



Forgotten by families

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CHAPTER 2

Gender and governance

Articles 12-13



Lesotho Minister of Gender Mathabiso Lepono explains to the media why women need to participate equally in decision-making. *Photo: Colleen Lowe Morna*

KEY POINTS

- Representation of women in parliament has gone from an average of 21% in 2005 to 25% in 2011 in the SADC region compared to 3% to 19% globally. SADC comes second to Nordic countries.
- Quota systems are gaining ground: Mauritius is about to join Lesotho and Tanzania to have legislated quotas.
- In addressing concerns about reserved seats for women Lesotho has borrowed from the Tanzania model and is now set to hold local elections in October 2011.
- Tanzania witnessed an increase to 36% women in parliament in 2011 and has one last chance - in 2015 - to make good on its SADC commitments.
- South Africa has missed the opportunity to achieve gender parity at local level by 2015 when women's representation slipped back to 38% in recent local elections.
- For all countries holding elections this year or before 2015 (e.g. Zambia, DRC) this will be the last opportunity to achieve the target. As many countries still do not have legislated or voluntary quotas, this poses major challenges.
- The key to change is political will. The fact that women are still least well represented in cabinet (with some exceptions, like South Africa) throws into question the political commitment of leaders.
- Civil society has re-launched the 50/50 campaign to guard the gains made since SADC Heads of State adopted the 50/50 target in 2005. These gains need to be urgently pressed home in the coming period.

As our democracies have matured, so has our understanding of the links between gender and governance. We have come to understand that there can be no democracy for the people by the people unless both women and men are represented. Whether or not women make a difference, they have a right to be represented in decision-making.¹

Several studies have also now gone “beyond numbers” to show that women bring different interests and perspectives to decision-making. While women may not all be the same, they have certain shared experiences that have traditionally been left out of public policy and decision-making. Like any interest group in society, women have the right to be heard and not just seen.



Arthur Okwemba strategising for achieving 50/50 women in decision-making positions by 2015, Tanzania. Photo: Sikhonzile Ndlovu

Elections are an opportunity to increase women's representation, raise issues of gender inequality and women's human rights violations and to press for building gender sensitivity into accountability systems.²

The recent performance by SADC Member States with regard to political decision-making has been inconsistent. For each step forward towards attaining the 50/50 women in decision-making target, there have been two steps backwards in a number of SADC countries.

There are bright spots on the horizon. Tanzania which has a legislated 30% quota for women in parliament made some gains, from 30% to 36% women in the October 2010 parliamentary elections. The same elections witnessed the swearing in of the first female speaker of the National Assembly, Anne Semamba Makinda who defeated her male counterpart Mabere Marambo. Out of a total 335 votes, Makinda won 255 votes (76%) to become the first female speaker of the Tanzanian National Assembly. Malawi and Mauritius have also moved forward in recent national elections.

But there is also bad news. Just when the goal seemed within reach for some countries like South Africa which had 40% women in local government, this slid back to 38% in the May 2011 local elections.

"I cannot pretend that this is not a bitter sweet moment for me, in view of the fact that there are only four women members of this 10th Parliament of 62 members. This is indeed an unfortunate reversal of the gains that have been made in the past in field of women's representation in politics and gender equality generally".

Margaret Nasha - Botswana first female speaker of National Assembly, October 2009

Namibia and Botswana, promising countries with seemingly blossoming democracies witnessed the same disappointments when they held parliamentary elections in 2009. Namibia which had reached the 30% mark for women in parliament slid back to 27% in November 2009.

The drop in women's representation in parliament in Botswana, host country of the SADC Secretariat, from 18% in 1999 to 11% in 2004 and to 8% in the October 2009 elections is also worrisome.

Lesotho's local government quota system came under threat and resulted in elections being postponed in 2011. But in a remarkable example of the Protocol@Work, the local government act has been amended and a new form of quota adopted using the Tanzania model that retains the First Past The Post

¹ Studies such as the Gender Links report *Ringling up the Changes, Gender in Southern African Politics*, the first to assess the qualitative difference that women bring to decision-making in the region, have helped to move the debate beyond numbers to why gender equality is integral to good governance.

² Gender in 2010 Tanzania elections, Gender Links 2010.

(FPTP) system with additional seats for women allocated on a Proportional Representation (PR) basis. Mauritius, a country with among the lowest proportions of women in local government, is also in the process of adopting a legislated quota for local elections due later in 2011.

	NATIONAL	LOCAL
Angola	Last quarter 2012	
DRC	November 2011	2012
Lesotho		Postponed to 1 October 2011
Madagascar	Uncertain	Uncertain
Malawi		Postponed indefinitely
Mauritius		November 2011
South Africa		May 2011
Seychelles	May 2012	N/A
Tanzania	October 2010	2014
Zambia	Late 2011	Late 2011
Zimbabwe	No date yet	No date yet

Source: Gender Links (2011) and www.eisa.org.za <http://www.angelfire.com/ma/maxcrc/2012.html>. Both were last accessed on 17 July 2011.

The net result of these ups and downs is that overall progress is slow at the very moment when it needs to be stepped up. This led to the relaunch of the 50/50 campaign by the governance cluster, led by the Women in Politics Support Unit (WIPSU) in Harare in August 2011. This is in response to the need to redouble advocacy efforts to ensure that all stakeholders especially political parties and governments put in place measures to guard gains already made and strive for attaining the 50/50 target.

But time is limited. Countries holding elections in 2011 and 2012 have one last chance before the 2015 deadline.

Table 2.1 show the 2010 - 2011 and 2012 elections calendars for local and national elections. Countries marked in red had elections over the past year. These are Tanzania (national elections in October 2010) and South Africa (local elections in May 2011). Tanzania moved forward (36% women in parliament) and will have one last chance in 2015. South

Africa (38% women at the local level) has now missed the opportunity to achieve 50% women in local government, unless a proposal on the table to merge national and local level elections in 2014 bears fruit. This would provide one last opportunity.

In 2011, local elections were postponed indefinitely in Malawi; and postponed until much later in the year in Lesotho and Mauritius. However, as mentioned earlier, both these countries are likely to be interesting test cases for quotas at the local level. DRC and Zambia have national elections coming up and these provide a real opportunity to take the 50/50 campaign forward in two countries that currently have a very low level of women's political participation.

Many SADC countries have missed or are missing opportunities through lack of effective strategies and action plans devised well ahead of elections. Countries with the FPTP system that is least conducive to women's participation made little or no effort to review the electoral system, or to explore options within their system. In Botswana, for example, while both of the main opposition parties (Botswana National Front and Botswana Congress Party) make provision for 30% women candidates, this quota is not applied in reality hence the poor performance.

There has been a lack of willingness to learn from the best practices in the region which show that without tackling the key issues of electoral systems and quotas, there can be no rapid increase in women's representation in elected office. These best practices are drawn both from countries with a PR system (Mozambique and South Africa) and with a FPTP system (Tanzania and Lesotho).



Casting votes in the May 2010 Mauritius elections.

Photo: Gender Links

The tendency in some countries to “make way for women” at the local level (e.g. in Namibia, South Africa and Lesotho and now Mauritius) is welcome but carries the concern that the only reason this is happening is that local government is not regarded as important as other spheres of governance. Gender and local government have, until recently, not formed a significant part of gender and governance discourse, activism or policy measures. This is also true of other areas of decision-making such as the public service, the judiciary and the private sector for which data is still scanty.

Although the Protocol provisions on gender and governance are relatively short, they are pertinent. They provide for equal representation of women and men in all areas of decision-making in the *public* and *private*

sectors by 2015. This clause is cross-referenced with Article 5 that provides for affirmative action, a strategy that has been key to the rapid increase in women's political participation where this has been achieved. But not all countries subscribe to affirmative action. Mauritius has cited Article 5 for not signing the Protocol arguing that the country's Constitution disallows even positive affirmation.

A significant feature of the Protocol is that it goes beyond numbers, calling for campaigns to demonstrate the link between gender and good governance. The Protocol calls for measures to ensure that women participate equally in elections and the administration of elections. It also details measures to be taken to empower women decision-makers as well as provide gender training for male decision-makers.

Table 2.2: SADC performance indicators for women in political decision-making since the adoption of the 50% target in 2005

	2005				2009					2011					Both houses (parliament)				
	Global ranking	Lower house	Upper house	Both houses	Global ranking	Lower house	Upper house	Both houses	Cabinet	Local Govt.	Global ranking	Lower house	Upper house	Both houses	Cabinet	Local Govt.	Increase/decrease		
																	2005-2009	2009-2011	2005-2011
Global ave.		16.4%	15.0%	16.2%		18.4%	20.4%	18.7%				19.5%	18.4%	19.3%			2.5%	0.6%	3.1%
Reg ave.		20.4%	23.2%	20.6%		24.4%	20.0%	23.9%	22.2%	23%		25.3%	19.8%	24.6%	22.1%	23.6%	3.3%	0.7%	4.0%
Angola	70	15.0%	N/A	15.0%	10	37.3%	N/A	37.3%	5.9%	-	11	38.6%	N/A	38.6%	31.0%		22.3%	1.3%	23.6%
Botswana	91	11.1%	N/A	11.1%	118	11.1%	N/A	11.1%	25.0%	19.4%	114	7.9%	N/A	7.9%	17.4%	19.3%	0.0%	-3.2%	-3.2%
DRC	86		12.0%		114	8.4%	4.6%	7.7%	16.7%	-		8.4%	5.5%	8.5%	11.6%		-4.3%	0.8%	8.5%
Lesotho	87	11.7%	36.4%	17.0%	40	25.0%	29.0%	25.8%	39.1%	58.0%	40	24.2%	18.2%	22.9%	39.1%	58.0%	8.8%	-2.9%	5.9%
Madagascar	116	6.9%	11.1%	8.4%	-	7.9%	15.2%	9.4%		6%	90	12.5%	11.1%	12.1%	15.6%	6.0%	1.0%	2.7%	3.7%
Malawi	75	13.6%	N/A	13.6%	58	21.8%	N/A	21.8%	25.6%		52	21.2%	N/A	21.2%	27.2%		8.2%	-0.6%	7.6%
Mauritius	62	17.1%	N/A	17.1%	74	17.1%	N/A	17.1%	10.0%	6.4%	60	18.8%	N/A	18.8%	12.0%	6.4%	0.0%	1.7%	1.7%
Mozambique	10	34.8%	N/A	34.8%	9	34.8%	N/A	34.8%	25.0%	35.6%	10	39.2%	N/A	39.2%	28.5%	35.6%	0.0%	4.4%	4.4%
Namibia	24	34.6%	19.2%	30.8%	33	34.6%	19.2%	30.8%	24.0%	41.8%	39	24.4%	26.9%	25.0%	19.0%	41.8%	0.0%	-5.8%	-5.8%
Seychelles	20	29.4%	N/A	29.4%	43	23.5%	N/A	23.5%	25.0%		42	23.5%	N/A	23.5%	28.6%		-5.9%	0.0%	-5.9%
South Africa	14	32.8%	33.3%	32.8%	3	43.8%	29.6%	42.1%	41.2%	39.7%	4	44.5%	29.6%	42.7%	41.2%	38.4%	9.3%	0.6%	9.9%
Swaziland	93	10.8%	30.0%	16.8%	90	13.8%	40.0%	22.1%	27.8%	17.9%	84	13.6%	40.0%	21.9%	25.0%	17.9%	5.3%	-0.2%	5.1%
Tanzania	19	30.4%	N/A	30.4%	24	30.4%	N/A	30.4%	14.8%	34.2%	15	35.3%	N/A	35.3%	27.6%	34.2%	0.0%	4.9%	4.9%
Zambia	81	12.7%	N/A	12.7%	87	15.3%	N/A	15.3%	22.7%	6.6%	81	15.2%	N/A	15.2%	13.6%	6.6%	2.6%	-0.1%	2.5%
Zimbabwe	67	16.0%	N/A	16.0%	81	15.2%	24.7%	18.2%	12.5%	18%	75	15.0%	24.2%	17.9%	15.8%	18.5%	2.2%	-0.3%	1.9%

Source: Gender Links (June 2011) and www.ipu.com. Last accessed 17 July 2011. Angola: Angola Electoral Commission (2011) & Angola Government Official website. Accessed July 2011. Madagascar cabinet information: “Madagascar women struggle for fair representation”, Lova Rabary-Rakotondravony, 30 July 2010, <http://southasia.oneworld.net> accessed 17 July 2011. Global rankings for 2009 are from IPU as at December 2009. KEY: PR= Proportional representation; FPTP= First Past the Post; M= Mixed; LG=Local government
Bold figures= 30% or more. Blank spaces= information not available.

