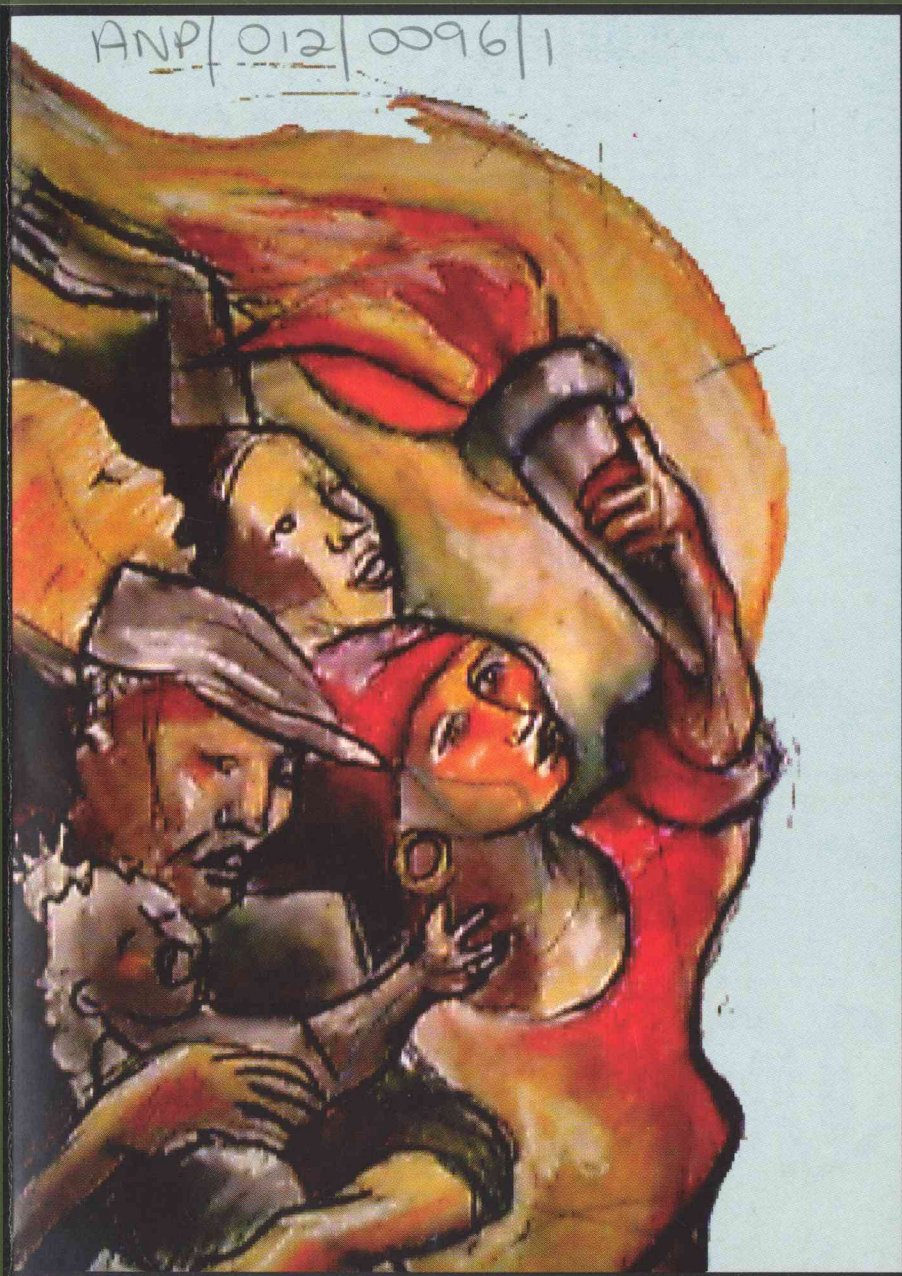


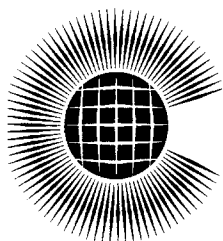
into the future



Gender and SADC

Into the Future: SADC and Gender

**A report of the SADC
Gender Strategy Workshop
(January 1997)
and the
Ministerial Workshop on Gender
(February 1997)**



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"There can be no sustainable development when women, who constitute half of SADC's population, have no opportunity to unload their potential; when development programmes are completely gender unfriendly; when decisions about changing the lives of people are taken without the participation of half of the very lives that have to be changed. SADC has to realise that the current epoch, proudly paraded in the apparel of democracy, is far from being democratic. There is in the main only electoral democracy not real direct and participatory democracy. It cannot be participatory democracy when decisions are taken by some on behalf of others. "

Thenjiwe Mtintso,
Chair, Commission on Gender Equality,
South Africa

"The struggle for gender equality is actually a struggle for justice and human rights; and, as in the rest of the world, the struggle for justice and human rights is never completed. Even in those countries which are regarded as mature democracies, the struggle for justice and human rights is still continuing; the women remain discriminated in those democracies. This is not to say that the battle against gender-based discrimination and injustices will nor be overcome. Rather, it is a warning that we must prepare ourselves for a long drawn out struggle against the forces of tradition, conservatism and reaction. Our success in the struggle for gender equality is certain, as long as we remain constantly aware of the urgency to achieve this goal and are prepared to continue the necessary actions to this end."

H.E. Sam Nujoma,
President of Namibia, opening the
SADC Council of Minister's Meeting in Windhoek;
February 1997.

"Gender equality and full engagement of the majority of our populations in the process of governance and development are critical twin pillars upon which productivity for sus-

tainable development should be based. I am happy to announce that at our Council of Minister's meeting preceding this conference, we adopted a comprehensive Gender Programme that will cut across all structures and programmes of SADC to ensure that gender issues are always given the priority consideration they deserve."

Hon. Alfred Nzo, Minister of Foreign Affairs of the Republic of South Africa and Chairman of the 1997 SADC Consultative Conference, in introductory remarks to the Council of Ministers meeting in Windhoek; February, 1997.

ACKNOWLEDGEMENTS

Through this report, we celebrate one of the major achievements that we have made in the SADC Region. Efforts that have led to the current gender responsive environment in the region began some years back - notably when the Region was preparing for the UN Fourth World Conference on Women (1995). We appreciate the assistance we have enjoyed from the donor community when we needed to think issues through and focus on critical areas of concern so as to consolidate our regional input for both the Africa and the Global Platform for Action.

We acknowledge the efforts of the Regional Focal Field-level Institution (RFFI) which laboured diligently to make our regional input a shining example of collective effort. We are grateful for the support the SADC Region enjoyed through RFFI from the Netherlands Government both in preparation for, and after the UN Fourth World Conference on Women. We acknowledge the support that UNIFEM has given to engendering programmes within the SADC Region.

We recognise the efforts of women and men in the SADC Region who have raised their voices in unison in advocacy for gender issues. The success rate attained by the SADC Region is attributed especially to energies that the women of the Region were prepared to put into the regional gender mainstreaming process. In particular we commend work done by the Regional Advisory Committee as well as the Standing Management Committee in negotiating for the inclusion of gender as an area of co-operation in the SADC Programme of Action. We express sincere gratitude to co-operating partners such as the Southern african Documentation and Research Cluster (SARDC) for their supportive role.

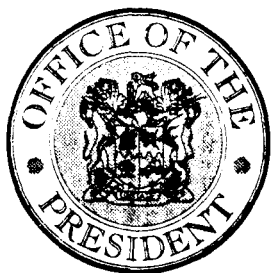
Recognition is made here of the prominent role that the SADC Secretariat continues to play in ensuring that issues of critical concern to the Community are given the attention they deserve.

We note with much appreciation the contribution and catalytic role that the Commonwealth Secretariat played in facilitating a focused input at the SADC Council of Ministers meeting in February 1997 and sponsoring publication of this book. We also appreciate support from UNDP (Botswana) for the printing of run on copies of this report.

