



# S A D C G E N D E R --- M O N I T O R

Issue No 3, June 2006

Monitoring  
Implementation of the  
Beijing Commitments by  
SADC Member States





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### SADC Corporate Profile

The Southern African Development Community (SADC) has been in existence since 1980, when it was formed as a loose alliance of nine majority-ruled states in southern Africa known as the Southern Africa Development Coordination Conference (SADCC), with the main aim of coordinating development projects in order to reduce economic dependence on the then *apartheid* South Africa. SADCC was launched in Lusaka, Zambia on 1 April 1980, following the adoption of the Lusaka Declaration – *Southern Africa: Towards Economic Liberation*. The transformation of the organisation from a Coordinating Conference into a Development Community (SADC) took place on 17 August, 1992 in Windhoek, Namibia when the Declaration and Treaty were signed at the Summit of Heads of State and Government, thereby giving the organisation a legal character. The Member States are Angola, Botswana, the Democratic Republic of Congo, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, South Africa, Swaziland, United Republic of Tanzania, Zambia and Zimbabwe.

### SADC Vision

The SADC vision is that of a common future within a regional community that will ensure economic well-being, improvement of the standards of living and quality of life, freedom and social justice and peace and security for the people of southern Africa. This shared vision is anchored on the common values and principles and the historical and cultural affinities that exist between the peoples of southern Africa.

### SARDC

The Southern African Research and Documentation Centre (SARDC) is an independent regional knowledge resource centre, which seeks to enhance the effectiveness of key development processes in the SADC region through the collection, production and dissemination of information, and enabling the capacity to generate and use knowledge resources. SARDC has five main areas of focus, which are pursued by specialist departments for environment and water resources, gender, democracy and governance, regional economic development, and human development. SARDC has offices in Harare and Maputo and partners in SADC Member States. Founding Patron was the late *Mwalimu* Julius Nyerere. SARDC has been a SADC partner in regional development for more than a decade. A Virtual Library of Knowledge for Development (KfD) in Southern Africa is accessible from your desktop at [www.sardc.net](http://www.sardc.net).

### WIDSAA

Women In Development Southern Africa Awareness (WIDSAA) is the gender programme of SARDC. The programme was established in 1994 to serve as a catalyst and information service to the SADC region's governments, parliaments, NGOs and agencies, the media and the public in the formulation of policy affecting women. WIDSAA's objective is that SADC women are empowered and advanced, and that all structures are engendered to facilitate gender equality and equity.

### Sida

The Swedish International Development Agency (Sida) is a SADC cooperating partner and funded the production of this issue of the *SADC Gender Monitor*.



## LIST OF ACRONYMS

AGDI	African Gender and Development Index
AIDS	Acquired Immune Deficiency Syndrome
APAP	Action Plan Against Poverty
ART	Anti Retroviral Therapy
ARVs	Anti Retro Virals
AU	African Union
AWPS	African Women's Progress Scoreboard
BDPFA	Beijing Declaration and Platform For Action
BEAM	Basic Education Assistance Model
CBO	Community Based Organisation
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
CSW	Commission on the Status of Women
DRC	Democratic Republic of Congo
ECA	Economic Commission For Africa
EFA	Education for All
ESSP	Education Sector Strategic Plan
FANR	Food, Agriculture and Natural Resources
FWCW	Fourth World Conference on Women
GEMSA	Gender and Media Southern Africa
GFP	Gender Focal Points
GPI	Gender Parity Index
GSESP	Girls Secondary Education Strategic Plan
GSI	Gender Status Index
HIV	Human Immunodeficiency Virus
ICPD	International Conference on Population and Development
ICT	Information Communication Technology
ILO	International Labour Organisation
IRIN	Integrated Regional Information Networks
MDG	Millennium Development Goals
MPs	Members of Parliament
NEP	National Education Policy
NGOCC	Non Governmental Organisation Co-ordinating Committee
PLWA	Persons Living With AIDS
PMTCT	Prevention of Mother to Child Transmission
PRSP	Poverty Reduction Strategic Plan
RISDP	Regional Indicative Strategic Development Plan
SADC GU	SADC Gender Unit
SANF	Southern African News Features
SARDC	Southern African Research and Documentation Centre
SIF	Strategic Implementation Framework
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
WAMM	Women's Affairs Ministers Meeting
WFP	World Food Programme
WIDSAA	Women In Development Southern Africa Awareness
WLSA	Women and Law in Southern Africa
UN	United Nations
UNAM	University of Namibia
UNECA	United Nations Economic Commission for Africa
VCT	Voluntary Counselling and Testing
ZARD	Zambia Association For Research and Development
ZWRCN	Zimbabwe Women's Resource Centre and Network

## FOREWORD

Southern Africa has scored relatively good results in the implementation of the gender commitments set by the Beijing Platform for Action and its Declaration, and the SADC Declaration on Gender and Development (1997) and its Addendum (1998). However, a lot still needs to be done to fully address the critical areas of concern and special target groups such as the poorest of the poor, rural women, women with disabilities and the girl child.

SADC is faced with increasing levels of poverty, heightening incidents of violence against women and girls, and the immense challenges brought by HIV and AIDS. Added to that are the emerging crises such as trafficking of women and children that threaten the social, economic and political gains made by the region over the years.

SADC is committed to achieving sustainable development and economic growth, alleviating poverty, enhancing the standard and quality of life of the people of southern Africa and supporting the socially disadvantaged through regional integration. This objective can only be achieved by addressing the numerous challenges faced by the region, which include the combating of HIV and AIDS as well as mainstreaming of poverty eradication strategies and gender in the processes of community-building.

It is without doubt that the enabling policy measures established by SADC are a great opportunity for realizing the intended goals on gender equality and equity. The SADC Gender Plan of Action (1999) has been reviewed to reflect the priorities identified in the Regional Indicative Strategic Development Plan (RISDP).

This was followed by a strategy development process where SADC gender stakeholders from 12 Member States, civil society and development partners attended a regional conference on gender and development in Gaborone, Botswana in December 2005. The major output of the conference was the regional Strategic Implementation Framework (SIF) to be implemented from 2006-2010.

The SADC Secretariat's role to coordinate and facilitate the implementation of the commitments on gender should not be viewed in isolation. As affirmed by the RISDP, the role of all stakeholders is crucial in the realisation of gender equality targets in the region. Concrete and deliberate efforts must be made by the Member States and other partners to facilitate the implementation of gender commitments.

The development of appropriate policies and strengthening of national gender machineries to fully undertake the challenging mandates are crucial actions. Particular attention needs to be paid to adequate staffing, and adequately financing the gender machineries. It is important to create strategic synergies with various stakeholders to facilitate effective and efficient implementation of commitments that will make a difference in the life of an ordinary woman.

Building on and energising the gains from the past is vital for the reinvigoration of the journey towards gender equality and equity. Whilst the momentum may have slowed for a couple of years due to various limitations, the bottom line is that our cause still exists and much needs to be done to make this region a better place for all.

This is an important time to reflect and re-strategise for the future and make full utilisation of the investments that we have made to date in pursuing gender equality in the region.

Magdeline Mathiba-Madibela  
Head of SADC Gender Unit



## ACKNOWLEDGEMENTS

The review and appraisal of progress by SADC and Member States highlighted in this publication on the implementation of commitments to achieve gender equality and equity would not have been possible without the support of various players in the region.

The SADC Gender Unit and SARDC WIDSAA programme would like to thank all Member States, in particular the ministries responsible for gender and women's empowerment, as well as national and regional organisations working in the gender and development field for contributing to conferences, meetings and other platforms that provided information presented in this *SADC Gender Monitor 2006*.

We appreciate the financial support from the Swedish International Development Agency (Sida) towards the production of this publication.

Finally, sincere gratitude goes to the staff of SADC Gender Unit and SARDC for working tirelessly to collect and consolidate the information, and produce it in an accessible format.

Magdeline Mathiba-Madibela  
Head of Gender Unit  
SADC Secretariat

Barbara Lopi  
Head of Programme  
SARDC WIDSAA

## PART I

## CURRENT SITUATION

### *Where we are now...*

SADC's motivation to address the concerns and needs of women and men is derived from one of its main objectives:

- to achieve development and economic growth, alleviate poverty, and enhance the standard and quality of life of the people of the region and support the socially disadvantaged through regional integration.

This objective cannot be achieved if the numerous challenges and gaps faced by the region, which include the scourge of HIV and AIDS and its impact on all social sectors, and the effects of natural disasters such as drought and floods in some countries, are not addressed. The Regional Indicative Strategic Development Plan (RISDP), SADC's 15-year blueprint towards strengthening regional integration, also emphasises the importance of gender equality in achieving poverty eradication and regional economic integration.

The objectives of the regional organisation cannot be achieved with the glaring social inequalities and inequities between rich and poor generally, but especially between men and women which prevail in various SADC countries.

The *SADC Gender Monitor* provides information on the progress the region is making to meet its commitments to achieve gender equality and equity. The Beijing Declaration and Platform for Action (BDPFA), the SADC Gender and Development Declaration and its Addendum on the Prevention and Eradication of Violence Against Women and Children, the Millennium Development Goals (MDGs) and national gender frameworks are among the instruments used to monitor progress.

This issue of the *SADC Gender Monitor* is an update of those published in 1999 and 2001,

and comes at a time when the region is striving to move from promises to delivery on gender commitments. Progress, challenges and the way forward in delivering on commitments on gender equality and equity in SADC are highlighted in this publication.

Gaps between women and men in decision-making, constitutional and legal rights, economic empowerment, gender violence, women's health, HIV and AIDS, education, and constraints in institutional infrastructure for gender and development are revealed in the audit conducted in 2005 on the implementation of the SADC Declaration on Gender and Development and its Addendum. The SADC Gender Unit (SADC GU) and the SADC Parliamentary Forum (SADC PF) commissioned the audit whose findings are summarised in Annex 2 of this publication.

In December 2005, the SADC GU convened a regional gender and development consultative conference at which a Gender-Based Regional Integration Plan: Strategic Implementation Framework (SIF) was developed to be implemented within a five-year period 2006-2010. The region's strategies for addressing gender issues from 2006-2010 are highlighted in this publication in Future Priorities and Way Forward.

For southern Africa, this is a strategic time to reflect and re-strategise in order to harmonise efforts of regional integration on gender in the region, establish dynamic and sustainable partnerships between governments and other stakeholders, mobilise resources and commit to strengthening the institutional capacities of national gender machineries and the SADC GU.

The December 2005 conference noted that while the policy framework for the advancement of gender equality in the SADC region has significantly advanced since 1997, implementation still falls short of stated commitments. The conference endorsed the need to establish dynamic and sustainable partnerships between governments and other stakeholders; build the capacity of national machineries for both government and civil society, and accelerate progress to realise commitments towards gender equality in SADC.

The following thematic areas were identified at the December 2005 regional conference as priorities for the SADC Gender Programme.

- ▣ To use gender mainstreaming as an important strategy towards gender equality;
- ▣ To engender all macro-economic policies and procedures;

- ▣ To consolidate and create a synergy between various commitments on gender equality made at international and continental levels into a comprehensive regional instrument;
- ▣ To develop information and education strategies to widen awareness of the international, regional and national policy frameworks on gender equality among the general populace in SADC;
- ▣ To promote dialogue and discussion on women's human rights and gender equality;
- ▣ To strengthen monitoring mechanisms for advancing gender equality;
- ▣ To raise awareness of the gender dimensions of the HIV and AIDS pandemic and violence against women and girls, so that both are viewed as emergencies, requiring appropriate actions to be taken at the national and regional levels.

## Global critical areas of concern

## Box 1

The Beijing Declaration and Platform For Action calls on governments, the international community and civil society, including non-governmental organizations and the private sector, to take action in the following areas:

- ▣ The persistent and increasing burden of poverty on women.
- ▣ Inequalities and inadequacies in, and unequal access to, education and training.
- ▣ Inequalities and inadequacies in, and unequal access to, health care and related services.
- ▣ Violence against women.
- ▣ The effects of armed or other kinds of conflict on women, including those living under foreign occupation.
- ▣ Inequality in economic structures and policies, in all forms of productive activities, and in access to resources.

- ▣ Inequality between men and women in the sharing of power and decision-making at all levels.
- ▣ Insufficient mechanisms at all levels to promote the advancement of women.
- ▣ Lack of respect for and inadequate promotion and protection of the human rights of women.
- ▣ Stereotyping of women and inequality in women's access to and participation in all communication systems, especially in the media.
- ▣ Gender inequalities in the management of natural resources and in the safeguarding of the environment.
- ▣ Persistent discrimination against and violation of the rights of the girl child.

