

SADC GENDER PROTOCOL **2015**

BAROMETER

LESOTHO

includes
SADC Gender Protocol
Post 2015



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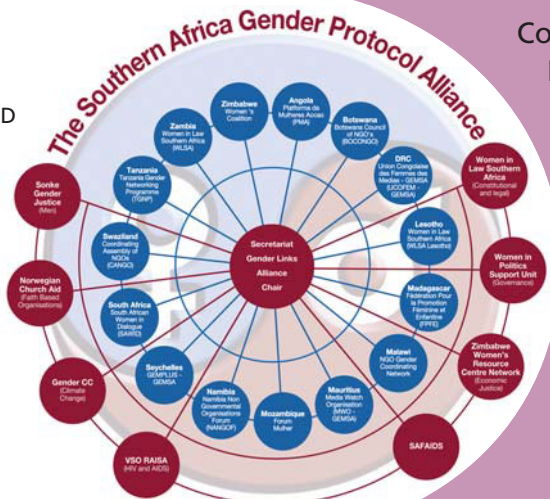
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The Southern African Gender Protocol Alliance vision is of a region in which women and men are equal in all spheres. The Alliance promotes and facilitates the creation of gender equity and equality through lobbying and advocacy towards the achievement of the 28 targets of the SADC Protocol on Gender and Development by 2015. Gender Links coordinates the work of the Alliance.

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Acronyms

ABC	All Basotho Convention	LEP	Lesotho Education Party
ALAFA	Apparel Lesotho Alliance to Fight AIDS	LHDA	Lesotho Highlands Development Authority
ACP	Assistant Commissioner of Police	LHDS	Lesotho Demographic and Health Survey
AIDS	Acquired Immune Deficiency Syndrome	LGBTI	Lesbian, Gay, Bisexual, Transgender, Intersex
ART	Anti-Retroviral Therapy	LLP	Lesotho Labour Party
BEDCO	Basotho Entrepreneur Development Corporation	LMPS	Lesotho Mounted Police Service
BNP	Basotho National Party	LPPA	Lesotho Planned Parenthood Association
BOS	Bureau of Statistics	LRA	Lesotho Revenue Authority
CBL	Central Bank of Lesotho	LSSP	Lands Survey and Physical Planning
CC	Community Council	LTC	Lesotho Telecommunications Corporation
CGPU	Child and Gender Police Unit	LTDC	Lesotho Tourism and Development Corporation
COE	Centre of Excellence	MISA	Media Institute of Southern Africa-Lesotho
COMPOL	Commissioner of Police	MCA	Millennium Challenge Account
CSC	Citizen Score Card	MCC	Millennium Challenge Compact
CSO	Civil Society Organizations	MDGs	Millennium Development Goals
CW	Commonwealth Secretariat	MFP	Marematlou Freedom Party
DC	Democratic Congress	MGYSR	Ministry of Gender Youth Sports and Recreation
DCP	Deputy Commissioner of Police	MMP	Mixed Member Proportional
DCS	District Council Secretary	MMR	Maternal Mortality Ratio
DGO	District Gender Officer	MOET	Ministry of Education and Training
DHS	Demographic Health Statistics	MOHSW	Ministry of Health and Social Welfare
DV	Domestic Violence	NAC	National AIDS Commission
EDF	European Development Fund	NGOs	Non-Governmental Organisations
EGPAF	Elizabeth Glaser Paediatric AIDS Foundation	NIP	National Independent Party
EISA	Electoral Institute of Southern Africa	NLFP	New Lesotho Freedom Party
FPTP	First Past the Post	NPP	National Progressive Party
GBV	Gender-Based Violence	NUL	National University of Lesotho
GENOL	Gender and Energy Network of Lesotho	NSA	Non-State Actors
GF	Global Fund	PFD	Popular Front for Democracy
GL	Gender Links	PMTCT	Prevention- of- Mother- to- Child- Transmission
GRR	Gender Reproductive Rights	SADC	Southern African Development Committee
GOL	Government of Lesotho	GP	SADC Gender Protocol
HIV	Human Immuno-Deficiency Virus	SGDI	SADC Gender and Development Index
IEC	Independent Electoral Commission	S/INSP	Senior Inspector
IDA	International Development Association (World Bank)	SRH	Sexual Reproductive Health
ILFS	Integrated Labour Force Survey	S/SUPT	Senior Inspector
IPV	Intimate Partner Violence	UNDP	United Nations Development Programme
KF	Kellogg Fund	UNESCO	United Nations Education and Science Cultural Organisation
KYS	Know Your Status	UNFPA	United Nations Fund and Population Agency
LAA	Land Allocation Authority	UNICEF	United Nations Children's' Fund
LCA	Lesotho Communications Authority	UP	United Party
LCCI	Lesotho Chamber of Commerce and Industry	WASCO	Water and Sewerage Company
LCD	Lesotho Congress for Democracy	WEDGE	Women Economic Development and Gender Equality
LCMP	Legal Capacity of Married Persons	WEEP	Women's Economic Empowerment Programme
LEA	Lesotho Electricity Authority	WFP	World Food Organisation
LEC	Lesotho Electricity Corporation	WHO	World Health Organisation
LECAWU	Lesotho Clothing and Allied Workers' Union	WLSA	Women and Law in Southern Africa Trust (Lesotho)
LEFA	Lesotho Football Associations		

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Gender Links Chief Executive Officer Colleen Lowe-Morna provided oversight of the entire project. Gender Links coordinates the work of the Southern African Gender Protocol Alliance. WLSA-Lesotho country office, in its role as country focal network, anchors the work of the Alliance in Lesotho.

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Executive summary



Matumelo Monkhe, a participant at the 2014 Lesotho gender summit, accepts an award from Thesele Maseribane, Minister of Gender and Youth, Sports and Recreation.

