

# Executive summary



Malawi Minister of Gender, Children, Disability and Social Welfare Patricia Kaliati engages with the Post-2015 agenda during a meeting with the Alliance at the Malawi Mission in New York. Background: Permanent Secretary, Mary Shawa; right Zimbabwean Kadoma junior councillor Rumbidzai Muparutsa. Photo: Colleen Lowe Morna

2015 is a landmark year for the Southern Africa Development Community (SADC) as the SADC Gender Protocol, aligned to the Millennium Development Goals (MDGs), expires this year. At their meeting in Harare in May 2015, SADC Gender Ministers resolved to review the Protocol and align it to the upcoming Sustainable Development Goals (SDGs), the Beijing Plus Twenty Review, and Africa's Agenda 2063. They also agreed that the Post-2015 SADC Gender Protocol must be accompanied by a Monitoring, Evaluation and Results (MER) framework.

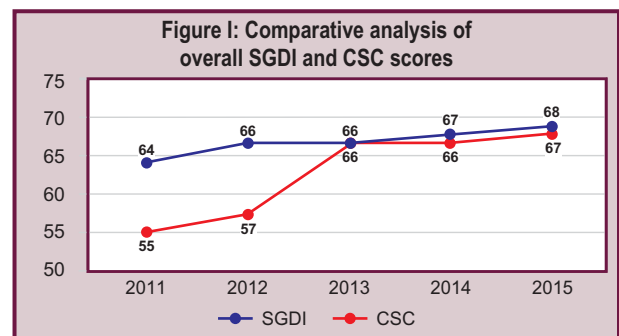
In August 2015, the SADC Gender Protocol Alliance, a "network of gender networks" that has championed the SADC Gender Protocol, its tracking and implementation, will meet in Gaborone, Botswana, to review progress, and reposition for 2015. The sixth SADC Protocol@Work summit will take place on the eve of the SADC Heads of State Summit. With its theme, "A Strong Post-2015 Agenda: Action and Results", the gathering of the Alliance, local government, government, media and Faith Based Organisations will take stock of progress and make recommendations for the review.

The expiry of the Protocol comes a few weeks before the gathering of leaders from around the world for the United Nations General Assembly to adopt the SDGs that will steer the global development agenda for the next 15 years (2015-2030). Following a concerted campaign by activists that the Alliance contributed to, the SDGs include a stand-alone goal on gender equality that goes well beyond the MDG three goal. The SDGs also have a stronger emphasis on mainstreaming across all goals. The SDG results framework includes 35 gender-specific indicators. This is an opportunity both to influence the global agenda, and to strengthen the SADC Post-2015 agenda.

## Progress against the SGDI and CSC

Since 2011, the Alliance has been measuring progress towards gender equality in the region using two indices (see box). The SADC Gender and Development Index (SGDI) measures progress against 26 empirical indicators in six sectors (education, political participation, the economy, health, HIV and AIDS, and the media), all adjusted to a factor of 100.

The Citizen Score Card (CSC), administered to a representative sample across the region, measures perceptions of women and men on the change that is taking place around them against all 28 targets of the SADC Gender Protocol, in ten sectors. Unlike the SGDI, the CSC captures nuances that are not incorporated in the empirical data. For example, while the SGDI records enrolment levels for boys and girls, the CSC includes qualitative aspects like safety in schools and gender biases in curriculum. The CSC covers (in addition to the six SGDI sectors) the four sectors for which there are no SGDI scores because these are difficult to measure. These are: Constitutional and legal rights, GBV, peace building and implementation. Like all indicators, both the SGDI and the CSC have limitations. However, read together, they provide a fair reflection of the progress and challenges.



Source: Gender Links 2015.

Figure I shows the progression of the SGDI and the CSC over the five years that these indicators have been tracked. Typical of empirical measures, the SGDI has moved slowly, from 64% to 68%, a four percentage point increase. The CSC on the other hand has increased by twelve percentage points from 55% to 67%, underscoring the optimism among the people of SADC that gender is now on the agenda. *But at 68% for the SDGI and 67% for the CSC, the region is only about two thirds of where it should be by 2015 using these measures.* This explains the key message of the 2015 Barometer: **action and results must be the name of the game from 2015 to 2030!**

## How the CSC and SGDI work

**Table I: CSC sample 2015**

Score cards			
	Female	Male	Total submissions
Botswana	887	573	1460
DRC	598	559	1157
Lesotho	918	686	1604
Madagascar	1421	1243	2664
Malawi	289	351	640
Mauritius	1685	1648	3333
Mozambique	1220	614	1834
Namibia	913	748	1661
South Africa	1382	966	2348
Swaziland	515	334	849
Tanzania	581	433	1014
Zambia	906	692	1598
Zimbabwe	691	675	1366
<b>Regional</b>	<b>12006</b>	<b>9522</b>	<b>21528</b>

The CSC has been running for six years now, and it is a key accountability tool. For example, at village level workshops, when the Protocol is being explained, participants are asked to rate how their governments are doing. The CSC gives ordinary men and women the opportunity to hold their government accountable. It also ensures that women and men engage critically with the provisions of the Protocol.

The sample size for the CSC for 2015 is the biggest since 2009. 21 528 women and men from 13 SADC countries participated in the survey compared to 4 501 in 2014. Women constituted 56 %, and men 44 % of the total. This is the highest sample size for men to date.

The challenge is to couple perception measures (qualitative) with empirical measures (quantitative). As detailed in **Annex Two**, there have been several attempts globally and in Africa to develop indexes for measuring progress towards attaining gender equality. Each of these is fraught with challenges. Running through all these challenges is the difficulty of obtaining a wide enough variety of indicators to capture the many facets of gender equality or the lack of it.

Because information on political participation and education as well as some economic indicators is most readily available, gender-related indexes have tended to draw heavily on these. But such indicators do not adequately capture the more rights-based issues, such as voice; agency; the right to make decisions about one's body; safety and security.

In 2009, the Barometer assembled a range of baseline data across the 15 SADC countries on the status of women. This had gaps by sector and by country. But by 2011, through online searches and data gathered at for the country barometers, the team had assembled data on 23 indicators in six sectors (see **Table V**). Figures in red indicate backward movement over the last year while those in green reflect positive developments. Considering the various efforts at global and continental level to develop a basket of indicators for measuring gender equality (see **Annex Two**) this represented a significant amount of information.