*United Nations, The Beijing Declaration and Platform for Action, UN, New York, 1995*

## Regional critical areas of concern

## Box 2

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

*SADC Gender Monitor, SADC / SARDC, February 1999*

This issue of the *SADC Gender Monitor* should serve as a useful reference to Member States and other stakeholders as they work towards accelerating the post-Beijing+10 gender agenda, and the implementation of activities in the SIF towards achieving gender equality in the region.

The publication aims to:

- Serve as a tool for monitoring progress in implementing gender commitments;
- Highlight progress and challenges for the SADC region since the last *Gender Monitor* was produced in 2001; and
- Publicise the SIF for accelerating progress on implementing the BDPFA, the SADC Gender and Development Declaration and its Addendum on the Prevention and Eradication of Violence Against Women and Children, and other international and regional instruments on gender.

## Institutional mechanisms and gender mainstreaming

Strengthening institutional mechanisms for gender mainstreaming is one of SADC's priority areas.

Gender machineries at the regional level and in most SADC Member States are relatively new and play a vital role in coordinating, advising and monitoring developments on gender in the region. National structures are required to compile national reports to monitor the implementation of the SADC Declaration on Gender and Development and its Addendum on an annual basis and submit to the SADC Secretariat.

Actions to strengthen institutional mechanisms and mainstream gender in the region and at national level have advanced since 2000. National gender policies and implementation plans have been drafted and adopted in most of the countries, while programmes to strengthen the capacities of gender machineries at the national and regional levels continue to be undertaken.

In 2000, the SADC Secretariat commissioned a gender audit of some aspects of the SADC Programme of Action. The objective of the audit was to examine the extent to which gender issues were mainstreamed into the policies, programmes, projects and activities of the SADC Sector Coordinating Units.

The findings of the audit indicated that none of the sectors had mainstreamed gender and that, though the SADC GU had contributed to gender awareness and analysis, these skills were not being adequately utilised by the Sector Coordinating Units.

The audit developed a checklist that is being used to facilitate gender mainstreaming in the functions of the Directorates and Units within the SADC Secretariat.

In 2003, the SADC Secretariat commissioned a study to assess capacity needs of the SADC GU and national machineries for gender equality in Angola, Botswana, Lesotho, Malawi, Mauritius,



## African Gender and Development Index (AGDI)

Box 3

Three SADC countries (Mozambique, South Africa and the United Republic of Tanzania) participated in the African Gender and Development Index (AGDI), a milestone project in measuring gender developments on the continent and the region.

Introduced in 2004 by the Economic Commission for Africa (ECA), the AGDI is a composite index of two parts, the Gender Status Index (GSI) and the African Women's Progress Scoreboard (AWPS).

The GSI captures quantitatively measurable issues related to gender equality and the AWPS measures government's policy performance regarding women's advancement and empowerment.

It focuses on qualitative issues and fills the gap between purely quantitative indicators, such as those contained in the GSI, and more country-specific indicators, or those related to decision-

making and well-being at household and individual level.

The AWPS is composed of four blocks, namely, women's rights, social power "capabilities", economic power "opportunities" and political power "agency". Specifically the AGDI will:

- Help to monitor the progress in implementing conventions that African countries have ratified;
- Democratise statistics and qualitative monitoring tools that are easy to use and are effective;
- Stimulate interdepartmental cooperation within ministries in which it will be applied; and
- Provide African policy makers and other partners with an appropriate tool to measure gender equality and equity, and women's empowerment and advancement.

*AID Transparency, Internet, 2006*

Mozambique, Namibia, South Africa, Swaziland, United Republic of Tanzania and Zimbabwe.

Key constraints at regional level highlighted by the study were:

- Limited human resources to enable effective implementation of the roles and responsibilities by the gender unit; and
- Limited capacities in gender mainstreaming among Directorates.

At national level the following constraints were identified:

- Broad and unclear roles and mandates of national gender machineries;
- Weak management structures;
- Financial constraints; and
- Lack of gender analysis skills among staff.

In recognition of the financial constraints faced by gender machineries, a meeting for the decade review of the implementation of the BDFPA held

in Lusaka, Zambia in April 2004, recommended that a fixed percentage of national budgetary allocations, protected and guaranteed by an act of parliament, should be provided to national gender machineries. The meeting which was attended by representatives from government machineries, NGOs, civil society and donors further recommended that the SADC Summit of Heads of State and Government should assess progress in this regard bi-annually.

### Gender issues in the RISDP

Initiatives to strengthen national machineries draw inspiration from, and are informed by, the RISDP.

The RISDP provides direction for SADC from 2001-2015 and gender is identified as a critical cross-cutting issue towards achieving poverty reduction, improvement of the quality and stan-

## A regional gender policy for SADC

Box 4

The Southern African Development Community (SADC) is developing a regional gender policy to reinforce and standardise interventions towards achieving gender equality and equity in southern Africa.

Head of the Gender Unit at the SADC Secretariat, Magdeline Mathiba-Madibela, spoke about this at a workshop of experts in gender and policy development organised by the SADC Gender Unit in October 2005 to discuss and elaborate the outline of the SADC Regional Gender Policy.

The purpose of the policy is to provide guidelines to institutionalise and operationalise gender mainstreaming, women empowerment components and capacity-building as key development

strategies for gender equality and equity within SADC. Mindful that declarations are not necessarily binding, SADC's motivation is that a gender policy will play a very influential role in guiding the interventions strategically.

"The regional gender policy is much more needed to reinforce and standardise interventions towards achieving gender equality and equity in the SADC region," added Christine Warioba, a programme officer in the SADC Gender Unit.

As part of regional integration, there is an urgent need to harmonise efforts and goals within the region through important policy measures such as this one.

*Barbara Lopi, SARDC, 2005*

dard of living, prevention and eradication of HIV and AIDS, and regional integration. The following are the issues of concern on gender in the RISDP:

- ▣ Gender policy and institutional framework;
- ▣ Women's human and legal rights, including the elimination of violence against women;
- ▣ Gender mainstreaming;
- ▣ Access to and control of resources; and
- ▣ Access to key political and decision-making positions.

### SADC gender policy

SADC is in the process of developing a gender policy that will provide guidelines to improve synergies between national and regional structures, mechanisms and programmes for achieving gender equality in the region.

A SADC gender policy will assist Member States to accelerate the implementation of gender equality commitments including the development and implementation of their own National Gender Policies. The gender policy will aim to:

- ▣ Be a tool to facilitate implementation of SADC's Regional Indicative Strategic Development Plan (RISDP);
- ▣ Provide guidelines, set standards and indicators on mainstreaming gender in the SADC region;
- ▣ Provide standards, guidelines, set indicators and a framework to support Member States to achieve the women-specific empowerment targets as prioritised in the RISDP and other regional and international gender equality instruments.

### Engendering parliaments

Parliaments play a vital role in policy development and implementation of programmes to strengthen gender equality in the region. Thus, various programmes have been undertaken at regional and national levels to engender parliaments.

In 2003, the SADC Parliamentary Forum and the Parliament of South Africa jointly hosted parliamentarians from nine SADC countries. The aim of the meeting was to debate on strategies and

## A project to engender parliaments in SADC

Box 5

In recognition of the important role that parliaments play in policy development and implementation of programmes to enhance gender equality in the region, a project to engender parliaments was developed in 2000 covering 12 SADC countries.

The SADC Parliamentary Forum and the Southern African Research and Documentation Centre (SARDC) implemented the project which aimed to:

- build and strengthen the capacity of SADC Members of Parliament in mainstreaming gender perspectives in legislation, policies and programmes; and
- assist parliamentarians to access information on gender and development.

An evaluation of the project conducted in 2002 revealed that the project provided parliamentarians with space to interact, network and peer review on democratic processes in the region. It also went far in strengthening women's parliamentary caucuses at regional and national level, lobbying for gender-sensitive laws and deliberating on issues that transcend party lines.

The evaluation also identified the following challenges:

- Transforming the mindset of both men and women and particularly those in power concerning the inseparable link between gender equality and democracy;
- Lack of political will to transform the political systems which are informed by patriarchal ideology;
- Increasing levels of poverty and feminisation of poverty and the corresponding burden that women carry;

- HIV and AIDS and its uneven impact on women and men; and
- Insufficient resources for transformative processes.

In partnership with SARDC and SADC GU, the SADC PF facilitated the establishment of Women's Caucuses in parliaments. The establishment of a Regional Women's Caucus has complemented women's caucuses in national parliaments. Other structures established under the Engendering Parliaments project are parliamentary committees on gender, and parliamentary gender desks.

Women's parliamentary caucuses facilitate women from various political parties to come together to discuss issues of interest that transcend party politics. Women parliamentarians in Zimbabwe for instance, were able to unite in a discussion on the Sexual Offences Bill, while in Namibia women parliamentarians united to advocate for the Maintenance Bill.

Unlike the parliamentary committees on gender and the parliamentary gender desks, the women's caucuses are loose structures. The evaluation on the Engendering Parliaments project highlighted the need for the Women's Caucuses to be recognised by parliaments and provided with administrative support for them to function effectively. So far, in Angola and South Africa, Women's Caucuses are provided with administrative support by their national parliaments.

*USAID Evaluation of the Engendering SADC Parliaments Project undertaken by SADC PF and SARDC*

develop a plan to ensure women candidates were fielded for political office and leadership in the countries that were to have elections between 2003 and 2005.

The meeting came up with various strategies and an action plan which involved, among other things, raising awareness among governments

and party leaders through packaging and dissemination of useful and catalytic gender disaggregated data as well as assisting Women's Parliamentary Caucuses to draft women's manifestos.

The Engendering Parliaments project has also impacted positively on election observa-

Women in parliament and cabinet 1997–2005						Table 1
Country	Women MPs 1997 %	Women MPs 2000 %	Women MPs 2005 %	Women in Cabinet 2000 %	Women in Cabinet 2005 %	Next Elections %
Angola	9.5	15.4	16.4	11 (2002)	14.3	2006/7
Botswana	9	18.2	11.1	23.5 (2002)	28.6	2009
DRC	-	-	12 (2004)	-	2.5 Senate	2006
Lesotho	12	10.3	UH 36 LH 11.7	12.5 (2002)	23.3	2007
Malawi	5.2	8.3	14	17.3	15.4	2009
Mauritius	7.6	7.6	17.0	8.0	10.52	2010
Mozambique	28.4	28.6	35.6	12.5	24	2009
Namibia	19.4	19.2	24.4 Local councils 42.0 (2004)	14.2	14.81	2009
South Africa	27.8	29.8	32.75	33	42.9	2009
Swaziland	19	7.3	19 Senate 6.7 HA 10%	3.3  1	18.8	2008
Tanzania	16.3	16.3	30	13.0	20.7	2009
Zambia	18.1	10.0	13.66	8.3	23.8	2006
Zimbabwe	14	10.7	22.2 Senate 36.36 HA16	24.0	19	2010
<p>Key UH = Upper House LH = Lower House HA = House of Assembly</p> <p>The shaded areas in Table 1 highlight the improvements in political decision-making by women. The re-introduction of the Senate structure in Zimbabwe saw a significant number of women senators.</p> <p>Compiled by SADC WIDSAA based on February 2006 submissions by Member States to the SADC Council of Ministers.</p>						

tion. The project contributed significantly to engendering Norms and Standards for observing elections in the region. The Norms and Standards guidelines include a gender checklist of indicators for monitoring participation of women in electoral processes

### Power-sharing and decision-making

Southern Africa has experienced a greater increase of women in decision-making positions since the Beijing conference than anywhere else in the world. The average representation of women in the parliaments of the region now

stands at 20 percent, with two countries (Mozambique and South Africa) having reached 30 percent or above.

The SADC region has now adopted a 50 percent target for women in decision-making, in line with the African Union (AU) position.

Southern Africa can also boast of being the African region with more women holding senior cabinet positions, including the prime minister in Mozambique, deputy president in South Africa and vice-president in Zimbabwe.

**Botswana's** 2004 elections saw a decrease in the numbers of women elected to parliament.



### Zimbabwe's second vice-president is a woman

Box 6

Joyce Mujuru was appointed second vice-president of Zimbabwe in 2005. She is the first woman in Zimbabwe to hold such a high position. Until this appointment, Mujuru was the Minister of Water Resources and Infrastructural Development, and she has held several other cabinet posts.

She is the only woman to act as Minister of Defence in independent Zimbabwe, and is one of four ministers retained from the first Cabinet that President Robert Mugabe, then prime minister, appointed soon after independence in 1980.