Photo: Ntolo Lekau

Lesotho has signed and ratified the Southern Africa Development Community (SADC) Protocol on Gender and Development. It has also deposited the instruments of ratification with the SADC Secretariat. The SADC Gender Protocol (SGP) came into force in September 2012, implying that it is now a legally binding document, requiring states to domesticate its provisions.

The Lesotho 2014 Gender Protocol Barometer is the sixth annual tracking report of the country's performance against the 28 targets of the SGP set for 2015. Thus, this SGP barometer is the most critical ahead of the cut off year for the country's progress.

The Southern Africa Gender Protocol Alliance employs two measures to rate each SADC state's performance towards meeting the 28 targets: the SADC Gender and Development Index (SGDI), introduced in the 2011 regional barometer, and the complementary Citizen Score Card (CSC), which has been running for four years. This year's edition further draws on case studies submitted for the SADC Protocol@Work summit. The case studies illustrate how individuals and organisations have been making the provisions of the SADC Protocol a reality.

Lesotho held its second SADC Protocol@Work Summit from 14-15 April 2014 at the Maseru Sun Hotel in Maseru, its capital. Stakeholders included local government, media, non-governmental organisations, gender activists and individuals. Activists held the summit under the banner "50/50 by 2015 and demanding a strong post-2015 agenda!" The event, while also celebratory, marked the approaching deadline for the Millennium Development Goals (MDGs) and the 28 targets of the SADC Gender Protocol and underscored the need for more work to meet these targets.

The summit had 62 entries (46 women and 16 men, from 10 categories) covering good practices from nine theme categories: local government Centres of Excellence (COEs); women's rights; gender-based violence; climate change; leadership; alliance and coalition building; 50/50 campaign; government ministry; and media-print, media-TV and media-radio. Twelve winners (and three runners up) emerged from the Lesotho summit: 83% women (ten) and 17% men (two). The winners went on to compete at the regional summit later hosted by Gender Links in Johannesburg, South Africa.

Committed to international and regional standards that target achievement of gender equality by 2015, this 2014 barometer indicates that Lesotho has made notable progress toward this goal. This includes within the development framework of its Vision 2020; the National Development Plan; the MDGs; and the National Strategic Development Plan 2012-2017, progress against which this barometer will address in subsequent chapters.

Overall, the Southern African Gender and Development Index (SGDI) for Lesotho has remained high at 72%. Citizens gave their country a slightly lower score of 71%, from a high of 77% in 2013, ranking the country third in the region. Overall, there is no major gender gap in the CSC of women at 71% (78% in 2013) and men at 72% (75% in 2013). In general, women in Lesotho have scored their governments (national and local) higher than men have. Women's high scores may also be due to solid performance in legal reforms, local government representation, education, and media sectors. Quantitative and qualitative challenges in certain sectors, including governance, health, gender-based violence, HIV and AIDS, peace, security and economic

justice issues, may also limit these scores. For example, the lack of a structured gender budgeting framework for the public service.

Some highlights and lowlights from 2014:

Lesotho has made notable progress in the area of constitutional and legal rights, with a CSC score of 72%. Lesotho has seen advancement in legal initiatives and reforms enacting legislation that supports gender equality and promotes women's rights. These reforms have abolished women's minority status and increased their access to legal, economic and political control of productive resources.

However, notable gaps remain in Lesotho's national legislation regarding women, particularly the girl child, and in relation to the discriminatory traditional and cultural laws and practices of early child marriages, inheritance and succession to chieftainship. A priority in this sector is the adoption of a rights-based approach to gender and development. An initial action should mainstream gender in the Constitution. This should include a review of the dual legal system, which, under section 18(1), provides for gender equality but then allows a claw-back clause under section 18(4) (c) that ensures this does not apply to customary law, which traditionally discriminates against women. The Law Reform Commission should work quickly to ensure adequate reform of any remaining discriminatory laws.

Lesotho has performed relatively well in the governance sector ahead of 2015 as measured by the SGDI and CSC. Lesotho now has a 73% ranking in the SGDI in this sector, moving it from fourth place in SADC in 2013 to second place in 2014. The higher citizen's score of 75% in governance places the country third in SADC. There is a slight difference in women and men's perception of their government in this area, scoring 74% and 75% respectively. The near attainment of parity in governance due to the country's Mixed Member Electoral System and affirmative action expressed in the Local Government Elections Amendment Act of 2004 and of 2011 boosts the country's progress in this area. These measures institutionalise and deepen decentralised democracy and women's political empowerment in the country.

Lesotho retains the highest position in SADC in terms of the proportion of women community councillors and district secretaries. The country has elected women to 49% of community councillor positions (compared to the 24% regional average) and 60% women as district secretaries.

The judiciary is one area in which Lesotho is performing extremely well, having surpassed the 50% threshold. Lesotho recently appointed the first woman Chief Justice in SADC, and the third in Africa.

This top appointment of Nthomeng Majara has changed the face of the judiciary in Lesotho. Lesotho's judiciary now has 67% women employees, including 50% women judges and 56% women magistrates. The challenge is that this positive progress does not guarantee gender justice for women in the justice system. Declining numbers of women councillors - attaining only 22% in 2014 by-elections - is a challenge as it means legislators have not been applying affirmative action during local government by-elections.

Women comprise a majority of Lesotho voters (56%) and the voting system incorporates affirmative action, yet women's representation in politics and decision-making is lower than even the minimum 30% target. Women comprise 26% of those in parliament, the highest in six years, and 22% of those in cabinet, which is the lowest in the past three years following a high of 37% in 2010. Meanwhile, when it comes to decision-making positions in other sectors, women comprise about one quarter of these roles, including in the public service (26%), economic leadership (21%), security forces (25%), the environment (21%), and the private sector (29%).