**Table II: Sectors covered by the SGDI and CSC**

SADC Gender Protocol Sector	SGDI	CSC
Constitutional and legal rights		X
Governance	X	X
Education	X	X
Economy, productive resources & employment	X	X
Gender based violence		X
Health	X	X
HIV and AIDS	X	X
Peace building and conflict resolution		X
Media, information and communication	X	X
Implementation		X

The indicators are grouped under six categories, namely Governance (3 indicators), Education (3), Economy (5), Sexual and Reproductive Health (3), HIV and AIDS (3), and Media (6). To create the composite index, each category was given equal weight by calculating the average score across the indicators in that category. Therefore, for example, for categories with three indicators, the score for that category was the average across the three. This approach also solved the problem of how to deal with countries for which some indicators were missing, as the average was calculated on the available indicators for each country. In order to standardise, all "raw scores" had to be converted into values that range from 0 (for the worst possible performance) to 100 (for the best possible performance).

While the majority of indicators measure a desirable characteristic, for which a high score indicates good performance, there are a few indicators that measure undesirable characteristic for which higher scores reflected poorer performance (such as unemployment rate, female share of people living with HIV, and maternal mortality rate). For these indicators the rate was inverted by subtracting the standardised rate from 100. Table IV illustrates the sectors for which there are SGDI and CSC scores, and CSC scores only:

**TABLE III : KEY INDICATORS OF THE STATUS OF WOMEN IN SADC COUNTRIES**

% women	ANGOLA	BOTSWANA	DRC	LESOTHO	MADAGASCAR	MALAWI	MAURITIUS	MOZAMBIQUE	NAMIBIA	SEYCHELLES	SOUTH AFRICA	SWAZILAND	TANZANIA	ZAMBIA	ZIMBABWE
<b>GOVERNANCE</b>															
Parliament	37	10	9	25	21	17	12	39	38	44	41	15	36	13	34
Local government	n/a	19	6	46	6	11	26	36	42	n/a	38	22	34	6	16
Cabinet	19	13	14	22	19	32	8	29	22	27	41	26	37	15	12
<b>EDUCATION</b>															
Primary School	46	51	46	49	50	49	49	47	49	50	50	48	52	49	50
Secondary School	44	48	36	57	50	54	52	44	53	50	55	50	46	45	50
Tertiary level	40	47	32	59	50	40	61	38	53	n/a	58	51	40	52	42
<b>ECONOMY</b>															
Economic decision-making	29	29	21	36	11	20	33	25	33	33	23	20	44	23	23
Labour force participation - Women	64	75	70	60	88	85	49	86	56	68	49	45	90	73	85
Labour force participation - Men	78	83	72	75	91	81	80	83	64	79	63	73	91	86	91
Unemployment - Women	n/a	20	36	28	4	10	13	2	19	5	28	26	4	11	4
Unemployment - Men	n/a	15	n/a	23	2	5	6	3	15	4	23	20	3	14	4
Women in non-agricultural paid labour (% of labour force)	24	41	26	51	35	11	38	11	48	54	45	32	31	22	22
Length of maternity leave (weeks)	12	12	12	12	14	8	12	12	12	14	16	12	12	12	14
Maternity leave benefits (% of wages paid)	100	50	67	100	100	100	100	100	100	100	60	16	100	100	100
<b>SEXUAL AND REPRODUCTIVE HEALTH</b>															
Maternal mortality rate (out of 100,000)	460	170	730	490	440	510	73	480	130	n/a	140	310	410	280	470
Using contraception	18	53	18	47	40	46	76	12	55	41	60	65	34	41	59
Births attended by skilled personnel	49	99	80	62	44	71	100	19	88	99	94	82	49	47	66
<b>HIV and AIDS</b>															
Comprehensive knowledge on HIV and AIDS women	25	40	15	39	23	42	80	36	65	67	27	58	40	38	52
Living with HIV as proportion of total	59	55	59	59	46	59	28	58	60	42	60	58	61	52	58
HIV positive pregnant women receiving PMTCT	14	97	27	81	3	73	96	66	90	100	87	95	71	86	82
<b>MEDIA</b>															
Overall	n/a	46	22	73	33	23	33	27	40	n/a	50	40	36	33	13
Board of directors	n/a	24	18	47	10	27	36	25	39	n/a	38	33	22	27	38
Management	n/a	37	10	52	19	24	23	32	37	n/a	34	29	27	28	11
Female staff in institutions of higher learning	n/a	37	18	67	44	29	79	28	47	n/a	50	33	28	29	25
Proportion of students in institutions of higher learning	n/a	54	77	73	71	50	82	26	60	n/a	64	37	60	61	57
News sources	n/a	17	17	20	46	15	15	45	20	n/a	23	24	19	18	22

Source: Gender Links, 2015.

## What the SGDI measures

### EDUCATION

- Primary school: The number of girls enrolled in primary school expressed as a percentage of total primary school enrolment.
- Secondary school: The number of girls/women enrolled in primary school expressed as a percentage of total secondary school enrolment.
- Tertiary education: The number of women enrolled in tertiary education institutions expressed as a percentage of total tertiary enrolment.

### ECONOMY

- Female share of economic decision-making: The number of women occupying high-level economic decision-making positions expressed as a percentage of all such positions in the country. The positions included in the measure are Minister and Deputy Minister of Finance, Minister and Deputy Minister of Trade and Industry/Commerce, Minister and Deputy Minister of Planning Commission, Central Bank, or their equivalents, permanent secretaries.
- Female LFP/ Male LFP. The Labour Force Participation rate of women expressed as a percentage of the labour force participation of men. The labour force participation rate is calculated as the (number of women/men of working age (usually 15+ or 15-64) who are either employed or looking for work) divided by the total number of women/men of working age.
- Female/male unemployment rate. The unemployment rate of women expressed as a percentage of the unemployment rate of men. The unemployment rate is calculated as the (number of women/men who are looking for work) divided by the (number of women/men who are either employed or looking for work).
- Female share of non-agricultural paid labour. The number of women employed in paid work outside of agriculture expressed as a percentage of all people employed in paid work outside of agriculture.
- Length of maternity leave: The number of weeks leave to which a woman is entitled in respect of pregnancy and childbirth.

### MEDIA

- Women employees as % of total: The number of women employees working in media institutions expressed as a percentage of all employees in media institutions.
- Women as % of board of directors: The number of women directors of media institutions expressed as a percentage of all directors of media institutions.

- Women as % of management: The number of women managers in media institutions expressed as a percentage of all managers in media institutions.
- Female % of staff in institutions of media learning: The number of female staff in institutions of media learning expressed as a percentage of all staff in institutions of media learning.
- Female % of students in institutions of media learning: The number of female students in institutions of media learning expressed as a percentage of all students in institutions of media learning.
- Percent women news sources: The number of women referenced as sources in the media expressed as a percentage of all people referenced as sources.

### SEXUAL AND REPRODUCTIVE HEALTH

- Women using contraception: The percentage of women aged 15 to 49 years reporting that they use a modern form of contraception.
- Births attended by skilled personnel. The percentage of births in a given year in which the women is assisted by trained staff such as midwives or nurses.
- Maternal mortality ratio: The number of women who die while pregnant or within 42 days of termination of pregnancy for every 100,000 live births of babies.

