education in Zimbabwe provides donor-funded scholarships that are reserved for disadvantaged children of farm labourers and are disbursed in favour of girls.

The ministry has also introduced a counselling program within each school that targets female students, providing career, educational guidance and information on sexual health, including HIV/AIDS.

School enrolment ratios in the region by gender — Table 5

Country	Primary School enrolment ratio 1995-99 (gross)		Secondary School enrolment ratio 1995-97 (gross)		AIDS education included in school curriculum by 1993
	Female	Male	Female	Male	
Angola	88	95	-	-	No
Botswana	118	119	68	61	Yes
Lesotho	92	96	36	25	Yes
Malawi	128	142	21	21	Yes
Mauritius	106	105	66	63	No
Mozambique	65	86	5	9	No
Namibia	126	126	66	56	No
Seychelles	101	101	-	-	-
Swaziland	112	119	54	55	Yes
South Africa	98	86	91	76	-
Tanzania	76	77	5	6	No
Zambia	100	102	21	34	Yes
Zimbabwe	105	111	44	52	Yes

SOURCE: *2001 State of the World's Children*, UNICEF
AIDS education data sourced from *The World's Youth* 1996, Population Reference Bureau, Washington DC, USA

In Zimbabwe, teacher training colleges have increased from four to 15 with enrolments up to 17,000. State technical colleges have increased from two in 1980 with enrolments of about 2,000, to eight with enrolments of over 20,000. Three hundred private colleges have been registered, with an enrolment of over 100,000. The enrolment of female students in these colleges has risen, through the implementation of affirmative action policies leading to more than 50 percent of student teachers being female.

Literacy levels

Previously, women in the region were presumed to have both little interest in education nor the intelligence to have career aspirations. These myths have resulted in women not having equal access to education and literacy. The SADC countries have achieved better levels of literacy over the past decade. By 1995, 10 SADC states had a literacy rate above 70 percent. The 1999 Human Development Report indicates that there are however, still more illiterate females than males in the region.

Illiteracy is one of the major problems experienced by women in Angola, Namibia and the DRC. In Malawi, the adult literacy rate for women is 52 percent. Tanzania's illiteracy levels were at 3.2 percent in 1986. In 1998, the figure had risen to 23 percent, due to an increase in the numbers of girls dropping out of school. UNESCO believes there is under-reporting and the figures could be higher.

Generally, literacy rates are higher for men than for women in the region, except for Botswana, Lesotho, and South Africa. In South Africa, where there are minimal gender gaps in education, men and women have literacy rates of 81.9 percent and 81.7 percent respectively. However, the government has not yet fulfilled its promise of quality education for all. South African NGOs say it will take more commitment from government to be able to deal with the backlog of providing functional school buildings, books as well as teachers.

Ten years after the global pledge for quality education, schooling in South Africa is still a challenge. The number of students is declining and so are matriculation results. The pass rate for

Secondary school enrolment by gender - Seychelles Table 6

Age	S1		S2		S 3		S 4		S 5		Sub total		G. Total
31.12.99	M	F	M	F	M	F	M	F	M	F	M	F	
12	352	362	4	4	-	-	-	-	-	-	356	366	722
13	402	409	372	338	1	2	-	-	-	-	775	749	1524
14	12	7	415	397	363	355	2	1	-	-	792	760	1552
15	-	-	27	21	439	491	275	324	-	-	741	836	1577
16	-	-	-	-	8	8	505	469	161	163	674	640	1314
17	-	-	-	-	-	-	5	6	410	410	415	416	831
18	-	-	-	-	-	-	2	1	5	7	7	8	15
19	-	-	-	-	-	-	-	-	1	1	1	1	2
Sub total	766	778	818	760	811	856	789	801	577	581	3761	3776	7537
G. Total	1544		1678		1667		1590		1158		7537		

SOURCE: Education Statistics 1999 - Ministry of Education

Dropout rates by grade and gender 1992-1997, Zimbabwe — Table 7

Year	Grade 1		Grade 2		Grade 3		Grade 4		Grade 5		Grade 6	
	M	F	M	F	M	F	M	F	M	F	M	F
1992	10.3	11	3.5	4.2	3.7	3.3	2.8	3.1	0.4 / 1.1		7.1	2.3
1993	14 / 14.3		6.7	5.8	6.3	5.6	5.3	6.2	3.7 / 5.0		3.2	6.3
1994	8.5 / 8.9		2	0.5	0.8	0.3	1.2	1.1	4.2	4	2.4	1.6
1995	11.5 / 12.3		4.9	4.6	4.3	3.8	3.1	1.7	1	0.2	2.5	3.4
1996	12.2 / 12.6		5.2	3.3	4.8	3.5	3.4	2.6	0.6 / 1.4		5.5	4.6
1997	12.1 / 13.2		4.4	3.3	3.4	3.7	1.9	2.5	0.2 / 1.1		5.9	8.7

SOURCE: Ministry of Education and Culture (Unpublished data)
Zimbabwe Human Development Report 1999.

1998 was 49.3 percent, but it dropped to 48.9 percent in 1999.

Dropout rates

One challenge that faces regional countries is the rate at which children, girls, are dropping out of school, especially at the lower levels. General economic decline in most countries and reduced social expenditure has forced many children out of school. While Zimbabwe used to have the highest literacy rates in Africa, the school dropout rates have increased and 27 percent dropped out between 1993-1999. At primary school level, 21 percent dropped out and at secondary school, 500,000 students were expected to dropout in 2000 due to lack of fees and government support. Government had been supporting disadvantaged students through the Social Dimensions Fund, but suspended the facility in 1998, due to lack of funds. These developments have greatly affected rural and female students. Only 70 percent of Grade 7 graduates proceeded to form one. Less than 10 percent of those who completed ordinary level (O level) enrolled for lower sixth, according to the Zimbabwe Human Development Report 1999.

Factors affecting girls' educational achievement — Box 16

According to Forum for African Women Educationalists (FAWE), the main factors that affect the achievement of girls in school are:

- persistent apprehension, fears, myths and ambivalence on the part of parents, teachers, children and society towards female education, its cost effectiveness and the value of keeping girls in school;
- poor quality of the teaching and learning environment, particularly in rural areas, under which the majority of the children in the region are expected to gain an education, but from which most children, particularly girls, emerge as repeaters, dropouts and failures;
- high level of wastage in the education system, so the consequent inefficiency discourages parents, teachers and students; and
- low level of girls' perception of their status and role in society, their academic potential and the value and significant benefits of remaining in school to attain the highest level possible.

SOURCE: *FAWE briefing documents*, 1996

Performance and choice of subjects

Generally girls in the region perform badly compared to boys. Girls are also poorly represented in the areas of science and technology. Seychelles has made it mandatory that examination results and education statistics be gender disaggregated so that the progress of both in education can be monitored and disparities highlighted. *(see Table 6 on page 55)*

Employment patterns

Because of these patterns in the education sector, there are gender gaps in employment.

Women's participation in the formal employment sector is limited and patterns determined by career choices that are limited through school subjects. Women usually find themselves in the informal sector. The subject choices at school do not prepare them for the industrial sector.

In Swaziland, most girls who advance to higher education, normally choose diploma courses which can be attained in a short time and in most cases, choose arts subjects. The women do not spend much time in school, since they are expected to fulfil their duties as mothers and wives in the community.

For Zimbabwean school leavers, unemployment is at 29 percent for males between the ages of 20-24 and 25 percent for females in the same age group compared to the national unemployment rate of 50 percent. On average the Zimbabwean economy is creating only 20,000 to 30,000 jobs a year. Loss of employment through retrenchments compounds the problem. In general, employment activity for males is higher than for females except for the age group 15-19 years.