Councillor Mapaballo Sankoela speaks about gender initiatives in her community during a meeting in Bokong. Photo: Ntolo Lekau

Assessments of progress on political parties and processes indicate that legislators keep gender in the margins of political discourse. In many ways, women have remained almost invisible within the political leadership. Moreover, while the eighth parliament saw an emergence of a critical mass of young women politicians for the first time, the proportion of women in party national executive committees is not more than 25% and invariably women serve as treasurers and secretaries-general. No formal quota systems exist within the political parties. Worth noting is that while the Democratic Congress (DC) and Lesotho Congress

for Democracy (LCD) have policies calling for a 30% quota for women in decision-making, observations indicate that the application of this policy has been inconsistent.

Gender-based quotas, as indicated in this report, have been legislated under the Local Government Electoral Act, amended in 2005 and 2011, and the National Assembly Electoral Act of 2011, giving women access to political power. The Independent Electoral Commission (IEC) has been criticised for not going beyond the law to promote gender sensitivity in electoral processes.

There remains a lack of institutionalised policy for retaining women in decision-making positions in both the public and private sectors in Lesotho. The country has regrettably regressed in terms of the critical mass of women formerly appointed to strategic positions. In addition, gender budgeting remains a challenge. There is lack of knowledge of what the concept entails and how different ministries should integrate it in their work.

Stakeholders must prioritise maintaining a robust and formal 50/50 campaign to guard any gains made in getting more women into political decision-making positions. This includes maintaining and implementing Lesotho's 50/50 Campaign Strategy to escalate quotas at local and national levels and monitoring progress on the 50/50 campaign. In addition, stakeholders must review party manifestos and sensitise communities about the 50/50 campaign.

It is necessary to empower women to take up decision-making positions by removing major structural barriers deeply rooted in custom, culture, religion and tradition. Concerted efforts in this area should begin with strong political will and leadership, accompanied by deliberate strategies and special measures. Broadening the definition of decision making beyond politics is also imperative, as is research, monitoring and evaluation in this sector.

The media can help change mindsets and encourage more women to contest political positions, including starting at local government level and possibly seeing it as a stepping-stone to national politics. Media should spend more time profiling impactful stories about women, such as Patience Tsoho's tale. Tsoho, who previously worked as a farmer, is an independent councillor in the Matsatseng community council in Quthing. She stood for election as an independent candidate and the only woman against six men with the backing of their political parties, and she won.

Education is one area in which Lesotho and SADC countries in general demonstrate impressive performance ahead of the 2015 deadline. Based on SGDI and CSC scores there has been good progress in this sector, which a high SGDI score of 99% indicates,

although it is down from 100% in 2012. This is a result of a decrease in enrolment of girls at primary school level in the past two years.

Lesotho also posts high literacy rates for females (95%) and males (83%). Secondary level enrolment favours girls, and more young women than young men study in tertiary education (except at the Lerotholi Polytechnic, which is traditionally a boy's technical school). Females surpass the 50% mark in all faculties except in agriculture and science and technology. Girls pass rate is higher than that of boys in primary school but a significant number of girls compared to boys drop out at the rate of 7.2% and 4.5% respectively in primary and secondary levels. This correlates with the decline of girls' enrolment at primary school in the last two years, from 51% to 49%, in addition to boys' gain from a free and compulsory education policy. The drop in the citizen's score from 82% in 2013 to 76% is possibly due to unfavourable conditions in schools for women, including men dominating school governance despite the higher proportion of women teachers. Other factors include GBV, low quality education, gender-blind curriculum and stereotyping in subject choices. These challenges require attention post-2015.

Lesotho has an SGDI score of 65% in the productive resources, employment and economic empowerment sector, ranking the country 13th in the SADC region. Citizens scored government 70% in this sector, which is down from 77% and places the country in third position on this measurement from a previous first place ranking out of the 15 SADC countries. Women scored their government lower at 68%, down from 79% in 2013, compared to their male counterparts who scored Lesotho at 73%. This indicates women's changing perception of government's performance in this sector.

Activists have noted some progress in legal reforms that allow women to access productive resources, address women's economic rights, empowerment and protection from vulnerability to poverty. Women's labour force participation is 55.3% and women increasingly enter traditionally male-dominated fields. The labour code protects their working conditions and ensures the elimination of occupational segregation and all forms of employment discrimination. Women have been targeting micro credit schemes and programmes established largely by non-state actors and community-based organisations to empower women financially. The efforts of the Millennium Challenge Account (MCA) ended with the close of the project in 2013.

Despite positive strides in some areas, unemployment of women (28%) is higher than that of men (23%). Meanwhile, women's representation in economic decision-making in the Lesotho public sector is as low as 21%, placing Lesotho in fourth position in this area. There is also no gender responsive budgeting system at all levels within government and Lesotho does not

have a formal trade policy, rather there is an implied and fragmented policy guided by various statutes on trade including the draft Small, Medium, and Micro-Sized Enterprises (SMMEs) policy.

In spite of the legal and policy framework, women still do not easily access credit, and financial bodies spend limited time addressing the financial needs of women. Lesotho also has no specific time-use studies and no



Women take part in a 16 Days of Activism march in Seate Council in 2013. Photo: Ntolo Lekau

gender-disaggregated data exists in the informal trade sector. Further, stakeholders have not taken any affirmative action measures to enable women access to economic opportunities so they can benefit from them equally and few skills development policies or programmes exist. In addition, there is scant business support provided by governments and the financial sector to women business owners and entrepreneurs.

Priority action should include developing a more formal policy and procedures for budgeting activities (and mainstreaming gender within them) across the public service, as well as to continue training in gender budgeting. Stakeholders should carry out time use studies and put in place policies to ease the burden of women's multiple roles, as well as enable women ways to take advantage of the existing laws.

There is no SADC Gender and Development Index (SGDI) score for GBV due to the difficulty in obtaining reliable and comprehensive quantitative data on GBV. Tracking of findings indicates that over the years, the average CSC by women and men has fluctuated, increasing from 63% in 2012 to 80% in 2013 (women scoring 81% while men scored the government 78%). The 2014 score dropped to 74%, with men's ranking at 75% and women's at 73% (the regional average is 68%). Lesotho comes third in SADC in this category. The high scores reflect the fact that GBV

appears to be firmly on the country's political agenda. Despite this, much work remains with regard to implementation of legislation aimed to tackle gender violence.

