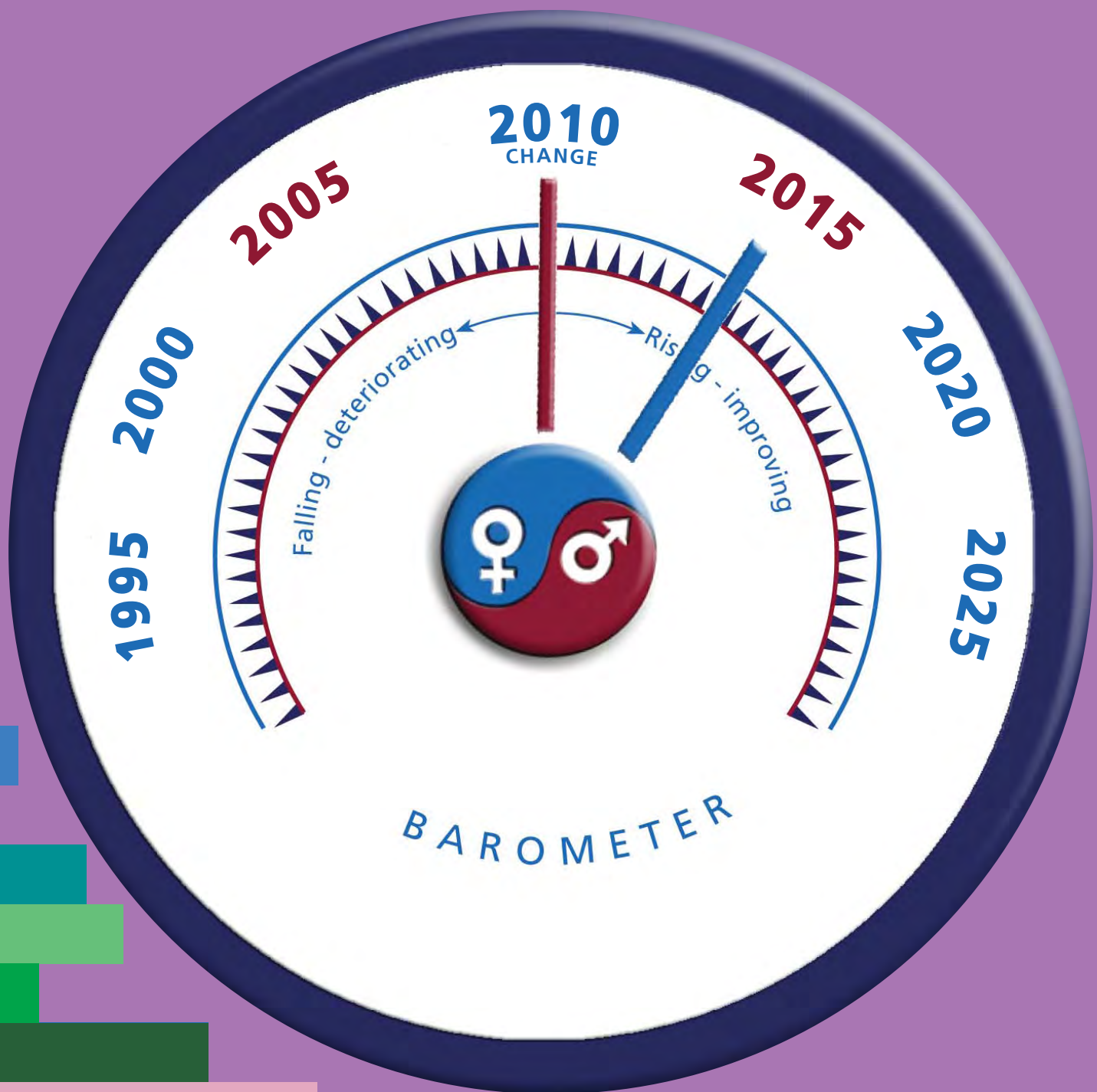


SADC GENDER PROTOCOL 2010

BAROMETER



Edited by Colleen Lowe Morna
and Loveness Jambaya Nyakujarah



UKaid
from the Department for
International Development

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Botswana Office

The Southern Africa Protocol Alliance comprises:

- Action Aid Africa Regional Office
- African Court Coalition
- Association of Local Authorities, Namibia
- African Fathers Initiative
- African Women Economic Policy Network
- Botswana Council of NGOs (BOCONGO)
- Coordinating Assembly of Non Governmental Organisations, Swaziland
- Christian Council of Churches (Mozambique)
- CIVICUS
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The Southern African Gender Protocol Alliance vision is of a region in which women and men are equal in all spheres. The Alliance promotes and facilitates the creation of gender equity and equality through lobbying and advocacy towards the achievement of the 28 targets of the SADC Protocol on Gender and Development by 2015. Gender Links coordinates the work of the Alliance.

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Acknowledgements

This report is a sequel to the 2009 regional baseline study of the provisions of the Southern Africa Development Community (SADC) Protocol on Gender and Development against the reality on the ground conducted by the Southern Africa Gender Protocol Alliance in all the 15 SADC States. It tracks progress made in the past year since the 2009 Heads of State Summit and includes updated data and a new chapter on Peace building and conflict resolution.

The 2010 report draws on country research to obtain updated information conducted in Angola by Eduardo Namburete: reports written by Elsie Alexander, I. Molokomme and Roos van Dorp (Botswana), Ravaozanany Noroarisoa, Rakotoarindrasata Mina, Rafenomanantsoa Nirina (Madagascar), Emma Kaliya, Victor Maulidi, Mercy Makhambera, Harry Chidengu Gama and all Ministry of Gender officials, in particular Regina Kananji, Reine Ngozo, Charles Chabuka, and Gedion Kachingwe, Charles Gawani and Katie Wang (Malawi), Loga Virahsawmy, Director of Gender Links (Mauritius and Francophone Office), Eduardo Namburete (Mozambique), Emily Brown (Namibia), Michel Rosalie with assistance from Daniel Séraphine, Albert Duncan, Sébastien Pillay, Sarah Romain and Janick Brû-Rosalie (Seychelles), Doo Aphane (Swaziland), Gemma Akilimali (Tanzania), Perpetual Sichinkwenkwe with input from Matrine Bhuku-Chuulu (Zambia) and Sithokozile Thabethe (Zimbabwe).

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The report builds on and enriches the 2009 SADC Gender Protocol Baseline Study which comprised sector study reports prepared by the cluster lead agencies for the 2008 Heads of State Summit at which the Protocol was adopted. These are: Constitutional and Legal Rights (Women in Law Southern Africa); Governance (the Gender Advocacy Programme); Sexual Reproductive Health and HIV and AIDS (SAFAIDS); Gender and the media (Gender and Media Southern Africa Network).