Women participate more in the informal sector, where returns are low, unpredictable and insecure. In Malawi, 96.3 percent of employed women are in the non-formal sector, especially in agriculture. In the formal sector women are found in a narrow range of occupations, including nursing, teaching, sales and secretarial and make up less than five percent of the administrative and managerial positions.

In South Africa, 35.2 percent of economically active women are unemployed compared to 27.5 percent of the male population. This gap is in the urban industrial employment sector. In Lesotho, unemployment rates are 25.1 percent for women and 21.7 percent for men. Almost 40 percent of Basotho women are classified as homemakers as compared to 1.5 percent of men. Women in the formal sector in that country account for only 36 percent of the total employed population.

Of those in professional occupations in Tanzania, only 28 percent are females. In administration jobs, females account for 22 percent. In Botswana, gender disparities in formal employment has decreased from 56 percent to 22 percent between 1981 and 1994, due to women's lack of economic power and limited access higher education but female participation still remains lower than men's.

Policies and programmes

High levels of unemployment in the region have initiated a debate on the relevance of the education youth receive. Most youth have academic qualifications that are not suited to the needs of industry. For this reason, several countries are planning to review the quality of education being provided.

Governments have put in place policies and programmes to improve the quality and provision of education, to make it relevant to the job market. Zimbabwe is currently revising the curricula to match the requirements of the job market, through the national programme of action put in place by government.

Emphasis is shifting from purely academic to technical and vocational courses in the education system. More teachers are being trained in practical subjects relevant to the Zimbabwean situation. Meaningful curricula could cover areas such as:

- consumer education;
- family life education;
- teenage pregnancy;
- sexual harassment;
- career guidance and counseling;
- human rights of women;
- women in decision-making; and
- intensified environmental education.

Some countries in the region are in the process of engendering the curricula to portray women and girls more positively. Mauritius, Seychelles and Zimbabwe have taken significant steps. In 1996, Botswana reviewed three textbooks used at the University of Botswana to find out how women are portrayed. The exercise revealed that most educational materials tended to portray

women as minors and appendages to men. The material also portrayed women assigned non-important roles.

Seychelles has revised the content and methods of education to become more gender-sensitive, and recent policy documents have been enacted by the government to recognize the differing needs of girls and boys. In turn, the results at the end of primary school, show that the performance of female students is considerably better than that of boys. Eighty percent of the top performing students are girls.

In terms of gender training in education, not many countries offer courses at all levels of education. South Africa offers courses in women and gender studies at honours and masters level at the University of Natal and the University of South Africa. Botswana has also introduced a course in women and gender studies at the university.

Zimbabwe has adopted policies to provide education to the majority of the population, but the adoption of SAPs has brought economic and financial hardships that have made these policies difficult to implement. Affirmative action policies at university level have resulted in more girls and women entering tertiary institutions. Zambia has introduced a national education policy, which intends to prepare students for tertiary education, the labour market and self-employment. It also promotes programmes that combine the formal acquisition of knowledge and vocational skills. All the SADC countries are party to the global goal for education by the year 2000, which has remained elusive.

Mozambique has an education sector strategic plan to try and encourage more girls to have access to education. The country is embarking on a massive school building and rehabilitation programme, and aims to produce 3,000 trained primary school teachers each year to achieve its goal. The World Food Programme and the World Bank have pledged to support Mozambique in funding the construction of 9,000 schools over five years. The next stage for Mozambique is to improve its tertiary and vocational education in response to the improved elementary education.

Despite Zambia's recognition that education is instrumental in determining one's employment opportunities and quality of life, there are still gender imbalances in terms of participation and continuation in the education sector. In order to address the issue, the government adopted the National Education Policy in 1996, to improve access, increase equity, remove gender imbalanc-

es, provide quality and cost-effective education and training through a combination of formal, non-formal, private and community-based initiatives. A special scholarship fund has also been introduced for females in order to reduce gender imbalances at tertiary level.

Other strategies to encourage girls to attend school have been to provide them with bursaries and allow expectant mothers to remain in school as long as they can. While most countries do not allow pregnant girls to continue with formal education, Botswana has a policy of re-entry, allowing girls back into school once they have given birth.

Many countries do not have clear policies and legislation for the disabled. Available policies that provide the same rights to the disabled child as other children are not effective. Most facilities are set up by independent bodies and church organizations. Conventional schools do not have the facilities or trained teachers to meet their needs. Producers of textbooks and scholarly works do not consider publishing or translating books into Braille. It is the responsibility of organizations running schools for disabled to source for textbooks from outside Africa.

According to UNESCO, less than one percent of children with special needs make it into the education systems in developing countries. In Tanzania, education is not free, but the government has committed itself to cover the costs of disabled childrens' schooling. The government also provides for boarding costs, school fees, medical expenses and learning materials for those who come from outside Dar es Salaam.

Emerging challenges

There is a looming education crisis in the region as the HIV/AIDS pandemic takes its toll on children. By 1998, Zimbabwe had 450,000 orphans, Malawi 360,000 and Tanzania 730,000. Many of these children cannot complete basic education due to lack of resources. Malawi and Zimbabwe have developed national orphan care policies and are focusing on community-based care approaches. South Africa is also piloting community-based care initiatives.

A number of SADC countries are also implementing poverty alleviation programmes, which in essence are similar to the SAPs and do not lead to expansion in the education sector. Botswana, Namibia, Mauritius and Seychelles have relatively stable economies that are able to sustain and expand the education sector. The other

women as minors and appendages to men. The material also portrayed women assigned non-important roles.

Seychelles has revised the content and methods of education to become more gender-sensitive, and recent policy documents have been enacted by the government to recognize the differing needs of girls and boys. In turn, the results at the end of primary school, show that the performance of female students is considerably better than that of boys. Eighty percent of the top performing students are girls.

In terms of gender training in education, not many countries offer courses at all levels of education. South Africa offers courses in women and gender studies at honours and masters level at the University of Natal and the University of South Africa. Botswana has also introduced a course in women and gender studies at the university.

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countries are going through mild to severe economic problems due to SAPs, which normally result in cuts in government subsidies, and educational budgets, especially at tertiary levels. Women and girls are the most affected by these policies since the families would prefer to spend what little money they have on educating male children rather than the female. The gender gaps, which before the introduction of these programmes were seen to be narrowing, have now reversed. Women who have resources are concentrated in non-technical, non-scientific, lower paying "female" professions, while males dominate in more prestigious vocations.

Conclusion

Educational policy change, literacy campaigns and institution building are some of the strategies adopted by some members states. The review of the education system has resulted in the change from negative assumptions about female students.

The attitudes have changed slightly but the playing field is still uneven, taking into consideration that Africa spends 5.6 percent of its Gross Domestic Product (GDP) on education. Slow economic growth, combined with rapid population growth, has hampered effectiveness of educational policies. The quality of education has been gradually deteriorating, as indicated by the state of some academic standards and school buildings, and low enrolment ratios for basic primary education. Weakened regional economies and debt, as well as HIV/AIDS have contributed to the lack of access to education, especially for girls. Initiatives by SADC member states will have limited effect if reforms in other sectors, directly influencing education trends, are not implemented or corrected to create a conducive environment for women to access education. □

Women, education and disabilities   Synopsis 7

- more girls than boys enrol in schools but boys dominate at upper level, in post-secondary and professional levels;
- in Mozambique, high dropout rates and poor results; girls quit because marriage is chief career;
- in Tanzania, the literacy rate of women is 81 percent while that of men is 87 percent;
- in Namibia, 9.8 percent of women and 9.5 percent of men are illiterate in urban areas, compared to 30 percent women and 28 percent men rural areas; and
- in Tanzania, 11 percent of primary school girls are expelled each year due to pregnancy. Many girls between the ages of 13 and 17 are employed for nominal wages as house-workers– 80 percent do not complete primary school.