Police statistics remain highly contested because of underreporting of GBV and inadequate data collection tools. Data from the Lesotho Violence Against Women (VAW) Baseline Study presents a stark picture as research found that prevalence of the scourge of GBV in Lesotho is high. An increase in sexual violence against children and the elderly has also shocked the nation and the government, especially the prime minister, who, following news of these findings, signed the United Nation's pledge to end violence against women. The VAW study found that more than half of women and men in Lesotho hold conservative perceptions regarding sexual entitlement in marriage. Lesotho also has very high prevalence rates of sexual harassment in the workplace, at 63%, and in schools, at 57%.

Lesotho has a plethora of laws that address gender-based violence and aim to protect survivors and victims, as well punish perpetrators. Legislators attempt to address sexual harassment through labour laws, penal codes and GBV legislation and policy.

These form part of the integrated approach government and NGOs have taken to address the issue, including creating special structures, for example, the Lapeng shelter for GBV survivors and the Child and Gender Protection Unit (CGPU). These initiatives have likely influenced citizen's perceptions in this sector over the past several years.

Government has also passed appropriate laws and costed the GBV National Action Plan (2011). In addition, the Ministry of Gender, Youth, Sports and Recreation (MGYSR), along with NGOs, has been working hard to fight gender-based violence and come up with strategies and activities, for example, events linked to the 16 Days of Activism.

At 59%, Lesotho attained the lowest SGDI score in the health sector in 2014. However, it had a reasonable CSC score of 71%. Both scores have dropped from 2013, when Lesotho posted a 62% SGDI score and a score of 80% on the CSC. Women scored the Lesotho government 69% from a previous score of 81%, while men scored it at 74% from 78% in 2013.

The country has made some progress in policy development related to women's sexual and reproductive health. However, maternal mortality remains the highest in SADC at 1155 deaths in 100 000 live births (followed by Zimbabwe at 960 deaths). This is a significant drop from

¹ LDHS, 2009.

419 deaths in 2001 and 762 deaths per 100 000 births in 2004.¹ It has compelled the government to introduce a plan called the Roadmap for Accelerating Reduction of Maternal and Newborn Morbidity and Mortality in Lesotho (2007-2015).

Meanwhile, skilled health personnel attended about 62% of births in Lesotho. Where a skilled health worker is not available, relatives or traditional birth attendants usually assist. Governments has decentralised health services in remote areas to improve home birth delivery.

Knowledge of contraceptive methods is higher among women. While women's knowledge about contraception is high, its use among married women remains very low. Penal Bill Code of 2009 suggested relaxation of Lesotho's abortion laws. Lesotho allows abortion in exceptional cases in order to save the mother's life.

Lesotho has made little progress with regard to hygiene and sanitation facilities. Total coverage of proper sanitation services is 30%, placing the country 11th in the region. Government has committed part of its current funding to improve the situation.

Moving forward, there is a need for greater awareness among women and men about how to ensure safe delivery of babies in order to tackle the high maternal mortality rate. In addition, there is a need for more discussion and awareness-raising programmes about sexual and reproductive rights; more male involvement in family planning; further promotion of the female condom; promotion of sexual and reproductive rights for adolescents, men and women; and more attention on health services and sanitation for rural and lower income populations.

Lesotho legislators, activists and other stakeholders have been relentlessly engaged in the fight against the HIV and AIDS pandemic. The country has made progress in prevention, the goal for universal access to treatment with free anti retro-viral (ARV) drugs, and in implementing special plans and programmes for infected women, men, boys and girls.

Despite this, Lesotho's SGDI and CSC scores in the HIV and AIDS sector come in at 47% and 75% respectively. Researchers base the SGDI score on empirical data. It measures comprehensive knowledge on HIV and AIDS. The current SGDI score is three points higher than 44% in 2013, but still much lower than the 66% score in 2012. Lesotho retains the 11th place ranking in SADC it first had in 2013, while other countries showed improvement this year ahead of the

2015 deadline. The citizen's score (CSC) on the country's progress towards meeting the targets in this sector is 75%, ranking Lesotho fifth, which is down from first position in the region in 2013.

Lesotho's HIV and AIDS prevalence is 23.2%. About 51% of the people living with HIV and AIDS now receive ARVs and government has committed to prioritise budget allocations to increase coverage to at least 80% of the population that needs the treatment by 2017. Meanwhile, 62% of HIV-positive pregnant women receive Prevention of Mother to Child Transmission of HIV (PMTCT), while 39% women and 29% men have comprehensive knowledge of HIV and AIDS. There has been a reduction in AIDS-related deaths in the country.

Lesotho has made very good progress on gender indicators in media, information and communications. The country has an SGDI score of 75% and a CSC of 65% in the media sector. This is because women dominate in media houses, surpassing the 50% target. Representation of women across most occupational levels has increased, including as senior managers, reporters, presenters and editors. However, this does not extend to board members.

Lesotho participates in the Gender Links Gender and Media Centres of Excellence (COE) programme and the national summit. As part of this process, GL facilitates workshops with media partners in Lesotho. The National University of Lesotho (NUL) Mass Communication Programme has incorporated gender in its curriculum. Gender sensitive ICT policy also exists to guide women's empowerment in this area. However, challenges still exist, including some conditions of employment in media that remain unfriendly to women. In addition, women's voices and gender issues remain underrepresented in media content.