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The study should be read in tandem with the DVD: *"Roadmap to Equality"* and handbook *"Roadmap to Equality: Lessons learnt in the campaign for the SADC Gender Protocol"* which chronicle the process through which civil society organisations campaigned for the adoption of the Protocol. The intention is to update the report and its accompanying score card annually to track progress towards achievement of the 28 targets set by the Protocol.

We are deeply indebted to UKAid through the Department for International Development (DFID) and the Friedrich Ebert Stiftung (FES) Botswana office for funding the research and production of the 2010 Barometer, DVD, handbook and popular versions of the Protocol in 23 languages.

Acronyms

AAA	Advertising Agencies in Mauritius	GMDC	Gender and Media Diversity Centre
AIDS	Acquired Immune Deficiency	GMMP	Global Media Monitoring Project
ABC	All Basotho Convention	GMPS	Gender and Media Progress Study
ANC	African National Congress	GPA	Global Peace Agreement (Zimbabwe)
APP	All People's Party	HAM	Higher Media Authority
ART	Anti-retroviral treatment	IAJ	Institute for the Advancement of Journalism
ARV	Anti Retroviral drug	IBA	Independent Broadcasting Authority
AU	African Union	ICASA	Independent Communications Authority of South Africa
BCP	Botswana Congress Party	ICPD	International Conference on Population Development
BDP	Botswana Democratic Party	ICT	Information and Communication Technology
BNF	Botswana National Front	IEC	Institute Electoral Commission
CCM	Charna cha Mapinduzi	IOM	International Organisation for Migration
CEDAW	Convention on the Elimination of All Forms of Discrimination	ISPDC	Inter state Politics and Diplomacy Committee
CHBC	Community Home Based Care	IT	Information Technology
CoD	Congress of Democrats	HIV	Human Immuno deficiency Virus
CMFD	Community Media for Development	LPPA	Lesotho Planned Parenthood Association
COPE	Congress of the People	MAG	Monitor Action Group
COSATU	Congress of South African Trade Unions	MAP	Media Action Plan
CRP	Constitutional Review Process (Zimbabwe)	MAP	Madagascar Action Plan
CSO	Civil society Organisations	MBC	Mauritius Broadcasting Cooperation
CSW53	53 rd Session of the Commission on the status of women	MCO	Ministerial Committee
DA	Democratic Alliance	MDC-M	Movement for Democratic Change - Mutambara
DRC	Democratic Republic of Congo	MDC-T	Movement for Democratic Change - Tsvangirai
DPP	Democratic Progress Party	MDGs	Millennium Development Goals
DPN	Democratic Party of Namibia	MECOZ	Media Ethics council of Zambia
DTA	Democratic Turnhalle Alliance of Namibia	MFPWA	Mauritius Family Planning and Welfare Association
ECA	Economic Commission for Africa	MINFAMU	Ministry for Family and Women
ECLA	Economic Commission for Latin America	MISA	Media Institute of Southern Africa
EPSE	Personal and Social Education Programme (Seychelles)	MPLP	Mauritius Labour Party
ESP	Ministry of Education Strategic Plan	MMD	Movement for Multiparty Democracy
FPTP	First Past The Post system	MMP	Media Monitoring Project
FRELIMO	Frente de Libeartacao de Mocambique Liberation Front	MOHSW	Ministry of Health and Social Welfare
G-BEM	Botswana Girl/Boy Education Movement	MOU	Memorandum of Understanding
GBI	Gender Budgeting Initiative	MPL	Members of the Provincial Legislature
GBV	Gender Based Violence	MPLA	Movimento Popular de Libertacao de Angola - Popular Movement for the Liberation of Angola
GEM	Gender and Media Summit	MPSR	Malawi Public Services Regulations
SUMMIT		MWO	Media Watch Organisation - Gender and Media Southern Africa
GEMSA	Gender and Media Southern Africa	GEMSA	
GFP	Gender Focal Point		
GIME	Gender in Media Education		
GL	Gender Links		
GMAS	Gender and Media Audience Research		
GMBS	Gender and Media Baseline Study		

MGECDFW	Ministry of Gender Equality, Child Development and Family Welfare	SOSPA	Sexual Offences Special Provision Act
MWAGCD	Ministry of Women's Affairs Gender and Community Development	SPPF	Seychelles People Progressive Front
NANGO	National Association of Non Governmental Organisations	SSP	Safe School Programme
NCC	National Constitutional Conference (Zambia)	STI	Sexually transmitted Infections
NCOP	National Council of Provinces	SWAPO	South Western Africa's People Organisation
NCRF	National Community Radio Forum	TACRA	Tanzania Communications and Regulatory Authority
NDMC	Namibia Democratic Movement for Change	TEVETA	Technical, Entrepreneurial and Vocational Education and Training Authority
NGO	Non Governmental Organisation	TIMILM	Tiako-i-Madagascar I love Madagascar
NGOGCN	NGO Gender Coordinating Network	TSC	Teaching Service Commission
NICTS	New ICTs	UDF	United Democratic Front of Namibia
NPCGBV	National Response to Combat Gender Based Violence	UN	United Nations
NSJ	Southern African Media Training Trust	UNAIDS	United Nations Joint Programme on HIV and AIDS.
NUDO	National Unity Democratic Organisation of Namibia	UNDP	United National Deveopment Programme
OVC	Orphans and Vulnerable Children	UNDPKO	United Nations Department for Peacekeeping Operations
PANAGED	Gender and Development National Action Plan (Madagascar)	UNESCO	United Nations Educational ,Scientific and Cultural Organisation
PAPCBP	Pan African Capacity Building Program	UNFPA	United Nations Population Fund
PCAR	Primary Curriculum Assessment Reform (Malawi)	UNICEF	United Nations Children's Fund
PEP	Post Exposure Prophylaxis	UNIFEM	United Nations Development Fund for Women
PLWHA	People Living with HIV and AIDS	UNSCR	United National Security Council Resolution
PMTCT	Prevention of Mother to Child Transmission	USAID	United States for International Development
PPRD	Peoples Party for Reconstruction and Democracy	VCT	Voluntary Counselling and Testing
PR	Proportional Representation	VSO-RAISA	Volunteer Service Oversees-Regional AIDS Initiative Southern Africa
RDP	Rally for Progress	WAD	Women in Development
RP	Republic Party of Namibia	WCNOVAW	Western Cape Network on Violence Against Women
RPTC	Regional Peace Training Centre	WCoZ	Women Coalition of Zimbabwe
SA	South Africa	WHO	World Health Organisation
SABC	South African Broadcasting Corporation	WIPSU	Women in Politics Support Unit
SAEF	South Africa Editors Forum	WLSA	Women and Law in Southern Africa
SANDF	South Africa National Defence Force	YHC	Youth Health Centre (Seychelles)
SANTAC	Southern Africa Network against Trafficking	ZANU PF	Zimbabwe African National Union Patriotic Front
SARPCCO	Southern African Regional Police Chiefs Cooperation Organisation	ZBC	Zimbabwe Broadcasting Corporation
SDGD	SADC Declaration on Gender and Development	ZWLA	Zimbabwe Women Lawyers Association
SIDA	Swedish International Development Cooperation Agency	ZWRCN	Zimbabwe Women Resource Centre Network