### HIV and AIDS

- Comprehensive knowledge on HIV and AIDS: The percentage of women aged 15-who can correctly answer specified questions about HIV and AIDS.
- Living with HIV as proportion of total: The number of women who are HIV-positive expressed as a percentage of all people who are HIV-positive.
- HIV-positive pregnant women receiving PMTCT: The number of HIV-positive pregnant women receiving prevention of mother-to-child transmission treatment expressed as a percentage of all HIV-positive pregnant women.

### GOVERNANCE

- Parliament: The percentage of parliamentarians who are women. The measure includes both upper and lower houses of parliament for countries that have more than one house.
- Local government: The percentage of local government councillors/representatives who are women.
- Cabinet: The percentage of members of the Cabinet who are women. The measure includes deputy ministers and ministers of state where they are members of the Cabinet. Similarly, it includes the President if s/he is a member of Cabinet.

**Table IV: SGDI Scores by country and rank 2011 - 2015**

	Baseline 2011	Rank	Progress 2015	Rank	Variance rank (2011-2015)	Variance score (2011-2015)	Variance target (2011-2015)
<b>Region</b>	64		68			4	-32
Seychelles	79	1	82	1	0	3	-18
Namibia	73	3	79	2	1	6	-21
South Africa	79	1	79	3	-2	0	-21
Lesotho	73	3	75	4	-1	2	-25
Mauritius	71	5	75	5	0	4	-25
Botswana	70	6	69	6	0	-1	-31
Tanzania	65	8	69	7	1	4	-31
Swaziland	67	7	67	8	-1	0	-33
Zimbabwe	61	9	66	9	0	5	-34
Mozambique	57	12	65	10	-2	8	-35
Zambia	58	10	62	11	1	4	-38
Malawi	56	13	61	12	-1	5	-39
Madagascar	58	10	60	13	3	2	-40
Angola	56	13	58	14	-1	2	-42
DRC	45	15	48	15	0	3	-52

Source: Gender Links 2015.

Table IV compares the SGDI scores from 2011 to 2015 by country and rank. At 82%, Seychelles scored highest, with a three percentage point increase compared to 2011. Seychelles remained in the top position throughout the monitoring period. Namibia moved up a notch to second and gained six percentage points from 73% in 2011 to 79% in 2015. Twelve countries received a rating that is above the 2011 score. These are: Angola, DRC, Lesotho, Madagascar, Malawi, Mauritius and Mozambique, Seychelles, Swaziland, Tanzania, Zambia and Zimbabwe. Only one country (Botswana) received a lower rating. Two countries (South Africa and Swaziland) have not shifted from the 2011 score.

DRC, while ranked last in the region, has made a three percentage point shift from 45% to 48%. With an 8 percentage point improvement (twice the regional average), Mozambique registered the greatest improvement during the period - a dividend of the return to peace, economic

prosperity, and the progressive gender measures taken during this period. South Africa (six percentage points) and Zimbabwe (five percentage points) also registered significant improvement over this period. All countries have a long way to go to reach the 100 percent target. This ranges from 18% in Seychelles to 52% in the DRC.



Debating the Post-2015 agenda: Director in the Lesotho gender ministry, Matau Futho-Letsatsi and Alliance partners at the Malawi Mission to the UN during the 2015 CSW in New York. Photo: Colleen Lowe Morna

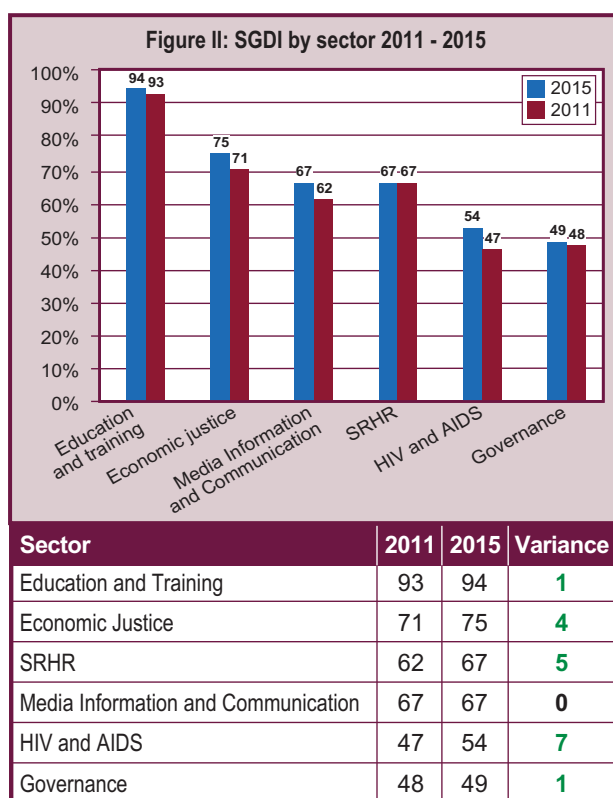
**Table V: SDGI by country and sector performance 2011-2015**

Countries	Progress SGDI - 2015 %	Sector	Progress SGDI - 2015 %	Sector	Variance Progress - Baseline	Progress versus target
<b>Regional</b>	<b>64</b>		<b>68</b>		<b>4</b>	<b>-32</b>
Highest	93	Education	94	Education	1	-6
Lowest sector	47	HIV and AIDS	49	Governance	2	-51
<b>1 Seychelles</b>	<b>79</b>		<b>82</b>		<b>3</b>	<b>-18</b>
Highest	100	Education	100	Education	0	0
Lowest sector	53	Governance	70	Health	17	-30
<b>2 South Africa</b>	<b>79</b>		<b>79</b>		<b>0</b>	<b>-21</b>
Highest sector	99	Education	100	Education	1	0
Lowest sector	50	HIV and AIDS	70	Health	20	-30
<b>3 Namibia</b>	<b>73</b>		<b>79</b>		<b>6</b>	<b>-21</b>
Highest sector	99	Education	99	Education	0	-1
Lowest sector	56	Governance	65	HIV and AIDS	9	-35
<b>4 Lesotho</b>	<b>73</b>		<b>75</b>		<b>2</b>	<b>-25</b>
Highest sector	96	Education	99	Education	3	-1
Lowest sector	46	HIV and AIDS	54	HIV and AIDS	8	-46
<b>5 Mauritius</b>	<b>71</b>		<b>75</b>		<b>4</b>	<b>-25</b>
Highest sector	99	Education	99	Education	0	-1
Lowest sector	25	Governance	40	Governance	15	-60
<b>6 Botswana</b>	<b>70</b>		<b>69</b>		<b>-1</b>	<b>-31</b>
Highest sector	100	Education	77	Education	-23	-23
Lowest sector	28	Governance	28	Governance	0	-82
<b>7 Tanzania</b>	<b>65</b>		<b>69</b>		<b>4</b>	<b>31</b>
Highest sector	84	Education	91	Education	7	-9
Lowest sector	53	HIV	50	HIV	-3	-50
<b>8 Swaziland</b>	<b>67</b>		<b>67</b>		<b>0</b>	<b>-33</b>
Highest sector	99	Education	99	Education	0	-1
Lowest sector	43	Governance	42	Governance	-1	-58
<b>9 Zimbabwe</b>	<b>61</b>		<b>66</b>		<b>5</b>	<b>-34</b>
Highest sector	97	Education	95	Education	-2	-5
Lowest sector	35	Governance	41	Governance	6	-59
<b>10 Mozambique</b>	<b>57</b>		<b>65</b>		<b>8</b>	<b>-35</b>
Highest sector	86	Education	86	Education	0	-14
Lowest sector	37	HIV	48	HIV	11	-52
<b>11 Zambia</b>	<b>58</b>		<b>62</b>		<b>4</b>	<b>-38</b>
Highest sector	96	Education	96	Education	0	-4
Lowest sector	24	Governance	23	Governance	-1	-77
<b>12 Malawi</b>	<b>56</b>		<b>61</b>		<b>5</b>	<b>-39</b>
Highest sector	89	Education	93	Education	4	-7
Lowest sector	33	HIV	31	Governance	-2	-69