A Gender Links cyber dialogue in Seate Council introduces women to ICTs during the 16 Days of Activism in 2013. Photo: Ntolo Lekau

Lesotho is gradually increasing the number of women employees in its security forces yet it remains far from parity. However, its average CSC rating decreased to 71% in 2014 from 79% in 2013, thus Lesotho's regional ranking also dropped to third out of 15 SADC countries, from second place in 2013. Lesotho does not observe several provisions of United Nations (UN) Resolution 1325 in its peace and security sector laws, policy provisions and peacekeeping activities. The sector remains highly male-dominated with female representation at less than 30% across force structures: constituting almost 10% in the army, 21% in the police force and 26% as correctional services wardens. Lesotho has almost no women in its peacekeeping forces though several have received relevant training. Lesotho sent one woman to Liberia in 2014.

The country needs to review security sector legislation and policies to guarantee gender sensitivity and regular collection of data in this area. Capacity building on gender budgeting and costing of gender integration should be a priority. It is also important for stakeholders in this sector to develop sexual harassment policies.

Lesotho has made progress in the implementation of the Protocol. Lesotho has signed and ratified the SADC Gender Protocol, and deposited instruments for ratification with the SADC Secretariat. The Protocol implementation takes place in the context of international and regional instruments, the national Vision 2020, the National Strategic Development Plan (NSDP) and the MDGs.

At implementation level, mechanisms and institutions established to promote the advancement of women include the MGYSR. Women and Law Southern Africa (WLSA)-Lesotho is the country focal point for the Southern Africa Gender Protocol Alliance, which sees local government community councils as key allies and agents in the implementation of the Protocol at local government level. Stakeholders have aligned some national gender and development processes with the Protocol targets. Lesotho gender activists have participated in two Protocol@work summits where they presented best practice case studies. There is also a roadmap for the SADC Gender Plan and GL has developed an integrated a model for implementation. The COEs have all been localising the targets of the SGP.

Operationally, the gender department's annual budget allocation of 4% on average is too little to realise meaningful implementation without the support of

development partners. In addition, efforts to implement gender-responsive budgeting have been negligible.

Councils in Lesotho, however, have committed to become Centres of Excellence (COEs) for gender in local government. There is a higher representation of women in COE councils and some excellent case studies of work related to the 50/50 campaign. Overall, the work at the local government level has evolved substantially over the last several years. Some of the key achievements arising from taking implementation of the SADC Gender Protocol to local level occurred through the COE model.

Lesotho is committed to mitigate climate change and linking climate change and gender is beginning to interest government and non-state development actors. All recognise that changes occurring in the climate cycle in recent years -including heavy rains, drought and heavy unexpected snowfalls - threaten livelihoods of men and women, especially in rural areas, where the majority depend almost exclusively on local ecological resources. Stakeholders in this sector view women as important players given the gendered roles, which means climate change inevitably affects them in different ways.

Few environmental and climate policies in Lesotho consider gender issues, although many donor funded projects have mainstreamed gender, for example a project called *Reducing Vulnerability from Climate Change in the Foothills, Lowlands and Lower Senqu River Basin*. NGOs have been training female smallholder farmers and community groups on property rights and land tenure reform initiatives. In terms of representation, Lesotho is among five SADC countries with women environmental affairs ministers and it has surpassed parity in this sector, with 65% women employees (Department of Meteorology).

The proposed Protocol indicators on gender and climate remain a challenge. Research reveals that women constitute 20% in key decision-making positions in the relevant ministries of agriculture, environmental affairs and sustainable development. Legislators have not mainstreamed gender in the Reducing Emissions from Deforestation and Forest Degradation (REDD+) mechanism, and no sex disaggregated data and indicators exist on the impacts of extreme climate events and natural disasters. Further, local methods of cooking using cow dung and shrubs causes pollution, deforestation and soil erosion. Disaggregated data is non-existent in this sector.

Table I: Climate change and sustainable development in Lesotho

Progress ahead of 2015	Challenges	Action/priorities post-2015
<ul style="list-style-type: none"> Surpassed parity: 65% women employees (Department of Meteorology); Lesotho has woman environmental affairs minister (five in SADC); Lesotho Water and Sanitation Policy 2007 promotes equity in water supply and sanitation services inclusive of women; Gender is mainstreamed in the project <i>Reducing Vulnerability from Climate Change in the Foothills, Lowlands and Lower Senqu River Basin</i>; District Council leaders and local resource users, including women and women's groups have been trained in climate adaptive and anticipatory management of natural and social assets; Existence of public education and awareness raising programmes on gender and climate change, and financing initiatives exist; and NGOs have trained female smallholder farmers and community groups on property rights and land tenure reform initiatives. 	<ul style="list-style-type: none"> Women represent only 20% in decision-making positions of those in key environmental affairs and sustainable development ministries; Gender not mainstreamed in the REDD+ mechanism; No sex disaggregated data and indicators on impacts of extreme climate events and natural disasters; Methods of cooking using cow dung and shrubs causes pollution, deforestation and soil erosion; No media research on climate change and gender; and The budgets of key ministries do not mainstream gender. 	<ul style="list-style-type: none"> By 2030, support green technology and mobilise 33% women to create employment; Review National Environment Policy, mainstream gender issues; Establish a system of collecting sex disaggregated data; Advocate for gender-sensitive climate change policies and programmes; Increased women's representations in climate change discussions and conferences; Link climate change adaptation and mitigation strategies and women's economic empowerment; Create awareness on climate change and sustainable development; and Ensure costing of gender and climate change initiatives.

SADC GENDER PROTOCOL MILESTONES



Moleko Moeti is presented an award in the education and economic empowerment category by Chipiwa Chifamba at the 2013 regional SADC Protocol@Work Summit in Johannesburg, South Africa. *Photo: Razanandrateta Zotonantenaina*

- **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.

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.
- **September 2012:** 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.
- **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.
- **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>.
- **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 and government ministries.