Foreword



It is now almost two years since the adoption of the SADC Protocol on Gender and Development and we find ourselves at the momentous turn of the decade. 2010 is:

- The 15th anniversary of Beijing Plus Fifteen.
- The tenth anniversary (and review year) for

the Millennium Development Goals.

- The tenth anniversary of the United Nations Security Council Resolution 1325.
- Thirtieth anniversary of the Convention for the Elimination of All Forms of Discrimination Against Women (CEDAW).
- The thirtieth anniversary of Southern African Development Community (SADC).
- The launch of the African Decade for Women (2010 - 2020) of the African Union.
- The year that the Soccer World Cup came to Africa for the first time!
- A significant benchmarking year for the SADC Protocol on Gender and Development.

This study, a sequel to the 2009 Baseline Barometer, is important for benchmarking progress towards the realisation of the 28 targets set for 2015 by the SADC Gender Protocol, which incorporate and enhance the existing African and global commitments. The 2010 Barometer also coincides with the SADC Member States first reports to the SADC Secretariat on implementation of the provisions of the Gender Protocol. Unfortunately only two countries, Namibia and Zimbabwe have ratified the Protocol while Botswana and Mauritius are yet to sign.

A question put to the forty national and regional organisations that form the Southern Africa Gender Protocol Alliance is why continue with this monitoring exercise when governments themselves have agreed a monitoring framework against which they are benchmarking progress.

There are several reasons why the annual civil society Barometer is significant:

- **A regional synthesis:** While governments will submit country report, this is the only overall regional analysis of its kind. Evidence abounds that one of the most effective forms of pressure on governments is peer pressure. Almost all that has been achieved on the gender front in the region has been a result of the push-me-pull-you factor. Holding governments to account collectively as well as individually is key to progress.
- **An independent analysis:** The civil society Barometer is an independent initiative, drawing on country reports by researchers and experts in each country, analysed by a team of sector experts who are able to contextualise the vast amount of quantitative information assembled in this publication. By providing a mirror on government reports, the Barometer enhances the vital watchdog role of civil society that is a well documented and acknowledged part of the progress achieved to date.
- **A citizen score card:** A unique feature of the Barometer are the various tools that have been used to give ordinary citizens "voice" in annual reporting processes that are often done at desk tops, devoid of reference to the people whom they serve. These include the annual score card



Putting the protocol to work at a village meeting in Zimbabwe.

Photo: Colleen Lowe Morna

done at country level and across sectors in participatory ways (see executive summary); as well as the SADC Gender Protocol knowledge and attitude quizzes conducted in 2009/2010 and reported on in this issue of the Barometer.

- **An accountability tool for civil society as well as governments:** The Barometer abounds with examples of initiatives undertaken by civil society organisations using the SADC Gender Protocol for leverage. The final chapter on implementation assesses the successes and challenges of the Alliance. Thus the Barometer is an accountability tool for civil society *as well as governments*. Assessing these two partners together is key to the progress that has to be made over the next five years.

- Constitutional review opens new possibilities in Zambia.
- 50/50 campaign and the Malawi May 2009 elections.
- Can South Africa's 50/50 success be sustained?
- Using the SADC Gender Protocol to benchmark progress in the private sector.
- The Alliance Economic Justice Cluster prioritises gender budgeting.
- Popularising economic provisions of the SADC Gender Protocol.
- Working together to end human trafficking.
- The Western Cape Network on Violence Against Women.
- Measuring change - GBV indicators.
- Making care work count: A policy drive.
- Citizen's strengthen media regulation.
- Media under the spotlight.
- Media that mediates.
- The road to ratification in Zimbabwe.
- Linking local, national and regional initiatives in Malawi.
- Women activists in Madagascar call for 30% women in transitional government

There are several new and unique features in the 2010 Progress Barometer when compared with last year's Baseline Barometer:

- Data has been updated wherever possible (e.g. on HIV and AIDS trends and elections); new country data has been added (especially from Angola); and new research incorporated (especially on governance and the media).
- There is a new chapter on Peace Building and Conflict Resolution based on Article 28 of the Protocol. This is timely with 2010 being the 10th anniversary of the UN Security Council Resolution 1325 which specifically addresses the impact of war on women and women's contributions to conflict resolution and sustainable peace. Even though the SADC region is enjoying relative peace except some sporadic unrest in the DRC and fragile governments in Madagascar and Zimbabwe, it provides a useful reflection of where women are in the sector.
- This edition features practical examples on the application of the Gender Protocol by governments and civil society in their day to day work as they seek to make a difference in the lives of women and men in the region (see examples in box).
- As mentioned earlier several surveys add texture, reflection and "citizen voice" to this issue of the Barometer, as well as provide on-going tracking tools.

The score card shows that overall there has been a 1% decline in how citizens view government performance relative to the 28 targets of the Barometer from 55% in 2009 to 54% in 2010. The 1% decline of women's representation in parliament to 24% and marginal increase of women as sources in the media to 19% show that there is still a long way to go before parity is achieved. Poverty, the burden of migration, disease, human rights abuses among others continue to threaten the goal of achieving gender equality.

An important start would be for governments to commit to use the 2010 momentum to ratify the Protocol. This would be a tangible sign of commitment, against the many challenges ahead.