Table 2.2 provides an overview of the proportion of women in key political decision-making positions: parliament (lower and upper houses), cabinet and local government. It also provides global rankings of SADC countries. The dates selected in the table to show the trend are based on the history of the 50/50 target. In 2005 SADC Heads of State elevated the 30% target contained in the 1997 SADC Declaration on Gender and Development to 50%. The Declaration

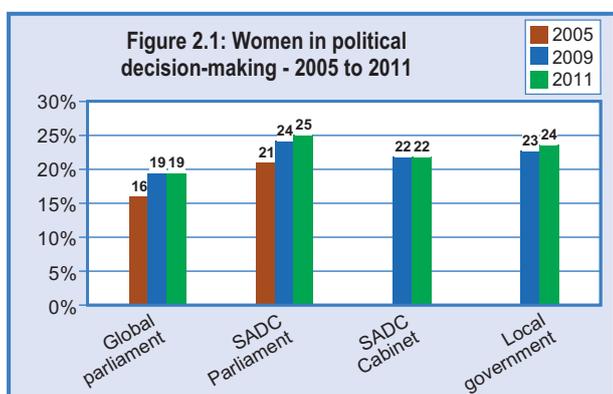
preceded the 2008 SADC Protocol on Gender and Development, a binding instrument adopted in 2008 that has also maintained the 50% women in key decision making positions target by 2015. 2009 is the next benchmark because it marks the first anniversary of the signing of the SADC Gender Protocol while 2011 is the period under review. This data in the table is analysed in various ways throughout the remainder of the chapter.

Representation



The Protocol provides for state parties to ensure that, by 2015, at least 50% of decision-making positions in the public and private sectors are held by women including the use of affirmative action measures as provided for in Article 5.

It further provides for member states to ensure that all legislative and other measures are accompanied by public awareness campaigns which demonstrate the vital link between the equal representation and participation of women and men in decision-making positions, democracy, good governance and citizen participation are put in place at all levels.



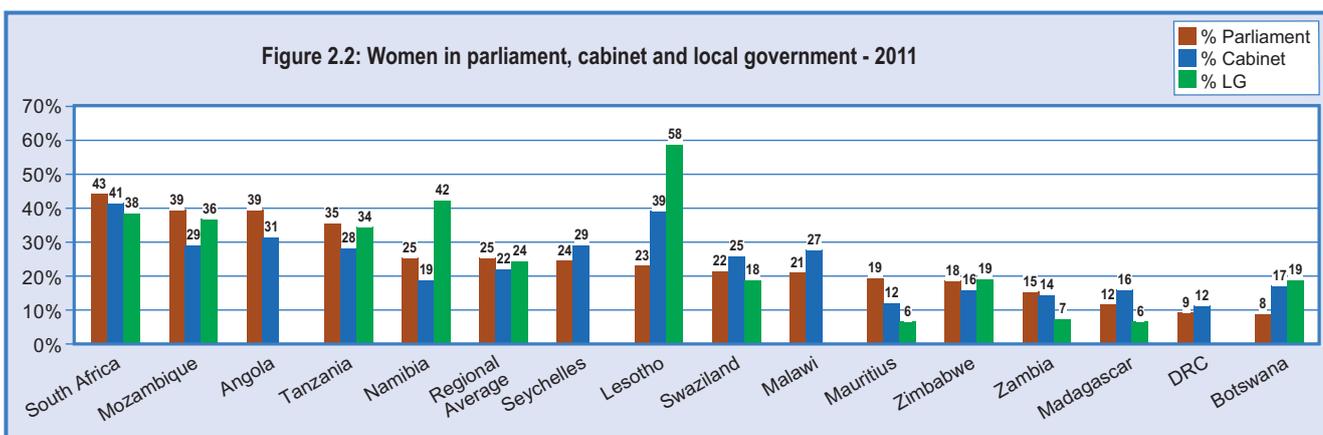
Source: Gender Links 2011, SADC Gender Protocol Country reports 2011 and IPU accessed 17 July 2011.

Representation in parliament leads the way and SADC is moving at a faster pace than the global rate:

Since SADC adopted the 50% target in 2005, there has been a 4% increase in women's representation in parliament, from 21% to 25%. The global average of women in parliament increased from 16% to 19% over the same period.

Little movement on cabinet or local government:

The average representation of women in cabinet in SADC countries has remained at 22%. To the extent that data could be obtained, women's representation in local government increased marginally, from 22% to 23%.



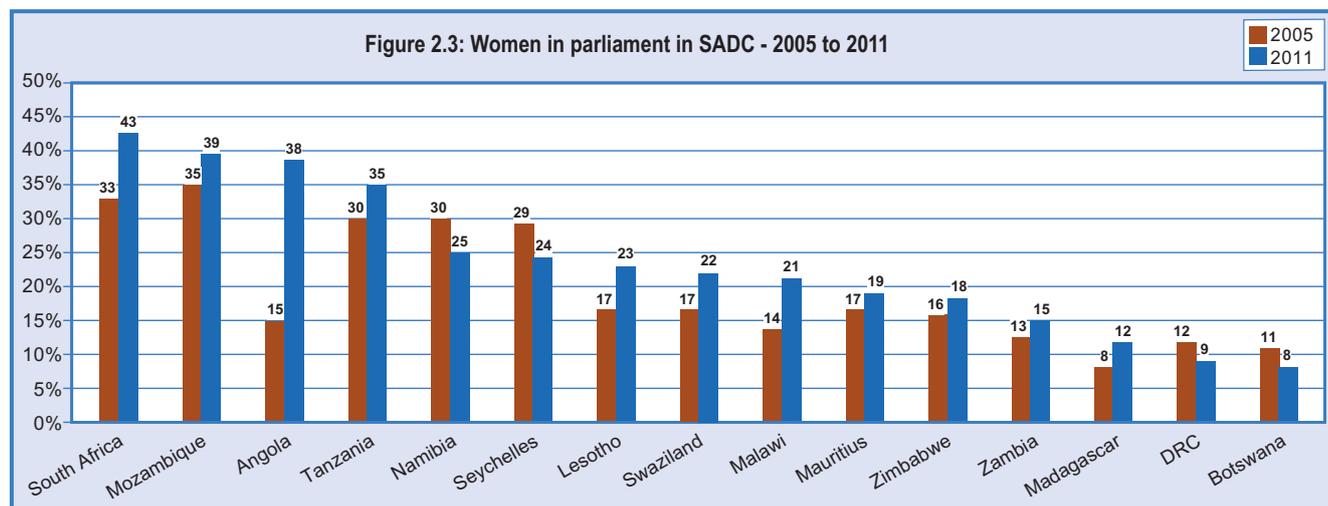
Source: Gender Links 2011, SADC Gender Protocol Country reports and IPU accessed 17 July 2011.

Performance is mixed across parliament, cabinet and local government:

At a glance, the table shows that performance continues to be mixed across all the different areas of political decision-making for which data could be obtained. Figure 2.2 shows that South Africa, Mozambique, Angola and Tanzania perform well across all three areas. Namibia

and Lesotho perform well in local government but not so well in the other areas. Lesotho (local government) is the only area of political decision-making in SADC in which women's participation exceeds 50%. Mauritius, Zimbabwe, Zambia, Madagascar, DRC and Botswana are consistently poor performers.

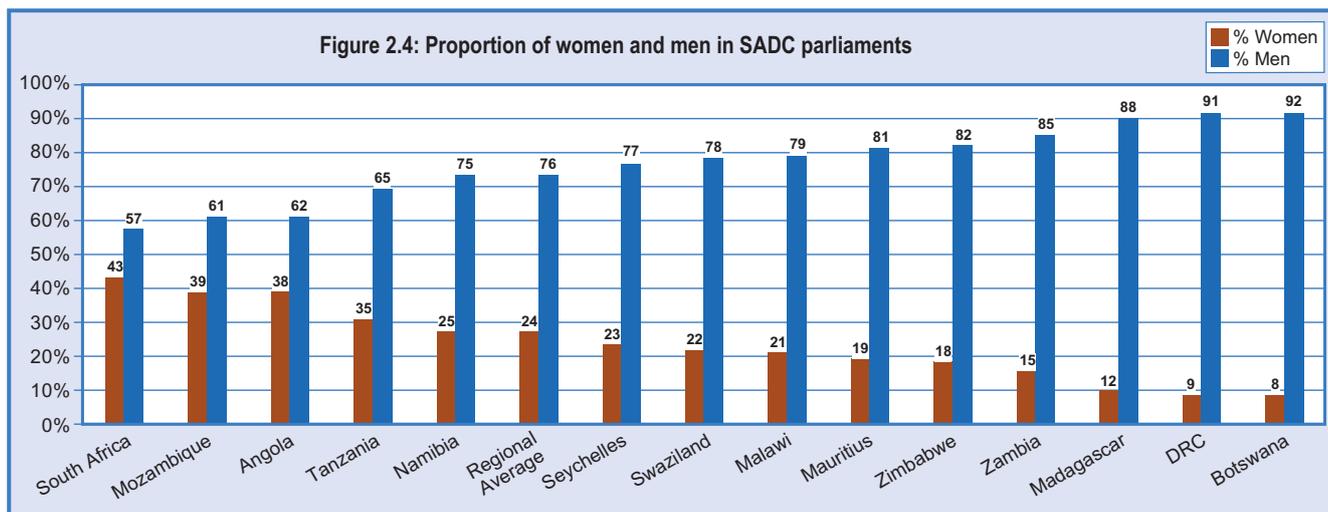
Parliament



Source: Gender Links 2011, SADC Gender Protocol Country Reports 2011, IPU accessed 17 July 2011.

Steady overall increase but worrying signs in some countries: There has been a steady overall increase in women's representation in parliament from 21% in 2005 to 24% in 2009 and 25% in 2011. Figure 2.3 shows that at 43% South Africa ranks highest in the region and fourth in the world with regard to women's

representation in parliament. Three countries Angola, Mozambique and Tanzania, have witnessed substantial increases in women's representation in parliament from 2005 to 2011. But Namibia, Seychelles, DRC and Botswana have moved backwards.



Source: Gender Links 2011, SADC Gender Protocol Country Reports 2011, IPU accessed 17 July 2011.