Women with disabilities

- Women with disabilities receive little or no formal education;
- Common causes of disability:
  - poor nutrition
  - poor health, alcoholism, drug use and overwork during pregnancy
  - birth-related problems
  - hereditary or genetic problems
  - accidents
  - cultural and social factors
  - domestic violence;
- Socialization of women with disabilities assumes them objects of charity and passive recipients: men with disabilities are more outgoing;
- Women with disabilities are stigmatized, minimal resources are allocated to them and they are excluded because negative attitudes hinder intimate relationships and marriage;
- Countries have tried mainstreaming and integrating women with disabilities, but attitudinal, environmental and infrastructural and architectural barriers hinder integration; and
- Disabled Person's Act and public assistance programmes in Zimbabwe, Zambia and Mozambique address the concerns of the disabled group. Zambia has loan scheme for persons with disabilities.

9 Institutional Mechanisms for Gender Mainstreaming

The strengthening of institutional mechanisms for gender mainstreaming, and the integration of gender perspectives into all aspects of development are highlighted in both the 1997 SADC Gender Declaration and its 1998 Addendum. They are also recognized in the BPFA as critical for the achievement of gender equality and the empowerment of women. The SADC region selected this area of concern as one of the four priorities requiring collective effort, which would impact on the other critical areas addressed at the national level. As a result, steps have been taken at regional and national levels to establish policy and institutional frameworks to facilitate the advancement of gender equality objectives.

National level developments

At the national level, countries have put in place and, in some cases, strengthened institutional mechanisms and instruments to facilitate the consideration of gender in all development efforts and initiatives. During 2000, member states that did not have explicit gender policies reported some progress in their formulation. Where gender policies exist, national action plans and programmes have been formulated, and are at different stages of implementation. National machineries have been set up, strengthened, and in some cases upgraded to co-ordinate gender issues. In many countries, focal points responsible for overseeing the mainstreaming of gender issues in the ministries, have been established.

Significant developments like strategic alliances by government machineries, NGOs and civil society, have strengthened mechanisms for gender mainstreaming. The engagement in dialogue has enabled preliminary structures and systems to consult on the implementation of the agenda for women's equality and to enhance efforts towards institutionalizing gender equality.

Most countries have also seen a rise in new NGOs and CBOs to address the short-term practical needs of women as well as those with mandates to address strategic gender needs.

The country reports for Seychelles and Angola are among those that detail response to the PFA and the Gender and Development Declaration, through setting up organizations to address specific needs of women and girl-children. School leavers, women's engagement in peace and conflict resolution, hotline services for victims and survivors of gender violence, PFA theme-related organizations, and strong coalitions around common interest issues, are some of the developments that are presented in these reports.

In Angola, the Strategy for the Advancement of Women (SAW/EPM 2000) drives the country's efforts to promote women. The strategy was reviewed and consecutively approved by the national council of ministers. It outlines 11 areas of concern to facilitate the empowerment of women and achievement of gender equality and details specific concise objectives, activities, indicators and expected outcomes.

The strategy is also designed as a tool to enable overall progressive monitoring and evaluation of women's development.

Guided by the SAW/EPM 2000, government, with local and international NGOs has developed and implemented three initiatives: a set of reproductive norms and regulations, a national indicative education programme for the girl-child for 1999 and 2000, and a micro-credit programme to assist poor rural and peri-urban families.

In Botswana, several steps have been taken to strengthen the national gender machinery:

• the women's affairs department finalized plans to decentralize its services to the north and south regions, in line with taking services nearer to the people, in particular, rural women;

• a national council on women was established in September 1999 to act as the highest advisory body for the government on all issues relating to gender and development. Representatives from women's NGOs and key ministries

constitute the council whose operations are facilitated by six technical sub-committees on the six priority areas of concern;

• a process of identifying gender focal points within ministries, private and parastatal bodies and a working group composed of relevant government ministry officials and women's NGOs had, at the time of writing, just finalized the second draft of the first country CEDAW report; and

• government recognizes the Women's NGO Coalition (WNGOC) as the contact point with civil society. The coalition consists of 19 organizations that are advocating for the empowerment of women and the promotion of gender equality in the country. Through its membership, it has increasingly become a collective voice for the representation of women's concerns.

Following the elections of 1999 in Namibia, the women's affairs division under the director general was upgraded to a full ministry of women and child welfare, headed by a cabinet minister, who also has a deputy.

The gender in development division at the cabinet office in Zambia is now well placed to effectively influence policy positively and oversee the mainstreaming of gender into the national development process. For instance, the department was able to push for the finalization and subsequent adoption of the national gender policy in the last year.

In Zimbabwe, the government has taken steps to streamline the institutional framework for gender. The former gender department in the Office of the President has now been merged with the former women's affairs unit in the then ministry of national affairs, employment creation and cooperatives. The new gender department is located in the restructured ministry of youth development, gender and employment creation.

In Mauritius, the ministry of women's rights, child development and family welfare recently set up a gender bureau to promote and monitor gender mainstreaming in the country. The mandate of the Bureau includes setting up an effective gender management system (GMS) and structure, coming up with a gender sensitization and training strategy (GSTS).

While national gender and women's machineries have been put in place in most countries, their constraints remain limited financial and human resources to enable them to effectively carry out their mandates.

NGOs in SADC countries for their part have continued their role of watchdog to conscientize governments of shortfalls in efforts in the advancement of women's empowerment and achievement of a gender equality agenda. The formation of strategic linkages with NGOs to facilitate stronger impact remains a challenge for most national machineries. Space for intensified lobbying at the regional level has been provided through the Regional Advisory Committee (RAC) however, some countries do not have NGO representation, which is provided in the membership of the RAC.

Regional level developments

A policy and institutional framework for mainstreaming gender into the SADC Programme of Action was adopted by the Council of Ministers at their meeting in Windhoek, Namibia, in February 1997. It includes:

• a committee of ministers responsible for

New national gender policy awaiting Cabinet approval   Box 17

New policy on gender, which will enhance women's participation in the development of the country, is now waiting for Cabinet approval. The Minister of Youth Development, Gender and Employment Creation, Cde Border Gezi, said on Tuesday that he will make an official announcement on the national gender policy after 6 February. The draft policy will provide guidelines, institutional framework and parameters to ensure the availability of resources for the successful mainstreaming of gender and implementation of the Zimbabwe Constitution.

Under the new policy, the government would be compelled to adhere to regional and international conventions and protocols, declarations and agreements on gender equality.

Other strategies to be incorporated in the draft include ensuring that women had access to financial assistance.

Women and gender activists had been vigorously lobbying for the enactment of the policy, saying the absence of a gender policy had resulted in the continued marginalization of women.

SOURCE: Adapted from *The Herald*, Harare, 25 January 2001.

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gender and women's affairs;

• an advisory committee consisting of government and NGO representatives from each SADC Member State;

• a gender unit at the SADC Secretariat; and

• gender focal points in the sector co-ordinating units.

The institutional mechanisms are now in place, and a number of important developments have taken place since the decision of council. A plan of action for gender in SADC was also adopted during 1998, and identifies activities to be undertaken in the following areas:

• policy and institutional framework for gender;

• women's human rights

• women in power and decision-making;

• women's access to economic structures and resources;

• peace and stability;

• gender capacity-building; and

• networking and information dissemination.

During 1999 and 2000, additional steps were taken to consolidate the institutional framework for gender at the regional level. Focal points at the level of the national gender machinery and civil society organizations already exist, in the form of the members of the Regional Advisory Committee (RAC). Most SADC sector co-ordinating units have so far indicated the names of their gender focal points, and some have been carrying out gender sensitization and training in their respective countries.