Dr Muna Ndulo
Chair, Gender Links

Executive summary

KEY INDICATORS OF THE STATUS OF WOMEN IN SADC COUNTRIES¹

% women	Angola	Botswana	DRC	Lesotho	Madagascar ²	Malawi	Mauritius	Mozambique	Namibia	Seychelles	South Africa	Swaziland	Tanzania	Zambia	Zimbabwe
GOVERNANCE															
Parliament	38.6	7.9	7.7	22.9	10.3	21.2	18.8	39.2	26.9	23.5	42.7	21.9	30.7	15.2	17.9
Local Government	na	19.3	na	58	6	n/a	6.4	35.6	41.8	n/a	39.7	17.9	34.2	6.6	18.5
Cabinet	25.7	21.1	14.3	31.6	15.4	22.7	12	32.1	18.2	16.7	41.2	23.5	20	13	17.1
EDUCATION															
Primary School	46	49	45	51	49	50	49	47	51	51	49	48	50	49	49
Secondary School	44	52	36	56	48	44	52	44	54	51	52	50	44	45	48
Tertiary level	40	53	26	44	49	39	54	38	56	57	53	50	32	53	n/a
ECONOMY															
Economic decision-making	24	44	14	21	16	18	0	25	25	31	23	40	21	23	23
Income ²	na	38	na	28	na	41	27	41	28	na	31	28	na	34	37
SEXUAL AND REPRODUCTIVE HEALTH															
Using contraception	6	44	31	37	15	42	76	17	55	41	65	43	41	30	60
Births attended by skilled personnel	46	99	61	55	51	54	100	48	81	100	92	74	46	47	69
HIV AND AIDS															
Comprehensive knowledge on HIV and AIDS	7	40	15	26	19	42	68	43	65	67	27	52	45	34	44
Living with HIV as proportion of total	61	58	58	58	58	58	19	60	50	42	59	57	55	57	60
HIV positive pregnant women receiving PMTCT	14	95	4	71	1.8	14	68.3	28	58	99	83	69	68	60.9	42.6
MEDIA															
Overall	na	46	73	22	33	23	33	27	40	na	50	40	36	33	13
Board of directors	na	24	47	18	10	27	36	25	39	na	38	30	22	27	38
Senior management	na	39	50	8	20	26	22	35	35	na	35	29	30	33	10
Top management	na	30	56	18	13	19	25	17	42	na	25	33	21	11	13
Female staff in institutions of higher learning	na	37	18	67	44	29	79	28	47	na	50	33	28	29	25
Proportion of students in institutions of higher learning	na	54	77	73	71	50	82	26	60	na	64	37	60	61	57
News sources	na	20	19	32	23	20	19	14	20	31	20	19	21	14	16

¹ All figures refer to % of women in that category; the figures are derived from the tables in the report. Sources of all data are indicated in the relevant tables throughout the report. na = not available; n/a = not applicable. All numbers have been rounded to the nearest decimal point

² The percentage of women's income is arrived at by adding male and female income for each country as determined by the ILO and then expressing female income as a percentage of the total. Figures highlighted in red are those in which women constitute 50% or more of a particular indicator.

Except for slight gains in education, health and economic decision-making, there has been limited progress for the women since the adoption of the Southern African Development Community (SADC) Protocol on Gender and Development in 2008.

Gains in women's education, including at the tertiary level, are not reflected in political

decision-making, where there has been backsliding at the very moment that SADC countries should be making rapid strides towards the attainment of the 28 targets set for 2015.

The table of key indicators shows that other than education, use of contraceptives, and births attended by skilled personnel, the only area in which women are consistently above the 50%

mark is the proportion of women living with HIV and AIDS. This and gender violence are among the most telling indicators of women's unequal status in the region.



Alliance focal person Chingedze Chinyepi at the launch of the Baseline Barometer in Gaborone, Botswana. Photo: Colleen Lowe Morna

The regional analysis is based on shadow country reports prepared by activists and experts in the fifteen member states of SADC whose governments will present their own reports to the regional body this year. The civil society watchdog country reports and regional analysis highlight huge variations between countries in relation to the 28 targets. For example, Mauritius has the region's lowest maternal mortality with only 28 deaths per 100,000 compared to 1140 per 100,000 in Malawi (one of the highest rates in the world). While 99% of HIV positive pregnant women in Seychelles receive Prevention of Mother to Child Transmission (PMTCT) treatment in DRC the comparative figure is 4%. These figures underscore the variations in socio-economic conditions in the region.

But the fact that two countries (Mauritius and Botswana) have not yet signed, and that only two (Namibia and Zimbabwe) have ratified the

Protocol raises concern as to the overall level of commitment by governments to this key instrument. Five years before key deadlines are to be met, gender activists gave their governments an overall score of 54%, compared to 55% in last year's Baseline Barometer. Country scores ranged from 79% in Namibia to 38% in Zimbabwe.

These are the main findings of the 2010 progress barometer produced by the Southern African Gender Protocol Alliance, which comprises over forty regional and national NGOs that campaigned for the adoption of the Protocol. The 2010 Barometer is being launched at the parallel civil society forum to the SADC Heads of State summit in Windhoek Namibia.

+ On a positive note:

Constitutional provisions for gender equality are patchy, but reviews open doors for change: While Constitutions have varying provisions on sex discrimination and gender equality, these are patchy. However, good practices in a number of countries including South Africa, Namibia and Malawi, and constitutional reviews taking place in five SADC countries point to the potential for change. The SADC Gender Protocol has been a reference point for women in demanding their rights during the constitutional review process in Zambia, Madagascar and Zimbabwe.

There has been progress in education, including at the tertiary level: Many countries have reached gender parity in primary and secondary education. In seven SADC countries - Botswana, Mauritius, Namibia, Seychelles, South Africa, Swaziland and Zambia - there are now more women than men in tertiary institutions. The Gender in Media Education (GIME) audit that is being launched at the Gender and Media Summit in October 2010 reveals that there is a higher proportion of women than men media

students (61%), although there are still fewer female (36%) than male educators.

There has been an increase of women in decision-making: Women now constitute 23% of economic decision-makers, up from 18% in 2009. However, in some countries this is considerably lower, for example in Mauritius there are no women in economic decision-making. There is only one women finance minister (in Namibia) in the SADC region.

There are signs that women's meaningful participation in the economy is being taken seriously: For example, the Zambian ministry of lands is setting a good example with gender disaggregated data on land distribution aimed at ensuring that at least one third of all new land holdings are allocated to women. A regional gender budgeting network led by the Zimbabwe Women's Resource Centre and Network (ZWRCN) that coordinates the Alliance economic cluster aims to ensure that women and men benefit equally from government expenditure.

Women in the private sector are finding their voice: Business Women in South Africa is using the gender protocol to benchmark progress in achieving gender parity in the private sector.

The unpaid work of women is being challenged: GEMSA, in partnership with Voluntary Services Overseas- Regional Aids Initiative Southern Africa (VSO-RAISA) is taking forward the "Making Care Work Count Campaign" through advocating stand alone care work policies in line with the provisions of the SADC Gender Protocol.

The role of women in the peace and security of the region is finally receiving attention: Although data is still woefully scarce, the chapter on peace and security introduced in this issue of the Barometer shows that this sector is finally receiving attention. South Africa is to be



Malawi vendor.