Only four countries have surpassed the 30% mark and two are below 10%: Figure 2.4 shows that Tanzania has joined three other countries - South Africa, Mozambique and Angola - that have achieved the 30%

mark for women in parliament. Namibia is now out of this category. DRC and Botswana are the only two countries where women's representation in parliament is less than 10%.

Table 2.3: Global and regional comparison of women in parliament

Region	2010			2011		
	Lower house	Upper house	Both houses	Lower house	Upper house	Both houses
Nordic countries	42%		40.8%	42.1%		40.8%
SADC	24.7%	19.8%	24.1%	25.3%	19.8%	24.6%
Americas	22.7%	23.7%	22.9%	22.3%	23.3%	22.5%
Europe excluding Nordic countries	20.1%	19.7%	20.0%	20.3%	19.9%	20.2%
Sub-Saharan Africa (including SADC)	18.3%	20.4%	18.6%	19.5%	19.3%	19.4%
Asia	18.6%	16.4%	18.4%	18.2%	15.2%	17.9%
Pacific	13.2%	32.6%	15.3%	12.4%	32.6%	14.7%
Arab States	9.2%	7.6%	8.8%	11.4%	7.3%	10.7%
Global average	19.1%	18.1%	19.0%	19.5%	18.3%	19.3%

Source: www.ipu.org, 16 July 2011.

SADC as a region still compares favourably with other regions in the world:

With an overall average of 25% women in parliament SADC is well ahead of the global and African averages of 19%. Table 2.2 shows that as a region SADC comes second only to the Nordic countries and is ahead of the Americas and Europe excluding the Scandinavian countries as well as Sub-Saharan Africa. The table also shows that the Americas, Asia and the Pacific regions have slid backwards. Others are moving forward but at a slower pace than SADC according to information between 2010 and 2011.

Global ranks from four to 114:

Table 2.4 shows where SADC countries rank globally and relative to

each other against the 180 countries cited on the website of the Inter Parliamentary Union (IPU). At position four (after Rwanda, Andorra and Sweden), South Africa does the region proud. Only Mozambique and South Africa remain within the top ten with Angola having left the league to become number 11 on the scale. Tanzania has moved up significantly moved up from 23 in 2010 to 15 in 2011. Malawi and Mauritius have also shown great improvement. Sadly, Namibia has dropped from number 21 globally to 32 in 2010 and further dropped to 39 in 2011 but remains in the top five of the region.



Women and men voting in Malawi.

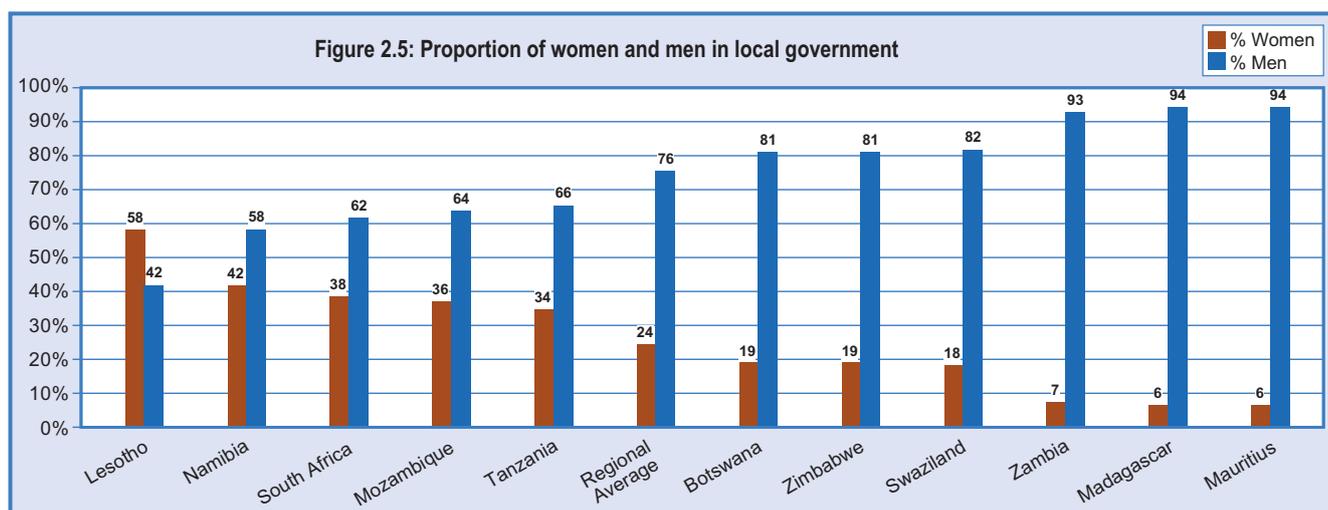
Photo: Lowani Mtenga

Table 2.4: Global and regional ranking of women parliamentarians

	Women in lower or single houses			Global rank			SADC rank		
	2009	2010	2011	2009	2010	2011	2009	2010	2011
South Africa	44.5%	44.5%	43%	3	3	4	1	1	1
Mozambique	34.8	39.2%	39.2%	15	9	10	3	2	2
Angola	37.3	38.6%	38.6%	9	10	11	2	3	3
Tanzania	30.4	30.7%	35%	23	23	15	4	4	4
Namibia	26.9 %	26.9 %	25%	21	32	39	5	5	5
Lesotho	25	24.2%	24.2%	28	40	40	6	6	6
Seychelles	23.5%	23.5%	24%	41	43	42	7	7	7
Malawi	20.5%	21.2%	21.2%	52	54	52	8	8	8
Mauritius	17.1 %	18.8%	18.8%	66	72	60	9	9	9
Zambia	16%	15.2%	15.2%	77	79	81	10	10	11
Zimbabwe	15.2%	15.0%	15%	78	80	75	11	11	10
Swaziland	13.8%	13.6%	13.6%	83	87	84	12	12	12
Madagascar			12.5%			90			13
Botswana	11.1%	7.9%	7.9%	95	114	114	13	13	14
DRC	8.4%	7.7%	8.4%	108	110		14	14	15

Source: www.ipu.org, accessed 19 July 2011.

Local government



Source: Gender Links 2011, SADC Gender Protocol Country Reports 2011, IPU accessed 17 July 2011.

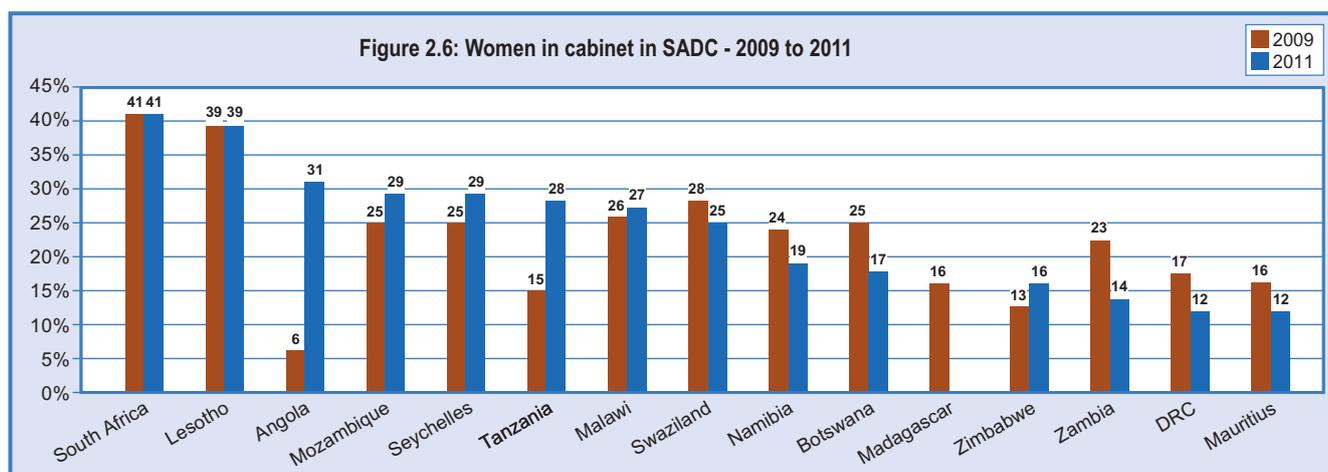
Figures on local government are incomplete over the six year period and missing in some instances (e.g. Angola and DRC). Malawi is still to hold its local government elections, postponed several times this year. Seychelles does not have elected local government.

There is a huge range in women's representation at the local level, from Lesotho, at 58% to Mauritius and Madagascar at 6%. Five countries (Lesotho, Namibia, South Africa, Mozambique and Tanzania) have achieved 30% or higher with regard to women in local government. South Africa has backslidened from over 40% to 38%. Lesotho is the only instance of any area of political decision-making in SADC in which the representation of women exceeds 50% but wait to see if the results of the impending local government election slated for later

this year will maintain this high performance. Three countries, Zambia, Madagascar and Mauritius are all below 10%.

South Africa is the only country that had local elections over the last year, and these proved a disappointment: While Mauritius, Malawi, Lesotho and Madagascar were all scheduled to have local elections as well in the period under review, these were postponed indefinitely in Malawi and Madagascar, and until later in the year in Lesotho and Mauritius. South Africa is the only one out of the five SADC countries scheduled to hold local elections in 2010/2011 that kept its date. While the African National Congress kept its 50% quota, its overall majority in the elections declined, resulting in a backward slide from 40% women in 2006 to 38% in 2011.

Cabinet



Source: Gender Links 2011, SADC Gender Protocol Country Reports 2011, www.ipu.org accessed 17 July 2011.

Women's representation in cabinet is not growing fast enough: Cabinet is the one sphere of decision-making in which it is theoretically relatively easy to "ring up the changes" since leaders have the leeway to appoint their inner team. Sadly, the average representation of women in cabinet has remained stagnant between 2009 and 2011 at 22%.

South Africa and Lesotho lead the way, and there has been improvement in some countries: At about 40% the cabinets of South Africa and Lesotho show that the 50/50 by 2015 can be achieved in this key area of decision-making. Women's representation in cabinet has improved dramatically in Angola and Tanzania, as well as Malawi. Four more countries are on the brink of or surpassing achieving the 30% mark - Malawi, Mozambique, Seychelles and Tanzania with ranges from 27% - 29 % women in cabinet. What is commendable is that all SADC countries are above 10% women in cabinet with the former bottom two

Mauritius and Zimbabwe having moved to 12% and 17.1% respectively.

But backsliding in some countries is a concern: Figure 2.5 shows that there has been serious backsliding in some countries, notably Botswana, Swaziland, Zambia and DRC. This is a serious concern with 2015 just around the corner.

WIPSU is reviving the 50/50 campaign and activists in the region are gearing for a big push in the next four years: As the next elections mark the last chance for most countries to meet the SADC Gender Protocol target of gender parity by 2015, the Women in Politics Support Unit (WIPSU), lead agency for the Alliance governance cluster, is planning a big re-launch of the 50/50 campaign ahead of the 2011 SADC Heads of State Summit. Activists around the region, especially in countries where elections are just around the corner, are demanding accountability from their leaders.

DRC: Women put their best foot forward

After several postponements, national elections will be held in November 2011 and local elections will be held in 2012 in DRC. Activists are demanding that attempts to dilute gender requirements in the electoral act be withdrawn and that parties put their best foot forward for the elections.

The DRC ratified the Protocol In December 2010. There were Presidential and Legislative Elections in 2006, but Local Government Elections failed to materialise. Of the 33 candidates for the Presidential elections, only four (12%) were women. Women comprise 8.4% of the house of assembly; 5.5% of the senate and 12% of cabinet.