- **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 UNWOMEN, 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 net-working at the regional level through the SADC heads of state summit held in Malawi in August 2013. Stakeholders launch the regional barometer. The Alliance network strengthens following a strategy meeting held in August 2013 and a think tank meeting held alongside the SADC heads of state 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; nine launches. SADC Gender Protocol village level workshops in ten countries through the country networks, resulting in 72 meetings.
- **By October 2013:** Strengthening of the country focal networks through mapping of country thematic clusters and championing resulting in 11 country-level meetings and 82 signed up champions.



Matšelislo Mapetla, Colleen Lowe Morna, Libakiso Matlho and the Minister of Gender, Youth, Sports and Recreation Chief Thesele Maseribane, launch the 203 Barometer at Maseru Cabanas in Lesotho.
Photo: Thato Cheka

• **April 2014:** Lesotho Gender Barometer launched at the national Summit held at Maseru Sun in Maseru City. SADC Gender Protocol@Work summit preceded by 12 national summits with a special category on the faith-based organisations.

participates in the 58th Commission on the Status of Women.

ministers meeting in Malawi ahead of the 35th heads of state 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:** 35th SADC heads of state summit in Victoria Falls.

• **September 2014:** Regional SADC Gender Barometer launched in Lesotho.

Progress against the SGDI and CSC

The Alliance uses two measures to rate each SADC state's performance against the 28 targets: the SADC Gender and Development Index (SGDI), introduced in the 2011 regional barometer, and the complementary Citizen Score Card (CSC), which has been in use for three years. This chapter frequently discussed the use of both in the summary above.

The SGDI is an empirical measure based on 23 indicators for the six sectors that have accurate data in the 15 SADC countries. These comprise governance (three indicators), education (three indicators), economy (five indicators), sexual and reproductive health (three indicators), HIV and AIDS (three indicators), and media (six indicators). To create the composite index, researchers gave each category equal weight by calculating the average score across the indicators in that category.

Unlike the SGDI, researchers base the CSC on perceptions. It captures nuances that empirical data does not include. 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 also covers the four sectors for which no SGDI scores exist because these are difficult to measure: constitutional and legal rights, GBV, peace building and implementation.

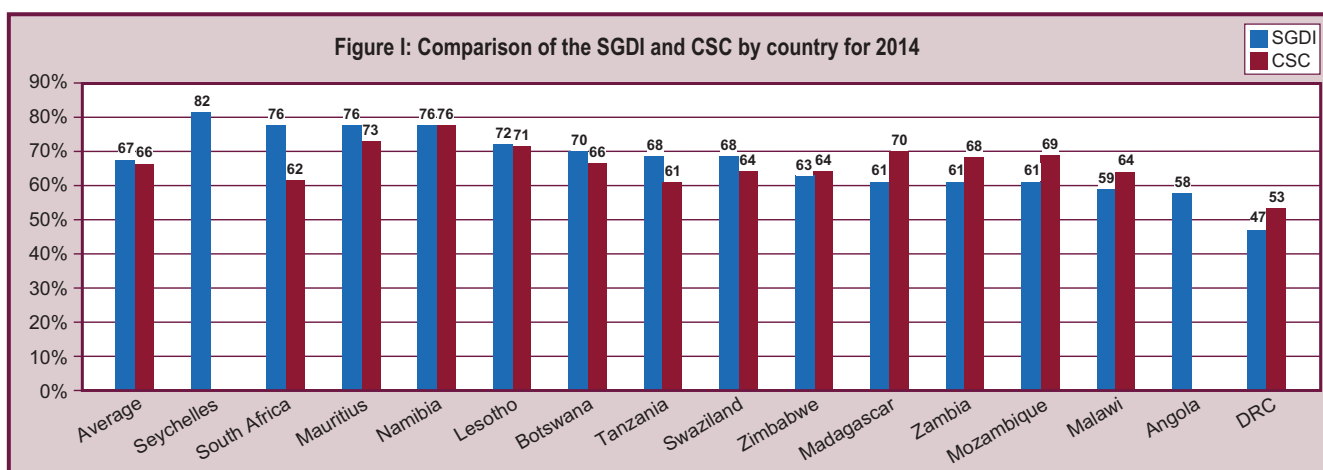
Table II: SADC Gender Protocol sectors by the SGDI and CSC scores for Lesotho in 2014

Sector	SGDI %	CSC %
Constitutional and legal rights		72
Governance	73	75
Education and Training	99	76
Economy, productive resources and employment	65	70
Gender-based violence		72
Health	59	65
HIV and AIDS	47	75
Peace building and conflict resolution		72
Media, information and communication	89	65
Implementation		53

Source: 2014 Barometer.

Table II illustrates the various sectors and their SGDI and CSC scores. Citizens scored Lesotho highest on education and training, and lowest on implementation. The highest ranking in the SGDI is also in the education and training sector. The CSC gauges the perceptions of citizens who have been part of reference group meetings, village workshops and other Protocol-related activities. They rate the achievements of the country across all the sectors. The total sample size for the CSC in 2014 in Lesotho is 1552: 54% women (841) and 46% men (711).

As highlighted since the 2011 SADC Gender Protocol Barometer, the SGDI and CSC do not directly compare. Researchers base the latter on perception and it 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's actual numbers.



Source: SADC Gender Protocol Barometer 2014.