Photo: Gender Links

commended on keeping gender disaggregated statistics that show a representation of women of about 25% in its security services, and Namibia for coming close to attaining gender parity in its peace keeping forces during this monitoring period.

HIV and AIDS campaigns are slowly paying off: There is some evidence that prevention campaigns are beginning to change sexual behaviour patterns and lead to a reduction in HIV and AIDS. However, gender disparities continue to be a major driver of the pandemic in the region. SADC countries are stepping up male circumcision initiatives as a means of prevention.

Extensive advocacy work by the Southern Africa Gender Protocol Alliance has led to increased awareness of the existence of the SADC Gender Protocol: A pilot knowledge quiz shows that 61% of citizens around the region have basic information about the Protocol, but overall less than half answered more detailed questions, such as the specific provisions of the Protocol, correctly. For example only 30% are aware of the gender violence target to reduce by 50% current levels of gender violence by 2015.

This calls for even more concerted awareness campaigns.

 Of serious concern is the fact that:

Harmful customary practices undermine women's rights: The contradictions between customary law and codified law undercut women's rights at every turn. Harmful practices which threaten the physical integrity of women and girls are occurring every day. Women struggle to access justice. Customary law further undermines access to justice. In many SADC countries, girls marry from the onset of puberty. Widows throughout the SADC region are vulnerable to highly discriminative practices such as property dispossession.

Meaningful economic participation is weak: Trade policies are mostly gender blind. Only a few procurement policies make specific reference to women. Women still struggle to access credit although most SADC countries now have programmes of one kind or the other to assist women in accessing credit. Women continue to predominate in the informal sector. Figures on land ownership are patchy, but range from 11% to 46% (in Botswana). However the land holdings of women are much smaller than those of men. There are huge gaps in the per capita income of women and men: for example in South Africa, the per capita income of women in 45% that of men.

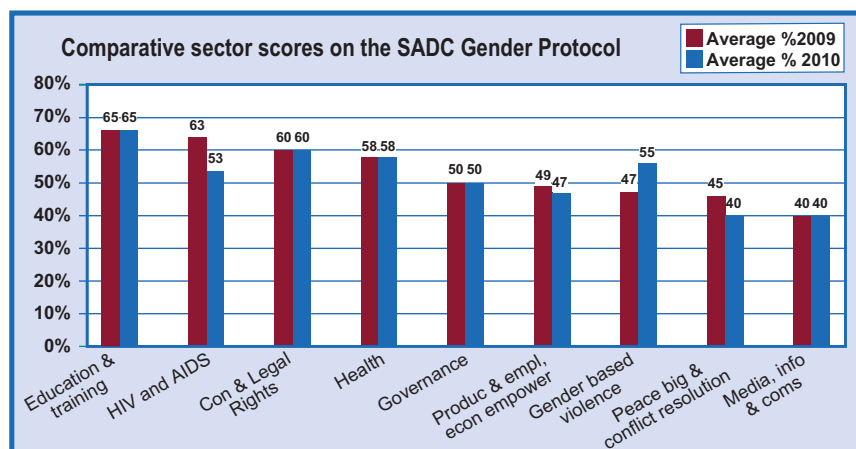
Women lack decision-making power over their lives and bodies: Choice of termination of pregnancy is only fully legal in one SADC country: South Africa. Despite the provisions for sexual and reproductive health and the fact that most countries have some policy framework to cater for this, contraceptive usage varies from 6% in Angola to 65% in South Africa.

Gender violence is escalating: Despite concerted campaigns, there is no sign of gender violence abating. Indeed, this is taking new forms with trafficking now a major threat. Sexual and gender based violence in schools is a serious problem in the region, and greater measures must be taken to combat this trend.

Women lack agency and voice: There has been a paltry 2% increase in women sources in the media from 17% in the 2003 Gender and Media Baseline Study (GMBS) to 19% in the Gender and Media Progress Study (GMPS). While smaller and more socially conservative countries like Lesotho and Malawi have demonstrated remarkable progress, those with more advanced media like South Africa, Namibia and Mauritius have remained static.

Citizen score card 2010

The 2009 Baseline Barometer introduced a Citizen Score Card for the Protocol, in which advocacy groups critiquing country reports could also score their country performance against the 28 targets in the Protocol. This process was repeated in 2010, and country scores summarised for each sector. The 2010 scores are summarised in the table after the executive summary, and the comparative figures provided graphically below.

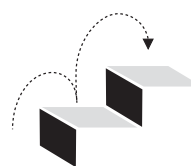


Scores show a slight drop one year after the launch of the Baseline Barometer:

The scores for the two years are similar, with dips on HIV and AIDS, peace and conflict resolution and a slightly higher score on gender violence. Overall, there is a decline from 55% to 54%. It is unfortunate that two years since the adoption of the Gender Protocol there is so little sign of progress.

Education scores highest, media lowest:

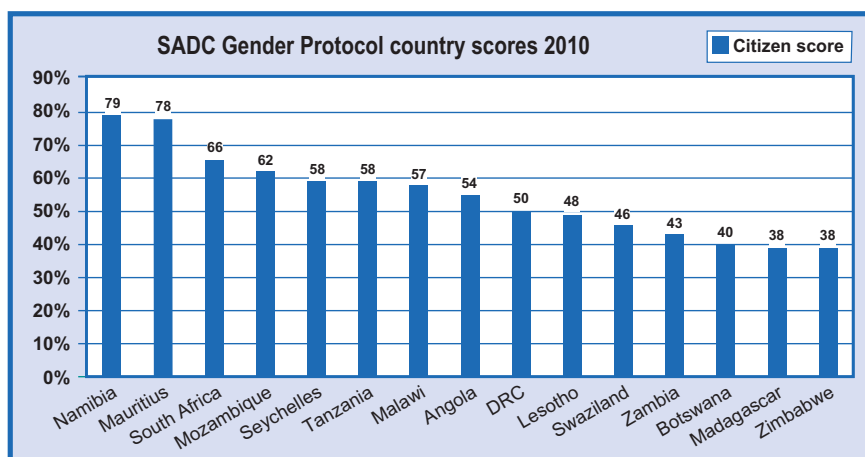
The graph also shows that of the ten sectors surveyed for the report, education scores highest, while media, information and communication score lowest. These perceptions are consistent with the empirical findings.