*Beyond Inequalities 2005: Women in Zimbabwe*

### SA has a woman deputy president

Box 7

South Africa has a woman deputy president, Phumzile Mlambo-Ngcuka, who is well known in the SADC region, as a talented woman and a gender activist. She used her space in previous ministerial posts to raise gender issues in some of the most resistant quarters.

President Thabo Mbeki has been commended for strengthening women's participation in the executive, and for stating unequivocally that he did so deliberately to make good his and South Africa's commitment to gender equality.

From the seven female parliamentarians, four were elected and the President appointed three more. President Festus Mogae appointed 14 cabinet ministers, of these four are women. Due to these appointments, there has been an increase in percentage of women in cabinet from 23.5 percent in 1999 to 28.6 percent in 2004. At the level of the judiciary, 14 percent are women.

The 2004 elections in **Malawi** led to an increase in women in political decision-making structures. The proportion of women in parliament rose from 8.3 percent in the previous parliament to 14 percent and from 8.6 percent to 20 percent at cabinet level. These elections also

saw the election of Malawi's youngest parliamentarian, a woman.

In February 2004 **Mozambique** appointed its first woman prime minister, Hon. Luisa Diogo. Women in Mozambique now make up 31.2 percent of members of parliament, the highest figure in the region next to South Africa.

In **Namibia**, the legislated quota through the Local Authorities Amendment Act No. 3 of 1997 has enabled the country to surpass the 30 percent proportion of women's representation in the Local councils, where there are 42 percent women. By 2005 Namibia had 24.4 percent women in parliament while the cabinet consisted of 14.8 percent women.

In **South Africa** there were 32.75 percent women in parliament and 42.9 percent in cabinet by June 2005, well on the way to the 50 percent AU requirement for women in decision-making positions by 2015. In addition, The Traditional Leadership and Governance Framework Act 2003 (NO 41 2003) requires that at least 30 percent of members of the National House of Traditional Leaders, be women. The Act also requires that the number of women be representative of the traditional leaders within a district or municipality. Further, municipalities are required to take into account the circumstances of women, people with disabilities and youth in development planning through specific processes.

Due to constitutional provision for a 30 percent target for women in parliament the **United Republic of Tanzania**, the 2004 elections resulted in 95 women into parliament. Seventy-five were appointed by the country's National Electoral Commission drawn from lists submitted by the parties in parliament, and based on the number of votes won by the parties represented in parliament. This translates to 29.3 percent female representation in the United Republic of Tanzania's parliament (*Bunge*) compared to 11 percent in 1990.

## Women in power and decision-making

Box 8

The Beijing Declaration and Platform of Action (BDPFA) proposes the following measures to be taken to ensure women's equal access to and full participation in power and decision-making.

### *By governments*

- ▣ Commit to establishing gender balance in government bodies and committees, in public administration and the judiciary.
- ▣ Set specific targets and implementing measures to substantially increase the number of women, with a view to achieving equal representation of women and men, in all governmental and public administration positions.
- ▣ Take measures, including in electoral systems, that encourage political parties to integrate women in elective and non-elective positions.
- ▣ Protect and promote the equal rights of women and men to engage in political activities, to enjoy freedom of association including membership in political parties and trade unions.
- ▣ Review the differential impact of electoral systems on political representation of women in elected bodies and consider the adjustment or reforms of those systems.
- ▣ Monitor and evaluate progress on the representation of women through the regular collection, analysis and dissemination of qualitative and quantitative data on women and men at all levels in various decision-making positions in the public and private sectors, and disseminate data annually on the number of women and men employed at various levels.
- ▣ Ensure that women and men have equal access to the full range of public appointments and set up mechanisms within governmental structures for monitoring progress.
- ▣ Support non-governmental organizations and research institutes that conduct studies on women's participation in and impact on the decision-making environment.
- ▣ Encourage greater involvement of indigenous women in decision-making at all levels.
- ▣ Encourage and, where appropriate, ensure that government-funded organizations adopt non-discriminatory policies and practices to increase the number and raise the position of women in their organisations.

- ▣ Recognise the shared work and parental responsibilities between women and men and promote women's increased participation in public life, and take measures to achieve this, including measures to reconcile family and professional life.

### *By political parties*

- ▣ Examine party structures and procedures to remove all barriers that directly or indirectly discriminate against the participation of women.
- ▣ Develop initiatives that allow women to participate fully in all internal policy-making structures and appointive and electoral nominating processes.
- ▣ Incorporate gender issues in the political agenda, taking measures to ensure that women can participate in the leadership of political parties on an equal basis with men.

### *By governments, national bodies, private sector, political parties, trade unions, employer's organisations, research and academic institutions, sub-regional and regional bodies and non-governmental and international organisations*

- ▣ Take positive actions to build a critical mass of women leaders, executives and managers in decision-making positions.
- ▣ Create or strengthen mechanisms to monitor women's access to senior levels of decision-making.
- ▣ Review criteria for recruitment and appointment to advisory and decision-making bodies and promotion to senior positions to ensure that such criteria do not discriminate against women.
- ▣ Encourage efforts by non-governmental organizations, trade unions and the private sector to achieve equality between women and men in their ranks, including participation in decision-making bodies and negotiations at all levels.
- ▣ Develop communication strategies to promote debate on the new roles of men and women in society and family.
- ▣ Restructure recruitment and career development programmes to ensure that all women have access to managerial, entrepreneurial, technical and leadership training including on-the-job training.
- ▣ Develop career advancement programmes for women of all ages that include career planning, tracking, mentoring, coaching, training and retraining.

Barbara Lopi, SARDC, 2005

## Malawi's youngest woman MP

Box 9

Angela Zachepa has made history in Malawi and the entire southern African region by becoming the youngest elected Member of Parliament, at 22 years of age.

Zachepa is one of the 27 women parliamentarians in Malawi's 2004 parliament of 193 members following the presidential and parliamentary elections in May 2004. A total of 153 women contested the elections.

The number of women elected as parliamentarians in those elections signified an improvement over the previous elections in 1994 and in 1999 when women won 10 and 17 seats in parliament. But Malawi falls far short of achieving the initial SADC target of 30 percent representation in decision-making positions.

Zachepa's achievement as the youngest woman elected into the Malawi parliament reflects her urge to achieve gender equality. She maintains that the ability to deliver should be the yardstick for parliamentary candidates, not age or sex, and she has encouraged more youths, especially women, to aspire to leadership positions.

*Pilirani Semu-Banda, The Nation, Malawi, 2004*

## Gender equality in education

Education is a human right enshrined in several legally binding international treaties and conventions to which SADC Member States are party.

In addition, the Millennium Development Goals (MDGs) are aimed at reducing poverty, and uplifting standards of living with time bound and measurable targets. Goals two and three call for:

- Universal primary education, whose target is to ensure that by 2015 all boys and girls complete primary school; and
- Gender equality and empowerment of women, whose target is to eliminate gender disparities in primary and secondary education preferably by 2015, and at all levels by 2015.

These two priorities are consistent with the Education For All (EFA) programme endorsed

by 164 governments at the World Education Forum in Dakar, Senegal in April 2000.

While some strides have been made in achieving these goals in some countries, education remains inaccessible to the majority of the region's poor, and disproportionately, to women and girls. Poverty, the HIV and AIDS pandemic, high drop-out rates for girls due to pregnancy, cultural beliefs and norms that determine the roles women and men play in the family and society contribute towards undermining the commitments and efforts of the regions' governments to achieving gender equality in education.

**Botswana, Malawi, Mauritius, Namibia, the United Republic of Tanzania and Zimbabwe** are listed in a UNESCO report of 2003/2004, using national data obtained in 2000, among countries that had achieved gender parity in primary education in 2000.

Figures for gender parity in education indicate that **Lesotho, Namibia, South Africa and Swaziland** are on course to meet the MDG goal of gender parity (GP) in secondary education. Gender parity refers to ratio of females-to-male value of a given indicator. Countries with GPIs between 0.97 and 1.03 for primary and above 0.80 in 2000 were considered to have achieved or moving towards achieving gender parity in 2000.

**Angola** is faced with numerous challenges in providing education due to the prolonged civil war that ended in 2002 and left the country's education system in shambles. An estimated one million children were excluded from primary school. The Angolan government launched the "Back to School" campaign in February 2003. The project aims to introduce 250,000 children to formal education in Bie and Malanje, two provinces that particularly suffered during the war.

As a measure toward gender equality in education, **Mauritius** implemented policies to allow girls to take up technical subjects so far accessible

## Back to school campaign launched in Angola

Box 10

The Angolan government launched a programme on 27 October 2003 to get a million children back into school. The government planned to spend \$40 million on increasing the number of children attending school in grades 1 to 4, thus reducing the number of children missing this first stage of schooling by 90 percent.

In the first stage of the programme, UNICEF will help to train 29,000 new teachers. According to UNICEF's Representative in Angola, Mario Ferrari, "three decades of war almost destroyed the education system. Although the 29,000 teachers have been identified, most have only basic education skills and so rapid reinforcement is urgently required."

The programme follows a very successful project run earlier this year by the Ministry of Education and UNICEF in two of Angola's 18 provinces – Bie and Malanje. As a result of this earlier work 5,500 teachers were trained, to the benefit of half a million children.

UNICEF estimates that 5,000 schools were destroyed by war, and that 44 percent of children do not get the entry level of schooling.

The \$40 million from government funds is a large part of the huge increase in social spending planned for next year. State spending on education was severely hit by the war, and stood at around 4.7 percent of GDP until 2001. In 2002 this figure rose to seven percent and it reached ten percent in 2003.

UNICEF has already spent a million dollars on teacher training, and is budgeting to spend a further \$1.3 million. It also plans to spend \$1.7 million on teaching material kits.

However, the UN organisation still has to raise these funds from international donors, and the response so far has not been encouraging. Under the 2003 UN Consolidated Inter Agency Appeal for Angola, UNICEF asked for \$4.883 million for education, but received just over 10 percent of this figure.

The efforts to get children to attend school are supported by the UN World Food Programme (WFP), which is providing food for a school feeding programme. WFP and the Ministry of Education planned to feed 220,000 primary school pupils in over 1,000 schools by 2004 and over 600,000 children in 2005.

*ACT Southern Africa, Internet source, 2003*

only to boys. As of October 2002, the student population at the University of Technology totalled 733, of which 43 percent were female.

**Mozambique's** constitution states that education is a right, as well as a duty, for every citizen. The country has put in place the Education Sector Strategic Plan (ESSP II) 2005-2009 based on the National Education Policy (NEP) (1995) as well as ESSP I (1999-2003) in continuing to affirm education as a basic human right and a key instrument to improve living conditions and reduce poverty. The five years (2005-2009) covered by ESSP II should produce substantial progress in increasing the percentage of children who complete primary school. The vision puts equity at the centre: equity in gender with equal opportunity for girls and boys, women

and men. Equity must also be achieved throughout Mozambique by ensuring equal access to similar opportunities to education of similar quality for all. The programme includes specific goals and actions addressing gender issues in a crosscutting component. It reflects the interconnections between gender issues in different parts and levels of the system with the objective of improved gender indicators by 2009: for students, for teachers, and for society.

The trend in **Namibia** is encouraging with total primary and secondary school enrolments in 2001 showing an eight percent increase from 1997 figures, and a 43 percent increase from figures at independence in 1990. In 2001, of the total 526,829 Namibian learners, 51 percent were female, continuing a trend of a marginally



## Promoting gender equality through education

## Box 11

Southern Africa has made notable progress in gender equality in the completion rate of primary schooling for girls and boys and countries in the region have remained committed to eliminating gender disparities in secondary education. Development of new policies and programmes, specifically targeting girls has been responsible for the considerable improvements in countries such as **Botswana, Lesotho, Mauritius and Namibia**.

Education remains free at primary, secondary and tertiary levels in **Mauritius** and the Education Act specifies that no discrimination shall be exercised in the admission of students to schools. More girls have been admitted into schools and have benefited especially in situations where there are limited family funds for children to go to school.

In order to ensure access to education for the poor, Education Trust Funds have been established in various districts of the **United Republic of Tanzania** to assist girls and boys who perform well in examinations, but cannot afford to proceed to institutions of higher learning. In addition, a special fund for girls known as the Girls' Secondary Education Support programme was established to support girls in need. Through this programme, 2,980 girls benefited between 1998 and 2002.

To overcome the problem of pregnancy as a major factor for girls' dropouts, many governments in the region now allow girls back to school after childbirth. **South Africa, Zambia and Zimbabwe** introduced and maintain the readmission of girls who drop out of school due to pregnancy as a measure towards achieving gender balance and equity in the education sector as well as offering equal opportunities for education.