We acknowledge the invaluable contribution made by the Government of Botswana in the SADC Gender Programme in its role of co-ordinating gender issues in the region until a more permanent arrangement is made.

Lastly special mention is made here of the following individuals who have toiled tirelessly to produce this report. These are:

Mrs Colleen Lowe-Morna	Commonwealth Secretariat (SA)
Mrs Valencia K D Mogegeh	Botswana
Dr Athaliah L Molokomme	Botswana
Dr Ndahafa A Nghifindaka	Namibia
Dr Auxilia B Ponga	Zambia



Since its inception seventeen years ago, the Southern African Development Community has focused on human resource development, enterprise, capacity building and, more recently, productivity. Yet, in all of this, we have largely glossed over the different starting points of the men and women who are partners in the development of our region.

The SADC Gender Strategy Workshop held in Windhoek recently noted that women in our region form the majority of the poor, the illiterate, the dispossessed and the homeless. Women produce the bulk of the region's food; and they have played a leading part in rebuilding our war-shattered economies.

While our constitutions proclaim equality, and while we sign the Convention for the Elimination of all Forms of Discrimination Against Women, in reality our traditions and practices undermine the realisation of these proclaimed rights amongst the women of our region. Domestic violence and abuse of women further exacerbates the situation.

The Windhoek workshop challenged SADC Heads of State to commit themselves to a regional Declaration on Gender and Development.

And as Chairperson of SADC, I look forward to the launching of the Declaration on Gender and Development in Blantyre in September.

It is also an honour to write the foreword to this report of the Gender Strategy Workshop held in Johannesburg and the subsequent Ministerial Workshop on Gender in Windhoek.

As leaders of SADC, we recognise that freedom cannot truly be achieved unless women attain equality, respect and dignity through their full participation in every aspect of our regional endeavour.

A handwritten signature in dark ink, which appears to read "N. Mandela". The signature is fluid and cursive, with the first letters of the first and last names being capitalized and prominent.

Nelson Mandela

August 1997

NOTE FROM THE EXECUTIVE SECRETARY OF SADC, DR. KAIRE MBUENDE

Since its inception, SADC has recognised the critical role of gender issues in development, especially the major contribution that women make to the progress of the region. The statistics on the situation of women in the various SADC countries presented in this report speak for themselves. They show that while individual member states have attempted to address gender and women's concerns in their development strategies, there is still a long way to go towards attaining the full empowerment of the women of SADC.

The reasons why this situation is unacceptable are well known, and only two will be mentioned here. Firstly, no country can claim to have reached full democracy until women participate, not only as voters, as is presently the case, but also as leaders in at least the same numbers as men. This would enrich the quality of our democracy, as women would bring certain special and positive qualities men may lack.

Secondly, constraining women from participating in various aspects of public and private life is an unnecessary waste of human resources. We in SADC cannot afford such waste.

It was in recognition of this that the SADC Council of Ministers mandated the Secretariat in 1990 to explore the best ways to integrate gender issues into SADCs programme of work. A number of activities have since been undertaken with a view to executing this mandate, which included the identification of gender as one of the criteria for project selection, and the training of SADC officials in gender issues.

These activities did not however constitute a comprehensive and focussed programme for the integration and institutionalisation of gender issues into the SADC Programme of Action. Key stakeholders in the region from the governmental and non govern-

mental sectors have over the years done a lot to bring attention to this, and requested the secretariat to find a way of ensuring that gender takes its rightful place in the SADC Programme of Action.

The Council of Ministers meeting held in Maseru in August 1996 noted the report of the Conference on Social Development in the SADC region and approved, inter alia, that gender issues at the regional level be coordinated by the Secretariat.

It was as a result of these developments that consultations took place between the Secretariat and key stakeholders in the area of gender in the region. These consultations have resulted in a fruitful collaboration between the Secretariat and the Regional Advisory Committee on Gender Issues. Some of the outputs of this process are the Gender Strategy Workshop, and the Gender Workshop for Ministers at the 1997 Council of Ministers meeting in Windhoek, which are presented in this report.

A major achievement of this process was the adoption of a programme for the setting up of a policy and institutional framework for the integration of gender issues into SADC by the Council of Ministers at their meeting in Windhoek in February 1997.

We at the Secretariat are proud to have been part of this process, and we look forward to working with other stakeholders in the region, in the challenging task of implementing the decision of the Council of Ministers on gender in SADC.

A handwritten signature in black ink, appearing to read 'K. Mbuende'.

Dr Kaire Mbuende
Executive Secretary

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**PART ONE:
THE GENDER
STRATEGY WORKSHOP**

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EXECUTIVE SUMMARY

In 1990, the Council of Ministers of the Southern African Development Community resolved to give priority to issues of gender and development in the region. A group of eminent persons were commissioned to carry out a study on the situation of women in the region and a gender liaison officer appointed in the SADC Secretariat. Gender training of SADC Sector co-ordinators was undertaken through the UNIFEM SADC Gender Programme.

In July 1994, representatives of National Women's Machineries (NWM) and NGOs in the region met in Windhoek to prepare for the Fourth World Conference on Women. Gender issues featured prominently in the SADC Social Development Conference which took place in Swaziland in March 1996. A post- Beijing conference in Gaborone in 1995, established a task force to draft a regional Plan of Action with Botswana as secretariat. A follow up meeting in May, 1996 identified a prioritised sub- regional Plan of Action; renamed the Task Force the Advisory Committee; and established a Standing Management Committee consisting of Botswana, Namibia and Zimbabwe with Botswana as focal point. The term of office of the Standing Management Committee is until November 1998.

Among the achievements of the Standing Management Committee was to lobby the SADC Secretariat for the inclusion of a two hour workshop on gender at the 1997 SADC Council of Ministers meeting. At an informal meeting in the wings of the Fifth Commonwealth Conference of Ministers Responsible for Women's Affairs in Trinidad and Tobago in November 1996, ministers from the region requested support from the Commonwealth Secretariat for a strategy meeting of the Advisory Committee to plan for this important event.

The *Gender Strategy Workshop* took place in Johannesburg on 30 and 31 January 1997. The workshop recommended that:

Gender be put firmly on the agenda of SADC through a Declaration by Heads of State and the designation of Gender and Development as the SADC theme at the earliest possible date , and not later than the year 2000.

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SADC establish a *policy framework* for mainstreaming gender in all its activities by giving gender a specific recognition as an Area of Co-operation under Article 21 (3) of the SADC Treaty and Protocol and concluding a protocol on Gender and Development as provided for in Article 22 of the Treaty.

- An *institutional framework* for advancing gender equality be put in place, including:

- A *Standing Committee of Ministers* responsible for gender in the SADC region.

- An *Advisory Committee* consisting of one NGO and one government official.

- A *Management Committee* consisting of three member countries, with one of these serving as a Secretariat

- *Gender focal points* in all sector co-ordinating units and regional commissions

- A *gender unit* in the SADC Secretariat.

- A *Plan of Action on Gender and Development* consisting of an audit of current programmes; the mainstreaming of gender into SADC programmes; training, targets and indicators.

Adequate *resources* be allocated for all the above.

At the watershed *Ministerial Workshop on Gender* in Windhoek in February, 1997 all the above recommendations were endorsed except: the suggestion that gender and development constitute a theme for SADC before 2000; and that gender and development be made an area of co-operation.

The first meeting of SADC ministers responsible for women's affairs took place on 12 August 1997. This meeting reviewed the draft *Declaration on Gender and Development* to be made by Heads of State at their meeting in Blantyre in September 1997.

Chapter One

INTRODUCTION

I. OVERVIEW

The Advisory Committee on Gender formed during post-Beijing consultations in Southern Africa met from 30 to 31 January 1997 to prepare recommendations for a special workshop on gender at the 1997 SADC Council of Ministers meeting. The following is a brief background to the workshop.