Next steps

Each chapter of the 2010 Progress Barometer contains examples of the “Protocol@work”. These include examples of how governments and NGOs are using the Protocol for lobbying, advocacy, legal and constitutional reform aimed at achieving the targets of the SADC Gender Protocol. Critical next steps include:

- Launch of the 2010 Progress Barometer at the SADC Heads of State Summit in 2010.
- Administering of the “SADC Gender Protocol Citizen Score Card”, SADC Protocol knowledge and attitude quizzes for 2011.
- Workshops on the country reports and administering of the citizen score card at country level.
- Storing all information in an online, interactive data base.
- Developing and refining sector and country policies.
- Stepping up cross region campaigns such as the 50/50 campaign.
- Tracking, monitoring and evaluating progress.
- Updating and reporting on the baseline study each year.



Best and worst performers: The graph of average country performance against the 28 targets of the Protocol ordered from highest to lowest puts Namibia, Mauritius and South Africa at the top of the chart. Botswana (a politically progressive but socially conservative country), Madagascar and Zimbabwe (two countries in transition) are at the bottom of the list. While these scores are just perceptions - and citizens in some countries might be tougher graders than others - they are an important mirror for governments on how their voters view their performance.



Members of the Southern Africa Gender Protocol Alliance.

Photo: Trevor Davies

MAIN PROVISIONS	SPECIFIC TARGETS TO BE ACHIEVED BY 2015
ARTICLES 4 - 11: CONSTITUTIONAL AND LEGAL RIGHTS	
<p>Provides for all Constitutions in the region to enshrine gender equality and to give such provisions primacy over customary law. All laws that are discriminatory to women are to be repealed. It also provides for equality in accessing justice, marriage and family rights and the rights of widows, elderly women, the girl child, women with disabilities and other socially excluded groups.</p>	<ol style="list-style-type: none"> 1. Endeavour to enshrine gender equality and equity in their Constitutions and ensure that these are not compromised by any provisions, laws or practices. 2. Review, amend and or repeal all discriminatory laws. 3. Abolish the minority status of women.
ARTICLES 12-13: GOVERNANCE (REPRESENTATION AND PARTICIPATION)	
<p>Provides for the equal representation of women in all areas of decision-making, both public and private and suggests that this target be achieved through Constitutional and other legislative provisions, including affirmative action. It further stipulates that Member States should adopt specific legislative measures and other strategies, policies and programmes to ensure that women participate effectively in electoral processes and decision-making by, amongst others, building capacity, providing support and establishing and strengthening structures to enhance gender mainstreaming.</p>	<ol style="list-style-type: none"> 4. Endeavour to ensure that 50% of decision-making positions in all public and private sectors are held by women including through the use of affirmative action measures.
ARTICLE 14: EDUCATION AND TRAINING	
<p>This article provides for equal access to quality education and training for women and men, as well as their retention at all levels of education. It further provides for challenging stereotypes in education and eradicating gender based violence in educational institutions.</p>	<ol style="list-style-type: none"> 5. Enact laws that promote equal access to and retention in primary, secondary, tertiary, vocational and non-formal education in accordance with the Protocol on Education and Training and the Millennium Development Goals. 6. Adopt and implement gender sensitive educational policies and programmes addressing gender stereotypes in education and gender based violence.
ARTICLES 15-19: PRODUCTIVE RESOURCES AND EMPLOYMENT, ECONOMIC EMPOWERMENT	
<p>This Article provides for the equal participation of women in economic policy formulation and implementation. The article has provisions and targets on entrepreneurship, access to credit and public procurement contracts, as well as stipulations on trade policies, equal access to property, resources and employment.</p>	<ol style="list-style-type: none"> 7. Ensure equal participation by women and men in policy formulation and implementation of economic policies. 8. Conduct time use studies and adopt policy measures to ease the burden of the multiple roles played by women. 9. Adopt policies and enact laws which ensure equal access, benefits and opportunities for women and men in trade and entrepreneurship, taking into account the contribution of women in the formal and informal sectors. 10. Review national trade and entrepreneurship policies, to make them gender responsive. 11. With regard to the affirmative action provisions of Article 5, introduce measures to ensure that women benefit equally from economic opportunities, including through public procurement process. 12. Review all policies and laws that determine access to, control of, and benefit from, productive resources by women. 13. Review, amend and enact laws and policies that ensure women and men have equal access to wage employment in all sectors of the economy.