Source: Gender Links 2015.

Table V provides the highest and lowest SGDI score for each country by sector. The table shows that for all countries, education is the highest scoring sector. The

lowest scores are all for HIV and AIDS, health and Governance. This provides an indication of priority areas for the Post-2015 agenda.



Source: Gender Links 2015.

Figure II shows that SGDI scores in all sectors have gone up since 2011. Education and training scored highest,

followed by the economy, media, sexual and reproductive health and HIV and AIDS. Governance remained in sixth place owing to the decrease of women in parliament in countries that had elections between 2011 and August 2015.

The SGDI in all six sectors except for Media, Information and Communication moved upwards from their 2011 baseline scores. The most progress over the last four years has been made in the HIV and AIDS sector which gained seven percentage points from 47% in 2011 to 54% in 2015. This reflects the tremendous strides that have been achieved in reducing new HIV and AIDS infections, including Prevention of Mother to Child Transmission.

Sexual and Reproductive Health and Rights improved by five percentage points, thanks to improvements in maternal mortality, and contraceptive usage. Economic justice improved by four percentage points, as women have become more engaged in business and the work place. Education and training, already high, made a shift of one percentage point.

Governance also made a modest shift of one percentage point. Major achievements during the past four years include the adoption of legislated quotas for women in parliament and local government in Mauritius, Namibia and Zimbabwe using the Protocol as a lobbying tool. Forward and backward movement in elections resulted in limited net gains.

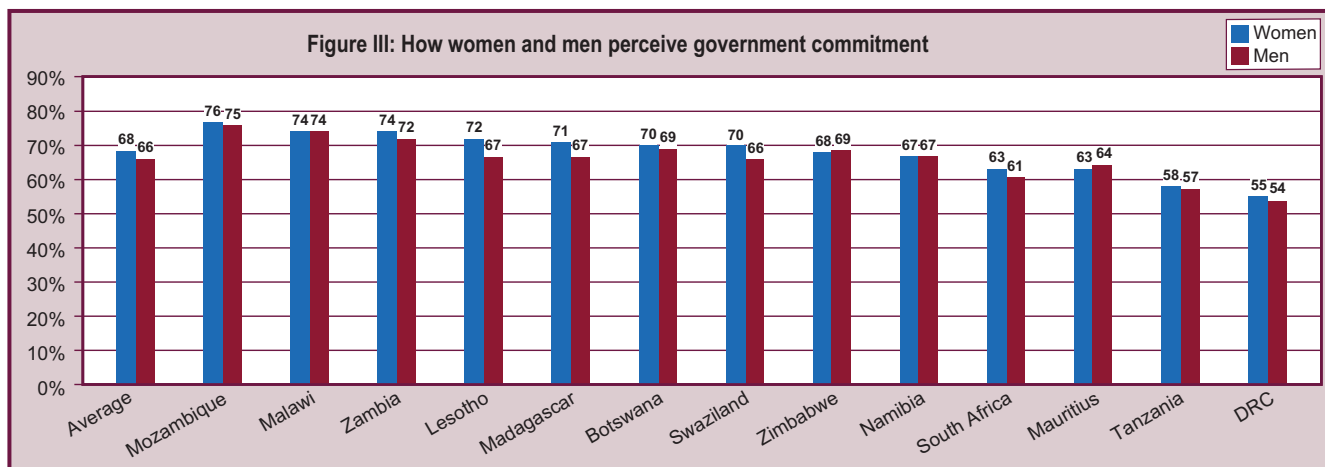
**Table VI: Citizen Scores by country and rank 2011 - 2015**

Countries	Baseline 2011	Rank	Progress 2015	Rank	Variance rank (2011-2015)	Variance score (2011-2015)	Variance target (2011-2015)
Mozambique	54	8	75	1	7	21	-25
Malawi	61	4	74	2	2	13	-26
Zambia	41	14	73	3	11	32	-27
Lesotho	59	6	70	4	2	11	-30
Botswana	54	9	70	5	4	16	-30
Madagascar	44	13	69	6	7	25	-31
Zimbabwe	47	11	69	7	4	22	-31
Swaziland	46	12	68	8	4	22	-32
Namibia	74	1	67	9	-8	-7	-33
Mauritius	70	3	64	10	-7	-6	-36
South Africa	74	2	62	11	-9	-12	-38
Tanzania	56	7	57	12	-5	1	-43
DRC	50	10	54	13	-3	4	-46
Seychelles	61	5					

Source: Gender Links 2015.

Table VI shows that overall there has been a positive trend in citizen perceptions as measured by the CSC. Citizens in eight SADC countries scored their countries upwards over the last year. Zambia made the most progress from 41% in 2011 to 73% in 2015. South Africa dropped from second position (74%) in 2011 to eleventh position (62%) during the period under review. Joining South Africa on the downward trend is Namibia and Mauritius.

With a 32 percentage point jump from 41% to 73%, Zambia showed the greatest improvement in citizen rating during the period under review. A factor that is likely to have influenced this rating is the appointment of the country's first woman vice president and gender activist Inonge Wina (see Chapter Two, Governance). The 25 percentage point hike in Madagascar's score (from 44% to 69%) may be due to the substantial increase in women's representation in parliament (now at 21%) in the December 2013 elections.



Source: Gender Links 2015.