Realising the needs of rural children, the Ministry of Education, Sports and Culture in **Zimbabwe** administers the Basic Education Assistance Module (BEAM), which assists children to complete their education. The programme stipulates that 50 per cent of pupils in secondary schools that benefit from BEAM must be female, and targets children in economic difficulties and orphans.

All these efforts have been made with the realisation that where gender and educational disparities are reduced, the social benefits can be seen in such areas as better ownership of family planning programmes, declining maternal and infant mortality rates, and better opportunities for the emerging

generation. Research cited in *Beyond Inequalities Women in southern Africa* 2000 has also shown that education of girls has economic benefit for the girls themselves and society in terms of increase in Gross National Product (GNP), skilled personnel and increased participation in self-employment and in the informal sector.

Despite these efforts, some challenges remain to attain intake parity. UNESCO report of 2003–2004 cites that girls' enrolments rise relative to boys as the proportion of female teachers increases. Therefore an effective method of ensuring gender parity is to equalise the gender balance among teachers.

The programmes for re-admission of girl students after pregnancy have met limited success due to stigma, as the girls go back to the same schools. Heads of schools are often reluctant to readmit the girls as they consider them bad examples for the other pupils. In **Zambia** for example girls reported that they feared being mocked by other pupils and that a lack of child care facilities hindered them from going back to school.

There is great need for action, particularly through the media to sensitise parents, on reducing school fees for girls in public primary schools and making education mandatory. Countries in the region have tended to place the entire burden of education on the public sector, but that focus must be reviewed, by actively incorporating the private sector into the educational reforms and adopting the concept of social responsibility for education.

SADC Member States have entered into various commitments, such as the Convention on the Elimination of all forms Discrimination Against Women (CEDAW) that has a set of legally enforceable commitments on the rights to education and gender equality, and the Beijing Platform for Action (BPFA) which recognises the role of education globally and its importance in uplifting the status of women.

The ongoing review on progress in implementing the MDGs provides opportunities to re-energise efforts made so far and also suggest steps that bring the attainment of goals closer. The key to progress in this direction is the acknowledgement that countries should be accountable primarily to their people for the policies adopted, to move from promises to delivery.

*Saeanna Chingamuka, SARD, 2005*

higher percentage of female learners across all grades since 1997. This can be attributed to the Education Act (No.16 of 2001) and the “Towards Education for All” policy, which guarantees that all children have a right to education and makes primary education compulsory.

In order to eliminate gender disparities in access to education and opportunities for skills development, and training, the government of **Zambia** has mainstreamed gender into the National Education Policy. The education policy provides direction and strategies for the comprehensive development of a gender responsive educational sector. Government further introduced a Programme for the Advancement of Girls’ Education under the provisions of the Education Policy in order to address the gender imbalances at all levels of the education system.

## Challenges of HIV and AIDS

The HIV and AIDS pandemic, has been ravaging the region for the last 20 years. HIV and AIDS female prevalence rates across the region indicate that women are more affected than men. Women and girls due to their gender role of care giving shoulder the burden of care of the infected within the household and the community.

Women and girls continue to suffer due to non-existent or weak law enforcement systems, ignorance by women, girls and society about the existence of protection acts, cumbersome court procedures for handling sexual offences and in some countries the non-recognition of sexual offences as criminal acts.

Some progressive steps have been taken in the region. SADC Member States have put in place policies and

programmes including prevention, care and treatment, emphasising the need for a multi-sectoral approach.

In 2003, SADC Heads of State and Government signed the Maseru Declaration 2003-2007 on HIV and AIDS. To operationalise this declaration and to fast track the implementation of the SADC HIV and AIDS Strategic Framework and Programme of Action 2003-2007, an HIV and AIDS Unit has been established at the SADC Secretariat in the Department of Strategic Planning, Gender and Development, and Policy Harmonisation.

The Maseru Declaration has also encouraged governments in the region to intensify resource mobilisation, this they have done by allocating at least 15 percent of annual state budgets to improve the health sector.

In collaboration with the Southern African offices of the UN Fund for Women (UNIFEM)

**HIV prevalence among women and men in SADC (2005)** Table 2

Country	Prevalence %		Adults Living with HIV	Women Living with HIV
	M	F		
Angola	3.4	4.4	240 000	130 000
Botswana	31.7	43.1	350 000	190 000
DRC	3.7	4.8	1.1 000 000	570 000
Lesotho	25.4	32.4	320 000	170 000
Malawi	12.4	16	900 000	460 000
Mozambique	10.6	13.8	1.3 000 000	670 000
Madagascar	1.4	1.9	-	-
Namibia	18.4	24.2	210 000	110 000
South Africa	18.1	23.5	5.3 000 000	2.9 000 000
Swaziland	35.7	41.7	220.000	110 000
Tanzania	7.6	9.9	1.6 000 000	840 000
Zambia	14.1	18.9	920,000	420 000
Zimbabwe	21	28.4	1.8 000 000	930 000

*UNAIDS (2004). 2004 Report on the Global AIDS Epidemic*

and the UN Economic Commission for Africa (UNECA), the SADC GU facilitated the mainstreaming of gender in the SADC HIV and AIDS Strategic Framework and Programme of Action.

SADC has also revised and strengthened its HIV and AIDS Strategic Framework and Programme of Action 2003-2007, to ensure a multi-sectoral, participatory approach that aims to strengthen partnerships with non government organisations, including faith-based organisations, business and labour as well as international cooperating partners. SADC identifies five priority areas in the AIDS Strategic Framework and Programme of Action.

- ▣ Prevention and social mobilization;
- ▣ Improving care access to testing and counselling services, treatment and support;
- ▣ Accelerating development and mitigation of the impact of HIV and AIDS;
- ▣ Intensifying regional and country resource mobilization programmes; and
- ▣ Strengthening institutional monitoring and evaluation mechanisms.

The timelines for achieving these goals are:

- ▣ Mainstream HIV and AIDS in all programmes of the SADC directorates by 2006;
- ▣ Establish a regional prevalence database by 2005;
- ▣ Develop and harmonise regional programmes for the prevention, treatment and care for HIV and AIDS by 2005;
- ▣ Develop a regional policy and guidelines for the mitigation of the social impacts of HIV and AIDS by 2006;
- ▣ Develop a regional policy on the incorporation of HIV and AIDS into all levels of curriculum by 2006; and
- ▣ Develop a regional framework for facilitating the implementation of international declarations and targets by 2007.

## Task force on women, girls and HIV and AIDS in southern Africa

A study in nine SADC countries was carried out during 2002-2003, after the UN Secretary General established a Task Force on Women, Girls and HIV and AIDS in Southern Africa. The study identified six focal areas, critical for the prevention and eradication of the impact of HIV and AIDS, particularly on women and girls:

- ▣ Prevention among girls and young women;
- ▣ Girls' education;
- ▣ Violence against women and girls;
- ▣ Property and inheritance rights;
- ▣ Women and girls as care givers; and
- ▣ Access to care and treatment for women and girls.

These activities range from governments recognising sexual offences as criminal, providing information on the pandemic, supporting behaviour change programmes and making condoms available, to the more recent initiative of making antiretroviral treatment (ART) accessible to those in critical need. In curbing sexual offences, **Angola, the Democratic Republic of Congo, Swaziland, United Republic of Tanzania and Zambia** have put in place Sexual Offences Acts.

**Botswana**, like many countries in the region, is using the home-based care concept for people living with HIV and AIDS, as the health sector cannot cope with the rising numbers of the sick. Home-based care programmes have generally been deemed successful but criticised for burdening women who are the major caregivers.

**Malawi** has facilitated an enabling environment for women to participate in the Prevention of Mother to Child Transmission (PMTCT) programmes by waiving spousal consent for mothers to go on this programme and putting in place baby-friendly initiatives to support HIV-positive lactating mothers who choose to breast feed exclusively for six months.

Malawi is also providing on demand affordable short-term Post Exposure Prophylaxis (PEP) for people who have experienced occupational exposure to HIV and victims of rape.

**Namibia's** programme to provide PEP faces challenges of infrastructure and finances. No law exists which requires convicted rapists to have HIV testing, victims have to therefore wait six months before they can be tested to determine if the rapist has given them HIV.

By 2002 **Zimbabwe** had integrated the PMTC programme in 69 routine health delivery centres. Beneficiaries of this programme have been recommended to also go on anti-retroviral (ARV) programmes. The cost and proper usage of the ARVs is a major challenge to this initiative as, once started, there must be constant usage and appropriate nutritional support.

Countries such as **Botswana, Malawi, Mozambique, South Africa, United Republic of Tanzania, Zambia and Zimbabwe** have embarked on ART programmes. These programmes however face many challenges. Some of the challenges are cost of the drugs, a lack of general knowledge about ART, particularly in rural areas, as well as the challenges posed by poor support services such as infrastructure and capacity to deliver and monitor implementation of anti-retroviral drugs, which are essential to their usage.

In May 2004, Mozambique opened a Paediatric Day Hospital to provide free ARV treatment for the country's estimated 68,000 HIV-positive children. However, due to serious staff shortages, the clinic had to halt the programme.

In **Zambia**, establishing a CD4 count, now used as an eligibility criteria, is provided free of charge in most government hospitals and clinics, particularly in urban areas. This has been made possible through programmes funded

## ARV information is still lacking Box 12

Peer educators in Beitbridge, Zimbabwe have blamed lack of access to anti-retroviral drugs, nutrition and HIV and AIDS information for the high prevalence in the busy border town.

The educators also blamed ignorance regarding existing laws relating to sexual offences as one of the major reasons why most violations against women and minors go unreported.

This emerged during a peer group meeting at a local hotel organized by Women and Law in Southern Africa (WLSA), attended by civic groups and legal officers. The theme of the meeting was Gender, HIV and AIDS and the Law.

"We have no idea that ARVs are available in Beitbridge because there is no such information in our communities," Joyce Muleya of Chamanga village told fellow peer educators and researchers.

Muleya revealed that Beitbridge District Hospital, which is staffed by two doctors, is overstretched and has no information on living with HIV or the availability of AIDS treatments. It also emerged that most cases of sexual offences against minors were going unreported due to a lack of information on the Sexual Offences Act. The Act penalizes sexual offenders and those who wilfully transmit and spread the HIV.

*Daily Mirror, Zimbabwe, 25 October 2005*

from international and other sources. The joint review of the National HIV/AIDS/STI/TB intervention Strategic Plan reports that 56,000 patients were on ART by May 2004. However, due to high demand and the need for the drugs to be administered properly and sustainably, it is not always easy to ensure speedy service and privacy as clinics are often crowded.

Another area of concern in ART treatment is in mitigating mother-to-child transmission where women are required to get spousal consent to go on ART. This impacts negatively on effectiveness of programmes.

In 2001, the **United Republic of Tanzania** formulated a National Policy on HIV and AIDS 2003-2007. Within the same peri-



### *Thari ya Basadi* is an income-generating project for women living with HIV

Box 13

Neo Chitombo became pregnant with her third child last year. Unemployed, she turned to *Thari ya Basadi*, an income-generating project for women, living with HIV and AIDS in Botswana.

Chitombo begun meeting with other women, each stringing together small beads to make decorative pins and elaborate carrying cases for mobile phones.

"I would sit with other ladies, and we talked about our experiences," said the 29-year-old Chitombo. "The other women talk openly about their status. They have the self-confidence to share their experiences."

To make each pin, Chitombo strings about 200 beads to form a pattern of a red AIDS ribbon. Many include rows of light blue, white and black, representing the Botswana flag. The pins are sold locally and internationally for about US\$2.25. By making 10 pins a day, seven days a week, Chitombo can earn a weekly income of about US\$157.50.

"The money helped me to buy the baby's clothing and it helped me to put food on the table for the other two kids that I have," she said.

In addition to providing much-needed income to participants, *Thari ya Basadi* also aims to dispel widespread shame about the virus. To do this, each of the women sells her own products along with cards that include their photograph and personal story.

"The mission is to break down stigma, so that the buyer can look at the photograph and then look at the seller and say, 'Oh, this is you who made this pin,'" said Michelle Schaan, founder and director of Health Promotion International, the non-governmental organization that provides financial assistance to the group. "It opens doors to speak more freely about HIV."

Today Chitombo spends most of her time as an educator at the HIV and AIDS Centre, a private company that offers counselling and information on HIV and AIDS to businesses in Botswana.

"I always tell people about *Thari ya Basadi*," said Chitombo. "I ask women if they want to have a day with us, and feel how it is to be in a group like that, where we give each other support."