BAROMETER CITIZEN SCORE CARD

PROGRESS DATA 2010	INDICATORS GOING FORWARD	SCORE OUT OF TEN	
		2009	2010
<ul style="list-style-type: none"> ✓ Most SADC constitutions have non-discrimination clauses and 12 provide for non-discrimination based on sex. Nine provide for gender equality. ✓ Six constitutions have claw back clauses. ✓ Only two Constitutions address the contradictions between customary law and customary practices that undermine women's rights. 	<ul style="list-style-type: none"> ✓ Increase in the number of countries that include sex as a grounds for discrimination. ✓ Increase in the number of countries that include gender equality in their Constitutions. ✓ Number of countries that ensure that Constitutional provisions are not undermined by any other law or practice. 	6	0
<ul style="list-style-type: none"> ✓ In each country (details in report) there is still discriminatory legislation to review. ✓ Very few countries have specific legislation to do so; examples are Zimbabwe (Legal Age of Majority Act 1982) and Namibia (Married Persons Act). These laws are in any case undermined by customary law. 	<ul style="list-style-type: none"> ✓ Number of countries that review and eliminate all discriminatory practices. ✓ Number of countries that specifically abolish the minority status of women, and ensure that this is not undermined by customary law. 	6	6
<p>Parliament: The average representation of women in both houses across the region is 24%. This ranges from 7% in Botswana and the DRC to 44% in South Africa.</p> <p>Local government: The average representation of women at the local level is 29.7%. This ranges from 1.2% in Angola to 58% in Lesotho. 58% (the highest) to 6.4% (the lowest).</p> <p>Cabinet: The average representation of women in cabinet is up to 22% from 21.4% in 2009; this ranges from 41% in South Africa to 12% in Mauritius.</p> <p>President/prime minister: There are no women heads of state. Malawi and Zimbabwe have women deputy presidents and Mozambique has a woman prime minister.</p> <p>Public service: Comprehensive data is not available. For the eight countries for which data could be obtained, this ranged from close to parity in Botswana to less than one fifth in Malawi.</p> <p>Private sector and other areas of decision-making: Comprehensive data not available. Affirmative action has been applied in all the five countries that have made substantial progress, but this does not cover all areas of decision-making within the countries. Cases are: South Africa (voluntary party quota; Employment Equity Act); Namibia (legislated and voluntary at local level); Mozambique and Angola (voluntary party quotas) Lesotho (local government electoral law).</p>	<ul style="list-style-type: none"> ✓ Number of countries that make a concerted effort and achieve gender parity in parliament. 	5	5
<p>Primary: Equal enrolment of girls and boys in all countries except Angola and DRC where girls constitute 46% of total enrolment.</p> <p>Secondary: Gender gap is narrowing in all countries; more girls than boys in Lesotho; but girls only 36% in the DRC and 44% in Tanzania, Mozambique, Malawi and Angola.</p> <p>Tertiary: Equal proportions of women and men in Swaziland; in Seychelles (58%), Namibia, Mauritius, South Africa; Botswana and Zambia there are more women than men. In Madagascar, Lesotho, Angola, Malawi, Mozambique, Tanzania and DRC women are less than men (26% in DRC, the lowest)</p> <p>The proportion of women in the teaching service ranges from 70% in Lesotho to 20% in the DRC; men predominate as principals; women predominate in the arts and men in the sciences and technical subjects; while there have been some reviews of curriculum gender stereotypes abound. GBV in schools is high.</p>	<ul style="list-style-type: none"> ✓ Number of countries that attain gender parity at all levels of education. 	7	7
<p>The proportion of women in the teaching service ranges from 70% in Lesotho to 20% in the DRC; men predominate as principals; women predominate in the arts and men in the sciences and technical subjects; while there have been some reviews of curriculum gender stereotypes abound. GBV in schools is high.</p>	<ul style="list-style-type: none"> ✓ Progress towards achieving gender parity in school administrations. ✓ Progress towards achieving gender parity in subjects. ✓ Changes to school curricula. 	6	6
<p>Women comprise 25% of decision-makers defined as minister/ deputy minister/permanent secretary of finance; economic permanent secretary/DG; governor and deputy governor of the reserve bank. This ranges from Swaziland (40%) to Mauritius (none).</p> <p>Only South Africa, Malawi and Madagascar have conducted such studies; little evidence of policy measures flowing from these.</p> <p>Ad hoc initiatives mostly focus on micro finance, for example, eg in Mauritius the National Women Entrepreneur Council; Tanzania the National Micro Finance policy gives guidelines on achieving gender equality; SA various funds for micro finance.</p> <p>Most policies are gender blind with a few exceptions; eg Zambia Trade and Industrial policy recognises that women remain marginalised in the professional work place and private enterprise; proposes steps for addressing this.</p> <p>Only South Africa has a Preferential Public Procurement Act that provides for redressing historical imbalances including gender. The Mauritius Public Procurement Act refers to "community and end user participation" without specifically referring to women.</p> <p>Comprehensive information is difficult to access; data obtained shows a range from 11% land ownership in Seychelles to 25% in DRC and Tanzania. In Botswana women are 46% of landowners but holdings are smaller. In Tanzania women land holdings are about one third the size of those of men.</p> <p>Women earn, on average, 50% to 70% of men's earnings in the SADC region.</p>	<ul style="list-style-type: none"> ✓ Number of countries that achieve gender parity in economic decision-making. ✓ Number of countries that have done time use studies. ✓ Number of countries that have policies and laws to promote women's participation in economic decision-making. ✓ Number of countries that review trade and entrepreneurship policies from a gender perspective. ✓ Number of public procurement acts and procedures that specifically mention gender equality. ✓ Number of countries that review laws and extent to which these promote parity in ownership. ✓ Number of countries that have ratified the ILO conventions and conventions 100 and 101. ✓ Completed audit of current labour legislation. 	4	4
		5	4
		5	5
		4	4
		5	5
		5	5
		6	6

MAIN PROVISIONS	SPECIFIC TARGETS TO BE ACHIEVED BY 2015
ARTICLES 20-25: GENDER BASED VIOLENCE	
<p>This article makes provision for the implementation of a variety of strategies, including enacting, reviewing, reforming and enforcing laws, aimed at eliminating all forms of gender based violence, and trafficking. There are specific stipulations for the provision of a comprehensive package of treatment and care services for survivors of gender based violence, including the access to Post Exposure Prophylaxis and the establishment of special courts to address these cases. There are specific provisions on human trafficking. A section which provides for monitoring and evaluation sets targets and indicators for reducing gender based violence levels by half by 2015.</p>	14. Enact and enforce legislation prohibiting all forms of gender-based violence.
	15. Ensure that laws on gender based violence provide for the comprehensive testing, treatment and care of survivors of sexual assault.
	16. Review and reform their criminal laws and procedures applicable to cases of sexual offences and gender based violence.
	17. Enact and adopt specific legislative provisions to prevent human trafficking and provide holistic services to the victims, with the aim of re-integrating them into society.
	18. Enact legislative provisions, and adopt and implement policies, strategies and programmes which define and prohibit sexual harassment in all spheres, and provide deterrent sanctions for perpetrators of sexual harassment.
19. Adopt integrated approaches, including institutional cross sector structures, with the aim of reducing current levels of gender based violence by half by 2015.	
ARTICLE 26: HEALTH	
<p>This article provides for the adoption and implementation of policies and programmes that address the physical, mental, emotional and social well being of women with specific targets for reducing the maternal mortality ratio and ensuring access to quality sexual and reproductive health services.</p>	20. Adopt and implement legislative frameworks, policies, programmes and services to enhance gender sensitive, appropriate and affordable quality health care.
	21. Reduce the maternal mortality ratio by 75%.
	22. Develop and implement policies and programmes to address the mental, sexual and reproductive health needs of women and men; and
	23. Ensure the provision of hygiene and sanitary facilities and nutritional needs of women, including women in prison.
ARTICLE 27: HIV AND AIDS	
<p>This article covers prevention, treatment care and support in relation to HIV and AIDS.</p>	24. Develop gender sensitive strategies to prevent new infections.
	25. Ensure universal access to HIV and AIDS treatment for infected women, men, boys and girls.
	26. Develop and implement policies and programmes to ensure the appropriate recognition, of the work carried out by care-givers, the majority of whom are women; the allocation of resources and psychological support for care-givers as well as promote the involvement of men in the care and support of People Living with Aids.
ARTICLE 28: PEACE BUILDING AND CONFLICT RESOLUTION	
<p>This provides for the equal representation of women in conflict resolution and peace building processes as well as the integration of a gender perspective in the resolution of conflict in the region.</p>	27. Put in place measures to ensure that women have equal representation and participation in key decision-making positions in conflict resolution and peace building processes, in accordance with UN Council Resolution 1325 on Women, Peace and Security.
ARTICLES 29 - 31: MEDIA, INFORMATION AND COMMUNICATION	
<p>This article provides for gender to be mainstreamed in all information, communication and media policies and laws. It calls for women's equal representation in all areas and at all levels of media work and for women and men to be given equal voice through the media. The Protocol calls for increasing programmes for, by and about women and the challenging of gender stereotypes in the media.</p>	28. Take measures to promote the equal representation of women in ownership of, and decision-making structures of the media, in accordance with Article 12.1 that provides for equal representation of women in decision-making positions by 2015.