Background

Representatives of National Women's Machineries (NWM) and NGOs from SADC countries, constituting an Advisory Committee on Gender, met in Windhoek in 1994, and in Lusaka in 1995 to prepare for the Fourth World Conference on Women.

Following the Beijing conference, two follow up regional meetings were held in Gaborone in November 1995, and May 1996, to map out strategies for advancing gender equality in the region.

At the November 1996 meeting, a Standing Management Committee comprising Namibia, Botswana and Zimbabwe was formed to co-ordinate gender related efforts in the SADC region while negotiations for the establishment of an institutional framework for gender within the regional organisation continued.

The May 1996 meeting identified four priority areas for advancing gender equality in the region. These included strengthening institutional mechanisms for advancing gender equality; women in decision making; economic empowerment; and the human rights of women.

During this meeting, a mini-plan of action was also developed detailing immediate activities. One of these was to secure time

during the 1997 Council of Minister's meeting to draw the attention of ministers to the importance of gender in the development of the SADC Programme of Action and Community Building initiative.

SADC allocated two hours on 5 February, 1997, for a Ministerial Workshop on Gender during the Council of Minister's meeting in Windhoek.

During consultations held in the wings of the Fifth Commonwealth Meeting of Ministers Responsible for Women's Affairs in Trinidad and Tobago in November 1996, SADC ministers identified the need for concrete recommendations to be made to the Council of Ministers meeting on strategies and structures for advancing gender equality in the region.

At the request of ministers from countries constituting the Standing Management Committee, the Gender and Youth Affairs Division of the Commonwealth Secretariat, in consultation with the SADC Secretariat, agreed to sponsor a strategy workshop.

The programme of the Gender Strategy Workshop in Preparation for the Council of Minister's meeting is attached at **Annex A**.

A total of 38 participants attended the workshop including government and NGO representatives from member countries; resource persons; representatives of the SADC and Commonwealth Secretariats; and representatives of UNIFEM. A full list of participants is attached at **Annex B**.

Objectives of the Workshop

The objectives of the workshop were to:

1. Consider a draft presentation demonstrating to the Ministers on why gender is a key development issue for SADC.
2. Assess the SADC Programme of Action and Community Building process from a gender perspective; identify gaps and make recommendations for a policy framework to ensure that gender is mainstreamed into all SADC activities.
3. Identify areas in which SADC countries would benefit from closer co-operation in gender issues.
4. Recommend institutional mechanisms for addressing gender issues in the SADC region.

Format and Outcomes

The discussions took the form of presentations by resource persons; group discussions, and a round table discussion on country best practices and examples of existing regional co-operation in gender issues. The recommendations of the workshop are attached at Annex A. These were presented to the Ministerial Workshop in Windhoek on 5 February 1997.

II. OPENING ADDRESS

Thenjiwe Mtintso

Chair, Commission on Gender Equality, Republic of South Africa

Words cannot express our gratitude and honour at the invitation to host this important workshop. We South Africans, particularly women, still feel overpowered by just the pleasure of being part of the overall transformation movement in Southern Africa. It is not long ago when the countries represented here today, did battle on our side in our fight for freedom in this country. What you see being slowly achieved in South Africa is partly through the sweat of you people. We embrace you with a warm welcome to our young democracy. We shall endeavour to make your stay not only pleasant but memorable long after this workshop. I am personally honoured to be the one opening this Conference. For me, the countries represented here were my homes in the dark days of apartheid. The dark days may be gone but the challenges in these sunny days come as dark clouds in our blue skies of the new South Africa.

I wish to thank the members of the Standing Management Committee, that is - Botswana, Namibia and Zimbabwe - who were charged with carrying forward a sub-regional Plan of Action on gender, for convening this workshop on the eve of the SADC Council of Ministers' meeting. We wish to congratulate them on their victory of securing a two hour slot at the Council of Ministers' meeting. It cannot have been easy. Well done sisters. We have to consistently create and grab such opportunities. They will never be given on a platter.

The Council of Ministers meeting is a vital platform that can in a meaningful way begin to address gender equality in Southern Africa. After all the Council consists of mainly the Ministers of Finance and Economic Planning, crucial areas in which women, their needs and experiences tend to do the vanishing trick. The participants at the meeting must be told in no uncertain terms of the dire consequences of ignoring gender issues. We have negotiated, persuaded, lobbied, cajoled, and even begged for far too long. Per-

haps the current epoch should usher in additional and more persuasive methods. The history of the Council of Ministers meetings must be written as *"before and after the women and gender activists entered the domains."* Nothing should remain the same after that meeting.

Now is the time for ensuring that everything that happens in our individual countries in Southern Africa should be informed by our experiences, problems, fears and needs. After all not only are we in the majority in the whole region, but we are at the bottom rung of poverty, of illiteracy, of landlessness. We bear the brunt of war and its consequence of violence against women. The IMF and the World Bank's Structural Adjustment Programmes come more heavily on us. Not only are most of us at the mercy of external forces but we suffer in our own households through physical, psychological and emotional domestic violence, degradation and humiliation. We can no longer afford the luxury of learned helplessness and inactivity. Perhaps this may be read as "war talk" particularly coming from South Africans but it is only a loud wake up call to SADC countries and its population.

This year's theme document for SADC is titled "Productivity - Key to Sustainable Development in SADC". At the Council meeting, we have to shake the participants to realize that, that is an utopian dream under the prevailing circumstances in our countries and within SADC's own policies, strategies, programmes, mode of operation and structures. There can be no sustainable development when women, who constitute over half of SADC's population have no opportunity to unload their potential; when development programs are completely gender unfriendly; when decisions about changing the "lives of people" are taken without the participation of half of the very lives that have to be changed. SADC has to realize that the current epoch, proudly paraded in the apparel of democracy is far from being democratic. There is in the main only electoral democracy not real direct and participatory democracy. It cannot be participatory democracy when decisions are taken by some on behalf of others. Women vote and the queues at polling stations in all our countries bear testimony to this. But after elections the majority of women are expected to be passive if grateful recipients of freedom, democracy and development from the well meaning governments and development agencies. After all gov-

ernment, it is assumed is in the interest of the whole faceless mass which includes women. Programmes that are supposedly people centred and people driven are in the main driven by men. Our governments support programmes like these not out of malice but mainly because of ignorance about gender relations and socialization into and within patriarchal societies. The Council meeting should be the first class room for our comrades and SADC. We tend to assume an understanding of gender issues and yet knowledge can not be gathered through instinct. Women's experiences, completely hidden from men are our best teachers. It is for us to open up that reservoir of knowledge for our countries to drink from.

SADC and its individual members states have committed themselves to the transformation. And yet nowhere do you find in SADC literature, policies and programmes reference to transformation from patriarchal States to non patriarchal ones. Perhaps this is because, as one of our Ministers patronizingly told me "where in the world have you ever seen an animal called a non-patriarchal state?" SADC states want to follow the well trodden path of patriarchal states - whether capitalist, socialist or developmental. Participants at the meeting have to be jarred into understanding that there cannot be sustainable development or democracy or both without addressing the issue of patriarchal states and patriarchal relations in the whole society.

One of the objectives of this workshop is the identification of the reasons why gender is key to development. I add democracy to this equation. I hope the above thoughts will be an additional spice to the debate.

SADC speeches and our individual country's approach tend to be that of "women added on". Sentences and paragraphs on the plight of women, the need to develop them, the urgent need for women's emancipation flavour most of our leaders speeches and commitments. Unless a gender perspective is integrated or as one comrade said "institutionalized" in all spheres of our lives - from ideas to practice - we shall continue to treat the symptoms of oppressive gender relations and not deal with the disease of patriarchy itself. Some of us fall into that trap. Some of us even go further by demanding our representation into decision making structures, be it government, parliament, business and so on.

