

Distr. LIMITED

E/ECA/ACGD/RC.VII/04/22
5 October 2004

Original: English

**UNITED NATIONS
ECONOMIC AND SOCIAL COUNCIL**

**ECONOMIC COMMISSION FOR AFRICA
African Centre for Gender and Development (ACGD)**

Seventh African Regional Conference on Women
*Decade Review of the implementation of the Dakar and Beijing
Platform for Action (Beijing+10)*

**6 – 14 October 2004
Addis Ababa, Ethiopia**

**Progress Report on the implementation of the Beijing
Platform for Action
By SADC REGION**



PROGRESS REPORT ON THE IMPLEMENTATION OF THE BEIJING PLATFORM FOR ACTION BY SADC REGION.

**Submitted by SADC Secretariat at the
African Regional Decade Review Meeting on the Implementation
of the Beijing Platform for Action (Beijing + 10),
Addis-Ababa, Ethiopia, 11-15th October 2004**

TABLE OF CONTENTS

TABLE OF CONTENTS.....	1
LIST OF TABLES	4
ABBREVIATIONS AND ACRONYMS.....	5
FOREWORD	9
ACKNOWLEDGEMENT	11
EXECUTIVE SUMMARY	12
PART A: THE SOUTHERN DEVELOPMENT COMMUNITY (SADC) ...	13
1. INTRODUCTION	13
1.1 Background information.....	13
1.2 Evolution of SADC: Establishment of SADC.....	13
1.3 Objectives of SADCC.....	13
1.4 Transformation from SADCC to SADC.....	14
1.5 Objectives of SADC.....	14
1.6 Restructuring of SADC	15
1.7 Efforts to Mainstream Gender in SADC (1987-1994).....	15
2. REVIEW OF IMPLEMENTATION OF THE AFRICAN AND BEIJING PLATFORMS FOR ACTION BY THE SADC SUB-REGION.....	17
2.1 Post 4 th World Conference on Women Processes.....	17
2.2 SADC Sub-Regional Policy instruments for mainstreaming gender in SADC and Plans for implementation	17
2.3 Institutional Framework for mainstreaming gender in SADC	21
2.4 Skills Development and Capacity Building for Mainstreaming Gender.....	22
2.5 Women Specific Empowerment Programmes	25
2.5.1 Women's Human and Legal Rights.....	25
2.5.2 Women's Representation in Political and Decision-making Structures	27
2.5.3 Women's Access to Economic Structures and Productive Resources.....	29
2.5.4 Communication, Information sharing, dissemination and Networking.....	31
2.5.5 Monitoring and Evaluation.....	31
PART B: AN ASSESSMENT OF THE IMPLEMENTATION OF GLOBAL, REGIONAL AND NATIONAL COMMITMENTS ON GENDER IN SADC	34

1.	POLICIES FOR GENDER EQUALITY IN SADC MEMBER STATES.....	34
2.	INSTITUTIONAL FRAMEWORK FOR MAINSTREAMING GENDER	36
3.	CAPACITY BUILDING FOR MAINSTREAMING GENDER	45
4.	LEGAL REFORMS.....	52
5.	WOMEN'S REPRESENTATION IN DECISION-MAKING STRUCTURES	58
6.	POVERTY REDUCTION AND WOMEN'S ECONOMIC EMPOWERMENT	75
7.	HIV and AIDS.....	103
	PART C: WAY FORWARD – FUTURE PRIORITIES.....	111
	CONSTRAINTS AND CHALLENGES IN THE IMPLEMENTATION OF THE BEIJING PLATFORM FOR ACTION AND FURTHER INITIATIVES	111

List of Tables

Table 1:	Women's Representation in Political Structures in Angola
Table 2:	Women's Representation in Public Affairs in Angola
Table 3:	Representation and Participation of Women in the Judicial System
Table 4:	Representation and Participation of Women in Foreign Services
Table 5:	Gender Representation in Parliament and Cabinet in Botswana: 1994/1999
Table 6:	Representation in part Central Committee by Sex
Table 7:	Gender Representation of Political Party Parliamentary Candidates in Botswana 1999
Table 8:	Gender Representation in Parliament and Cabinet in Botswana: 1994/1999
Table 9:	Gender Representation in Local Authorities in Botswana: 1999
Table 10:	Elected and nominated Councilors in Local Government Elections in Botswana: 1999
Table 11:	Women's Representation in Decision-Making Institutions in the DRC: 2004
Table 12:	Women in Decision-Making Positions in the Kingdom of Lesotho: 1993-2004
Table 13:	Representation of Women in Politics and Decision Making Levels in Malawi: 1994 - 2003
Table 14:	Representation of Women in Politics and Decision Making Levels in Mauritius: 2004
Table 15:	Representation of Women in Local Government
Table 16:	Proportion of seats held by women in Parliament
Table 17:	Women in Cabinet, Parliament, Regional and Local Council in Namibia
Table 18:	Representation of Women in Decision-Making Levels in South Africa: 1993/2003
Table 19:	The Representation of Women in Parliament in Swaziland: 2004
Table 20:	Gender Representation of Leadership in the United Republic of Tanzania (URT): 1997 - 2003
Table 21:	A Quantitative Analysis of Women in Politics and Decision Making in the United Republic of Tanzania (URT): 1997 - 2003
Table 22:	Gender Composition of Cabinet Ministers and Members of Parliament in Zambia: 1995 - 1998
Table 23:	Composition of Government Commissions in Zambia by Gender: 1999
Table 24:	Women's Representation in Selected Decision Making Positions in Zambia: 2003
Table 25:	Women's Representation in Cabinet in Zimbabwe: 2003
Table 26:	Women's Representation in Parliament in Zimbabwe: 2003
Table 27:	Women's Representation in Local Councils in Zimbabwe: 2003
Table 28:	Conditions to have access on credit for women in Kinshasa, DRC
Table 29:	Cumulative Loan Disbursement by Sex by various institutions in Malawi: 1995 - 2003
Table 30:	Loan Disbursement by Financial Institutions in Malawi: 1995/2003
Table 31:	Women's Employment in the Formal Sector in Malawi
Table 32:	Employment by Gender in No-Traditional Fields in Malawi: 1995/2004
Table 33:	Employment by Gender in the Industrial Sector in Malawi
Table 34:	Employment in Government Services* by Occupation and Sex in Mauritius: 2002
Table 35:	Mean hours spent on unpaid housework per week among persons aged 12 years and above in Mauritius
Table 36:	Gender Access to Economic Resources in South Africa: 2001

ABBREVIATIONS AND ACRONYMS

ACGD	African Center for Gender and Development
AGDI	African Gender Development Index
ACHPR	African Charter on Human and People's Rights
AIDS	Acquired Immuno Deficiency Syndrome
ALDSAP	Agricultural and Livestock Development Strategy and Action Plan
ANDE	Anou Diboute Ensam
ANGOZA	Association of Non-Governmental Organizations of Zanzibar
ARVs	Anti-Retro Virals
AU	African Union
BCP	Botswana Congress Party
BDP	Botswana Democratic Party
BFA	Beijing Platform for Action
BNCW	Botswana National Council on Women
BNF	Botswana National Front
BWPC	Basotho Women's Parliamentary Caucus
CANGO	Coordinating Assembly of Non-Governmental Organizations
CCM	Chama Cha Mapinduzi
CEDAW	Convention on the Elimination on all Forms of Discrimination Against Women
CBO	Community Based Organization
CEDA	Citizenship Entrepreneurial Development Agency
CIDA	Canadian International Development Agency
CONGOMA	Council for Non-Governmental Organizations/Malawi
CRC	Convention on the Rights of the Child
CSCBF	Civil Service Building Fund
CSO	Civil Society Organization
DAC	Development Assistance Committee
DANIDA	Danish International Development Agency
DESA	Department of Economic and Social Affairs
DfID	Department for International Development
DRC	Democratic Republic of Congo
ECA	Economic Commission for Africa
EOTF	Equal Opportunity Trust Fund
ESAMI	Eastern and Southern Africa Management Institute
ESAP	Economic Structural Adjustment Programme
FANR	Food Agriculture and Natural Resources
FAWETA	Federation of Associations for Women Entrepreneurs in Tanzania
FEMACT	Feminist Activism Coalition
FES	Frederich Ebert Stiftung
FNUAP	Fundo das Nacoes Unidas para Actividades de Populacao
GAD	Gender and Development
GBV	Gender Based Violence
GDP	Gross Domestic Product
GFP	Gender Focal Point
GIDD	Gender in Development Division
GPPC	Gender Project Planning Committee
HIV	Human Immunodeficiency Virus

ICPD	International Conference on Population and Development
ICM	Integrated Committee of Ministers
ICP	International Cooperating Partners
ICT	Information Communication Technology
IFAD	International Fund for Agricultural Development
HIS	Integrated Household Survey
IEC	Independent Electoral Commission
ILO	International Labour Organization
I&S	Infrastructure and Services
LAPCA	Lesotho AIDS Programme Coordinating Authority
LRF	
MAP	Millennium Action Programme
MCDGC	Ministry of Community Development, Gender and Children
MD	Millennium Declaration
MDGs	Millennium Development Goals
MGTT	Malawi Gender Trainers Team
MIS	Management Information System
MMCAS	Ministry of Women's Coordination and Social Action
MNPFA	Malawi National Platform for Action
MoH	Ministry of Health
MP	Member of Parliament
MRFC	Malawi Rural Finance Company
MYEWCD	Ministry of Youth Employment, Women and Child Development
NABW	National Association of Business Women
NAC	National AIDS Council
NACP	National AIDS Control Programme
NCGADT	National Commission on Gender and Development Trust
NCWID	National Commission on Women in Development
NDS	National Development Strategy
NGAP	National Gender Action Plan
NGP	National Gender Policy
NGPF	National Gender Policy Framework
NGO	Non-Governmental Organisations
NGOCC	Non-Governmental Organization Coordinating Committee
NGM	National Gender Machinery
NWC	National Women's Council
NWEC	National Women Entrepreneurs Council
OECD	Organization for Economic Cooperation and Development
OSW	Office of the Status of Women
OVC	Other Vulnerable Children
OVOP	One Village One Product
PAV	Poverty Alleviation Programme
PIMSC	Planning and Implementation Support Centres
PIR	Interim Reconstruction Programme
PLWHA	People Living with HIV and AIDS
PMCT	Prevention of Mother to Child Transmission
PMURR	Programme for Reconstruction and Rehabilitation
PNPFC	National Programme for the empowerment of Congolese Women

PNURC	National Capacity Building Programme
PRA	Rural Action Plan
PRSP	Poverty Reduction Strategy Paper
PSRP	Public Service Reform Programme
RFFI	Regional Focal Field level Institution
RH	Reproductive Health
RISDP	Regional Indicative Strategic Development Plan
RTTP	Rural Transport and Travel Programme
SADC	Southern African Development Community
SADCC	Southern African Development Coordination Conference
SAFAIDS	Southern Africa AIDS Network
SANDF	South Africa National Defence Force
SARDC	Southern African Research and Documentation Center
SARO	Southern Africa Regional Office
SCU	Sector Coordinating Units
SCOGWA	Swaziland Committee on Gender and Women's Affairs
SDA	Sex Discrimination Act
SEDOM	Small Enterprise Development of Malawi
SEGA	Social and Economic Gender Analysis
SESE	Survey of the Employed and Self-Employed
SHDSP	Social and Human Development and Special Programmes
SMME	Small, Medium and Micro-Enterprise Programmes
SMS	
SNCs	SADC National Committees
SRH	Sexual and Reproductive Health
STIs	Sexually Transmitted Infections
TACIDS	Tanzania Commission for AIDS
TANGO	Tanzania Association of Non-Governmental Organizations
TAWLA	Tanzania Women Lawyers Association
TAWLAE	Tanzania Association of Women Leaders in Agriculture and Environment
TGNP	Tanzania Gender Networking Programme
TFTW	Training Fund for Tanzanian Women
TIFI	Trade Industry Finance and Investment
TOT	Training of Trainers
UN	United Nations
UNAIDS	United Nations Joint Programme for AIDS
UNCDF	United Nations Capital Development Fund
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNIFEM	United Nations Development Fund for Women
USAID	United States Agency for International Development
UWT	Umoja wa Wanawake wa Tanzania
VCT	Voluntary Counseling and Testing
WAD	Women's Affairs Department
WAG	Women Action Group
WAT	Women Advancement Trust
WCW	World Conference on Women
WIB	Women in Business

WIC	Women Information Center
WID	Women in Development
WIDSAA	Women in Development Southern Africa Awareness Programme
WILDAF	Women in Law and Development in Africa
WILSA	Women in Law in Southern Africa
YWCA	Young Women Christian Association
ZWLA	Zimbabwe Women Lawyers Association
ZWRCN	Zimbabwe Women's Resource Center Network

FOREWORD

The Regional Decade Review Meetings on the Implementation of the African and Beijing Platforms for Action (Beijing +10) in April and October 2004, are providing an opportunity to the Southern African Development Community (SADC) to share with other Sub-Regional and Regional organisations its experiences, achievements, challenges and priorities for future initiatives and implementation of the gender equality commitments. Indeed it is a moment to celebrate the achievements recorded and to learn from the experiences of other sub-regions and regions, so that we can improve in areas where we did not do well in SADC.

This Report presents a review and appraisal of the progress made by the SADC sub-region in the implementation of the SADC Declaration on Gender and Development, African and Beijing Platforms for Action. The Report has been prepared as a requirement to assess progress made 10 years after the adoption of the African and Beijing Platforms for Action in 1994 and 1995 respectively. SADC Member States adopted these policy instruments. In 1997 and 1998, SADC Member States committed themselves collectively to institutionalise the Beijing Platform for Action by Heads of State or Government signing the SADC Declaration on Gender and Development and the Addendum on the Prevention and Eradication of Violence Against Women and Children respectively. Further, SADC regional body established an institutional framework to mainstream gender in the region. At the operational level, it adopted a Plan of Action on Gender in SADC.

Among the objectives of SADC as explained in the Declaration and the Treaty establishing it includes: “to achieve development and economic growth, alleviate poverty, enhance the standard and quality of life of the people of the Southern Africa and support the socially disadvantaged through regional integration.” An Agreement amending the Treaty of the Southern African Development Community was signed in 2001. Objectives on: “Combating HIV and AIDS and other communicable diseases; Ensure that poverty eradication is addressed in all SADC activities and programmes; and mainstreaming gender in the process of community building.”

The role of women in social, economic and political development of our sub-region cannot be ignored. By putting in place strategies which address the concerns and needs of women and men, to have equal opportunities to access productive resources, enhance their participation in social, economic and political activities, will facilitate the achievement of economic growth, creation of employment, alleviation of poverty and promote regional integration. Therefore the 12 critical areas of concern identified in the Beijing Platform for Action as well as the issues identified in the SADC Declaration on Gender and development are both a means and an end in facilitating and enhancing SADC to achieve its overall objectives.

During the period under review, 1995 and 2004, at national level, Member States intensified efforts to implementation of the priority critical areas of concern as they had committed themselves to do so. The majority of countries have developed Poverty Reduction Strategy Papers, National Plans and Budgets which take cognisance of the challenges posed in the Beijing Platform for Action, Declaration on Gender and development and its Addendum on the Prevention and Eradication of Violence against Women and Children. The Millennium Declaration and Development Goals (MDGs) is another policy instrument, which SADC Member States have started to use to review their national plans to address the challenges and targets set in the MDGs. Member States have also started to present their National reports on the implementation of the MDGs.

At the Sub-regional level, the restructuring of SADC institutions, and the development of the Regional Indicative Strategic Development Plan (RISDP) have provided a broader mandate to the Secretariat to ensure gender issues are addressed in all the policies, programmes, activities and functions of all Directorates and Units.

The Report is divided into three main parts. Part A is focusing on the sub-regional level. It consists of an introduction section, which contains information on the background of SADC and efforts made to mainstream gender into the Organisation. This section also reviews the implementation of the Beijing Platforms for Action, SADC Declaration on Gender and Development and the Addendum on the Prevention and eradication of Violence against Women and Children at the sub-regional level.

Part B of the Report is focusing on the assessment of the implementation of the global, regional and national commitments on Gender in SADC by Member States. In particular, this section is addressing policy interventions, Institutional frameworks for mainstreaming gender, capacity building for mainstreaming gender, legal reforms, women's representation in political and decision-making structures. This section also has covered emerging issues that were identified at the Twenty-Third Special Session of the General Assembly of the United Nations in June 2000 on Beijing + 5, which include: poverty reduction, women's economic empowerment, and HIV and AIDS.

Part C is highlighting the analysis on the challenges in the implementation of the global, regional and national gender equality commitments. It is also highlighting the recommendations for future priorities and interventions.

The achievements that SADC is celebrating today have been collective efforts by all stakeholders who have worked tirelessly at national and sub regional levels. SADC Member states have made it possible in terms of planning, resource allocation, implementation, monitoring and compilation of National Reports to the SADC Secretariat. Member States also, through the SADC Decision-making structures ensured proper planning and resources allocation to implement the regional programme of action. The International Cooperating Partner organizations, through the financial and technical support contributed to the implementation of the SADC commitments on gender equality both at national and regional levels. In particular, the Belgian Government, Commonwealth Secretariat, Danish International Development Agency (DANIDA), the Department for International Development of United Kingdom (DFID), Frederick Ebert Stiftung (FES), the Netherlands Government, United Nations Development Community (UNDP), and United Nations Development Fund for Women (UNIFEM) provided financial and technical support, which enabled the implementation of the Plan of Action for Gender in SADC. To all SADC Member States, the Secretariat Staff, in particular the Gender Unit and the International Cooperating Partner organizations, I say thank you.

Dr. Prega Ramsamy,
Executive Secretary
SADC Secretariat

ACKNOWLEDGEMENT

The Review and appraisal processes on progress made in the implementation of the SADC Declaration on Gender and Development, the African and Beijing Platforms for Action at national and sub regional levels involved many people who worked tirelessly to ensure that the outcome documents were available on time. Consultative meetings were organized at both national and sub-regional levels to ensure stakeholders' participation, ownership of processes, reach consensus on findings and recommendations in the outcome documents. Hence, this report has been a result of collective efforts at national and sub- regional levels. SADC Secretariat would like to thank all Member States, in particular Ministries Responsible for Gender or Women's Affairs and the National NGOs, which are members of the SADC Regional Advisory Committee for the coordination of the national consultations, which enable production of national reports on the review of the implementation of the gender equality instruments to be finalized.

SADC Secretariat would also like to thank the Government of the Republic of Zambia, United Nations Economic Commission for Africa, the Southern Africa Office, in Lusaka, Zambia for collaborating with SADC to host the Sub-regional Decade Review Meeting on the Implementation of the Beijing Platform for Action (Beijing +10), which was held on 26-29th April 2004 in Lusaka. The meeting provided an opportunity for Member States to consult, review progress made at national and sub-regional levels and discuss draft national and sub-regional reports. The meeting also made recommendations on priorities for future implementation at national and sub-regional levels.

Further more, SADC Secretariat would like to extend its special thanks to the United Nations Economic Commission for Africa, based in Addis-Ababa, Ethiopia, in particular to Ms. Josephine Ouedraogo, Director, African Centre on Gender and Development Division, for the prompt response to the request on technical support to assist the SADC Gender Unit in the analysis and compilation of the Sub-Regional Report.

The SADC Secretariat also appreciates technical support provided by Ms. Eva Kiwango of United Nations Economic Commission for Africa, who worked tirelessly in analysing the information provided in the National Reports, compiling the Sub-regional report and ensured that it was ready for discussion at the SADC Integrated Committee of Ministers meeting which was held in June 2004.

Mrs. Christine Warioba, the Acting Head of the SADC Gender Unit who, under the leadership of Dr. Themba Mhlongo, Chief Director of SADC worked tirelessly in collaboration with Ms. Eva Kiwango to ensure the sub-regional report was ready for submission to the SADC Decision-making structures for discussion and adoption. Mrs. Warioba coordinated the processes of monitoring progress made by SADC Member States in the implementation of the global, regional and national commitments on gender equality, we say thank you for a job well done. To Ms. Jean Kalisilira thanks for editing the report.

Many thanks to and to DFID for the grant for publishing this report.

EXECUTIVE SUMMARY

Member States of the United Nations between 1993 and 1994 were required to review implementation of the resolutions and recommendations of the 3rd World Conference on Women, which was held in Nairobi, Kenya in July 1985, entitled: "The Nairobi Forward Looking Strategies for the Advancement of Women: Equality Development and Peace". All SADC Member States, coordinated by their respective Ministries or Departments Responsible for Gender or Women's Affairs, participated in this exercise. The review process was consultative and national reports were presented at the 5th African Regional and 4th World Conferences on Women, respectively, held in Dakar, Senegal in 1994 and Beijing, China in 1995.

While preparing for the 5th African Regional and the 4th World Conferences on Women, Ministries Responsible for Gender or Women's Affairs and Women's Non-Governmental Organisations established a strong working relationship and negotiated together at the regional and global level on issues which were of interest to SADC Members. After the 4th World Conference on Women, processes to facilitate gender mainstreaming in SADC were undertaken, leading to SADC's adoption of policy decisions to institutionalise Gender and Development issues in the region. Implementation of these decisions was effected, hence the achievements, which are being realized now. Among the achievements include the adoption of the sub-regional policy and institutional framework on mainstreaming gender in the region and the plan of action for gender in the region. Implementation of specific programmes such as research, capacity building and monitoring the commitment to increase the proportion of women in politics and decision-making structures.

The United Nations Economic Commission for Africa (UNECA) convened a Sub-Regional Decade Review Meeting on the Implementation of the Beijing Platform for Action (Beijing +10), from 26-29 April 2004 in Lusaka, Zambia. The Meeting noted a number of achievements, in particular the development, strengthening and institutionalization of policy and institutional mechanisms for gender equality. The meeting also meant to assess whether programmes and initiatives to facilitate gender equality realized the intended objectives. The meeting discussed constraints and challenges, which hinder implementation of policies and programmes. Among the major challenges include macro economic and sector policy planning and programming processes, which are not engendered. By exclusion of the majority of the population, in particular women and girls not targeted to access services, resources, and participation in governance structures, among others. Other challenges include limited capacities in the National Machineries for Gender Equality at sub-regional and national levels and the impact of HIV and AID on Women and children, in particular the girl child. The recommendations focus on addressing the constraints and challenges, in particular increased interventions at the community levels especially in rural areas.

The Report is divided in three parts. Part A, comprises the introduction, which highlights processes before 1995, and interventions implemented at the Sub-regional level, between 1995 and 2004. Part B, focuses on interventions implemented at national level between 1995 and 2003/2004. Part C, highlights constraints and challenges in the implementation of the Beijing Platform for Action and provides recommendations for further actions and initiatives, which will accelerate the pace towards gender equality and equity, both at national and sub-regional levels.

PART A: THE SOUTHERN DEVELOPMENT COMMUNITY (SADC)

1. INTRODUCTION

1.1 Background information

The citizens of the Southern Africa Development Community (SADC) are at the dawn of a decade since the adoption of the African and Beijing Platforms for Action. It is a time for SADC Member States to reflect and take stock of the achievements and challenges faced in the implementation of the Platforms for Action. This section of the report aims to set the context, historical perspective and developments, which occurred and enabled the attainment of the achievements, which we are celebrating today, individually as Member States and collectively as the SADC sub-region.

1.2 Evolution of SADC: Establishment of SADC

It is important to know the institutional structures of SADC and how they evolved in order to appreciate the gender developments that have taken place so far.

In the 1970s, the Frontline States worked together with an objective to support the liberation of countries under colonial rule and the apartheid regime to achieve political independence. However, these countries realised that political independence alone would not meet the needs or improve the living standards of its citizens. Furthermore, the positive experience gained in working together as the Frontline States was harnessed and transformed into a broader cooperation in pursuit of economic and social development. Representatives of the Frontline States between 1977 and 1979 undertook consultations on how best to improve the social and economic cooperation among their countries. The consultative process culminated in a meeting in Arusha, United Republic of Tanzania in July 1979, which led to the establishment of the Southern African Development Coordination Conference (SADCC) in April 1980, and the establishment of the SADCC Secretariat in Gaborone, Botswana.

1.3 Objectives of SADCC

The main objectives of SADCC were to:

- a) reduce Member States dependence, particularly, but not only, on apartheid South Africa
- b) implement programmes and project with national and regional impact
- c) mobilize Member States' resources in the quest for collective self-reliance and
- d) secure international understanding and supportⁱ

A SADCC Programme of Action was developed and implemented, and each Member State was assigned the responsibility of coordinating one or two of the social or economic sectors. For example the following countries were mandated to coordinate the following sectors:

- a) Botswana: Livestock Development and Agricultural Research
- b) Kingdom of Lesotho: Environment and Land Management
- c) Mozambique: Transport and Communication
- d) Swaziland: Human Resources and Development and Education and Training
- e) United Republic of Tanzania: Trade and Industry
- f) Zambia: Employment, Labour and Mining and
- g) Zimbabwe: Food, Agriculture and Natural Resources

1.4 Transformation from SADCC to SADC

The establishment of SADCC reinforced the need for continued cooperation of Member States in the development of their economies. However, SADCC leaders realised that it was time to give the organisation a legal and more formal status and to shift the focus of the organisation from coordination of development projects to a more complex task of integrating the economies of the sub-region.

Heads of State or Government of SADCC on 17 August 1992 in Windhoek, Namibia signed a Declaration and Treaty establishing the Southern African Development Community (SADC). Individual Member States and SADC as a region are guided by the following principles:

- a) Sovereign equality of all Member States
- b) Solidarity, Peace and Security
- c) Human Rights, Democracy and the Rule of Law
- d) Equity, Balance and Mutual Benefit
- e) Peaceful settlements of disputes.

1.5 Objectives of SADC

The main objectives of SADC are to:

- a) achieve development and economic growth, alleviate poverty, enhance the standard and quality of life of the people of Southern Africa and support the socially disadvantaged through regional integration
- b) evolve common political values, systems and institutions
- c) promote and defend peace and security
- d) promote self-sustaining development on the basis of collective self-reliance, and the interdependence of member States
- e) achieve complementarities between national and regional strategies and programmes
- f) promote and maximise productive employment and utilisation of resources of the region;
- g) achieve sustainable utilisation of natural resources and effective protection of the environment and

- h) strengthen and consolidate the long-standing historical, social, cultural affirmatives and links among the people of the region.

By 2001, SADC was coordinating 21 social and economic Sectors. Various SADC Protocols to accelerate community-building initiatives have been developed and are being implemented within the framework of the region's Programme of Action.

1.6 Restructuring of SADC

In 2001, the Summit of Heads of State or Government made a decision to restructure SADC for purposes of improving the efficiency and effectiveness of its operations. This called for: -

- a) Centralising the operations of SADC. This entailed a relocation of functions that were previously being coordinated in Member States through the Sector Coordinating Units (SCUs), to the Secretariat.
- b) Clustering the 21 Sectors into four Clusters namely: Trade Industry Finance and Investment (TIFI); Food Agriculture and Natural Resources (FANR); Social and Human Development and Special Programmes (SHDSP) and Infrastructure and Services (IS). These Clusters constitute the Directorates of the Secretariat
- c) Establishing a Department of Strategic Planning, Gender and Development and Policy Harmonisation (SPGDPH), which coordinates and monitors the implementation of programmes of its Directorates and Departmental Units. The Gender Unit is located within this department.
- d) The decision-making structures of the then SADCC and now SADC consisted of the Summit of Heads of State or Government, Council of Ministers and Standing Committee of Sectoral Ministers. One of the outcomes of the restructuring processes has been the establishment of an Integrated Committee of Ministers (ICM), to replace the Standing Committees of Sectoral Ministers.
- e) The establishment of SADC National Committees (SNCs), which consist of members from government, private and civil society. Ministries Responsible for Gender or Women's Affairs as well as Gender and Women's Non-Governmental Organisations are members of the SNCs.
- f) Gender mainstreaming as a core function of each Directorate and Unit of SADC.
- g) Development of the Regional Indicative Strategic Development Plan (RISDP).

1.7 Efforts to Mainstream Gender in SADC (1987-1994)

1.7.1 SADCC/UNIFEM Gender Programme

Women's concerns were not an integral part of the SADCC's Policies and Programme of Action. The Declaration and Treaty establishing SADC, as well as policies and programmes, plans, progress and Annual Reports of the SADC Secretariat and the various Sector Coordinating Units (SCU) were gender neutral. There was limited attempt to analyse the disparities between women and men in the region nor to plan for improved interventions to enhance equal participation that benefit both women and men. In 1987, the SADCC Council of Ministers recommended that all Member States

should enhance the effectiveness of the structures established to improve the status of women. Following the 3rd World Conference on Women in 1985 and the adoption of the Nairobi Forward Looking Strategies for the Advancement of Women, the Council requested SCUs and national institutions to ensure that the interests of women were fully taken into account in the development of all SADCC Programmes of Action.

In 1988, the United Nations Development Fund for Women (UNIFEM) opened its Southern African Regional Office (SARO) in Harare, Zimbabwe.ⁱⁱ In 1989/90, UNIFEM-SARO in consultation with SADCC developed the SADC/UNIFEM Women in Development Programme to assist SADCC to mainstream gender into its Programme of Action. It was envisaged that, this programme, sponsored by the Canadian Development Agency (CIDA), would be adopted as part of the SADCC Programme of Action. However, this did not happen. But various Sector Coordinating Units within Member States later implemented the programme. UNIFEM contracted the Eastern and Southern African Management Institute (ESAMI) to train and raise gender awareness of selected officials from Crop and Food Security, Industry and Trade, agriculture Research and Training, Energy, Forestry and Wildlife SCUs. Two follow up training seminars were conducted in each Member Stateⁱⁱⁱ to raise awareness on gender issues and the concerns of women.

Cognisant of the crucial role played by women in society, the SADCC Council of Ministers in 1990 mandated the SADCC Secretariat to explore the best strategies to incorporate gender issues in the SADCC Programme of Action. Consequently, an Eminent Persons Group was created in 1991 to undertake a study on the issues.

1.7.2 Pre 5th African and 4th World Conferences on Women- Processes undertaken by SADC Sub-Region.

In 1992, SADC Member States undertook a review to appraise the implementation of the resolutions of the 3rd World Conference on Women. Through the Ministries Responsible for Gender or Women's Affairs or NGOs, stakeholders participated in the review process through meetings, resource mobilisation, countrywide research studies and compilation and validation of national reports. The country reports were presented at the sub-regional, regional and global levels.

At Sub-regional level, preparatory workshops for the Dakar and Beijing Conferences on Women were organised by the Economic Cooperation and Development (OECD) WID Facilitation Initiative Regional Focal Field level Institution for Southern Africa (RFFI), the Ministry Responsible for Women's Affairs of Zimbabwe^{iv}, the Zimbabwe Women Resource Centre and Network (ZWRCN) and the Embassy of the Netherlands Government. Senior government experts from the National Machineries for Gender Equality and national NGOs participated in these sub-regional meetings in Windhoek, Namibia in 1994 and in Lusaka, Zambia in 1995. These meetings provided SADC with the opportunity to share information and develop advocacy and lobbying strategies that enabled the sub-region to speak with one voice on issues that were critical to the sub-region.

2. REVIEW OF IMPLEMENTATION OF THE AFRICAN AND BEIJING PLATFORMS FOR ACTION BY THE SADC SUB-REGION

2.1 Post 4th World Conference on Women Processes

Member States organised national consultative workshops to identify the critical areas of concern that required priority in planning, resource allocation and implementation after the 4th world Conference on Women in Beijing.

At the sub-regional level, the Regional Focal Field level Institution (RFFI) facilitated the follow-up processes after the 4th World Conference on Women. A series of workshops were organised in Lusaka, Zambia to enable Member States share post-Beijing strategies and draw up a strategy for networking as a sub-region and develop a sub-regional Coalition on Women's issues. A subsequent workshop was held in Gaborone, Botswana in November 1995 to re-group and prioritise the critical areas of concern for the sub-region.

A regional structure to facilitate, coordinate and monitor sub-regional activities to implement the Beijing Platform For Action (BPFA) was established. This structure included:

- a) A Sub-Regional Gender Advisory Committee made up of one government and one NGO representative from the 12 Member States
- b) A Standing Management Committee with a rotating membership of three countries. The initial members up to 1998 were Botswana, Namibia and Zimbabwe. Botswana was the chair and regional Gender Focal Point of Committee and
- c) A Drafting Committee comprising Mozambique, Namibia, United Republic of Tanzania and Zimbabwe was constituted to draft a Sub-regional Plan of Action for the implementation of the BPFA.

The first Sub-Regional Plan of Action was drafted in March 1996 in Gaborone, Botswana. The Regional Advisory Committee later reviewed it, in May 1996 at a meeting in Gaborone, Botswana.

2.2 SADC Sub-Regional Policy instruments for mainstreaming gender in SADC and Plans for implementation

The SADCC Council of Ministers indicated between 1987 and 1990 the intension to integrate women's concerns in SADCC Policies and Programme of Action. In March 1996, a SADC Conference on Social Development held in Mbabane, Swaziland, recommended to the Council of Ministers that the SADC Secretariat should coordinate gender issues at the SADC Sub-Regional. This recommendation was approved by the Council of Ministers during its meeting held in Maseru, Kingdom of Lesotho in August 1996.

2.2.1 SADC Declaration on Gender and Development

The SADC Heads of State or Government signed the Declaration on Gender and Development on 8th September 1997 in Blantyre, Malawi. Article H of the Declaration commits Heads of State and their respective countries to, inter alia;

- a) Placing gender firmly on the agenda of the SADC Programme of Action and Community Building Initiative
- b) Ensuring equal representation of women and men in the decision making structures at national level and SADC structure's and the achievement of at least 30 percent target of women in political and decision-making structures.
- c) 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
- d) Repealing and reforming all laws, amending Constitutions and changing social practices which still subject women to discrimination, and enacting empowering
- e) Enhancing access to quality education by women and men, and removing gender stereotyping in the curriculum, career choices and profession
- f) Making quality reproductive and other health services more accessible to women and men
- g) Protecting and promoting the human rights of women and children
- h) Recognising, protecting and promoting the reproductive and sexual rights of women and the girl child
- i) Taking urgent measures to prevent and deal with the increasing levels of violence against women
- j) Encouraging the media to disseminate information and materials in respect of the human rights of women and children^v.

2.2.2 SADC Addendum on the Prevention and Eradication of Violence against Women and Children

In September 1998, Heads of State or Government signed the Addendum on the Prevention and Eradication of Violence against Women and Children, in Grand Baie, Mauritius. They resolved to adopt measures, which will contribute to prevent and eradicate violence on women and children in the following areas:

- a) Legal
- b) Social, economic, Cultural and Political
- c) Services
- d) Education, Training and Awareness-building
- e) Integrated approaches to combat Violence against women and children
- f) Budgetary allocations and
- g) Adoption of policies, programmes and mechanisms that enhance the security and empowerment of women and children.

2.2.3 Plan of Action for Gender in SADC

The SADC Council of Ministers in August 1999 approved a Plan of Action for Gender in SADC. The Plan aimed to bring about gender equality through mainstreaming of gender into SADC Policies, Programme of Action and Community Building Initiative and the empowerment of women in the region. The specific objectives of the Plan are to:

- a) ensure the development of policy and institutional framework for gender mainstreaming in the SADC policies, Programme of Action and activities of all Member States and in SADC structures
- b) cultivate and promote a culture of equality between men and women in SADC, respect for the human rights of women and the elimination of violence against women
- c) facilitate the achievement of gender equality in access to economic structures and control of resources in the SADC region;
- d) promote equality between men and women in the sharing of power and ensure the achievement of at least 30% female representation in decision-making structures by year 2005;
- e) monitor and evaluate the implementation of the SADC Declaration on Gender and Development and the Gender Programme of Action; and
- f) facilitate the promotion of peace and stability in the SADC region and evaluate the impact of war and conflict on the social, economic and psychological development of women and children^{vi}.

The Plan of Action has been reviewed to reflect the priorities identified in the Regional indicative Strategic Development Plan (RISDP).

2.2.4 Regional Indicative Strategic Development Plan (RISDP)

Following the restructuring of SADC institutions, the Secretariat was mandated to facilitate the formulation of RISDP. A team comprising of experts from various fields including gender was formed to facilitate the development of the RISDP. The objectives of RISDP among others, is to provided strategic direction on the key priority issues that SADC should address in the next 15 years. Gender is identified as one of the critical crosscutting issues to achieving poverty reduction; improvement of the quality of the standard of living of the majority of the citizen of the region; prevention and eradication of HIV & AIDS and regional integration.

The major areas addressed in the RISDP, which at the regional level will contribute to the achievement of the overall objectives of SADC include:

- a) Mainstreaming Gender in all sectoral policies, programmes and activities at national and sub-regional levels
- b) Development of an Explicit Regional Gender Policy and Implementation Framework of the policy
- c) Women's Human Rights: Adherence to the international, regional and national gender equality instruments; constitutional and legal reforms; establishment/strengthening of institutions and enforcement mechanisms
- d) Reduction and eradication of violence against women and children
- e) Promote women's access to and ownership and control over productive resources in SADC Region;
- f) Achievement of equality between women and men in participation in political and decision-making structures and positions.