Terms of reference for the gender ministers, RAC, gender focal points and the gender unit were also developed, and approved by gender ministers at their July 1999 meeting. This should ensure the smooth operation of the various levels of the institutional framework, as well as enhance co-ordination of the SADC gender programme.

A gender audit of the policies, programmes and activities of selected SADC sectors was completed at the end of 2000. It was a process that involved all stakeholders including the gender department, sector co-ordinators, gender focal points and experts in the various sectors.

The studies have produced a number of recommendations on which concrete, sector-specific gender mainstreaming programmes will be based.

Conclusion

National gender machineries continue to be plagued by the constraints in financial and human resources, lack of sufficient authority, unclear mandates and operational structures. Given these constraints, SADC countries are progressively taking steps to create, strengthen and upgrade gender machineries, as well as lobbying for gender-sensitive environments within institutions.

The institutional mechanisms at regional level are relatively new, but they are now firmly in place, and are playing a critical co-ordinating, advisory and monitoring role. Levels of gender sensitivity in SADC also appear to be increasing, as reflected in the agenda and language of the organization's meetings and documents. The gender mainstreaming process in the SADC sectors is also in its infancy, and its implementation will present challenges to SADC. The anticipated restructuring of SADC institutions will affect the institutional framework for gender in SADC, and its effects remain to be seen.□

Summary analysis of policy and institutional framework for gender in SADC   Table 8

Country	Gender Institution	Gender Policy Status	Other Gender Policy and Institutional Mechanisms
Angola	Ministry of Family and Women's Promotion	National Strategy for the Promotion of Women	Network for Women's Promotion
Botswana	Department of Women's Affairs, Ministry of Labour and Home Affairs	Policy on Women in Development, 1996	National Gender programme Framework; Gender focal points in ministries
Lesotho	Ministry of Environment, Gender and Youth Affairs	Consultations underway to draft national gender policy	National Steering Committee on Gender Development
Malawi	Ministry of Gender, Youth and Community Services	National Gender Policy launched March 2000	Gender focal points in ministries; Gender Implementation Structure and Strategy
Mauritius	Ministry of Women, Family Welfare and Child Development	National Gender Action Plan 2000	Gender Bureau; National Advisory Committee on the Status of Women; Gender focal points in ministries
Mozambique	Ministry of Women and Social Welfare	Post-Beijing Government Plan	Task Force on Women's Advancement
Namibia	Ministry of Women's Affairs & Child Welfare	National Gender Policy 1998	Gender Sectoral Committees; Gender focal points in ministries
Seychelles	Gender Unit, Ministry of Social Affairs and Manpower	National Gender Action Plan	National Gender Steering Committee
South Africa	Office on the Status of Women, Presidency	Consultations underway to draft national gender policy	Independent Commission on Gender Equality; Gender focal points in ministries
Swaziland	Gender Unit, Ministry of Home Affairs	Consultation underway to draft national gender policy	
Tanzania	Ministry of Community Development, Women Affairs and Children	National Gender Policy	
Zambia	Gender in Development Division, Cabinet Office	National Gender Policy March 2000	Guidelines and checklists for gender mainstreaming
Zimbabwe	Ministry of Youth Development, Gender and Employment Creation	Draft Gender Policy Cabinet approval	

SOURCE: SADC Gender Department

10 Monitoring and Evaluation

Monitoring and evaluation are important stages in the policy and programme planning cycles. These processes enable to assess progress made in the implementation stages, whether objectives and set targets have been achieved or not, and the outcome impact of the policies and programmes to the lives of women, men, youth and other social groups. In order to make an effective monitoring, indicators ought to be set in the initial processes of policy or programme formulation and development. Indicators act as a benchmark to monitor and measure progress made.

Monitoring indicators are both the quantitative and qualitative. The former category focuses on areas that are easy to quantify. For example:
- the proportion of population accessing goods and services;
- proportion of women and men participating in decision-making structures,
- enactment of gender-sensitive laws; and
- Constitutional reviews to incorporate gender equality and equity concerns, incomes and distribution of incomes, etc.

Quantitative indicators can be achieved within a specified timeframe. They can be measured by putting in place policy documents on gender equality and equity, availability of a gender action plan, proportion of budgetary allocations to implement the policy. Quantitative indicators can be measured by conducting surveys, getting information and data from census, implementation and administrative reports.

Qualitative indicators focus on people's perceptions and views, usually obtained from observation, participatory action research or surveys and anthropological fieldwork. Qualitative indicators take a long time to be achieved. These indicators include:
- broadening democratic and decentralization processes, whereby the level of participation of the voiceless and powerless in decision-making structures to raise their concerns is enhanced;
- increased assertiveness, confidence, analysis of issues and other capacities amongst women, the poor, voiceless and powerless;
- attitude change;
- increased debates;
- transparency and accountability by states and governments in addressing gender discriminatory issues;
- increased debates and organizing activities by women, gender, human rights' activists groups, the poor and marginalized groups and other civil society groups to ensure gender responsive policies and their implementation are in place so as to hold states and governments more accountable to the commitments that they have made to achieve gender equality and equity; and
- increased actions by women and civil society to take charge to improve their own lives instead of lamenting and waiting for the government to act, etc.

Qualitative indicators are also identified as policy and programme reviews to include:
- gender-sensitive policy provisions within mainstream policy documents, plans and programmes;
- availability of gender policies, and gender plans of actions in the situations where such documents were not there before;
- Constitutional and legal reforms which guarantee the rights of women;
- enactment of laws which advocate for increased gender equality and equity as well as women's empowerment;
- availability and accessibility of social and economic services and goods within reach to enable women, men, boys, girls, children to have access to those services and goods within a short time, in an efficient and effective manner, so as to save their time and other resources to enable them to participate in other productive work; and
- Increased budgetary allocations to address strategic needs of women in order to raise their status and position from the subordinate level, hence achieving gender equality.

Immediately after the FWCW in Beijing in 1995, SADC Member States set indicators to monitor progress made in implementing the BPFA both at national and regional levels. Some of the indicators might have not been all that elaborate

to show the quantitative and qualitative aspects that would be measured as elaborated in this text, however, most countries had made attempts as reported in the previous chapters of this report.

Among the monitoring indicators set at national level, each member state selected national priorities out of the 12 critical areas of concern. It meant that these critical areas of concern were to be among the national priorities in terms of planning and budgetary allocations, implementation and monitoring progress made. Each country had a set of priority areas, which range between three and eight.

At regional level, the priority critical areas of concern which were common in most member states were drawn into regional policy instruments on gender equality, the 1997 SADC Declaration on Gender and Development and the 1998 Addendum on the Prevention and Eradication of Violence Against Women and Children. Heads of State or Government signed these documents to commit themselves and their countries to implement the instruments.

In 1998, a policy and institutional framework for gender in SADC was established as well as a Plan of Action for Gender was adopted to implement the decisions within the policy instruments. This plan has a number of components with qualitative and quantitative indicators.

At regional level, reporting frameworks for monitoring implementation of the 1997 SADC Declaration on Gender and Development as well as the 1998 Addendum on the Prevention and Eradication of Violence Against Women and Children were developed and approved by the SADC ministers responsible for gender and women's affairs at their 1999 meeting. At the annual ministers meetings, member states report progress made in implementing national priorities. In December 2000, a regional conference was held to monitor progress made in the implementation of the 1998 Addendum on the Prevention and Eradication Violence Against Women and Children, using the reporting frameworks.

The indicators presented below are intended to serve only as a guide to assist member states in the development of appropriate gender-sensitive indicators that are relevant to the particular programmes goals and objectives.