Inspired by the SADC Gender Protocol, women in DRC are protesting against Article 13 of the Electoral Law which is in Parliament at the moment. For them, this article is against the Constitution and will bring an end to gender equality as it is contrary to Article 14 of the Constitution voted in 2006 which stipulates equality between women and men. The article states that "equality between women and men for the next elections is not a reason not to accept the list of candidates," negating the

previous paragraph that states: "each list will take into account, if need be, the equal representative of men-women and people living with a disability."

After failing to block the article in the lower house, a coalition called "State Amendment 13" committed to gender equality is going to the upper chamber. *Cadre de Concertation de la Femme Congolaise* (CAFCCO) is inviting all persons concerned to join a march starting from "The People's Place" or Parliament.

In June 2011, the Gender and Media Diversity Centre (GMDC) organised a debate chaired by Dorothee Swedi



A women in governance debate in DRC.

Photo: Loga Virahsawmy

of UCOFEM on how to move forward regarding gender and the forthcoming elections in the DRC.

Chantal Malamba, a well known gender activist talked about the urgency of having at least 4000 women as candidates and even more than 4000 women must be encouraged to join politics and make their voices heard. She also highlighted that women need training as they have been side lined for too long. "During the past five years nothing has been done for women, it is now important to sign a social contract with women so that their needs are taken into consideration. During our women's congress we have noted that women express themselves very well and have the electoral technique but finance is a major challenge," she said.

Thérèse Tshibola explained that women must be trained to vote for women. "Women must accompany women on their campaign trails. Women are aware of social and family problems. Women can bring change in politics." She pointed out that pamphlets have been developed and are being hand delivered to encourage women to register as voters. There are more male voters than female voters in DRC.

Béatrice Makaya highlighted that "women bring more to politics as they are the ones who suffer more from social problems. Women are capable of bringing more justice and equilibrium; women have a lot to bring in politics due to their sensitivity and their leadership and management experience in the home. Women are good in conflict resolution. Women have the capacity to listen, be honest and do door to door campaigning."

Jean Marie Shimatu recognised that the Sixteen Days Campaign Against Gender Violence started because the lives of women are at stake. "Women are role models in multi-tasking. The qualities of women must be explored so that they can become good leaders," he said.

Journalists wanted to know if members of the Women's League are organising themselves for the general elections and they wanted to know the strategies put in place and how implementation of the strategies are being done. Panellists responded to questions about women juggling roles and the effects of politics on the family by pointing out that these should be shared responsibilities between women and men.

Political parties

Political parties play a critical role in "opening the door" for women to enter and participate in decision-making. After all, in parliamentary systems, it is only through political parties that anyone can be elected into office.

Half of the ruling parties in SADC have adopted one or other quota: The table shows that ruling parties in seven (or half) the SADC countries have adopted quotas of one kind or the other. In two instances (South Africa's ANC and the South West Africa People's Organisation of Namibia) these are (in line with the Protocol) parity targets. The ruling Frelimo in Mozambique has a 40% target. The others are between 25% and 50%.

But these are often just on paper: Zimbabwe's three political parties all claim to have quotas. The Zimbabwe African National Union Patriotic Front (ZANU PF) has always claimed to have a 30% quota for women in the women leadership. One faction of the Movement for Democratic Change Tsvangirai (MDC T) says that it adopted a 50% quota at the 2009 leadership conference. However this has not been systematically applied and women's representation stands at 18%. As illustrated in the case study of political parties in Namibia, many of these are gender blind.³

Table 2.5: Political parties and quotas

Country	Ruling party	Quota and Nature/No.
Angola	MPLA	30% quota of women
Botswana	BDP	None
DRC	PPRD	30% quota of women
Lesotho		None
Madagascar		None
Malawi	UDF	25%
Mauritius	MLP	None
Mozambique	FRELIMO	40% quota of women
Namibia	SWAPO	50/50
Seychelles	SPPF	None
South Africa	ANC	50/50
Swaziland		Political parties are banned
Tanzania	CCM	None
Zambia		None
Zimbabwe	ZANU/PF; MDC-T	30% and 50%

Source: Gender Links (2010).

³ Excerpt from research commissioned by the Electoral Institute of Southern Africa in collaboration with GL.

Electoral systems and quotas

By way of background, there are two main types of electoral system:

- In the Proportional Representation (PR) or “list system” citizens vote for parties that are allocated seats in parliament according to the percentage of vote they receive. Individual candidates get in according to where they sit on the list. In an open list system, voters determine where candidates sit on the list. In a closed list system, the party determines where candidates sit on the list, although this is usually based on democratic nomination processes within the party.
- In the constituency or “First Past the Post” (FPTP) system, citizens vote not just for the party, but also for the candidate who represents the party in a

geographically defined constituency. Thus a party can garner a significant percentage of the votes, but still have no representative in parliament, because in this system “the winner takes all”.

There is overwhelming evidence internationally to suggest that women stand a better chance of getting elected under the PR (and especially the closed list PR system) as opposed to the constituency electoral system.⁴ The reason for this is that in the former case, candidates focus on the party and its policies, rather than on a particular individual. This works in favour of women - at least in getting their foot in the door - because of the in-built prejudices against women in politics (Lowe-Morna, 1996). The chance of women getting elected is even higher when the PR system works in concert with a quota.

Table 2.6: Electoral systems and quotas

Type of quota	Constituency based (FPTP) system	PR system	Mixed PR and constituency based system
Voluntary party quota	E.g. Opposition parties in Botswana in the 1999 elections.	E.g. ANC in South Africa; Frelimo in Mozambique.	E.g. SA local government in 1995- ANC voluntary quota for list seats.
Constitutional or legislated quota	Eg Local elections in Lesotho in 2006.	E.g. Local government elections in Namibia.	E.g. SA local government elections; Act stipulates that parties should strive to ensure parity. E.g. The Tanzanian Constitution reserves 30% of seats for women (distributed on a PR basis); Lesotho local elections are also now adopting this system.

Source: Gender Links: information compiled from in-country research, 2009.

As illustrated in Table 2.7, in addition to the two types of electoral system (PR and constituency) there are two main types of quota (voluntary as well as constitutional and/or legislated). It is also possible to have either of these in a mixed PR and constituency system.

Voluntary party quotas have the advantage of party buy-in, but they can only deliver large numerical increases in closed-list PR systems where the party has a significant say on who gets onto the list. In constituency systems, voluntary party quotas can only succeed in delivering the numbers if women candidates are fielded in safe seats, which is often not the case.

Constitutional or legislated quotas have the advantage that they guarantee the numbers. But in the case of the constituency system, where seats have to be “reserved” for women, this may have the disadvantage that such seats are regarded as second-class or token.

Some parties argue that *any* quota infringes on freedom of choice. What is abundantly clear is that without quotas, women stand little chance of making substantial headway in political decision-making.

FPTP and no quota

Southern Africa has examples of all these different combinations. As is the case globally, countries with the constituency system and no quota or special measures have the lowest representation of women. While the increase in women's representation in Malawi in 2009 showed that there is scope for increasing women's participation in this system through lobbying and advocacy, it is painfully slow.

FPTP and quota

The only example to date in the SADC region of a FPTP system that also adopted a quota is the Lesotho local elections in 2006. This was based on one third of seats being reserved for women only, with this reservation rotating to a different set of seats for each of three elections. This quota met with resistance in the 2006 elections and again in 2011, resulting in the elections being postponed, and the electoral act being amended along the lines of the Tanzania model (see next section). In the meanwhile, however, Mauritius - which has a FPTP system and is holding local elections later in 2011 -

⁴ For more information on the comparative global data on quotas for women in politics see www.idea.int/quota.

is in the process of adopting a quota. This will not reserve seats but rather oblige parties to put women on candidate lists. The challenge with this approach is that it is not fool proof, unless women candidates are

fielded in constituencies where they are likely to win. The outcome of the forthcoming Mauritius local government elections will be especially interesting in this regard.

Mauritius: 50/50 before 2015 - Dream or reality?

Mauritius is a step closer to adopting a quota system for local government. A new Bill, approved by Cabinet and now being finalised by the Attorney General calls for at least 33% of women and at least 33% of men to be on party lists. The bill which has been in the making for over ten years will go back to Cabinet again before going to Parliament. Once the bill is enacted the dates for the pending Local Government Elections will be announced.

While Mauritius has not signed the SADC Gender Protocol because it is said to contradict the Mauritius Constitution that does not allow for affirmative action, the move shows how for all member states the ripple effects of the Protocol are being felt. Once enacted, this will contribute towards achieving the target of getting 50% women in decision making positions in SADC countries by 2015. It also opens the door for activists to challenge why Mauritius continues to refuse to sign the Protocol, when in effect it is adopting affirmative action measures.

Gender activists have seized on the opportunity to work with political parties, local government structures and communities to raise awareness on the bill and assist in training potential female candidates ahead of the upcoming local government elections.

For example Gender Links and Women in Networking (WIN) are conducting gender, elections and media training for women as part of encouraging women to stand as candidates.

This is a culmination of work done by Media Watch Organisation (MWO-GEMSA) and Gender Links of hosting several workshops prior to the 2005 general elections. The then leader of the opposition and now Prime Minister of Mauritius, Navin Ramgoolam made a thought provoking presentation on why it is important to have women in politics. Ramgoolam assured the hundreds of participants in the audience that his party was very much aware of this deficit and added: "The First Past The Post constitutes a major impediment for women while a proportional or a mixed system can be favourable to women." He also said "I hope that when we will be in power we will have the consensus to introduce a PR system in our electoral reform."



Loga Virahsawmy, Gender Links Mauritius and Francophone Director, and Minister of Gender Equality, Shiela Bapoo.
Photo: Mary Jane Piang-Nee

Following a great debate on quotas for women in the Local Government Elections on 28th May 2011 with the participation of parliamentarians from a broad spectrum of political parties, the Minister of Gender Equality, Child Development and Family Welfare, Sheila Bapoo alluded to eminent election reforms. She explained that the Electoral Reforms for Local Government aim to make space for more women in local government but she could not commit herself as to exact dates.

Since the signing of the SADC Protocol on Gender and Development, Gender Links has been using the instrument as an advocacy tool to educate women and men on the importance of having women in politics. Loga Virahsawmy, Director of the Gender Links Mauritius office and President of MWO-GEMSA met Herve Aime soon after his appointment as Minister of Local Government.

She informed him of all the work that Gender Links and Media Watch Organisation, which coordinates the work of the Alliance in Mauritius. This includes helping localities in developing local Gender Action Plans and

strategic campaigns. GL expressed concerns about Mauritius being a model of democracy and yet has only 6.4% women in local government.

On International Women's Day 2011 in front of hundreds of women at the Grand Baie Convention Centre the Prime Minister, Navin Ramgoolam said, "I think that finally we have to put in place a quota system". It is hoped that this is only the start of a new chapter for women in politics in Mauritius at local level that will cascade to the 2015 general elections.

South Africa: GL calls for legislated quota for women's political participation following backsliding in local elections

The 2011 local government elections that witnessed a decline in women's representation at the very moment that South Africa should be redoubling its efforts to achieve gender parity underscores the need for a legislated quota for women in national and local elections. This is the conclusion reached by Gender Links (GL), the Johannesburg-based research and advocacy organisation following a gender analysis of the 18 May 2011 local government election results.