The SADC Secretariat has developed short, medium and long-term frameworks for the operationalisation of the RISDP. Business plans are being developed to facilitate implementation of the operational frameworks. Each Directorate has a responsibility to ensure that the gender issues within their mandate are addressed and monitored.

2.2.5 The Maseru Declaration on HIV and AIDS and The SADC HIV and AIDS Strategic Framework and Programme of Action 2003-2007

The SADC sub-region has the highest HIV and AIDS prevalence in Africa. This is an area which is given priority in the RISDP and that it is going to be mainstreamed in policy and programme interventions of all Directorates and Units. SADC Heads of State or Government signed the Maseru Declaration on HIV and AIDS in 2003. Among the concerns identified in the Declaration, which need immediate attention, is the impact of gender and HIV and AIDS. To facilitate operationalisation of the Maseru Declaration on HIV and AIDS 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 in the Department of Strategic Planning, Gender and Development and Policy Harmonisation. The SADC HIV and AIDS business plan is being developed.

The Gender Unit in collaboration with UNIFEM-SARO and UNECA's Southern African Office facilitated the mainstreaming of gender in the SADC HIV and AIDS Strategic Framework and Programme of Action 2000-2004. The inputs made by the gender experts were taken into consideration during the review process in 2003. As a result, the revised SADC HIV and AIDS Strategic Framework and Programme of Action 2003-2007, is an integral part of the RISDP. The framework has also addressed gender issues.

At national level, all Member States have adopted and are implementing National Action Plans and Programmes on the control of HIV and AIDS. They have established institutional structures to coordinate facilitate and monitor implementation of policies and interventions on HIV and AIDS. However, most of the national level policy and programme intervention lack gender analysis in the response to HIV and AIDS. In most countries of the region, the majority of women are the most affected and infected by HIV and AIDS compared to their male counterparts. There are various reasons for this discrepancy, which include structural, underlying and immediate causes. Short, medium and long-term sustainable solutions to address the problems are urgently required to be put in place to enable a wide coverage in addressing the plight of women and girls and HIV and AIDS.

Following the humanitarian crisis in six of the SADC Member States in 2002-2003, the United Nations Secretary General in October 2003 established a Task Force on Women, Girls and HIV and AIDS in Southern Africa. The Task Force carried out a study in nine SADC Member States, which are severely affected with HIV and AIDS pandemic. The findings of the study have identified six focal areas, which are critical for the prevention and eradication of the impact of HIV and AIDS, particularly, on women and girls. These include:

- a) Prevention among girls and young women
- b) Girl's education
- c) Violence against women and girls
- d) Property and inheritance rights
- e) Women and girls as care givers and

- f) Access to care and treatment for women and girls.

The recommendations require immediate action in planning, resource allocation, and implementation in particular at national and community levels. It will be necessary for Member States to review their national and local plans to ensure that these recommendations are addressed at the appropriate levels. Monitoring and evaluation of implementation of the recommendations is another important component, which cannot be ignored. The short to medium term SADC HIV and AIDS Business plans that are currently being developed have addressed all the six focal areas.

2.2.6 Implementation Strategies

To implement the above Plans, the following broad strategies were identified:

- a) Capacity building and Training
- b) Policy development, programming and implementation
- c) Lobbying and Advocacy
- d) Networking, Communication and information dissemination;
- e) Research and
- f) Monitoring and evaluation.

2.3 Institutional Framework for mainstreaming gender in SADC

The SADC Council of Ministers approved the Institutional Framework for mainstreaming in gender in SADC at its February 1997 meeting. This framework had four components:

- a) A Standing Committee of Ministers Responsible for Gender or Women's Affairs
- b) The Regional Advisory Committee was adopted to advise the Standing Committee of Ministers and other SADC structures on gender issues
- c) The establishment of Gender Focal Points in all SADC Sector Coordinating Units and Commissions and
- d) Establishment of a Gender Unit at SADC Secretariat with two senior officers who would be responsible for facilitating the coordination of the implementation of the SADC Gender Plan of Action.

The Standing Committee of SADC Ministers Responsible for Gender or Women's Affairs held its first meeting in August 1997. The meeting reviewed the draft Declaration on Gender and Development, which was later, signed by Heads of State or Government in Blantyre, Malawi in September 1997. This Committee continued to meet annually until 2002, when SADC was restructured and all Sectoral Ministers Standing Committees were phased out. The purpose of the meetings of the Standing Committee of SADC Ministers Responsible for Gender and/or Women's Affairs was to review progress made by Member States and the sub-region as a whole in the implementation of the SADC Gender Plan of Action, as well as to approve the Annual Work Plans.

Prior to the meetings of the Standing Committee of Ministers, the Regional Advisory Committee and the Senior Officials would meet. The Regional Advisory committee, was a strategic body, which provided technical advice to the Standing Committee of SADC Ministers Responsible for Gender or Women's Affairs, would meet to prepare the agenda for the minister's meeting.

The overall objectives and mandate of the SADC Gender Unit is to facilitate, coordinate, monitor and evaluate the implementation of the objectives of the SADC Declaration on Gender and Development, Addendum on the Prevention and Eradication of Violence Against Women and Children as well as regional and global gender instruments which SADC Member States are a party to. The Gender Unit is also mandated to raise awareness, build capacity of staff members at the Secretariat to articulate gender issues in its policies, programmes, projects and activities. Furthermore, the Unit is required to monitor progress made by the SADC Secretariat and Member States in addressing gender and women's concerns.

Although the mandate to mainstream gender into SADC Policies, Programme of Action and Community Building Initiatives was stated in the Declaration on Gender and Development, other SADC Policy instruments have not yet been reviewed to incorporate that decision.

The Report on the Review of the Operations of SADC Institutions explicitly states that one of the roles and responsibilities of each Directorate is to address gender issues through gender mainstreaming and women's empowerment approaches. As a result of the restructuring of SADC, the Gender Unit is strategically located in the Department of Strategic Planning, Gender and Policy Harmonisation. This department is responsible for the overall policy harmonisation and programming processes, which facilitate the achievement of regional integration. Among the major tasks coordinated by the Department include, development, review and harmonisation of policies and regional programme implementation. These tasks will be achieved through the functions of the four Directorates and the Units on crosscutting issues. Each Directorate and Unit is expected to report on how gender has been mainstreamed in its programmes, outputs and outcomes.

Within the framework of restructuring, the Standing Committees of Sectoral Ministers have been replaced with an Integrated Committee of Ministers (ICM). When there is a critical sectoral issue that requires expert input and position from the relevant sector to enable either a SADC position to be realised at global negotiations fora or to facilitate informed decision-making by SADC decision-making structures, the Sector Ministers will be mandated to meet by the ICM, as an adhoc Sub-Committee of ICM, which will be dissolved once the issue under discussion has been finalised.

At the National level, SADC National Committees (SNCs) have been established in all SADC Member States. Membership to these committees includes government, private sector, Non-Governmental Organisations and civil society. Ministries Responsible for Gender or Women's Affairs, Gender and Women's NGOs dealing with women's issues are members of the SNCs to ensure that gender issues are addressed in the functions and resolutions of the Committees.

2.4 Skills Development and Capacity Building for Mainstreaming Gender

2.4.1 Gender Sensitization Workshops

As mentioned in the previous section, some staff members of the former SADC Sector Coordinating Units were exposed to gender awareness and sensitisation seminars under the SADCC/UNIFEM Programme in early the 1990s. On the establishment of the Gender Unit at the Secretariat, one of the initial activities of the Unit was to draw a programme on gender sensitisation of the Staff members at the Secretariat, and the Sector Coordinating Units. With the support of UNIFEM-SARO, the Gender Unit in 1999 coordinated and facilitated another programme to raise gender awareness of the staff members in the Secretariat, the former SADC Sector Coordinators

and the Gender Focal Points in the SADC Sector Coordinating Units (SCUs). This programme-raised awareness of some of the SADC Secretariat staff to gender issues for the first time and created an appreciation of gender issues. Some of the participants who benefited from these sensitisation seminars, coupled with their previous experiences through the trainings in the early 1990s, were able to apply the skills acquired into their programmes of work.

2.4.2 Gender Audit Study of the SADC Programme of Action

SADC Secretariat in 2000 commissioned a Gender Audit Study of some aspects of the SADC Programme of Action. The study, which was funded by the Government of Belgium, assessed nine out of the 21 SADC SCUs, which were clustered as follows: Trade, Industry, finance and Investment; Food, Agriculture, Natural resources; Agricultural Research and Training; Employment and Labour and Human Resources Development; Environment and Land Management and Water. The Objectives of the study were to examine the extent to which gender issues were mainstreamed into the policies, programmes, projects and activities coordinated by the SCUs. Using a checklist, the study analysed whether or not gender issues were being mainstreamed in the functions of these sectors, at sub-regional and national levels. The checklist is being used to facilitate gender mainstreaming in the functions of the Directorates and Units within the Secretariat.

The findings of the study indicated that all sectors which were subjected to the study, had not mainstreamed gender. The study confirmed that the SADCC/UNIFEM Programme has contributed to increased gender awareness and gender analysis skills. However, these skills were not being adequately utilised by the SCUs to translate theory into practise. Only the Forest Sector Coordinating Unit and the Environment and Land Management SCU had by then developed gender-mainstreaming strategies for their sectors. The study highlighted key gender issues for each SCU and recommendations on how to address them. One of the key recommendations was the need to strengthen gender competence within each specific sector.

The results of the Gender Audit Study, coupled with the gender awareness training sessions have enabled some of the SCUs to address some of the gender issues such as:

- a) The Mining SCU identified the SADC Women in Mining Trust as a key stakeholder and had started to build its capacity
- b) The Employment and Labour SCU organised a stakeholders workshop and developed a Gender Policy for the Employment and Labour SCU
- c) The Trade and Industry Sector Coordinating Unit designed a Draft Programme of activities, critical in mainstreaming gender in the Sector
- d) The Water SCU included a component on the participation of women in some of the Participation projects, which there were developing under the Regional Strategy Programme. It also designed a specific programme targeted to empower women in the water sector. The Gender Unit has supported the Water sector in the development of the gender competence of its programme and development of the Draft Regional Water Policy document .

The Gender Audit Study also facilitated the development of sector-specific gender training and capacity building programme for staff members in the Directorates of Food Agriculture and Natural Resources (FANR) and Trade Industry Finance and Investment (TIFI). This programme was conducted in 2003 and resulted in the development of sector specific tools and checklists for mainstreaming gender. The outcome of the training and capacity building workshop has enabled

the Directorates of FANR and TIFI to be address in the short, medium and long-term frameworks of the implementation of the RISDP.

The Gender Audit Study also highlighted three challenges. Firstly, the application of gender skills especially under the ongoing restructuring exercise, due to competition for the limited resources. Secondly, the limited capacity of the Gender Unit has made it difficult for the Unit to respond to requests from Directorates. Thirdly, the attitude of staff members determines whether gender mainstreaming will be addressed into their programmes or not. Staff members with a positive attitude have started to consult the Gender Unit for support in addressing gender concerns in their respective policy and programme interventions. The respective Directorates are addressing some of the recommendations of the Gender Audit Study and others will be addressed once the restructuring exercise has been finalised.

2.4.3 Study to Assess Capacity Needs of the Gender Structures in SADC

Following the centralisation of the functions of SADC, re-deployment of new staff members and re-prioritisation of the functions of the Organisation, it was deemed necessary to re-assess the capacity need for mainstreaming gender within policies, programmes and functions of the Directorates and Units. Due to the concern of the Gender Unit together with other regional and global gender structures, on the capacities of the Gender Machineries within Member States, it was agreed that there was need to strengthen capacities of the gender structures at the Sub-regional and national levels. It was felt that a study, whose outcome would inform the type of capacity needs that required to be addressed was necessary to be undertaken both at national and sub-regional levels. Hence a decision to commission a study to assess the capacity needs of the Gender Unit and National Machineries for gender equality in Member States.

The SADC Secretariat in May 2003 commissioned a study to assess the capacity needs of the Gender Unit and National Machineries for gender equality in 10 SADC Member states namely, Angola, Botswana, Lesotho, Mauritius, Mozambique, Namibia, South Africa, United Republic of Tanzania, Zambia and Zimbabwe. The Danish International Development Agency (DANIDA), United Nations Development Programme (UNDP) and United Nations Development Fund for Women-Southern Africa Regional Office (UNIFEM-SARO) funded the study. A similar study was conducted in two countries (Malawi & Swaziland) in the previous year, under the funding and coordination of UNDAW and UNDPEPA.

The findings of the study at the Secretariat confirmed that there is awareness on gender issues among SADC staff members in all Directorates. The Report of the Restructuring of SADC Institutions has mandated all Directorates to mainstream gender. However, Annual Work-Plans of the Directorates do not show the gender equality activities, which are planned for implementation. Analysis of this situation reveal that there is no mechanism in place that holds Directorates accountable for producing key results which reflect outputs and outcomes that contribute towards gender equality and equity. During this transition period for the Secretariat, there is limited human capacity compared to the workload, which staff members are implementing. As a result, gender issues are not given the priority they deserve. Some staff members have a feeling that these are added responsibilities where as they have a lot more to address. The majority of staff members are on secondment and are not motivated to acquire new skills, which will challenge the traditional way of doing things. As such they find it not necessary to address gender equality issues. Despite the

numerous demands placed on it, the Gender Unit is under-staffed and unable to provide the necessary support to the Directorates and Units.

The SADC Secretariat is exploring measures to address both short-term and long-term human resources capacity constraints.

At the national level, national consultative meetings on the follow-up of the study have been held in most of the Member States with positive indications in a number of countries. For example, in the Republic of **South Africa**, a national consultative meeting between the National Gender Forum and International Cooperating Partners (ICPs) was held on 11th February 2004. The Gender Equality Commission, Joint Monitoring Committee on the Improvement of the Quality of Life and Status of Women and the Office of the Status of Women (OSW) are refining the proposal. ICPs are still studying the report and the proposal to support the priority needs. Negotiations with Canadian International Development Agency (CIDA) are underway to support a pilot project in two provinces. In the Republic of **Mauritius**, consultations with UNDP have been held; there are positive indications to support the priority areas. In the Republic of **Mozambique**, a consultative meeting was held in February 2004. International Cooperating Partners (ICPs) are studying the report and proposal and are planning a follow-up consultative meeting. DANIDA is going to provide funds to strengthen the strategic plan for implementation of the recommendations. In the Republic of **Namibia**, UNDP Country Office is studying the report and the proposal. In the Republic of **Zimbabwe**, a consultative meeting was held on 10th June 2004. There was a positive indication from the participants to support the priority issues some of which, some of the ICPs are already addressing the recommendations raised in the report.

The findings and recommendations of the study were presented to the Integrated Committee of Ministers at its June 2004 meeting that was held in Gaborone, Botswana. Member States were urged to implement the recommendations to address the challenges, which the study pointed out in the respective countries. The Secretariat was also directed to implement the recommendations that are directed at the regional level. The Secretariat has already started to address some of these recommendations.

As regards to capacity building for mainstreaming gender in National Parliaments, a number of activities have been implemented at the sub-regional and national levels. The Regional Programme on Women in Politics and Decision-Making in SADC, provided activities to build capacity of female Members of Parliament on gender issues that are relevant to the functions of Parliament. A Gender Resource Kit for SADC Decision Makers has been developed to support these processes. The SADC Parliamentary Forum has a programme targeting all national parliaments in mainstreaming gender into national Parliament. At national level, stakeholders implemented various training and capacity building initiatives on gender issues. The impact of these efforts has lead to increased debates on gender issues in national parliaments and sub-regional political structures. Gender sensitive laws have been enacted. For example a number of countries have either reviewed Penal Codes to address issues of sexual abuse. Some countries have enacted laws on Domestic Violence. More female Members of Parliament are being appointed into the Parliamentary structures.

2.5 Women Specific Empowerment Programmes

2.5.1 Women's Human and Legal Rights

2.5.1.1 Addendum on the Prevention and Eradication of Violence against Women and

Children

In accordance with article 27 of the Addendum, a Conference to review progress made by Member States in the implementation of the measures and recommendations of the Addendum was held from 11-16 December 2000. The SADC Secretariat mobilized financial resources from DfID to support the preparation of national reports and report validation workshops; and to support the regional review conference. The national reports indicated that all Member States were implementing measures in: legal; social, economic, cultural and political; services; education and training awareness raising and improved budgetary allocations.

All Member States have either enacted new laws such as domestic violence, sexual abuse, rape, and other forms of violence or have reviewed existing laws such as Penal Codes to address issues of the various forms of violence. However although laws are in place to protect women, the majority of rural women are not aware of such legal instruments, which they can use to assert their legal rights. Services provided to support the victims of violence especially poor women and children are offered by NGOs, which get funding from either ICPs. Such services include running crisis centres, provision of counseling and legal aid clinics. Most such services are available in urban areas as opposed to rural areas.

The Conference noted that an Integrated Approach to combat violence against women and children is not yet fully operational in most Member States. The Republic of Botswana has demonstrated a best practice in using a coordinated approach of the integrated model in addressing issues of violence against women.

More effort is however required to ensure implementation in Member States, of the integrated approach in combating violence against women and children. Increased budgetary allocations by government to enable women and children victims of violence to access support services, legal literacy, social and economic facilities and services. These services should be extended to the rural areas to enable women and children to access them.

As a follow-up to the review conference, SADC negotiated with the Commonwealth Secretariat to support Member States in the development of National Action Plans using the Integrated Approach Model. Most Member States received technical support from the Commonwealth Secretariat to develop National Plans to combat violence against women. At the moment, Member States are at different stages on the implementation of their National Action Plans. The challenge for the Secretariat is the limited capacity to make follow-up at national level and monitor implementation.

2.5.1.2 Optional Protocol to the UN Convention on the Elimination on all Forms of Discrimination against Women (CEDAW)

All SADC Member States have ratified the Convention on the Elimination on all forms of Discrimination Against women (CEDAW). Namibia, Malawi and the United Republic of Tanzania have ratified the Optional Protocol to the United Nations Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) while the Kingdom of Lesotho has signed this Instrument

2.5.1 3 Protocol to the African Charter on Peoples and Human Rights and Rights of Women in Africa.

Most SADC Member States are at different stages of consultations on the ratification of the Protocol to the African Charter on Peoples' Human Rights and the Rights of Women in Africa.

2.5.2 Women's Representation in Political and Decision-making Structures

In the 1997, through the SADC Declaration on Gender and Development, Heads of States and Governments committed themselves and their countries to ensure that equal representation of women and men in all political and decision-making structures, at all levels, and o committed themselves to achieve at least 30 percent target by year 2005. This is one of the critical areas of concern with a clear quantitative indicator.

In order to accelerate the achievement of the set target, the SADC Secretariat in collaboration with Botswana Women's Caucus, Frederick Ebert Stiftung (FES) and United Nations Development Programme (UNDP) convened a Regional Conference on "Beyond 30 percent by 2005: Regional Conference on Women in Politics and Decision-making" from 30 March 1999 to 2 April 1999, attended by Ministers, Members of Parliament, senior government officials, Non-Governmental Organisations and civil society groups. Among the key outcomes of the conference, was the development of a Regional Programme on Women in Politics and Decision-making. The Programme of Action contained activities, which were to be implemented at the national and regional levels. In June 1999, SADC Ministers Responsible for Gender or Women's Affairs endorsed this programme of work as an integral part of the Plan of Action for Gender in SADC.

Among the sub-regional activities under this programme included: a sub-regional wide research study on the status of women and men in politics and decision-making structures, and the development of a Gender Resource Kit for decision-makers in SADC. The development of the Resource kit was done hand-in-hand with the provision of training to female Members of Parliament and a team of sub-regional trainers. The training and capacity building processes facilitated sharing, exchange of information and experiences, training and lobbying and advocacy information amongst the respective groups.

Policy decisions on affirmative action were further endorsed to ensure that the 30 percent target is achieved by Member States. The overall monitoring of this decision undertaken annually through submission by Member States of progress reports on the status of women's representation in political and decision-making structures to the regular meetings of Council of Ministers and Summit of Heads of State or Government. The discussions in these meetings on this particular issue, have among other efforts made Member states to address the challenge of increase the number of women in these structures. The status of women representation in the public sector is reflected under Part B of the report.

As of June 2004, the Status of women representation in National Parliaments is as follows: South Africa, (32.75%), Mozambique (31.2%), United Republic of Tanzania (22.5%), Namibia (22.1%), Swaziland 19% (House of Assembly is 10.8%; in the House of senate is 36.7%), Angola (16.4%), Botswana (15.9%), Malawi (14%), Zambia (13.7%), Lesotho 12% (Upper house has 36%, while the lower house has 11.7%), Zimbabwe (10.7%) and Mauritius 8.6 %.

The status of women in Cabinet is: South Africa (42.9%), Botswana (26.7%), Zambia (23.8%), Lesotho (23%), Malawi (20.7%), Swaziland (18.8%), Namibia (18.5%), Zimbabwe (14.3%), United Republic of Tanzania (15%) Mozambique (13.04%), Angola (11.5%) and (Mauritius 4%).

In Countries where they have Deputy Ministerial or Assistant Ministerial portfolios, the status of women is as follows: South Africa (47.6%); Lesotho (33%), United Republic of Tanzania (29%), Namibia (26.3%), Botswana (16.7%), Angola (11.1%); Zimbabwe (10%), and Zambia (9.75%).

SADC Member States have experienced a slow and gradual increase of women in political positions. The Republic of **South Africa** is the only SADC Member State, which has been able to surpass the set target of at least 30 percent women's representation in Parliament, Cabinet and Deputy Ministerial positions. South Africa has demonstrated the best practice in adhering to its commitment of ensuring a minimum of 30% target women's representation in the national level political structures.

One of the qualitative indicators for assessing the competence of female Cabinet Ministers is the trend of the Member States to appoint female Ministers and Deputy Ministers to portfolios that were thought to be the domains of male Ministers. The recent appointment of a woman Prime Minister and Minister of Finance in Mozambique and the appointments of female Ministers to head portfolios which previously were thought to be "tough" and were mostly held by men, is an indication that women are capable of leading and managing such ministerial positions. Such portfolios include but not limited to: Ministries of Foreign Affairs, Trade and Industry, Minerals and Energy, Tourism, and Public Service.

Some SADC Member States have made deliberate attempts to propose names of female candidates to compete for positions in regional organizations such as the African Union. The Chairperson of the Pan African Parliament and two female Commissioners of the AU are from the SADC sub-region. Swaziland and the United Republic of Tanzania have proposed amendments to their national constitutions which if adopted will ensure increased number of women in Parliament in their next elections.

Monitoring the impact of the increased number of women in Parliaments and in provincial/local councils is another challenge. It is critical to assess whether these institutions are being transformed and able to articulate gender equality and equity issues and ensure that their plans and budgets address the concerns of women and men. It is questionable whether Parliament are demanding for the review of laws, which are discriminatory against women; whether they are enacting gender sensitive laws; and demanding for the domestication of the global, regional and sub-regional gender instruments into national laws. Are female Members of Parliaments appointed to parliamentary decision-making structures, such as Public Finance Committees? The levels of their participation, how well they are informed about the issues to confidently debate them.

Monitoring of the representation of women in public, private, civil society sectors and professional institutions is also done by Member States, analysis of the statistical data has yet to be done to enable the Secretariat to know progress, which has been attained.

2.5.3 Women's Access to Economic Structures and Productive Resources

Some Member States have put into place laws, policies and programmes to alleviate poverty, especially among women.

Micro-enterprise support is another measure of governments' performance in women's economic empowerment. Given the massive retrenchments in the economies of the region, more women who were formally employed are being pushed into the informal sector. Both governments and NGOs in the SADC region are making concerted efforts to enable women access funding for micro-projects at free or low interest rate.

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

2.5.3.1 Impact on Trade liberalization on women

A conference on "Trade Liberalisation in SADC: Opportunities and Challenges for Women" was convened by the South African Ministry of Trade and Industry from 12-13 April 1999 in Johannesburg. Government officials, consumers, producers, workers and traders from several SADC countries attended the Conference. The objectives of the Conference were to:

- a) Achieve a common understanding of the opportunities and challenges facing women as the result of trade liberalization, including the SADC Trade Protocol
- b) Design a political agenda to address such opportunities and challenges for the SADC governments and
- c) Design a sector-orientated research agenda, which will inform future interventions and related programmes.

The following key recommendations emerged from the Workshop:

- a) In view of the dominance of women in agriculture, clothing, textiles, footwear, crafts and cultural industries, particular attention should be paid to these sectors to ensure that any negative consequences, such as job losses are mitigated and productive activity in these areas is expanded through the provision of capital and training
- b) Given the resource endowments of the region and the skills of women in the crafts industry, women should be empowered to develop the jewellery industry
- c) Senior Officials and Ministers responsible for the implementation of the SADC Free Trade Area (FTA) should be made aware of the recommendations of the workshop and incorporate the impact of the establishment of the FTA on women as a core dimension of the negotiation and implementation process and
- d) A technical sub-committee should be established under the auspices of the SADC Secretariat to advise the Trade Negotiating Forum on the impact of the SADC FTA on women and measures required to mitigate negative impacts and exploit opportunities.

The recommendations of the Conference were submitted to the SADC Secretariat for consideration. A meeting was held between the Gender Unit and the South African Department of Trade and Industry to follow-up on these recommendations. This meeting produced a preliminary gender analysis of the SADC Trade Protocol, which would assist Member States in sensitizing delegations to the trade-negotiating forum. At its meeting in Maputo in August 1999, the SADC Council of Ministers directed the Gender Unit to prepare a report on the analysis of the SADC Trade Protocol and to present it to Ministers of Industries and Trade at their next meeting for their consideration. However, because of the ongoing restructuring exercise and the limited capacity in the Gender Unit it has not been possible to implement this decision. It is expected that during the processes of gender mainstreaming in the functions, programmes and policies of TIFI this issue will be addressed.

2.5.3.2 SADC Women in Business Trade Fair and Investment Forum

The SADC Women in Business Network and Linkage Centre is a sub-regional NGO. Among its objectives is to contribute towards the economic empowerment of women, in particular enabling female entrepreneurs and business women to access markets for their business through sub-regional women trade fair and investment fora; and to facilitate exchange of information, sharing of experiences and networking amongst female entrepreneurs and businesswomen. In 1998, through the support of UNIFEM, the organization organized a SADC WIB Trade Fair and Investment Forum in Zimbabwe.

The Government of Namibia and SADC WIB Network and Linkage Centre hosted the second SADC WIB Trade Fair and Investment Forum in May 2000. UNIFEM, UNDP and ILO also supported this event, which attracted entrepreneurs and businesswomen from within SADC and outside the sub-region.

The third SADC-WIB Trade Fair and Investment Forum were hosted from 4 to 10 June 2002 by the Government of Malawi in collaboration with the SADC WIB Network and Linkage Centre at Chichiri Trade Fair Grounds in Blantyre, Malawi. Women entrepreneurs from Angola, Botswana, Malawi, Namibia, South Africa, United Republic of Tanzania, Zambia and Zimbabwe participated.

The Government of Botswana in collaboration with the Women in Business Association of Botswana (WIBA) hosted the fourth SADC WIB Trade Fair and Investment Forum from 21 to 26 June 2004. This was attended by 110 businesswomen and entrepreneurs from Botswana, Malawi, Mauritius, Mozambique, Namibia, Swaziland, United Republic of Tanzania, Zambia and Zimbabwe. Malawi won the overall best exhibit prize.

The majority of the items exhibited at all the Women's Trade Fairs and Investment Fora were textiles, clothing and handcrafts. As a result of sharing experiences at the 2004 Investment Forum, some of the businesswomen who have managed to access the AGOA market indicated a great need for support to access financial and technology to improve the products, and be able to compete with their Asian counterparts. During the forum, it was testified that women were able to improve their social and economic status by venturing into economic empowerment activities.

An initial assessment of the SADC WIB Trade Fairs reveals that most of the entrepreneurs and businesswomen sold their products to individuals and were not guaranteed contracts for large quantities of their products. The Trade Fair was also meant to provide women the opportunity to

network and share their experiences. However, during the fairs, women spent most of the time sourcing markets as opposed to networking. It might be more beneficial for SADC WIB organization and Member States to host these trade fairs within the mainstream International Trade Fairs, so as to provide entrepreneurs and businesswomen with the opportunity to meet big businesses dealing with technologies, financing, and global markets. An impact assessment has to be undertaken to assess the extent to which the SADC WIB-Trade Fairs and Investment Fora achieve the intended objectives.

2.5.4 Communication, Information sharing, dissemination and Networking

2.5.4.1 Coordination of the SADC Position in Regional and Global Fora

The Council of Ministers mandated the Secretariat to coordinate the SADC Position in all regional and global fora. Whenever the Secretariat fails to attend such fora, the country, which is the Chair of SADC, is requested to facilitate such a process by organising and convening SADC caucuses to establish a common position on issues that are of interest to the sub-region. The Secretariat has also participates in a number of meetings, workshops and conferences to share the experiences of SADC with other stakeholders at the regional level and global levels.

SADC has demonstrated best practices by adopting the policy and institutional framework for mainstreaming gender in the sub-region; adopting sub-regional gender equality instruments; and the creation of the Regional Advisory Committee.

Many global, regional and sub-regional organisations have commended efforts undertaken by SADC in organising themselves and coming up with sub-regional positions at regional and global meetings. Some organisations have approached SADC requesting to share its experiences with them.

2.5.4.2 Publications

The SADC Secretariat has produced a number of publications including Research Reports, Annual Reports on the progress made in the implementation of the Plan of Action for Gender in SADC, the Gender Resource Kit for Decision-makers in SADC, reports on regional workshops and posters to promote gender equality.

The SADC Secretariat collaborates with the Southern African Research and Documentation Centre-Women in Development Southern Africa Awareness Programme (SARDC-WIDSAA), in publishing SADC Gender Monitor: Monitoring Implementation of the Beijing Commitments by SADC Member States. This publication aims to provide a broad overview on the achievements made by the sub-region in the implementation of the Beijing Platforms for Action.

2.5.5 Monitoring and Evaluation

2.5.5.1 Monitoring and Evaluating the implementation of the SADC Declaration on Gender and Development and the Addendum on Violence Against Women and Children

Since 1999 to 2002, the Secretariat as well as Member States has been submitting progress reports on the implementation of the Gender equality commitments to the annual meeting of the Standing Committee of the Ministers Responsible for Gender or Women's Affairs. The reports are aimed to

informing progress made in the implementation of the Plan of Action for Gender in SADC. It also provided priority activities, which were to be implemented the following year. The Reports also enabled sharing of experiences and best practices. At the May 2002 meeting, Ministers Responsible for Gender or Women's Affairs decided that national reports on monitoring progress made by Member States on the implementation of the SADC Declaration and Addendum on the Prevention and Eradication of Violence Against Women and Children are expected to submit to the Secretariat on a biennial instead of an annual basis. It was agreed that Member States would submit their national reports to the SADC Secretariat between March-April 2004, to coincide with the sub-regional Beijing review process. This time frame will also enable the Secretariat to analyze, synthesize and compile a report on the SADC position, which will be submitted to the SADC decision-making structures. The bulk of this information is going to be used in publishing the SADC Gender Monitor Issue 3: Monitoring Implementation of the Beijing Commitments by SADC Member States. Both reports will be presented to the ICM and Council of Ministers in June and August 2004 for discussion and adoption before they are published and presented at the 7th African Regional on Women (Beijing+10) scheduled for October 2004. This decision was approved by the Council of Ministers at its September 2002 meeting.

Normally, national reports submitted by Member States to the SADC Secretariat are expected to be inclusive and detailed, providing information, which has been provided by all stakeholders on the implementation of the national policies and programmes/projects towards gender equality and equity. The reports are expected to provide information with gender disaggregated quantitative and qualitative indicators on the achievements, challenges and constraints and what is planned to address the challenges in the future. Such reports enable decision-making structures at national and sub-regional levels as well as the general public to note whether SADC Member States are able to achieve what they committed themselves to perform. Also such reports provide a basis for future planning and resource allocation for implementation.

National reports from the majority of Member States are not detailed due to limited consultative mechanisms to facilitate all stakeholders to plan and produce national reports, limited resources to facilitate coordination of such a consultative mechanism, limited capacities within the national gender structures to coordinate the monitoring processes that would enable provision of information from all stakeholders. Limited capacities at the Secretariat to provide the necessary backstopping at national levels to enable national reports to contain detailed information on what is being implemented by all stakeholders. When there are information gaps, it becomes difficult to provide an objective assessment on whether Member States are making progress towards the attainment of the national and sub-regional gender equality and equity objectives and targets, which they committed themselves to implement and achieve.

The Republic of **South Africa's** national report has provided the best practice in giving a detailed report on achievements and challenges in the various social and economic sectors of the economy as well as in institutional frameworks.

Monitoring, consultative mechanisms and methods on information collection, processing and analysis are among the challenges, which call for action in future planning processes, both at national and sub-regional levels.

2.5.5.2 Monitoring and Evaluation of Women's Representation in all Political and Decision-Making Structures at National and Sub-regional levels

Monitoring progress made by Member States on the representation of women in political and decision-making structures at all levels has been an agenda on the regular meetings of the Council of Ministers and Summit of Heads of State or Government since 1999. Due to capacity limitation, it has not been easy to collect data and undertake qualitative assessment on the impact of women in political and decision-making positions at all levels at national levels. Hence, monitoring has been limited to Parliamentary, Cabinet and selected senior positions in the Public Sector.

At the meeting of the Integrated Committee of Ministers held in June 2003, Ministers expressed concern that the target of 30 percent would not be achieved as many still had a long way to go. Ministers directed the Secretariat to ensure that monitoring the commitment on the representation of women in political and decision-making structures continued to be a stand-alone item on the agenda of the SADC decision-making meetings. Member States were also urged to continue to report annually on progress made on the representation of women at the different levels in political, public, private and professional institutions.

Among the challenges that need to be addressed in the future planning processes at national and sub-regional levels include impact assessment of the participation of women and men in political and decision-making structures.

PART B: AN ASSESSMENT OF THE IMPLEMENTATION OF GLOBAL, REGIONAL AND NATIONAL COMMITMENTS ON GENDER IN SADC

1. POLICIES FOR GENDER EQUALITY IN SADC MEMBER STATES

All SADC Member States have ratified CEDAW, adopted BPFA and signed SADC Declaration on Gender and Development. Most of them have either developed or reviewed National Gender Policies in line with the requirement of the Beijing Platform for Action.

The Republic of **Angola** is a signatory to a number of international and regional gender equality and equity instruments. It has also signed the SADC Declaration on Gender and Development and its Addendum on the Prevention of Violence against Women and Children. The National Constitution has enshrined equality clauses. The country is in the processes of developing an explicit National Gender Policy.

The Republic of **Botswana** developed a Policy on Women in Development in 1996. A National Gender Programme Framework was formulated in 1998. Since then, the government has also developed a short-term strategy for gender advocacy and social mobilisation.

The Kingdom of Lesotho developed a Gender and Development Policy in 2001. The Policy, based on the Beijing Platform of Action, CEDAW, SADC Declaration on Gender and Development and Commonwealth Plan of Action, seeks to ensure equality of opportunities for women and men so that development efforts have an equal impact. to each social group of the country.

After the Beijing Conference, The Government of the Republic of **Malawi** developed a National Platform for Action (MNPFA) to operationalize the Beijing Platform for Action (BPFA). MNPFA was developed through a consultative process and identifies poverty alleviation and empowerment, the girl child, violence against women and peace as critical areas of concern for Malawi. The document has guided government, private sector and NGOs in the advancement of women. In order to operationalize MNPFA, the government developed a National Gender Policy in 1998.

Cabinet adopted the National Gender Policy in 2000. Its goal is to mainstream gender in national development processes to enhance the participation of women and men in sustainable and equitable development for poverty eradication. To facilitate the implementation of the Gender Policy, a National Gender Programme was developed. The Ministry has successfully raised the awareness on various aspects of the National Gender Policy and Programme to enable stakeholders to implement the two documents.

The Government of the Republic of **Mauritius** developed and adopted the National Gender Action Plan (NGAP) in 2000. The Plan defines a vision for gender equality based on the Gender and Development (GAD) concept. The long-term objective of the Plan is the attainment of greater equality and equity between men and women while preserving family welfare. It views the needs of women in the context of the wider social and economic environment, while also considering the multi-cultural context of Mauritian society.

NGAP outlines a series of measures for the empowerment of women including gender mainstreaming in all government policies through the effective establishment of a Gender Management System and training the public and private sectors on gender analysis and policy formulation.