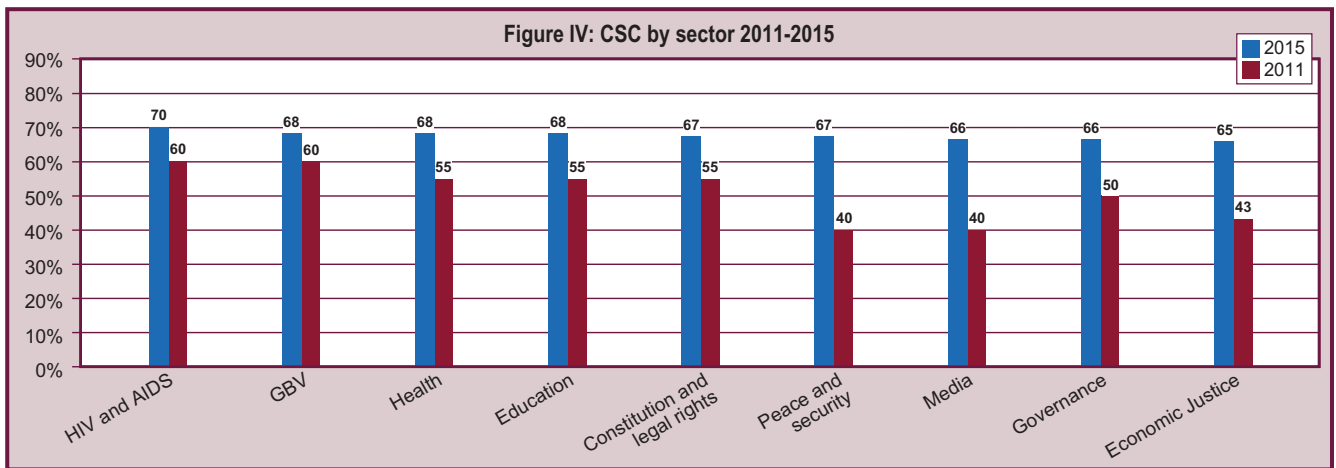


Men in Kabwe, Zambia, rating their government's performance using the Citizen Score Card.

Photo: Colleen Lowe Morna

Figure III shows that overall there is no major gap in the scores of women and men. Women scored their governments higher than men in Mozambique, Zambia, Lesotho, Madagascar, Botswana, Swaziland, South Africa, Tanzania and DRC. The opposite is true in Zimbabwe and Mauritius. In Malawi and Namibia both women and men gave the same score. Lesotho and Madagascar registered the biggest gender gaps (five and four percentage points). This gap in perceptions points to the underlying social conservatism, with men apparently perceiving a more conducive environment than women.





Sector	2011	2015	Variance
<b>Regional</b>	<b>55</b>	<b>67</b>	<b>12</b>
HIV and AIDS	60	70	10
GBV	60	68	8
Health	55	68	13
Education	55	68	13
Constitutional and legal rights	55	67	12
Peace and security	40	67	27
Media	40	66	26
Governance	50	66	16
Economic Justice	43	65	22

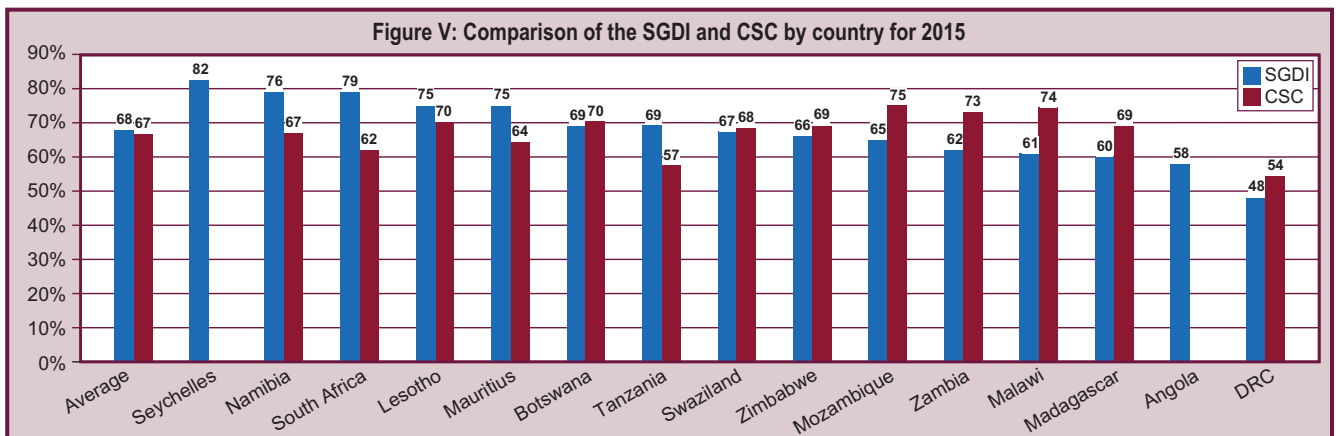
Source: Gender Links 2015.

Figure IV shows that overall there is no major gap in the scores of women and men. Women scored their governments higher than men in Mozambique, Zambia, Lesotho, Madagascar, Botswana, Swaziland, South Africa, Tanzania and DRC. The opposite is true in Zimbabwe and Mauritius. In Malawi and Namibia both women and men gave the same score. Lesotho and Madagascar registered the biggest gender gaps (five and four percentage points). This gap in perceptions points to the underlying social

conservatism, with men apparently perceiving a far more conducive environment than women.

Figure IV shows that at 70%, the HIV and AIDS sector has the highest score. This reflects the positive perceptions engendered by prevention, treatment and care campaigns over the period that have resulted in a decline in new rates of infection. Governance (66%) and economic justice (65%) scored lowest, reflecting lacklustre performance in women's political representation, and the perception that women's economic circumstances are not changing fast enough.

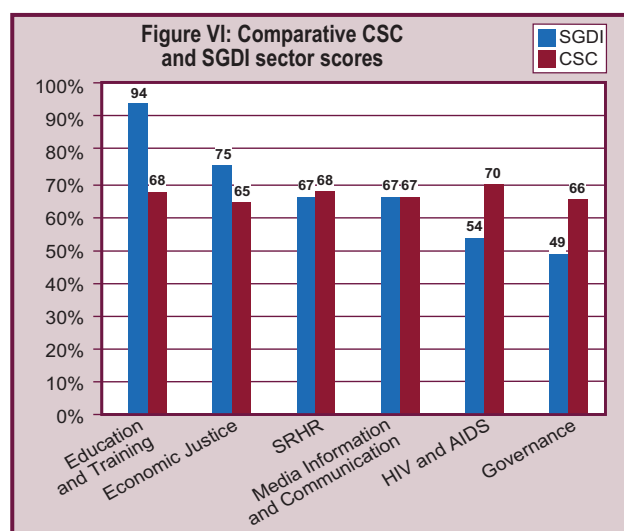
While the scores of all sectors improved, peace building registered the greatest improvement (27 percentage points). This reflects the return to peace in most SADC countries, except for pockets of conflict, notably in the DRC. With a 26 percentage point increase, media is a close second. This may reflect that hands-on work in the media sector with 109 media houses in 13 countries now joining the Centres of Excellence for Gender in the Media programme. GBV (8 percentage points) registered the least improvement. GBV remains one of the biggest areas of concern and most telling indicators of gender inequality in the SADC region.