That approach is not necessarily wrong - in fact it is correct. It becomes problematic when it is not accompanied by a clear framework and programme that challenges the very status quo. Women should not only be brought into the existing system with its power relations, they should not be co-opted as "honorary men". There has to be a fundamental transformation of the state, society and social relations. This is what the Vietnamese women call "a revolution within a revolution." When we limit gender struggles to end only with inclusions at the highest levels, that smacks of entryism and elitism. Granted, a beginning has to be made and the arithmetic of how many women should be where is a good point to start at, but it cannot end there. We have to emphasize this not only to the Ministers at the meeting but to ourselves as that group that may be at the doorsteps to the citadels of power.

The Council meeting will obviously discuss the effects of globalization, and neo-liberal economic programmes. The negative impact of these will be more devastating for women, particularly working class, poor and rural women. In seeking solutions, a gender perspective will be crucial. Our own macro-economic framework, though rooted in our progressive RDP, lacks that gender perspective. I hope the other countries bring a better experience.

Budgets are another key area which we must bring into focus. They can, as Pregs Govender, a fellow Member of Parliament, says, be an important tool in transforming our countries to meet the needs of the poorest. The Ministers at the Council meeting are the key figures in allocating of resources. Budgets cannot be "gender neutral." In our countries, the poorest and the neediest are the women, particularly the working class and rural women. Our budgets therefore have to have a bias towards this group. SADC itself in looking at its own budget would have to have the same bias. In our country, a few women, who, incidentally, are not all economists, have introduced what is called the "Women's Budget". It is not a separate budget for women but according to Pregs Govender, one of the initiators, "the proposal is that all programmes of every department, at national, provincial and local level be examined for their impact on women".

In this era of networks and linkages, with our rich history of solidarity and struggle, we have under the umbrella of SADC to find innovative ways of cooperation, coordinating, consultation and

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sharing of resources. Our focus, however, should not only be on structures, important as they are, but should also be on relations, inter-dependence and feedback. Interestingly, tomorrow I am attending a Conference of former women combatants from the SADC countries. Amongst other things, we shall be discussing the role women can play and their representation in the Inter-State Defence and Security Committee of the Association of Southern African States. Are we co-ordinating these efforts to bring gender issues on all fronts or are we working at cross purposes without any linkages?

I do not need to take you through the progress in our country on the gender front as I am sure that will be ably done by the South African participants, who come from different fronts in the gender struggle.

I have to conclude by highlighting some of the areas that may need to be addressed by this workshop and carried through to Namibia.

- How do we ensure institutionalization of gender in our analysis, perspectives, policies, strategies and programmes and in all spheres of life in a way that carries us to the achievement of our strategic objective which is the complete eradication of patriarchy in our sub-region. While this may sound like a tall order, answers to this will give us a paradigm on which we base our strategies.
- How can we transform SADC - its vision, policies, outlook, programmes and structures into a real tool for the broader agenda of transformation, particularly on gender issues?
- What kind of an institutional framework do we want SADC to adopt? The Beijing Platform of Action proposes and some of our countries have adopted, a coordinated web of structures that permeates through all activities. Can these be adopted by SADC?
- What will be the status of our recommendations to SADC? Is there a way of ensuring adoption and implementation? What programme do we want to emerge from the meeting?
- How do we ensure that the ideas, programmes and the results of what we take to the Council meeting do not only end with a few of us but are fed back to the women, whom we

claim to represent and on whose behalf we speak?

We live through interesting times. We have these rare opportunities. It is up to us to use these fruitfully not for our own good but for the good of all women, especially the working class, rural and poor women. Most of them depend on us, not to deliver them from oppression and poverty, but to enable them to deliver themselves from those miseries. If we fail them, history will not absolve us.

I wish you robust, informative deliberations and fruitful outcomes.

Chapter Two

SITUATION ANALYSIS: WOMEN IN THE SADC REGION

Bookie Kethusegile

Head of Programme, southern African Documentation and Research Centre (SADRC), Women in Development Southern African Awareness (WIDSAA)

In most, if not all of the twelve SADC countries women comprise more than half of the total population. Yet a look at the development spectrum indicates that women remain largely either marginalised, uninformed and/or under-represented in development activities. The situation while it may differ slightly from country to country, generally remains the same. The political stability and relative peace that came to the region in 1990, have not brought many tangible benefits for women of the region, at least not to the same extent as men.

Even in those countries of the region that have in the last twenty years seen tremendous and sustained economic growth, women have not enjoyed the fruits of that growth to the same level as their male counterparts. Women still lag far behind men in education and employment and are almost absent in decision-making activities.

This paper derives from very current work undertaken in the different countries, WID national partners, to compile national profiles and a regional position of the situation/state of women in the region. This work is ongoing with two of the national profiles going to press next month and the regional contributions being worked on even as we discuss.

The paper, as requested by the organisers of the workshop, is a factual synopsis of the situation of women in the region. It presents the situation as it obtains, supported by the most recent quantitative data from the different countries. Unfortunately, not all countries have submitted their drafts, but we have enough to give a representative picture. A broad thematic overview precedes each theme. One or two of the themes have been slightly varied in line with the national and regional profiles. For instance, instead of referring to women and poverty we address women and the economy which then covers a broader range of economic indicators as they relate to the poverty of women. We have also added, a part on women with disabilities as this continues to be an area which is neglected in both debate and research.

Women and the Economy

Means of Production

Throughout the region the pattern is that women to have less access to the means of production. Policies and programmes continue to overlook the central role of women in the economy and reinforce inequality in women's access to both the productive resources e.g. land, and support services such as credit.

While most of the regional constitutions are gender neutral, women remain in the minority in access to land due to the various discriminatory customary laws which are patriarchal. Often access to land is through inheritance, allocation, purchase and right of occupancy. Women in most cases only earn land rights or gain access to it through their fathers, brothers, husbands or sons.

More often than not, women are disadvantaged by lack of understanding of the legal complexities that affect land matters. Issues of how to register land, how to take ownership and how to contest land rights are usually not clearly understood by the majority of women.

In Tanzania, for instance, only 35 out of 100 sampled women indicated that they have ownership rights to land. In terms of land holdings, women have smaller farms than men e.g. for the years 1986/87 and 1990/91, average rural planted farms for Tanzanian

women was 0.59 ha and 0.53 ha respectively while the average size of farms for males was 0.89 ha and 0.73 ha respectively.

In Botswana female access to farms has been one third of the total farms including cattle and crop farms.

A 1990 (Mayende) research found that only 20% of the female households had access to land.

In 1992 there were about 6000 poor households without any cattle or land. The majority of these were women. (ALDEP Phase II doc. 92).

The number of resource-poor farmers has continued to increase from 44000 in 1981 to 58000 in 1990 (livestock and crop survey 1990). The majority of these are women.

In Zambia, 90% of the land available for agriculture falls under traditional land controlled by chiefs who follow patriarchal principles in its allocation. Women have absolutely no direct access to land in this situation.

In the second kinship system of Malawi which predominates in the south and part of central region, the matrilineal system, women hold land rights by descent but this advantage is declining as most men prefer to take their wives to their own homes where their sons will inherit. More and more women are therefore losing their rights and control over land.

In one region of Zimbabwe for instance it was found that only 5% of the women own an average of 1.5 acres each. The majority of women land-owners are found in the drought-prone rural regions.

Closely related to the issue of land is the issue of livestock ownership. Men generally own more cattle than women throughout southern Africa. In Botswana, for instance, of the total national herd, women own 14%. This marginalisation from cattle ownership of women not only reflects female poverty, especially for rural women, but also means that those that have land but no access to cattle have no access to draught power for ploughing and end up ploughing late, ploughing less hectares and getting lower yields.

In Tanzania, men can acquire cattle through dowry, purchase, inheritance and exchanges with other material items. Women do not control cash income, do not control clan property and usually get a very small share of the dowry.