Among the key challenges for the government of Mauritius is the formulation of a National Gender Policy (NGP). The Commonwealth Secretariat is supporting this process which will involve harmonising the existing Gender Plan with the Gender Policy and translation of the Policy objectives into actions and programmes. It will also entail the establishment of a multi-sectoral committee with a Secretariat for proper co-ordination and monitoring of gender related activities.

In order to achieve gender equality and equity in the Republic of **Mozambique**, a National Plan for the Advancement of Women was drafted in 2002. The Plan identifies poverty and employment, education, training of Women and Girls, health and HIV/AIDS, violence and rights of women, power and decision-making and media as priority areas of action. The Plan is a working tool that is used by the government at various levels, NGOs and the private sector and International Organizations, to facilitate the planning and implementation of actions aimed at gender equality and the promotion of equal opportunities for women. In 2003, a Draft National Gender Policy and Strategy for implementation were developed. The main objective of the Draft Policy and strategy is to develop, in an integrated approach the main lines of action towards the promotion of gender equality, respect for human rights and the creation of conditions for participation of women in the eradication of absolute poverty. The draft policy is under discussion by stakeholders.

In the Republic of **Namibia**, the Government adopted the National Gender Policy in 1997, with the aim of redressing the inequalities between women and men. The policy identifies ten critical areas of concern in line with the Beijing Platform for Action. It provides a vision to improve women's living conditions including practical and forward looking guidelines and strategies for the implementation, monitoring and evaluation of the constitutional provisions for gender equality. In addition, the National Gender Plan of Action was developed to support its implementation. The National Gender Plan of Action, which was approved by Cabinet in 1998, is a Programme of Action aimed at speeding up the implementation process of the National Gender Policy.

The Government of the Republic of **South Africa** adopted the National Gender Policy Framework on Gender Equality and Women's Empowerment and Gender Equality in December 2000. Most departments have Gender policies, which address sector specific issues.

The Government of the Kingdom of **Swaziland** established a Gender Task Force responsible for formulating a Draft Gender Policy. The Gender Coordination Unit, in collaboration with UNDP and other stakeholders consulted with different stakeholders to solicit their views in the production of the policy. The draft Gender Policy is currently awaiting Cabinet approval. Once the policy is approved, a process of drafting a legislative bill will be initiated.

In tandem with this process, the government will formulate a Gender Action Plan and Strategy. This process will begin with designing sectoral action plans based on the issues outlined in the policy document. These sectoral plans will form the National Gender Action Plan. The plan will regulate government, NGO and private sector gender activities. The National Platform for Action and Position Paper sets the framework upon which the Gender Unit draws its programme of activities.

The United Republic of Tanzania prepared and adopted a National Action Plan on Women's Empowerment and Gender Advancement. The Action Plan is still in use although strategies of implementation have been revised to take into account new emerging issues such as the Poverty Reduction Strategy and HIV and AIDS pandemic. The National Action Plan has served as a guide to stakeholders in the implementation of the Beijing Platform for Action.

The government also reviewed its Women in Development Policy of 1992. The review process resulted into the Women and Gender Development Policy, which was adopted in 2000. The policy stress on mainstreaming gender in development processes so as to bring about gender equality. In 2003, the government translated the Gender Policy into English to facilitate implementation by development partners and non-Swahili speakers.

The Revolutionary Government of Zanzibar formulated and adopted a policy on Protection and Development of Women (2001), which provides a framework for promoting gender equality in Zanzibar.

The National Gender Policy of the Republic of **Zambia** was adopted in March 2000. The Policy provides guidelines for mainstreaming gender into policies, programmes and projects. It has been simplified and translated into seven major local languages (Bemba, Cinyanja, Kaonde, Lunda, Luvale, Tonga, and Lozi) and disseminated in the nine provinces in the country. In order to translate the National Gender Policy into action, the government embarked on a consultative process of formulating a National Gender Policy Plan of implementation in 2001. The Draft Plan has already been discussed in most Provinces in Zambia.

In 2001, the Government of the Republic of **Zimbabwe** adopted a National Gender Policy. The Policy was launched in 2004. To enable Policy implementation, a National Plan of Action is being developed. Sectoral gender policies that were developed before the finalization of the National Gender Policy will also be reviewed and streamlined accordingly.

2. INSTITUTIONAL FRAMEWORK FOR MAINSTREAMING GENDER

The establishment of mechanisms and institutions to promote the advancement of women as an integral part of gender mainstreaming is a prerequisite for achieving gender equality. As signatories to the Beijing Platform for Action (BPFA) SADC Member States have an obligation to implement the Strategic Objective, which calls on governments to put in place and sufficiently resource, appropriate mechanisms to enable effective gender mainstreaming.

All SADC Member States have established institutional mechanisms for gender equality, which are also known as National Machineries for Gender Equality. These structures are of various forms, ranging from a Unit, Department, Division and fully-fledged Ministries, which in most cases have added portfolios, which are linked to women or gender issues, such as children and family affairs.

In the Republic of **Angola**, until the inception of the multi-party system in 1991, the Women's Organisation of the ruling party (OMA) coordinated the participation of women in the social, economic and political activities in the country. In March 1991, the People's Assembly approved the establishment of the Secretariat of State for the Promotion and Development of Women (SEPDM). The Secretariat facilitated the participation of the Government of Angola in the various

regional and global fora on women's issues. In April 1997, the Secretariat of State was promoted to a fully-fledged Ministry for Women's Affairs. In September 1997, the Ministry was transformed into the Ministry for Family Affairs and Women's Promotion (MINFAMU). The structure of the Ministry is decentralized to the provincial level. Gender Focal Points have been appointed to coordinate gender or women's issues in all the Ministries. Programmes and activities coordinated by the Ministry are mainly funded by UNFPA and UNIFEM. Among the major activities under the programme include, Sensitisation on gender issues to various stakeholders including parliamentarians, government and civil society organizations, research, collection and dissemination of information and statistical data on the status of women in the country, training and capacity building on gender issues to various stakeholder groups, advocacy on gender equality and women's issues. The Ministry collaborates with NGOs, which work on gender or women's issues under the coordination of the women's NGO umbrella body, Rede Mulher.

In 1981, the Government of the Republic of **Botswana** established the National Women's Unit. The Unit was upgraded in 1991 to a Division headed by a Coordinator, and in 1996 to a Women's Affairs Department in the Ministry of Labour and Home Affairs. The Department, led by a Director, has three divisions and sections, with a total of 11 professionals and 34 support staff. Budgetary allocations have gradually increased inline with increases in the government's total Budget over the past two years. The total budget of the Ministry of Labour and Home Affairs for 2003/2004 is Pula 100 million. The Women's Affairs Department (WAD) is allocated P6 million.

The mandate of WAD is to facilitate the integration of women in socio-economic development, particularly through the promotion of gender sensitive policies. It fulfils its mandate by formulating and interpreting gender and development policies, or components thereof and establishing performance standards; promoting the development of gender sensitive sectoral policies and procedures; provision of technical advice on gender planning and budgeting; and gender advocacy and dissemination of information. The Department is also responsible for co-coordinating and facilitating capacity building efforts through the promotion of gender training and monitoring and evaluating development programmes.

The Women's Affairs Department links with other Departments through a system of Gender Focal Persons (GFPs) that exists in all line Ministries. The GFPs are expected to promote ownership of the Policy on Women in Development.

Other mechanisms for the promotion of women include the Botswana National Council on Women (BNCW) that was formed in 1999. The Council functions as the highest advisory body to government on policy matters relating to gender and development issues, and reports to the Minister Responsible for Women's Affairs. A Gender Project Planning Committee (GPPC) has also been formed at the University of Botswana.

The National Women's Machinery has actively sought to establish partnership within government and with NGOs in order to facilitate the implementation of the National Gender Programme. The Department facilitates a WAD, NGO, and CBO forum for information sharing. There is an expanding network of national and local women's and human rights organizations. Through the Women's NGO Coalition, other NGOs have taken responsibility for different aspects of the Programme.

The Government of the **Democratic Republic of Congo** has established several gender mechanisms to coordinate the empowerment of women. In 2003, it created the Ministry of Women's Condition and the Family responsible for coordinating and managing all issues relating to promotion and integration of gender. The Ministry plays a central role in the formulation of the national gender policy; facilitation and the provision of technical support; and monitoring and evaluation of the diverse activities related to gender and development.

The government also formed the National Programme for the Empowerment of Congolese Women (PNPFC) and the National Council for Women. The Council is a consultative organ on the empowerment of women chaired by the Minister Responsible for Women's Affairs. Its membership includes experts from Provincial Councils, public and private institutions, NGOs, women's and religious organisations and Commissioners.

A Commission has been established and acts as the gender focal point within the transitional Parliament. The Commission collaborates with the Ministry Responsible for Women's Affairs and civil society organisations working for the empowerment of women. It is responsible for reforming legislation that discriminates against women and the integration of gender during the formulation of law.

NGOs and women's and religious organisations concerned with the empowerment of women, have organised themselves into thematic networks in order to respond to the twelve critical areas of the Beijing Platform for Action. Other NGOs also deal with peace and development initiatives in the Great Lakes Region and building the capacity of women to participate in politics and decision-making. These thematic networks collaborate with the Ministry Responsible for Women's Affairs and the National Women's Council.

In 1998, the Ministry Responsible for Gender or Women's Affairs was established in the **Kingdom of Lesotho**. The Ministry is responsible for the advancement of the equal participation of women in politics and decision-making. A system of Gender Focal Points (GFP) has also been established within all Government Departments, University of Lesotho and NGOs. The specific roles of GFP are to propose appropriate and effective gender mechanisms; and to provide support and direction for gender mainstreaming in all aspects of planning and programming in their respective organizations.

A Gender Management Forum (GMF) has also been established at central and district levels to direct the engendering of organisational policies and programmes.

The establishment of the Basotho Women's Parliamentary Caucus (BWPC) has brought together women from different political parties to advocate and lobby for the enactment of gender sensitive legislation as well as promote and debate about issues of common concern for women Parliamentarians. The BWPC, which sensitises policy makers and traditional leadership on current and emerging gender issues, is committed to bring about parliamentary reforms that will promote equal participation of women and men in politics and decision-making positions.

The government is committed to strengthening partnerships with Civil Society Organisations (CSOs) so as to advance the implementation of the Gender and Development Policy by harmonising the plans and programmes of government and CSOs, allocating resources to CSOs and monitoring and evaluating the programmes of CSOs.

In the Republic of **Malawi**, prior to the Beijing Conference, women's issues were coordinated by the Ministry of Community Services National Commission on Women in Development (NCWID), which was established in 1984. The Ministry was restructured and renamed the Ministry of Women, Children, Community and Social Development in 1992. The Ministry was transformed to the Ministry of Gender and Community Services in 1999, as National Gender Machinery, to reflect the mandate address gender issues. The NCWID was also renamed the National Commission on Gender and Development Trust (NCGADT).

The Ministry of Gender and Community Services is mandated to spearhead the production, coordination, collaboration, implementation and monitoring of the National Gender Policy. It also provides backstopping services on gender analysis and mainstreaming to all its stakeholders. The Ministry has identified Gender Focal Points (GFPs) in all stakeholder organizations.

The National Commission on Gender and Development Trust (NCGADT) reports to a Technical Working Committee of Principal Secretaries in charge of the six critical areas of concern. The Technical working Committee reports to the Gender Policy Advisory Committee, which reports to the Cabinet Committee on Gender, and the Cabinet, which is chaired by the President. All the ministries and organisations implementing gender form the Gender Policy implementation Committee.

At the local level, the District Assembly, consisting of the Area and Village Development Committees is responsible for ensuring that gender is mainstreamed within District programmes. The Planning and Development or Finance and Human resource Directorates of the District Assembly also have GFPs.

Several networks representing each of the six critical areas of concern have been formed. These include the public sector network, private sector network, the NGO Gender Coordination Network, Council for NGOs in Malawi (CONGOMA) and civil society networks.

The Republic of **Mauritius** has established a Ministry of Women's Rights, Child Development and Family Welfare to create the right conditions for the development of woman, men and children and ensure that women enjoy equal rights and opportunities within society. Within the Ministry, a Women's Unit serves as a focal point for women's issues. The main objective of the Unit is to strengthen gender mainstreaming taking into account the reproductive, productive and social roles of women. The Women's Unit implements policy and projects in collaboration with other government institutions, NGOs and bilateral and multilateral organizations. The Unit functions through a network of women centres and women's associations. Since 1997, the number of women centres providing services in the different regions has increased from five to twelve. These services range from training, education and awareness raising on issues such as economic empowerment, legislation and environmental management.

A system of Gender Focal Points has been established in all ministries to mainstream gender into policies, programmes and projects. The Focal Points act as liaison officers between their organisations and the Ministry responsible for Women's Affairs. Among other things, the GFPs are responsible for making available related documents, reports studies, policies and disaggregated statistical data, informing of existing gender biases or policies and strategies that need to be

developed, assisting in the implementation of gender policies and programmes in their respective organizations, and monitoring the key decisions related to gender.

To promote the development and advancement of women, a National Women's Council (NWC) was set up by an Act of Parliament in 1985. The Council ensures that government policy and action meets the needs of women at grass-root level. The objectives of the Council include establishing and maintaining effective communication with women's organizations, co-coordinating activities of women's groups, assisting in the implementation and evaluation of government policies, and at the request of the National Committee, to collaborate with other organizations that promote the advancement of women.

The execution of the national strategy to advance women and gender equity is the responsibility of the Government of the Republic of **Mozambique** and mechanisms have been set up to achieve this objective.

The Ministry for the Coordination of Women and Social Action (MMCAS) was formed in 2000 and executes and coordinates policies towards women's emancipation, development and social welfare. In 2001, MMCAS's National Directorate of Women was formed, to define and promote the implementation of support programs for the development of women and family. The government also established the National Council for the Advancement of Women, an inter-sectoral co-ordination organ consisting of government and civil society representatives to supervise, direct and follow up the implementation of policies and approved gender programmes. The Council advises government and develops proposals to guide the management of public issues related to gender and women. In order to ensure that a gender perspective is mainstreamed into policy and sectoral programs, a system of gender facilities and focal points was established in some line Ministries.

Since Independence the Government of the Republic of **Namibia** has put significant efforts in setting up structures for the advancement of women. The establishment of the Women's Desk, which later became the Department of Women Affairs (DWA) in the Office of the President, was an important step for women in Namibia. In 2000 the DWA was then promoted into a full fledged Ministry of Women Affairs and Child Welfare (MWACW) with its own resources both human and financial. The establishment of the MWACW necessitated the need for re-direction and assessment of the impact of all efforts already made in order to enable the Ministry to render effective service.

The MWACW's purpose is to mainstream gender programmes, advocate for law reforms and coordinate gender activities at the national and international levels. It is mandated to develop, promote, facilitate, coordinate, implement, monitor and evaluate the process of legal, political and socio-economic development of women, men and children equitably in all spheres and to ensure gender equality. A Minister and Deputy Minister, who are political appointees, head the MWACW.

In the Republic of **South Africa**, the concept "National Gender Machinery" refers to "an integrated package" of structures located at various levels of state, civil society and within the statutory bodies¹. Within the Executive Branch the national gender machinery comprises of Cabinet, Office on the Status of Women and Gender Focal Points within national departments.

¹ The point to note is that the function of gender mainstreaming is that of all government, civil society and NGO bodies. The components of the gender machinery are facilitators of the gender programme, and primarily all have coordination and monitoring roles.

The Cabinet is the supreme policy making body in the country that approves all national policies, including the Budget before submission to Parliament or implemented by various government departments. As outlined in the National Policy Framework for Gender Equality and Women's Empowerment (NGPF), the Cabinet Cluster Committee is responsible for ensuring the adoption and implementation of the National Gender Policy and guaranteeing that Cabinet discussions are engendered and that Ministers actively assert the implementation of the gender policy. The Committee is also required to provide access to information, on budgetary measures with specific reference to its implication for gender; to ensure that the integrated coordination framework results in measurable sector specific outputs; and to make recommendations on policy and legislation with regard to gender for discussion and approval by Cabinet.

A Cabinet Memorandum of 1996 provided for the establishment of the Office on the Status of Women (OSW) in The Presidency. Additionally, it provided for the establishment of Gender Focal Points (GFPs) in national departments. The responsibility for facilitating efforts for advancing gender equality is placed on the coordinating structures in the National Machinery (the OSWs and GFPs). The main objective of the co-ordination mechanism is to assign clear roles and responsibilities for delivering gender programmes, within a framework that requires participation and collaboration. The integrated coordination framework pulls all role players together, provides guidelines, norms and standards, allowing flexibility for stakeholders to implement different mandates. It also decentralises delivery. Such a coordination framework enables coordinated service delivery, communication and accountability, and the development of a management information system (MIS).

The OSW, in the Presidency, plays a vital role as the principal coordinating structure for the National Machinery on Gender Equality. It has been established as the nerve centre for developing and maintaining a national gender programme. It is responsible for developing National Action Plans or frameworks for mainstreaming gender within government structures; advancing women's empowerment and gender equality; as well as monitoring the implementation and progress in this regard. As part of its mandate, the Office of the Status of Women also plays a pivotal role in liaison with civil society organisations to advance the national gender programme.

As part of its monitoring function, OSW conducts Annual Audits to assess compliance by National Departments to the provisions of the NGPF and the Beijing Platform for Action. In 1998, the OSW completed its first audit of systems in place in national departments to facilitate effective gender mainstreaming. Based on the findings of the Audit, the NGPF made specific recommendations on the required mechanism, which should be in place at national and provincial level to enable gender mainstreaming at the executive level. The Policy Framework however did not sufficiently elaborate on the required mechanisms at local government level.

At the national level monitoring of government progress in achieving its transformation priorities is measured by the Policy Coordination and Advisory Services Unit within the Presidency. Defining the Gender Information Management System (GIMS) within the governance monitoring processes remains an important challenge for the national gender programme. There are a number of tools at present, to enable the OSW to access gender disaggregated data through the national Gender Focal Points (GFPs) and the national Statistical Services (Stats SA). Additionally the NGPF elaborates on critical short and long-term indicators to measure the performance of the Gender Programme.

At the operational level, the main responsibility for ensuring the effective implementation of the National Gender Policy rests with individual government departments at national level, through the establishment of GFPs or Gender Units. The key function of GFPs, as identified in the National Policy Framework document, is to assist in the formulation and implementation of effective action plans to promote women's empowerment and gender equality in all policies, programmes and projects by national departments. The 2003 Gender Audit revealed that of the total 29 Departments that responded in 2003, nine (31.03 percent) had GFPs appointed at the level mandated by the NGPF. This indicates that less than one-third (31.03 percent) of the National Departments comply with the South African NGPF and the Cabinet Memorandum of 1996.

Within the Legislature, the national gender machinery comprises of three structures created in Parliament to advance women's emancipation and gender equality namely the Joint Monitoring Committee on the Quality of Life and Status of Women, the Parliamentary Women's Caucus and the Women's Empowerment Unit (WEU).

The Joint Monitoring Committee on the Quality of Life and Status of Women was established as an Ad Hoc Committee in 1996, and made a permanent Committee in June 1998. Its principle responsibility is to monitor progress in the advancement of the status and improvement of the quality of life for South African women. The Committee also monitors and assesses whether government policy implements national and international commitments with respect to the Constitution of South Africa, National Gender Equality Framework, CEDAW and BPFA. It also monitors gender mainstreaming in government policies and programmes, including the national budget and fiscal framework.

The Parliamentary Women's Caucus was formed in 1994 as a forum to bring together women from all political parties. The main object of the Parliamentary Women's Caucus was to establish a non-contested platform among women Member of Parliament to examine issues that affect them as parliamentarians. It looks at transformation of Parliament and creating of an enabling environment for women MPs and works closely with the Women's Empowerment Unit on training and skills development for women MPs.

The Women's Empowerment Unit (WEU) is located in the Speakers' Forum, a structure that brings together speakers from the national and provincial legislatures. The WEU identifies areas that hinder women's full participation in the law making process. Its main focus is training and skills development for women lawmakers.

The Commission on Gender Equality (CGE), established in 1997 is an integral part of the National Gender Machinery. It is an independent, statutory, advisory, and research body. The Commission comprises a Secretariat and Commissioners, who are nominated by the public and appointed by the President following the recommendations from a Multiparty Parliamentary Committee. There are currently 11 Commissioners. The key functions of this body includes monitoring and evaluating of policies and practices of government, private sector and other organisations to ensure promotion and protection of gender equality, review of existing and proposed legislation from a gender perspective, providing public education, investigating inequality and complaints on gender related issues, as well as monitoring and reporting on compliance with international conventions.

Within the Civil Society² Gender Coordination remains a challenge as there is no umbrella body coordinating women's or gender issue focused organisations at the national level. At the present moment, there are almost 60 NGOs that attend meetings convened by the National Gender Machinery. The strongest and most organised sector amongst NGO's attending the National Gender Machinery meetings is the gender-based violence, but also they do not have a coordinating point.

At Provincial level, OSW structures are located in the Premiers' Offices. There are nine provinces in South Africa, eight of which have OSWs. The OSWs at provincial level parallel the national structure and coordinate with Provincial Gender Focal Points, the Provincial Commission on Gender Equality, Civil Society institutions and the Provincial Legislature. The National Gender Policy Framework recommends the establishment of a gender unit in the Office of the Mayor or Chief Executive Officer, and a Council Gender Committee or Task Team, in the absence of Gender Structures at local government level.

The current institutional framework of the Kingdom of **Swaziland** consists of a Gender Coordination Unit, which was established in 1996 in the Ministry of Home Affairs, Gender Focal Points in each sector, an NGO Gender Consortium and the UN Agencies. Currently, the Unit is understaffed, with three officers. It is envisaged that the approval of Draft National Gender Policy will stimulate more commitment to staffing. The main objective of the Unit is to facilitate the mainstreaming of gender into all areas of national development. It also coordinates national, regional and international gender activities and works with partner NGOs and UN Agencies to implement sectoral activities and mainstream gender.

The government also created the Swaziland Committee on Gender and Women's Affairs (SCOGWA) consisting of representatives from government, NGOs and the private sector. The Committee is responsible for developing a gender programme.

In 1990, the Government of the **United Republic of Tanzania** established the Ministry of Community Development, Women's Affairs and Children and renamed Ministry of Community Development, Gender and Children in 2002, to put emphasis on gender mainstreaming and facilitate the attainment of gender equality. The Revolutionary Government of Zanzibar created the Ministry of Youth, Employment, Women and Children Development (MYEWCD) to coordinate women's issues.

In addition to the two structures, Gender Focal Points (GFPs) have been institutionalised in all central ministries, government departments and in the local government structures. The establishment of the GFPs is a crucial entry strategy in achieving and accelerating the implementation of gender equality in the different Ministries. The GFPs coordinate and monitor, as well as ensuring that all sectoral policies and programmes are gender sensitive.

Parliament has established a Parliamentary Standing Committee on Community Development. The Committee has contributed to the increase in budgetary allocations to the National Machinery from Tshs. 2,175,035,000 in 1998 to Tshs. 3,893,286,2000 in 2003. Women Parliamentarians have formed a caucus - Tanzania Women Parliamentarians Group (TWPG), to facilitate the sharing of experiences and to unite women Members of Parliament irrespective of their political affiliation in

² Civil society organisations that attend national gender machinery meetings comprises national NGOs, Community based organisations, Faith Based organisations, Trade Unions and Women's groups of political parties.

order to address gender issues in a more focused way. Similarly in Zanzibar an Association of women members of the House of Representatives has been formed for the same purpose. These groups have facilitated the increased awareness among MPs and the number of debates on gender equality and women empowerment in Parliamentary Sessions in The National Assembly and the House of Representatives.

Umbrella NGOs such as the Tanzania Association of Non-Governmental Organizations (TANGO), the Association of Non-Governmental Organizations of Zanzibar (ANGOZA) and the coalition of NGOs dealing with gender development (FEMACT) play a big role in advocacy, networking and complementing the government's initiatives geared towards women advancement and gender equality. Other organizations that have been involved in coordinating women issues are Umoja wa Wanawake Tanzania (UWI) a party affiliate organization, the Federation of Associations for Women Entrepreneurs in Tanzania (FAWETA), Equal Opportunities for All Trust Fund (EOTF), Tanzania Women Lawyers Association (TAWLA), Tanzania Association of Women Leaders in Agriculture and Environment (TAWLAE), Tanzania Media Women Association (TAMWA), Tanzania Gender Networking Programme (TGNP) and Women Advancement Trust (WAT).

The National Gender Machinery in the Republic of **Zambia** consists of various structures. At the national level, there is the Gender In Development Division (GIDD). This structure has evolved overtime. In 1987, it was established as a Desk in the Sector Department of the National Planning Machinery with one officer. It was later upgraded to a Unit, then to a Women in Development Department (WIDD) in 1990 and was given the status of National Gender Machinery to facilitate the advancement of the status of women in Zambia. In further recognition of the importance, which the government attaches to gender, and realising that WIDD had not accomplished much because of its location, authority and resources, in 1996, WIDD was elevated to a Division, the Gender In Development Division (GIDD) and located at Cabinet Office. It is headed by a Permanent Secretary, supported by two Directors, five Gender specialists, a Principal Planner and a Documentalist in the Information Unit. In line with the Public Service Reform Programme (PSRP), GIDD is being restructured to improve its staffing levels. The government budgetary allocations to the Division have increased in the recent past years.

The main responsibilities of GIDD are to facilitate the integration of regional and international instruments on gender, to which Zambia is signatory, into national laws, policies and programmes, to coordinate, monitor and evaluate the implementation of the National Gender Policy, facilitate institutional capacity building to effectively deal with gender issues, to co-ordinate the mainstreaming of gender into macro and sectoral policies and programmes in order to attain gender responsive national development and to disseminate information in order to increase gender awareness.

A Committee on Good Governance, Legal Affairs and Gender has been formed in Parliament. The government, in line with the National Gender Policy has also formed a Gender Consultative Forum. GIDD functions as the Secretariat of the Forum, whose members are drawn from the executive, legislature, judiciary, private sector, academic and research institutions, traditional authorities and NGOs. Its specific Terms of Reference include advising the government on emerging gender issues, and ensure that policies are gender sensitive.

At sectoral level Gender Focal Points (GFPs) have been designated in all government ministries, Provincial Administration and public sector institutions. At the district level, District Planning Officers have been appointed as Gender Focal Points.

GIDD has been working in close collaboration with NGOs and Civil Society Organizations. The Non-Governmental Coordinating Committee (NGOCC), Women in Law in Southern Africa (WILSA), Women in Law in Development in Africa (WILDAF) and Young Women Christian Association (YWCA).

The Gender Management System in the Republic of Zimbabwe consists of the Gender Department, one of the four other departments in the Ministry of Youth Development, Gender and Employment Creation, Gender Focal Points (Gender Desks), which have been established in all ministries, District Gender Councils, and Provincial Gender Councils. These structures constitute the National Gender Machinery. The mandate of the National Gender Machinery is to promote and coordinate gender issues.

The Gender Department was established in 2000 following the merger of the Gender Issues Department located in the Office of the President and Cabinet and the Women in Development Unit in the Ministry of Youth Development, Women and Employment Creation.

Gender Focal Points (GFPs) established in 1994 were reconstituted and operationalised in 2003 with the formation of new Gender Desks in government ministries; departments and parastatals. Gender Desks are yet to be established in the private sector. The key task of the GFPs is to facilitate the implementation, monitoring and evaluation of the National Gender Policy (NGP) and mainstreaming gender in their respective organisations. GFPs are expected to produce annual Action Plans and Quarterly Reports and submit them to the Ministry of Youth Development, Gender and Employment Creation.

In 2001, the Gender Department established Provincial and District Gender Councils to facilitate the mainstreaming of gender issues at community level. The Councils are made up of representatives from local leadership, faith based organisations, traditional healers, local NGOs, government departments and local authorities. The principle responsibilities of these Councils include: co-ordination of activities of government ministries, departments, NGOs and other organisations within the field of gender; facilitating local level discussions on gender issues through community mobilization; identification of local practices, customs and beliefs that hinder gender equality and suggest local interventions; and developing local sanctions against perpetrators of gender based violence. The Councils also facilitate the planning and commemoration of national occasions such as International Women's Day and Family Week at local level; initiate projects for economic empowerment of women, and monitor the implementation of the Gender Policy.

3. CAPACITY BUILDING FOR MAINSTREAMING GENDER

Member States are at different levels of mainstreaming gender into macro-economic policy frameworks (such as Poverty Reduction Strategy Papers) and sector policies and developing gender competencies to enable gender mainstreaming to take place. All Member States have programmes on awareness raising. While some of the member States are a step ahead. They have initiated

processes on developing skills and capacities in gender analysis and planning, they have developed tools and guidelines to support research, data collection, and application of gender-disaggregated data in planning and budgeting. They have initiated pilot programmes in sector Ministries to mainstream gender into the structures, policies, and programmes of those Ministries.

The Ministry for Family Affairs and Women's Promotion, of the Republic of **Angola**, with the support of UNFPA, has been implementing a Programme to promote the status of women, (Project ANG/97.PO3) between 1997 and 2003. The major component of the programme include training and capacity building of not only the staff members of the Ministry, but also stakeholders so that they are able to articulate gender issues and be able to address them in their respective policies, programmes and projects. Outputs of the programme include: 12 Training of trainers in gender analysis have been trained and they are also conducting training to other target groups; over 3000 women and men from different groups of stakeholders at national, provincial and local levels have been sensitised on gender issues; an institutional inventory of NGOs has been establishment; a database in the Ministry for Family Affairs and Women's Promotion has been establishment; Support to the documentation and Information Centre of the Ministry for Family Affairs and Women's Promotion has been provided; Support in publishing "O Genero"(Gender), a Newsletter produced by the Ministry for Family Affairs and its partners every two months. The newsletter focuses on activities implemented by the Ministry and its partners, establishment of Multi-sectoral Gender Council that is playing a catalytic role in promoting gender issues.

Despite this support and the achievements, the Ministry for Family Affairs and Women's Promotion face, a number of challenges, among them include limited personnel, financial and technical resources to enable the Ministry to implement its mandate.

The National Gender Machinery of the Government of the Republic of Botswana, with assistance from UNDP, is undertaking a pilot project to mainstream gender in the Ministries of Labour and Home Affairs, Finance and Development Planning, Local Government and Commerce and Industry. Gender Policies and Action Plans have been developed for each of these Ministries. The Women's Affairs Department (WAD) is presently working with the aforementioned Ministries and their departments in monitoring the implementation of the Action Plans.

WAD has also trained Gender Focal Points (GFPs), National Council on Women and other senior government staff in gender planning. The Department has also engaged in building the capacity of Members of Parliament, local government authorities, the House of Chiefs, Permanent Secretaries, NGOs, Private Sector and the Media. As a result of these capacity building efforts, government policies have began to take into consideration gender. To ensure that their policies are gender sensitive, government departments such as those responsible for population, land and sports and recreation, have actively involved the National Women's Machinery in policy development processes.

In 2002, the Commonwealth Secretariat organised workshops on gender responsive budgeting for Senior Government Officials and Members of Parliament in Botswana. The NGO Coalition has been contracted to pilot the Gender Responsive Budget Analysis Project in the Ministries of Labour and Home Affairs and Local Government.

The Women's Affairs Department has continually supported initiatives to empower communities to take part in the women's issues. There are ongoing training and capacity-building initiatives to train

selected individuals from the Private Sector, NGOs and CBOs to facilitate the inclusion of a gender perspective into their policies, programmes and activities. The NGO Coalition was funded by the Department to mainstream gender into the operations of its members.

The Division for women, the family and children within the Ministry of Planning is the gender mechanism responsible for mainstreaming gender in macroeconomic policies and programmes in the **Democratic Republic of Congo**. The Ministries of Finance, Economic Planning and Reconstruction are called upon to collaborate with the Ministry Responsible for Women's Affairs to put in place a reference guide for mainstreaming gender in sectoral budgets. The Ministry of the Interior, Decentralisation and Security has also been identified as a strategic partner that can assist the National Women's Machinery to integrate gender in the programmes and plans of action in the provinces, districts, territories and sectors. The support of the Senate and the National Assembly is paramount to ensure gender sensitivity of national laws, the sharing of budgets and central and local administration.

The National Gender Machinery of the **Kingdom of Lesotho** has developed two capacity building programmes. Firstly, political empowerments programme to coordinate gender mainstreaming in the political structures and to ensure implementation of the Gender Policy. This programme promotes, facilitates and supports the participation of women and men in politics and decision-making.

Secondly, a gender sensitization and capacity building programme. By 1995, none of the Principal Secretaries in the various Ministries in the Kingdom of Lesotho had received any gender training. By 1998, 15 Principal Secretaries were oriented in gender and development. As a result of this capacity building, the Principal Secretaries have held annual meetings to review the status of gender mainstreaming in their respective ministries and institutions. This has led to a review of several policies and programmes to make them gender responsive. And 30 Members of Parliament were trained in 2001

Since 1999, the National Gender Machinery in the Republic of **Malawi** has trained approximately 100 Trainers of Trainers in gender analysis and mainstreaming, gender research methods, data collection and analysis and formed a Malawi Gender Trainers Team (MGTT). From 1999 to date, approximately 50 MGTT are registered and have conducted gender training for personnel in the Ministry responsible for Gender, 120 policy makers, 3 000 district assembly staff members and 150 media personnel. The group who received this training have in turn managed to sensitise over 2, 510, 000 community members on gender using various foras. Over 3, 000 Malawi Army Officers, men and their spouses have been trained. In 2004, 50 new gender focal points from various institutions in the public, private, parastatal and NGO and Civil Society were trained. District personnel including District Commissioners and District Community Services Officers attended an orientation on the Gender Policy, national women's machinery, and the role gender focal points.

In collaboration with different partners the National Gender Machinery has developed a gender research programme and trained a total of 50 research officers.

In 2002, seven gender officers were trained in Gender Planning and Budgeting. They have oriented 30 directors and trained 50 Planning and Budget officers from eight Ministries in Gender planning and budgeting. These officers have reviewed their institutions' Budgets for 2001/2002. Gender Planning and Budgeting Guidelines to ensure gender sensitive resource allocation have been drafted

and in the final stage of production. An Economic Governance Project will systematically train ministries and Parliamentary Committees to conduct a gender analysis of their budgets in 2004.

The Government has also developed Gender Auditing tools and guidelines for mainstreaming gender in the Public Service. The Tools will facilitate institutional monitoring of gender mainstreaming in all development undertakings. The Guidelines have gender sensitive provisions for recruitments, promotional, and capacity building to ensure equal representation for both men and women in positions of power.

The Ministry of Economic Planning is reviewing government policies and programmes to ensure that they are gender sensitive. The Land Policy and Land Act and the Decentralisation Policy and Act are currently undergoing this review. The Military Employment Act and Policy was reviewed in 2000, and now allows for the employment of female soldiers. The Ministries of Forestry, Environmental Affairs, Fisheries and Natural Resources; Agriculture, Irrigation and Food Security, Education Science and Technology, Wildlife and Tourism, Health and Population, and Land, Physical Planning and Development, have also engendered their strategic plans.

In the Republic of **Mauritius**, a team of Consultants from the University of Mauritius was contracted in 2002/2003 to strengthen the capacity of the Ministry of Women's Rights, Child Development and Family Welfare. Gender Focal Points have been trained on gender mainstreaming during a comprehensive "Gender Lens Workshop" in 2000.

To enhance gender equality and to ensure gender mainstreaming in all government policies, the Ministry of Women's Rights, Child Development and Family Welfare is implementing the Gender Management System based on the Commonwealth Secretariat model.

With the assistance of UNDP, the Ministry responsible for women's affairs is implementing a Gender Programme that aims at promoting gender equality and mainstreaming through capacity building and technical assistance. Through the Inter-Ministerial Technical Committee of Gender Focal Points, a High-Level Committee on Gender Responsive Budgeting has been established. The Committee has developed a 3-year Plan of Action for implementation. The Central Statistical Office has undertaken a time-use survey within the multi-purpose continuous Household Survey. The study will provide information and statistical data on the value of unpaid work carried out by women within households.

Gender training has also been conducted for key NGOs, primary and secondary school teachers, secondary school students and field workers. This training has also been carried out in connection with a UNFPA Programme on Adolescent Sexuality and Reproductive Health.

In an effort to promote equal opportunity between men and women, national development plans in the Republic of **Mozambique**, explicitly define activities that contribute to elevating women's status.

The national Poverty Reduction Strategy does not reflect gender equality or discuss gender equity, nor does it contain concrete interventions aimed at reinforcing women's rights. Efforts are being made to build capacity to overcome these shortfalls. Based on the presumption that the promotion of equality between men and women has a determining role in poverty reduction, Women's

organizations, such as Forum Mulher and the Donors' Gender Group are influencing and developing indicators to incorporate gender aspects into PRSP.

The Republic of **Namibia** has benefited from the SADC programme on capacity building needs assessment for National Gender Machinery. A research was conducted and a proposal was formulated which stipulates the priority area for capacity building. A process of soliciting funds to address these priorities is as yet to be accomplished. The area identified by SADC Needs Assessments study is limited academically qualified personnel in gender as well as limited team building spirit within the NGM. It is expected that these gaps will be addressed through the interventions that will be developed as a follow-up on the implementation of the recommendations of the Study.