*Gretchen Wilson, eAfrica InfoService, Volume 3, 1 April 2005*

od a Community-Based Strategic Framework to protect women and children against HIV and AIDS was being developed by the Ministry of Community Development, Gender and Children. This policy environment allowed for the establishment of programmes for PMTCT and provision of ART to people living with HIV and AIDS.

In **Botswana**, the private sector, civil society, including organisations of People Living With AIDS (PLWA) have partnered with government in fighting the epidemic and setting up programmes that include Voluntary Counselling and Testing (VCT), Sexually Transmitted Illnesses (STI) and PMTCT. Care and support programmes have been scaled up to include provision of Highly Active Antiretroviral Therapy.

### Poverty and women's economic empowerment

Southern Africa has made advances in establishing policy and legislative frameworks to address poverty and enable the effective participation by women in the economy. Many countries are establishing gender budgeting initiatives that look at how government budgets impact on the different sectors of society and measure vulnerability.

In **Botswana**, the government and UNDP signed an agreement in 1997 that provides financial assistance to empower women. The programme extends assistance to NGOs, CBOs and women's groups such as *Kgetse ya Tsie* who are producing goods using local products. The Financial Assistance Policy requires women to

provide only 10 percent collateral against the funds they request for projects, while men are required to provide 15 percent.

The government of **Mozambique** is undertaking poverty reduction programmes through the Action Plan Against Poverty (PARPA). These include food subsistence programmes to support the poorest households; the Integrated National Programme of social welfare, employment and youth aimed at promoting alternative ways of income generation; and the Rural Action Plan to develop rural areas and to pro-

mote agriculture. The PARPA encompasses micro-finance, micro-projects, community management of natural resources and support to local organizations, and rural communication.

**Namibia** has 6,337 large commercial farms, accounting for 73 percent of farmland, whilst 100,000 communal farms account for only 27 percent. Prior to 2002, women in Namibia faced problems in accessing land because allocation of communal land by traditional authorities did not guarantee women access and ownership. With the enactment of the Communal Land Act in 2002,

### The Gender Budget Initiative

Box 14

With women and girls forming the vast majority of both urban and rural poor, poverty remains an enormous burden and stumbling block towards achieving gender equality. Gender-sensitive budgeting becomes imperative to ensure equitable allocation of national resources.

Across the region structural adjustments programmes have impacted on the lives of women and girls, pushing them deeper into a vicious cycle of poverty. These are compounded by trade agreements and international economic principles that ignore the voices of women.

We see mothers struggling to feed their children and to find fees and money for uniforms and books to send them to school. We witness women foregoing health care for themselves, while at the same time often selling whatever possessions they have in order to provide for the family of members who may be ill.

These are practices that impact on the household budget, but also hit directly at a woman's individual resource base while leaving her even more vulnerable to poverty.

It has become clear that where sound gender-sensitive economic policies are adopted, the quality of women's lives can improve while encouraging economic efficiency.

### Gender Budgeting

Australia was one of the first countries to begin exploring ways in which women's specific needs could be mainstreamed into national expenditure, creating a more balanced distribution of resources by gender.

Closer to home, South Africa and the United Republic of Tanzania have made moves towards what is called a "Women's Budget". This is not a separate budget process drawn up for women and girls alone but rather an examination of how budget choices decided upon with information and inputs from understanding the different social-economic needs of women and men have implications for how resources are allocated and expanded.

The budget is the most important instrument of national planning for economic and other development. Without recognition at this very important level of women's economic rights to fiscal policies and practices that take their needs into account (especially taxes levied on them) very little change will come about.

Gender Budget documents are a good first step for outlining a framework that needs to be followed through with actions on policies and practices on the ground aimed at empowering women economically and moving them from poverty to prosperity.

*Isabella Matambanadzo for SARDC, 2002*

women and men are now equally eligible for individual rights on communal land.

The government of **South Africa** has put in place several equity and transformation policies

#### CEDAW optional protocol

#### Box 15

By ratifying the Optional Protocol, a State recognizes the competence of the Committee on the Elimination of Discrimination Against Women, the body that monitors States parties' compliance with the convention to receive and consider complaints from individuals or groups within its jurisdiction.

The Protocol contains two procedures:

- A communications procedure allows individual women, or groups of women, to submit claims of violations of rights protected under the Convention to the Committee. The Protocol establishes that in order for individual communications to be admitted for consideration by the Committee, a number of criteria must be met, including that domestic remedies must have been exhausted.
- The Protocol also creates an inquiry procedure enabling the Committee to initiate inquiries into situations of grave or systematic violations of women's rights. In either case, States must be party to the Convention and the Protocol.

The Protocol includes an "opt-out clause", allowing States upon ratification or accession to declare that they do not accept the inquiry procedure. Article 17 of the Protocol explicitly provides that no reservations may be entered to its terms.

The Optional Protocol, entered into force on 22 December 2000, puts it on an equal footing with the International Covenant on Civil and Political Rights, the Convention on the Elimination of All Forms of Racial Discrimination, and the Convention against Torture and other Forms of Cruel, Inhuman or Degrading Treatment or Punishment, which all have communications procedures. The inquiry procedure is the equivalent of that under the Convention against Torture.

*United Nations Division For the Advancement of Women, CEDAW: Optional Protocol. (Internet)*

and Acts such as the Broad-Based Black Empowerment Act, the Employment Equity Act and the Preferential Procurement Policy Act. In 2005, the South African Women Entrepreneurs Network (SAWEN) held a meeting in an effort to address women's economic empowerment challenges. President Thabo Mbeki officiated at the meeting and pledged support towards women's economic empowerment.

In **Swaziland**, the government has established a Poverty Reduction Task Force mandated with the responsibility of producing a national Poverty Reduction Strategy Action Plan (PRSAP). The PRSAP document provides an analysis of the linkages between the causes of poverty, macro-structural and sectoral policies.

In an effort to address the feminisation of poverty, the government of the **United Republic of Tanzania** placed emphasis on access to economic resources by women who form the majority of the population. One major achievement in this regard is the enactment of the Land Act No. 4 and the Village Land Act No 5 of 1999. These two laws provide access for women to ownership of land, development and utilisation for productive purposes.

The Land Act was further amended in 2004 to make the land economically valuable and allow it to be mortgaged to access financial resources for investment. It further protects matrimonial property in case of unscrupulous deals by a spouse. The Village Land Act of 1999 further provides for 40 percent of women participation in village land committees.

In order to reduce the burden of poverty on women and other vulnerable groups, the **Zambian** government developed a Poverty Reduction Strategy Paper (PRSP) 2002-2004 and mainstreamed gender in this programme. The PRSP, which also focuses on social sector activities with a view to enhancing their service delivery

## Africa women's rights protocol comes into force

Box 16

The coming into force of a protocol that seeks to protect the rights of African women could not have come at a better time than during the 16 Days of Activism Against Gender-Based Violence, running from 25 November to 10 December.

The Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa, which provides guidelines on elimination of all practices that are harmful to the health of women and girls, came into force in November 2005, just over a month after the requisite 15<sup>th</sup> ratification. Four countries from southern Africa – Lesotho, Malawi, Namibia and South Africa – are among the first 15 to ratify the protocol.

The protocol provides a comprehensive legal framework for women's human rights. It also recognises and guarantees a wide range of women's civil and political rights as well as economic, social and cultural rights, thus reaffirming the universality, indivisibility and interdependency of all internationally recognised human rights of women.

Among others, the protocol calls for the legal prohibition of female genital mutilation, which is harmful to the health of women and girls, and provides guidelines for eliminating such vices.

Thus, states are required to respect, protect and promote the right to health including the right to control fertility and protection against sexually transmitted infections such as HIV and AIDS. Under the protocol, abuse of women in advertising and pornography is also prohibited.

Gladys Mutukwa of the southern Africa regional office for Women in Law and Development in Africa says of countries that have not ratified,

"Our work will not end until they too show their commitment to women's rights in Africa and become party to the protocol."

Accession to the protocol places an obligation on governments to establish institutions and mechanisms that assure women of protection from practices and attitudes that allow the perpetration of discrimination, including differential opportunities in access to justice. Governments will also produce reports on progress.

Under the protocol, states have agreed to take specific positive action to promote equal participation of women in the political life of their countries through affirmative action, enabling national legislation and other measures.

In addition, states are required to guarantee equal opportunity and access to women in the sphere of education and training; eliminate all stereotypes in textbooks, syllabuses, and the media; and protect women and the girls from all forms of abuse.

Furthermore, African countries are mandated to adopt measures to promote equality of access to employment; promote equal remuneration for jobs of equal value for women and men; ensure transparency in recruitment, promotion and dismissal of women; and punish sexual harassment in the workplace.

The entry into force of the protocol is an essential step towards the recognition of the rights of African women. The challenge remains in ensuring that the protocol is upheld and respected by all members of society.

*Saeanna Chingamuka, SARDC, 2005*

effectiveness, aims at addressing the high poverty levels. Gender mainstreaming has also been done in the Medium Term Expenditure Framework, a three-year framework, and in the budget formulation process.

### Women's human and legal rights

The Optional Protocol to the Convention on Elimination of All Forms of Discrimination Against Women (CEDAW) was adopted in December 2000. Swaziland, the only country that had not rat-

ified CEDAW, did so without reservations in 2004. Seven other countries in the region have either signed or ratified the CEDAW Optional Protocol. The countries are Lesotho, Madagascar, Malawi, Mauritius, Namibia, South Africa and the United Republic of Tanzania.

CEDAW has triggered the creation of Law and Human Rights Reform Commissions in many countries in the region, such as the Commission on Gender Equality in South Africa. This has also led to the review of national legislation in specific



areas such as legislation on violence against women, inheritance, citizenship and workers' rights, family law and laws relating to marriage, women's rights to land and equal employment opportunities for women.

Countries in the region, however, have no specific indicators to monitor their implementation of CEDAW beyond States reporting to the Commission on the Status of Women (CSW).

Reporting on time to the CSW is also a major challenge due to a lack of resources, amongst other constraints. The biggest challenge for the region remains in domesticating CEDAW, as there is a lack of a self-executing clause in constitutions in the region for automatic domestication of international instruments such as CEDAW.

In 2003, the African Heads of State and Government adopted the Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa at their annu-

al summit. The Protocol came into force on 25 November 2005, with four southern African countries having ratified. These are Lesotho, Malawi, Namibia and South Africa.

### Constitutional reforms

Many constitutions in SADC fail to make the distinction between equality and substantive equality or to pronounce themselves on the issue of customary law. Most constitutions in the region recognise formal equality of men and women before the law. However by not taking into account significant differences in the characteristics and circumstances of women and men, gender-related outcomes tend to arise in the application of the law.

There have been progressive constitutional reforms in some SADC countries, such as the Democratic Republic of Congo, Namibia, Swaziland, United Republic of Tanzania, Zambia and Zimbabwe.

## Women vote in significant numbers in DRC's constitutional referendum

Box 17

The people of the Democratic Republic of the Congo (DRC) voted a resounding "yes" at their Constitutional Referendum in December 2005. The referendum was the first time in four decades that Congolese went to the polls to decide on their country's future.

The results of the referendum, announced by the President of the Independent Electoral Commission in January 2006, showed that women had turned out in significant numbers to cast their votes.

Sixty percent of all voters were women, and 72 percent of the more than 9 million women registered as voters chose to endorse their Constitution.

The strength of the female vote, and the increased participation of women during the constitutional process, points to the importance of taking into account the specific needs of women during electoral and constitutional processes.

It highlights the value of creating favourable conditions for equal access of women and men to electoral mandates and electoral offices, thereby

improving governance structures and providing widely accepted and more sustainable solutions to the country's peaceful development.

The Constitution includes key gender equality principles among other fundamental principles. A major challenge remains the successful adoption by parliament of an electoral law that will guarantee equal opportunities for men and women to claim their civic rights and participate in their country's development.

UNIFEM is continuing to work with Congolese women by supporting a critical mass of women and men parliamentarians, and supporting women's mobilizing and advocacy activities with the media and the public in the lead-up to the adoption of the electoral law.

UNIFEM is also assisting women in preparing to participate as candidates, voters, mobilisers and observers in the July 2006 elections, when Congolese go to the polls again to choose their leaders.

*United Nations Development Fund for Women, Internet source, 2006*

In **Zambia**, the 2005 draft constitution has expanded the protection from discrimination to include the right not to be discriminated against on account of sex, pregnancy, health, marital status, race, ethnicity, tribe, social or economic status, origin, colour, disability, religion, conscience, belief, culture, language or birth. In addition the draft constitution contains a clause on the equality of women and men, and has also included the economic, social and cultural rights.