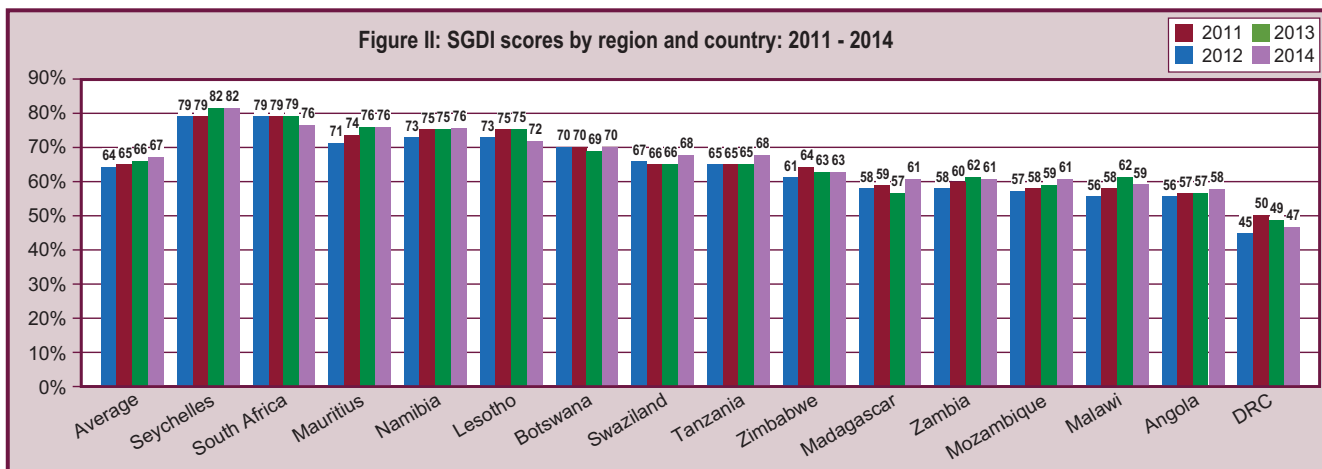
Figure I shows that there can be wide divergences between perception and reality. It is important to weigh the two scores together in order to get a more accurate look at progress, and to be clear on the strengths and limitations of each yardstick.

Figure I also shows that, in 2014, the overall SADC Gender and Development Index (SGDI) score, a measure of progress against 23 indicators in six sectors for Lesotho, is 72%, an increase of just one percentage point from the 2013 score of 71% and a three percentage point

decrease from 75% in 2012. The country maintains its ranking of fifth place out of the 15 SADC countries and it remains ahead of the regional average of 67%. However, citizens gave their country a lower score of 71% from a high of 77% in 2013, yet still ranking the country third in the region.

Overall, there is no major gender gap between the CSC scores of women, at 71% (78% in 2013), and men at 72% (75% in 2013). The country's good performance in legal reforms, local government representation,

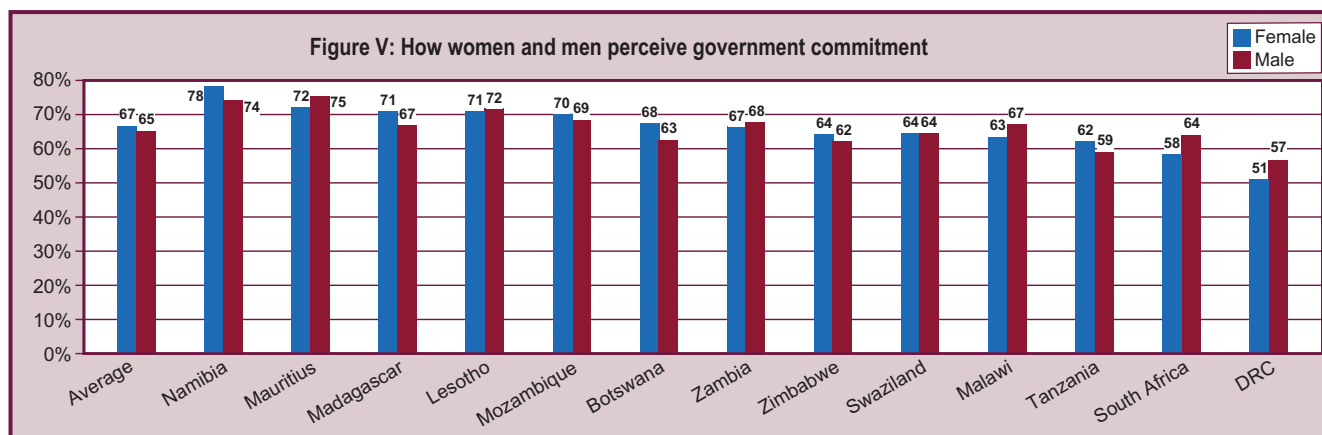
education, and media sectors may have positively influenced these scores. In addition, quantitative and qualitative challenges in governance, health, GBV, HIV and AIDS, peace and security and economic justice issues - e.g. lack of women in economic decision-making and lack of a structured gender budgeting framework for the public service - may have also negatively influenced the scores. The data shows that overall there has been a substantial positive trend in citizen scores. Citizens in seven SADC countries scored their countries better than ever before over the last year.



Source: SADC Gender Protocol Barometer 2014.

Figure II compares the regional SGDI scores from 2011 to 2014. The regional average has gone up by three percentage points since 2011 from 64% to 67%. For Lesotho, the trend indicates an average SGDI of about 74%, with the highest score of 75% in the last two

years dropping to the lowest score of 71% in 2014. Despite the drop, these scores keep Lesotho among the six top progressing countries that have attained a score of 70% or higher over the past four years.



Source: SADC Gender Protocol Barometer 2014.

Figure III shows that overall there is no major gap in the perceptions of women and men in SADC. Indeed, Basotho women and men have almost equally scored their government perceiving. They give a high score of

71% and 72% respectively, indicating a positive view from both when compared to the rest of the region. Only citizens in Mauritius and Namibia rank their governments higher.

Country context



The Republic of South Africa surrounds Lesotho, a democratic, sovereign and independent country with a population of about two million people.

Formerly known as Basutoland, its leaders renamed the country the Kingdom of Lesotho following independence from the United Kingdom (UK) in 1966. It is one of three remaining monarchies in Africa.

Following independence, the country experienced several periods of instability, with the army, the king and political parties competing for power.

Demographic issue	Detail
Population	1 930 493 (July 2012 est.) ²
Female	51%
Male	49%
Birth rate	26.65 births/1000 population (July 2012 est.)
Death rate	15.18 deaths/1000 population (July 2012 est.)
Basotho	99.7%
Other (Europeans, Asians and other)	0.3%
Population in rural and remote mountainous areas	77%
Population under the age of 19	58%
Life expectancy	41 years
Population growth rate	0.08% (2006)
Total literate population	89.6%
Total female literate population	95.6%
Total male literate population	83.3%

Lesotho 2014 Barometer.