In 1998, the Government of the Republic of **South Africa** commissioned four studies to assess institutional capacity for gender mainstreaming, training requirements, economic empowerment and gender issues and concerns. The studies formed the basis for the preparation of the national gender policy, national women's machinery, and capacity building programme for gender analysis and mainstreaming at various levels.

Significant progress was made in the first years of democratic governance in developing an enabling policy and legislative framework within which transformation goals could be implemented. It became necessary to reorient State mechanisms including the gender machinery towards meeting the needs of the majority. With progress being made in this regard, the emphasis of South Africa's current Programme of Action is to ensure greater efficiency in the implementation of policy and the delivery of services. In this context, the emphasis fell on enhancing capacity and skills within government, and moving away from a situation in which different departments each planned their own programmes in isolation. There is now greater emphasis on integration between various components and departments of government, in both planning and implementation. There is greater focus on improving co-ordination of the efforts to transform the Public Service, monitoring and evaluation of programmes of all spheres of government.

To give effect to the objective of integrated governance, the programmes of government departments are grouped into clusters dealing with similar sectoral challenges. The Ministers who constitute the five Cabinet Clusters provide oversight of the clustered activities. These Clusters are: Social Sector; Economy, Investment and Employment, International Relations, Peace and Security; Justice, Crime Prevention and Security, and Governance and Administration. The support by corresponding clusters of Director Generals who work closely with the Policy Coordinating and Advisory Services Unit in the Presidency.

In addition, there are integrated programmes, which cut across departments and clusters, in particular the Integrated Sustainable Rural Development Programme and Urban Renewal Strategy. The integrated manner in which programmes are pursued reflects the interconnectedness of the challenges facing the government. As gender and women's empowerment cuts across all the programmes of the five Clusters, government's challenge is adopting an approach, which integrates the National Gender Machinery in its programmes. This has to some extent occurred within the Governance Cluster, with the establishment of a Task Team, by the Cluster, to elaborate a Strategy for effective gender mainstreaming in government. The JCPS structure has recommended a process for co-coordinating government's Strategy for Eradicating Violence against Women and Children, which would be cross-sectoral and managed through The Presidency.

In the Kingdom of **Swaziland** an integrated approach to gender equality was initiated with technical and financial assistance of UNDP. The aim of this strategy is to enhance awareness of the need for gender mainstreaming and to equip targeted sectors of society with the necessary skills.

One of the major milestones depicting the government's commitment to mainstream gender is the inclusion of the Technical Committee on Gender in the development of the National Development Strategy (NDS). The NDS is a 25-year vision governing national development initiatives that seeks to achieve the goal of equality between men and women as a necessary ingredient for sustainable national development. Sectoral Plans of Action and programmes dealing with HIV and IDS, land, poverty reduction and population have also begun to include a gender perspective in their programmes and projects. The government has also introduced a monitoring tool - The Millennium Action Programme (MAP) reporting framework that tracks specific activities, strategies and actions for promoting gender equality and women's empowerment.

The Institute for Management and Public Administration (SIMPA) and the University of Swaziland has developed a curriculum on Social and Economic Gender Analysis (SEGA) that will facilitate the integration of gender issues as well as the design and implementation of social and economic programmes and projects. Institutions like ESAMI and MANANGA have conducted gender related training for decision-makers.

The staff of the National Gender Machinery in the **United Republic of Tanzania** has been trained in gender analysis, gender planning and Information Communication Technology (ICT). Three studies to assess the capacity of the MCDGC have been carried out. An institutional and organisational analysis, a needs assessment and a self-assessment of the Ministry of Community Development, Gender and Children has been undertaken. These studies have highlighted the strengths and weaknesses of the Ministry in terms of its mandate to implement the BPFA and other sub-regional, regional and global instruments and to mainstream gender.

The Ministry of Finance and the Planning Commission have taken a lead in mainstreaming gender in the national planning and budgeting processes, through the Gender Budgeting Initiative (GBI). Budget officers from the six pilot ministries have been trained in gender responsive budgeting processes. Tanzania Gender Networking Programme provides the technical training in this regard. The Ministry of Finance has also developed and adopted a Checklist for mainstreaming gender in planning and budgeting processes. The Public Management Department under the President's Office, has adopted guidelines to facilitate gender mainstreaming in the strategic planning processes. The Poverty Reduction Strategy Paper (PRSP) has addressed gender concerns. The **United Republic of Tanzania** has provided the best practice in processes on gender mainstreaming

The Gender in Development Division (GIDD) in the Republic of **Zambia** has facilitated a number of basic gender capacity building programmes. In order to improve on the collaboration between GIDD and the line ministries GIDD plans to involve not just Gender Focal Points, but all the staff of planning departments in mainstreaming gender into their policies, programmes and activities. GIDD has also developed a 5-year Strategic Plan of Action, which clearly spells out its role of coordinating and monitoring and evaluating progress in gender mainstreaming.

All government ministries have been directed to ensure that gender is mainstreamed in their budgeting processes and programmes. The government has to a larger extent mainstreamed gender

in its planning processes and macro-policy framework. One of the priority crosscutting areas in National Poverty Reduction Strategy Paper (PRSP) is gender. In line with this, the Transitional National Development Plan (2002 – 2005), a document that focuses on the overall socio-economic aspects of the country, aims to enhance women's access to and control over factors of production such as land, to enhance women's access to information, to eliminate gender imbalances in access to and opportunities for financial resources, to ensure support to income generating activities, to enhance women's participation in decision-making processes, and to reinforce data gathering capacities and analysis to enable gender targeted poverty alleviation programmes.

GIDD was part of the cross cutting committee established to incorporate issues of gender, environment, HIV and AIDS and monitoring and evaluation in the commercialization of the Agricultural Sector Programme. The Division has also collaborated with the Ministry of Local Government and Housing to engender Zambia's Rural Transport and Travel programmes (RTTP). As a result of this collaboration, a study was conducted in three provinces to identify gender issues in the rural transport and travel sub-sector. The findings pointed to the fact that transport policies do not go far enough to incorporate women gender issues in rural transport and travel. As a result of this study, in 2001 the government prioritised awareness creation of the gender issues among stakeholders and developed a monitoring and evaluation framework for RTTP.

Gender has also been mainstreamed into the National Education Policy to provide guidelines and strategies for the comprehensive development of a gender responsive education sector. GIDD facilitated a gender-training programme for the Department for continuing Education of the Ministry of Education under the Basic Education Sub Sector Investment Programme (BESSIP). The main objective of the training programme was to equip officers and Heads of Schools for Continuing Education with gender analytical skills. During the training programme, an action plan was developed to ensure that gender is mainstreamed into the work programmes of the Department for continuing Education. GIDD is organizing a Training of Trainers (TOT) who will then be responsible for training teaching staff at provincial and district levels.

In the Republic of Zimbabwe, a total of 189 Gender Focal Points (GFPs), whose responsibility includes gender mainstreaming in their respective organisations, have attended Gender Desk Training Programmes from March-June 2003. The National Gender Policy launched in March 2004, has made gender mainstreaming feasible. Previously, GFPs were constrained by sectoral gender policies that were not guided by an overarching National Gender Policy.

Most Provincial Gender Councils were trained in 2001 and some District Gender Councils. In 2003, planning and review workshops were organized for the Councils to facilitate the development of Action Plans for the period October 2003/ 2004. Prior to this capacity building, most of these Provincial and District Gender Councils were defunct. This capacity building programme has also provided the Councils with clear terms of reference.

In conclusion, despite the achievements and challenges noted under this sub-section, the studies to assess capacity needs of the National Machineries which were commissioned by SADC Gender Unit in collaboration with DANIDA, UNDP and UNIFEM-SARO in 2003 in ten SADC Member States, UNDAW and UNDPEPA in 2001/2002 in two SADC Member States and similar studies conducted by Member States themselves, are meant to complement efforts in guiding development of interventions that aim to strengthen the National Machineries for gender equality in Member States.

4. LEGAL REFORMS

SADC Member States are signatories to the SADC Gender and Development Declaration (1997) and Addendum on the Eradication of Violence Against Women and Children (1998), which reaffirms commitments to the Nairobi Forward Looking Strategies. Member States have also ratified the African Charter on Human and People's Rights and Rights of Women and the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) that emphasizes the need to review all laws and customs in order to remove gender bias. Among other things, Member States have put in place public education programmes on human and women's rights, legislative reforms and legal services to facilitate the realisation of these commitments.

Another milestone in the advancement of women in Botswana was reached with the government's ratification of CEDAW in 1996. Consultations are ongoing concerning accession and signing of the Optional Protocol of CEDAW.

The Government of the Republic of **Angola** has ratified a number of regional and international human rights instruments. Among them include the Protocol to the African Charter on People and Human Rights, the Convention on the Elimination on of all forms of Discrimination Against Women (CEDAW) and many others. The National Constitution of the Republic of Angola enshrine the rights of all citizens, they are equal before the law and enjoy the same rights and are subject to the same duties, without distinction of their colour, race, ethnicity, sex, place of Birth, religion, ideology, instruction or degree, economic or social condition. The Government has also enacted or reviewed a number of laws that provides equality of rights to women and men. Such laws include: Equality between women and men within the Family, Act. No. 1/88. Equal rights between women and men in the work place and in employment, Act. No. 2/2000. Civil and Commercial Code: the law revokes all forms of discriminatory norms.

The Government, through the Ministry Family and Promotion of Women in collaboration of Non-Governmental Organisations (Rede Mulher, and other NGOs) is implementing a programme on raising awareness to women on their rights in particular on issues on violence against women and children. It has centres to support victims of violence. The programme also provides legal assistance to victims of violence to seek justice from the law enforcement institutions.

Whilst there has been a continual revision of pieces of legislation to address gender inequalities since 1997, a comprehensive study to review all laws affecting the status of women in the Republic of **Botswana** was carried out in 1998. The review study made observations and recommendations for redress. The Government has undertaken numerous legal and administrative reforms to eliminate discrimination against women. It has reviewed the Citizenship Amendment Act 1995 which brought equality of citizenship rights of both women and men and the Matrimonial Causes Act which allows for equitable distribution of matrimonial property on divorce depending on the marriage regime. The Employment Act, amended in 1992, no longer prohibits women from working underground, at night without the expressed consent of their spouse and ensures women's maternity allowance is not lost due to failure to give notice and actual date of confinement. The Deeds Registry Act was also amended to enable married women to own property; while the Application proceedings has lessened discrimination against women and increased the maintenance fee spouses are required to pay.

The Government of the **Kingdom of Lesotho** has set up different mechanisms to address inequalities that are entrenched within legislation. A Law Reform Commission has been established to reform outdated laws that discriminate and limit the protection of women. Operationally, the Commission is responsible for formulating laws that will facilitate the administration and delivery of justice.

The development of the Married Persons Equality Bill in 2000 is aimed at improving the legal status of married women and equalising the marital status of spouses married in community of property. Consultations and dissemination of this bill has increased awareness about its importance and allayed fears. The adoption of a Sexual Offences Act in 2003 is intended to combat sexual violence and to prescribe appropriate sentences for sexual offences.

The Government of the Republic of **Malawi** has ratified CEDAW and signed the Protocol to the African Charter on Human and People's Rights and the Rights of Women in 2002. Efforts are underway to ratify the protocol.

Malawi's Constitution, reviewed in 1995, is progressive as it upholds the principle of gender equality and non-violence, and enshrines a Bill of Rights. It has been used to create a favourable environment for the development of the National Platform For Action, the National Gender Policy and Programme and other gender responsive policies and initiatives.

The government established a Law Commission, Ombudsman, Electoral Commission, and Anti-Corruption Bureau as constitutional bodies. In order to ensure laws are gender sensitive, a special Law Commission on Gender was formed. The Commission is reviewing discriminatory laws identified by the public such as the Wills and Inheritance Act; Marriage and Divorce laws, Children Rights Citizenship Act; and the Defilement Act among others. The need to develop, Gender equality Act has also been high on the agenda of the law reform process.

The Ministry of Women's Rights, Child Development and Family Welfare of the Government of **Mauritius** has set up a Legal Task Force to review all laws that discriminate against women. During these review, regular consultations are held with NGOs and other stakeholders. Parliament has also debated, through a question and answer session, some of the laws that have been tabled for amendment and enactment.

In 1997, the Protection from Domestic Violence Act was enacted and fully proclaimed in 1998. This Act has been a major step in reaffirming the rights of women. It provides for protection, occupancy and tenancy orders, and offers a wide definition of domestic violence to include physical, emotional, sexual violence and even threatened violence. The functioning of the Domestic Violence Intervention Unit is also under review. However, the Act is limited to the protection of spouses only, and does not include violence perpetrated by members other than spouses.

The Criminal Code of Mauritius was amended in 1998 to increase penalties for offences against children, including sexual abuse. This code introduces sexual harassment as an offence and penalties for abandonment of pregnant spouse and failure to pay alimony.

A Sex Discrimination Act was passed in 2002 to give effect to certain provisions of CEDAW. The Act provides for the protection of individuals against discrimination based on sex, marital status and

pregnancy in employment, education, and provision of goods, services and facilities, accommodation, disposal of property, sports associations and clubs.

Procedures for the ratification of the Additional Protocol of CEDAW have been initiated in the Republic of **Mozambique**. Despite the lack of specific laws in regard to areas of concern for women, the government has taken some concrete steps towards addressing some of the inequalities between men and women. Within the ongoing legal reforms, Family Law has been reviewed and enacted. This Law introduces modalities for matrimony that safeguard the interests of the legitimate parties. In addition to civil marriages, it recognizes religious as well as traditional marriages, provided they are monogamous; and considers domestic violence as sufficient grounds for divorce. Building on this, a Bill is being drafted that criminalizes the act of domestic violence. The Civil Code, Civil Registry Code, Commercial Code and other laws that safeguard rights of women are also currently under review.

The Government of the Republic of Namibia has ratified a number of the international instruments on gender equality. Among them include CEDAW, the Optional Protocol to CEDAW, and the Convention on the Rights of the Child. She has also signed the SADC Declaration on Gender and Development and the Addendum on the Prevention and Eradication of Violence Against Women and Children. The government has also enacted gender sensitive laws, which protect the rights of women. These include: (i) Married Person's Equality Act (Act No. 6 of 1996); (ii) The Communal Land Act (Act No. 5 of 2002); (iii) Co-operatives Act (Act 23 of 1996); (iv) Local Authorities Amendment Act No. 3 of 1997.

Despite government's effort to enact laws to protect women from discriminatory practices, many women are not aware of their legal entitlements as highlighted in these laws and continue to suffer in silence. The Ministry and stakeholders have embarked upon programmes aimed at educating women and men about their rights, entitlements, responsibilities and obligations with regard to these national laws and what to do when their rights are infringed with. These programmes empower women to exercise their constitutional guaranteed rights, mostly due to societal, cultural and traditional practices, which believe in the subordinate positions of women in relation to men. Other partners involved in the legal literacy programme are the Ministry of Justice, Legal Assistance Centre and the Namibia Institute for Democracy.

Since 1994 the Government of the Republic of **South Africa** has established an enabling legislative and policy framework for transformation, and has shifted focus to implementation and strengthening of government's ability to deliver as an important priority. The government has made tremendous strides in ensuring that legislation conforms with the Constitution and international instruments ratified, in particular the CEDAW, the Convention on the Rights of the Child (CRC), the African Charter on Human and Peoples' Rights, and the African Charter on the Rights and Welfare of the Child.

Whilst there has been no comprehensive study focusing on the gendered impact of such legislation, nor a holistic review of judgments in South African Courts attempting a gendered analysis of judgments and precedents since 1994 a number of trends have emerged, which are critical to a review of the impact of "Freedom on the Lives of Women".

The Constitution of the Republic of South Africa, widely acclaimed as one of the world's most progressive Constitutions, asserts in its founding provisions that the democratic state is founded on

the values of human dignity, the achievement of equality and advancement of human rights and freedoms, non-racism and non-sexism. The Constitution contains several provisions that advance gender equality. Amongst these is the Equality Clause in the Bill of Rights.

Some of the most critical legislation passed since 1995, which have a major impact in women's lives, include the Maintenance Act 99 of 1998. One of the most critical areas impacting on the basic human rights of women is that of maintenance payment. Multitudes of South African women are wholly or partially dependent on maintenance payment for the livelihood and survival of their children. Defaulting maintenance payers are the cause of untold misery and degradation to children in South Africa. Defaulters who have the means to pay and choose instead to ignore their responsibilities, as parents are steadily being brought to book. The Maintenance Act is intended to bring about a number of improvements in the maintenance system, for example, the appointment of maintenance investigators to track down a defaulting parent where previously the onus was on the single parent or care-giver to establish the whereabouts of the defaulter, the setting out of core statutory guidelines relating to the duty of support of parents in respect of their children, enabling maintenance courts to make maintenance orders in the absence of the respondent in appropriate cases; and by extending the circumstances in which a maintenance court can order the payment of maintenance to be made on behalf of respondents. This Act allows the court to order an employer to deduct maintenance from the salary of the father. It allows the court to appoint maintenance officers who can trace the whereabouts of the father, serve documents and to gather information on the financial position of both parties.

Through the Domestic Violence Act 116 of 1998 women are afforded greater protection against actual or threatened physical violence, sexual, emotional, verbal, psychological and economic abuse as well as intimidation, harassment, stalking, damage to or destruction of property, or entry into their home without consent.

Prior to 1994, customary marriages were not recognised, however the Recognition of Customary Marriages Act, (No. Of 1998), makes provision for the recognition of customary marriages in accordance with customary law or traditional rites. This Act improves the position of women and children within these marriages by introducing measures, which bring customary law in line with the Constitution and South Africa's international obligations. The Act removes elements of discrimination against the customary legal tradition and thereby gives expression to two constitutional principles, namely the rights to systems of family law based on any tradition or religion and the right to cultural pluralism. Recognition of Customary Marriages Act 120 of 1998, Act abolishes the minority status of women married under customary law and abolishes the marital power of husbands as guardians.

The Promotion of Equality and Prevention of Unfair Discrimination Act, 2000, which emanates from Section 9 of the South African Constitution of 1996, deals with the right to equality and is, intended to give full effect to the right to equality as contemplated in the Constitution. The Act consequently deals with prevention and prohibition of unfair discrimination as well as the promotion of equality.

South African Citizenship Act 88 of 1995 stipulates that citizenship may not be lost or gained due to marriage, giving effect to obligations under CEDAW.

Among the most important recommendations of the South African Law Commission with regard to the reform of the customary law of succession is the amendment of the Interstate Succession Act of 1987. It is recommended that the customary law of succession rule of primogeniture be abolished as it discriminates against women. The proposed draft Bill provides that upon a person's death the estate has to dissolve in accordance with that person's will or where there is no will, according to the law of interstate prescribed by the Interstate Succession Act. This would apply to all intestate estates including the estates of persons who had contracted a customary marriage, which subsisted at the time of death. In terms of these recommendations, the surviving spouse will be entitled to inherit the deceased's house and personal belongings. Where the deceased owned more than one house, it is recommended that the surviving spouse inherit one house of such spouse's choice.³

There has also been legislation, which has been passed during the period under review, which may not have the intended effect when assessed from a gender perspective. Among these is the Restitution of Land Rights Act 22 of 1994, which states that priority should be given to people with the most, pressing needs. Restitution may disadvantage women as the Act aims to restore land rights to those who had rights before, most of whom are not women. Others include, the Legal Aid Amendment Act of 1996, which enables the Legal Aid Board to provide legal representation at state expense for accused persons in deserving cases. The Act is being reviewed, to ensure that any gender bias in the operation of legal aid, whether direct or indirect, is eliminated. The Legal Aid Board is expanding on the past focus on criminal cases to include civil matters and by identifying new ways of reaching vulnerable groups. It is the Legal Aid Board's intention to establish sixty (60) new Justice Centres by the end of 2004. This process is well underway.

Despite the slew of enabling and empowering legislation that has been passed since 1994, women continue to face marginalisation and discrimination in their homes, communities and workplaces, bringing into focus that equality is not realised solely through legislation. Equality is a value that needs to be shared and upheld by the entire community – men and women alike. Institutions, too, need to internalise this value and make their environments affirming to all those that enter them. It's a paradigm shift – a mental gear change – that is required. The values of equality, respect and dignity need to take grip in the collective psyche if South Africa is to realise its Constitution's vision of a society free of racism, sexism and patrimony.

Among the key challenges for the next 10 years in the creation of an enabling framework, refers to ensuring that specific legislation, which has been defined as critical to women's empowerment (by women themselves) is passed. This includes the Customary Inheritance Bill and the Communal Land Rights Bill. Despite the understanding based on the Constitution that where there is a contradiction between the attainment of human rights, and practice of Customary Law, the emotive nature of the above has meant that the above two pieces of legislation have not been passed. The debates on the Communal Land Rights Bill reflect the concerns of women, who argue that the Bill continues to reflect the needs of male Traditional Leaders instead of women, and the slow pace of progress with regard to women's claims to ownership, and or control of land. The Constitutional Court, however, in an important judgment, awarded. The delays in the enactment of the Customary Inheritance Bill, the Sexual Offences Bill, and the Communal Land Rights Bill, continue to impact negatively in women's lives.

³ This issue was raised by women delegates to the Ingxoxo Zamakhosikazi (Conversations among Women) held on 26-27 August 2003 as a matter of concern and an issue, which needs to be addressed.

The Kingdom of **Swaziland** ratified CEDAW in March 2004. It has also begun the process of reviewing its national Constitution. A workshop was held with the Women's Caucus to discuss the Constitutional Review Report produced by the Constitutional Review Commission to identify gender gaps. A 'Gendered' Review report was subsequently produced. The Draft Constitution was also analysed to establish the extent to which it is gender sensitive.

A national workshop on women and advocacy was organized to provide participants an understanding of advocacy in pursuit of women's legal and human rights issues. The outcome of this workshop was the initiation of a campaign to remove the Minority Status of Women.

Government, through the assistance of UNDP initiated a 'Gender, Law Reform and Human Rights project. The project seeks to build capacity of staff members in the Attorney General's Office and be able to incorporate gender and human rights perspective in its activities. In tandem with the project is a Law Reform process, which seeks to amend the Marriage Act, the Deeds Registry Act and the Administration of Estate Act

The draft Marriage Act mainly aims to remove the minority status of women in Community of Property contract by removing the marital power vested on the husband. Section 21(1) of the draft Constitution addresses this imbalance as well.

Some NGOs have carried out studies on laws that impact on the economic status of women, the legal status of women and Swazi custom and tradition that have facilitated legislative reviews. Swaziland is also in the process of recording Swazi laws and customs, which will enable the analysis of laws and customs from a gender perspective. Such analysis provides a platform for lobbying for law reforms.

The CEDAW Optional Protocol was ratified by the **United Republic of Tanzania** in 2004. The government has amended and enacted important policies and legislation to support gender equality and women's advancement. The most prominent legislation passed or amended that specifically 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% women.

Awareness creation and sensitisation about different laws such as the Sexual Offences Act has enabled women to claim their rights in court, while stiff sentences are given to culprits to warn others against breaching the law. On-going campaigns such as "Stop Female Genital Mutilation" campaign are influencing attitudinal and behavioural change, while the maximum sentence of 30-years for rape has served as a warning to perpetrators and has encouraged the public to send such offenders to Courts of Law.

In the Republic of **Zambia**, the increasing rate in Gender-based violence and HIV and AIDS prevalence has compelled the government to undertake measures to protect and promote women's human rights.

A Cabinet Technical Committee comprising of 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. Their recommendations have been submitted to the Ministry of Legal Affairs for further action.

Currently the government in collaboration with the NGOs is in the process of drafting the Bill on Gender based-violence.

The Constitution of the Republic of **Zimbabwe** was amended in 1996 to prohibit gender discrimination. In order to comply with international and regional conventions and protocols, the government of Zimbabwe has reformed and enacted legislation that will uphold women's rights. These laws include the Legal Age of Majority Act (1982), Matrimonial Causes Act (1985), Labour Relations Act (1985), Maintenance Act, Amended Deeds Registries Act (1991), and Infanticide Act (1990). Others include the Sex Discrimination Removal Act; Electoral Act (1990), Immovable Property Act (1982), Inheritance Act (1997), Deceased Person's Family maintenance Act (1997), Sexual Offences Act (2001), and Administration of Estates Amendment Act 6/97.

The Ministry for Youth Development, Gender and Employment Creation and NGOs has undertaken various initiatives to increase women's awareness of their constitutional and legal rights. These have included dissemination of basic information through public education programmes, pamphlets, posters and the media; research and documentation of issues in order to inform and influence policy decisions, advocacy and lobbying parliamentarians, simplifying and translating pertinent legislation into vernacular, and training of paralegals and promotion of community based peer education on legal rights. Efforts have also been made to ensure accessible, effective and responsive police, prosecutorial, health social welfare and other services to victims of violence.

The government is aware that some laws and regulations are still discriminate against women. The lack of a specific law on domestic violence is a major setback for women in Zimbabwe. Currently, domestic violence is dealt with under the criminal Protection and Evidence Act (Chapter 907), which addresses crimes related to assault. However, there are numerous complaints that this Act does not adequately protect victims of domestic violence. The tendency among officials has been to offer a mediation role or to fine offenders. To address this, a Domestic Violence Bill has been formulated and is pending discussion and approval processes. The Law Development Commission has already reviewed the proposed Bill and has submitted it to the Ministry of Justice, Legal and Parliamentary Affairs for further processing. This piece of legislation clearly defines all categories of domestic violence and proposes stiffer penalties for perpetrators of domestic violence. The draft Bill also seeks to provide victims of domestic violence with the opportunity to apply for and get peace orders even during weekends and public holidays.

5. WOMEN'S REPRESENTATION IN DECISION-MAKING STRUCTURES

SADC Member States have made progress in achieving the goal of equal participation of women and men in decision-making that is needed in order to strengthen democracy and promote its proper functioning. The Beijing Declaration and Platform for Action (1995) calls on governments to "take appropriate measures to ensure women's equal access to, and full participation in, power structures and decision making by creating a gender balance in government and administration; integrating women into political parties; increasing women's capacity to participate in decision making and leadership; and increasing women's participation in the electoral process and political activities.

CEDAW also calls on State parties to 'take all appropriate measures to eliminate discrimination against women in the political and public life of the country and in particular, shall ensure that women are on equal terms with men'.

In addition, the 1997 SADC Declaration on Gender and Development, which was signed by Heads of States and Government, committed Member States to "Ensuring the equal representation of women and men in the decision-making positions in Member States and SADC structures at all levels and the achievement of at least thirty percent target of women's representation in all political and decision-making structures by year 2005".

In the Republic of Angola, there are fewer women than men in most of the political and decision-making structures at national and provincial levels. In the National Assembly, out of a total number of 220 Members of Parliament, only 36 are women (16.4%) and 184 are men (83.6%). At the Cabinet level, out of the total number of 28 Ministers, 25 (89%) are male and three (11%) are female Ministers. The total number of Deputy Ministers is 45, of whom 40 (89%) are men and 5 (11%) are women. The same scenario is reflected in the judiciary and in foreign services as the tables below indicates.

Table 1: Women's Representation in Political structures in Angola

Position	Total Men and Women	Number of Women	% of Women	Number of Men	% of men
MPs	220	36	16.4%	184	84%
Speaker	01			01	100%
Deputy Speaker	02			02	100%
Committee Secretaries	17	17	06%	16	94%
Committee Chairpersons	09	09	33.3%	06	66.7%
Bench Leaders	12	01	8.3%	11	91.7%
Vice Bench Leaders	07	07	28.6%	05	71.4%
Bench Secretaries	06	06	33.3%	04	66.7%
Leaders of Political Parties	150	150	01%	149	99%

Source: National Assembly, 2002

Table 2: Women's Representation in Public Affairs in Angola

Position	Total Number of Men and Women	Number of Women	% of women	Number of Men	%of men
Ministers	27	03	11%	23	85.2%
Deputy Ministers	45	05	11%	39	86.7%
Secretary of State					
Advisers of the President		01			
University Chancellors	03	00		03	100%
Chairpersons of Boards of Directors of					

Public Enterprises					
Provincial Governors	18	00	00%	18	100%
Deputy Provincial Governors	37	00		37	100%
City Mayors and Deputies	321	05	02%	316	98%
Commune Administrators and Deputies	509	05	01%	504	99%
Traditional Leaders	4032	51	1.3%	3981	98.7%

Source: Ministry for Family Affairs and Women's Promotion, 2002

Table 3: Representation and Participation of Women in the Judicial System

Position	Total Number of Women and Men	Total Number of Women	% Women	Total Number of Men	% Men
Chief Justice of the Supreme Court	01	00		01	100%
Councillor Judges of the Supreme Court	12	01	83.1%	11	91.7%
Chairperson of the	01	00		01	100%
Councillor Judges of the ... Tribunal	04	02	50%	02	50%
Judicial Judges	67	08	12%	59	88%
Municipal Judges	23	04	17.4%	19	82.6%
Public Prosecutors	187	24	12.8%	163	87.2%

Source: Ministry for Family Affairs and Women's Promotion

Table 4: Representation and Participation of Women in Foreign Services

Position	Total Women and Men	Number of Women	%Women	Number of Men	%Men
Ambassadors	78	06	8%	72	92%
Minister Councillors	56	12	21.4%	44	78.6%
Councillors	53	11	21%	42	79%
First Secretaries	75	13	17.3%	62	82.7%
Second Secretaries	63	26	41.3%	37	58.7%
Third Secretaries	14	05	36%	09	64%
Attachés	22	05	23%	17	77%
Consuls	14	02	14.3%	12	85.7%

Source: Ministry for Foreign Affairs, 2002

In order to ensure the equal participation of women in decision-making, the Government of the republic of Botswana has put in place a Policy of Affirmative Action in the selection of specially nominated Councilors and Members of Parliament.

An Inter-party Caucus of Women Politicians, established in 1998, has mounted workshops for women candidates throughout the country in preparation for Botswana's Parliamentary and Council elections in 2004. The Women's Affairs Department has initiated programmes to educate the public

and mobilize women to participate in politics and decision-making. These efforts have been complemented by initiatives of NGOs such as Emang Basadi that have organized political education projects which target political parties and their women's wings.

The following tables depict the representation of women in decision-making positions in the Public Sector.

Table 5: Gender Representation in Parliament and Cabinet in Botswana: 1994/1999

Institution	1994			1999		
	M	F	F%	M	F	%F
Parliament	40	04	09	36	08	18.2
Cabinet	13	02	19	13	04	23.5

(Source: Botswana Women's Affairs Department 1999)

Table 6: Representation in party Central Committee by Sex

Party	M	F	F%
Botswana Congress Party (BCP)	12	07	37
Botswana Democratic Party (BDP)	12	06	33
Botswana National Front (BNF)	21	03	14

(Source: Botswana Women's Affairs Department 1999)

Table 7: Gender Representation of Political Party Parliamentary Candidates in Botswana 1999 Elections

Party	Total Candidates	M	F	F%
BCP	40	37	03	08
BDP	40	34	06	15
BNF	40	39	01	03
Total	120	170	10	

(Source: Botswana Women's Affairs Department 1999)

Table 8: Gender Representation in Parliament and Cabinet in Botswana: 1994/1999

Area	1994			1999		
	M	F	F%	M	F	F%
Parliament	40	4	9	36	8	18.2
Cabinet	14	3	21	13	4	23.5
Total	54	7		52	10	

(Source: Botswana Women's Affairs Department 1999)

Table 9: Gender Representation in Local Authorities in Botswana: 1999

Area	M	F	F%
Mayors	01	09	10
Town Clerk	05	23	18
Councillors	70	409	15
Total	76	441	

(Source: Botswana Women's Affairs Department 1999)

Table 10: Elected and nominated Councilors in Local Government Elections in Botswana: 1999

District Council	Elected		Nominated		Total
	M	F	M	F	
North West	35	05	02	04	46
North East	15	02	01	02	20

Central	84	22	06	09	121
Kgatleng	20	01	01	02	24
South East	13	05	01	02	21
Kweneng	39	11	04	04	58
Southern	35	09	04	04	52
Kgalagadi	18	02	01	02	23
Ghanzi	15	03	03	00	21
Francistown City	13	03	01	01	18
Selebi Phikwe	10	03	01	01	15
Gaborone City	21	04	03	01	29
Lobatse	08	03	00	02	13
Jwaneng	07	00	01	00	8
TOTAL	333	73	29	34	469

(Source: Botswana Independent Electoral Commission 1990)

In the **Democratic Republic of Congo**, equal participation of women in decision-making is not only viewed as a question of justice and democracy, but as a condition necessary to ensure that women's interests are taken into account. The transitional Constitution of the DRC calls for the non-discrimination of women and their representation in all transitional institutions. Most notable achievements in women's representation in decision-making include the development of a National Programme for the empowerment of Congolese women with the support of UNDP, participation of women in political negotiations with the financial and technical support of UNIFEM, and women's engagement in the inter-Congolese dialogue. Although the Democratic Republic of Congo is registering some advances in women's participation in political negotiations, as the table below demonstrates, women are not adequately represented in decision-making structures.

Table 11: Women's Representation in Decision-Making Institutions in the DRC: 2004

Transitional institutions	Total figures	Women		Men	
		Numbers	%	Numbers	%
Presidency	05	00	0%	05	100%
Government	61	07	11%	57	89%
Senate	120	03	2.5%	117	97.5%
National Assembly	500	60	12%	440	88%
Magistracy	1,800	200	11%	1,600	89%
Public and mixed economy enterprises	362	23	6%	339	94%
Diplomacy	311	37	12%	274	88%
National Army					
Institutions for the support of democracy	05	00	00%	05	100%
Public administration (General Secretariat)	47	06	12%	41	88%
-Territory	33	11	33%	22	67%
-Governor		00	00%	11	100%
-Deputy Governor		11	33%	11	

(Source: DRC Ministry of Women Condition and the Family, 2004)

The Government of the **Kingdom of Lesotho** has committed itself to facilitating equal representation of women and men with or without disabilities in politics and at all levels of decision-making structures. The government has made deliberate efforts to appoint women to senior positions. In the National Assembly for instance, although women's participation is below the 30% minimum target set at SADC, AU and Commonwealth levels, it has increased from 4.61% to 12.50%. Other crucial appointments were made in respect of positions in the State Council, Senate, Independent Electoral Commission (IEC), Judiciary and Cabinet.

The appointment of women as the Speaker of Parliament and Commissioner of the IEC has increased awareness of the importance of women's equal participation in politics and decision-making. The IEC Commission has spearheaded the development of a gender policy that will transform and guide the operations of the Commission including the management of the electoral process. The Commission is also collating all pieces of legislation that guide elections under one statute. This will allow the Commission to address the gender inconsistencies and contradictions contained in the various provisions.

The government's political will, increased advocacy on the global and regional commitments, reforms of the electoral system, women's increased interest in participating and entering the political and decision-making arena, and the willingness of men to create space for women to share power has resulted in a gradual improvement in women's political representation.

The Table below reflects the trends in the percentage of women in decision-making positions in the Kingdom of Lesotho from 1993 – 2002.

Table 12: Women in Decision-Making Positions in the Kingdom of Lesotho: 1993 - 2004

Category	After 1993 Elections		After 1998 Elections		After 2002 Elections	
	Women	Men	Women	Men	Women	Men
National Assembly	3 (4.61%)	62 (95.38%)	3 (3.75%)	77 (96.25%)	15 (12.50%)	105 (87.50%)
Cabinet	1 (7.69%)	12 (92.31%)	1 (7.69%)	12 (92.31%)	4 (23.53%)	13 (76.47%)
Assistant Ministers	00	02 (100%)	N/A	N/A	2 (50%)	2 (50%)
Senate	07	26	07	26	11 (33.33%)	22 (66.66%)
Principal Secretaries	02	14	04	12	04	17
Judges	01	05	01	08	02	08
Ambassadors	03	09				
IEC Commissioners	N/A	N/A	0	03	01	03
Speaker of National Assembly	0	01 (100%)	0	01 (100%)	01 (100%)	0

Source: Lesotho Ministry of Gender, Youth, Sports and Recreation, 2004

The Government of the Republic of **Malawi** has committed itself to ensuring that the equal representation of women and men in politics and decision-making at all levels. The Constitution of Malawi has made provisions for equal participation of women in politics and decision-making; and the Malawi Poverty Reduction Strategy (MPRSP) notes that women's limited participation in decision-making is one of the causes of poverty. It therefore, aims at: "enhancing women's participation in leadership and decision making processes through strengthening linkages, improving women's access to resources and benefits for their participation in leadership positions, including training in leadership, communication and assertiveness for women and girls and the monitoring and evaluation of placement of women in those positions."⁴

The National Gender Policy and Programme clearly articulate strategies needed to increase participation of women in politics. Several resources available to support initiatives that are aimed at increasing women's participation in politics, and a conducive environment allow NGOs to complement government efforts.