Source: Gender Links 2015.

As highlighted since the 2011 SADC Gender Protocol Barometer, the SGDI and CSC are not directly comparable since the latter is based on perception and covers all 28 targets of the SADC Gender Protocol in ten sectors compared to 23 indicators in six sectors in the case of the SGDI. It is however important to compare the extent to which citizen perceptions correlate to the SGDI that is based on actual numbers.

Figure V shows that there can indeed be wide divergences between perception and reality. The biggest gap is in South Africa, which scores second highest on the SGDI (79%) but is among the lowest for the CSC (62%). The lesson here is to weigh the two scores together in forming an opinion on progress, but to be clear on the strengths and limitations of each yardstick.



Source: Gender Links 2015.

Figure VI compares the SGDI (empirical scores) and CSC (perception) scores in the six sectors that have both these scores. While the scores are constructed in different ways, the trends are interesting, as they reflect the extent to which perceptions and reality either converge or diverge. The graph is sorted in descending order according to SGDI scores. It shows that:

- The biggest gap between the two scores is for the education sector. The SGDI ranks education highest (94%) while at 68% the CSC score for education is number two in the region. This is a stark reminder of

the need to consider both quantitative and qualitative evidence in assessing progress. SADC countries have done well in achieving gender balance especially at primary and secondary school level. However, there are still strong gender biases in teaching, subjects, curriculum and occupational choices. Gender violence is rife in schools.

- The SGDI ranks productive resources sixth, while the CSC ranks education second. The SGDI captures a relatively narrow range of economic indicators. These do not include access to land, finance and productive resources. The divergence between the SGDI and CSC is therefore not surprising.
- At 70% the CSC score is considerably higher than the SGDI HIV and AIDS score of 54%. Positive citizen perceptions with regard to HIV and AIDS can be attributed to the tremendous increase in access to ARVs, Prevention of Mother to Child Transmission Treatment (PMTCT) and care work policies. These will take longer to translate into realities that will change the SGDI score.
- Governance is ranked last on both the CSC and SGDI. The empirical SGDI score of close to 50% reflects the reality that the average representation of women in political decision-making - averaging 21% to 27% for parliament, local government and cabinet - is half way where it should be. The CSC score (66%) reflects the desire by citizens for their governments to redouble their efforts in this area.
- The CSC places the media in third place whereas the SGDI puts media in fourth place. However, both award a score of 67%. The SGDI media score includes women's representation in media training, within the media, in media management, and in media content. The first two categories tend to skew the score, because women are now relatively numerous in these two categories. They are however painfully absent from decision-making and as sources in the news. Because the SGDI is quantitative, it does not measure the portrayal of women in the media.
- At 67% and 68%, the SGDI and CSC scores for Sexual and Reproductive Health and Rights are very similar. This is an area in which SADC has made progress at the basic needs level (such as reducing maternal mortality) but is still grappling with more contentious issues, such as abortion. The adoption by Mozambique of Choice of Termination of Pregnancy legislation in the period under review (the third country after South Africa and Zambia to have such a law) shows that these are areas of gender discourse that are gradually advancing.



- **2005:** Audit of achievements against the SADC Declaration on Gender and Development leads to a paper - "Rationale for the Elevation of the SADC Declaration on Gender and Development to a Protocol" - the most legally binding of SADC instruments. Civil society organisations for the Southern African Gender Protocol Alliance.
- **2005-2008:** Alliance members form part of a Task Team constituted by the SADC Gender Unit to prepare drafting notes for a legal team, comment on and canvass seven drafts of the Protocol before its final presentation to Heads of State.
- **August 2008:** 13 out of 15 HOS sign the SADC Gender Protocol, a unique sub regional instrument that brings together and enhances existing commitments to gender equality through 28, time bound targets aligned to the 2015 deadline for MDG 3. Alliance members launch a campaign to get Mauritius and Botswana to sign.
- **August 2009:** The Alliance launches the SADC Gender Protocol Baseline Barometer - a key tracking tool assessing progress of 15 countries against the 28 targets of the Protocol - <http://www.genderlinks.org.za/page/sadc-research>.
- **August 2009:** Alliance launches the "Roadmap to Equality" - strategies and lessons learned in the campaign; key provisions of the Protocol in 23 languages; radio spots; a DVD; knowledge and attitude quiz; village level meetings to popularise the Protocol that have since reached 15,000 citizens directly and thousands more indirectly.
- **2009/2010:** Alliance devises a Citizen Score Card that is used to gauge citizen perceptions of government progress and is administered at village meetings.
- **August 2010:** Progress Barometer and Alliance annual meeting. Alliance gets better organised into country and theme clusters, each leading on a key issue, e.g. GBV, economic justice.
- **August 2011:** SADC Gender Protocol goes into force with South Africa becoming the ninth country to ratify the Protocol giving the two thirds critical mass required. With data from 15 countries on 23 indicators, the 2011 Barometer introduces the SADC Gender and Development Index - see <http://www.genderlinks.org.za/page/sadc-sgdi>. Alliance forms a Think Tank to guide the work of the Alliance in between annual meetings.
- **2011/2012:** Alliance networks in-country identify champions for the 28 targets of the Protocol, begin to collect case studies of the Protocol@work - see <http://www.genderlinks.org.za/page/protocol-work>.
- **September 2011:** The Alliance collaborates with the SADC Gender Unit on a tool and process for aligning national gender action plans to the targets of the SADC Gender Protocol, and costing their implementation. Namibia pilots this process - see <http://www.genderlinks.org.za/page/implementation>.
- **November 2011:** Intense lobbying for an Addendum to the Protocol on Gender and Climate Change linked to COP 17.
- **February 2013:** Gender ministers meeting in Maputo ahead of the 57th meeting of the Commission on the Status of Women (CSW) commit to take forward the Addendum. Alliance releases a progressive statement on gender justice concerns in the region. Mounts a presence at the CSW and produces a daily newsletter; generates debate on the Post-2015 agenda.