The analysis shows that women now constitute 38% of councilors following the 18 May polls, down from 40% in 2006. GL predicted this outcome to the exact percentage point, based on an analysis of the likely decline in support for the African National Congress (ANC), the only party that endeavoured (but even then did not quite succeed) in fielding equal numbers of women and men candidates in both ward and Proportional Representation (PR) seats.

While the main opposition Democratic Alliance (DA) is led by two prominent women, Helen Zille and Patricia de Lille (formerly leader of the Independent Democrats), the party opposes quotas. The local elections again witnessed a war of words between Zille and the ANC over her having an all-male cabinet in the Western Cape where she is premier, after de Lille moved from the provincial cabinet to become mayor of Cape Town. Zille counter accused the ANC of fielding very few women for mayors of the new councils.

The decline in women at all levels of local government comes against the backdrop of the 2008 SADC Protocol on Gender and Development (to which South Africa is a signatory) that calls for gender parity in all areas of decision-making by 2015. Unless the ANC succeeds in its current endeavours to get national and local election dates synchronised leading to an unexpected round of local elections along with the scheduled national elections in 2014, South Africa has missed

Constituency and PR system: the South African local elections

Local elections in South Africa are interesting because they are based on a dual PR and FPTP system. They demonstrate clearly the value of the PR system in increasing women's representation especially where there are voluntary rather than legislated quotas. The May 2011 elections in South Africa provided the pretext for activists to call for a legislated quota.

the chance (so tantalisingly possible) of achieving the parity target at the local level on time, since the next local elections would ordinarily be in 2016.

Table 2.7: Gender and local government in South Africa

Year	% women ward	% women PR	% women overall
1995	11%	28%	19%
2000	17%	38%	29%
2006	37%	42%	40%
2011	33%	43%	38%

Source: Gender Links 2011.

Table 2.7 summarises gender and local government election results over the four municipal elections since 1995. The table shows steady progress in the first three elections, with women's representation increasing from 19% in 1995 to 29% in 2000; up further to 40% after the ANC adopted a 50/50 quota in 2006. Of particular significance in 2006 was the increase in the representation of women in ward seats (where women traditionally do not do as well as in Proportional Representation or PR seats) from 17% in 2000 to 37% in 2006. The decline in women's representation in ward seats from 37% in 2000 to 33% in 2011, and corresponding overall decline of women's representation by two percentage points is a bitter blow for the 50/50 campaign.

Following much advocacy by gender activists, the Municipal Structures Act 1998 fell short of legislating a quota; however it required that parties "seek to ensure that 50% of the candidates on the party list are women, and that women and men candidates are evenly distributed though (sic) the list." The weakness of this wording is that it encourages, but does not oblige parties to adopt a zebra system for the PR seats, and places no obligation on them to field women candidates in the ward seats. The influence has been especially felt within the ANC.

While the party has shied away from legislated quotas, it has been at the forefront of promoting women's participation where it has the influence to do so. The ANC adopted a voluntary 30% quota for women in

all three provincial and parliamentary elections since 1994 and in local government in 1995 and 2000. While the quota used in combination with the PR system at provincial and national level, ensured over 30% women in these spheres of politics, local government lagged behind because women struggled to get in on the ward seats in local government.

However, in the 2006 local elections the ANC adopted a 50% quota for women. Furthermore, it made a particular effort to ensure that women were elected on their own merit in ward seats, narrowing the gender gap between the PR and ward seats and increasing the overall representation of women in local government from 29% in 2000 to 40% in 2006.



Local election poster in South Africa. Photo: Colleen Lowe Morna

The ANC also adopted a 50/50 quota for national elections in 2009, resulting in an increase in the proportion of women from 33% to 44%. The ANC's big achievement in the 2006 elections was not only to field 53% women candidates overall (of whom 46% won) but to substantially increase the proportion of women ward councillors to 40% of the total ANC ward councillors. The upshot is that women ward councillors increased from 17% in 2000 to 38% in 2006 while PR councillors increased from 38% in 2000 to 43% in 2005 for an overall total of 40% (compared

to 29% in 2000). But in the 2011 elections, the proportion of women ward councillors went down to 34%. Ironically the opposition Democratic Alliance that is opposed to quotas now has a higher proportion of ward seats (36%) than the ANC (34%).

Although South Africa still scores third in the SADC region (after Lesotho, 58% and Namibia, 41%) with regard to women's representation in local government, the 2011 local elections proved to be a major disappointment. Rather than press home earlier gains, the ANC slid backwards with regards to women's representation in ward seats, and failed to champion a legislated quota that would have resulted in all parties fielding equal proportions of women and men candidates.

Although the DA is to be commended for having a higher proportion of women in ward seats than the ANC, the party's staunch opposition to quotas and anomalies like an all male cabinet in the Western Cape give rise to cynicism about the example set by female led parties. Urgent action is needed if South Africa is to honour the commitment that it has made by signing the SADC Protocol on Gender and Development that calls for gender parity at all levels and in all areas of decision making by 2015.

At this stage South Africa's only hope of doing so is if the local and national elections are merged, and local elections held again in 2014 rather than 2016. Even then, as demonstrated clearly in this report, parity is unlikely to be achieved in the absence of a legislated gender quota. This would be in keeping with the Gender Equality Bill that is being championed by the government with a great deal of reference to the private sector. It is time to bring women's political representation into this conversation as well.

Ironically, as South Africa prepared for the 2011 local elections, Minister of Women, Children and People with Disabilities Lulu Xingwana was put the finishing touches to the Gender Equality Bill that would result in punitive measures for companies and individuals that do not meet the government's gender equality targets. Yet the government did not seize the call made by NGOs, the Independent Electoral Commission (IEC) and the Commission for Gender Equality to legislate quotas for women's representation in South African elections so that this is not left to the whims of political parties.

The outcome of these elections and elsewhere where numbers are declining (Botswana and Mauritius) demonstrates clearly how leaving women's representation to political parties is fraught with problems, and why a legislated quota is urgently required if South Africa is to meet its 2015 obligations.

(Excerpt from Gender Links report: South Africa gender and local elections report www.genderlinks.org.za accessed 22 July 2011)

Tanzania and Lesotho local elections: another kind of mixed system



Tanzania has a FPTP system for its national elections, but to get around the shortcomings of reserved seats often necessary to ensure that quotas work in this system, the country has come up with a unique hybrid. All seats are contested on a FPTP system. Women and men are equally entitled to participate in these elections, although in reality men are the majority of candidates and winners. However, in addition to the FPTP seats, 30% seats are distributed to parties on a PR basis for women only. This system does not directly infringe anyone's constitutional rights and is therefore less open to contestation.

The close to 6% increase in women in parliament (from 30% to 36%) in the October 2010 elections can be attributed to the benefits of the quota system. Activists did not quite achieve the 40% target they set for this election, using the Protocol as an advocacy tool, but substantial gains were made. The work of advocacy organisations in Tanzania in building the capacity of women politicians during the 2010 elections is a key achievement. In Tanzania the 50/50 Campaign is spearheaded by the Feminist Activist Coalition (FEMACT) led by the Tanzania Media Women's Association (TAMWA).



Photo: Colleen Lowe Morna

Speaking out at the Tanzania gender festival.

However, there is also need to encourage more women to come in through the normal constituency system so that the quota becomes a temporary measure (currently almost all the women in parliament are there through the quota and they are often regarded as

secondary to the MPs who sweated in out in elections). The challenge in Tanzania is to get government to consider raising the quota from 30% to 50% in line with the SADC Protocol target.⁵



Tanzania can also claim an indirect victory as a role model for **Lesotho**. After the resistance to the reserved seats in the 2005 local elections, and with mounting opposition to the quota in the 2011 elections, the Independent Electoral Commission (IEC) paid a visit to Tanzania to study the system there. The IEC subsequently held meetings with civil society organisations convened by the Lesotho Council of NGOs, with Women in Law Southern Africa, the Alliance focal network in Lesotho,



Lesotho Alliance@work.

Photo: Colleen Lowe Morna

playing a leading role. In January 2011, parliament passed an amendment to the Local Government Election Act. This provides for:

- One third special seats for women drawn from party lists that shall be determined in proportion to the total number of votes attained by each political party.
- In order for a party to qualify for special seats, it must field candidates in at least one third of the electoral divisions.
- Each party to arrange the candidates in order of preference, with the list closed until the next election.

In the 2005 elections, 30% women came in through the reserved seats, and a further 28% through the openly contested seats, giving a total of 58% women; the only area of decision-making in SADC in which women are in the majority. To maintain parity in the Lesotho local elections now scheduled for October 2011, women will need to win at least 20% seats (over and above the 30% special PR seats) in openly contested seats not reserved for women. Given that women achieved this in the last election this should not be impossible to achieve. However, advocacy efforts need to be stepped up in the coming months, and the amendment to the electoral act needs to be well explained.

PR system with legislated quotas at local level but none at national

Namibia is unique in that it has a PR electoral system both at national and local level but only a legislated quota at local level in which all parties have to have at least 30% of seats be reserved for women. The ruling South West African People's Organisation (SWAPO) has adopted the zebra - one woman, one man system - for its lists at the local level. The combination of all these factors led to 41% women at the local level in Namibia in the 2005 local elections.



⁵ Gender in the 2010 Tanzania elections, Arthur Okwemba, Daud Kayisi and Sikhonzile Ndlovu.

In contrast, there are neither mandatory nor voluntary quotas at the national level, in which elections are also run on a PR basis. The November 2009 national elections in Namibia witnessed a major back ward slide as women representation in parliament dropped from 30.8% to 23%. This is despite the fact that the country has not only signed but ratified the Southern African Development Community (SADC) Protocol on Gender and Development.

SWAPO, which accounted for the majority of the 30.8% women who were MPs before the elections, had only two women in the top 10 of its 72 member list. Overall there were 23 women on SWAPO's list, a poor showing for the party favoured to win the elections and one that has openly committed to achieving gender equality and equal representation of women. Without either a legislated or voluntary party quota, only 15 women won seats in the 72 member national assembly in October 2009; fourteen of these women from SWAPO.

The law gives the Namibian President the powers to appoint six additional members, but even if he appointed all women, this would have only brought women's representation to 30.5%. In the event, the President only appointed three additional women, bringing the total number of women to 18 or 23%.

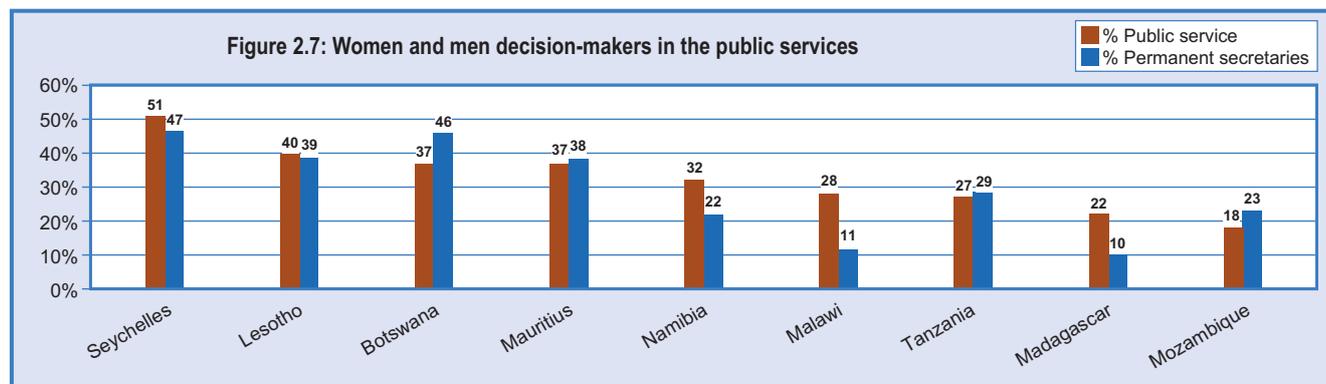
The election results are still being contested by opposition parties.