⁴ Malawi Poverty Reduction Strategy, 2002.

Although the government has made concerted efforts to raise awareness on the importance of women's involvement and ensure women's equal representation, the Malawi Constitution does not provide a quota system as an affirmative action to increasing women's participation. This is a major draw back. Despite a slight increase of the number of women in parliament and the fact that women constitute 75% of Deputy Mayor, the current statistics of gender representation in politics and decision making structures generally show that women's participation in these structures is substantively low and well below the 30 percent target.

Table 13: Representation of Women in Politics and Decision Making Levels in Malawi: 1994-2003

Sector	1994 Total Position	1994 Women in Position	1994 Women %	1999 Total Position	1999 Women in Position	2003 Women %
Politics						
Cabinet	22	02	09	46	08	17
Parliament **	171	09	5.6	193	17	*8.8
Local Government						
Mayor	-	-	-	04	0	0
Deputy Mayor	-	-	-	04	03	75
Chief Executives	-	-	-	04	01	25
District Commissioner	-	-	-	28	01	3.5
Councilors	-	-	-	843	75	8.8
Public Service						
Principal Secretaries – Grade S1	-	-	-	01	0	0
Principal Secretaries (S2)	-	-	-	49	11	22.4
Heads of Department (S2)	-	-	-	52	05	9.6
Senior Deputy Secretaries (S3)	-	-	-	26	03	11.5
Senior Deputy Heads of Department (P3)	-	-	-	54	06	11.1
Deputy Secretaries (S4)	-	-	-	86	16	18.6
Deputy Heads of Departments (P4)	-	-	-	116	15	12.9
Administrator (S5)	-	-	-	63	05	7.9
Administrator (P5)	-	-	-	199	26	13.1
Judiciary	-	-	-			
High Court Judges	-	-	-	44	04	9.1
Magistrates	-	-	-	153	15	9.8
Diplomatic Heads	-	-	-	17	04	24

Source: women in politics and decision making in the SADC region, 1999; SADC Secretariat gender monitor 2001; government of Malawi progress report on women in politics and decision, 2002

Local government constitutes the village, area and district structures where representation of the interests of a majority of rural women in development planning processes at these levels is critical. Despite this, the percent of women in local government structures in Malawi is only 10 percent.

The government intended to seize several opportunities that existed for Malawi to achieve 30 percent women in politics and decision-making levels. The elections in 2004 presented an opportunity to bring more women into political structures. Awareness campaigns which aimed at encouraging women to stand for election and vote for women were intensified during the campaign period. As a result, following the general elections held in country in May 2004, the proportion of Women in parliament rose from 8.8 percent in the previous parliament to 14 percent. The proportion of women in cabinet has also increased from 8.6 percent to 20 percent. In the previous cabinet the number of women in cabinet was four out of 46. In the current cabinet the number of

women is six out of 29. Although it is only two more women who have been appointed in the current cabinet, compared to the previous one, the reduction of the size of Malawi cabinet has resulted in having more that twice the proportion of women in current cabinet, compared to the previous cabinet.

The Republic of **Mauritius** is committed to the decision taken by SADC to ensure women's participation in politics and decision-making structures at least 30 percent in 2005. All Mauritian women and men aged 18 and above have the right to vote and to be elected as Members of the National Assembly. The current statistics indicate that women constitute 28 percent of the total Permanent Secretaries and Principal Assistant Secretaries. In 1995 there were six women in the National Assembly and in 2000 the number decreased to four. The number of female Ministers remains of particular concern, with women comprising less than five percent in Cabinet. The only female Minister is responsible for the Ministry of Women's Rights, Child Development and Family Welfare.

Table 14: Representation of Women in Politics and Decision Making Levels in Mauritius: 2004

GRADE	MALE	FEMALE
Minister	25	01
Permanent Secretary	18	10
Principal Assistant Secretary	42	23
Assistant Secretary	59	70

Source: The Ministry of Women's Rights, Child Development and Family Welfare, 2004

Table 15: Representation of Women in Local Government

	YEAR	MALE	FEMALE	TOTAL
General Election	1995	56	06	62
Village Council	1997	1435	41	1476
General	2000	58	04	62
Municipal	2001	109	17	126

Source: The Ministry of Women's Rights, Child Development and Family Welfare, 2004

The Ministry of Women's Rights, Child Development and Family Welfare has organized seminars on women and political empowerment for female Municipal, District and Village Councilors and Trade unionists.

There are significant improvements in women's access to power and decision-making in the Republic of **Mozambique**. For the first time in the history of the country, a woman is the Prime Minister. Mozambique is the only country in SADC with a woman Premier. In 2004, women made up 31.2 percent of Members of Parliament, one of the highest in Southern Africa. This represents a fulfillment of the government's commitment to reach SADC's target of 30 percent of women in decision-making in the political structures. These statistics do not translate to the Cabinet, which has only three female Ministers (7.1 percent), out of 42.

Although women are increasingly occupying senior positions in areas traditionally regarded as male domain such as Planning and Finance, Mining and Energy, they are only four female Permanent Secretaries (29.7 percent) and 33 female National Directors (23.4 percent) in the Public Sector. Currently, men occupy all positions of Provincial Governors in Mozambique. Women constitute 25.3 percent of all Provincial Directors and they head 15 Districts (11.7 percent) out of the country's 128 districts. It is significant to note that women are poorly represented at the grassroot levels.

The Republic of **Namibia**, is committed to ensure equal representation of women in political and decision-making structures, at least 30 percent is achieved by 2005. The legislated quota through the Local Authorities Amendment Act No. 3 of 1997 has enabled Namibia to surpass the 30 percent proportion of women's representation in the Local councils, where there are 126 female Councilors (42 percent) out of 299.

As regards the representation of women in Parliament, Cabinet, in Public and Private sectors and professional institutions, there is a gradual increase of women's representation and participation. The Tables below highlight the status of women in political decision-making structures.

Table 16: Proportion of seats held by women in Parliament.

Year	Total	Female	Male	Percentage	
				Female	Male
1996	104	13	91	12.5	87.5
1997	104	16	88	15.4	84.6
1998	104	16	88	15.4	84.6
1999	104	16	88	15.4	84.6
2000	104	20	84	19.2	80.8
2001	104	23	81	22.1	77.9
2002	104	23	81	22.1	77.9
2003	104	23	81	22.1	77.9

Source: Namibia minutes and proceedings of the National Assembly

Namibia continues to perform dismally in the participation of women in politics. As the above Table illustrates, the proportion of seats held by women varies from as low as 12.5 in 1996 to just 22 percent in 2003.

Table17: Women in Cabinet, Parliament, Regional and Local Council in Namibia

Government Body	Women	Men	Total
Members of Cabinet (Ministers)	05 (18.5%)	22	27
Deputy-Ministers	05 (26.3%)	14	19
Members of Parliament	21 (20.2%)	83	104
National Assembly	19 (24.4%)	59	78
National Council	02 (7.7%)	24	26
Regional Governors	01 (7.7%)	12	13
Regional Councillors	07 (7%)	95	102
Local Councillors	126 (42%)	173	299
Mayors	08 (27%)	22	30
Deputy-Mayors	14 (50%)	14	28

Source: Ministry of Women's Affairs and Child Welfare, 2004.

The above Table reveals that women are only having a bigger share in the local council. This can be attributed to the affirmative action that was introduced through the legislated quota, (Local Authority Amendment Act No. 3 of 1997), thereby culminating in the current status of women in local government. Meanwhile in the Regional Council and National Assembly where affirmative action was not applied there are very fewer women compared to men.

An area in which substantive progress has been made in the last 10 years of independence in the Republic of **South Africa** is that of advancing women in political decision-making positions. Progress has been substantive at the level of the Legislature. Where in 1994 there were 25.4 percent women in the Legislature, in 2003 this figure increased to 31.2 percent. The proportion of women in Parliament is 32.75 percent following the April 2004 General Elections.

In addition to the National Assembly, South Africa has National Council of Provinces, which in 2002 had a representation of 33.3% of women, and 37.9 percent in 2003. The national figures do not translate to Legislatures at provincial and local levels. On average, women make 24% of provincial lawmakers. Gauteng, Northern Cape and North West are the only three provinces, which have 30 percent women's representation. The Free State is the only Province with a woman Premier.

The previous Cabinet had nine (33 percent) women Ministers out of 27. Following the April 2004 General Elections, the current Cabinet has.....(42.9 percent) female Minister. Significantly these include key Ministries such as Foreign Affairs, Minerals and Energy; Intelligence, Agriculture and Land and Public Works. Women representation at the level of Deputy Ministerial position has remained over 30 percent and has been fluctuating between 57.1 and 47.6 percent between the first Cabinet and the current one.

It is significant to note that out of the nine Provinces, three have made significant strides in advancing woman in management positions in the public sector with higher figures compared to national levels. These are Gauteng, with 27.2 percent, North West with 26.5 percent, and Limpopo at 26.1 percent. At national level, women have not advanced as quickly in management positions in the Public Sector, where the figure at National level is 23.9 percent. This figure is below the 1995 target of 30 percent women in Public Management positions by 1999, which the National Government set for itself.

The pace of change at Local Government has been slower than that at national level. Local government is the sphere of government that is closer to the people, and impacts directly on the lives of women. In 2002 women represented less than 16.9 percent of the Legislature, there have been significant strides at this level, with women comprising 28 percent of Councilors in 2003. The Ruling Party set a target for the Government to ensure 50 percent women representation at Local Government level by 1999; this figure is currently below 30 percent. It poses specific challenges for the National Gender Machinery and other Sectors, which are responsible to ensure implementation of this decision.

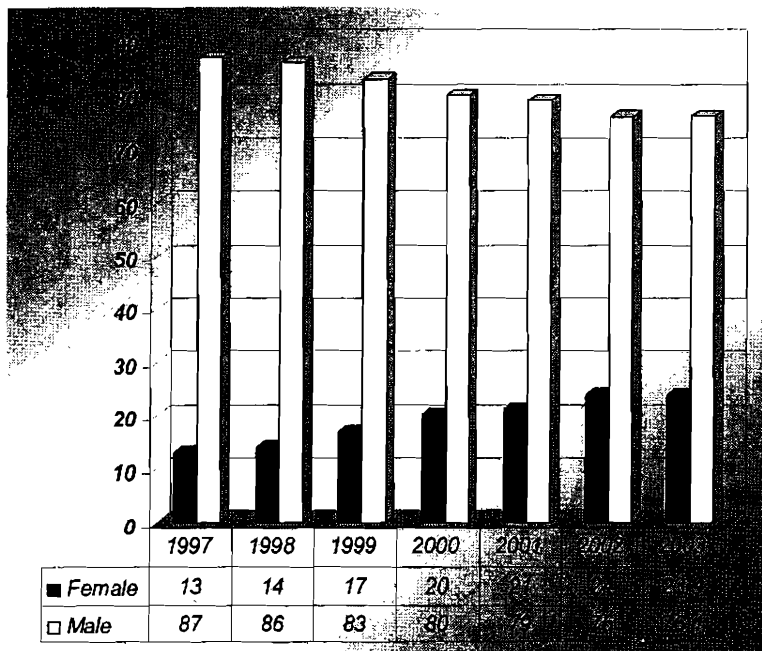
At the Administrative Management level, women comprising only 9.5 percent of Municipality Managers and only 13 percent of officials in the Planning and Implementation Support Centres (PIMCS). Out of 80 persons appointed as Ambassadors or High Commissioners in 2003, 17 (i.e. 21

percent) are women, whilst this marks an improvement; the failure to reach the 30 percent target remains an area of concern.

The Senior Management Service of the South African Public Service comprises managers at salary level 13 (equivalent to Director) to salary level 16 (equivalent to Director-General). The statistical data provided above reflects the situation within national and provincial departments and excludes local government or any other public sector institution.

The current representation of women at management level is 23.9 percent, with men making up 76.1 percent. African, Coloured and Asian females comprise 17.1 percent with white females represented at 6.7%. The race statistics for the management category as at January 2003 indicates that while within the Black category Africans are leading at 49.4 percent, African females only comprise 14 percent of this figure. Asians are represented at 7.3 percent with their female counterparts taking up only 1.5 percent of this figure. Coloured's representation within the Public Service totals 7 percent, which comprises 1.6 percent of females. These figures indicate that African males are by far still more represented than their female counterparts by 21.4 percent at the management level. Asian and Coloured males are still over represented as compared to their female counterparts by 4.3 percent and 3.8 percent respectively. Statistics for Whites indicate that males are represented at 29.5 percent, while females are under represented at 6.7 percent.

The graph below reflects the trends in the percentage of female managers in the Senior Management Service of the South African Public Service from 1997 to 2003.



Sources: Vulindlela, January 2003; Assessment conducted by the Department of public service and Administration in June 2001 and updated to December 2002

According to the White Paper on the Transformation of the Public Service (WPTPS, 1995), during the period 1995 to 1999, at least 30 percent of new recruits to the middle and senior management echelons were expected to be women. The trends indicate that the representation of women

increased from 13 percent to 24 percent from 1997 to December 2002. There is a gap of 6 percent towards achieving the 30 percent target.

The Judiciary is one of the areas, which has been slow to change in South Africa. Women's participation in senior levels of the judiciary remains very low. There are two (2)⁵ women Judges in the Constitutional Court. When put together, the Appellate Division, the Transvaal Division, the Natal and Western Cape, Labour and Land Claims Court, women do not make up to 5 percent in total.

In general, staff components of senior officials employed by the government in the judiciary; including, Chief Magistrates, Senior Magistrates, Magistrates, Attorney-General, Senior Prosecutors, Prosecutors, Senior Family Advocate, Family Advocate, Chief Inspector of Interpreters, Inspector of Interpreters, Principal Interpreters, Senior Interpreters and Interpreters, do not make 10% in total.

The High Court has only one (0.5 percent) female Judge⁶ appointed as a Deputy Judge President. The total number of 29 Female Registrars in the High Court comprises 5 (9.0 percent) women as Senior Registrars and 24 (43.6 percent) Registrars. At the various levels in the Magistracy, women occupy a total of 476 positions of the total number of 1779 positions available. This indicates a 26 percent representation of women in the Magistracy.

In the Armed Forces, the top five (05) positions in the SANDF consist of the Chief of the Defence Force on top and below him four (04) chiefs, i.e. Chief of the Army, Chief of Air Force, Chief of Navy and Chief of Medical Services. There is no representation of women at this level.

Out of 37 Major Generals, only two (5.04 percent) are women. There were eight (5.06 percent) female Brigadier Generals in 2003. Most women in senior management appear to be at the lower levels of the SMS positions, i.e. at a Colonel level. There are 89 women (12 percent) of the total number (733) of officers appointed at the level of Colonel in 2003. This is an 8 percent increase from 4.06 percent in 2002, to 12 percent in 2003.

There has never been a woman appointed as a National Commissioner, nor as a Provincial Commissioner in the Police Services. Men have always held these top positions.

Table 18: Representation of Women in Decision-Making Levels in South Africa: 1993/2003

Position	Total	Female	
		1997	2003
Deputy National Commissioners	05	0 (0%)	01 (20%)
Deputy Provincial Commissioners		0 (0%)	03 (11.1%)
Divisional Commissioners	12	0 (0%)	03 (25%)
Deputy Divisional Commissioner		0 (0%)	0 (0%)
Assistant Commissioner		4.76%	02 (9.7%)
Directors in the Police Services	413	6.8%	47 (11.38%)

Source: South Africa Office of the Status of Women, 2004

⁵ Footnote total no of judges on the Constitutional Court.

The above Table illustrates the varieties in which women have advanced within decision-making in the country. While women have advanced significantly within the political sphere, at National level, there remain a number of key sectors where advancement of women, remains a critical challenge, important amongst these are the Judiciary, Police Services, and the Army. There are also varieties across the three spheres of government with the greater challenges at Local Government level, however, with respect to woman on management positions, at the provincial level, some Provinces have advanced some best practices, with figures for women in public management positions, which surpass those for the Government level.

The symbolism surrounding the transformation of Parliament is most visible on the occasions of the opening of Parliament, in the Procession to the National Assembly. This is because the Speaker of Parliament leads Cabinet, and the President himself.

In an endeavour to increase women's participation in politics and decision-making, the proposed amendments of the draft Constitution of the Kingdom of **Swaziland** provides inter-alia clauses or sections concerning equality before the law in political life. It stipulates that at least 5 of the 10 Senators elected to the House of Assembly should be women; at least five of the 10 Parliamentarians appointed by the King to the Assembly must be women; and that in case female members of Parliament do not constitute at least 30 percent representation, four women will be appointed to the House on a regional basis.

The Houses of Assembly and Senate have elected women to the positions of Deputy Speaker and Deputy President respectively. In the House of Senate, 11 of the 28 elected Members of the Senate Sessional Committees are women.

Table 19: The Representation of Women in Parliament in Swaziland: 2004

	Men	Women
House of Assembly	65	07
House of Senate	30	11
Cabinet	95	18 (19%)

Source: Swaziland Ministry of Home Affairs, 2004

The Gender Coordination Unit in collaboration with local NGOs, conducted a campaign entitled 'Vote and Vote for a Woman', prior to the national elections in 2003. Several capacity building workshops were held to impart skills on voter education (peer education) and to train nominated women candidates during the elections. A 'Voter Education and Training Manual' has also been produced to serve as a training tool and resource kit for trainers.

The National Constitution of the **United Republic of Tanzania** guarantees the right of both women and men to hold office without gender discrimination. There are three levels of Government. The Central Government, Local Government Authorities and Village Government. All these structures are entrusted with the empowerment of women and enhancement of gender equality. At the Central Government there are sectoral ministries and regional administrative offices.

The Executive is made of the President, Vice President, President of Zanzibar and Prime Minister. The President is responsible for appointing Ministers, Senior Officials and members of the Judiciary. The Constitution as amended in 2000 provides for affirmative action in women's participation in Parliament by increasing the percentage of special seats for women from 15 percent to a minimum

of 20 percent in Parliament and from 25 percent to 33.3 percent in Local Government. A draft Bill, awaiting approval by Parliament seeks to increase the current number of special seats from a minimum of 20 percent to 30 percent. Similarly the amendment of the Constitution of the Revolutionary Government of Zanzibar in 2002 increased the percentage of women's special seats in the House of Representatives from 20 percent in 2000 to 30 percent of constituency seats.

Parliament consists of the President and the National Assembly. The National Assembly comprises elected Members of Parliament (MPs), Presidential appointees and women's affirmative seats. Out of the 63 women MPs only 12 represent constituencies. Similarly in Zanzibar, Parliament constitutes the President of Zanzibar and the House of Representatives with structures similar to those of the National Assembly. The National Assembly passes laws that become effective only when ascended to by the President. It is the responsibility of Parliament to guarantee the promotion of gender sensitive laws and to ensure an agenda on women's empowerment and gender equality.

The Judiciary is made up of the Magistrate's Courts, High Court and the Court of Appeal. The High Court is led by a Principal Judge in the Mainland, and by the Chief Justice in Zanzibar. The highest Court in United Republic of Tanzania is the Court of Appeal. The President without any gender bias appoints the serving judges. Out of 29 High Court Judges there are eight women, and out of 7 Judges in the Court of Appeal there is one woman. In Zanzibar there are no female Judges. The structure of the Judiciary goes down to the village level where there are Primary Court Magistrates who deal mainly with Customary Laws. At the middle level there are District Magistrates and Resident Magistrates.

Table 20: Gender Representation in Positions of Leadership in the United Republic of Tanzania (URT): 1997-2003

DECISION MAKING POSITION	NO. OF WOMEN			NO. OF MEN			TOTAL			% WOMEN		
	1997	2002	2003	1997	2002	2003	1997	2002	2003	1997	2002	2003
Ambassadors and High Commissioners	01	01	01	29	34	34	30	35	35	03	03	03
Diplomatic Services	33	-	-	47	47	-	80	47	-	-	0	0
Judiciary												
Chief Justice	-	-	-	-	01	01	0	01	01	0	0	0
Judges	03	06	07	33	33	42	36	39	49	9	14	16
Resident Magistrates	-	33	33	-	82	82	-	115	115	0	29	29
District Magistrates	-	22	22	-	123	123	-	145	145	0	15	15
Primary court magistrate		149	149	-	546	546	-	695	695	0	21	21
Registrar	-	-	-	-	01	01	-	01	01	0	0	0
Registrar	-	01	01	-	0	0	-	01	01	-	100	100

Source: Compiled by Ministry of Community Development, Gender and Children from The Vice President's Office - Civil Service Department and Other relevant Ministries

Women political wings, such as the Umoja wa Wanawake Tanzania (UWT) affiliated to the ruling party, have mobilised women to participate in politics and provided a strong vehicle and voice for women to access political structures. Other organizations that have facilitate the empowerment of women in decision-making positions include women groups and associations and community based groups at the grass root which provide a breeding ground of future leaders.

Table 21: A Quantitative Analysis of Women in Politics and Decision Making in the United Republic of Tanzania (URT): 1997-2003

POSITION	NO. OF WOMEN			NO. OF MEN			TOTAL			% WOMEN		
	1997	2002	2003	1997	2002	2003	1997	2002	2003	1997	2002	2003
Cabinet												
Ministers	03	04	04	24	23	23	27	27	27	11	15	15
Deputy Ministers	03	05	05	13	12	12	16	17	17	19	29	29
Parliament												
Members of Parliament	48	62	62	227	213	213	275	275	275	18	22.5	22.5
Elected	-	12	12	-	218	218	-	230	230	-	05	05
Special seats	-	48	48	-	-	-	-	47	47	-	100	100
Nominated	-	02	02	-	08	08	-	10	10	-	20	20
House of Representatives Elected	13	12	12	63	59	59	76	71	71	21	17	17
Regional government – All Nominated												
Regional Commissioners	01	02	02	19	19	19	20	21	21	05	10	10
Regional Administrative Secretaries	-	04	04	20	17	17	20	21	21	-	19	19
Local Government (Total)	-	1190	1190	-	2287	-	-	3477	3477	-	35.5	35.5
Elected	-	250	250	-	2287	-	-	2537	2537	-	10	10
Special seats	-	940	940	-	-	-	-	940	940	-	100	100
Nominated												
District Commissioners	19	19	23	88	88	84	107	107	107	20	18	21
District Administrative Secretaries	20	14	14	89	85	85	109	99	99	10	14	14
District Executive Directors	-	14	14	-	86	86	-	100	100	-	14	14
Public/Civil Service												
Permanent Secretaries	04	06	07	21	19	18	25	25	25	16	24	28
Deputy Permanent Secretaries	-	-	-	-	7	7	-	7	7	-	0	0
Directors	-	29	30	-	83	83	-	112	111	-	26	26
Assistant Directors	-	35	35	-	108	108	-	143	143	-	24	24
Commissioners	-	02	03	-	16	16	-	18	19	-	11	15

Source: Compiled by Ministry of Community Development, Gender and Children from The Vice President's Office - Civil Service Department and Other relevant Ministries

The government, in collaboration with development partners and NGOs provided civic education before the general elections in 2000 to sensitise and prepare women to contest for seats in Local Councils and Parliament/House of Representatives in Zanzibar. The government has also organized capacity building programmes to empower women parliamentarians in gender analysis, communication, information and technology and other skills related to their roles. This capacity building has assisted in building skills and self-confidence in effectively discharging their roles as women parliamentarians. The impact of capacity building has increased debates on gender sensitive laws, such as the Village Land Act and Land Law of 1999, being enacted in parliament.

The government has taken deliberate efforts to train women to ensure increased number of qualified women who can vie for managerial and decision-making positions in the public, private, political and NGO sectors. The Training Fund for Tanzania Women (TFTW) project, the Civil Service Capacity Building Fund (CSCBF), are among the initiatives which have contributed to this endeavor.

The Government of the republic of **Zambia** has continued to promote equitable gender representation at all levels of decision-making in politics, public institutions and the private sector in order to reduce the inequality between women and men in the sharing of power and decision-making.

Within Parliament, women represent 16 (10.13 percent) of the total 158 parliamentary seats. Out the 24 Members of Parliament appointed as Cabinet Ministers, 2 (8.33 percent) are women. In 1998, of the 38 Deputy Ministers, only two (5.26 percent) were women. In 2000, there were eight (19

percent) female Permanent Secretaries out of 46, two (28.6 percent) female Supreme Court Judges out of seven and four (25 percent) female High Court Judges out of 16.

Table 22: Gender Composition of Cabinet Ministers and Members of Parliament in Zambia: 1995-1998.

Position	1995			1996			1997			1998		
	M	F	Total	M	F	Total	M	F	Total	M	F	Total
Minister	20	2	22	20	2	22	23	1	24	22	2	24
Deputy Minister	37	1	38	42	1	43	37	4	41	38	3	41
Member of Parliament	149	6	155	143	6	149	140	15	155	142	16	158

Source: Zambian Parliament, 1998

Table 23: Composition of Government Commissions in Zambia by Gender: 1999

Commission	Number of Commissioners		% Female	% Male	Total
	No. of Males	No. Females			
Public Service	06	01	14.7	85.7	07
Police & Prisons	04	01	20	80	05
Investigations	03	0	0	100	03
Human Rights	05	01	20	83	06
Anti Corruption	04	0	0	100	04
Drug Enforcement	04	0	0	100	04
Electoral	02	02	50	50	04
Total	28	05	15	85	33

Source: Zambia Cabinet Office, 1999

The number of women occupying senior decision making positions in the Public, Private and Political sphere is increasing, however there are still imbalances that exist. Women's participation in senior levels on Commissions and Boards remains very low. Out of the seven official Commissions with a total of 33 Commissioners, only five (15 percent) are women.

Table 24: Women's Representation in Selected Decision Making Positions in Zambia: 2003

Position	Women	Men	Total
Cabinet ministers	05 (23.8%)	16 (76.2)	21
Deputy ministers	04 (9.75%)	37 (90.25)	41
Members of Parliament	19 (13.66%)	139 (86.34%)	158
Secretary to the Cabinet	0	01 (100%)	01
Deputy Secretary to the Cabinet	0	01 (100%)	01
Secretary to the Treasury	0	01 (100%)	01
Permanent Secretaries	08 (20%)	32 (80%)	40
Special Assistants to the President	01 (25%)	03 (75%)	04
Anti-Corruption Commission	03 (60%)	02 (40%)	05
Electoral Commission of Zambia	0	03 (60%)	05
TOTAL	40 (14.44%)	235 (85.56%)	277

Source: Zambia Cabinet Office, 1999

The National Gender Machinery, in collaboration with the Permanent Human Rights Commission, conducted a Gender Sensitisation Workshop in 2001 for policy makers and other mainstream operatives of political parties. The workshop which was attended by representatives from the ruling and opposition parties, called for the legislation of the 30 percent target for women in decision-making positions. Political Parties were urged to ensure that women constitute 30 percent of their decision-making structures as outlined in the SADC Declaration on Gender and Development.

NGOs have conceptualised and developed a programme called Movement 2000 that intends to provide a framework for forging strong and effective partnership among public institutions, NGOs and the private sector as well as concerned individuals to address gender inequality in politics and decision-making. In 2001, the National Women's Lobby Group, an NGO concerned with participation of women in decision-making, organised a Forum for Women in Politics from all political parties.

In the Republic of **Zimbabwe**, women are still under represented in political and decision-making structures, particularly in Parliament. In the first two parliaments after independence, women constituted less than 10% of Members of Parliament. In the third Parliament (1990-1995) there was an improvement in female representation to 14 percent. During the period 2000-2003, this proportion fell to 11 percent. As a result, Zimbabwe is far from meeting the 30 percent by 2005 target set in the SADC Declaration on Gender and Development.

Table 25: Women's Representation in Cabinet in Zimbabwe – 2003

	No. of Women		No. of Men		Total		% Women	
	2002	2003	2002	2003	2002	2003	2002	2003
Ministers	04	04	24	24	28	28	14.3%	14.3%
Deputy Ministers	01	01	11	09	12	10	8.3%	10%
Provincial Governors and Resident Ministers	01	01	07	07	08	08	12.5%	12.5%

Source: Ministry of Youth development, Gender Employment Creation, 2004

Table 26: Women's Representation in Parliament in Zimbabwe – 2003

	No. of Women		No. of Men		Total		% Women	
	2002	2003	2002	2003	2002	2003	2002	2003
MPs	16	16	134	134	150	150	10.7%	10.7%
Elected MPs	14	14	106	106	120	120	11.7%	11.7%
Appointed MPs	2	2	28	28	30	30	7.1%	7.1%
Chairperson of Portfolio Committees	-	3	12	11	12	14	-	21.4%

Source: Ministry of Youth development, Gender Employment Creation, 2004

Table 27: Women's Representation in Local Councils in Zimbabwe – 2003

	No. of Women		No. of Men		Total		% Women	
	2002	2003	2002	2003	2002	2003	2002	2003
Urban Councilor	39	48	287	302	325	350	12%	13.7%
Executive Mayors	1	-	14	16	15	16	6.7%	0%
Rural District Councils - Councilors	42	86	1512	987	1514	1075	2.7%	8.7%
Deputy Mayor	-	1	-	15	-	16	-	6%

Source: Urban Councils Association of Zimbabwe and Association of Rural District Councils

In 2002, out of 326 Urban Councilors, 39 (12 percent) were female and 287 (88 percent) were male and out of 15 Executive Mayors there is only one (6.7 percent) woman. In 1997, about 22 percent of senior civil service women held positions.

6. POVERTY REDUCTION AND WOMEN'S ECONOMIC EMPOWERMENT

In the area of access to resources and economic structures, poverty continues to pose a major obstacle for women's development in SADC. This is due to the general subordinate legal status, limited access to productive resources such as land, technology, credit, education and training, formal employment, as well as susceptibility to HIV and AIDS. As a result, women carry the burden of the reduction of budgetary allocations in the social sectors and unemployment due to social and economic reforms imposed by global macro-economic policies. The main responsibility of caring for AIDS patients falls on women, which has decreased their capacity to engage in income generating activities outside the home. The majority of women continue to spend a lot of their time performing reproductive roles, and work in the informal sector, with low levels of productivity and small returns. Such disparities contribute to a high level of under utilization of the potential human resource for productive work, which if well utilized could contribute significantly to increased economic growth, national GDP, poverty reduction as well as reduction of gender inequalities.

SADC Member States have made advances including putting in place enabling policy and legislative framework and other measures to address poverty and enable the effective participation by women in the economy.

The Government of the Republic of **Angola** has established a number of initiatives to address poverty reduction amongst women, within the framework of Poverty Reduction policy. A National Strategy and Programme on Micro-Credit Projects, which aim to improve access to credit by the poorer section of the population in particular women, was launch in 1999. This programme is implemented in 10 provinces of the country and has benefited over 10,000 women. Apart from this programme, other initiatives set in place to provide credit which aims to promote agricultural and industrial development include: The Social Development Fund (FDES), National Institute to Support Small and Medium Enterprise (INAPM). Non-Governmental Organisations are on the forefront in implementing programmes on poverty alleviation. These include: The Rural Women's Support Committee (COMUR), the National Union of Farmers' Association (UNACA), LWINI, Rede Mulher,

Since 1995 concrete strategies and programmes have been put in place to address women's poverty and economic maginalisation in the Republic of **Botswana**. The Government and UNDP signed an agreement in 1997 that provides, among other things, financial assistance projects to economically empower women. The Programme extended assistance to NGOs, CBOs and women's groups such as Kgetse Ya Tsie who are producing goods using local products.

The Government also funds different Ministries to support women's economic empowerment. The Financial Assistance Policy (FAP) requires women to provide only 10 percent collateral against the funds they request for projects while men are required to provide 15 percent. Funds available under FAP are now accessible under Small, Medium and Micro Enterprise programmes (SMME) and a Loan Programme. The Citizenship Entrepreneurial Development Agency (CEDA) has replaced SMME in 2001. The Women's Affairs Department also organises women's expositions and assists women to take part in Trade Fairs both national and international. Women's NGO's also have specific programmes that provide funds, technical skills and education to economically empower women. In future, a study to assess the impact of the specific funds on the economic empowerment and improvement of the quality of life of the beneficiaries will be necessary.

The report of the Urgent Multi-sectorial Programme for Construction and Rehabilitation (PMURR) in the **Democratic Republic of Congo**, notes that despite the agreed development actions, the situation of women and the Congolese population as a whole remains deplorable. 75 percent of the population lives in absolute poverty while 41 percent lives in abject poverty. Illiteracy among women is estimated at 49.1 percent and 20.2 percent among men. The low level of education among women, particularly those working in the informal sector, limits their access to credit. Women do not have access to quality health care, particularly reproductive and maternal health care. Lack of access to and control over productive resources and continued victimisation of women due to cultural prejudices has resulted in the increased impoverishment of women.

Over a relatively short period, the Government is attempting to put in place the necessary conditions for the reconstruction of the country and to alleviate poverty through its economic and social development policies and programmes. To ensure that these policies and programmes are gender sensitive, a decree was passed in 2003, stipulating that the Inter-ministerial Commission on the National Strategy for the Fight against Poverty should comprise of both men and women. It is currently made up of four (17 percent) female ministers and 24 men.

The Priority Multi-sectorial Programme for Reconstruction and Rehabilitation (PMURR), the Interim Reconstruction Programme (PIR), Urgent National Capacity Strengthening Programme (PNURC) and the Strategic Document for the Reduction of Poverty (PSRP) aim to ensure food security through sufficient food production, introduction of appropriate technologies, establishment of a system of increased financing for community initiatives in the rural and urban areas for the provision of basic services, reconstruct and maintain basic infrastructure, and restore peace and macroeconomic stabilisation in order to foster community growth and dynamism. No Budget has been specifically allocated for women's empowerment, however, poverty reduction strategies are focused on reducing women's poverty through improving their access to micro-finance and micro-credit. In Kinshasa, 52 NGOs and associations are working in the field of micro-finance, savings and credit. In North Kivu, a project is supporting seven organisations that serve a total of 2,253 beneficiaries.

Table 28: Conditions to have access on credit for women in Kinshasa, DRC

Credit given	Monthly interest rate	Duration of credit	Number of beneficiaries	Repayment rate
50\$	5%	03 months	166 women	100%
50\$	3%	03 months	40 women	100%
Rice seeds and agricultural implements	50%	06 months	323 women	20% monthly savings
100\$	2.5%	04 to 06 months	10 women	Credit allowed + 10%
50 to 100\$	15%	01 month	633 people (544 women)	60 to 90%
100\$	5%	03 to 12 months	201, out of them 127 men and 74 women	83%
10 to 200\$	05 to 25%	03 to 06 months	133 women and 27 men	20%
30 to 120\$	10%	01 to 06 months	42 women	85%
30 to 50\$	5%	03 to 12 months	76 women and 4 men	98%
50 to 100\$	5%	06 months	19 women	67%

Source: Ministry of Women's Condition and the Family, 2004

There are certain obstacles that continue to impede the implementation of the commitments to reduce poverty. Notably, chronic insecurity created by armed conflicts which curtails the movement of goods and people and the international embargo since 1990 which has slowed down bilateral and multilateral cooperation. Other constraints include the Governments failure to take into account the needs and efforts of women in the area of self-empowerment; its inability to strengthen the capacities of women in informal sector and agricultural activities; and the difficulty women have in reconciling their professional and family responsibilities due to their reproductive roles.

The Democratic Republic of Congo, in order to reduce by half the proportion of the population whose revenue is less than a dollar per day and the proportion suffering from hunger, has to integrate principles of sustainable development between now (2004) and 2015 into the national policies so as to ensure the promotion of women in the economy and reduce existing inequalities between men and women. To achieve this, it is important to strengthen the capacity of women in the area of micro-finance, intensive agriculture, small-scale manufacturing, importing and exporting, setting up and managing small and medium enterprises (SMEs) and small and medium-scale industries (SMIs). This should include facilitating their access to credit and credit management, and their access to productive resources such as land, information, new technologies and collective equipment. Among the priority measures will be to commit the Government to carry out agrarian reforms while taking into account the needs of both men and women.

The Republic of **Malawi** is the eleventh poorest country in the world out of the 175 countries⁷. According to the Ministry of Economic Planning, the number of women living in poverty has increased compared to men. In 1995, 70 percent of women lived in poverty compared to 30 percent men. In 2003, this number rose to 75 percent women as compared to 25 percent men. This has been attributed to the pronounced inequalities and disparities that exist between men and women in Malawi. Based on a food prevalence measure, it is estimated that 60 percent of the population that is predominantly rural has is living below the old poverty line of US\$40 per capita per annum⁸. Based on the 1998 Integrated Household Survey (IHS) consumption data, 65.3 percent or roughly 6.3 million of Malawi's population is poor⁹. The poor in this case are defined as those whose consumption of basic needs (both food and non-food) is below the minimum level estimated at MK10.47 per day in 1998. There are many problems that worsen poverty situation among women. Low levels of education and literacy combined with insufficient incomes among women have a direct correlation to high infant mortality and morbidity rates (103.8/1000), high under 5-mortality rate (188.6/1000) and high HIV infection rates among women (16 percent). According to the UNDP 2003 Human Development Report, adult literacy rate among women is 47.6 percent while that of men is 75% having risen from 30 percent and 45 percent respectively.