The Zambian draft constitution has tackled “culture”, often left untouched in most laws, by stating that that all laws, customary or regulatory that permit or have the effect of discrimination against women be declared null and void.

**Malawi's** Constitution, reviewed in 1995, upholds the principle of gender equality and non-violence; and enshrines a Bill of Rights. It has helped to create a favourable environment for the development of the National Gender Policy and Programme for Action as well as other gender responsive policies and initiatives.

The **United Republic of Tanzania** in 2005 made major strides in constitutional reform that will go a long way in enhancing women's participation in decision-making. The country made a constitutional provision for at least 30 percent representation of women in the Union parliament.

### Legal reforms

In the SADC Declaration on Gender and Development, leaders in SADC committed themselves and their respective countries to repeal and reform all laws, amend constitutions and change social practices which still subject women to discrimination, and enact empowering gender-sensitive laws.

In **Botswana** the government has amended the Deeds Registry to allow women to register immovable property in their own names and give consent in property transactions of hus-

bands. The law also allows for sharing of property amongst cohabiting couples.

**Lesotho** has set up a Law Reform Commission to work towards reforming outdated laws that discriminate and limit the protection of women. The country has also put in place a Married Persons Equality Bill in 2000 and a Sexual Offences Act in 2003 that is intended to combat sexual violence and to prescribe appropriate sentences for sexual offences. Measures have been taken to strengthen women's role in decision-making at local levels through section 26(1) of the Local Government Act, which stipulates that every third electoral division of the 1,272 seats should be reserved for women.

### Women appeal for legislation Box 18 against domestic violence

Women activists in Zimbabwe are appealing to parliament to pass legislation on domestic violence. For the past five years women activists have been unsuccessfully trying to lobby parliament to pass the Prevention of Domestic Violence Bill.

"This is a very serious issue, which affects everyone including men. The bill will not only benefit women but men who are being bashed by their spouses," said Adelaide Gwanha of Harare. At the launch of the commemoration of the 16 days of activism in Harare in 2005, the Minister of Justice Legal and Parliamentary Affairs, Patrick Chinamasa announced that the government was still finalizing the consultations on the bill.

In the Prevention of Domestic Violence Bill the definition of domestic violence includes economic and verbal abuse, intimidation and stalking. The bill seeks to have domestic violence treated as a crime in its own right.

Currently domestic violence cases are treated under common assault and in some instances one can get a court or peace order to ward off the offender.

*Sunday Mirror, Zimbabwe, 18 December 2005*

The Ministry of Women's Rights, Child Development and Family Welfare of **Mauritius** instituted a Protection from Domestic Violence Act and amended the Criminal Code of Mauritius in 1998 to increase penalties for offences against children especially sexual abuse. The code recognizes sexual harassment as an offence and specifies penalties for abandonment of a pregnant spouse and failure to pay alimony. In 2002 a Sex Discrimination Act was passed in line with provisions of CEDAW.

In **Mozambique**, a Family Law has been reviewed and approved. This Law introduces modalities for matrimony that safeguard the interests of the legitimate parties. In addition civil marriages, religious marriages as well as traditional marriages are recognised, provided they are monogamous. Domestic violence is also considered sufficient grounds for divorce.

The government of the Republic of **Namibia** has enacted several gender sensitive laws, aimed at protecting the rights of women. These include: Married Person's Equality Act (Act No. 6 of 1996); The Communal Land Act (Act No. 5 of 2002); Co-operatives Act (Act 23 of 1996); and Local Authorities Amendment Act No. 3 of 1997.

**Swaziland** ratified CEDAW in March 2004. It has also begun the process of reviewing its Constitution. A workshop was held with the Women's Caucus to discuss the Constitutional Review Report. The outcome of this workshop was the initiation of a campaign to remove the minority status of women.

The **United Republic of Tanzania** ratified the CEDAW Optional Protocol in 2004. Other legislation passed or amended that impact on women's lives include the Sexual Offences Special Provisions Act (1998), the Land Act (1999) and the Village Land Act (1999). The Land Law was later revised in 2004 to create

value for land and to allow mortgage of land with the consent of spouses, and establishes land tribunals whose composition must include not less than 43 percent women.

In **Zambia** a cabinet technical committee comprising civil servants and representatives from NGOs was formed in 2000 to look into the strengthening of laws, enforcement mechanisms and support systems relating to gender-based violence, particularly against women and children. Currently the government in collaboration with the NGOs is in the process of drafting the Bill on gender violence.

The Constitution of **Zimbabwe** was amended in 1996 to prohibit gender discrimination. These laws include the Inheritance Act (1997); Deceased Person's Family Maintenance Act (1997); Sexual Offences Act (2001); and Administration of Estates Amendment Act 6/97.

## Conclusion

The SADC region has made progress towards achieving gender equality. Achievements have been realized in education, particularly primary education, political decision-making, and in various areas of policy implementation. However, many challenges remain. Key amongst these are the increasing levels of violence against women and girls and the new phenomenon of trafficking of women and children. The HIV and AIDS pandemic is being managed more effectively as programmes to treat those infected are in place in many countries in the region. These programmes though face challenges of implementation. There is a need for the region to move from promises of gender equality to delivery. This can be advanced by strengthening institutional mechanisms for gender at both regional and national levels, strengthening monitoring and evaluation mechanisms, and scaling up best practices.

### Where we are going...

#### Consultative conference on gender and development

In December 2005 the SADC Secretariat facilitated a SADC Regional Consultative Conference on Gender and Development with the theme “Reflecting and Re-strategising for Gender-Based Regional Integration”.

The meeting facilitated identification of key priorities areas and actions and resulted in the

development of a draft regional Strategic Implementation Framework to be implemented within a five-year period 2006-2010.

The proposed framework, which is in line with the SADC Declaration on Gender and Development and the SADC RISDP, will guide stakeholders operating in SADC member states as they plan gender programmes and activities in the next five years. The

#### Actions to enhance gender mainstreaming in SADC

Box 19

In a paper presented during the Regional Consultative Conference on Gender and Development, Mary Rusimbi, Executive Director of the Tanzania Gender Networking Programme (TGNP), made the following recommendations for mainstreaming gender in SADC:

- ▣ Establish a policy environment to facilitate the adoption of a regional gender protocol.
- ▣ Develop/update a comprehensive plan for facilitating member states to effectively mainstream gender analysis into the ongoing regional and national economic processes.
- ▣ Build on ongoing efforts on gender macro modelling, gender budgets and gender poverty reduction and include women's unpaid work into national accounts using tools such as time use surveys and related frameworks.
- ▣ Review and update regional and national implementation strategies on trade, industry and investment from a gender perspective.
- ▣ Analyse poverty from a gender perspective so as to understand the differential constraints of poverty on women and men and mainstream into poverty reduction processes.
- ▣ Ensure that each level of institutional mechanism or sectors are held accountable for achieving gender equality targets.
- ▣ Ensure adequate resources such as finances and expertise in gender analysis at all levels so as to enhance effective delivery and monitoring of progress.

- ▣ Strengthen affirmative actions for enhancing access of women and girls to higher levels of learning as well as in professional subjects that previously excluded women such as water, engineering, mining and industry.
- ▣ Prioritise the adoption of gender sensitive and human rights approaches in planning, budgeting, implementation and monitoring of health programmes.
- ▣ SADC secretariat and key structures must institute more effective mechanisms of placing gender issues at the centre of HIV and AIDS frameworks/policies, approaches and interventions.
- ▣ Prioritise increased budget allocation for HIV and AIDS interventions and respond to gender specific needs of women as infected and as care givers.
- ▣ Set timelines for domestication of international and regional instruments on women's rights and prioritise signing and ratification and the Protocol on the African Charter on Human and Peoples Rights on the Rights of Women by all SADC Member States.
- ▣ Institute effective measure for accelerated implementation, monitoring and accountability by member states on the gender parity principle.

*Excerpt from paper “Gender Mainstreaming in SADC, How Far are we? How far to go?” Paper presented at the December 2005 Regional Conference on Gender, in Gaborone, Botswana, by Mary Rusimbi, Executive Director, Tanzania Gender and Networking Programme Gender, December 2005.*

## Road map towards a SADC Protocol on Gender in 2007

Box 20

A road map, or regional action plan, outlining activities leading to the adoption of a SADC Protocol on Gender in 2007 has begun implementation.

The SADC Gender Consultative Conference held in December 2005 developed a regional gender implementation plan for five years and also outlined a series of activities to be undertaken from 2006 to facilitate the adoption and signing of a SADC Protocol on Gender at the 2007 SADC Summit of Heads of States and Government.

The action plan starts with the drafting of a Protocol framework in May 2006, and is intended to culminate with the submission of the draft Gender Protocol to the SADC Summit in August 2007.

The upgrading of the Gender and Development Declaration to a Protocol seeks to institute the Declaration as a legally binding instrument, a move considered long overdue by stakeholders. As a legally binding instrument, a Protocol would be more effective in aligning national legislation than a declaration, which is not binding.

It is anticipated that the Protocol will facilitate, amongst other developments, an opportunity to consolidate and create synergy among the various commitments to gender equality made at international and continental levels into one comprehensive regional instrument that strengthens capacity for effective reporting on progress, as well as providing an opportunity for SADC Member States to address new challenges.

### Regional Action Plan for the SADC Protocol on Gender 2006–2007

ACTION	RESPONSIBLE	TIME FRAME
Draft Framework	Consultant	April/May 2006
Technical roundtable meeting	Task Force and technical experts	May 2006
First Zero Draft	Consultant	June 2006
National and thematic consultations	National gender machineries, civil society organisations and parliaments	June, July, August 2006
Update to 2006 Summit	SADC Gender Unit	August 2006
Second Zero Draft	Consultant	September 2006
Advocacy and lobbying initiatives at national and regional level	Task Force National gender machineries and civil society organisations	June, July, August September 2006
Regional workshop	National gender machineries, Ministry of Justice experts, civil society organisations, SADC Parliamentary Forum	October 2006
Third Zero Draft	Consultant	December 2006
Gender ministers consultation meeting	Gender ministers and senior officials	March 2007
Fifth Zero Draft	Consultant	May 2007
Regional parliamentary consultations	SADC Parliamentary Forum	December 2006 to March 2007
Integrated Council of Minister's meeting (ICM)	ICM	May/June 2007
First Draft		
Council of Ministers (COM)	COM	August 2007
Second and Final Draft		
Adoption and signing of Protocol at SADC Summit	Heads of State and Government	August 2007
Adopted and signed Protocol		August 2007



framework is outlined in this report as the region's proposed plan for the way forward to mainstream gender in southern Africa. The identified priorities are as follows:

- Policy development and harmonisation;
- Institutional strengthening and capacity building;
- Gender mainstreaming;
- Women's empowerment programmes namely women's human rights, women and the girl child, violence against women, sexual and reproductive health and rights including HIV and AIDS, women's economic empowerment, media and information, women in politics;
- Coordination, collaboration and networking;
- Communication and information sharing;
- Monitoring and evaluation; and
- Upgrading the SADC Declaration on Gender and Development into a Protocol;

The framework is a broad guide for stakeholders to operationalise the SADC Gender commitments and SADC Declaration on Gender and Development and its Addendum at the level of Member States based on the country priorities and concerns.

### Future priorities

The areas of concern highlighted in this *SADC Gender Monitor* are still relevant and are reaffirmed in the proposed SIF developed in December 2005. These include strengthening regional and national structures for gender equality; addressing increasing incidences of violence against women and children including trafficking; arresting the high rates of HIV and AIDS infections especially among women and girls; and halting the high incidences of poverty in the region, especially among rural women.

## Way Forward

### Policy development, harmonisation and strengthening institutional frameworks

The SIF calls for the development and/or strengthening of gender polices across the region and the development of a Gender Protocol. The SADC GU has been tasked with the responsibility of moving the protocol agenda within SADC structures and present the draft Gender Protocol to the Heads of State Summit in 2007. Gender experts within SADC Directorates are called upon to review and mainstream gender responsive policies and actions per programme and activity.

At the national level, gender departments are tasked with the responsibility of facilitating awareness activities on the Protocol agenda and lobbying gender ministers, senior officials including the Head of State on the need for a Gender Protocol. The framework outlines the following activities and targets:

- All member states to have National Gender Policies and SADC to have a Regional Gender Policy by 2007;
- National gender machineries to be adequately resourced by 2009;
- Strengthening the SADC Gender Unit with capacity to fulfil its mandate by 2009;
- Establishing an advisory body that will also aid monitoring of gender activities such as a regional Women's Rights Commission by 2009;
- Ensuring 10 percent of each line ministry budgets are allocated to gender specific activities between 2006-2008;
- Engendering regional and national macro-economic and sectoral polices (to include planning and budgeting guidelines), 2006-2007; and

- ▣ Sensitisation and capacity building for SADC structures and institutions on gender mainstreaming 2006-2007.