So again, though there is no desegregated data on livestock ownership available, women's access to this means of production

which provides employment opportunities, fuel, plant nutrients and draught-power, among other things, is limited.

An Agriculture Extension Services survey of 1993 in Zimbabwe showed 53% of female-headed households did not own cattle compared to 39% of the male-headed households. Those who did, owned three head on average per household. This clearly does not help with draught power.

Women's participation in the formal employment sector is particularly constrained. In Malawi 96.3% of employed women are in the non-formal sector, especially in agriculture.

In the formal sector women are found in the narrow range of occupations — nursing, teaching, sales, secretarial — and they make up far less than 5% of the administrative and managerial cadres.

In South Africa, 35.2% of the economically active women are unemployed compared to 25.7% men in all the South Africa population groupings, and the gap is wider in a strictly urban industrial employment setting.

In Lesotho unemployment rates are reported to be 25.1% for women and 21.7% for men. Almost 40% of Basotho women are classified as home-makers as compared to 1.5% of men. Women in the formal sector in that country account for only 36% of the total employed population.

Zimbabwe indicates employment activity for males to be higher than those for females except for the age group 15-19 years.

Of the population in professional occupations in Tanzania only 28% are females, in administration jobs females account for 22%.

In Botswana gender disparity in formal employment has decreased from 56% to 22% between 1981 and 1994, but female participation still remains lower than men's.

While the concept of equal pay for equal work is agreed to in theory in all of the SADC countries and legislation guarantees it, the reality is that women remain scarce at the higher levels of management and are concentrated in the lower paying jobs. This means that generally women's earnings are lower than those of men. In Mauritius for instance, 98.7% women are found in the Typist, Stenographer, and Confidential Secretary cadres while only 2.7% and 3.4% are Magistrates and Engineers respectively.

Women's fair and equal participation is constrained by an

unbearable workload and lesser incomes.

Malawi indicates that an average woman works 12 hours a day, half of this time is expended in household chores.

In South Africa in 1994 some 77.8% of the economically active persons in agriculture, forestry and fishing were men, only 22.2% were women.

In Zambia and elsewhere there has even been a dramatic drop in the number of women participation in the production (semi-skilled) jobs, possibly as a result of Structural Adjustment Programmes (SAPs). Women are more likely to be first to be retrenched, being more concentrated in the less skilled occupations as well as not being regarded as "breadwinners". Further, the less competitive sectors of the manufacturing industry such as tailoring and cloth manufacturing where women are particularly concentrated have been the hardest hit by SAPs.

With the many job losses that have resulted from both the SAPs and the global economic slow down, men have penetrated the one alternative that was available to women, the informal sector. Tanzania for instance shows an informal participation rate of 28% of the economically active men and only 15% of women.

Cutbacks in social spending in favour of productive sectors have reduced public sector services. In the case of Zimbabwe, the UNDP Human Development Report of 1995 says that in the first two years of the country's economic adjustment programme, maternal mortality doubled.

Studies done on the impact of SAPs on women indicate that the economic reform does not take into cognisance the social reproduction sector that is overwhelmingly staffed by women whose labour is mobilised not through market relations, but through a spirit of obligation and duty of the household and the community.

In Zimbabwe, a study done by Gemini in 1995 shows that 70 percent of entrepreneurs in the informal sector are women. Due to a limited capital base, however, women are often engaged in low-profit activities requiring minimum start-up capital while their male counterparts predominate in more technical projects such as automobile repair, with higher profit margins.

There is need to research different economic activities for women in the informal sector, roles which provide a niche and improve their economic status.

The WIDSAA information briefs show that in Tanzania, Angola, South Africa and Zambia, women represent 75%, 80%, 90% and 90% of the informal sector entrepreneurs respectively.

Another contributing factor to the current state of women vis-a-vis poverty that "women's work" in mainstream economics is often defined as "non-economic", though without it, no economy could function.

Available data show that on average, 50.8 percent of the population in southern Africa are women, but only 38 percent of this population is in income-earning activities. But when unremunerated activities of women — such as unpaid work, in family farms and businesses, as mothers, wives, and daughters with obligations and responsibilities to look after others — is all accounted for, the value of our work nearly doubles.

Access to Credit

Women's access to credit still remains limited, as commercial and most other banks require collateral against loans and women usually do not own land or property.

Women's legal minority in most countries further limits their access as they require husband's consent to qualify for credit facilities. Women then engage in alternative means to address their credit needs.

In Lesotho for instance, group saving schemes and community-based burial societies provide credit and the latter further offer capital and mutual support for deaths and funerals.

In Malawi the number of women participating in credit has grown over the years with male/female ratios at 87:13 (gender gap 74) in 1983/84 to 76:24 male/female (gender gap 54) in 1990/91.

Violence Against Women

Violence against women is a world-wide problem that is prevalent in every country. It cuts across race, culture, class, income and age groups. It has been identified as one of the most pervasive and worst means by which negative gender relations are manifested in society.

The international community has made tremendous efforts in

the past 50 years to ensure the promotion and protection of fundamental human rights.

In June 1993 the United Nations World Conference on Human Rights declared that, *The human rights of women and the girl child are an inalienable, integral and indivisible part of universal human rights..... Gender-based violence and all forms of sexual harassment and exploitation, including those resulting from cultural prejudice and international trafficking, are incompatible with the dignity and the worth of the human person, and must be eliminated.*"

The Beijing Platform for Action states *violence against women is an obstacle to the achievement of the objectives of equality, development and peace.*

The Organisation of African Unity (OAU) Charter on Human and Peoples Rights, Article 18 (3) provides that *every state shall ensure the elimination of every discrimination against women and also ensure the protection of the rights of women and the child as stipulated in international declarations and conventions.*

This places an obligation on governments in the region to actively combat violence against women. However this situation is not reflected at national and regional levels.

Society's construction of female sexuality and its role in social hierarchy and the perception of a woman as the property and dependent of a male protector have made women vulnerable to violent treatment. The disadvantaged and subordinate position of women both from a social and legal perspective, therefore, have an impact on the extent of their protection from the violence of men.

Violence against women is usually perpetrated by individuals who are shielded by law, customs and traditional practises. It takes the form of sexual assault, sexual harassment, sexual abuse of children, genital mutilation and femicide.

Reported cases of violence are on the increase year after year. It is sad to note that the actual situation is more alarming because many rape and sexual assaults are never reported due to social stigma, biased laws and cumbersome legal procedures.

A study carried out by Women in Law and Development in Africa (WILDAF), on violence against women in the region, is helpful in providing a basis from which to map its true dimensions. This makes visible the pervasiveness and extent of the problem.

An overview of statistics on violence in the region indicates

that in South Africa one in six women experience domestic violence, while four in ten women in Zambia will suffer domestic violence at the hands of their spouse. In Zimbabwe, one in three females from the age of sixteen are physically assaulted, including kicking and beating, one in two are psychologically abused, one in three sexually abused, while another one in three are economically abused.

Such is the situation throughout the region with relations of suspicion and hatred being created in the home. A place supposed to be a haven of peace has become a war zone.

Child abuse too is on the increase with the girl child being the main target. *The Herald*, a daily paper in Zimbabwe, published this month a sad story of a father who raped his 6-month-old baby girl while the mother was away. She returned only to find the babies nappy soaked in blood.

Culture and custom are often cited to defend such practises. Topics such as marital rape have attracted only silence and it is in the privatisation of sexual abuse that patriarchy is consolidated.

The challenge therefore confronting southern African researchers and activists, is to rethink gender-based violence in the context of southern Africa, that is, to explore the culturally and socially constructed forms and explore perceptions of violence that occur there.

Wife-beating for instance is said to be acceptable under customary law.

If a husband and wife quarrel, and the wife is at fault, the husband may beat her. Wife beating is common and is considered quite justifiable if the woman is unfaithful, stays out late at night, or neglects any of her ordinary domestic duties.