To address this situation, the Government is integrating poverty alleviation and the gender mainstreaming into its development goals and policy framework. The Malawi Poverty Reduction Strategy Paper (MPRSP) has identified gender inequality as one of the factors that exacerbates poverty, and has subsequently assigned gender mainstreaming a special budget. In 1994, Malawi launched the Poverty Alleviation Programme (PAP) that will guide all development activities in the short, medium and long term. The mission statement of PAP is to transform the economic

⁷ UNDP, Human Development Report, 2003

⁸ Annual Poverty in Malawi Report, 1999

⁹ Government of Malawi 2002 Profile of Poverty in Malawi, cited by Malawi Poverty Reduction Strategy Paper 2002

structures so that they meaningfully contribute towards improving the living standard of the people. In order to achieve these objectives, the Government has committed itself to the implementation of public policies, projects and programmes with a focus on poverty. Efforts have also been made to establish a gender sensitive formal and informal legal environment, to eradicate gender-based violence and enhance women's participation in leadership and decision making processes.

The backbone of Malawi's economy is agriculture, which contributes 40 percent to National Gross Domestic Product (GDP) and 90 percent to export earnings. In 1997, 66 percent of the population was economically active. Of this proportion, 78 percent were engaged in subsistence farming and women constitute 91.8 percent of this labour force. The Government acknowledges that 70 percent of all agriculture work is done by women compared to 30 percent by men; and 71 percent of all casual labour in the estate sector is provided by women compared to 29 percent men. Further, women produce 80 percent of food for home consumption compared to 20 percent men.

Women's access to factors of production such as land, extension service, inputs like fertiliser and seeds still remain limited. This is compounded by a decline in land holding sizes due to population pressure and liberalisation of tobacco production, which has pushed women food producers into marginal land.

Efforts have been made to address this gap through the review existing agricultural policies and programmes. In 1995 the Agricultural and Livestock Development Strategy and Action Plan (ALDSAP) was formulated with specific gender sensitive targets and outputs. The Plan aimed to increase women's access to agriculture, irrigation development and extension services. To achieve this, the Government reviewed the curriculum of agricultural training institutions to make them gender sensitive, recruited more female extension workers in the Ministry of Agriculture and Irrigation Management, sensitized the existing extension workers in the Ministry of Gender and Community Services so that they increase their coverage of women farmers, and encouraged women farmers to attend literacy classes.

Increasing women's access to economic factors was another objective of ALDSAP. To achieve this, the Government trained women in business management; developed women's entrepreneurial skills and attitudes, linked women to lending institutions, increased banking services in rural areas, established collateral funding for women entrepreneurs, and integrated business training in credit programmes for small and micro business.

Government has put in place an affirmative strategy to increase women's access to credit through different institutions. The Government's Policy aims at strengthening credit mechanisms to enable women's access to credit for both farm and off farm activities. In order to increase credit access to rural women and men, the Government through the Ministry of Gender and Community Services established the loan revolving fund in 2001 by entering into an agreement with two commercial banks - Stanbic and Malawi Savings Banks. The Government deposited a credit guarantee fund of approximately US\$705, 882.4 to be used as collateral. Through this agreement, the Government was able to link over 43, 600 women and 10,900 men to these two banks countrywide. Prior to the Government's strategy of affirmative, women were not allowed to obtain a loan from banks. This explains why Tables 1 and 2 below show zero borrowing in some commercial banks.

Other credit facilities have also been established through Government collaboration with donors like World Bank, IFAD, USAID, Germany Government, UNDP and European Union (Annual Report on Poverty – 1999). The intention is to facilitate the involvement of 70 percent poor rural

women and 30 percent men to engage in off-farm activities in order to economically empower them and improve their access to food. Some of the micro-finance institutions that have been established include: - Malawi Rural Finance Company (MRFC), Small Enterprises Development of Malawi (SEDOM) and Pride Malawi with the initial capital from the Government and FINCA, NABW, UNCDF among others with donor funds.

Available studies have revealed that women's access to credit has improved. The number of micro financing institutions for women has increased from three in 1990 to 15 by 2004. The proportion of women borrowers has increased by 50 percent in 2004 from 10 percent in 1995; and over 500,000 women had been trained in business, credit and technology management between 1995 and 2003. As a result, there has been an increase in the number of women engaged in off-farm business activities from 3,000 in 1995 to 95,000 by 2004.

The Table below shows that there were more women targeted with credit between 1995 and 2003. The deliberate effort has helped to make these institutions to target women by making more funds available for the purpose.

Table 29: Cumulative Loan Disbursement by Sex by various institutions in Malawi: 1995-2003

Institution	Women		Amount (MK)	Men		Amount (MK)
PRIDE Malawi 2000 – 2003	15,737	46%	273,575,733	18,566	54%	313,840,352
SEDOM 1995 – 2003	501	35%	42,520,342	1,421	65%	159,957,478
Foundation						
FINCA 1995 – 2003	18,555	99.9%	1,926,794,210.36	18	0.01%	2,414,000
First Merchant Bank (1996–03)	22	24%	8,249,249	68	76%	65,341,721
National Bank of Malawi 95/03	3,165	14.5%	140,185,680	21,827	85.5%	942,580,454
STANBIC BANK 1995-2003	39001	23%	159,724,300	132,890	77%	314,710,632
Malawi Savings Bank 1995-03	10,000	80%	15,000,000	2000	20%	6,000,000
NABW 1995 – 2003	13,232	99.9%	5,575,223.39	15	0.01%	463,588.96
MOGCS 1995-2003	43,600	70%	49,000,000	10,900	30%	21,000,000
Totals	61,212	55%	2,411,900,437	43,915	45%	1,490,597,593

Source: Compiled by the Ministry of Women, Children, Community and Social Development from the information provided by the various institutions 2003

Table 30: Loan Disbursement by Financial Institutions in Malawi: 1995/2003

Year Credit issued	1995				2003			
Target Clients	Females		Males		Females		Males	
Name of Institutions	No	%	No	%	No	%	No	%
Pride Malawi	-	-	-	-	15,737	46	18566	54
SEDOM	39	35	71	65	310	35	575	65
National Bank	301	15	1761	85	483	14	3219	86
STANBIC Bank	1910	14	11654	86	6903	28	17563	72
Malawi Savings Bank	200	10	2500	90	10,000	80	2000	20
NABW	10,000	100	-	-	13232	99.9	15	0.01
First Merchant Bank	-	-	-	-	22	24	68	76
FINCA	-	-	-	-	18,555	99.9	18	0.01
Individuals linked by MOGCS	10,000	100	-	-	30,000	70	10,000	30
Totals	44,049	30	15,986	70	95,242	55	52,024	45

Source: Compiled by the Ministry of Women, Children, Community and Social Development from the information provided by the various institutions 2003

Although there is no law that bars women from taking bank loans in their own name and right, many commercial lending institutions have insisted on a male guarantor, usually a husband if the woman has no sufficient collateral. The requirement for collateral and guarantors prejudices women more than men. Most women do not have assets that can be accepted as collateral due to poverty or because property is feminised and masculinised. Rural households (defacto and dejure) are the most affected. The Government and other stakeholders have addressed this problem by using the group system which acts as guarantor for its members. By 2003, a total of 45,000 of these groups had been formed.

To strengthen work on small and medium enterprises, a policy on Small and Medium enterprises was developed and adopted in 2002. Malawi has increased its focus towards the development of entrepreneurial skills for women through the provision of training for women in business management, credit, appropriate technologies and facilitating access to internal and external market and participation in the SADC Women in Business (WIB) Trade Fairs and Investment Fora.

The Malawi Land Policy and Land Act are under review to ensure that among other things land ownership does not discriminate against women or men. Conditions and procedures for accessing loans through banks and other lending institutions have been reviewed and women are now able to borrow from the bank without requiring male collateral, as was the case before. In order to ensure value adding and creating variety to the products that women carry to the market, technologies like bamboo products, bee keeping, fish farming, bakery, weaving, pig and dairy farming have been introduced to women in groups or as individuals. As a result, women have adopted techniques to reduce workload and increase productivity. Recently, the Government launched the One Village One Product (OVOP) programme, which encourages business undertakings of one marketable product in a particular area or village, quality control, markets linkage and adding value to the product. OVOP was launched on 11 November 2003 and to date it has issued loans to 19 groups of 10 – 4,500 people each reaching 4,500 beneficiaries of which 50 percent are women.

Although Malawi's Constitution guarantees the right to fair and safe labour practices, to form and join trade unions, fair wages and equal remuneration, for "work of equal value without discrimination of any kind, on the basis of gender, disability or race,"¹⁰ and the Employment Act 2000 attempts to apply these principles to the employment contract, discrepancies still remain. For

¹⁰ . Malawi Constitution, section 31.

instance, women receive less pay than men for equal, if not more work in many of Malawi's tea and tobacco estates. In a study of food security in the tea and tobacco estates in 1998, it was revealed that women and men were picking tea and grading and packaging tobacco. Men received K300.00 (US\$9) per month and women received K180.00 (less than US\$5) per month (1 US \$ = MK35)

Table 31: Women's Employment in the Formal Sector in Malawi

Sector	% of the total labour force employed	% Women
Trade	31.4	3.6
Community and social services	35.7	2.1
Manufacturing	20.2	1
Education	39.6	1.4
Health and Social work	40.9	0.58

Source: Compiled by the Ministry of Women, Children, Community and Social Development from the information provided by the various institutions 2003

Unlike agriculture, formal employment only involves 8.8 percent of the population. Women's low educational levels limit their active participation in the formal segment of the economy. Only 24% of women are formally employed compared to 71 percent men. A majority of these women are concentrated in low paying middle management positions. In 1995, a meager 13 percent of women are occupied in management positions as compared to 87 percent men¹¹.

Table 32: Employment by Gender in Non-Traditional Fields in Malawi: 1995/2004

Employment	1995		2004	
Type of non traditional field	No. Females	No. Males	No. Females	No. Males
Military	-	3500 (150)	136 (11 Off)	4864 (239 Off)
Police Service	235 (10 off)	3950 (240 off)	1265 (50 Off)	6000 (500 off)
Medical Doctors	06	75	37	86
Engineers	-	07	03	15
Surveyors	-	05	04	14
Scientists	50	150	250	500
Mechanics	-	200	06	300
Auto-electricians	-	150	15	1500
Electricians	-	500	50	2500
Nursing and Midwifery	500	02	1500	500

Source: Compiled by the Ministry of Women, Children, Community and Social Development from the information provided by the various institutions 2003

To ensure that gender issues are addressed within the public sector employment framework, gender has been mainstreamed in the human rights provisions and guidelines that have been developed to address issues of recruitment, promotion, postings and sexual harassment among others. Deliberate efforts have also been made to provide conducive working conditions for female employees. For example, Malawi provides a 90-days maternity leave for workingwomen to exclusively breast-feed their babies and recover before returning to work. The maternity leave has assisted many women to continue with their employment life while performing their reproductive roles.

Efforts are also being made to train men and boys in the non-traditional fields like nursing and home economics and women and girls in non-traditional science fields such as engineering and law. To achieve this, the University Colleges in 2001, adopted a policy which states that 40 percent of its faculty positions be occupied by women by 2006, partly to provide role models for girls and women

¹¹ MPRSP 2002

who aspire for further studies. Other fields include the army, Police, engineering, mechanics and nursing. Girls and young women are encouraged to go into scientific fields such as medicine, mechanical engineering, Civil and Electrical engineering. Programmes such as the promotion of girls and women role models are increasingly becoming common and women achievers are generally well accepted in Malawi. Despite these notable achievements, there are still notable constraints and challenges that have to be addressed in order to eradicate poverty and economically empower women.

Despite Government's efforts to link the poor especially women to commercial banks and other micro finance institutions, some financial institutions procedures are still discriminatory as women are considered credit risks especially due to the nature of their businesses, their capital base and minute loans applied for. Having adequate credit facilities to meet the demand of 70 percent women and 30 percent men who wish to be engaged in off farm economy remains a mammoth task. Although access to credit increased after 1994, agricultural credit for rural women dwindled because the Government stopped provision of credit facilities. Instead, private financial lending institutions such as Malawi Rural Finance Company (MRFC) until 2003 when the facility increased loans for women farmers provided the credit facilities. The Government needs to match its commitment with action through mobilising funds. An impact assessment on the financial lending to the women has to be conducted to be able to track gains achieved through these programmes.

In the Republic of **Mauritius**, the right to the same employment opportunities between men and women is ensured by Section 5 of the Sex Discrimination Act (2002) which stipulates that no employer shall, in relation to recruitment, selection or employment of any other person for purposes of training, apprenticeship or employment, discriminate against that any other person on the grounds of sex, marital status, pregnancy or family responsibility in the advertisement of the job; the arrangements made for the purpose of determining who should be offered for employment; the terms and conditions on which employment is offered; or the creation, classification or abolition of jobs.

The Table below gives the distribution of the employed population aged 12 years and above by industrial group. It shows that most of the working population is engaged in the manufacturing sector, which provides employment to 37 percent of the employed women and 21 percent employed men. Among employed women, education and health services provides employment to 13 percent, wholesale and retail trade 12 percent and agriculture and fishing 11 percent.

Table 33: Employment by Gender in the Industrial Sector in Malawi

Industrial group	Male	Female
Agriculture and fishing	12.3	10.8
Mining and quarrying	0.4	-
Manufacturing	20.6	36.9
Electricity and water	1.3	0.2
Construction	13.4	0.7
Wholesale and retail trade	14.8	11.8
Hotels and restaurants	5.4	4.0
Transport, storage and communication	9.0	4.7
Financing, insurance, real estate & business services	4.6	3.7
Public administration	7.6	2.2
Education & health services	6.1	13.0
Other and undefined	4.5	11.9
TOTAL	100	100

Source: Central Statistics Office 2001

Workingwomen tend to concentrate in a small number of industrial sectors. The top three industries for women accounted for 62 percent of women's employment while the top 3 industries for men absorbed 49 percent of males' jobs.

Table 34: Employment in Government Services* by Occupation and Sex in Mauritius: 2002

	Male	Female
Total Government services	48,820	16,492
Legislators, senior officials & managers	1,534	689
Of whom: Permanent Secretary	19	09
Principal Assistant Secretary	36	24
Director, Manager, Commissioner, etc.	125	72
Rector, Principal	52	28
Head Teacher, Deputy Head Teacher	641	462
Professionals	3,381	2,948
Nursing officer/Midwife	1,078	1,604
Education Officer	892	919
Medical doctor	503	141
Dentist	39	15
Analyst/Programmer	13	15
Scientific Officer	29	09
Engineer	107	04
Pharmacist	12	06
Judge	06	04
Technicians & associate professionals	8,708	5,333
Of whom: Teacher, Senior teacher	1,902	2,181
Community health worker	33	176
Ward assistant, Sister	427	444
Assistant secretary	88	71
Technical Officer, Technician	219	57
Customs Officer	544	50
Dispenser	169	38
Labour Inspector	32	22
Clerks	2,757	4,169
Of whom: Clerical officer, school clerk	1,446	2,218
Typist, word-processing operator etc	17	1343
Telephonist	175	37
Postman	568	0
Service workers	11660	1603
Of whom: Police constables, sergeant	9537	909
Prison guard/officer	834	62
Fireman	613	0
Skilled Agricultural & Fisheries workers	118	0
Craft & related trade workers	3388	14
Plant & machine operators	2012	20
Elementary occupations:	15562	1716
Of whom as: Attendant, Hospital servant etc.	2830	1202
Labourer/Agricultural Worker/Gardener	6715	320
Caretaker (office, school, building)	739	73
Cleaner	279	22

Source: Republic of Mauritius, 1999 CMPHS

As of June 2002 some 48,800 men and 16,500 women were employed in the Central and Local Government services (one woman for every three men). Among Legislators, senior Officials and

Managers, the ratio was around one woman for every two men. Among the Professionals, the sex imbalance seems to be insignificant- at approximately 3,000 women to 3,400 men. This is largely due to the fact that the professional category covers nursing officers and midwives.

Table 35: Mean hours spent on unpaid housework per week among persons aged 12 years and above in Mauritius

Type of work	Male	Female
Shopping for food	1.7	0.9
Cooking and dishwashing	1.9	13.6
Clothes and washing and ironing	0.3	4.7
Cleaning the house	1.0	4.8
Cleaning the yard/garden	1.1	0.9
Looking after the sick, elderly and children	2.0	5.2
Total	8.0	29.9

Source: Republic of Mauritius, 1999 CMPHS

According to a sample survey carried out in 1999 women spent four times more time on unpaid housework than men. On average women devoted 30 hours per week on tasks ranging from cooking, washing to 'caring for other household members compared only eight hours for men. The survey also revealed that there is a tendency for most household duties to be carried out by women except for shopping for food and cleaning the yard or garden. Among the household chores, cooking and dishwashing made up of 45 percent of all time allocated to housework by women (1306 hours weekly).

At the policy level, the Government has been pursuing a policy aimed at promoting gender equality, equity and empowering women. Education has been considered as one of the main factors contributing to greater participation of women in different spheres of development. One of the essential elements of empowerment is to provide women with the means to gain their livelihood and live in dignity. For women to be financially independent, they should be given proper training, skills development and knowledge base. With the assistance from NISIET, a Vision Document on Empowerment of Women through Enterprise Development and an Action Plan to be implemented over a period of two years has been prepared. The Plan of Action is being implemented.

A High Level Committee on Gender Responsive Budgeting has been set up to work on a three year Action Plan to ensure that budgetary resources are equitably distributed in all Ministries and Departments. Its strategic objectives are to allocate financial resources to the process of gender responsive budgeting from Government funds; to generate and disseminate sex-disaggregated data in all ministries/departments at all levels; and to carry out gender analysis of sectoral budgets in terms of inputs, activities, outputs and outcomes. The plan has been prepared and is being implemented. The High Level Committee has prepared a 3-year Plan of Action, which is being implemented. The Central Statistics Office has undertaken a Time-Use survey within the normal multi-purpose continuous Household Survey, which is responsible for collecting and compiling sex-disaggregated data. This Time-Use Survey will in due course enable compilation of vital statistics at national level concerning the value of unpaid work carried mainly by women within their households. A Statistics section has been set up in each Ministry/Department, in the Ministry of Women's Rights, Child Development and Family Welfare, the Section collects and collates data from all line Ministries and prepares annual reports using sex-disaggregated statistics.

With the assistance of UNDP, the Ministry of Women's Rights, Child Development and Family Welfare of Mauritius has commissioned a study on Feminisation of Poverty to examine the extent

and causes of poverty among women. The study will guide the introduction of measures to improve the economic conditions of women. The objective of the study was to establish patterns and trends of feminisation of poverty in Mauritius, it examined key issues such as the incidence of poverty among men and women, the severity of poverty among men and women and trends of poverty among men and women.

Industrialisation in Mauritius has brought along a considerable rise in the level of gainful employment for women. In line with the policy of the Government to eradicate poverty and to empower women to become self sufficient and more economically independent through income generating activities, various micro credit schemes are being provided. The programme aims at alleviating poverty, raising standard of living and improving the status of women. Policies have been developed by the Government to encourage and facilitate women's participation in the economy through the setting up of micro, small and medium size businesses to allow them to become self-employed.

In 2001, IFAD Micro-Credit/Micro-Enterprise Scheme was launched. The main objectives of the programme are to finance target beneficiaries micro-enterprises especially women with a view to increase their family income; to provide technical and business support services to micro-enterprise; and to provide credit as per their needs linked to support services. Individual as well as group loans of Rs 50,000 without collateral were made available, and by 2003, around Rs. 17 million had already been disbursed for a total number of 529 projects. About 85% of the beneficiaries are women.

In order to support women, the Ministry of Women's Rights, Child Development and Family Welfare has introduced Micro Credit Scheme in Rodrigues. It has enabled several women to benefit from loans without collateral and to engage in profitable income generating activities. A family counselling service has been set up in the island to provide psychological and legal support to families and individuals that have difficulties. A home economics-training programme is being established to encourage women and girls to learn about healthy eating and nutrition. The Domestic Violence Awareness Campaign has also been extended to the island of Rodrigues. Officers of the Ministry often carry out sensitisation campaigns to increase awareness of the general public on the facilities offered. They are also given regular training on improving their work methods.

Other poverty alleviation programmes exist under the aegis of various ministries such as Ministry of Finance, Ministry of Economic Development, Financial Services and Corporate Affairs. The objective of these programmes remains to alleviate poverty amongst the population of poor of Mauritius and Rodrigues and to reintegrate those set aside of the minimum of social and economic development.

The Trust Fund for the Social Integration of Vulnerable Groups operates under the aegis of the Ministry of Finance and is involved in community-based projects, housing for the absolute poor, education in deprived areas, micro-credit schemes and provision of loans to needy students for tertiary education. The Trust Fund by 2002, had implemented 333 community development projects and assisted in the building of 600 core-housing units in Mauritius and 754 in Rodrigues. It has also provided 1,000 domestic water tanks and micro-credit to about 330 beneficiaries. It has also helped some 90 students through provision of tertiary education loans.

Lévé Déboute Programme financed by the UNDP and the Afro Asian Rural Development Organisation aims to fight exclusion in Rodrigues through participatory community development

and promotion of income generating activities in rural areas. A sum of Rs 2,000 is given to a member, per cycle of nine months, to undertake an economic activity. The member is required to reimburse the loan before being eligible for the second cycle. Peer group pressure to reimburse loans and to move to the next cycle has been very effective. A training programme prior to loan disbursement has also contributed in making the programme more effective.

The Ministry of Economic Development, Financial Services and Corporate Affairs is implementing the Anou Diboute Ensam Programme (ANDE) with financial assistance from the European Union. ANDE finances micro-projects in order to improve the living conditions of the poor at the community level. The areas of intervention are social infrastructure aimed at improving the quality of life of the targeted poor-social, recreational and training centers, educational and vocational training support and capacity building, income generating activities which can include agriculture, fisheries, micro-enterprises, handicraft, and micro-credit. The Programme adopted a participatory approach so as to intervene in areas of felt needs by the poor from December 2002. So far 103 micro-projects have been implemented and 158 beneficiaries have taken advantages of loans through the Micro-Credit Scheme.

In order to promote economic independence of women and encourage the development and growth of women entrepreneurs, priority has been given to capacity building and marketing. A website was launched in 2003 to promote the activities of the National Women Entrepreneur Council (NWEC), whose objective is to empower women and to act as a driving force in the promotion of women entrepreneurs in both Mauritius and Rodrigues. NWEC not only provides advice and counseling to women entrepreneurs but also organises training courses for those who want to set up their own enterprises or to improve existing ones. The “Young Entrepreneurs Development Scheme” has also been launched for girls (17-25 years) from September 2002.

The National Women Entrepreneurs Council (NWEC), besides occasional Trade Fairs and Exposales, has also adopted various marketing strategies to help women gear towards a more competitive market and value added products. In July 2002, the first commercial shop “Les Artisanes” was inaugurated at Grand Baie to help women entrepreneurs focus on niche market and have tourists as potential buyers. Two market centres have been set up as platforms which women entrepreneurs use on a rotating basis for the sale of their products and establishing trade links. Both shops accommodate products from about 175 women entrepreneurs in Mauritius and Rodrigues.

The Republic of **Mozambique** has identified the fight against poverty as one of its priority areas. An estimated 71.2 percent of the rural population and 62 percent of the urban population lives below the poverty line.

Female-headed households, particularly headed by widows or divorced women, are identified as the poorest of the poor. The main determinants of poverty for women include low levels of education/schooling, high rates of dependency of poor female-headed households, low agricultural incomes and lack of social security that can minimize vulnerability to risks of natural disasters. Despite the growing participation of women in the labour market, many women are relegated to the informal economy with very low levels of income and security.

The Government has undertaken several successful poverty reduction programmes through the Action Plan Against Poverty. These include the food subsistence programs to support the poorest households; the Integrated National Programme of social welfare, employment and youth aimed at promoting opportunities and alternative ways of income generation; and the Rural Action Plan

(PRA) to develop rural areas and to promote agriculture. The PRA encompasses micro-finance, micro-projects, community management of natural resources and support to local organizations, and rural communication.

In the Republic of **Namibia**, the Major key players in poverty reduction area are the Ministries of Agriculture, Water and Rural Development; Regional, Local Government and Housing and Lands, Resettlements and Rehabilitation and Non Governmental Organisations. Agricultural programs and interventions target women at community level. Before 2002, in some cases, women faced problems to access land because allocation of communal land by traditional authorities did not necessarily guarantee women to have access and ownership of communal land.

However, with the enactment of the Communal Land Reform Act (Act No. 5 of 2002) land will be allocated equitably. Under this Act, men and women are equally eligible for individual rights on communal land and widows and widowers are to be treated the same when it comes to the usage of land.

The Ministry of Agriculture, Water and Rural Development (MAWRD) in conjunction with FAO has implemented several measures and services aimed at enhancing agricultural extension capacity and outreach programs to communal farmers, including female-headed households. The services include the provision of information/communication and advisory services aimed at changing societal perceptions and attitudes. This is done through workshops on gender awareness conducted by the MAWRD to empower Extension Officers with gender analytical skills. In order to increase efficiency of extension officers, twelve Agricultural and Rural Development Centres were established to enhance contact between extension workers and female farmers.

The government is also addressing food security and malnutrition issues through its Support to Food Security Program. This is done through different projects including the Food For Work Program, Food Security and nutrition program, the Emergency and Drought Relief Program, the Empowerment of San Communities for household food security and the Namibia School Feeding Program. There is also a National Strategic Program on Poverty Reduction based in the Office of the President under the National Planning Commission, which is aimed at uplifting the Namibian people's living standards.

Achieving a "better life for all" is a key promise of the democratic Government of the Republic of **South Africa**.¹² Central to attaining this goal is the eradication of poverty, access to social services, infrastructure development, access to information and opportunities, and the attainment of the socio-economic rights outlined in the South African Constitution¹³.

Key national legislation addressing the eradication of poverty include the South African Constitution, the Reconstruction and Development Programme, Land Reform Act of 1996, Housing Act 107 of 1997, Water Services Act, the Land Bank Amendment Act 21 of 1998, Integrated Sustainable Rural Development Programme, and Urban Renewable Strategy.

An overview of the South African situation reveals that:¹⁴ women are more likely to be poor than men; and the poverty rate among women-headed households is 60 percent compared to 31 percent

¹² Ingxoxo Zama Khozikazi (26-27 Agust 2003) hosted by the National OSW

¹³ Water, land, shelter, health, education, housing and clean and healthy environments.

¹⁴ States SA to supply further Trends.

amongst male-headed households. Access to basic infrastructure, and services, impacts directly on the quality of life of women.

Census figures of 2001 estimate that 89.3 percent of the total population, and 80.3 percent of African-headed households have access to safe water.¹⁵ However, 7.5 percent of the population still relies on water from dams, pools, rivers, streams and stagnant pools. These are, in the majority, of black South African women living in rural communities. Despite the concerted outreach of Government programmes, the majority of black South African women continue to carry the burden of fetching water as part of their daily chores. Further, these women, and children remain vulnerable to water-borne diseases from utilising water from these sources. In terms of sanitation, 46.2 percent of South Africans do not have access to proper sanitation facilities.

A massive electrification programme in 2001,¹⁶ resulted in over two million homes to have electricity. 45.51 percent of female-headed households used electricity for cooking, as opposed to 56.97 percent male-headed households who used electricity for cooking, and 67.09 percent of female-headed households use electricity for lighting purposes as opposed to, 72.46 percent of male-headed households.¹⁷ On the other hand 20.5 percent of the population still use wood for cooking.

Apartheid created a specific racial and gendered geography in South Africa characterised by unequal distribution of land and the skewed distribution of home ownership, which Government has sought to redress. Government's programmes aimed at "Housing the Nation" include the provision of low-cost housing and the development of subsidies to enhance the process, more especially with regard to women's access to housing. In 2001 just under two-thirds of all households in the country lived in formal dwellings of which, 65.87 percent were female-headed, indicating a 6.68 percent increase from 59.19 percent¹⁸ in 1996. On the other hand, in 2001, 1,836,232 people lived in shacks; the majority of these were black South Africans. However, black South African women continue to dominate amongst those who do not have access to formal housing.

In attempting to address the needs of the poor for housing and shelter a number of programmes have been put in place. These include the subsidy for persons with disabilities, consolidation subsidy, individual subsidies, institutional subsidies, project linked subsidies, rural housing loan fund, relocation assistance, and people's housing process subsidy. In an attempt to address the gender bias in housing ownership, female-headed households were specifically targeted to receive subsidies.

There is need to identify ways of ensuring tenure security, especially for rural women and link this to housing credit and group savings. Ensuring that all names of joint subsidy applicants are reflected on the title deed as co-owners. In situations of domestic violence, break up of relationships; women are easily displaced from their home, as their ownership rights are not registered. With the occurrence of HIV and AIDS, a number of child headed households are emerging. However there is a lack of tenure security for these households. There is a low representation of women professionals working in the housing sector.

¹⁵ Source Census 2001, Stats SA.

¹⁶ Source: Census 2001, Stats SA

¹⁷ Source: Census 2001, Stats SA

¹⁸ In 1996, there were 5 216 205 male headed households and 3 184 743 female headed households. The corresponding figures for 2001 are 6 837 160 and 4 933 112 respectively. This indicates that female headed households have increased by 1 748 369 from 1996 to 2001, Census 2001, Stats SA.

The South African White Paper on Land Reform specifically states that all laws, which continue to discriminate against women, need to be removed. Further, the White Paper provides for the removal of all legislative restrictions on women's access to land use, compels Government to put into place procedures meant to promote women's participation in decision-making, and emphasises that the purpose of land reform is to bring about equitable opportunities for both women and men. It makes the point however, that priority must be given to women. In this regard, a sectoral Land Reform Gender Policy aims to create an enabling environment for women to access, own, control, use and manage land, as well as access credit for productive use of land.

Despite the above however, much controversy surrounds the National Land Restitution and Tenure Reform programmes. The major contention being that the Restitution of Land Rights Act 22 of 1994 aims to restore land rights to those who had access to land before. Despite the progressive intention of the Act, which states that priority must be given to those with the most pressing needs, it is more likely that restitution may disadvantage women, as they had not traditionally owned land.

It is important therefore to note the built in limitations of the legislation, and the progressive intention of the Land Tenure Reform Programmes which aims to compensate or restore land disposed by racially discriminatory practices and legislation put into place after 19 July 1913, provided people, especially women with tenure security, provided the poor with land for residential and productive purposes, and enable the poor, labour tenants, farm workers and women to become beneficiaries of tenure reform programmes. Women make up a large proportion of farm workers and labour tenants, and are beginning to emerge as farm owners.

Some of the steps, which need to be put in place to enable ownership of land by women, include the removal of legal restrictions on participation by women in land reform including reform of marriage and inheritance and customary law (which favour men and contain obstacles to women receiving land). Specific mechanisms to enable women to access financial and support services and to provide security of tenure for women, including the registration of assets gained through land reform in the name of women as direct beneficiaries need to be instituted. Enabling all those involved in land reform to undertake gender analysis which involves systematically examining the roles, relations and processes with a focus on power imbalances and access to resources; and a monitoring and evaluation system for the land reform programmes which provides information necessary for monitoring women's participation are also critical steps that need to be put in place.

In regard to access to income, the assessment noted that in 1996, there were 5,216,205 male-headed households and 3, 184, 743 female-headed households in South Africa. The corresponding figures for 2001 are 6,837,160 and 4,933,112 respectively. This indicates that female-headed households have increased by 1,748,369 from 1996 to 2001.

Out of the total number of female-headed households in 2001, the majority of black South African female-headed households (83 percent) received low annual incomes (i.e. R19 200 or less), as compared to 26 percent white female-headed households, 53 percent coloured female-headed households and 34 percent Indian female-headed households. African women, many of who are based in rural areas, are thus experiencing poverty levels in high numbers.

Furthermore, 76 percent of female-headed households in 2001 received low incomes as compared to 57 percent male-headed households, making women the poorest of the poor. Within each

population group itself more women headed households receive low incomes as compared to their male counterparts. The highest percentage is indicated for African women-headed households (i.e. 83 percent) as compared to 71 percent for African male-headed households. It is therefore clear that black South African women-headed households are the poorest of the poor.

However the data provided does not address the growing phenomenon of child-headed households, especially the girl child who has to support the family as a result of the death of parents especially through HIV and AIDS related deaths.

In ensuring a “better life for all” the State has an obligation to respect, protect and promote the right to social security and social assistance. The provision of social security measures is a vital intervention in alleviating poverty especially for women and the girl child. Using a life-cycle approach, we have looked at the reach of the Comprehensive Social Grant System in the various levels of the life cycle, and also women with special needs, in this case, women with disability. Overall the figures reveal a broadening of the recipients of social grants since 1994. Additionally the social assistance programme constitutes a significant¹⁹ proportion of Government expenditure each year. For instance, the take up rate for the Child Support Grant has increased significantly.²⁰

In the past, women’s survival strategies have been responsible for providing food, shelter, and education, amongst the poorest households, in the absence of employment and/or access to social assistance programmes. To the extent that they existed, women’s enterprises were hampered by lack of access to information, access to credit, and/or savings. Most women entrepreneurs were “un-banked” because banks were not geared to lend “low” amounts of money and had no collateral to put up for any loans received. In some cases, women simply did not “enter” Banks as these institutions were “unfriendly” and in some cases, openly hostile to them²¹.

With the transformation process, the government sought to amend policy guidelines for the Small and Medium Enterprises Development Programme to facilitate the entry of historically disadvantaged people, including women. In addition, the Black Economic Empowerment Strategy seeks to advance Black people, including women, within the mainstream economy.

Table: 36: Gender Access to Economic Resources in South Africa: 2001

Access to Economic Resource	Female	Male
Proportion of owners of non-VAT-registered businesses who needed money to start their businesses and received a grant from the Government	35.4%	23.3%
Proportion of owners of non-VAT-registered businesses who needed money to start their businesses and received a grant from non-Government.	3.8%	38.7%
Proportion of owners of non-VAT-registered businesses who needed money to start their businesses and received a loan from commercial banks	2.9%	9.8%
Proportion of owners of non-VAT-registered businesses who needed money to start their businesses and received a loan from friends and relatives	84.8%	79.9%
Proportion of owners of non-VAT-registered businesses who needed money to start their businesses and received a loan from money lenders / mashonis	5.1%	3.4%

Source: SESE Statistics SA, 2001

¹⁹ The take-up rate of the Child support grant has been increased in the 2001/2002 financial year to around 1.5 million out of, at the very least, 3 million eligible children.

²⁰ IBID

²¹ The narrative from the establishment of “Women’s Development” Bank has testimonials from women, which refer to hostile (even racist) bank personnel, having to travel long distances to banks; being intimidated sometimes because of illiteracy, and having no access to sanitation facilities once in towns.

Women entrepreneurs continue to rely on Government, rather than the Financial Sector, for assistance in advancing their businesses. For example, only 2.9 percent received assistance from commercial banks, as opposed to 9.8 percent men. In stark opposition 35.4 percent women received start up grants from Government grants where 23.3 percent of the recipients of Government grants were men.

Nonetheless, women, especially in rural areas continue to borrow money from money lenders (51 percent as opposed to 3.4 percent men). This indicates that access to credit remains a serious challenge to women, and by and large, the majority of women remain vulnerable to exploitation, in their attempts to access credit. Women in rural areas are most at risk.

A specific recommendation by South African women with regard to availing financial and other resources to women's economic initiatives is the recommendation for the establishment of a special and substantial fund for women's projects.²²

In addition to the Integrated Sustainable Rural Strategy, a number of programmes addressing poverty eradication exist at national, provincial and local level. For instance, the Department of Environmental Affairs National Biodiversity Strategy and Action Plan indirectly benefit women by ensuring the sustainable use and development of the country's rich natural resources. Its transformation strategy of the fishing industry has made an impact towards women empowerment by supporting women entrepreneurs in this industry.

The Department of Science and Technology has a project that is one of the initiatives within the Poverty Relief, Infrastructure Investment and Job Creation Program. The focus of these projects has been mainly on rural development, focusing on the transfer of available technologies to communities to enhance the use of local resources and indigenous knowledge to stimulate economic activities. A total of 112 projects are ongoing, ranging from beekeeping to papermaking and food production. A total of 1459 women have benefited from these projects.

The Department of Minerals and Energy also has several projects. In Kgabane it assists rural craft women to add value to their craft by mixing precious minerals into their products so as to increase the price in order to achieve sustainability. Sixteen groups of women have so far been established throughout the country, trained and set up to work. The training was in the manufacturing of jeweller using traditional indigenous SA jewellery techniques, and in manufacturing non-ferrous and precious metal jewellery using hand tools and basic jewellery equipment. One hundred and forty three (143) women have gone through this process and some groups have begun to generate income – on average R1000.00 per month. The Women in Oil and Energy South Africa (WOESA) aims to expose and build capacity, so that women can be empowered to participate in the Energy Sector. The South African Women in Mining Association (SAWIMA) exposes and build capacity so that women can be empowered to participate in the mining sector. Have established an office in the Chamber of Mines in 2003. There are currently 50 registered companies on the database.