Failure to advance towards parity is largely due to the fact that there are no deliberate efforts by the country's electoral bodies and parties to push the envelope and advance from one third to 50% women in parliament. Quotas at national level could contribute to levelling the playing field as they have done at the local level.

PR system and voluntary quotas

South Africa is an example of a country in the region with a PR system and voluntary party quota that has been put to good effect. So far the African National Congress (ANC) is the only political party in the region to have formally adopted a 50/50 quota, in line with the provisions of the SADC Gender Protocol. This was first applied in the 2006 local elections, and then in the April 2009 national elections and then : a key test of the party's commitment. With 40% to 45% women in most areas of political decision-making, South Africa is the best example yet that gender parity in politics can be achieved. The key question between now and 2015 is whether the gains made so far will be pressed home during the final run to 2015, or allowed to slide backwards, as happened in some countries during the period under review.

The public service



Source: Gender Links 2011 and SADC Gender Protocol country reports.

Scant data and wide variations continue: As reflected in Figure 2.7, there is scant data and there are wide variations in the region with regard to women's representation in the public service. In Seychelles, this is close to parity; in Lesotho, Botswana, Mauritius and Namibia over 30%. However, in Mozambique, women constitute less than one fifth of public servants.

There has been an increase in proportion of women at the top is increasing compared to proportion of women in the public service: Women are making a breakthrough as permanent secretaries. For the countries for which data could be obtained, women constituted more than 30% of these top decision-makers in the public service in Seychelles, Lesotho, Botswana and Mauritius.

Participation in decision-making



The Protocol provides for State parties to adopt specific legislative measures and other strategies to enable women to have equal opportunities with men to participate in electoral processes including the administration of elections and voting.

It also provides for equal participation by women and men in policies, strategies and programmes for building the capacity of women and men in decision-making through leadership and gender sensitivity training and mentorship; support structures for women in decision-making; structures to enhance gender mainstreaming and changing decision-making attitudes and norms. The Protocol specifies that men be included in these activities.

Election management

Women missing from election management bodies in most SADC Countries: Most electoral management bodies in SADC do not consider gender equality as an important factor when appointing managers in spite of the fact that more women register as voters compared to men. For example in **Seychelles** of those registered to vote 54% are women for the upcoming election later in 2011, yet the Electoral Advisory Board comprises only one female (16.7%) of the six appointed personnel.

Electoral processes

Women outnumber men as voters: While it is possible to get data on those registered to vote, this data is often not disaggregated by sex. In the three countries where data was obtained (Botswana, Tanzania and South Africa) women constituted the majority of those registered to vote. This shows that women are keen to participate in public life.

Leadership roles

Table 2.8: Women and men in party leadership

Country	Ruling party		Main opposition	
	M	F	M	F
Angola	1		1	
Botswana	1		1	
DRC	1		1	
Lesotho	1		1	
Madagascar	1		1	
Malawi	1		1	
Mauritius	1		1	
Mozambique	1		1	
Namibia	1		1	
Seychelles	1		1	
South Africa	1			1
Tanzania	1		1	
Zambia	1		1	
Zimbabwe	1		1	

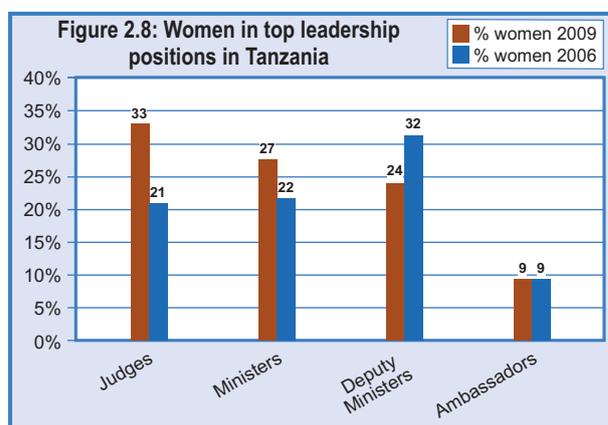
Source: Compiled by GL from country barometers 2011.

Women are still missing from top decision-making positions:

An important test of women's participation in public life is the extent to which they not only participate in structures of governance but in the leadership of these entities. The earlier section detailed how women are still least well represented in cabinet. Table 2.8 shows that all the ruling parties in the region are led by men. Only one opposition party (in South Africa) is led by a woman.

They are particularly scarce in certain areas of leadership:

As noted earlier, there is need to gather far more comprehensive data on women's participation in certain areas of decision-making. The comparative graph of women in different types of top jobs in Tanzania (Figure 2.8) shows that while there has been an increase in women judges and ministers, there has been a decline in women deputy ministers. Women are least well represented in diplomacy, and this figure has remained static.



Source: Gender Links (2009).

More women standing for president: In countries where there is the presidential system of elections, it has long been customary for men only to stand for elections. However, this is gradually changing, as illustrated in the examples below.

A woman for president?



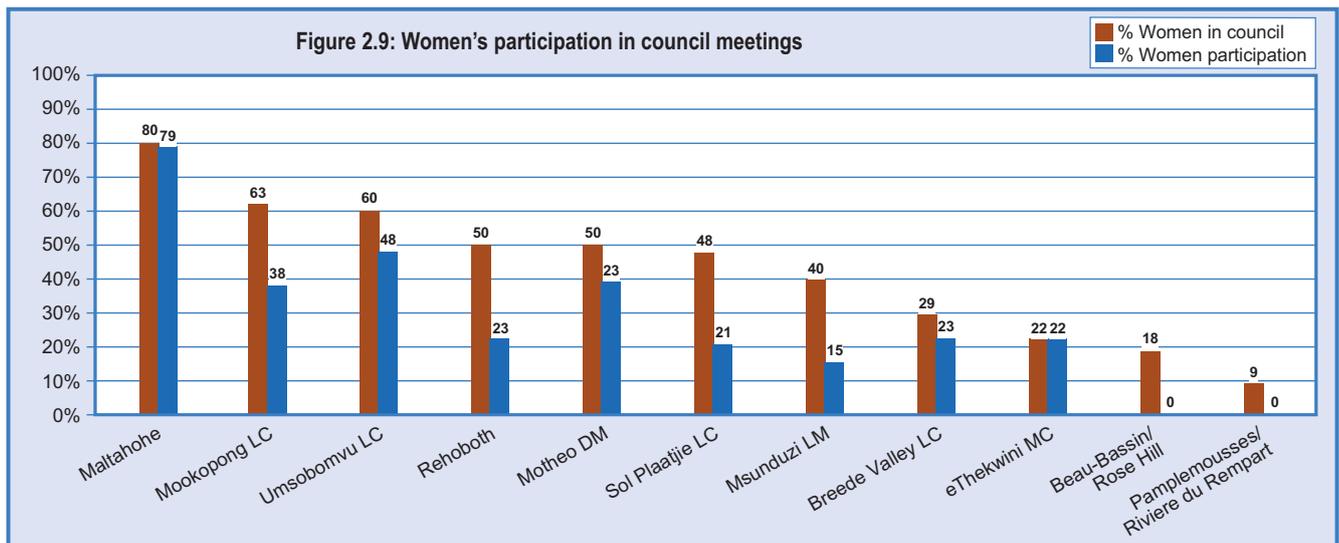
Malawi: Presidential elections are held after every five years under presidential First Past The Post system. In the past three elections no female was featured as a presidential candidate. However, during the 2009 elections Loveness Gondwe became Malawi's first female presidential candidate. In addition, the incumbent President Bingu wa Mutharika nominated the former Foreign Minister, Joyce Banda as his running mate. She became the first female Vice-President in Malawi's history after the 19 May victory. Although Gondwe did not make it, she too has deeply inspired many women to make a similar attempt in the future. The same is the case with Joyce Banda of the ruling party.



Tanzania: There has so far been only one woman presidential candidate in the history of Tanzania. This was Anna Claudia Senkoro from PPT Maendeleo Party in 2005 who surprised the sceptics by taking the 4th position out of 6 presidential candidates.

In 2000, when Gertrude Ibengwe Mongella (who later became the first head of the Pan African Parliament) tried to run for the top job the Speaker Pius Msweka said: "Time is not yet for women to contest for Presidential position". The Speaker apologised the following day. But Mongella has not put her hat in the ring again. Gertrude Mongella served as the Secretary General of the UN Fourth World Conference for Women in Beijing in 1995.

Participation in meetings

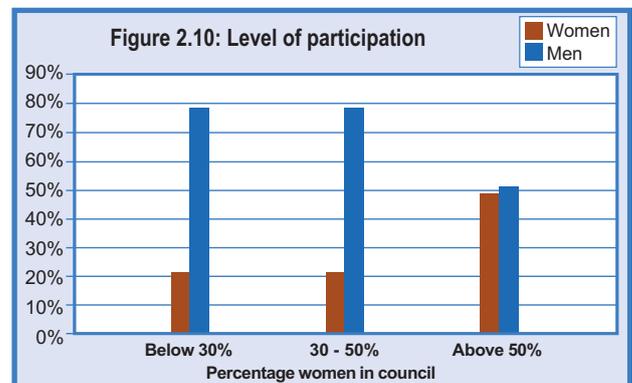


Source: Gender Links.

Women speak less in meetings: In observations of 11 council meetings in Namibia, Mauritius and South Africa, GL devised a detailed spreadsheet of all the interventions made by councillors, divided into male and female. This was further sub-divided into decision-makers, whether male or female (speakers, mayors or deputy mayors) and ruling party/ opposition. While opposition voices accounted for a total of 34% of the interventions (25% men and 9% women) - roughly consistent with opposition strengths in the councils - women's voices only accounted for 27% of the total, with men (73%) dominating all meetings.

This was especially so in Mauritius (the country in the study with the lowest proportion of women (17% in the two council meetings observed, but 100% male voices). Yet even in South Africa and Namibia, with around 40% each women in local government, men

dominated meetings 71 to 73% of the time. To the extent women spoke, about one third of these came from opposition parties.



Source: Gender Links.

More women, more sway? Figure 2.10 shows that where women constituted below 30% of the participants, they spoke 21% of the time. Where women constituted 30 to 50% of the participants, they spoke 22% of the time (not much different to when they constituted below 30%). However, when women

constituted more than half of the participants, they spoke a little less, but almost as much as men. The conclusion that might be drawn from this finding is that the “critical mass” is indeed not 30% but gender parity!