The judicial system has also been accused of being negative on issues of abuse. There are no specific laws addressing gender violence, making it difficult for most women to make a case.

The legal system dominated by men and influenced by a patriarchal society places women at the mercy of their male abusers.

November 25 is the day of No Violence Against Women and last year saw the women's organisations throughout the region lamenting at the increase of violence and asking for laws to be enacted that can protect women. Petitions have also been signed and given to governments asking them to respond positively to the is-

sue of violence.

Throughout the region tribunals have heralded a new era where women who have survived violence can now openly discuss their experiences. These tribunals are a measure to sensitise the public, policy-makers and law enforcing agents about the adverse effects of violence.

They provide a forum for women who have experienced various forms of violence to testify about their experiences in an open hearing presided over by a panel of judges. These are also a strategy to break the silence on violence against women.

The following are some of the recorded statistics on the prevalence of violence in the region.

Cases of Reported Rape:

Botswana -	712 from January to December 1996
Mauritius -	7766 from 1994-96 (includes cases of domestic violence)
Namibia -	611 for 1993 and 741 for 1994
South Africa -	5705 from January to August 1996
Zambia -	634 in 1991 and 831 in 1994

Femicide cases recorded up to 1995:

Botswana -	853
Zimbabwe -	249
Zambia -	263
South Africa -	74
Swaziland -	90

The age range of sexually abused women and children is from 6 months to over 50 years.

Tanzania is host to refugee women from Burundi, Rwanda, Uganda, Mozambique and Somalia, because of its central position in the region. These women live in hardship and their human rights are violated every day. They have to endure rape, sexual harassment and sodomy and are deprived of proper food, education and health care. Such is the situation facing refugee women as they are prone to fatal diseases such as cholera, TB and dysentery, as well as AIDS.

Namibia has put into place mechanisms that protects refu-

gees, within the country. Persons in need of refugee status in Namibia have to register with both the ministry of home affairs and the United Nations High Commission for Refugees (UNHCR).

Cease-fire was established in Mozambique in October 1992, it will take time to assess what really happened to Mozambican women. There are countless reports on rapes and other forms of sexual abuse of women among civilians that are being forced to live in settlements under RENAMO's control. Mutilations and other acts of severe violence against women have been frequently documented during the war reports and news media. Independently of the analysis made of the causes of the war, it is clear that warfare has been a male enterprise where women and children have been sacrificed.

Women in Political Power and Decision Making

Despite the widespread movement toward democratisation in the region, women remain largely under-represented at most levels of government, especially ministerial and other executive bodies.

The UN Economic and Social Council endorsed a move to make at least 30 percent of decision-making positions in governments should be held by women by 1995. Women's equal participation in decision-making is not only a demand for social justice and democracy, it is essential for achieving transparent and accountable government. It will also provide a balance that more accurately reflects the composition of society.

To date however, little progress has been achieved by countries in the region in so far as attaining political power in legislative bodies is concerned. Regionally, about eight percent of legislative positions and a lower percentage of ministerial positions are held by women.

Women, as already noted, are under represented in decision-making positions in other walks of life, the media, education, financial institutions, and other formal and informal sectors. Needless to say, this prevents women making significant impact on many key institutions and policies.

While it should be noted that headway has been made in that most countries have established institutions for the advancement

of women, while some of them are often marginalised in national government structures without a clear mandate.

Lack of adequate staff and resources as well as support from national political leadership, a situation which also applies at the regional and international levels, contributes to the ineffectiveness of these mechanisms.

Women have always been informal leaders. They are the voters, party members and campaigners at political rallies yet they continue to remain marginalised and do not make it to the top or middle level leadership. The highest levels most of them reach is leadership at the local authority level.

The few that reach the top find it difficult to make an impact. A lone woman sitting in a cabinet of 20 or a board of directors of 10 or more will find it difficult to raise her voice and be heard.

It is necessary to have more women into these structures of power and decision-making, not only to make them truly democratic but also to change the culture.

The private and parastatal bodies in southern Africa exhibit gender gaps in favour of men. In the case of Botswana, practically none of the financial and insurance institutions have any woman on their boards of directors. Till last year, the Bank of Botswana was similarly a male preserve. Towards the end of 1995 it appointed a very qualified woman to its seven-member board and management.

In Malawi for instance, women played an important role during the transition period from a one-party to a multi-party state, and participated actively in various capacities during the registration of voters, the election campaign and on polling day. However, their role has not subsequently changed since the former government. *Only a few women were elected to leading positions. 10 women Members of Parliament out of a total of 177 members, one woman minister and two women deputy ministers. No women yet hold positions in the diplomatic service.*

In the administrative and managerial sectors, women make up *less than 5 percent* of the workers in the country. Hence out of the 40 principal secretaries of government ministries and departments, only 4 are women. Out of the 27 positions of general managers of statutory organisations, only 1 is a woman.

The constitution of Malawi which came into force on 17 March

1994, contains provisions for promoting women's equality with men.

In Swaziland, out of MPs only 2 are women. Out of 24 senate members only 6 are women. And of the total 70 local authority leaders in local government, only 5 are women of the 17 ministers, none is a woman. There are also only 4 women of the 18 principal secretaries.

In Mauritius, only 1 woman Permanent Secretary out of 25 men, in the most senior hierarchy in the civil service of that country; 3 senior women ministers out of 23 men. One female ambassador out of 15.

In the case of Zambia, statistics indicate that there has been some slight improvement in the past decade in women's level of participation in decision-making positions at the national level. However, women's representation in local government and in parliament has not improved. It might have been expected that the democratisation process, of returning to a multi-party government in 1991, would automatically increase the representation of women in parliament given that half the registered voters are women.

In principle, under the constitution, women in most southern African countries have access to all elective positions concerned with decision-making. They (women) have had the vote since their countries' independence, and typically turn out in larger numbers. There has been no law that bars women from being elected to public office yet there is considerable discrimination against women in access to public office. This is most obvious in the male control at the higher levels of political parties which govern the selection of candidates to contest the election. A few manage to overcome this obstacle by standing as independent candidates.

Another obstacle to women's participation is the already mentioned lack of capital and access to funding, as standing for a political office requires large sums of money for a campaign.

Women and Health

Studies carried out have shown that infant mortality rates are on the increase in poor developing countries. Mothers and babies also experience special health problems resulting from pregnancy and child-birth.

In Tanzania it is estimated that the average infant mortality rate stood at 99.4 per 1000 in 1992. This has been increasing with time, as in the other countries in the Southern African Development Community (SADC) region.

Inadequate food intake for pregnant women has also resulted in them giving birth to physically stunted and malnourished babies.

These problems might be an obstacle to the strategy of health for all by the year 2000.

The stringent application of SAPs, has led to the reduction in expenditure on health and social services resulting in increased child mortality rates.

This reduction in expenditure has meant a shift in Primary Health Care from government to communities in general and mothers in particular. This situation is also being experienced by other countries in the region, which have introduced SAPs.

Through primary health care policies a number of the countries of the region have committed themselves to providing health services to the majority of their populations.

While this has improved infrastructure access in terms of attendance, access to appropriate and quality services still remain out of reach for the majority of women.

Children under the age five are exposed to nutritional problems which result in stunted growth, wasting and kwashiorkor. Those living in the rural areas have the problem of accessing proper health facilities, thus increasing the incidence of infant mortality rates.

Botswana for instance indicates provision of infrastructure, transport and communications, however, a study on maternal mortality found that despite 85% attendance at ante-natal clinics (ANC) only 22.2% had pelvic assessment, 29.6% had blood groups determined and pregnancy complications were detected in 25.9% cases.

While studies have been made in some countries to improve the nutritional status of women and children, a survey, undertaken in Swaziland in 1983/84 indicates that chronic under-nutrition which results in stunting effects 30% of the children in rural areas and 23% in the urban areas. Kwashiorkor is also very common in that country. Similarly Malawi reports malnutrition to be significant problems and major cause of the high infant, child and mater-

nal mobility and mortality rates.