The Women in Nuclear South Africa (WINSA) is promoting the participation of SA women in the various nuclear fields and supporting them to realise their full potential in these fields. Priorities will be on creating databases, sharing developments in the various nuclear-related fields, career opportunities, skills development and training, and awareness raising. Through close collaborations

²² Women's Dialogue (July 2003) and Ingxoxo Zama Khosikazi (Conversations amongst Women), August 2003.

and coordination of efforts, WINSA will reach significant number of schools and institutions of higher learning and encourage women towards science and technology career-paths. Technology for Women in Business (TWIB) – DME has a programme that recognizes and motivates women to use technology in enhancing efficiency and effectiveness in their businesses. The focus for 2003 was on women in Renewable Energy and Jewellery.

The Department of Water Affairs also has programmes addressing poverty eradication. In the development of the Levhuvhu River Government Scheme, local women were trained in concrete technology, catering, bookkeeping, minute taking and facilitation. Those trained in concrete technology have been employed in the scheme, and local women now cater for project meetings. In such initiatives, sustainability is a threat, and only co-operative governance could be a means for ensuring poverty alleviation in these areas after the completion of projects. The Department has been supporting the Water for Food Movement, which is an association of rural women who use water-harnessing mechanisms, in order to have enough water for their communal vegetable gardens.

One of the core features of the apartheid system was the exclusion of black people from structural ownership of wealth and resources. Changing the structural ownership and control of the South African economy is, therefore one of the critical challenges for South Africa's democracy. In particular, the relationship between race, gender and location affected the majority of black women (who were mainly in rural communities) and excluded them from the economy, except as providers of cheap labour. The post-apartheid Government inherited this complex manner in which women participate in the economy.

Since 1994, the South African Government has promulgated the process of advancing women in the economy through gender sensitive policies that promote gender equality and the economic empowerment of women. Programmes and projects that focus specifically on the empowerment of women have been developed. Data on the participation of women in the economy shows that women comprise approximately 42 percent²³ of all businesses in South Africa.

As part of its affirmative action policy, the Government has set targets for increasing the representation of women in the Public Service. The Basic Conditions of Employment ACT (BCEA) integrates women's experiences in its provisions. The Employment Equity legislation aims, in part, to increase the representation of women in decision-making levels in both the public and private sector. In the Black Economic Empowerment strategy, Government tries to integrate the gender component by ensuring that black women will be targeted for opportunities. As a result, historically disadvantaged individuals are participating in the highest decision making structures in the industry, including board and management levels.

The core approach of the Government is to link the economic indicators to other critical social development and political aspects of South African life. In its economic policy, the Government aims to redress poverty while creating a positive economic environment, which invigorates and stabilizes economic development. South African National Treasury attempts through the macroeconomic framework to address specific concerns that affect women and their advancement in the economy, such as the preferential procurement policy.

²³ Source – are these women owned, or merely women enterprises or women simply “participating in the economy which would indicate huge inequalities.

One of the key industrial policies is the commitment to fostering sustainable development in areas where poverty and unemployment are at their highest. The Spatial Development Initiatives represents one of the key initiatives to implement this commitment. The SDIs integrate concerns of women who live in areas most affected by poverty. The Stated aim of the SDI's is to fast track development. The Department of Trade and Industry has been one of the pioneers in the development of policies and legislation, which are creating an enabling environment for women entrepreneurs. The department has also focused on gender equity and promotion of women-owned enterprises and co-operatives. The National Small Business Act of 2002 provides a voice for small businesses in the revision of the definition of small business. The Act mandates institutions to support small businesses. Women-owned enterprises are a large component of the small and medium economic enterprises. In its 'technology for women in business' programme, the department of Trade and Industry, has also identified the need to support women's advancement through technology. An important initiative, which is driven by the DTA, is the Joint Venture between DTI and the South African Women Entrepreneurs Network (SAWEN).

The Mineral and Petroleum Resources Development Act has far reaching implications for changing patterns of economic resources in South Africa. The imperative is to redress historical imbalances on social inequalities in the control of mining resources in the country. The Act creates an enabling environment for historically disadvantaged groups to enter the mining and petroleum industry and benefit from the nation's mineral wealth. The Department of Minerals and Energy has identified the need for skills development and integration of women in the industry. It seeks to facilitate the implementation of employment equity within the industry. The Department is currently developing a Human Resource Development Strategy for the minerals industry. Its approach integrates a Mines Qualifications Authority, which will formulate comprehensive skills development strategy that will interface education, experience and related advancement training.

The National Skills Development and Strategy (NSDS) and the Government's Human Resource Development Strategy (HRD) were developed in December 2001. The integration of gender in national skills development framework seeks to address specific challenges and concerns women face in trade, employment and development opportunities. The Department of Labour has, in adopting the National Skills Training Strategy, undertaken to ensure that in complementing this strategy, all sectors will comply with the allocation of 54 percent of resources to women, including the budget.²⁴

Regarding employment, in 2001, 33.3 percent of females in the 15-65 age group were employed in the labour force as compared to 46.6 percent males employed during the same period. This is a difference of 13.3 percent in the percentage of females employed as compared to their counterparts. The lowest percentage of women employed is that of Black South African women constitute 28.6 percent as compared to the higher percentages of employment of women of other race groups. For example, White women constitute 55.7 percent, Coloured women constitute 43.2 percent and Indian/Asian women constitute 38.4 percent. There is a significant difference of about 27.1 percent between the proportions of white women (55.7 percent) employed as compared to that of Black South African women (28.6 percent).

The total 515 390 persons (5.37 percent of total work force) employed as "legislators, senior officers and managers", 29.55 percent comprise women as compared to 70.45 percent males. This is slightly

²⁴ Check with appropriate cluster to assess compliance. Not sure if there are figures in this regard?

lower than the 30% national minimum standard for women in decision-making positions. Out of 5.37 percent persons employed as “legislators, senior officers and managers” in the total workforce, women constitute only 1.5 percent of these managerial positions, whilst males make up 3.87 percent of management. Thus, for every one female manager employed, there are approximately two male managers employed.

Out of the 1.5 percent women employed in these positions, 27.44 percent are black South African women, 10.04 percent are Coloured women, 7.07 percent are Indian and Asian South African and 55.43 percent are white South African women. The latter represents the highest proportion of women within the female managerial category. Thus this amounts to the fact that for every one Black South African woman at management level, there are approximately two white South African females. Furthermore, in terms of the entire female workforce, African women managers only constitute 1.04 percent of the female work force. Only 3.14 percent of all executives in the companies are female. Only 1.3 percent of the directors of the companies listed in the Johannesburg Stock Exchange are women. Despite changes in some of the industries, the overall environment remains unfriendly to women.

In 2002, of the workers who were “managers, legislators and senior officials” in the different industries, there were 15.8 percent women in the community, Personnel and Social Services as compared to 11.5 percent males, 25.7 percent women in the finance sector as compared to 17 percent men 8.4 percent women in the transport sector as compared to 15 percent males 33.8 percent women in the Wholesale and Retail Trade as compared to 25.8 percent males, 1.4 percent women in the construction sector as compared to 4.7 percent males, 0.7 percent women in the electricity sector as compared to 0.6percent males, 10 percent women in the manufacturing sector as compared to 19 percent males, 0.4 percent women in the mining sector as compared to 1.2 percent males, and 1.7 percent women in the agricultural sector as compared to 4.2 percent males.

The proportion of women in the community, personnel and social services sector decreased by 7.9 percent from 23.7 percent in 2000 to 15.8 percent in 2002. The proportion of women in wholesale and retail trade sector decreased by 5.9 percent from 39.7 percent in 2000 to 33.8 percent in 2002. The proportion of women employed in the finance sector increased by 11.2 percent, from 14.5 percent in 2000, to 25.7 percent in 2002. The proportion of women employed in construction, electricity and the manufacturing sector shows no significant changes from 2000 to 2002. There were 0 percent women in the mining sector in 2000.

Women professionals make up 42.61 percent of the total number of professionals (668,463) employed. This is 14.77 percent less than that of male professionals (57.38 percent) employed during the same period. There are 37.20 percent Black African women professionals as compared to 48.39 percent white women in the same occupational category. A large number of women at 63.90 percent of women in the workforce are concentrated at a clerical level, against 36.09 percent males under this category. This shows that for every one male employed as a clerk, there are two (2) female clerks employed in the labour market. Out of the entire workforce of 9,583,762 employees, there are 6.98 percent women employed as clerks as compared to only 3.94 percent male clerical employees. Women are thus highly represented in lower paying jobs in the labour market.

Women are poorly represented in the “Craft and related Trades” category of employees, that is, there is 14.76 percent women as compared to 85 percent males in this category. The lowest representation of women (12.99 percent) is in the “Plant and Machine Operators and Assemblers”

category of employees as compared to 87.01 percent males. This indicates that women have not yet fully entered traditionally male dominated spheres of employment.

White women are highly represented in management and professional occupations and in lower proportions in jobs at the lower end of the labour market. African women are conversely higher at middle and lower levels of the labour market. For example, African women are highly represented in the “Technicians and associate professionals” category at 55.47 percent of the 511,060 women. This further converts to 7.09 percent of African women of the total workforce employed within this category. African women make up 59.39 percent of all female “Service workers, shop and market sales workers” (345,141). Whilst this converts to 8.27 percent of the total African female workforce, it represents 5.12 percent of the total workforce. There is clear disparity that exists in terms of representations of the different population groups within the various occupations.

According to the October Household Survey of 1994, the unemployment rate was 28.9 percent for males and 46.9 percent for females. Unemployment trends for the period 2000 to 2002, using the Labour Force Surveys indicates that unemployment for females increased by 6 percent from 28.70 percent in 2000 to 34.70 percent in 2002. Although unemployment rates increased for both sexes, the increase noted for males is lower than that of females during this period. Female unemployment show a 7.9 percent difference when compared to that for males in 2002. The Labour Force Survey for March 2003 gives the unemployment rate as 35.9 percent for males and 48.4 percent for females.

The highest percentage of unemployment can be seen amongst Black African women (18.9 percent) of the total percentage of unemployed women within the labour force in 2001. This indicates that 14.4 percent more Black African women are unemployed as compared to only 4.5 percent white women unemployed. The figure for unemployment for white women is significantly lower than the other two population groups as well (8.7 percent lower than that for Coloured women and 7.3 percent lower than that for Indian/Asian women).

Further analysis of the data shows that the rate of unemployment for females is higher at all comparative stages with men of the same age group. The unemployment rate for African women (39.8 percent) indicates a 7 percent higher rate when compared to that of the African Males (32.2 percent). The unemployment rate of African women is also highest at 39.8 percent as compared to that for white women 7.4 percent). This indicates that 32.4 percent more African women are unemployed as compared to white women.

However, the figure for females not economically active in the working age group 15-65, as per the 2001 Labour Force Survey shows a 13.3 percent difference between the sexes, with more females (50.2 percent) not economically active as compared to 36.9 percent males in the same category. And of the total 50.2 percent of women not economically active in 2001, 52.4 percent are Black African women whilst 39.8 percent are white women.

Women’s access to benefits and working conditions increased from 2000 to 2002. However it is nonetheless substantially lower than that shown for males as a group. In 2002, 11.70 percent of women were workers for employers who contributed towards medical aid fund or health insurance, as compared to 15.5 percent for males. 57.7 percent females contributed to a pension fund/retirement fund in 2002 which is almost 10 percent more than that of males (47.5 percent), an increase of 16.9 percent of females contributing to a pension, fund from 40.8 percent in 2000 to

57.7 percent in 2002. The proportion of women who are members of trade unions has increased by 1.2 percent from 25.6 percent in 2000 to 26.8 percent in 2002.

Data obtained from the Census 2001 indicates women are generally concentrated in casual, part-time and non-permanent jobs in South Africa with more males are employed as permanent workers. In 2000, the percentage difference between males permanently employed (74.8 percent) as compared to women in the same group (71.9 percent) was 2.8 percent. In 2002, this figure increased to 3.6 percent. While there is a gap between proportions of men and women being permanently employed, there is nonetheless an increase of 1.8 percent for females being permanently employed from 71.9 percent in 2000 to 73.7 percent in 2002. The proportion of female workers who are employed as temporary workers is higher than that for male workers, at 14.3 percent women as compared to 11.1 percent in 2002. There is an increase of 0.6 percent in the number of women employed as temporary workers from 13.7 percent in 2000 to 14.3 percent in 2002. There is no significant change in the percentage of males employed as temporary workers from 2000 (11.2 percent) to 2002 (11.1 percent).

More women are employed as casual workers as compared to men. In 2000, 9.3 percent women were employed, as casual workers as compared to 7.8 percent men. In 2002, 7.2 percent women as compared to 5.7 percent men were casual workers. In 2000, 1.04 percent women were seasonal workers as compared to 0.7 percent males. In 2002, although there is a decrease in the numbers of seasonal workers, women still outnumber men as seasonal workers, at 0.8 percent compared to 0.6 percent males.

The proportion of females to males is lesser in small and micro businesses as more women are involved in informal markets and are self-employed. In 2001, a Survey of the Employed and Self Employed illustrated that more women, who have small businesses, sell their goods to individual consumers (2.7 percent), as compared to 1.5 percent women with businesses that sell goods to other businesses. The lower figure for women entrepreneurs selling goods to other businesses indicates that fewer women own SMMEs with access to finances.

Initiatives such as 'women in construction' that target women's participation in public works contracts in the provinces must be strengthened. The minerals industry has been slow in implementing employment equity compared to other industries. There is scarcity of skills and resources for women to enter the industry in a meaningful manner. Women must be given corresponding training to ensure that they are able to benefit from the programmes that are being put in place. The assessment summarises the major obstacles and challenges. In the private sector, women are severely under represented.

In the Government of the Kingdom of Swaziland, the issue of equitable access and control over economic resources is crucial to the attainment of sustainable economic development. Women are discriminated against in relation to control and ownership of productive resources such as land, credit, livestock and other asserts. Women only have usufructary rights over land. Their insecure land tenure is both an economic and legal concern, which is gradually being addressed through the Urban Development Project (through the 99-Year Lease) and the Land and Settlement policies. The draft Constitution also seeks to address this imbalance by guaranteeing equal ownership to land for domestic purposes to all citizens regardless of gender (Section 212 of the Draft Constitution).

The 'minority status' of women in Swazi society, and their lack of access to and control over resources have resulted in the 'feminisation of poverty'. The Government is trying to address these disparities through a process of Legal Reform particularly on adopting a 'Family Law'.

Poverty alleviation is one of key priority areas for Government as reflected in the NDS, and Millennium Development Goals. The incidence of poverty in the country is about 66 percent and most of which are women. In cognisance of this crisis, Government 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. The task force has since produced an extract of the strategy in preparation for a donor's conference. Gender is one of the eight priority areas identified by the poverty eradication taskforce. The PRSAP document is not yet finalised, however, the gender perspective will be infiltrated into all priority areas outlined in the document. A number of local Government and non-Governmental organisations are engaged in activities that address issues of poverty and economic empowerment with special focus on gender and empowerment of women. This includes: provision of business management skills; income generating activities; access to credit facilities; preparation of project proposals and business plans. There are credit facilities in place such as the Women Finance Trust, Enterprise Fund, and Regional Development Fund. Swaziland also participates in the bi-yearly SADC-Women in Business (WIB) Trade Fair and Investment Fora, whose objective includes: promotion of women's economic empowerment through creation of business opportunities to identify new markets and products, and creation of a forum for exchange of ideas for business expansion and networking. The establishment of Small and Medium Entrepreneurs (SME's) Unit in Government also provides a support structure to women in business venture. Other organisations like the Women in Development and NGO's for example, the Umchumanisi' programme, are instrumental in providing services that seek to eradicate poverty.

In a bid to promote gender budgeting, Swaziland participated at the Regional Training Workshop on Gender Sensitive Planning and Budgeting for National Machineries organised by the Division of the Advancement of Women (DAW) of the Department of Economic and Social Affairs (DESA). Two experts from the Central Ministries and two experts from the National Gender Machinery were trained and briefed Principal Secretaries of the key ministries. A three-day workshop was subsequently held to sensitise Gender Focal Points and the Gender Consortium on Gender Budgeting, and to strategise on entry points to introduce gender budgeting in Swaziland. The Coordinating Assembly of NGO's (CANGO) has developed a Gender Budgeting training module. This module will facilitate promotion of gender budgeting at sectoral and national levels.

The key constraints and challenges for Swaziland in eradicating poverty and economically empowering women include addressing their lack of control and ownership of means of production such as land, the minority status of women particularly in marriage in community of property contract whereby the husband acquires 'marital power'. This will require the Government to reform laws that adversely impact on women's economic development, and thereafter, to equitably distribute economic resources. The Ministry Responsible for Gender will have to lobby for the speedy completion of the PRSAP document and its implementation.

In an effort to address the issue of feminisation of poverty the Government of the **United Republic of Tanzania** placed emphasis on the issues of 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 laws provide access to women to ownership of land, development and utilisation for productive purposes. The Land Act has been amended in 2004 to make 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 provides for 40 percent of women participation in village land committees. This legal framework, which addresses access to means of production by women, has an impact of empowering women socially and economically, hence contributing towards poverty eradication.

The Poverty Reduction Strategy Paper (PRSP) has allowed in addition to the economic and infrastructure sectors, the channeling of additional resources to the social sectors namely education, water, health and cross cutting issues, HIV and AIDS, gender and environment. Efforts have been made to bridge the gender gaps to meet the Millennium Development Goals within the Poverty Reduction Strategy Paper (PRSP) framework such as reducing the gender inequalities in the enrolment of boys and girls. These are critical sectors where the feminisation of poverty occurs. In this regard requirements to address vulnerability in terms of female-headed households, taking care of the orphans, elderly and others have been addressed.

Within the framework of PRSP, specific policies and strategies have been developed. These include the Agriculture Development Strategy (2001), Rural Development Strategy (2001), Small and Medium Enterprise Development Strategy (2003) and the Trade policies (2003) all of which have been formulated with a gender perspective. Specific community based programmes to address poverty such as Tanzania Social Action Fund (TASAF), Social Action Trust Fund (SATF), Health, Sanitation and Water (HESAWA) and Community social Development Programme (CSDP) have components addressing specific vulnerable groups with an intention of improving quality of life.

Resource mobilisation and allocation framework within the Poverty Reduction Strategy, Tanzania Assistance Strategy, Public Expenditure Review and the Medium Term Expenditure Frameworks have incorporated gender in their processes. One of the notable achievement resulting is the adoption of the Gender Budget Initiative (GBI.) In collaboration with Tanzania Gender Networking Programme and other NGOs, the government is carrying out a Gender Budgeting Initiative (GBI), which involves capacity building and development of gender mainstreaming tools. Gender budgeting is carried out in all ministries, regions and districts. Gender budgeting processes have been institutionalised in the Ministry of Finance and a checklist on mainstreaming gender in Budgets has been produced and disseminated to other sectoral ministries in order to make sure that their budgetary processes incorporate gender concerns and allocate resources with a gender perspective. The overall achievement is the awareness, acceptance and ownership on mainstreaming gender in policy and programme frameworks at all levels.

Some of the women have been economically empowered by facilitating their access to financial facilities in the form of credit, training in entrepreneurship and business management skills and access to markets. The Micro-Finance policy (2000) gives flexibility in regulating micro-finance institutions. A few institutions are now providing women with credit based on terms and conditions that can be met by women.

The Women Development Fund (WDF), which is supported by the Government through the National Gender Machinery and complimented by the local councils, provides credit to women in all the 114 District Councils of mainland Tanzania. A similar Fund operates in Zanzibar. There are

also other Funds which have been established by different stakeholders that target poor women in the rural areas, these include among others CREW Tanzania, PRIDE, FINCA, Gatsby Trust, SELF. Efforts have been made to mobilise the communities to form Savings and Credits Cooperatives Associations (SACCOS) and Community Banks. A framework to support the establishment of Women's Bank in the Districts is in place

Measures have been taken to build capacity for entrepreneurship and business management skills for businesswomen in Small Medium Enterprises and the informal sector. Training programmes and development of appropriate technology have been developed to address production, marketing and reduce women's workload in the agriculture, production, food processing, energy and water. Women have been facilitated to participate in international and local trade fairs and exhibitions through which they have been able to market their products, gain and learn from each other on marketing and product development. Exchange of experiences during trade fairs has contributed to confidence building among them in order to face competition and globalisation. Best practices have been registered in terms of sales growth, income generation and ability to take care of family needs. Establishment of links and networks have facilitated wider market outlet.

Information resource centres to access markets and exchange information have been established in Government and other public institutions for example. Women Information Centre, College of Business Education, University of Dar-es-Salaam, Moshi Co-operative College, Tanzania Global Development learning Centre and Board of External Trade. Additional efforts are being made to assist women to acquire standards certification of their product with the Bureau of Standards. The challenge still being faced is the access of information and technology by the majority of women especially those in the rural areas.

The post Beijing era, has seen women vigorously challenging the customary and traditional beliefs which hitherto prohibited women's participation in economic endeavours. More women as individuals or in groups and associations have been engaged in investment ventures particularly in the informal sector. The challenge is to facilitate women to graduate from the informal sector to the formal sectors and more productive sectors of the economy. Another challenge is the need to enhance capacities to produce enough quality products required by markets. Women who have participated in the trade fairs, and managed to secure orders, often could not meet such orders due to limited production capacity. An assessment has yet to be carried out to find out the impact of the initiatives to support the economic activities of women, compared to the majority of women who are not able to access such productive resources.

The Constitution of the United Republic of Tanzania Article 22 and 23 provides for the right to work and just remuneration. Tanzania has ratified all the eight core ILO conventions including convention 100 and 101, which are specific against women discrimination in employment. The Government has domesticated the international labour standards through enactment of the National Employment Services Act (1999). This law provides for equal opportunity to men and women to access employment services. The Employment and Labour Relations Act (2003) whose bill has been passed by the parliament is now awaiting for the President to ascent. This law will prohibit discrimination in the work place on the basis of gender, sex, marital status, disability, pregnancy etc. This law will also require employers to report to the Labour Commissioner on their plans to promote equal opportunities. In this law affirmative action is taken not as a discrimination issue. The law protects employers and women employees in terms of social security during pregnancy by shifting the cost from the employer to the social security fund.

The Public service management and employment policy together with public service regulations have provided an environment for promoting equal opportunities and eliminating discrimination and biases against women.

The Government established the Public Labour Exchange Centre in 2002 to link job seekers and employers. Job seekers are provided with vocational guidance and counselling and are provided with information about employment prospects. In 2003, thirty percent of the job seekers were women. Alongside this centre the private sector has also established similar services whose charges are minimal. In addition, a women's information window in the National Gender Machinery is being established to link women job seekers with employers. It will also link women with training opportunities and sponsorship providers

Labour laws are being reviewed to become more gender sensitive and to enforce safety regulations at places of work for both men and women. Thirteen Laws are under review in Zanzibar.

Data and information from Labour Force Surveys are presented with disaggregated data and analysis. It is now easier to make comparisons in employment trends.

The Government has initiated a number of programmes and projects in promoting rural and urban self-employment with emphasis in availing more employment and opportunities to poor women. The competitiveness in the labour market limits the participation of women particularly those who are new in with limited experience in the labour market. Despite all the efforts in this area the challenge remains that of good employment practices that promotes equality of opportunities between men and women as well as valuing the triple role that women have thus necessitating mainstreaming gender concerns in employment practices. The problem lies with the changing of the mindset of people especially men. On the other side private sector employers find it difficult to abide to all the standards that promote equality at place of work.

The Government of the Republic of **Zambia** recognises and is concerned with the gravity and levels of poverty. According to the Priority Survey II of 1996, 70 percent of the Zambian population were poor, women constituted 90 percent. The glaring feminisation of poverty results from a wide range of biases in society, among them unequal opportunities in education, employment, lack of security and access to credit and other means of production.

In order to alleviate poverty, the Government has put in place a number of programmes aimed at empowering the disadvantaged groups, especially women. However, most of these programmes are yet to benefit from in-depth gender analysis to adequately address the practical and strategic needs of women and men. Measures to alleviate and reduce poverty have not fully addressed the worsening situation of women, partly due to limited financial resources and lack of awareness on the existence of these programmes. At the same time, there has been lack of effective co-ordination among various institutions involved in poverty alleviation, leading to reduced impact on the intended target group.

Efforts have been made to create an integrated institutional mechanism for gender mainstreaming at all levels. In order to reduce the burden of poverty on women and other vulnerable groups, Government has come up with a Poverty Strategy Reduction Strategy Paper (PRSP) for 2002 – 2004. The PRSP, which also focuses on social sector activities with a view to enhancing their service delivery

effectiveness, aims at addressing the high poverty levels. Gender has been mainstreamed in this document in view of the differential impact of poverty on women and men.

The Gender Division is working with the Ministry of Finance and National Planning including sector ministries so as to ensure that gender is taken on board in the preparation of the national and sectoral Budgets. In 2004, GIDD participated in the Medium Term Expenditure Framework process, a three-year framework within which available resources (both government and donor) are allocated to different sectors based on Government objectives. It is a process for matching limited resources with unlimited needs, an integrated system through which all resources are allocated on the basis of priorities; a medium term focus into resource planning, so as to plan ahead for changes in policy and expenditure reallocations; and enhancing predictability in the flow of resources. GIDD has agreed with the Ministry of Finance and National Planning to participate in the various stages of the Budget process including the Budget hearing in order to ensure that gender activities contained in the Strategic Plan of Action of the National Gender Policy Implementation Plan (2003 – 2007) are not omitted.

In order to alleviate poverty, Government, NGOs and other stakeholders have put in place a number of programmes aimed at empowering the disadvantaged groups, especially women. The National Gender Policy Strategic Plan of Action highlights activities to address poverty especially among women and children. In 2001 the National Gender Machinery disbursed a total of US\$ 134,123 in grants to women Community Based Organisations to enhance the economic empowerment of women and consequently reduce poverty levels among the vulnerable.

Measures to alleviate and reduce poverty have not fully addressed the worsening situation of women, partly due to limited financial resources and gender analytical skills and techniques among planners and implementers. Gender equality is still far from reality in areas of trade and investment liberalisation. On Debt Cancellation, Government and NGOs have engaged donor agencies in discussions regarding writing-off the Zambian debt of US\$ 6.5 billion so as to alleviate poverty among vulnerable groups.

NGOs have addressed the issue of women in the informal economy based on the objectives and strategies of the National Gender Policy. The Gender Division has been involved in capacity building activities especially in the area of entrepreneurship development. A programme supported by International Labour Organisation (ILO) was established in 2003 to provide future support to women in the informal sector as a way of fostering the economic empowerment. Recognising the importance of the informal sector, the Programme will promote and strengthen micro-enterprise and expand markets and other employment activities and facilitate, where appropriate, the transition from informal to formal sector. It will also provide public infrastructure to facilitate equal market access for women and men entrepreneurs and outreach programmes to inform low income and poor women of opportunities for market and technology access, and create non-discriminatory support services, including investment funds and target poor women in trade promotion programmes.

Despite efforts made in redressing inherited imbalances in income and access to basic health services, education and shelter in the Republic of Zimbabwe, poverty remains widespread. The incidence of poverty has worsened over the years due to recurrent droughts, inflation caused by fiscal imbalances and low-income growth and unemployment opportunities. A Poverty Assessment Survey undertaken within the framework of Economic Structural Adjustment Programme

confirmed that female-headed households are poorer than male-headed households. The 74 percent of female-headed households in urban areas are classified as poor and very poor as compared to 57 percent of male-headed households. In rural areas 80 percent of female-headed households are classified as poor as compared to 69 percent of the male-headed households.

There is still a significant gap between rural and urban areas in terms of access to health facilities. In rural areas people still travel more than eight kilometers to get to a health centre. Women who have limited access to productive resources, skills and employment opportunities have limited access to health resources.

Most Zimbabwean women are employed in the rural sector and account for the highest number of economically active females in Zimbabwe 35.11 percent women are self-employed as compared to 17.54 percent men. It is important to note that these are areas where incomes are very low and the jobs are least secure. In the private sector 85 percent of women are employed in agriculture, 79 percent in services 3.37 percent in commerce while 68 percent men are in agriculture, 11 percent in manufacturing and 4.47 percent in commerce.

The Government of Zimbabwe is committed to the inclusion of women in the mainstream economy through their economic empowerment. Gender is being mainstreamed in macro-economic policy and development policies and programmes are being subjected to a gender impact analysis. Women are being provided with economic safety nets. Efforts are being made to enable women to obtain affordable housing, improve agricultural productivity in order to ensure national food security and self-sufficiency, and to ensure women's equal access to economic resources, including the right to own and inherit land, credit and other productive resources.

Access to, and control of communal land by women is still hindered by customary law, however the Deeds Register Amendment Act 1991 which specifies the right of women to register immovable property in their own name enables women to have access to and control of rural and urban commercial land. Under the recent land reform programme, women were given a 20 percent quota for land resettlement but figures indicate that between 9 – 12 percent women benefited. Even though the land reform process has clearly defined laws and regulations that promote the participation of everyone regardless of sex, colour or creed, culture when used in a distorted manner serves to disempower and marginalize women and erode all their rights of access to, control of as well as ownership of land.

Access to capital is another challenge facing women. No law prohibits women from acquiring loans from banks or other financial institutions. Both single and married women can, at law procure loans from financial institutions to purchase houses or other forms of property or for business. Until recently Banks required women's loans application to be guaranteed by a male guardian.

A one billion-loan facility was set up for small to medium scale entrepreneurs for start up capital. The President has set up a special fund (women's grants) for disadvantaged women who include widows in rural areas for income generating projects. Women's groups have also been given input support in the form of peanut butter, oil pressing machines, sewing machines and bread ovens and start-up capital to kick start income generating projects. Women's clubs have played a great role in assisting women to finance their income generating projects. These groups are aimed at providing finance to women's business initiatives. The issue of women in Business and Finance has received

attention following the emergence of groups such as the Indigenous Business Women's organisation.

Apart from South Africa which has provided a detailed analysis on the policies and interventions carried out to in the different sectors of the economy, to ensure that either mainstreaming or women specific empowerment programmes are implemented, reports from most Member States have not been able to provide all the information on the activities that are being implemented by the various stakeholders. Most Member States have not been able to indicate the impact of the programmes, which have been implemented in the past decade especially the Micro, and medium scale enterprise development initiatives. These are among the areas that will require actions during the future planning.

7. HIV and AIDS

The Acquired Immune Deficiency Syndrome (AIDS) is impacting negatively on women and children in the SADC region. The disease continues to claim the lives of many women and girls. The introduction of home-based care has increased the burden on women due to lack of welfare support system. SADC Member States have instituted a number of national responses to the HIV and AIDS pandemic.

In the Republic of **Angola**, the most recent UNAIDS statistics indicate that 37,000 children (0-14), 190,000 women (15-49) are infected while the average total of number of infected adults is 320,000 (varying between 250,000 and a maximum number of 450,000). The pandemic has also resulted into approximately 100,000 orphans. The Government coordinates implementation of a Multi-Sectoral Commission on HIV and AIDS. A National Strategic Plan and Programme on HIV and AIDS is under implementation. NGOs are also implementing HIV and AIDS programmes that include awareness raising on the pandemic, support to victims of HIV and AIDS.

In the Republic of **Botswana**, HIV and AIDS programmes have been mainstreamed across all sectors, however gender issues have not been considered in most HIV and AIDS interventions within and outside government.

A gender issues paper has been commissioned to inform all interventions, and serve as an advocacy tool to enable senior policy makers, politicians and members of the National AIDS Council to understand the relevance of gender issues to all operations related to the pandemic, capacity building and developing training materials.

In 2001, the government organized the first National Conference on Gender and HIV and AIDS to provide an understanding of the social dynamics of HIV and AIDS and the relationship between gender and HIV and AIDS to representatives of government institutions, Parliament, Parastatals, Private and Civil Society Organisations, University of Botswana and Research Institutions. The government has also collaborated with UNDP, the Commonwealth Secretariat in organising a workshop on mainstreaming gender into HIV and AIDS Initiatives in Botswana in 2002.

During the revision of the country's HIV and AIDS Strategy, the National AIDS Coordinating Agency consulted the Women's Affairs Department to ensure that gender is mainstreamed into the document.

It is estimated that 351,000 people are living with HIV and AIDS and are eligible for anti-retroviral treatment (ART) in the **Democratic Republic of Congo (DRC)** ²⁵. Conflict in the country has contributed to these rates of HIV and AIDS infections.

The government has initiated a nation response to halting the spread and reversing the current trend of the HIV and AIDS pandemic. Among the key achievements has been the setting up of monitoring sites through the National Programme for the fight against AIDS in 2003 at Mbadaka (rate: 5.2 percent), Mbuji-Mayi (3.2 percent), Lubumbashi (7.0 percent), Kinshasa (3.8 percent) and Matadi (3.7 percent). Other achievements include the inauguration of action-based partnerships and a multi-sectorial approach to HIV and AIDS. This approach is supported by three pillars, namely: community mobilisation, strengthening the capacity of the actors; and access to the prevention and treatment services. These efforts have started to yield results, for example, maternal deaths were reduced from 1 837 to 1 289 for every 100,000 live births between 1999 and 2004. This maternal death rate is still very worrying, and is without doubt one of the highest in the world.

The key challenges for the DRC include improving the working conditions of health professionals and medical personnel; equipping health clinics in the rural areas; providing medicines to State hospitals and health clinics and establishing mobile operating theatres and clinics in the rural areas. Other challenges include making the screening for HIV and AIDS systematic, obligatory and free; and facilitating access to treatment by people living with HIV and AIDS. Among the priority measures for the national response to HIV and AIDS are the involvement of men in responsible management of sexuality and parenthood; adoption of laws increasing the age of marriage for young girls to 18-years, and undertaking awareness programmes in the rural and urban areas.

UNAIDS estimated the adult prevalence rate of HIV and AIDS at 31 percent in the **Kingdom of Lesotho**, the fourth highest HIV prevalence in the world. In 2002, women constituted 55 percent of the total number of adults infected with HIV. The 75 percent of all reported AIDS cases were reported among young women between 15 –29 years.

Both the Senate and National Assembly have established standing committees on HIV and AIDS. These committees have a mandate to ensure that HIV and AIDS is treated as a cross cutting issue and features on all the Parliamentary programmes. In addition, Parliament is ensuring that laws respond to the HIV pandemic. The enactment of the Sexual Offences Act has provided for compulsory testing of any person who is charged with a sexual offence. Where a conviction is secured, HIV results will be taken into account for purposes of sentencing.

The Kingdom of Lesotho has registered some key successes in its response to HIV and AIDS. Each Ministry is required by National Policy to disburse two percent of its Budget to HIV and AIDS activities. One of the achievements was the setting up of National AIDS Programme Coordinating Authority (LAPCA). All government ministries at different levels, non-governmental organizations, bilateral development partners, the church and the traditional healers are represented. LAPCA is responsible for coordinating all HIV and AIDS activities using a multi-sectoral implementation framework; and for harmonising HIV and AIDS activities, mobilizing resources and facilitating inter-sectoral and inter- actor collaboration.

²⁵ National Programme for the Fight against AIDS (PNLS)

The government has also adopted a National HIV and AIDS Policy. The policy framework aims to maintain sustained political commitment at the national, regional and district levels and emphasizes the need to coordinate responses to HIV and AIDS. Central to this framework is ensuring that the public has access to appropriate information, education and counseling services. In addition, the policy aims to empower vulnerable and disadvantaged groups and safeguards a human rights - based approach to prevention and care. The national HIV and AIDS Strategic Plan was approved by Parliament in 2000. The strategic plan outlines four thematic areas for responding to HIV and AIDS namely, prevention and behavioural interventions by way of information, education and communication. This thematic area is coordinated by the Ministry of Education; treatment Care and Support which is the responsibility of the Ministry of Health and Social Welfare; impact Mitigation interventions or efforts that are the responsibility of the Ministry of Agriculture; and HIV Voluntary Counseling and Testing.

According to the gender and human rights analysis done by UNIFEM and SAFAIDS in 2003, the HIV and AIDS Policy and strategy were found to be silent on both gender and human rights. The Policy does not adequately provide for gender. The major challenge therefore is to engender both the Policy Strategy as well as HIV and AIDS programmes to ensure that they respond adequately to the gender and HIV and AIDS concerns.