Women and economy

Women's increased participation in economic activity is attributed to several social and economic changes: control over fertility, changing attitudes toward employed women, public policies on equality in employment, family and childcare, part-time employment, maternity benefits, economic growth and expansion of the service sector and policies with respect to micro and small enterprises, including funding and credit programmes specifically designed to promote women's entrepreneurship.

Gender-sensitive indicators in economic activity highlight a number of issues such as; gender inequality in employment opportunities, provisions available to women to ensure their equality in terms of employment, equal opportunity, legislative measures to protect women employees and availability of credit, financial and technical support going to women and men.

Economic activity and labour force participation

Qualitative Indicators
- policy provisions to eliminate discrimination against women in employment;
- legal provisions to ensure women's equality in terms of employment;
- measures taken to ensure that censuses and other surveys accurately reflect the economic role of women's unpaid labour within and outside the household;
- professions which by law or custom tend to be filled predominantly by or are closed to women;
- provision of maternity leave;
- provision of women friendly environment, to include women and child care facilities at work places, and flexible working hours; and
- legal provisions with regard to protection of spouses and children, inheritance/marriage and maintenance.

Quantitative indicators
- percentage of female or male labour force in different sectors;
- percentage of female or male labour force in managerial and professional occupations;

• employment or unemployment rate of women and men;

• percentage of available credit and financial and technical support going to women/men from government and non-government sources; and

• 30 percent women in decision-making and managerial positions by 2005.

Access to land and credit

Indicators to measure progress in access to the means of production, needs to focus on policies and programmes put in place, because these pose a challenge to the region. Policies and programmes continue to overlook the central role of women in the economy and reinforce inequality in women's access to both the productive resources, e.g. land, and support services such as credit. They should not only be gender-sensitive, but also have provision for support services and awareness creation for women on their existence and the legal matters affecting land. Issues of how to register land, how to take ownership and how to contest land are usually not understood by the majority of women.

Qualitative Indicators
• who benefits from land reform? Women or men?

• inheritance practices concerning land;

• legal provisions and enactment of laws to enable women to own and control land;

• land reform programmes;

• women's equality of access to credit facilities;

• programmes on credit facilities

• control of land and decisions about crop selection and marketing; and

• programmes on awareness raising on land reforms and land laws.

Quantitative Indicators
• percentage of property owned by or accessible to women (land, livestock etc);

• percentage of women who have access to credit vis-a-vis men;

• percentage of female or male headed households without land;

• percentage of rural households where female or male head is the main household earner; and

• percentage of women or male who have received land titles under land reform schemes.

Poverty and economic empowerment

A multi-dimensional approach to gender and poverty is regarded as key when attempting to assess and explain poverty's gender-related characteristics and causes. Indicators to monitor efforts made to integrate a gender perspective into poverty eradication policies and programmes will include progress in promoting employment and income generating activities for women, access to basic social services, including health and education, nutritional status of women and children, micro-credit and other financial instruments for women, maternal and infant mortality, gender budgets and provision of housing and sanitation.

Qualitative Indicators
• nutritional status of the female or male population;

• nutritional status of children;

• prevalence of contraceptive use by women and men;

• availability and accessibility to safe drinking water and sanitation;

• availability and accessibility within reach to social services by women and men, youth;

• provision of adequate housing;

• availability of school places for women or men;

• government expenditure directed towards priority areas for women such as education and health; and

• gender budget initiative.

Quantitative Indicators
• provision of reproductive health facilities;

• maternal mortality rates;

• female or male adult literacy rates;

• fertility rates;

• increased prevalence of contraceptive use including use of male and female condoms;

• infant mortality rates; and

• percentage of poor households headed by women or men.

Education

Women's equal access to education is seen as key to improving the health, nutrition and education of the family as well as empowering women to participate more in the development process. The targets set for governments by the BPFA include closing the gender gap in primary and secondary school education by 2005, reducing

female illiteracy, and eliminating gender discrimination in access to all levels of higher education.

Monitoring gender gaps in education should be focused especially on rural areas where girls are more likely to suffer limited access. Demographic surveys indicate that school attendance is lower in rural than urban areas. These disparities reflect the unequal allocation of services, personnel and funds between rural and urban areas. They also reflect different demands on children's time; children are often kept away from school to help on family farms or in other family chores, and parents negative perception of the value of education has also kept children out of school.

The distance that children must travel to school in rural areas also tends to affect enrolment. School facilities are found to influence enrolment levels. Girls tend to be affected by factors such as role models and facilities like availability of desks. These factors appear to be less important for boys perhaps because they often have more school choices and parents are less worried about sending them away from home.

Qualitative Indicators
- equality to access;
- government interventions to gender stereotyping in the curricula and educational text books;
- legislative or other measures taken to ensure equal access to education; and
- access to specialized training programmes at tertiary level by gender.

Quantitative Indicators
- numbers and percentages of literate persons by gender and age;
- percentage of women or men graduating in the fields of law, sciences and medicine;
- gross primary and secondary school enrolment ratios of women and men in tertiary education and university;
- ratios of women or men dropout rates at primary, secondary and tertiary levels;
- percentage of women or men teachers at primary, secondary and tertiary levels; and
- percentage of women or men school principals and university heads of department.

Health

The impact of gender-sensitive policies and programmes in health should be reflected in women's access to services relating to aspects of their health. Beijing asserted that improvements in women's health needs would be met through the availability of affordable, comprehensive, integrated and holistic care, within easy geographical reach of women.

Monitoring of health requires developing indicators that will provide reproductive health and primary health care programmes which are expected to address gaps in health service delivery, mainly dealing with women's health problems.

Qualitative Indicators
- provision of reproductive health facilities;
- policy on safe motherhood;
- accessibility to primary health care centres by gender;
- provision of youth friendly health centres; and
- legislation on women's reproductive rights.

Quantitative indicators
- percentage of government expenditure devoted to women's health needs;
- number of primary health care centres;
- access to primary health care centres by gender;
- proportion of births attended by a physician, midwife or trained auxiliary;
- mortality and length of life by gender;
- maternal mortality rates (per 1,000 live births);
- Ratio of infant mortality rates by gender;
- Number and/or incidence of selected communicable diseases of public health importance by gender; and
- Calorie consumption as a percentage of minimum requirements by gender.

HIV/AIDS

While responsible behaviour and gender equality are among the important prerequisites for HIV/AIDS prevention, there is also need for more effective strategies to empower women to have control over and decide freely and responsibly on matters related to control the sexuality, sexually transmitted infections and to promote responsible, safe and respectable behaviour by men. Monitoring and evaluation of issues related to prevention, parent to child transmission of HIV/AIDS, breastfeeding, information and education, curbing high-risk behaviour, support groups and other services is required.

Qualitative Indicators
- programmes introduced to combat AIDS with a focus on women, men and youth;
- accessibility and availability of male and female condoms;
- provision of gender concerns in national policy on HIV/AIDS;
- provision of services such as HIV/AIDS testing, counselling, homes, health centres; and
- resource allocation to women programmes.

Quantitative Indicators
- percentage of government expenditure devoted to programmes; and
- rates of women and male HIV/AIDS infections.

Violence against women

Indicators on violence pose a specific problem because most acts of violence are not reported and so the prevalence of violence against women will be underestimated. Quantitative and qualitative indicators may fail to give a true picture of progress or when the extent of the problem is unclear.

Often data collected on violence is from reported crime statistics on rape, assault and various other sexual crimes. These have serious limitations and should be considered with data from other sources.

Experience shows that disclosure of violence is greatly influenced by the content of the question, and the context of the questioning. Questions and questionnaires must be carefully planned and interviewers carefully selected and trained in techniques. Data collection can also be enhanced by enabling factors such as:
- women and men being receptive to the personal and political nature of the subject matter; health workers are adequately trained to deal with the sensitive subject matter and are sensitive in dealing with clients;
- appropriate services are available to provide support to women and men dealing with domestic and other forms of violence; and
- information, education and communication materials are suitable to the socio-cultural context in which they are being used .