In 1981/82 a survey of pre-school age children indicated a 56.4% rate of chronic malnutrition. In 1982, 48.6% of all children under five were stunted, 50% of them severely so. In Zambia, stunting increased from 40% in 1992 to 53% in 1995, and these figures are indicative of the women's deteriorating capacity to look after children due to gender discrimination.

In Malawi the Demographic Health Survey found that 48.6% of all children under 5 years are severely stunted.

Also in South Africa it is estimated that 8% of the citizens suffering from malnutrition are pregnant and lactating mothers.

The South African Government of National Unity is currently reconstructing the entire health system to construct a national health system based on a national health plan. Already under this programme free health care has been extended to all children under the age of six and pregnant women.

In Namibia, the National Food Security and Nutrition Council (NFSNC) [something missing??] evident in the results of the study which show that 27% children nation-wide are under-weight and that 42 percent of them have height deficiency.

This is mainly a result of the poor nutritional status of Namibian mothers because they lack some of the basic nutrients, such as vitamins and iodine.

The Namibian government has introduced an iodine supplementation programme in most of the affected areas, especially in the north-eastern part of the country.

Inadequate food intake for women is not a problem in Namibia alone but most developing countries. This is because women's involvement in the informal sector, where they work for long working days, also affects their health drastically.

AIDS and HIV infection

Globally, six countries have the highest adult prevalence of HIV/AIDS, five of them are in southern Africa: Botswana (18%), Zimbabwe (17.4%), Zambia (17.1%), Uganda (14.5%), Malawi (13.6%) and South Africa (11.4%). Southern Africa has the world's fastest growing epidemic. Tanzania, Zambia and Zimbabwe have found more than 10% of women attending ante natal clinics to be infected with rates exceeding 40% in some areas.

Women make up the majority of the infected population. For instance, of all the HIV-positive cases in the age range of 15-24, 63 are females.

The 1992 AIDS survey showed that 37% of the pregnant mothers in Francis Town, Botswana, had HIV.

In Zimbabwe females between the ages of 15-29 show a higher incidence of HIV than their male counterparts. In Zambia increased vulnerability to HIV infection is in the 10-19 age group. Statistics for Namibia show that half of the women are in the age group 25-34 and almost one third are in the 15-24 age group.

It is concluded therefore that women are more vulnerable to infection at a young age, because of their subordinate position in relationships. The incidence of teenage pregnancies contributes to the high fertility profile and encourages the spread of HIV infection.

This scenario is not the same for Mauritius though, which has made free health-care services available for all its citizens. This might also lead to the fact that they have a higher life expectancy because the nation is generally healthy and the country is perceived to be a low prevalence country with respect to AIDS.

Women with Disabilities

Disabled people are often victims of prejudice and discrimination and need to overcome the disabilities hurdles imposed by culture and traditional practices.

Women with disabilities are doubly disadvantaged as they are marginalised as women and as disabled people. Disabled people generally are marginalised for education, health, employment and they have to compete with able-bodied women and with men, even disabled men.

Some of the barriers to their active participation in development relate to negative societal attitudes, skills training and environmental barriers.

A large number of women with disabilities receive little or no education, parents preferring to send male and able-bodied children to school — sometimes wrongly assuming that they are protecting the disabled girl and also that there will be few employment and other opportunities for her anyway. Yet again only a rela-

tively small proportion of women with disabilities ever marry and therefore most of them have to find ways of meeting their needs and those of their children

A close relationship has been found to exist between poverty and disability. Poverty creates conditions which eventually lead to disability. As people are poor and lack access to health facilities even medicines conditional that are reversible eventually lead to disability due to lack of medical attention. Disability in turn leads to poverty so a vicious circle is created.

Common Causes of Disability

- poor nutrition. This could involve a shortage of energy-giving foods and protein leading to severe malnutrition or specific vitamin or mineral deficiencies, e.g. lack of vitamin A or iodine;
- poor health, alcoholism, drug use and overwork of the mother during pregnancy;
- infectious diseases, e.g. measles;
- birth-related problems, e.g. cerebral palsy;
- hereditary or genetic problems, e.g. down syndrome;
- accidents in the home or on the road;
- cultural and social factors, e.g. poor weaning practices (H. Jackson, 1993:).

Other causes of disability are accidents at work and domestic violence, both physical and psychological.

Common forms of disability

The common forms of disabilities which women experience are: physical disability, hearing and speech impairment, visual impairment, mental impairment and mental illness.

Data are not always available to give a true reflection of people with disabilities in the SADC countries. However, World Health Organisation (WHO) estimates that ten per cent of every country's population has one form of disability or another.

To prevent the occurrence of most disabilities the issue of poverty alleviation needs to be addressed seriously and long term and lasting solutions sought. This will improve general standards of living of marginalised groups and ensure their access to health and other services. Information on health issues and knowledge on the conditions that contribute to disability and how these can be eradicated.

cated needs to be disseminated and immunisation programmes stepped up and extended to wide populations. Safety at workplaces should also be encouraged and practised.

Rehabilitation services, both medical and social need to be provided to enable those women who acquire disability through heredity, road and work accidents and domestic violence, to be integrated into the community and live productive, independent and full lives.

The socialisation process of women with disabilities assumes them to be objects of charity and therefore to be passive recipients of charity and docile because they are women (Lainah Magama) while men with disabilities are expected to be more outgoing and masculine.

Women with disabilities are often stigmatised and minimal resources allocated to them right from family to national to regional level. Socially they are excluded as society's negative attitudes hinder them from entering into intimate relationships and marriage.

A few institutions have been established in some of the SADC countries. These, however, have been found to impede the full participation of women with disabilities in their communities, often segregating them from the larger community. These institutions rarely prepare their clients for the real world, to compete in the open labour market. Often the skills imparted are not appropriate to the requirements of the formal or even informal sectors.

The institutions further segregated women by their forms of disability which often fails to engender a spirit of unity and understanding, tolerance and mutual respect among women with disabilities.

The concept of mainstreaming and integrating women with disabilities has come to southern Africa as with other parts of the world but attitudinal environmental infrastructural and architectural barriers continue to hinder the process of integration.

The sub-region has also begun to recognise the need for policy and legislation concerned with people with disabilities.

In 1992, Zimbabwe, among others, enacted a Disabled Person's Act. Public Assistance Programmes in Zambia and Mozambique also address this marginalised group. These though still fall far short of addressing the needs of women with disabilities, driving many of them to street-begging in order to sustain themselves

and their children.

Zambia has set up a loan scheme for persons with disabilities and this could be emulated by other governments in the region.

Women in Education and Literacy

This is one area where few of the southern African countries have managed to provide equitable access to boys and girls. In some cases, actually more girls than boys are enrolled in schools.

In Mauritius (excluding the island of Rodrigues) in 1990, 90.26% girls were enrolled as compared to 89.52% boys. Primary school enrolment was universal and the drop-out rate at the national level was three percent.

Botswana, too, has always indicated a higher female enrolment rate at primary and junior secondary level. From 1993 the trend has continued at senior secondary and university level. In that year, 53.5% girls were enrolled at secondary school level as compared to 46.5% males. Women accounted for 52.7% of the total 1995/96 University intake. Lesotho too indicates an overall higher female literacy rate than male. Basic adult literacy in 1992 was 70% for females compared to 40% for males.

In Mozambique for instance, the education system is characterised by high drop outs, and poor results. Life for the girl especially is not easy, for she is supposed to marry young and be prepared for marriage according to culture and not education. This also results in giving school less importance because marriage becomes the chief career. Studies carried out in Nampula show that 50% of the girls left school after the first five years.

However in other countries in the region governments have been involved in the educational policy change, literacy campaigns and institutional building. This revamping of the education system resulted in the changing slowly of negative assumptions against female students.