### Politics and decision-making

Issues of concern regarding women and politics highlighted in the SIF are representation, participation and policy. The SADC GU was called upon to coordinate an audit of decision-making positions that have not previously been focused on, such as the private sector, and assist member states to draw up national plans of action to cover all areas of decision-making emphasizing benchmarking and monitoring. Member States are called upon to make provision for affirmative action clauses in national Constitutions. Specific actions and targets outlined in the SIF are to:

- ▣ Have a comprehensive audit of non-political decision-making structures across the region by 2006;
- ▣ Achieve 50 percent in all decision-making positions by 2015 or earlier;
- ▣ Achieve 50/50 gender balance in the management of the SADC secretariat by 2010.
- ▣ Ensure affirmative action in all constitutions by 2010;
- ▣ Establish Gender Parliamentary Forums at national level by 2010;
- ▣ Undertake a gender audit of parliaments by 2010;
- ▣ Lobby all political parties to have at least 50 percent representation in all party structures by 2015; and
- ▣ Develop a tool at regional level for monitoring women's participation in decision-making in the region.

### Gender equality in education

The concerns highlighted on education are around equality of access to education for boys and girls, eradication of illiteracy and the elim-

ination of stereotypes in education curricula. The SADC GU has been tasked to assist in developing action plans and disseminate information on best practices and develop tools for reviewing educational materials from a gender perspective. Activities and targets outlined in the SIF are to:

- ▣ Introduce state supported early child development in all countries by 2010;
- ▣ Have all universities and institutions of higher learning offering gender studies programmes by 2010;
- ▣ Mount zero tolerance campaigns to end gender violence in schools by 2009;
- ▣ Ensure compulsory primary and secondary education by 2010;
- ▣ Develop and implement an action plan to eradicate illiteracy by 2006;
- ▣ Review all education materials from a gender perspective by 2008, and introduce gender-sensitive materials by 2010;

### Women's human and legal rights

On the rights of women the SIF calls for:

- ▣ Constitutional provisions for gender equality, including right to dignity, right to life, integrity and security of person;
- ▣ The domestication of regional and international instruments and policies.
- ▣ Gender equality to be enshrined in all constitutions and provisions for gender equality to take precedence over customary law by 2010;
- ▣ The removal of all discriminatory legislation by 2010;
- ▣ All member states to domesticate CEDAW by 2007; and
- ▣ Ratification and domestication of the African Protocol on Women's Rights as well as the anticipated SADC Gender Protocol by 2007.

## Violence against women and children

Violence against women and children is one of the major concerns in southern Africa. Actions in the SIF to curb this are: halting of trafficking of women and children, strengthening criminal and justice systems as well as fragile social, economic and political environment in parts of the region.

Actions and targets outlined in the SIF towards arresting incidences of violence against women and children are to:

- ▣ Hold a regional consultative workshop on trafficking of women and children in 2006;
- ▣ Have dissemination model of legislation on best practices on gender violence;
- ▣ Have all member states with laws against gender violence, domestic violence and sexual offences acts by 2008;
- ▣ Hold sensitisation of all functionaries in the criminal system and mainstreaming of gender in all their future training programmes by 2008; and
- ▣ Facilitate meaningful and effective involvement of women in peace building processes and post-conflict situations by 2006.

## Sexual and reproductive health and rights

The concerns in reproductive and sexual rights are identified as, a lack of quality sexual and reproductive health services, poor resourced infrastructure, equipment, facilities and inadequate human resources. The SADC GU is tasked with the responsibility of working with the Social Human Development and Special Programmes Unit of SADC to develop guidelines on sexual and reproductive health. Actions and targets outlined under this concern are:

- ▣ Provision of free health care for poor and vulnerable sections of society;

- ▣ Provision of education on emergency contraception including dissemination of information in local languages to communities by 2008;
- ▣ Development of guidelines for minimum package for sexual and reproductive health in the region by 2007; and
- ▣ Reduction of the maternal mortality rate by three quarters between 2006 and 2015.

## Gender, HIV and AIDS

Issues of concern around HIV and AIDS were identified as high HIV and AIDS prevalence rates among women and girls, cultural practices that perpetuate HIV and AIDS transmission, and gaps in collaborative efforts between biomedical and traditional medicine in combating HIV and AIDS.

**At the regional level** there is a call for the SADC HIV and AIDS Unit to lead an initiative of adopting a Regional Volunteers Charter in southern Africa as outlined in the UN Secretary Generals' Taskforce on Women, Girls and HIV and AIDS.

**At national level** Member States are urged to ensure that HIV and AIDS policies are in place to strengthen programmes and accelerate male involvement in HIV and AIDS initiatives.

**Member States** are also encouraged to facilitate national discussions on traditional practices that fuel the HIV and AIDS pandemic and ensure wide and free distribution of female and male condoms. There is need to strengthen and increase voluntary counselling and testing in rural and urban areas.

The targets and actions set out to curb HIV and AIDS in the SIF are:

- ▣ Halt the spread of HIV and AIDS, as per MDGs six and seven by 2015;
- ▣ Reduce incidences of widow inheritance, genital mutilation, adopt a zero tolerance on minors getting married and reduce by 50

percent the impact of the burden of care on women and the girl child by 2007; and

- Create forums to foster negotiations for collaborative partnerships between modern and traditional medicine by 2007.

### Women's economic empowerment

Issues of concern regarding women's economic empowerment contained in the SIF are:

- The need for women to be equally represented in economic policy formulation, women's lack of rights to own property and to inherit;
- Lack of access to credit, capital, land especially in rural areas; and
- The lack of support to women entrepreneurs.

Actions around these concerns are:

- Engendering the SADC Trade Protocol;
- Lobbying and negotiating for gender quotas in all trade missions;
- Building capacity for financial schemes, markets;
- Customs modalities for women cross-border traders; and
- Gender awareness training for customs officials.

Targets outlined in the plan include:

- Have gender balance in all economic policy decision-making structures by 2015.
- Establish strategies and action plans for gender mainstreaming in economic policy by 2008.
- End all discrimination against women with regard to property and inheritance by 2010.
- Double current levels of women accessing credit by 2010.
- Increase equal access to trade opportunities for women by 2015 and
- End occupational segregation and all forms of employment discrimination by 2010.

### Women and media institutions

The concerns in the region on the media are focused on representation and portrayal of women in editorial content. The plan calls for:

- Regional and national campaigns to ensure that gender issues are covered like any other news in the media;
- A gender audit of all existing media legislation; and
- The establishment of code of ethics and media watch bodies.

Actions and targets outlined in the plan are to:

- Ensure 30 percent women news sources by 2010 and gender balance in news sources by 2015;
- Ensure 50 percent women representation in decision-making positions in all areas of media by 2015;
- Ensure equal access by women to all dimensions of information technology by 2010;
- Integrate gender into all media and ICT policies by 2015;
- Develop a Media Action Plan on HIV and AIDS and Gender at regional level by 2006; and
- Ensure that 80 percent of all media houses have gender and HIV and AIDS policies by 2008.

### Coordination, collaboration and networking

The SIF calls upon the SADC GU to lobby for observer status at the United Nations Commission on the Status of Women (CSW), participate annually and mobilize resources for a Regional Women's Rights Commission. The SIF outlines the following activities:

- Put in place synchronized, high-impact programmes and actions at national and regional level as of 2006;

- Ensure effective collaboration within SADC secretariat, Member States and other stakeholders on gender as of 2006;
- Support gender mainstreaming processes through information sharing with regional and global partners, networks, initiatives coordinated by SADC stakeholders and/or gender and development stakeholders as of 2006; and
- National machineries to initiate platforms for information sharing with civil society organizations as of 2006.

### Communication, information sharing, monitoring and evaluation

Monitoring and evaluation enhance policy development and implementation. The process of monitoring and evaluation provides an indication of whether programmes are achieving set targets and impacting on lives of women, men, youth and children. This process is facilitated by the availability of data. Due to costs of collecting data, the region has a scarcity of data especially data disaggregated by sex, which is vital to monitoring and evaluating gender developments.

The framework highlights the need to use research and documentation as a base to strengthen communication and information sharing and monitoring gender developments in the region. In this regard the following actions and targets have been set:

- SADC GU and its partners to spearhead the publication of an annual *SADC Gender Monitor*;
- SADC GU in consultation with its partners to set up a gender and development page on the internet to facilitate sharing activity reports and updates on national and regional gender activities;

- SADC GU and its partners to embark on annual information-gathering processes on gender disaggregated data on SADC directorate areas of focus, on beneficiaries, target groups and line ministries at Member State, regional and national levels;
- Enhance the capacity of the SADC GU to use monitoring and evaluation tools as of 2006;
- SADC GU to popularise the use of the African Gender and Development Index (AGDI) and the Violence Against Women Index as of 2006; and
- Initiate discussion on developing one reporting format to various gender mechanisms as of 2006.

### Conclusion

Southern Africa has outlined for itself a number of activities and set targets in several areas of concern in order to accelerate gender equality in the region. These will require concerted efforts by all stakeholders: government, NGOs, civil society groups and the donor community. Strong alliances between governments and partners need to be forged as a way of coordinating activities if targets are to be met. Monitoring and evaluation plays a key role in achieving the set targets and it is only through monitoring that progress can be measured. Evaluation will go a long way in helping to document best practices so as to replicate these on a larger scale.

The institutional mechanisms at regional and national level are crucial in overseeing implementation of the SIF, thus particular attention must be paid to adequate staffing, training staff in gender analysis and adequately financing gender machineries.



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## SADC Gender and Development Conference Gaborone, Botswana December 2005

### Conference Communiqué

From December 6-9, 2005, 110 participants from high level government delegations at the level of Permanent Secretaries, Directors and Senior Officers, and representatives from Civil Society Organisations from 12 member countries of the Southern African Development Community (SADC), attended a regional stakeholders' consultative conference on gender and development convened by SADC.

The delegates **recalled** the 1997 SADC Declaration on Gender and Development and its 1998 Addendum on the Prevention and Eradication of Violence against Women and Children, which have played an important role in translating international and continental instruments into regional commitments. Delegates also took further cognisance of international instruments such as the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the 1994 Declaration and Action Plan of the International Conference on Population and Development (ICPD) held in Cairo, the 1995 Beijing Platform for Action, and (BDFA) the Millennium Development Goals (MDGs). All of these instruments have been adopted and signed by SADC Heads of States and confirmed as providing critical frameworks for the advancement of gender equality and women's human rights.

The conference **deliberated** on the thematic areas of:

- Policy development and harmonisation
- Institutional strengthening and capacity building
- Gender mainstreaming
- Human Rights of Women
- Women and the Girl Child Education
- Violence against Women and Girls (with special mention of the sexual exploitation of children)
- Sexual and reproductive health and HIV and AIDS
- Women's economic empowerment
- Gender and the Media
- Women's Participation in Politics and Decision Making
- And on the upgrading of the 1997 SADC Declaration on Gender and Development into a Protocol

The conference's review of these thematic areas noted that while the policy framework for the advancement of gender equality in the SADC region has significantly advanced since 1997, implementation still falls short of stated commitments; and, that the fragile gains made face new threats from the impact of the HIV and AIDS pandemic, increasing poverty, the increasing levels of gender based violence against women and girls (making specific mention of violence against girls in schools), declining social security nets, and the emergence of

new crises such as trafficking of women and children in the region.

Delegates **endorsed** the critical need to establish dynamic and sustainable partnerships between governments and other stakeholders; the critical need for the mobilization of resources and commitment at the highest levels to strengthen the institutional capacities of national machineries and the SADC Gender Unit; and **emphasised** that partnership building is a vital synergy in mainstreaming gender equality:

Delegates **expressed conviction** that progress towards gender equality in SADC needs to be accelerated and **affirmed their commitment**:

- To the use of gender mainstreaming as an important strategy towards gender equality;
- To the implementation of the framework developed during this conference for the advancement of gender equality in SADC;
- To engendering all macro-economic policies and processes;
- To consolidating and creating synergy between the various commitments on gender equality made at international and continental levels into one comprehensive regional instrument;
- To working at national and regional levels to address gender imbalances in education and training, access to health, employment, and women's participation in decision-making in all sectors;
- To the review of national legislation and policies that are discriminatory against women;
- To the development of information, education and other strategies to bring awareness among the general populace at national level of the international, regional and national policy frameworks on gender equality, and to promote dialogues and discussion among the general populace on women's human rights and gender equality;
- To strengthening the monitoring mechanisms in place for advancing gender equality;
- To strengthen and improve coordination between the various stakeholders working to advance gender equality in the region; and
- To raising the level of awareness of the gender dimensions of the HIV and AIDS pandemic and violence against women and girls, so that both are viewed as emergencies, requiring urgent and appropriate actions taken at the national and regional levels.