HIV and AIDS heavily afflict The Republic of **Malawi**. The prevalence rate is at 15 percent for the 15 - 49 age group. The new HIV infections among young women in the 15 to 24 years age group is about four to six times higher than that for young men of the same age group. In 1998, 46 percent of adult infections occurred amongst youth with young women accounting for 60 percent of those new infections. The HIV infection figures further show that more young women are infected than their male counterparts. Opportunistic infectious diseases such as tuberculosis that has increased by 500 percent between 1985 and 1999 have affected women more.²⁶ The HIV and AIDS pandemic is also creating an estimated 70,000 orphans per year.

HIV and AIDS awareness in Malawi is very high, at 99 percent among women and 100 percent among men. In 2000, 84 percent of women and 92 percent of men were aware that a "healthy-looking" person could have the AIDS virus. In 1995, such awareness was at 74 percent and 86 percent for women and men respectively. About two thirds of both men and women knew that the HIV virus could be transmitted from mother to child during delivery and pregnancy.²⁷ This can be attributed to awareness raising programmes through the media, public meetings, youth programmes, and information, education and communication, and behaviour change campaign materials coordinated by the National AIDS Commission of Malawi and implemented by government agencies and NGOs. The Ministry of Gender and Community Services and the Ministry of Health have produced, printed and widely distributed posters, leaflets, manuals, and booklets on sexual and reproductive health specifically for women. Emphasis is being placed on behavioural change in the current programme, in particular addressing cultural practices that predispose women and men to the infections.

Although the level of knowledge on HIV and AIDS is high, behavioural change remains low. For example, the Malawi Demographic and Health Survey indicated that 47.7 percent of women and men, who had multiple sexual partners, did not protect their partners from HIV infections in the

²⁶ . Malawi Government, 'Poverty Reduction Strategy Paper' (Malawi Government; Lilongwe, 2001).

²⁷ . Also: UNDP, *Malawi National Human Development Report 2001* (Lilongwe; UNDP, 2001).

twelve months that preceded the Malawi Demographic and Health Survey. 48.6 percent did not tell their partners about their HIV status and only 12.3 percent used condoms, possibly because the immediate, underlying, and basic causes of infections are not being addressed. While it is assumed that a high proportion of the population is aware about HIV and AIDS, the majority of rural women are less knowledgeable about HIV and AIDS because of their limited education and high level of illiteracy.

The government is making efforts to address the gender and the human rights dimension of HIV and AIDS and monitoring and evaluation; and has also put in place programmes that aim at scaling down the impact and effect of HIV and AIDS pandemic on women. Programmes for the prevention of Mother to Child Transmission (PMTCT) and the provision of Nevirapine to babies at birth while the positive mother is given ARVs are ongoing. Women and men are encouraged to go for Voluntary Counseling and Testing (VCT), and women who are found HIV positive are encouraged not to fall pregnant for the sake of their health and that of the baby.

Youth Friendly Health Services have also been introduced in some health centres and hospitals to provide sexual and reproductive health (SRH) services on contraception and treatment for STI's to girls and boys in a friendly environment.

The majority of cases of HIV and AIDS in The Republic of **Mauritius** are found in the age group 20-39 years. Since 1987, the Ministry of Health and Quality of life has been implementing a National Aids Control Programme (NACP) to reduce the incidence of HIV infection. Educational activities form the backbone of the HIV control programme. Special attention is also paid to preventing mother to child transmission (PMTCT), high-risk behaviour sex workers and intravenous drug users and the youth. The public is educated on modes of transmission of HIV and AIDS and protective measures through printed materials and video films. The Programme also distributes free condoms to urban and rural areas. In addition, counseling and testing services and antiretrovirals are being provided in the five regions.

All pregnant women attending antenatal clinics are counseled and tested with their consent. A protocol has also been established to treat HIV positive women and provide artificial milk for a period of two years to their newborns. This protocol has enabled the reduction of MTCT from 30 percent to less than 5 percent.

To ensure a more global approach in the fights against Aids, various Ministries, development partners such as UNFPA and NGOs have come together to formulate a Multi-Sectoral National Strategic Plan with the assistance of UNAIDS. A National Aids Committee (NAC) chaired by the Deputy Prime Minister and the Minister of Finance has been set up. The main purpose of this committee is to monitor the implementation of the National Strategic Plan on HIV and AIDS.

A Multi Sectoral Advisory Committee has also been set-up to recommend plans of actions to implement the strategic framework. This Committee advises the NAC on issues relating to HIV and AIDS and critical emerging issues.

In Mauritius, the issue of other vulnerable children (OVC) is not currently a matter of concern, however, if not properly monitored, the number of orphans will increase. The government has developed strategies and implemented programmes for prevention, protection and rehabilitation of children infected and affected by HIV and AIDS.

In the Republic of **Mozambique**, HIV and AIDS is acknowledged as one of the 10 main causes of death and women are the most affected. Gender inequality is a key factor in the spread of HIV and AIDS in Mozambique. The majority of women has little access to information on the disease and is often not able to exercise their sexual rights. Even with enough information to assess the risks, their social and economic position does not allow them to negotiate safe sex or be faithful to one sexual partner. In 2001, HIV prevalence among adult people was estimated as 12.2 percent. The infection rate is higher in the 15 - 19 year-old age group (16 percent girls and 9 percent boys)²⁸.

A law was enacted by the parliament to prohibit employers from discriminating against employees on the grounds of their HIV and AIDS infection status.

The government has formed a National AIDS Council (NAC), which has drawn up a National Strategic Plan for HIV and AIDS. The government has also put in place a Reproductive and Sexual Health Strategies and Policies for young teenagers; a strategy for the reduction of maternal deaths and established HIV Voluntary Counseling and Testing Centers.

Using the media, a number of campaigns have been conducted by the government and NGOs to raise awareness about HIV and AIDS and calling for behavioural change.

In the Republic of **Namibia**, Women account for 53 percent of all reported new HIV cases at health facilities. In 2002 HIV prevalence among pregnant women was 22 percent. The MOHSS introduced a National Program for the prevention of Mother – to – Child HIV transmission in 2001 using Anti-Retroviral Drugs, Nevirapine. The service is now available for pregnant women in most regions of the country. The Third Mid- Term Plan on HIV and AIDS for the period 2004 – 2009 has been launched and is ready for implementation.

The MBESC and MHETEC have adopted a National Policy on HIV and AIDS for the education sector in 2003. Similarly, the Ministry of Fisheries and Marine Resources has adopted an HIV and AIDS Policy. Parastatals such as NAMDEB, is providing Retroviral Drugs to its employees who are HIV positive. There is hope that other state owned enterprises will soon follow suit. The Ministry of Women Affairs and Child Welfare's project on Mainstreaming Gender in Reproductive Health – have introduced the female condom. The project, through workshops and meetings demonstrates the use of the female condom throughout all the regions. The condom was welcomed by many people and is distributed free of charge with the assistance of the UNFPA. There are also successful initiatives by NGO's geared towards the combating of HIV and AIDS such as The Catholic Aids Action and Lironga Eparu, which are dealing with HIV Positive people and advocating on living positively.

The Department of Health in the Republic of **South Africa** estimated that by the end of 2001 about 4.74 million or 1 in 9 South Africans were HIV-positive²⁹. In 2001, more women (56 per cent) than men were living with HIV and AIDS. This manifests itself in HIV-prevalence peaking not only in younger age cohorts for women, but also amongst women over 35 years. African women are currently particularly affected, and the root causes of this vulnerability are complex. While physiology affects women's greater risk of HIV infection, this is compounded by women's lower socio-economic status and discriminatory cultural practices. At the core is women's lack of

²⁸ FNUAP 2002:2-3

²⁹ The results of the 2002 survey have not yet been released.

autonomy and control over their sexuality in sexual relationships. Women are especially impacted by cultural norms relating to gender, which are often enforced by violence, thus their vulnerability to being infected and affected by HIV and AIDS is inextricably linked to gender inequality at all levels.

Although some attention is paid to women specific needs in the National HIV and AIDS Policy, there is clearly need for a comprehensive gender analysis of the policy. Key areas of concern for women include the prevention of mother to child transmission, the provision of anti-retroviral drugs in the public sector, and legislation regarding post exposure prophylaxis.

The HIV and AIDS/STD Strategic Plan for South Africa, 200-2005 recognises that the imbalances and inequalities between women and men, have placed women in a position of not being able to negotiate safer sexual practices with their partners. It acknowledges that these social vulnerability of women should be addressed in order to ensure that women do not suffer discrimination, nor remain unable to take effective measures to prevent infection'. Nonetheless the gendered dimensions of the epidemic are not sufficiently taken into consideration. Rather the Plan treats women as vulnerable group compromising mothers, survivors of violence and sex workers, which requires special measures. An example of the failure to mainstream women within the Plan can be seen in the section on 'Human Rights'. This section calls for open discussion and a protective legal and policy environment, but does not mention women's rights, except in relation to sex workers and victims of sexual assault. Moreover, there is no immediate evidence of a gendered approach in the policy goals for treatment, care and support, or in relation to education about safe sex behaviour or youth.

The Plan encourages the 'women's sector' to develop its own policies. This seems to reinforce the marginalisation of women, rather than acknowledging the need to integrate or mainstream gender (the differing interests and needs of women and men) into all aspects of policy.

This results in policy gaps and silences. For example, it is not obvious from the Plan that an understanding of human rights includes women's sexual rights or equality or bodily integrity in negotiating safe sex –or that young girls will be prioritised in a particular way in policies relating to youth. Issues such as socio-cultural practices that impact on women's vulnerability are not addressed.³⁰ In South Africa, it is estimated that 11 million Sexually Transmitted Infections (STIs) cases occur annually. Although this report separates STIs and HIV, the epidemiological and biological evidence show that STIs are co-factors in the transmission of HIV means that controlling STIs has become a high priority for South Africa. It is one of the main strategies for HIV control. The development and implementation of the STIs policy has been both participatory and relatively effective since 1990. It has also been characterised by strong national and international linkages and effective use of government and non-government expertise.

A National Strategy for the control and management of STIs was introduced by the Department of Health in the latter 1990s. This was done in collaboration with a broad spectrum of stakeholders and based on the World Health Organisation's recommended approach to STIs referred to as 'syndromic management'. This resulted in amending the National STI Treatment Guidelines to include safer sex education, condom promotion, and partner notification and treatment.

³⁰ As quoted in the Draft Report of the African Gender and Development Index: South African Section, 2003/2004 (Researchers: Centre for Applied Legal Studies, Witwatersrand University)

In addition, the 2000-2005 HIV and AIDS/STD Strategic Plan emphasises access to STI services for women, together with youth and migrant workers. This has become a priority with the AIDS Plan.

The policy promotes access to and enhanced quality of STI services through the primary health care system. As reproductive health care has also been integrated within the primary health care system, simultaneous integration of STI and reproductive health services has occurred (e.g. the promotion of syphilis screening in pregnancy).” (AGDI)

Combating HIV and AIDS ranks high among the top priorities in government plans and is an integral part of poverty eradication efforts in the **United Republic of Tanzania**. HIV and AIDS is among the agenda in all fora of the government, NGOs, religious organizations, private sector and trade unions.

The Tanzania Commission for AIDS (TACAIDS) was established in 2000 and the Zanzibar AIDS Commission in 2003. These Commissions are charged with formulating policies, strategies and advocacy programmes to combat HIV and AIDS; and developing monitoring and evaluation indicators to measure the impact of these responses. In 2001, the country developed a National Policy on HIV and AIDS and a National Multi-Sectoral Strategic Framework on HIV and AIDS for the period 2003-2007. The Ministry of Community Development Gender and Children has prepared a Community Based Strategic Framework Protection of Women and Children against HIV and AIDS to cover the period 2001-2005.

Prevention of Mother To Child Transmission of HIV (PMTCT) services interventions have been established and include the provision of Anti-Retro Treatment (ART) to people living with AIDS; training of health care staff to manage and monitor PMTCT programmes; and special sensitisation programmes on home-based care of HIV and AIDS patients.

The Government of the Republic of **Zambia** attaches great importance to the promotion of women’s health. At national level, the nutritional status of girls, maternal morbidity and mortality, high fertility rates, access to and utilisation of family planning services, safe motherhood, and HIV and AIDS have been identified as areas of concern. The incidence of HIV and AIDS and Sexually Transmitted Infections (STIs) remains a major source of concern and like other countries in SADC, the government recognises the gender dimension of the HIV and AIDS.

The government is implementing an integrated reproductive health approach to provide basic health services to individuals. It has also embarked on a multi-sectoral response involving government, businesses, civil society organisations, communities and people living with HIV and AIDS. Efforts are being made to improve health care delivery by reforming the health sector. An important component of health reform programme is the Primary Health Care (PHC) restructuring programme, which focuses on high-risk, underprivileged and vulnerable groups like women.

The government has formed the **Zambian National AIDS Council (NAC)**. In consultation with its stakeholders, the Council has integrated gender issues in the Nation Plan of Action on combating HIV and AIDS in Zambia.

The National Gender Machinery in collaboration with NAC and the World Bank has come up with a number of programmes and activities aiming at mainstreaming gender into HIV and AIDS

activities. Among other things, the programmes will focus on HIV and AIDS in relation to gender relations, culture, political, social and economic power imbalances, social marginalisation and Gender Based Violence (GBV). Initially, the focus will be on the Public Service and will target the Cabinet Office, Gender Focal Points in the line Ministries and Provincial administration. GIDD, NAC and the World Bank have organized a training programme on integrating gender into Multi-sectoral AIDS Programmes (MAP) for HIV and AIDS Focal Point Persons.

The HIV and AIDS epidemic, malaria, TB and diarrhea continue to bring additional pressure to the health delivery system in The Republic of **Zimbabwe**, especially against a backdrop of declining resource support to social services. Rising poverty levels, poor environments and HIV have contributed to the resurgence of TB, malaria, Diarrhea and other formerly curable communicable diseases. Maternal and infant mortalities are also on the increase due to HIV. The government in collaboration with NGOs is implementing a National AIDS Control Programme.

Zimbabwe has drafted a Domestic Violence Bill which outlaws domestic and gender based violence. The Sexual Offences Act of 2000 also complements legislation outlaws rape and willful infection with HIV.

PART C: WAY FORWARD – FUTURE PRIORITIES

This section of the report highlights the major constraints and challenges in the implementation of the critical areas of concern of the Beijing Platform for Action and further initiatives such as the Millennium Development Goals (MDGs); and the most urgent issues and actions that needed to be addressed in the sub-region. These issues have been garnered from the outcome of the sub-regional Intergovernmental Meeting of Experts for the Decade Review of the Beijing Platform for Action in Southern Africa³¹, the National reports appraising the implementation of the Beijing Platform for Action (Beijing +10), findings of the United Nations Secretary General's Task Force on Women, Girls and HIV and AIDS in Southern Africa and other relevant reports.

CONSTRAINTS AND CHALLENGES IN THE IMPLEMENTATION OF THE BEIJING PLATFORM FOR ACTION AND FURTHER INITIATIVES

Policy Constraints

- a) Lack of ownership of the Gender Policy by some government ministries, NGOs and the Private Sector. Women's issues are still viewed as the exclusive responsibility of the National Women's Machinery, and as such, other extension departments or divisions consider gender as of secondary concern to their regular work.
- b) Delay in developing and approving gender policies and strategic plans and programmes.
- c) Inadequate information flow and networking among different stakeholders. Gender policies are inadequately disseminated and there is no adequate linkage between policies at the sub-regional level and actions at national and grassroots levels.
- d) Concentration of gender and development activities by government, civil society, and other stakeholders in urban areas, which has led to the marginalisation of rural areas where the majority of women live.
- e) Unclear objectives and non-adherence to the stated objectives by most NGOs leading to lack of focus, duplication of efforts and sub-optimal utilisation of resources.

Institutional and Structural Constraints

- a) National Gender Machineries are given broad mandates that require them to be "jacks of all trade" while they lack the requisite capacity. The machineries are generally understaffed, inadequately funded, and not strategically positioned within the government structures.
 - b) Limited knowledge and institutional capacities for effective implementation of gender and development activities.
 - c) Lack of monitoring and evaluation and accountability mechanisms for reporting to parliaments, assessing gender budgeting and carrying out gender impact assessment. Gender Focal Points (GFPs) are not usually senior officials in the planning and monitoring functions with the capacity to influence policies and programmes. The Terms of Reference designed
-

for GFPs are often not specific about their gender responsibilities and as a result, are regarded as secondary functions to the focal person's normal duties. They are usually having inadequate knowledge of gender issues and lack training in gender mainstreaming.

- d) Most countries lack standard sex-disaggregated data or proper databases at national statistical offices. Many still have not developed gender indicators and/or are not fully utilising them. Statistics Offices may still not be aware of the specific gender requirements for data collection and analysis.
- e) In terms of sub-regional mechanisms, the experts noted that the SADC Gender Unit is currently under-staffed. There is need to strengthen the Unit with human and financial resources. It is also necessary to set up a Regional Gender Advisory Group, composed of Experts in Gender that will provide the necessary support to SADC Gender Unit and ICM in monitoring the Implementation of the Gender and Development Programme as outlined in the RISDP. The Group will also advise SADC Ministers Responsible for Gender or Women Affairs when they convene to monitor implementation of the Gender and Development Programme.

Capacity building Constraints

- a) There is a big misconception and misunderstanding of gender and development issues at all levels. As a result, the crosscutting nature and position of gender in certain institutions is not understood; and gender as a planning and development tool is sometimes omitted in strategic plans. At community level there is misconception about gender and advancement of women. Gender is often viewed as alien and contrary to the cultural beliefs.
- b) Only a few experts in the ministries have the requisite gender competencies and awareness of gender equality instruments to implement policies and assist in mainstreaming of gender.
- f) Gender audits limit themselves to a narrow and technical reading of the provisions of the Policy Framework to assess government's compliance with the Beijing Platform for Action. These audits do not assess the skills level of Gender Managers, and the financial resources allocated for gender within individual departments. Such an analysis allows for a more realistic assessment of what is needed to ensure effective gender mainstreaming.
- c) Although there are a number of frameworks and broadly agreed-on indicators for gender mainstreaming, these are not effectively mainstreamed within the appropriate structures within government. To this extent, monitoring and measuring the progress of the gender programme remains to a large extent, a parallel process at the level of the National Women's Machinery.
- d) Limited knowledge and capacity to address gender through out the entire public sector and among other development agents.

Legal Constraint

- a) Some African traditions lead to deep-rooted cultural perceptions and practices that adversely affect women.
- b) Conflict between customary law and common/statutory law. Some customary laws are in conflict with statutory laws and run at variance with the gender agenda.

-
- c) Most countries do not have Gender Equality Acts to legalise implementation of gender mainstreaming, and some national constitutions still contain discriminatory elements that hamper the implementation of gender policies and frameworks.
 - d) Despite the Constitution calling for equitable representation of women in Parliament and other elective public structures, the prevailing social and cultural practices inhibit active women's participation in politics and decision-making.
 - e) The gap between ambitious legislative measures and actual delivery on the ground. In the face of increasing competition between sectors for scarce resources, the establishment of sustainable plans for the development of vulnerable groups (especially women, children and the elderly) is critical. Monitoring these plans for actual delivery, measured against realistic performance criteria is also essential.
 - f) Even though Member States have ratified CEDAW, some provisions of this International Instrument, such as trafficking of women and children, education, media, and land are not addressed to correct the existing imbalances.

Constraints to Women's Representation in Political and Decision-making Structures

- a) Low representation of women in most countries of the sub-region in areas of decision-making including parliament, judiciary, political party structures and the executive.
- b) Women's access to decision-making is hindered the absence of a comprehensive affirmative Action Plan, low levels of education among women, gender insensitive policies, lack of resources and prevailing gender stereotypes based on customs and traditions.
- c) Isolation of women in leadership positions at local governance level.

Constraints to Poverty Reduction and Women's Economic Empowerment

- a) Women do not have access to productive resources such as credit facilities and land especially in rural areas. In some countries the financial resources targeted for women are inadequate and men tend to exploit the situation, particularly where husbands have to be consulted by women in order to gain access to credit. This is exacerbated by the negative cultural attitudes banks have towards women borrowers.
- b) Women are productive, reproductive and community management roles are often unrecognized, and there are no mechanisms for including women's unremunerated work in the GDP.
- c) Economic reforms such as structural adjustment programmes have introduced the privatisation of essential commodities and basic services such as water and health facilities; and tuition fees has increased the cost of goods and services thereby making them inaccessible to women.
- d) Access to and knowledge of communication technology like e-mail, Internet and telephones is still out of reach in most rural areas. Coupled with poor infrastructure road network this

-
- has marginalized women's competitiveness in economic markets and has restricted their access to economic information.
- e) Inadequacy of statistics on numbers and conditions of women mainly employed in the public and private sector limit prospects for determining the necessary support structure and prompting timely intervention.
 - f) Gender stereotypes regarding the role of women as household makers, thereby rendering them unfit or unqualified to take technical vocational subjects which are more paying.
 - g) Some workplaces are not responsive to the needs of women. In some cases they do not have appropriate facilities such as the day care centres for breast-feeding mothers. Women's rights such as increased maternity leave has often led to loss of jobs and discourages women to continue working if they are in their reproductive age.

Constraints to HIV and AIDS

- a) Systemic traditions and armed conflict has exacerbated sexual violence and perpetuated the spread of HIV and AIDS.
- b) Public health facilities are very few and are located far apart. Most of these facilities have no capacity to offer adequate obstetric services to difficult births; few deal with ante-natal and family planning services and treatment for sexual transmitted diseases and syphilis.

URGENT ACTIONS REQUIRED – THE WAY FORWARD

Policies

- a) Review National Gender Policies and incorporate new and emerging critical areas of concern. Translate policies into local languages and facilitate wide dissemination.
- b) Legally back National Gender Policies in order to enforce implementation of the Plans of Action.
- c) Develop an advocacy programme in order to ensure the effective implementation of gender and development activities.
- d) Increase consultative activities to harmonise and rationalise the operations of the various actors. National Machineries should also facilitate the participation of people with gender expertise in policy dialogue so as to influence macro-economic and sector specific policies.

Institutional and Structural Framework

- a) Rebuild institutional mechanisms for advancing gender equality to well-resourced and well-staffed offices placed at the level of full ministries or in the President's Office. Progress in this regard should be checked at the SADC Annual Heads of States Meeting.
- b) National gender machineries should concentrate on coordination, collaboration, providing backstopping services and networking with other sectors to assist them mainstream gender into their macro and sectoral policies.

-
- c) Strengthen the capacity of the government to deliver, at local level. Decentralise and strengthen institutional structures and linkages at district and community levels to advance the realisation of Gender Equality goals.
 - d) Governments should be challenged to ensure adequate resource allocation to the national gender machineries. A certain fixed percentage of the national budget should be allocated to institutional mechanisms, and this percentage should be protected and guaranteed by an act of Parliament.
 - e) Gender Focal Points should be institutionalized and special posts on gender should be created in sectoral ministries. Job descriptions for GFPs should have gender as a key result area.
 - f) Governments should establish strategic alliance with stakeholders: NGOs, CBO, religious based organizations, and civil society organizations; private sector; public departments, and agree on distribution of roles and responsibilities.
 - g) Governments should continue to collaborate with donors on programmes aimed at achieving gender equality and women's empowerment. On their part, donors should coordinate their activities and establish gender caucuses taking into account national priorities in the spirit of partnership and mutual trust.
 - h) Enhance and strengthen capacity of sub-regional gender structures such as the SADC Gender Unit.
 - i) Women's coalitions or umbrella organizations should set up a task force to be responsible for the regular monitoring of governments' attainment or non-attainment of targets set by national, regional and international commitments on gender equality. Reports from these monitoring exercises should be distributed at all levels in the public, private and civil society spheres, and forms the basis for continued lobbying.

Capacity Building

- a) Introduce specific measures that will compel institutions to mainstream gender into their policies, programmes and projects.
- b) Unpack gender mainstreaming as a concept and adopt both a gender mainstreaming and a women rights based approach in policy development and implementation.
- c) Develop and implement a gender capacity building programme to strengthen institutional mechanisms and consolidate the process of gender mainstreaming. The programme should include components of gender training, information production, dissemination and networking.
- d) Ensure all sectors of the economy address gender concerns in their planning, budgetary, implementation and monitoring and evaluation processes, by developing sector specific gender competencies and mainstreaming capacity.
- e) There should be rigorous information dissemination by the National Women's Machinery, Decentralize the operations of National Women's Machinery to sustain programmes at district and community levels.

-
- f) Governments should enhance coordination, monitoring and evaluation mechanisms by establishing benchmarks for monitoring implementation of the sub-regional, regional and global gender frameworks. Key gender outcome indicators should be formulated and incorporated in national development plans. The coordination role between National Statistics Offices (NSOs) and sectoral ministries as well as national gender machineries should be strengthened. There is a need to empower statistical offices to disaggregate data through training in gender research and data analysis.
 - g) Harmonise ECA, SADC, DAW and the Commonwealth Secretariat reporting tools.
 - h) Invigorate the women's movement by enhancing their resource base and training gender activists in lobbying and advocacy skills.
 - i) Education and training in the family, youth programmes, leadership, and mentoring programmes for girls and boys should be enhanced.
 - j) Develop the gender expertise of colleges and institutes so as to strengthen their ability to assist in gender sensitisation and analysis.
 - k) Strengthen capacities in monitoring and evaluation both at national and sub-regional levels; ensuring harmonization of the reporting guidelines and tools used by the various regional and international organizations.

Legal Reforms

- a) Translate global and regional declarations and protocols such as CEDAW and expedite constitutional reforms to enable domestication of international commitments into national laws.
- b) Enact legislation that domesticates all regional and international instruments that are legally binding.
- c) Countries need to ratify some of the protocols including the Additional Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa. After domestication, there should be activities and governments should be held accountable for non-action.
- d) Transform declarations entered into by SADC countries such as the SADC Gender and Development Declaration into Protocols.
- e) In a bid to eliminate harmful cultural and traditional practices, there should be a concerted effort to harmonize customary and common laws.
- f) Amend Constitutions to eliminate the provisions that currently exist for the discrimination of women and girls through customary and personal law to ensure that member States Constitutions are gender sensitive. It is important to lobby for inclusion and adoption of an Equality Clause or a Bill of Rights in the Constitution.
- g) All policies and programmes should mainstream a rights based approach so that all persons in SADC acquire full citizenship rights.
- h) Governments should set up and enshrine in law commissions on gender equality or an equal opportunity commission, with the mandate to oversee the legislative framework and to keep

government and all institutions accountable to gender justice and equality. These entities also should develop areas of research and study for the generation of gender disaggregated data and introduce consistently policy papers on the status of women within their countries; and interface with all sectors of society to ensure accountability and the incorporation of gender justice into the public, private and civil society sectors.

- i) Access and/or assess what constitutes adequate resources to enable meaningful gender mainstreaming of legislative processes. This includes provision of funding for the work of Parliamentary Committees.
- j) Civil society groups working in the areas of gender and human rights should form umbrella bodies or coalitions in countries, where such an entity does not exist, to serve as a focal point on gender justice activism in the country.
- k) Intensifying efforts aimed at empowering women with knowledge on their rights and opportunities, skills as well as sensitising society on practices that negate the women's advancement.
- l) Strengthen a peer review mechanism on gender at the highest level in SADC, which must also include experts from the civil society sector.

Women's Representation in Politics and Decision-Making

- a) Government must adopt affirmative action to protect women and enshrine it in national constitutions.
- b) Electoral reform to legislate proportional representation in political decision making positions should be accompanied by operational guidelines.
- c) Governments should meet the African Union's target of 50 percent women in managerial and decision-making positions in all parastatals, public institutions, regional bodies, media institutions, the judiciary, the public service and trade unions. To this end, SADC should revisit the 30 percent to harmonize it with the African Union's target of 50 percent. This issue should be tabled as an agenda item at the upcoming SADC Summit.
- d) Institute deliberate measures to implement the legislated quota and zebra system as well as affirmative action in order to promote equal participation of women and men in politics and decision-making positions at all levels.
- e) Political parties and the media should be sensitive to gender issues, mentor women candidates through effective training and provision of financial support.
- f) To set up a support fund for women in politics during the elections, while strengthening their capacities in communication and negotiations.
- g) Strong political will and concerted efforts to change the patriarchal attitudes, values, practices and mindset that views political leadership and decision-making as the domain of men.
- h) Strengthen the linkages between democracy and good governance and poverty alleviation strategies to equal participation of women and men in politics and decision-making positions at all levels of governance.

-
- i) Put in place programmes to support NGOs that have taken up advocacy initiatives to support women who stand for elections and document challenges that confront them in their decision to contest for political positions.
 - j) Put in place strong mechanisms to support new entrants into leadership and management positions; and develop the skills of women currently in leadership to implement their roles in an effective manner.
 - k) Strengthening and broadening partnerships and commitment for enhancing women's participation in decision-making processes.
 - l) Enact special measures to increase women's participation in structures and policy-making processes at all levels from the village, to the national and regional levels. Conduct campaigns to overcome the public's attitudinal barriers with respect to supporting and voting for effective women candidates.
 - m) All public and private institutions should use gender and organizational development models to review institutional structures and values in order to restructure them to operate in a gender responsive manner, and to permit the fair and full participation of women.
 - n) Redefine political priorities, the political playing field that ensure good leadership, national democracy and governance reflects women's specific concerns, values and experiences and needs.
 - o) Work with civil society to mount civic education, which aims to eliminate discriminatory attitudes, and practices that discourage women from holding decision-making positions, especially in the public sector.
 - p) Raise awareness about the importance of ensuring that women are part of the decision making structures and processes. Sensitise society on the significance of equal representation of women and men in politics and decision-making positions and intensify voter education and civic education programmes with the aim of increasing the number of women joining politics.
 - q) It is also important to launch the Women's Parliamentary Caucus and provide strong training and support system to women leaders for the duration of their term of office so that they can contribute to gender mainstreaming. Efforts to lobby for the introduction of affirmative action and 'positive discrimination' measures in public institutions are also key.
 - r) The major challenge in ensuring the meaningful participation of women in public life and politics is how to institute an effective quota system, promoting violence –free election campaigns, changing perceptions about women leadership, functional affirmative action policies in political parties and adopting the proportional representation system in the electoral laws.
 - s) It is important that adequate measures are taken not just to encourage the empowerment of women, but also to address those imbalances driven by customary practices at different levels (political, social and economic) of society.
 - t) Monitor elections so as to ensure that they are conducted in a manner that permit the full and equal participation of women as voters and as candidates. Monitor and hold governments accountable for the implementation of the commitments and report on the gaps in reaching the targets to gender equality.

-
- u) Conduct studies that illustrate qualitatively and quantitatively the differential impacts women bring to decision-making and power sharing.
 - v) Enact legislation that domesticates all regional and international instruments that are legally binding – the role of the SADC Parliamentary Forum and the SADC Secretariat must be recognized.
 - w) Lobby for a conceptual and structural redefinition of the patriarchal structures of governance and decision-making that present blocks to women's effective participation.
 - x) Adopt far reaching measures within the framework of the elections unfolding in the region over the next 18 months, to fulfill the commitment of reaching the target of a minimum of 30 percent women in strategic political and decision making positions by December 2005.

Poverty Reduction and Economic Empowerment

- a) Adopt macro-economic and monetary policy frameworks that promote pro-poor growth that has a trickle down effect; and engender global initiatives such as the PRSP.
- b) Adopt pro-poor gender responsive budgeting as the approach for allocating resources at the national and local government levels.
- c) Conduct a time-use study and develop indicators to account for the work performed by women as unpaid care work in national accounts. Governments should include women's unpaid care work in the national accounts.
- d) Necessary to develop tools for budgetary monitoring and to provide expertise on gender responsive budgeting to all stakeholders including policy makers, principal secretaries, heads of departments and planners for effective implementation. These programmes should target key ministries to facilitate the introduction of gender sensitive budgeting as a way of engendering the national budget.
- e) Make effort to invest in infrastructure so as to bring resources closer to homes and reduce the burden of women's care work.
- f) To democratize the economic decision making process all Parliamentary Committees responsible for Finance, Industry, Commerce and Trade have no less than 50 percent of its members as women and ensure that 50 percent of all economic resources are targeted towards directly benefiting women and further that 50 percent of all macro economic, substantive trade and industry business opportunities are made available to women.
- g) Enforce laws that guarantee that women form no less than 50 percent of the beneficiaries of land redistribution schemes and have access to, control over and ownership of land in their own right.
- h) Put in place safety nets and social services programmes as well as monitoring mechanisms to measure the impact of economic policies on targeted beneficiaries.
- i) Support programmes to address the challenges of women-owned enterprises and Small Micro and Macro Enterprises. These programmes should assist women to access funds and understand the market through market research studies and analysis. Efforts should continue to ensure that more credit facilities are made available.

-
- j) The Employment Act needs to be reviewed to include other aspects in detail to encourage career advancement of women and their retention.
 - k) Career talks for women/girls should be given to encourage them to select/choose better professional fields from school. The numbers of women trained in various vocational subjects.

Gender & HIV and AIDS

- a) Governments should demonstrate the highest political will, involvement and commitment to address HIV and AIDS and Sexually Transmitted Infections (STIs). HIV and AIDS should be recognized as a gender issue and should be taken as a priority concern in the sub-region; and national STIs, HIV and AIDS programmes should specially focus on gender issues in the context of women/young girls high rates of infection
- b) National responses should focus on the prevention of HIV and AIDS among young women and girls; girls education; addressing violence against women and girls; ensuring property and inheritance rights of women and girls; and seek to reduce the burden of women and girls in caring for those infected and affected by HIV and AIDS.
- c) Revising macro-economic policies to ensure that they are pro-poor; and national budgets are gender sensitive to take into account women's health care needs.
- d) Access to ARVs should be universally provided to end-users without monetary conditionalities, and post exposure prophylaxis should be readily available.
- e) Provide expectant mothers with ARVs to reduce parent to child transmission of HIV and ensure that once HIV positive women have given birth, they are placed on comprehensive ARV treatment programmes for their own health
- f) Provide access to a broad range of female controlled protective devices such as microbicides and condoms as contraception and protection from HIV and STIs.
- g) Male involvement in addressing STIs, HIV and AIDS and Family Health should be highly intensified.
- h) Conduct medical research in the field of women's health care needs and ensure health care service provision responds to women's specific health care needs.
- i) The media should be systematically targeted to raise awareness about STIs, HIV and AIDS.
- j) Regional solidarity to define strategies to access the global funds for HIV and AIDS should be harnessed.

REFERENCES

ECA/SADC (2004): Report of the Sub-regional Intergovernmental Meeting of Experts for the Decade Review of the Beijing Platform for Action in Southern Africa, 26 – 29 April 2004, Lusaka, Zambia

The Republic of Angola (2004): Report on Women's in Government and Decision-Making Structures in Angola.

The Republic of Angola (2003): Report on the study on the Assessment of Capacity Needs of the National Machinery for Gender Equality in Angola

The Republic of Botswana (2004): "Botswana's response to the DAW Questionnaire to governments on implementation of the Beijing Platform for Action (1995) and the outcome of the twenty- third special session of the general assembly (2000)" Ministry of Labour and Home Affairs Women's Affairs Department, Gaborone, Botswana.

The Democratic Republic of Congo (2004) "National Report of The Democratic Republic of Congo on the Review and Evaluation of the Beijing +10 Plan of Action " The Ministry of the Condition of Women and the Family, Kinshasa, DRC.

The Kingdom of Lesotho (2004) "Lesotho Report Beijing +10 Preparation" The Ministry of Gender, Youth, Sports and Recreation, Maseru, The Kingdom of Lesotho.

The Republic of Malawi (2004) "Progress on the Beijing +10 Report " The Ministry of Gender and Community Services, Lilongwe, Malawi.

The Republic of Mauritius (2004) "Progress of Implementation of the Beijing Platform for Action in Africa, (Beijing + 10) Mauritius "Port Louis, Mauritius.

The Republic of Mozambique (2004) "Mozambique Beijing +10 Report Summarized version" Maputo, Mozambique.

The Republic of South Africa (2004) "Global Report to inform the following Reports: Beijing Platform For Action, Dakar Platform For Action, Commonwealth 7WAMM and CEDAW. National Report on Ten Years of Freedom " The Presidency, Office on the Status of Women, Pretoria, South Africa.

The Kingdom of Swaziland (2004) "Swaziland Country Report-Sub-Regional Review" The Ministry of Home Affairs, Gender Coordination Unit, Mbabane, The Kingdom of Swaziland.

The United Republic of Tanzania (2004) “Country Report on Implementation of the Beijing Platform For Action and the Outcome Document of the Twenty-Third Special Session of the General Assembly- Beijing +10” The Ministry of Community Development, Gender and Children, Dar-Es –Salaam, Tanzania.

The Republic of Zambia (2004) “Progress on the Implementation of the Beijing Platform For Action, 1995 and the Commonwealth Platform of Action on Gender and Development (1995 and its update (2000- 2005)” The Cabinet Office, Gender in Development Division, Lusaka, Zambia.

The Republic of Zimbabwe (2004) “Report on the Implementation of the African and Beijing Platforms For Action ” The Ministry Of Youth Development, Gender and Employment Creation, Gender Department, Harare, Zimbabwe.