Qualitative Indicators
- anti-violence programmes;
- domestication of CEDAW, SADC Declaration on Gender and Development, and the Ad-

dendum on the Prevention and Eradication of Violence against Women, into national laws;
- rape reform laws passed;
- domestic violence reforms passed;
- provision of services for victims of violence;
- sensitisation programmes for law enforcement and justice delivery system officers at all levels;
- enactment of laws that make various forms of violence against women clearly defined crimes;
- appropriate measures to impose penalties, punishment and other enforcement mechanisms for the prevention and eradication of violence against women and children; and
- legislation on sex work.

Quantitative Indicators
- number of immediate protective measures taken to assist abused women; and
- increase or decrease of violence against women during armed conflict.

Women's human and legal rights

CEDAW is the most comprehensive treaty on women's human rights and is often described as the international bill of rights for women. Monitoring indicators on women's human and legal rights need to be developed based on the provisions of CEDAW. The incorporation of CEDAW into national laws is considered crucial to the realization of women's rights. The articles of the Convention identify specific actions to be taken on behalf of women by states that ratify or accede to it, including:
- eliminating trafficking in women and their exploitation through prostitution;
- achieving equality in political and public life and international representation as well as acquiring, changing and retaining nationality; and
- assuring equality in the right to education, employment, health, and economic and social benefits, both before the law and in marriage and family life.

The Convention also requires state parties to take account of the particular problems of women in rural areas, and to take appropriate measures to eliminate discrimination against them.

Qualitative Indicators
- constitutional provisions on women's human and legal rights;
- Laws that protect and promote the rights of women;

- translation of CEDAW and regional instruments into national laws;
- SADC Gender and Development Declaration and Addendum on Violence targets are implemented;
- policies and programmes that conform to the Convention on the Rights of the Child;
- provision of laws that protect children;
- reporting implementation of CEDAW to the Committee on CEDAW; and
- punishment for crimes against children.

Quantitative Indicators
- number of complaints submitted about violations of CEDAW using the Optional Protocol;
- annual submission of reports on the Addendum on Violence;
- number of court records on cases of child abuse.

Politics and decision-making

Women's access to and their participation in decision-making are said to be easy to prove in that women, who constitute the majority of the world's population, are under-represented in politics and institutions like Parliaments.

The challenge is in the types of solutions that will result in a change of the status quo. The major approaches offered as solutions have been clustered into four arguments – the demographics, justice, women's interests, perspectives and values and transformation.

The conclusion drawn is that getting women elected is certainly crucial but this does not alone guarantee either participatory democracy or the transformation of gender relations. "Women's entry into Parliament changes the face of Parliament and fosters – albeit in a limited way – gender awareness."

Development of indicators for politics and decision-making should therefore take a four-pronged approach as indicated above.

Qualitative Indicators
- participation of activists in positions of power and decision-making;
- increased involvement and participation of women and other social groups in decision-making structures at all levels;
- women becoming a constituency for women members of Parliament;
- opposition and ruling MPs agreeing on gender-related issues;
- ratification and translation into domestic law of regional and international instruments;
- equitable allocation of resources to ensure gender equality objectives are achieved (gender budgets);
- legal reviews, enactment of gender-sensitive laws;
- public debates on critical issues of concern;
- engendered electoral systems and procedures;
- assertiveness, confidence among MPs, local councillors; and
- humanization of Parliaments.

Quantitative Indicators
- percentage of seats held by women and men in national Parliaments and local government/decision-making bodies;
- percentage of women and men in decision-making positions in government; and
- percentage of women and men electoral candidates/officers in political parties.

Monitoring mechanisms indicate how and when monitoring is done. Evaluation is normally done by an external team or agency and takes into consideration all the aspects of the policy/programme background, preparation, design, objectives and results, assumptions and risks, implementation, operation and impact. Normally recommendations are made concerning the programme or similar programmes in the future.

Conclusion

Monitoring and evaluation depends on the availability of information and data, including vital statistics which usually do not exist in many countries. Experience is limited on how data are to be collected and processed. Data needs to be collected and tabulated routinely for it to be reliable and timely. Data based on censuses are usually collected in a ten-year cycle and household surveys are often not collected on a regular basis. Consequently in developing indicators these should be specific, realistic and time-bound so that they are measurable.□

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Appendix 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.

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 aunthentic.

REPUBLIC OF ANGOLA

REPUBLIC OF BOTSWANA

KINGDOM OF LESOTHO

REPUBLIC OF MALAWI

REPUBLIC OF MAURITIUS

REPUBLIC OF MOZAMBIQUE

REPUBLIC OF NAMIBIA

REPUBLIC OF SOUTH AFRICA

KINGDOM OF SWAZILAND

UNITED REPUBLIC OF TANZANIA

REPUBLIC OF ZAMBIA

REPUBLIC OF ZIMBABWE

Appendix 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 pepertuation 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.
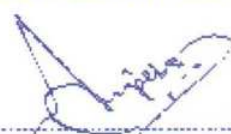
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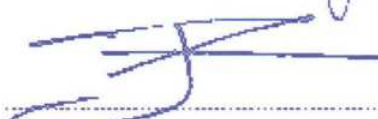
DEMOCRATIC REPUBLIC OF CONGO

KINGDOM OF LESOTHO

REPUBLIC OF MALAWI

REPUBLIC OF MAURITIUS

REPUBLIC OF MOZAMBIQUE

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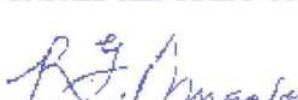
REPUBLIC OF SEYCHELLES

REPUBLIC OF SOUTH AFRICA

KINGDOM OF SWAZILAND

UNITED REPUBLIC OF TANZANIA

REPUBLIC OF ZAMBIA

REPUBLIC OF ZIMBABWE

Appendix 3

SADC PARLIAMENTARY ACTION PLAN FIVE YEARS AFTER BEIJING

ADOPTED AT THE REGIONAL SEMINAR ON PARLIAMENTARY ACTION ON THE BEIJING PLUS FIVE REVIEW PROCESS, GABORONE, BOTSWANA 26-28 APRIL 2000

1.   INTRODUCTION

1.1   The Beijing Platform for Action (PFA) adopted at the Fourth World Conference on Women held in Beijing in 1995 called for a review after five years to assess its implementation, the obstacles encountered and develop strategies for the following five years. At the regional level, SADC Member States re-committed themselves to the Beijing PFA in the Declaration on Gender and Development, which was signed by Heads of State and Government in 1997. African Countries conducted their review of the implementation of the PFAs at the Sixth African Regional Conference held in Addis Ababa, Ethiopia, in November 1999.

1.2   Parliamentarians have a major responsibility in the implementation of the Beijing and African Platforms for Action. Therefore Parliamentarians have an obligation to familiarise themselves with the Platforms for Action and the SADC Declaration. They should take these instruments into consideration in their work with regards to legislation, budgetary processes, oversight of the executive and constituent relations. In their Parliamentary and constituency work, they need to be able to effectively communicate what is at stake in the implementation of these commitments.

1.3   It is against this background that this Parliamentary Action Plan identifies measures to be undertaken at national and regional levels, as well as the partnerships and linkages in this regard.