PROGRESS DATA 2010	INDICATORS GOING FORWARD	SCORE OUT OF TEN	
		2009	2010
Nine SADC countries have legislation on domestic violence; only seven have specific legislation that relates to sexual offences. Three countries have no specific legislation – Angola, Madagascar and Zambia.	✓ Number of specific GBV laws per country; measure change in laws periodically.	6	5
Only SA has included the provision of comprehensive treatment and care, including Post Exposure Prophylaxis (PEP) to survivors of sexual assault to reduce chances of contracting HIV and AIDS. In Botswana, Mauritius, Namibia, Zambia this is included in policies but not law thus its less enforceable. Seychelles provides for health workers only. PEP in most countries is not well known or accessed.	✓ Number of laws that have clauses that provide for comprehensive testing, treatment and care.	6	6
Only 5 countries (Lesotho, Namibia, SA, Tanzania, Zimbabwe) have sexual offences legislation.	✓ Number of countries with sexual offences acts.	6	6
12 Southern Africa countries have signed the United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children (Palermo Protocol). Six countries have specific laws on human Trafficking - Madagascar, Mauritius, Mozambique, Swaziland, Tanzania and Zambia. This is an increase from 4 last year. In South Africa and Zimbabwe, trafficking is provided for in Sexual Offences Legislation. Malawi is receiving technical support from the IOM to develop legislation.	<ul style="list-style-type: none"> ✓ Number of countries with specific legislative provisions to prevent human trafficking and provide holistic services. ✓ Number of people reintegrated into society. ✓ Number of cases that have been prosecuted (for those that have laws). ✓ Number of new countries that adopt legislation or add human trafficking provisions to their legislation. 	5	5
Ten SADC countries have legislative provisions for sexual harassment; mostly in labour laws. Mauritius has a Sex Discrimination Act. In Botswana, Mozambique, Namibia, South Africa and Zimbabwe, this is covered under labour law. In Tanzania, sexual harassment is covered in Penal Code and Sexual Offences Act.	✓ Number of countries with sexual harassment legislation, policies and strategies.	5	5
14 SADC countries have adopted and are implementing National Action Plans/Strategies/ Response to End Gender Based Violence. Most SADC countries are moving away from Sixteen to 365 Day Action Plans to End GBV. However plans lack specific targets and indicators; effective monitoring mechanisms. Data on GBV is sporadic and unreliable. A pilot project to develop GBV indicators is underway in South Africa, Mauritius and Botswana.	<ul style="list-style-type: none"> ✓ All countries to develop country specific National Action Plans. ✓ Effectiveness of NAPS as measured by countries that have already adopted GBV National Action Plans. ✓ Extent of GBV, and reduction each year as measured through the GBV indicators study. 	6	6
In 2001/2002 only South Africa and Zimbabwe fulfilled their commitment to allocate 15% of government expenditure to health. Lesotho, Mozambique and Swaziland achieved about half of the 15% target; Botswana achieved 10,45%.	✓ All SADC countries to have gender sensitive and aware health policies that address issues of access and quality.	6	6
Maternal mortality varies widely from 28 per 100 000 in Mauritius to 1140 per 100 000 in DRC.	✓ Number of countries, especially those with high levels, that achieve the 7% reduction in maternal mortality.	6	6
Only three Southern African countries have a contraceptive usage rate of over 60%; SA is highest at 65% Zimbabwe was second, with 58%; Angola lowest at 5%.	<ul style="list-style-type: none"> ✓ Percentage of people accessing and using contraceptives. ✓ Gender disaggregated data according to type of contraceptive. 	6	6
Total coverage of sanitation facilities varies from 100% in Seychelles, Mauritius to 15% in Madagascar; urban coverage is generally better than rural coverage.	Number of countries that achieve 100% sanitation coverage.	5	5
Four of the 15 countries have a prevalence rate of over 15%, while 4 have a prevalence of 4% or less. The highest prevalence is in Swaziland (26%) and lowest in Madagascar and Mauritius (2%). With the exception of Mauritius and Seychelles where HIV is mostly driven by drug use, women in SADC have a higher prevalence rate than men. This is highest in Angola (61% women compared to 39% men). Mauritius at 68% had the highest percentage of women aged 15-24 with comprehensive knowledge of HIV and AIDS (UNGASS 2010 Country Reports), followed by Seychelles (67%) and Namibia (65%). The lowest comprehensive knowledge of HIV and AIDS: Angola (7%), DRC (15%) and Lesotho (18%).	<ul style="list-style-type: none"> ✓ Percentage reduction of HIV and AIDS in each country and reduction in the gender gap. ✓ Increase in comprehensive knowledge of HIV and AIDS. 	6	6
✓ Access to ARVs ranges from 3% in Madagascar to 95.2% in Seychelles. At least nine countries score above 50% access. There is little gender disaggregated data on access to treatment.	✓ Number of countries that achieve universal access for women and men and gender disaggregated statistics to track/ensure this progress.	7	6
A GEMSA audit based on remuneration; logistic and material support; training and professional recognition; psychological support and gender considerations rated the policy of one SADC country (Namibia) as excellent; Botswana, Tanzania; Zimbabwe as good; Swaziland; South Africa as fair; Zambia and Malawi as mediocre; Lesotho, Mozambique, Mauritius and DRC as poor.	<ul style="list-style-type: none"> ✓ Development of a model policy/checklist on care work. ✓ Number of countries that meet the standards of the model policy. 	6	4
<ul style="list-style-type: none"> ✓ There are no special measures to ensure women's representation and participation in the sector. ✓ With 24% women in defence force and 21% in the police force, SA leads the way. 	✓ Extent to which gender parity considerations are taken into account in Madagascar and in all peace processes.	4.5	4
<p>Media houses: The Glass Ceiling in Southern African newsrooms study by GL found that women constitute 41% of media employees; 32% if South Africa is excluded. This ranges from 70% in Lesotho to 13% in Zimbabwe. Women constitute less than 25% of those on the boards of governors, as top and senior managers in the media.</p> <p>Sources: The Gender and Media Progress Studies (GMPS) showed that the proportion of women sources in the news had increased by a mere 2% to 19% since the baseline study conducted in 2003.</p>	<ul style="list-style-type: none"> ✓ Number of media houses that achieve gender parity at all levels. ✓ Progress towards attaining gender parity in news sources. 	4	4
2009 Total = 154 / 280 x 100 = 55%		2010 Total = 152 / 280 x 100 = 54.3%	