- **March-April 2013:** Twelve country summits and a regional summit lead to 672 case studies being gathered on the SADC Protocol@Work from NGOs, CSO, Faith-Based Organisations.
- **By June 2013:** Lesotho, DRC, Malawi, Mozambique, Tanzania, Zambia and Zimbabwe learn from Seychelles, Namibia, Zambia and Swaziland on aligning their policies and action plans to the SADC Protocol and costing implementation.
- **August 2013:** Alliance annual meeting ahead of the SADC Heads of State Summit in Malawi with a key focus on implementation, the 50/50 campaign, gender and climate change and Coalition Building. Round table meeting with the new Southern African head of UN WOMEN, Phumzile Mlambo-Ngcuka. Study visit to the Gauteng Women Demand Action Now Alliance networking meeting sparks ideas for strengthening country, provincial and district-level networking.
- **August 2013:** Coalition building and networking at the regional level through the SADC Heads of state summit held in Malawi in August 2013. The regional barometer was officially launched then, strengthening the alliance network through a strategy meeting held in August 2013 and a think tank meeting held alongside the SADC HOS summit
- **August 2013:** Production of the fifth edition of the SADC Gender Protocol Regional Barometer, tracking progress against the 28 targets. The 2013 barometer had in-depth analysis of implementation of the SADC Gender protocol by the governments and civil society.
- **December 2013:** 12 country barometer reports; 9 launches. SADC Gender Protocol village level workshops in 10 countries through the country networks resulting in 72 meetings.
- **By October 2013:** Strengthening the country focal networks through mapping of country thematic clusters and championing resulting in 11 country level meetings and 82 signed up champions.
- **May 2014:** SADC Gender Protocol@Work summit preceded by 12 national summits with a special category on the Faith Based Organisations (FBOS).
- **March 2014:** Alliance participates in the 58<sup>th</sup> Commission on the Status of Women.
- **July 2014:** Gender ministers meeting in Malawi ahead of the 35<sup>th</sup> HOS Summit in Harare in August, followed by the SADC CNGO civil society forum in Harare. Alliance makes the case for a strong Post-2015 gender agenda.
- **August 2014:** 35<sup>th</sup> SADC Heads of State Summit in Victoria Falls; Alliance lobbies for review of the SADC Gender Protocol.
- **March 2015:** The Alliance participate at CSW 59 with a focus on the targets and indicators for the SDGs and the SADC Gender Protocol Post-2015
- **March 2015:** The Alliance's input on the Global SDGs consultations is acknowledged
- **May 2015:** The SADC Executive Secretary requests the Alliance together with UN Women to work with the SADC Secretariat as technical partners in the review process.
- **May - June 2015:** The Alliance holds 13 national SADC Protocol @ work summits.
- **August 2015:** The Alliance will launch the sixth edition of the SADC Gender Protocol Barometer in Botswana on the eve of the 35<sup>th</sup> SADC HOS Summit in Gaborone at the SADC Protocol@ Work summit.



## Summary of progress and challenges from 2009 to 2015

Red lights	Green lights
<b>Implementation</b>	
Botswana and Mauritius have not signed the Protocol but there are positive signs that they will join the Protocol Post-2015. Madagascar has not yet ratified the Protocol.	The SADC Gender Ministers have agreed to review the SADC Gender Protocol and to add a Monitoring, Evaluation and Results Framework.
Domestication of this and other commitments remains a major concern.	Eight SADC countries have developed costed gender action plans aligned to the Protocol from six in 2014.
Knowledge of the SADC Gender Protocol, based on a widely distributed knowledge quiz, stands at 46%. While the Protocol is one of the best known of all the SADC Protocols, efforts on this front need to improve in the coming year.	417 councils in ten countries (37% of councils in the SADC region) have committed to become Centres of Excellence (COE's) for gender in local government
The Gender Progress Score puts attitudes towards gender in the region at 63% - an area that needs considerable improvement, as it underpins the injustices that persist despite the paper promises of equality.	
<b>Constitutional and legal rights</b>	
The CSC of 66% is two percentage points lower than in 2014.	Since the first 2009 Barometer eleven countries have undertaken constitutional reviews of some kind that have a bearing on gender equality. Twelve countries (up from four in 2009) address the contradictions between the Constitution, laws and practices.
The South Africa Women Empowerment and Gender Equality Bill (WEGE) has lapsed due to a lack of political will.	Fifteen countries provide for non-discrimination on the basis of sex.
Six countries do not have 18 as the minimum age of marriage.	The campaign against child marriages has gained momentum with Malawi raising the age of marriage to 18.
Levels of homophobia remain high; violence against lesbian women who experience "corrective rape" is of particular concern.	Three countries in the region (South Africa, DRC and Mozambique) have decriminalised homosexuality.
Abortion, sex work and marital rape do not feature in the SADC Gender Protocol. No country has decriminalised sex work.	Three countries have legalised abortion - South Africa, Zambia and most recently Mozambique.
<b>Governance</b>	
No country has reached the 50% target of women's representation in parliament, cabinet or local government. Over the past six years, women's overall representation in parliament has gone up by only two percentage points from 25% in 2009 to 27% in 2015.	As a region SADC is five percentage points ahead of the global average of women in parliament (22%).
Women's representation in cabinet has remained at 22 % since 2009. Only two countries have achieved over 30% women in Cabinet.	There has been an unprecedented flurry of women in high office in SADC over the period. Twelve women in eight SADC countries have held high positions: two Presidents, six deputy presidents, two prime ministers and two deputy prime ministers.
Women's representation in local government has increased by a mere one percentage point from 23% in 2009 to 24% in 2015.	SADC has local government elections in eight countries in 2015/2016. These elections can be used as a springboard for 50% representation in local government.
Women comprise 19% of parliamentarians and 8% of councillors in countries without quotas. They comprise 18% of MPs and 8% of councillors in countries with a First Past the Post (FPTP) system.	Women constitute 38% of MPs and 37% of councillors in countries with quotas, and 39% of MPs and 31% of councillors in countries with a Proportional Representation (PR) system. This shows that with the right combination of quotas and electoral systems, a rapid increase in women's political representation is possible.
<b>Education and training</b>	
The regional average score for education is 94% compared to the regional CSC score of 68%. The citizen score card underlines many qualitative challenges such as Gender Based violence in schools.	SADC has reached the targets of the Protocol, the MDGs and the Education For All Dakar Framework (EFA). The SDGs usher in a new era, with emphasis not just on enrolment rates, but also completion rates, performance and quality of education.
More girls (28%) are out of school compared to boys (25%). 31.7% of high school girls and 2.9% of girls in primary school drop out because of teenage pregnancy.	More countries have equal numbers of boys and girls in high school and tertiary at 10 and 9 countries respectively from a baseline of 7 for both in 2009.
<b>Productive resources</b>	
Regional and national economic performance still does not take into account the contribution of women especially those in the agriculture, mining and informal sectors.	The SGDI score has increased from 71% in 2009 to 75% in 2015. The CSC score has seen the most significant increase from 56% in 2009 to 65% in 2015.
There are still only two women finance ministers in the region. Only 3 countries in SADC have women as central bank governors & only Botswana has a female minister of Trade and Industry. Madagascar has the lowest representation of women in economic decision-making in the region at 14%.	The proportion of women in economic decision-making in the region has increased from 18% in 2009 to 27% in 2015.
Only 4 countries (Malawi, Namibia, South Africa and Mauritius) have conducted time-use studies on the multiple roles of women.	All SADC countries make legal provision for maternity leave, but only 40% make provision for paternity leave.
Access to finance, high levels of patriarchy and gender based violence contribute to the low levels of women in entrepreneurship.	Regional and national economic performance still does not take into account the contribution of women especially those in the agriculture, mining and informal sectors.
<b>Gender Based Violence</b>	
Gender violence remains one of the most flagrant violations of women's and human rights in Southern Africa, undermining every other gain.	Citizens scored their governments 68% in 2015 compared to 47% in 2009. However this score has remained constant since 2013.