## APPENDIX 2

### SADC Declaration on Gender and Development and Addendum

To facilitate the integration and mainstreaming of gender issues into the SADC Programme of Action and Community Building Initiative the SADC Heads of State or Government signed the Declaration on Gender and Development on September 8 1997 in Blantyre, Malawi. By signing the Declaration, SADC leaders committed themselves and their respective countries to:

- 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 30 percent target of women in political and decision making structures by year 2005;
- 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;
- Repealing and reforming all laws, amending constitutions and changing social practices which still subject women to discrimination, and enacting empowering gender sensitive laws;
- Enhancing access to quality education by women and men, and removing gender stereotyping in the curriculum, career choices and professions;
- Making quality reproductive and other health services more accessible to women and men;
- Protecting and promoting the human rights of women and children;
- Recognising, protecting and promoting the reproductive and sexual rights of women and the girl child;
- Taking urgent measures to prevent and deal with the increasing levels of violence against women and children; and
- Encouraging the mass media to disseminate information and materials in respect of the human rights of women and children.

#### **An Addendum to the 1997 Declaration on Gender and Development by SADC Heads of State or Government**

##### **RECALLING THAT:**

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

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

##### **RECOGNISING THAT VIOLENCE AGAINST WOMEN AND CHILDREN:**

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

##### **DEEPLY CONCERNED THAT:**

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

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

##### **Legal**

8. Enacting laws such as sexual offences and domestic violence legislation making various forms of violence against women clearly defined crimes, and taking appropriate measures to impose penalties, punishment and other enforcement mechanisms for the prevention and eradication of violence against women and children;
9. Adopting legislative measures to ensure the protection and removal of all forms of discrimination against, and empowerment of women with disabilities, the girl-child, the aged, women in armed conflict and other women whose circumstances make them especially vulnerable to violence;
10. Reviewing and reforming the criminal laws and procedures applicable to cases of sexual offences, to eliminate gender bias and ensure justice and fairness to both the victim and accused;

11. Introducing, as a matter of priority, legal and administrative mechanisms for women and children subjected to violence, effective access to counselling, restitution, reparation and other just forms of dispute resolution;
12. Adopting such other legislative and administrative measures as may be necessary to ensure the prevention and eradication of all forms of violence against women and children;

#### ***Social, Economic, Cultural and Political***

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

#### ***Services***

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

#### ***Education, Training and Awareness Building***

20. Introducing and promoting gender sensitisation and training of all service providers engaged in the administration

of justice, such as judicial officers, prosecutors, police, prison, welfare and health officials;

21. Undertaking and sharing research on the gathering of statistics and other information on the causes, prevalence and consequences of violence against women and children;
22. Encouraging the exchange of national, regional and international best practices for the eradication of violence against women and children;

#### ***Integrated Approaches***

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

#### ***Budgetary Allocations***

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

#### ***WE FURTHER RESOLVE THAT:***

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

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

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

## APPENDIX 3

# Highlights on the implementation of the SADC Declaration on Gender and Development

To what extent the Southern African Development Community (SADC) Declaration on Gender and Development has been honoured since 1997 was the subject of a recent progress audit commissioned by the SADC Gender Unit and SADC Parliamentary Forum. Gender and women's empowerment organisations participated in the audit in July 2005, with the objective of establishing to what extent SADC member states have delivered on their promise to improve the status of women and men. Following are highlights on the various themes.

### Women in decision-making

Southern Africa has experienced a rapid increase of women in decision-making since the SADC declaration was adopted. Only two countries, South Africa and Mozambique, achieved the target of 30 percent women in political decision-making positions by 2005, but southern Africa with an average representation of women in the parliaments at 20 percent, is second only to the Scandinavian countries internationally. In line with the African Union (AU) position, SADC adopted a 50 percent target for women in decision-making in August 2005. The challenge remains in that very few countries have met the 30 percent target.

### Constitutional and legal rights

**Customary law.** Twelve SADC member states have a dual legal system, with customary law governing the everyday lives of the majority of women in the region. Only two countries, South Africa and Namibia, have made it clear in their Constitutions that where there is a conflict between the two legal systems, the Bill of Rights takes precedence. South Africa and the United Republic of Tanzania are the only countries that have passed laws to provide for equal status between women and men in customary marriages. South Africa's recognition of the Customary Marriages Act of 1998 gives African women married under customary law equal status, capacity and rights under the law.

### Economic empowerment

All SADC countries have taken some initiatives to mainstream gender in economic policies, but this has not translated into gains for women's economic status. More women than men live in abject poverty in the region.

**Rhetoric and reality of credit.** Despite legislative reforms, many commercial lending institutions continue to insist on a male guarantor, usually a husband, if the woman does not sufficient collateral. This situation leaves many women, especially in rural areas, to rely on borrowing money from moneylenders who demand high interest.

**Laws and practise.** Many countries lack practical mechanisms to help detect, control, and prevent discrimination against women.

**Doors still shut to formal employment.** In all SADC countries, women constitute the highest proportion of the unemployed, while those employed are concentrated in low-paying positions. Most women work in the informal sector; in casual, part-time and non-permanent jobs. Disparities exist in men and women's remuneration for work of equal value.

### Gender violence

Gender violence is slowly getting on the political agenda in most countries as evidenced by the participation of Heads of State and other key decision-makers in the Sixteen Days of Activism Against Gender Violence Campaigns which runs from November 25 to December 11 annually. The establishing of specialised services at police stations and in courts for addressing gender violence are also signs of commitment in eight SADC countries. These typically consist of separate rooms at police stations with trained staff in the "victim support units".

**Lack of specific legislation.** Only three SADC countries (Mauritius, South Africa, and Namibia) have passed specific Domestic Violence Acts. Botswana, Malawi and Zimbabwe have domestic violence laws pending, while Lesotho, Namibia, Tanzania and Zimbabwe have passed Sexual Offences Acts. A Sexual Offences Bill is being debated in South Africa. In the remaining countries, there have been no moves to introduce specific legislation for addressing domestic violence or sexual offences. This means that domestic violence is covered under laws such as "common assault" that are inadequate for dealing with this complex violation of women's rights.

**Weak legal provisions on sexual harassment.** Legal provisions for sexual harassment in all countries are weak, with four countries - Mozambique, South Africa, Namibia and Zimbabwe - reporting that this is covered as part of labour law.

### Women's health

Many national governments, in collaboration with NGOs, have recognised maternal and reproductive health as a priority. Eight countries have more than 50 percent of births attended by trained health professionals. While more work is needed, there has been an effort to improve the quality of reproductive health service.

**Few free services.** Few member states provide reproductive health services free of charge. Women tend to be among the poorest in the population and cannot afford the treatment. Primary health and maternal healthcare services need to be provided free of charge.



### **Men and youth are excluded from family planning.**

Family planning is often seen as a “women’s issue.” Men are rarely involved. Reports from some countries suggest that sexually active youth and adolescents are restricted from accessing family planning services and contraceptives, although no legislation states such restrictions.

**Lack of targeted, relevant information.** Information is often not accessible or relevant, as it is not produced in indigenous languages and for the specific target audience. More information and education is needed, in particular for dissemination in rural areas and among out-of-school youth.

**The needs of marginalised women are often ignored.** The provision of sexual and reproductive health services for women in prisons or refugee camps are limited.

### **HIV and AIDS**

Many countries have developed national HIV and AIDS policies and programmes that include prevention, care and treatment. Many policies emphasise that the pandemic must be addressed through a multi-sector approach.

### **Missing link between gender inequality, HIV and AIDS.**

Cultural traditions and gender roles limit the ability of women to make decisions on sex and reproduction. Yet few national policies have specifically addressed the linkages.

**Who is accessing ARVs?** There is need for gender-disaggregated statistics on who is accessing ARVs.

### **Home-based care adds to the unwaged work of women.**

Home-based care for People Living with AIDS is often predicated on women, and especially younger and older women, bearing additional responsibilities. There is need to study the extent of home-based care and its impact on care-givers, to formulate policies that provide state support.

### **Education**

**User fees.** With the introduction of school and other user fees in some countries, it is often girls who are first to be withdrawn when there are financial choices to be made. Increasing levels of poverty have resulted in the growing proportion of boys dropping out of primary school to become hawkers and traders, as their parents find this economically more beneficial in the short term than the long-term investment in education.

**School dropout rate.** In many countries there is a higher dropout rate for girls than boys due to early marriages and a high rate of teenage pregnancy in the region, with roughly one-third of all young women becoming pregnant by the age of 16.

**Reproductive health facilities for boys and girls.** Sex education is still not accompanied by adequate reproductive health facilities for young people in urban or rural areas.

**Girls who fall pregnant while at school.** Although theoretically in most SADC countries students who become pregnant are free to continue and/or return to school, in practice they are stigmatised or expelled, and seldom complete their education.

**Vocational training and higher education.** There is a far lower level of girls than boys in vocational training across the region. The picture at university level is mixed. (In South Africa, gender parity has been achieved at university level; in Tanzania, 88 percent of university enrolments are men.) There are strong gender biases in the fields of study, with women predominating in the arts, domestic science, secretarial, clerical and “soft” occupational areas while men dominate in the sciences, business, finance, management etc. These disparities have implications for career choices and the remuneration that women and men receive when they leave school.

**Poor performance by girls.** There is a gender gap in the performance of girls and boys in secondary school in most SADC countries. Many girls have dual roles as learners and caregivers, especially in the era of HIV and AIDS.

**Sexual violence in schools.** There are high levels of sexual violence and sexual harassment in schools that have a damaging effect on the performance of young women. Teachers perpetrate an alarmingly high level of this sexual abuse. Gender violence in schools carries with it the added threat of HIV and AIDS.

**HIV and AIDS.** Certain practices, such as the myth that having sex with a virgin is a cure for AIDS are exacerbating the problem. Many young girls are forced by poverty to have transactional sex (sex for money) with older men in order to support themselves and their families.

**Gender biases in curricula.** There has been no systematic review of school curricula in the region to remove gender biases and encourage the challenging of gender stereotypes.

### **Institutional mechanism**

**Inadequate resources.** Most institutional mechanisms in the region suffer from inadequate human capital and low budget allocations. This means that the direct cost of gender programme implementation is largely left to the discretionary support of donors and development partners.

**SOURCE** Rationale for a SADC Protocol on Accelerating Gender Equality, presented to the August 2005 Summit of SADC Heads of State and Government.

## APPENDIX 4

### Millennium Development Goals

There are eight Millennium Development Goals (MDGs). For each goal one or more targets have been set, most for 2015, using 1990 as a benchmark.

▣ **Eradicate extreme poverty and hunger**

**Targets 2015** Halve the proportion of people whose income is less than one dollar a day, and  
Halve the proportion of people who suffer from hunger.

▣ **Achieve universal primary education**

**Target 2015** Ensure that all girls and boys will be able to complete primary school.

▣ **Promote gender equality and empower women**

**Targets 2005, 2015** Eliminate gender disparity in primary and secondary education preferably by 2005, and at all levels of education no later than 2015.

▣ **Reduce child mortality**

**Target 2015** Reduce by two-thirds the mortality rate of children under five.

▣ **Improve maternal health**

**Target 2015** Reduce by three-quarters the ratio of women dying in childbirth.

▣ **Combat HIV and AIDS, malaria and other diseases**

**Target 2015** Halt and begin to reverse the spread of HIV and AIDS, and the incidence of malaria and other major diseases.

▣ **Ensure environmental sustainability**

Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources.

**Target 2015** Reduce by half the proportion of people without access to safe drinking water.

**Target 2020** Achieve significant improvement in the lives of at least 100 million slum dwellers.

▣ **Develop a global partnership for development**

Develop an open, rule-based, predictable, non-discriminatory trading and financial system that include a commitment to good governance, development and poverty reduction – nationally and internationally.

Address the special needs of the least developed countries, and landlocked and small island developing states.

Deal comprehensively with the debt problems of developing countries.

Develop decent and productive work for youth.

In cooperation with pharmaceutical companies, provide access to affordable essential drugs in developing countries.

In cooperation with the private sector, make available the benefits of new technologies – especially information and communications technologies.

**SOURCE** [www.undp.org](http://www.undp.org)



# Southern African Development Community Gender Monitor