2.   NATIONAL LEVEL

2.1   Issues

The following issues have arisen in the review process with respect to the role
of Parliaments in the implementation of the African and Beijing PFAs:
- Although progress has been made in a number of SADC countries, it is doubtful whether all Member States will achieve the target of 30% of women in SADC Parliament by the year 2005;
- Male MPs remain insufficiently aware and involved in supporting the agenda for gender equality;
- Gender equality as a cross-cutting development issue has not received adequate support across political parties;
- Women's caucuses in Parliament, as part of the national gender machinery required to fully implement and effectively monitor government commitments, are insufficiently developed in most countries of the region.

2.2   Actions

- Parliamentarians should:
- stimulate debate on the Beijing PFA, the Review process and the SADC Gender and Development Declaration for endorsement and follow up;
- Review laws, practices and policies with a view to repealing those that discriminate on the basis of gender and enact empowering laws;
- Scrutinize the budget for gender sensitivity, and ensure sufficient budgetary allocations to enable compliance with commitments;
- Establish, where they do not exist, and strengthen Parliamentary Women's Caucuses as a recognized part of the Parliamentary structures;
- Establish, where they do not already exist, Standing Committees on Gender issues;
- Refer the results of the Beijing Plus Five review process to the relevant committees for their information and action;

- Inform and consult their constituencies through public meetings, hearings and debates on the review process and the commitments made;
- Involve all stakeholders, including NGOs, women, men, youth and the disabled at national and community level in the process;
- Ensure understanding of the review process, and inputs from all stakeholders through the use of local languages and appropriate communication methods;
- Ensure the inclusion of a gender component in all Parliamentary Capacity Building Programmes, and post election orientation programmes;
- Ensure the strengthening of the capacity of Parliament to enable it to play its oversight role over the executive, and transformation of the culture of Parliament to become more sensitive to the needs of women MPs, for example, with regard to the scheduling of work, language and the availability of facilities.

2.   REGIONAL

- At the regional level, SADC Parliaments should familiarize themselves with, disseminate and participate in the implementation of the 1999 SADC Programme of Action for Women in Politics and Decision-making;
- Parliamentarians should take responsibility to ensure implementation of activities in relation to capacity building, networking and institutional transformation identified under this programme;
- There is need for an effective mechanism to facilitate networking among SADC women MPs to ensure implementation of the African and Beijing Platforms for Action;
- SADC Parliamentarians should ensure that gender is mainstreamed into all programmes and activities of the SADC Parliamentary Forum, as proposed in the Strategic Plan for the Forum;
- Parliamentarians should ensure the significant involvement of women in the prevention and transformation of conflicts, as well as peace building;
- In order to ensure the successful implementation and monitoring of this Plan, all stakeholders should establish and maintain linkages and partnerships at national, regional and inter-regional levels;
- In particular, collaboration and co-ordination among the SADC Parliamentary Forum, the SADC Parliamentary Women's Network, AWEPA, SADC Secretariat, the UNECA, UNDP and other UN agencies is critical to the implementation of this Plan.

Appendix 4

RESOLUTIONS OF THE ADDITIONAL EMPOWERMENT STRATEGIES WORKSHOP FOR SADC WOMEN IN POLITICS AND DECISION-MAKING

DAR ES SALAAM, TANZANIA
22 - 24TH SEPTEMBER 2000

PREAMBLE

WE, Ministers, Deputy Ministers and Members of Parliament from Botswana, Malawi, Namibia, Seychelles, South Africa, Swaziland and Zimbabwe gathered at the White Sands Hotel, Dar es Salaam, Tanzania on 22-24 September 2000;

RECOGNISING that the Declaration on Gender and Development adopted by SADC Heads of State in Blantyre, Malawi, in 1997, sets a target of at least 30% of women in political and decision-making structures by the year 2005;

APPRECIATING that SADC Heads of State further committed themselves at their 1999 and 2000 Summit meetings to consider adopting special measures, including Constitutional or legislated quotas, to ensure the achievement of this target;

NOTING with satisfaction the increases in the numbers of women Parliamentarians and Ministers in some SADC countries following their recent elections;

DEEPLY CONCERNED however that these numbers have remained the same or gone down in some SADC countries; and that this threatens the realization of this target;

NOTING that a number of SADC countries are undertaking elections, Constitutional and electoral reviews, and that this presents an opportunity to incorporate gender equality considerations to ensure the realization of their commitments;

WE THEREFORE RESOLVE AS FOLLOWS:

1) We shall take measures in our respective Parliaments and Cabinets to raise issues of gender equality, and the representation of women in politics and decision-making at all levels i.e. Cabinet, Parliament, Local Government and others;

2) In partnership with national gender machineries, NGOs and other stakeholders, we shall sensitize both women and men MPs, Ministers and other decision makers on the fact that gender equality is a matter of democracy, human rights and development;

3) We shall bring the attention of political leaders, the media and the public to the stereotypes about the role of women in society and leadership that have their origins in tradition, religion, socializsation and colonization, and work towards changing these stereotypes;

4) We shall take steps to ensure the effective participation of both women and men in our Cabinets, Parliaments and at all levels, as well as transforming them into well-resourced institutions that are conducive to the effective participation of women;

5) We shall ensure that male and female MPs understand and acquire the requisite skills, with which to mainstream gender in to the policies, procedures and programmes of Parliament, as well as gender-sensitive budgets;

6) We shall remind our Heads of State, Ministers, Political Parties and Members of Parliaments of the commitments made by our countries at regional and international level, such as the Convention for the Elimination of Discrimination Against Women, the Beijing Platform for Action and the SADC Gender and Development Declaration and Addendum, especially the importance of ensuring and monitoring their implementation through their incorporation into national laws;

7) We shall work closely with the SADC Secretariat and the various stakeholders at national level to implement and monitor the SADC Plan of Action for Women in Politics and Decision-making, in particular the activities identified for women in Parliament;

8) Through lobbying, networking and information sharing, we shall create or strengthen existing national caucuses of women MPs and work towards the creation of a SADC caucus of women MPs.

Appendix 5

PROPOSED FRAMEWORK FOR PROGRESS REPORT ON THE IMPLEMENTATION OF THE 1997 SADC DECLARATION ON GENDER AND DEVELOPMENT ADOPTED BY MINISTRIES RESPONSIBLE FOR GENDER/WOMEN'S AFFAIRS

PROPOSED FRAMEWORK FOR PROGRESS REPORT ON THE IMPLEMENTATION OF THE 1997 SADC DECLARATION ON GENDER AND DEVELOPMENT ADOPTED BY MINISTRIES RESPONSIBLE FOR GENDER/WOMEN'S AFFAIRS

COVER PAGE

COUNTRY   : _____

MINISTRY (IES)   : _____

GOVERNMENT DEPARTMENT   : _____

NGO(S)   : _____

OTHER AGENCY   : _____

CONTACT PERSON   : _____

Name   : _____

Position/Organisation/Address   : _____

Telephone/Fax   : _____

E-mail   : _____

Report Period   : _____

Date   : _____

• Adopted by Ministries Responsible for Gender/Women's Affairs 28/6/1999 Lilongwe, Malawi

MEASURES TAKEN IN COMPLIANCE WITH ARTICLE H

**(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 the year 2005.**

a) Women and Politics

	Women Ministers	Women Deputy Ministers	Women MPs	Women Councillors	Women in Political Parties (Ruling and Opp.)	
Percentage of Total					Central Committee	Executive Committee
Measures adopted						
Results/Outcome of measures						
Other comments						

b) Women and Public Services Sector

	Director Generals or Permanent Secretary Principal Secretary	Deputy Director Generals or Permanent Secretary Principal Secretary	Under Secretaries	Directors or Commissions Heads of	Chief Accountants	Boards of Commission or Parastatals
Percentage of Total						
Measures adopted						
Result/Outcome of Measures						
Other Comments						

c) Women in the Judiciary

	Court of Appeal			High Court			Magistrates (Various Levels)
	President	Judges	Chief Justice	Chief Justice	Judges	Registrar	
Percentage of Total							
Measures adopted							
Result/Outcome of Measures							
Other comments							

d) Women in Profession

	Lawyers	Doctor	Economists	Educationalist Principals/ Heads of Learning Institutions			Dentists
				Primary	Secondary	Tertiary	
Percentage of Total							
Measures adopted							
Result/Outcome of Measures							
Other Comments							

e) Women in the Private Sector

	Chief Executives	Memberships of Boards of Directors	Middle Levels Managers
Percentage of Total			
Measures adopted			
Result/Outcome of Measures			
Other Comments			

f) Women NGOs

	Chief Executives	Memberships of Boards of Directors	Middle Levels Managers
Percentage of Total			
Measures adopted			
Result/Outcome of Measures			
Other Comments			