Red light	Green light
There is an urgent need to establish GBV baselines in all SADC countries and strengthen integrated, costed planning frameworks for ending GBV.	GL has conducted Violence Against Women Baseline Studies in six SADC countries (Botswana, Mauritius, four provinces of South Africa, Lesotho, Zambia and Zimbabwe).
Despite the relatively strong GBV legal frameworks, GBV in all its different forms continues to be rife in the region, with lifetime prevalence rates ranging from 25% in Mauritius to 86% in Lesotho.	11 now countries have laws on domestic violence; 13 on sexual harassment and 11 on human trafficking.
SADC did not meet the target of all 15 countries providing comprehensive treatment by 2015. Cash strapped NGOs provide most services.	All 15 SADC countries now offer Post Exposure Prophylaxis (PEP), up from only two in 2009.
According to a recent KPMG study, it costs South Africa over R42 million annually to respond to GBV.	National Action Plans to end Gender Violence have not been adequately costed. Monitoring and evaluation remains weak.
<b>Sexual and reproductive health and rights</b>	
While maternal mortality ratios are declining in other regions, in Southern Africa they increased between 1990 and 2010 mainly as a result of HIV. Improved access to HIV and AIDS treatment is beginning to reverse this trend, but progress is fragile and easy to reverse. The region is still far from the 2015 target.	The SGDI for health has gone up by five percentage points from 62% in 2011 to 67% in 2015. The CSC score for health has gone up from 55% in 2011 to 68% in 2015.
Maternal mortality rates in SADC range from 43 per 100,000 in Mauritius to 730 per 100 000 in the DRC. 5 countries have less than 50% of births attended to by skilled personnel. The SDG target is no more than 70 deaths per 100,000 births.	There are encouraging signs of declining maternal mortality ratios in Zambia, Lesotho and Zimbabwe. This underscores the need for all countries in SADC to redouble their efforts to prevent maternal deaths.
Health centres are often not adolescent friendly which contributes to the various health challenges faced by women in SADC. Female adolescents still face challenges in accessing contraception.	
<b>HIV and AIDS</b>	
SADC continues to be the epicentre of the HIV and AIDS epidemic. SADC accounts for 55% of all people living with HIV in Sub-Saharan Africa and 38% of the total number in the whole world. SADC also accounts for 50% of the children living with HIV in Sub-Saharan Africa and 45% of the total global number. Women account for 58% of those living with HIV in the sub-Saharan region. Women bear the greatest burden of care.	HIV and AIDS incidence has decreased consistently over the past decade as fewer people are becoming infected. The SGDI score increased from 47% in 2011 to 54% in 2015. The CSC for HIV is 70%; the highest of the sector scores and a strong thumbs up from the general public for government efforts to curb the pandemic.
Having multiple sexual partners, unprotected sex, early exposure to sex, the abuse of drugs and alcohol are some of the factors that contribute mostly to the new infections.	Prevention of Mother to Child Transmission (PMTCT) coverage is expanding in all countries. Botswana and South Africa are close to the target of 0 new infections for unborn babies.
Overstretched and understaffed health systems in the region face many challenges as they struggle to further expand treatment programmes.	Provision of antiretroviral therapy (ARVs) is expanding rapidly.
<b>Peace building and conflict resolution</b>	
Only one SADC country, the DRC, has adopted a UNSCR 1325 National Action Plan.	The increase in the CSC from 40% to 68% reflects the general return to peace in the region, with the exception of pockets of conflict, especially in the DRC, which had the lowest CSC score (48% for women and 51% for men).
Only six countries provide sex disaggregated data on correctional services.	There has been a vast improvement in the provision of sex-disaggregated data on security services since the Barometer began tracking this parameter in 2010. 12 countries (compared to seven) now provide sex disaggregated data on defence and 13 (compared to five) on the police.
Much more concerted effort is required by governments to meet the targets of Article 28 and translate the inclusion of women into the security sector for greater security of women in the region.	Eight out of the ten countries that send peacekeepers on UN missions send women peacekeepers. At 29%, Zimbabwe and Namibia sent the highest proportion of women on peace keeping missions in 2014, despite Zimbabwe deploying 35% women in 2013.
<b>Media and communication</b>	
The media, including new media, play a major role in reinforcing gender stereotypes. This is especially true in coverage of gender violence. The proportion of women in the news has increased only marginally, from 19% in 2011 to 21% in 2015.	Citizens scored the media 66%, up from 64% last year and on par with the SGDI score in 2015. Recent monitoring showed that Madagascar and Mozambique have 46% women as news sources whilst the rest of SADC have less than 30%. This shows that change is possible.
The SDGs are surprisingly silent on media and ICTs, given their significance in the Post-2015 agenda. Gender and the media is completely absent from this global agenda.	The Global Alliance on Media and Gender (GAMAG) used the 59th CSW to mobilise and campaign for the inclusion of media and ICTs in the draft SDGs. This has raised considerable awareness on the issues.
The media industry remains male dominated.	The Southern African Broadcasting Association (SABA), which is playing a leading role in GAMAG, elected 50% women to its board at its last meeting in Swaziland.
<b>Climate change</b>	
Women are the most vulnerable to the impact of unsustainable environmental practices and climate change, because they often have no independent income or land rights. In Southern Africa, the poor, the majority of whom are women, will be the hardest hit by the impacts of climate change.	Agenda 2063 and the SDGs provide a strong framework for strengthening responses to gender and climate change Post-2015. Although SADC has a stand-alone Protocol on the Environment with a chapter on gender, this needs to be cross referenced in the post-2015 SADC Gender Protocol. The review of the SADC Gender Protocol in 2015 provides the opportunity to do so.