² Note: estimates for this country explicitly take into account the effects of excess mortality due to HIV and AIDS; this can result in lower life expectancy, higher infant mortality, higher death rates, lower population growth rates, and changes in the distribution of population by age and sex than would otherwise be expected.

In 1993, Lesotho ushered in a new constitution, leaving the king with symbolic and unifying powers but without any executive authority. In 1998, a contentious election sparked violent protests and a military mutiny, resulting in a brief but bloody South African military intervention. Constitutional reforms have helped to restore political stability.

As an independent country, Lesotho has its own system of government and takes charge of its political, administrative and socio-economic development. A constitutional monarch, King Letsie III, who is the head of state, governs the country. The multi-party National Assembly provides the day-to-day leadership for the country according to the provisions of the Constitution of Lesotho, and the prime minister heads the executive branch.

Lesotho is now governed under an all-male unprecedented coalition government formed following the 2012 elections, during which none of the contesting political parties won a two thirds majority to form a government. The coalition government changed the political landscape of Lesotho. It is the first of its kind in the SADC region. It comprises three political parties, namely the All Basotho Convention (ABC), whose leader is the prime minister (Thomas Motsoahae Thabane); Lesotho Congress for Democracy (LCD), whose leader is the deputy prime minister (Mothetjoa Metsing); and the National Basotho Party (NBP), whose leader is minister of gender, youth, sports and recreation (Thesele 'Maseribane). It operates against a strong opposition from the newly formed Democratic Congress (DC) led by the former Prime Minister Pakalitha Mosisili.

At the time of writing, the coalition government had been showing signs of collapse, with a tussle between the coalition partners causing stakeholders to advance the national assembly election date from May 2017 to February 2015. The two and a half year old coalition government had brought with it both excitement and anxieties regarding the gender agenda, among other development issues. In this regard, however, the coalition government has generally been a disappointment. Women's representation remains low in all institutions of governance, comprising the highest figure of 26% in parliament and 26% in public service sector management. The February elections, though rushed, will offer an opportunity for women to score at least 30% if women and other stakeholders work hard and manoeuvre well in days before the elections.

The decentralised system of local governance introduced after the 2005 local government elections opened a space for women to participate more meaningfully in local democracy. Stakeholders have structured it through

74 local community councils, which now have 49% women's representation.

Experts classify Lesotho as a poor country with slow development due to sluggish economic growth. Approximately 60% of Lesotho's annual household income comes from inflows of workers' remittances and receipts from the Southern African Customs Union (SACU), though both have been declining. Domestically, water, diamonds and the manufacturing sector drive the economy.

The National Vision 2020, Millennium Development Goals (MDGs) and the National Strategic Development Plan (NSDP 2013-2017) of 2012 frame the national development of the country. The aim of the NSDP is to address development challenges through increased access to global trading and investment, job-led economic growth supported by a strong and vibrant private sector, good governance and an integrated environmental management system.³ Gender is a cross cutting issue in the NSDP.

These national policy guidelines and goals operate in a context of great strides the country has made with regard to commitment to international and regional gender advancement and human rights awareness.

The policy targets and priorities considered for government's resource allocation in the 2014/15 budget proposals include the creation of 10 000 jobs per year on average; reducing food insecurity by 25% by 2017; reducing child and maternal mortality by at least 25% by 2017. In terms of HIV and AIDS, the budget calls for reducing incidence of HIV by at least 15% and increasing coverage for anti-retroviral treatment (ART) to at least 80% of the population that needs it by 2017. In addition, it sets money aside for broadening the skills base to take into account the needs of the labour market, reducing environmental degradation and preserving heritage, and promoting peace and security.⁴

However, women continue to face challenges due to cultural norms, attitudes and a masculine backlash that limit their ability to take advantage of newly attained opportunities and fully participate in development as part of the national human capital. Previous research to measure progress in the implementation of the targets of the SGP for Lesotho has highlighted areas that present gender inequalities as well as areas that present best practices, for example affirmative action in politics. One of the challenges includes employment of women: only 17.7% of men and 11.7% of women aged 15 to 64 have salaried employment. For women, this ranges from 10% in rural areas to 24% in urban areas. For men the range is 16% to 26% respectively.⁵

³ Budget speech, 2014-2015

⁴ Government of Lesotho 2014/15 Budget Speech, February 2014, p. 6

⁵ Government of Lesotho. 2009. Lesotho 2006 Population and Housing Census Analytical Report. Volume IIIB: Socio Economics Characteristics. Maseru, LS: BOS.

Approximately 31% of all women's "work" is as homemakers or housewives. About 43.2% of the population lives on less than USD\$1.25 per day and 68% lives on less than USD\$2 per day.⁶ Other problems include the increasing incidences of gender-based violence and a high maternal mortality rate (the third highest in the region after Zimbabwe and Swaziland). The current maternal mortality rate for Lesotho is 1155 deaths per 100 000 live births.

In addition, HIV/AIDS has increased the burden of care on women and girls and climate change is increasingly affecting women's and men's roles and livelihoods in

terms of subsistence agricultural production. There have yet to be any studies carried out in Lesotho to demonstrate the differential impact of climate change on women, but research in other countries shows that both climate change and the global economic meltdown have adversely affected more women than men.

It is thus imperative for the government to use various development tools to improve the livelihoods of Basotho women and men and ensure that the country attains the SGP targets and the MDGs.⁷ However, the assessment of progress this far points to the country's limited progress towards achieving these targets.

⁶ Ibid.

⁷ CIA. <https://www.cia.gov/library/publications/the-world-factbook/geos/lt.html>, last accessed 26 October 12.