At the Coalface - gender and local level

The Botswana Association of Local Authorities (BALA) in partnership with GL conducted skills development training for women councillors in **Botswana** in 2008 with the aim of retaining them in councils. Although fewer women returned after the 2009 elections, some of those who returned campaigned and were elected by councillors to take key decision-making positions in the councils like mayors, deputy mayors, and chairpersons of committees. This is because their



Malebogo Kruger speaking at the Gender Justice and Local Government Summit. Photo: Colleen Lowe Morna

lobbying skills and their self-confidence has increased. In Botswana's third largest city, Lobatse, the Mayor, Deputy Mayor and Town Clerk are all women. With six out of 13 women Lobatse town council is the only local council in Botswana that is close to achieving gender parity. Patrick C. Manthe of BALA noted: “We in the local government associations are lobbying central government on behalf of women to bring more women on board. We sensitise decision-makers on issues of gender inequality because a lot of the leaders were in the dark. They used to think that gender is campaigning for women. We need a lot of information dissemination to fight negative cultural barriers, such as negative attitude by women that men are superior. But to have a 50/50 representation of women in Botswana requires a deliberate policy like that in South Africa.” Deputy Mayor of Lobatse Malebogo Kruger added: “As a politician and a trainer, the training has changed my attitude towards my role in addressing gender based violence. It was a challenge before to address men in the political arena, but through the training, I am a star and a confident facilitator. I did not benefit alone, but as the Chairperson of the BALA Women's Commission, I mobilised other commissioners to take part in the media literacy training, in order to enhance their IT, media and campaigning skills, from which they benefited for the 2009 elections. This alone marketed me and I was proud to be invited by Women Against Rape during the Sixteen Days commemoration to be a specialist on GBV related issues.”

Easing the burden of the dual roles of women

Institutional culture reflects in many ways: physical facilities, dress, rules and norms, work place habits, and the nature of communication, formal as well as informal. This section, which draws on the GL study *Ring up the Changes*, explores the extent to which these are changing in the decision-making structures of Southern African countries.

Facilities

Made for men? In the many instances in the region where parliament sits in old buildings built with men

in mind, the first practical issue that arises when larger numbers of women join the workplace is providing women with facilities to be able to conduct their work as comfortably and conveniently as men. These include such practical considerations as women's toilets, hairdressers and shopping facilities.⁶

Family friendly work environment

Studies globally show that among the first changes that take place in political decision making structures and especially in parliament when women gain entry are recommendations for child care centres, family-friendly sitting hours and increased travel for family members.⁷

⁶ Inter-Parliamentary Union (2000) “Politics: Women's Insight.” IPU: p108.

⁷ See, for example, Sawyer, M. (2000), “Parliamentary Representation of Women: From Discourses of Justice To Strategies of Accountability.” International Political Science Review 21(4): p361-380 and Brown, A. (1996) “Women and Politics in Scotland.” Parliamentary Affairs 49 (1): p 26-40.



Children marching in South Africa for a brighter future.

Photo: Colleen Lowe Morna

Child-care: Of all the possible work place innovations, few make a stronger statement about family-friendly practices than having child-care facilities paid for and arranged by the institution. Bringing children to the hallowed halls of power has the symbolic effect of demystifying power as well as driving home the point that in the end decision-making is about a better world for those who come after us. A crèche is one of the symbolic early gains made by women in parliament in South Africa.

Sitting times: Traditionally, parliaments and councils have assumed that decision-makers have no family responsibilities and therefore that meetings can start and end late. This continues to be the case in countries like Zambia and Lesotho, where women are still a tiny minority.

Capacity building

The various regional and international commitments to increasing women's equal and effective participation in decision-making place a strong emphasis on capacity building. Addressing the specific needs of women decision-makers is not something that most decision-making institutions had considered before the clamour for greater representation by women in these structures. It is one of the several changes that women have had to struggle for.

Generic training: There have been several different kinds of approaches to improving the skills of politicians in general and women politicians in particular. Most political parties, parliaments and councils seem to offer some basic orientation on what it means to be a politician and how to function as a legislator/councilor. Sometimes this is done with the help of international

organisations like the Inter-Parliamentary Union (IPU), Commonwealth Parliamentary Forum (CPF), International Union of Local Authorities (IULA) or regional organisations like the SADC PF. The difficulty with all generic "one size fits all" training is that it does not always address the particular needs of women, especially where they are in small minorities. This has led to the design of several empowerment programmes focusing on women.

Women specific training at national level: Capacity building programmes focusing specifically on women decision-makers may be at national or regional level.

Training specific to women at regional level: The SADC Gender Unit has developed a Gender Tool Kit for SADC decision-makers that comprises basic

concepts, tools and exercises on mainstreaming gender into legislation. This has been used for training trainers as well as women MPs from around the region. From evaluation reports of training workshops, it is clear that these "additional empowerment" initiatives have played an important role in developing linkages between women MPs across the region and sensitizing them to gender issues. However, they have suffered from some drawbacks such as:

- Lack of follow-through mechanisms to provide ongoing support or evaluate impact.
- Absence of strategies at national level to ensure that those trained as trainers apply their skills.
- The subject matter so far only covers gender skills and not some of the immediate practical skills that decision-makers need such as communication training (including the Internet, debating, working with the mainstream media etc).
- Although the focus on women MPs is understandable, the disadvantage (especially where there are small numbers of women MPs) is that they then go back into male-dominated institutions that have little sympathy for their ideas.

Gender mainstreaming training at regional level:

In an effort to bring men on board, the SADC PF gender unit has run a number of workshops for chairs of portfolio committees on mainstreaming gender in their work. Given the male dominance of these committees, the majority of participants at these workshops have been men. The unit focused initially on finance and public accounts, and has since fanned out into other sectors like education and HIV/AIDS. An evaluation of the programme found that there had been general awareness raising on gender among MPs that participated in training like the Lubambo roundtable on gender budgets. But the evaluation stressed that

for this to be effective regional processes have to be cascaded to national level.⁸ The evaluation added that training should be more tailored towards needs, and link to the Parliamentary Leadership Center that is being planned by the SADC PF.

Mentorship: Mentorship overcomes many of the shortcomings identified in other forms of capacity building. It does not show up politicians as people who might be ignorant. Because it is one on one, it is more effective. It is hands-on. Perhaps most important, such training is ongoing.

On- the-job training: With the exception of Tanzania, *Ringing up the Changes* did not reveal many examples

of on-the-job training for women decision-makers. It did however show that this is the direction of thinking among activists and trainers.

The role of the media in elections and gender discourse

Increase in women sources in the political topic category: The 2010 Gender and Media Progress Study (GMPS) referred to extensively in Chapter Nine shows that while the proportion of women sources in the media overall has only increased by 2% (from 17% in 2003 to 19% in 2010) women sources in the political category have increased from 8% to 13%. This is still far too low, but at least there is forward movement.

Regional: Evaluating initiatives on gender, media and elections

Gender Links and the Gender and Media Southern Africa (GEMSA) Network organised a series of workshops and training on gender, media and elections in South Africa (April 2009), Botswana (October 2009), Namibia (November 2009), Mozambique (November 2009), Malawi (May 2010), Mauritius (May 2010) and Tanzania (October 2010).

The partners trained the media on how to cover elections from a gender perspective and balancing sources such as giving a gender disaggregated data on elections, for example voters, candidates, party manifesto, etc. NGOs were also trained on how to do gendered analysis of electoral process. As a result of the training, the targeted women were able to design their own campaigns and publicity materials, and able to use multi-media effectively.



Emma Kaliya addresses the media in Malawi.

Photo: Colleen Lowe Morna

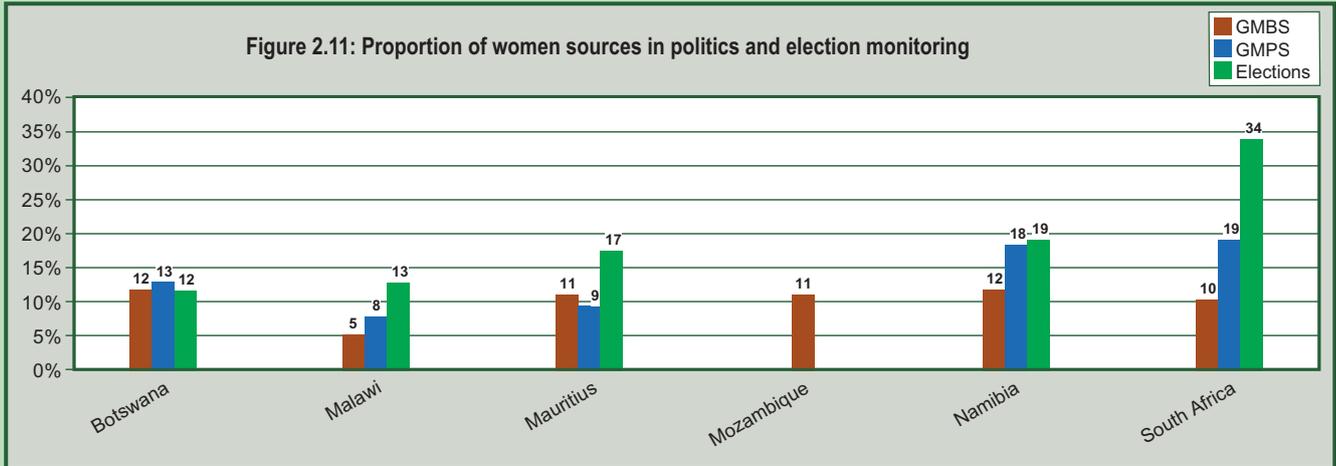
The workshops targeted media practitioners and women in politics. GL trained a total of 248 journalists (newsroom training) and 130 women politicians in Malawi, Botswana, South Africa, Mozambique and Tanzania. GL also added a civil society media and advocacy training component in Namibia (with the Polytechnic of Namibia) and Tanzania.

NGO Gender Coordinating Network (NGOGCN) in Malawi reports that the media houses are increasingly becoming responsive to women as well as gender advocates and a critical partner in the implementation of the 50/50 campaign. The coordinator of NGOGCN in Malawi, Emma Kaliya said: "The role of the media has not just been limited to politics and decision making but to GBV, economic empowerment, HIV and AIDS. The media can build if given the correct information at the same time destroy if given the wrong information. For example, close to the passing of the Domestic Violence Bill the media flagged a very negative story of someone who called the Bill rubbish. This brought us back to square one."

Participants who attended the newsroom training sessions on gender and governance in Malawi, Botswana and South Africa referred to the training as "eye opener". A participant in Malawi recommended that GL should "Organise more training for media as this is giving a chance to refresh our memory on issues that affect women in so doing inspiring us to write stories that would support women in politics" and another in South Africa said, "I learnt a lot about elections. Everything was important and useful".

⁸ Meena, Ruth and Machangane Keboitse, "Evaluation of the Endendering SADC Parliaments Project" USAID 2002, p13.

Figure 2.11: Proportion of women sources in politics and election monitoring



Source: Gender Links 2010.

Figure 2.11 shows the proportion of women sources in the political topic category in the *Gender and Media Baseline Study (GMBS)* of 2003; the *Gender and Media Progress Study (GMPS)* of 2010 and in election monitoring at the time these countries had elections. The latter is a measure of the effectiveness of the gender, media and elections training. The graph shows that the proportion of women sources increased in all countries except Botswana. This is most marked in the case of South Africa, with women sources in politics increasing from 10% in the GMBS (2003) to 34% in the 2010 elections: a powerful indicator that change is possible. However, the graph shows that there are still major challenges in ensuring that women and men

are accorded equal voice in the media in politics as in many other topics.

Training and support has been rendered to women decision-makers in 14 countries through on-the-job empowerment courses on gender analysis, communication, leadership skills, and engaging with the media to enhance their effectiveness in the 5-year life of the project. The women politicians were trained on how to engage with the media, profiling themselves, and creating publicity materials such as flyers among other initiatives as part of promoting provisions of the SADC Protocol on Gender and Development.

Making a difference?