MEASURES TAKEN IN COMPLIANCE WITH H

(ii): Promoting women's full access to, and control over productive resources such as land, livestock, modern technology, formal employment, and a good quality of life in order to reduce the level of poverty among women

	Land	Livestock	Markets	Credit	Technology	Poverty Alleviation Programme	Other Resources
Measures adopted (e.g. Policies, Programmes, Projects) Indicate proportion of target beneficiaries and resources/budget							
Result/Outcome of measures							
Other comments							

Women in formal Employment

	Education	Health	Agriculture	Services	Energy	Mining	Culture	Trade and industries	Transport and communication	Fisheries	Others
Percentage of Total Measures											
Adopted											
Result /Outcome of Measures											
Other comments											

Women in Educational Training Institutions

	Women in Primary Schools	Women in Secondary Schools		Women in Tertiary institutions		Women in Technical institutions	Others
		Science	Arts	Science	Arts		
Percentage of Total Enrolment							
Measures taken							
Percentage of dropout from schools							
Review curricula							
Educational and training material from a gender perspective Measures taken							
Results/outcome							
Establishment of career guidance services in schools and training institutions							

MEASURES TAKEN IN COMPLIANCE WITH ARTICLE H

(iv): Repealing and reforming all laws, amending Constitutions and changing social practices which still subject women to discrimination, and enacting empowering gender-sensitive laws. Indicate % of who benefit.

Women and Politics

	Constitution	Legislation Decisions	Landmark Court	Other measures of institutions	Creation/ Strengthening
Percentage of Total					
Measures adopted					
Other comments					

MEASURES TAKEN IN COMPLIANCE WITH ARTICLE H

(vi); Making Quality Reproductive and other health services more accessible to women and men

	Prenatal Care	Safe Deliveries Care		Post Natal Care	Family Planning Care				Abortion	Teenage Pregnancy	Cervical Breast	Old age Care Cancer	HIV/AIDS victims Care
Measures Results/ Out come Other Comments		Home	Clinical		Decision made by				Use by	Safe	Unsafe		
					M	F	M	F					
OTHER HEALTH													
Measures Results/ Out come Other Comments	Health Posts & community Based care		Adolescent Health		District Hospital		Mental Health		Referral Hospital	Referral to other sophisticated Health Care sServices e.g. Radiology, Scanners Diolysis			
			General		Reprod.								
REPRODUCTIVE SEXUAL RIGHTS													
			Legal		Rehabilitation		IEC on reprodu. Human rights		Drop in Centres	Counseling			

SOURCE: Gender And Development Declaration, SADC Gender Department

Appendix 6

FRAMEWORK FOR PROGRESS REPORT ON THE IMPLEMENTATION OF THE 1998 SADC ADDENDUM ON THE PREVENTION AND ERADICATION OF VIOLENCE AGAINST WOMEN AND CHILDREN

ADOPTED BY SADC MINISTRIES RESPONSIBLE FOR GENDER/WOMEN'S AFFAIRS
LILONGWE, MALAWI
28 JUNE 1999

FRAMEWORK FOR PROGRESS REPORT ON THE IMPLEMENTATION OF THE 1998 SADC ADDENDUM ON THE PREVENTION AND ERADICATION OF VIOLENCE AGAINST WOMEN AND CHILDREN ADOPTED BY SADC MINISTRIES RESPONSIBLE FOR GENDER/WOMEN'S AFFAIRS 28 JUNE 1999 LILONGWE, MALAWI

COVER PAGE

COUNTRY : _____

MINISTRY (IES) : _____

GOVERNEMNT DEPARTMENT : _____

NGO (s) : _____

OTHER AGENCY : _____

CONTACT PERSON : _____

Name : ....

Position/Organisation/Address : ....

Telephone/ Fax : ....

E-Mail : ....

Report Period : ....

Date : ....

• Adopted by Ministers Responsible for Gender/Women's Affairs 28/6/1999 Lilongwe, Malawi.

TYPE OF VIOLENCE	ARTICLE 8 MEASURES	ARTICLES 9 MEASURES	ARTICLE 10 MEASURES	ARTICLE 11 MEASURES	ARTICLE 12 MEASURE
Domestic Violence Wife/partner violence (incl. Emotional abuse)					
Domestic Violence violence against other female relations					
Femicide or killing of women					
Sexual violence against adult women					
Criminal harassments/ stalking					
Sexual harrassments					
Prostitution/ Trafficking in women					
Child sexual abuse					
Child Physical abuse					
Male Physical/ Emotional abuse					

SERVICES (ARTICLES 16-19)

TYPE OF VIOLENCE	ARTICLES 16 MEASURES	ARTICLES 17 MEASURES	ARTICLES 18 MEASURES	ARTICLES 19 MEASURES	ARTICLES 20 MEASURE
Domestic Violence Wife/partner violence (incl.. Emotional abuse)					
Domestic Violence					
Violence against other female relations					
Femicide or killing of women					
Sexual violence against adult women					
Criminal harassments/ stalking					
Sexual harrassments					
Prostitution/ Trafficking in women					
Child sexual abuse					
Child Physical abuse					
Male Physical/ Emotional abuse					

SOCIAL, ECONOMIC CULTURAL AND POLITICAL (ARTICLE 13-15)
EDUCATION, TRAINING AND AWARENESS BUILDING (ARTICLES 20-22)

TYPE OF VIOLENCE	ARTICLE 13 MEASURES	ARTICLE 14 MEASURES	ARTICLE 15 MEASURES	ARTICLE 20 MEASURES	ARTICLE 21 MEASURE	ARTICLE 22 MEASURE	BUDGET AND SOURCE
Domestic Violence Wife/partner violence (incl. emotional abuse							
Domestic Violence against other female relations							
Femicide or killing of women							
Sexual violence against adult women							

SOUTHERN AFRICAN DEVELOPMENT COMMUNITY (SADC)

Originally known as the Southern Africa Development Coordination Conference (SADCC), the organization 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 in 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 maximize productive employment and utilisation of resources of the region.
- Achieve sustainable utilization 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 mobilization of resources for the implementation of programmes and operations, developing policies aimed at eliminating obstacles to co-operation, 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 of 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 organizations, the private sector, development agencies and the media in the region and internationally. SARDC's main programmes are on the environment, water, gender, sustainable democracy and regional economic development. SARDC has offices in Harare and Maputo. Founding patron was the late Julius Nyerere. Website: http://www.sardc.net

WIDSAA

The Women in Development Southern Africa Awareness (WIDSAA) programme is regional in focus and aims to be a catalyst and information service to the region's governments, parliamentarians, NGOs, development 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 and experiences among SADC countries for purposes of learning from each other's experiences. WIDSAA has a network of national partners in the SADC region 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

Democratic
Republic of
Congo

Tanzania

Seychelles

Angola

Zambia

Malawi

Zimbabwe

Namibia

Botswana

Mozambique

Mauritius

Swaziland

Lesotho

South Africa