Among the significant collaborative research efforts is the groundbreaking study quoted in this paper: *Ring up the Changes: Gender in Southern African Politics* coordinated by GL. The study is the first in the region, and one of the few globally to assess the qualitative difference that gender equality brings to governance. This was achieved through a comparison of countries that have achieved a high level of women in decision making with those that have not.



The study found that *numbers do make a difference* for a host of reasons, including:

- The sheer presence of women in decision-making is a powerful tool for challenging societal stereotypes and creating role models.
- When there are a few women who are in influential positions trying to make a difference but without a

“critical mass” of women to draw on, they find it difficult to effect these changes.

- In countries that have higher proportions of women in decision-making, obstacles to participation are more likely to begin to be turned to advantages.

The tangible difference that women's participation in decision-making, especially in substantial numbers, is seen to make in the study include:

- The marked difference between the style, procedures, norms and discourse in institutions of decision-making in the countries that have a high representation of women compared to those that do not.
- The link between the presence of a substantial proportion of women in decision-making and the extent to which men have engaged with the issue of gender equality and become agents of change.
- The fact that although all the case study countries have undertaken significant gender justice reforms the breadth and depth of such reforms are greater in countries that have achieved higher levels of women in parliament, and especially in those countries with

a history of political struggle and progressive constitutions.

- The championing role that women in top decision-making positions have played in ensuring that gender is taken into account in policies and laws in mainstream portfolios like mining and agriculture.
- The links made by women MPs between women constituents and parliament, as well as ensuring greater accessibility and responsiveness of service delivery.
- The support that women decision-makers have given to innovative approaches like the gender budgeting initiatives that have captured the imagination of the

region and provide a potentially powerful tool for gender mainstreaming through tracking resource allocations.

Beyond numbers

Across the region, activists are demanding not just numerical increases in women's political participation, but also a "gender agenda" in all political processes. This is illustrated by the lobbying efforts in Zimbabwe, that range from constitutional provisions, to the conduct of forthcoming polls.

Zimbabwe: Women lobby for a comprehensive deal in forthcoming elections

Zimbabwean women say there is need to engender all transitional processes in the country to ensure meaningful gains and progress, starting with the implementation of the Global Political Agreement (GPA), the negotiation of the roadmap to elections and indeed the improvement of the country's socio-economic and political processes.



Netsai Mushonga.
Photo: Colleen Lowe Morna

Speaking on the sidelines of a special SADC summit on Zimbabwe in South Africa in June, a representative of most Zimbabwean women's civil society organisations, the Women's Coalition of Zimbabwe (WCoZ), Netsai Mushonga, said the women had crafted a roadmap to take into account gender

concerns. WCoZ coordinates the work of the Southern Africa Gender Protocol Alliance in Zimbabwe. "We acknowledge that the GPA is the operating document of the day, but we are concerned that its implementation does not reflect a gendered perspective, thus side lining the major concerns of women," she said.

Zimbabwe has been going through a socio-economic and political transition following the signing of the Global Political Agreement (GPA) on 15 September 2008 by the three main political parties: the Zimbabwe African National Union Patriotic Front (ZANU PF) and the two Movement for Democratic Change (MDC) formations. The transition has managed to bring cases of politically motivated violence down from an all time high around June 2008. The economy has been on a slow recovery. The public service sector has become operational with schools and hospitals running again, but at lower capacity due to inadequate equipment and staff.

However, GPA processes have lagged behind. Several submissions, including a Constitutional quota, have been made but are still pending. Activists have also called for the carrying out of a broad national healing process which is gender sensitive. Moves towards free and fair elections in which women participate effectively have been slow.

Only one woman, Priscilla Misihairambwi participated in the GPA negotiations but the document mentions inclusion and equal participation of women in several key areas. However, the language is vague; some of the phrases and meanings are left for the readers to interpret. The mandate of structures such as the Organ on National Healing, Reconciliation and Integration seem deliberately vague and open to interpretation. This reflects the levels of mistrust and efforts to outmanoeuvre each other in the implementation phase of the GPA. Issues critical to women such as health and maternal health (a staggering 725 out of every 100 000 live births) are not addressed.

The draft Roadmap to Zimbabwe Elections, published in the *Newsday* of 29 April 2011 is also gender blind. The document addresses issues of sanctions, media reforms, violence, freedom of assembly and association and the next elections. However the draft roadmap falls far short in mentioning and beginning to address the gender issues inherent in all the mentioned areas. Zimbabwean women have complained of a male dominated media that portrays women in a negative light.

The issues of violence need to be expanded to address both the public and private forms of violence which have a cyclical and symbiotic relationship. Issues of national healing encompassing truth telling, justice, restitution, rehabilitation and reconciliation are not dealt with adequately. The draft document has accusations, denials and different explanations depicting serious divergence in perceptions in our

leadership. Freedom of assembly and issues of elections are discussed without the requisite gender lenses and therefore holding of elections under such conditions and in the same environment might not begin to change the situation of women.

WCoZ has now brought its members together to discuss a Women's Roadmap to Elections. The document was distributed to the negotiators in Zimbabwe and also the mediation team in South Africa. It contains women's basic and minimum demands before free, fair elections can be held, and where women can participate freely and actively. These requirements include a new constitution which guarantees all human rights of women and has provisions for gender equity, equality and non-discrimination. It should also uphold the principles of participation of women in electoral and governance processes and guarantee a quota and the 50/50 principle for women and men in decision making positions. Women envisage a hybrid electoral system that provides for the effective participation of women in politics.

Women want legal reforms that remove some of the repressive legislation in place. This includes domestication and implementation of international and regional instruments dealing with women's empowerment, specifically the SADC Protocol on Gender and Development, reform of Public Order and Security Act, Access to Information and the Protection of Privacy Act, amend the Political Parties Finance Act to allocate resources to women candidates and amend the Criminal Codification and Reform Act to ensure respect of human rights of all.

Women are demanding an end to politically motivated violence and intimidation and asking the state to ensure full security of women and girls during election periods and end impunity. The women's roadmap mandates political parties, the police, judiciary services and all state agents to preach non-violence and peace, prevent, mitigate and address issues of violence.

Women also demanded promotion of intra party democracy within all political parties to allow women to be better represented. The women's roadmap

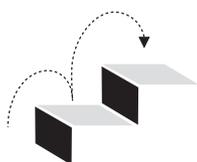
demands that the government begins to promote nation building above party politics and depoliticisation of national and international days/events. The government should ensure non-partisan use of state resources, humanitarian aid and traditional leadership structures.

Women would like the reform of the Zimbabwe Electoral Commission (ZEC) to allow for effective participation of women. These reforms include the transformation of ZEC to be a truly independent electoral commission with full mandate to oversee elections, answerable to a minister and reporting to parliament to increase its accountability.

The Women's Roadmap to Elections also demands the reform of the Citizenship Act to remove restrictions on women voters, removal of the need to produce proof of residence to register to vote since women do not usually own houses and households. The Zimbabwe Electoral commission should carry out mobile registration campaign around Zimbabwe, clean the voters roll to reflect current voters only and disseminate adequate information on the inspection of the voters roll. According to WCoZ: "Development and peace does not begin to happen if women are excluded. Inclusion of women is the beginning of a better, more mature politics."



Members of the WCoZ at work. WCoZ coordinates the work of the Southern Africa Gender Protocol Alliance in Zimbabwe.
Photo: Colleen Lowe Morna



Next steps

Key points arising from this chapter are that:

- **Reinvigorating the 50/50 campaign:** Following the re launch of the 50/50 campaign in August 2011,

a robust campaign is needed to maintain the gains made in getting more women into political decision making positions.

- **Decision-making is still a hostile terrain for women:** Despite the positive rhetoric towards women's increased participation in decision-making, there are still major barriers to be overcome. These are deeply rooted in custom, culture, religion and tradition. The structural barriers explain why there is little correlation between women's level of education

and their political participation. Personal empowerment does not translate into political empowerment for women because society is not ready to accept women in these roles. Such change can only come about through concerted effort that begins with a strong political will and leadership, accompanied by deliberate strategies and special measures.

- **Heads of state have largely failed to keep their promises:** Governments made a commitment to achieving a minimum 30% representation of women in all areas of decision-making by 2005, and went on to raise the bar to 50% as attested to by the backsliding in Namibia and Botswana at the very moment when substantial gains need to be made. The barometer shows that with a few exceptions, this commitment has not and will not be met. While there were some attempts by Heads of State to make good on their promises through appointments to cabinet and parliament, often even these opportunities were missed. Most important, countries with the FPTP system that is least conducive to women's participation made little or no effort to review their electoral systems, or to learn from other such countries (e.g. Lesotho and Tanzania) as to what special measures might be adopted within such electoral systems to effect increased participation by women. With elections scheduled for late 2010, Tanzania will be next under the spotlight. It is heartening that activists there are actively using the Protocol to drive home the need for substantial progress in the 2010 elections.
- **Women's access to political decision-making requires special measures:** The unequivocal lesson from the region is that no target for women in decision-making will be reached in the absence of special measures. There is no easy recipe for ensuring women's access to political decision-making, but the ingredients are well known. They include electoral systems, quotas, gender aware parties, and democratic environments. The overwhelming evidence from the region is that the Proportional Representation (PR) system, and especially the closed-list PR system applied in South Africa, Mozambique, Angola and Namibia is more favourable for ensuring women's entry into politics. The case of Lesotho shows that quotas can also be implemented in the FPTP system and that the system itself can be adapted to be more conducive, as is happening with the adoption of the Tanzania model for the upcoming local elections in Lesotho.
- **Quotas are a necessary and beneficial short-term measure:** All SADC countries that have come close to, or are likely to achieve the 30% target, have done so through either voluntary party quotas (in South Africa and Mozambique) or legislated quotas (in local elections in Namibia) or constitutional quotas (in national elections in Tanzania). Quotas are not a panacea, but they are the best short-term method

for ensuring that that the quag-mire is broken and progress is made. When accompanied by supportive strategies, quotas have delivered rapid and tangible benefits.

- **Local government needs to be brought centre stage:**

The tendency in some countries to yield way on local government (e.g. Namibia, South Africa and Lesotho) is welcome but carries the concern that the only reason this is happening is that local government is not regarded as important as other spheres of governance.

Gender and local government have, up to now, not formed a significant part of gender and governance discourse, activism or policy measures. It is critical that these now come to the fore. There are local elections coming up in Lesotho, South Africa, Namibia and Malawi in the next year. These need to be put under the spotlight and progress tracked.

- **New approaches to empowerment should be encouraged:**

So far, training for women in politics has not been preceded by needs assessments. It has tended to be off site, and once off. Such training also needs to be holistic in its approach. In addition to gender analysis skills, it should include an understanding of the nature and exercise of power, confidence and assertiveness skills, leadership training and communication skills, including debating, use of the Internet, accessing the mainstream media and integrating gender issues into political campaigns. While there is a place for empowerment strategies that specifically target women decision-makers, it is also important to design strategies that include the "new" men in politics.

- **Research, monitoring and evaluation are key:**

Research, advocacy and lobbying by the women's movement have been critical to the achievements made to date. Structures and mechanisms should be found for strengthening collaboration between civil society and women in decision-making.

- **The media is a key partner:**

Gender, elections and media training shows that the media has a key role to play in changing mindsets and promoting women candidates. The partnerships should be built and extended in all countries having elections, and strengthened where elections have taken place.



Quotas would help women in Malawi to get into office.
Photo: GEMSA