These are some of the myths about the inferiority of females in education, they were presumed to have a lack of interest in education, were not intelligent and they lack a high career aspirations.

The gender gaps in education are slowly closing as is shown in the case of Zambia which had a literacy rate of 47:25 for males and females respectively in 1980, and then in 1990 it was estimated

to be at 35:19. So while the gap was 22 % in 1980 it dropped to 16% in 1990.

The trend however, in all of these seemingly impressive figures is that women are concentrated in the non-technical, non-scientific, lesser paying so-called "female" professions while the males dominate in the more prestigious vocations.

In other countries access even in terms of enrolment figures still remains skewed negatively against women.

A CSO survey in Zimbabwe in 1993 indicated literacy rates of women and men at 71.7% and 83.4% respectively.

The literacy rate of Tanzania, especially at primary school level, is 49.3% for girls and 50.7% for boys. However the drop-out rate for boys is higher than that for girls (27% and 25% respectively). As the trend is that only a small proportion of primary school leavers is absorbed in secondary schools, girls are the ones mainly affected. In 1994, the population of girls in both the private and public secondary schools, Forms 1 to 4, was 4.9%. At high school level women account for only 30.3% of the total high school population. The trend continues to University where the 1994/95 female enrolment was 17% of the total.

In Malawi only 9% of the women have had more than 4 years of schooling. In 1994/5 only 25% of the students were girls and the situation worsens at the University level.

Women and the Media

The various forms of media are one of the most powerful means of education. As an education tool and means of shaping values, the media can assist educators, governmental and non-governmental institutions for development and advancement of women. Lack of a true representation of the status of women and their role in national development would have an adverse effect on policy planners and makers, because their assessment would be based on a wrong picture altogether.

In southern Africa, the way in which certain things are reported and advertised mirrors the sentiments that society holds about women. The media, like any other institution in our society, is patriarchal and media personnel, be they women or men, live in a society where issues are looked at from a patriarchal perspective,

hence their decisions and portrayal of things. Anything that does not seem to be in line with patriarchal understanding is unusual, (therefore newsworthy).

The situation of women is also portrayed as nobody's fault, and that women are merely victims of circumstances.

Traditional male\female roles are deeply ingrained and glorified in language, education and the mass media, to such an extent that even women have become desensitised to their own inferior portrayal.

The portrayal of women in the media is integrally linked to the "news worthiness". Sensationalisation takes precedence over the careful collection and analysis of data and it is within this context that considerable coverage is devoted to violence against women. Information gathered reveal that health issues and those relating to violence against women and sexuality issues are given significance perhaps because of their negative nature.

This is mainly because of the low representation of women at decision-making levels in the media circles. Although figures would show that there is an increase in the number of women involved in the media in most countries in the region, very few hold positions with power to influence news content. Because of this, the media does not provide a balanced picture of women's activities and their contribution to national development.

In Angola 20% of the workforce in the media are women. In Namibia, 45% of the workforce in the media are women and only a percentage of 32 hold managerial positions. In Zambia, only 10% of women in the media are in decision making positions; 6% are in the board of management and 9% are on the board of directors. At the South African Broadcasting Corporation (SABC) radio, women account for 22% of junior management, 6% of middle management and none in senior management level.

Women and the Environment

Throughout the sub-region women are managers, users, protectors and activists for the environment, yet they are poorly represented in decision-making activities and sectors relating to environment and development. This is also the case at national and international levels. For instance at the Earth Summit only 15% of

the delegates and advisors were women and of the 118 heads of state attending the summit session of the conference, only three were women.

However, women's consciousness of the environment is rooted in their roles and tasks which lead them to interact extensively with natural resources for their own, the family and community survival. Fulfilling these roles have given women a special understanding of the natural resources and led them to adopt a more sensitive attitude towards these resources which is different from men's consciousness. This is particularly for rural women who form the majority of women in the sub-region. These women live on the land on subsistence or small-scale farming, or they work as farm workers or as seasonal labourers on large-scale farming schemes, or they live in urban slums in squatter conditions.

While the conditions and relationship with the natural environment may not be the same for the rural women and those living in urban areas, the latter are still affected by its degradation, as they have to contend with problems of poor housing, overcrowding, inadequate water supply and sanitation. Poor urban women have difficulties in obtaining access to land and building materials to provide shelter for their families.

The exploitation of natural resources by countries for cash earnings has sometimes had negative impact on the environment. For instance the intensification of agricultural production by both small and large producers has contributed to growing soil and environmental degradation.

Southern Africa is one of the larger regions of the world threatened by desertification. Lesotho, Tanzania and Swaziland experience land degradation, due to water erosion.

In Zambia 50% of the population now live in towns, which has brought large-scale deforestation as trees are cleared for settlement. Women are particularly affected by the constant search for firewood.

Two-thirds of the black South African majority live in rural areas where they travel long distances for water and fuel wood.

In Lesotho at the beginning of the International Decade for Improved Water and Sanitation, only 13% of the rural population had access to safe sanitation facilities.

Only 41% of the rural population in Malawi had access to safe

and clean water in 1990 and 40% to adequate sanitation. Only 2.5% of the Tanzanian population own or share flush toilets. Nearly five percent of the population do not have sanitation facilities of any kind.

Institutional Mechanisms Nationally and Regionally

At the regional level, the SADC Gender Programme administered by UNIFEM is one of the regional initiatives that is working to enhance participation by women in decision-making spheres within southern Africa. Other regional organisation such as WLSA, WILDAF are making commendable contributions to the cause of women.

SARDC, through its WIDSAA programme (funded by the Netherlands Government Directorate of International Co-operation) and national partners, is also making a major contribution as an information resource centre by collecting, documenting and disseminating analytical and descriptive information on the status of women in the region. Information is knowledge, and knowledge is power. Therefore, only when women, policy makers, the media, the donor community and all those involved in the advancement of women know the real situation of women, will they see the need to get involved, or involve women in decision-making positions.

Legal Status — Constitutional Guarantees, Customary Law, CEDAW

A lot of countries in the region have made strides toward the elimination of gender discrimination by putting in place constitutions that guarantee women and men equality under the Convention on the Elimination Discrimination Against Women (CEDAW). This however applies differently in practical terms, mostly because of inadequate institutional mechanisms to deal with the relevant issues. In practice, even countries that have satisfied CEDAW has not changed their laws to be in conformity with its provisions.

Angola seems to have made tremendous headway in the legal sphere. Much attention has been focused on the efforts to intro-

duce legal rights for women and men, especially in relation to the elaboration of the new Family Law.

The Family law recognises equality in marriage and in all family matters. This implies that each spouse has the same powers of acquisition, administration and use of all possessions. Furthermore, each spouse can take on the name of the other. Polygamous marriages are not recognised by the law.

Dualism in the application of the law is also another contributing factor in that customary laws which in most cases perpetuate and legitimise the traditional pattern of patriarchal gender relations are as legal as statutory laws within the constitution. For instance, while a national constitution might guarantee equality of men and women before the law, the same constitution would maintain that customary laws that apply within that particular country "shall be upheld and respected".

This is the case in Zambia, Zimbabwe, Tanzania, Namibia and South Africa.

List of SADC countries and their populations

Angola.....	12.0	m
Botswana.....	1.4	m
Lesotho.....	1.9	m
Malawi.....	10.03	m
Mauritius.....	1.1	m
Mozambique.....	15.1	m
Namibia.....	1.6	m
South Africa.....	39.8	m
Swaziland.....	0.840	
Tanzania.....	28.0	m
Zambia.....	8.9	m
Zimbabwe.....	10.7	m

List of Sources

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2. Angola Gender Analysis Report, 1992
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Chapter Three

WHAT HAS BEEN ACHIEVED BY SADC AND THE ADVISORY COMMITTEE

I. SADC SECRETARIAT REPORT TO THE GENDER STRATEGY WORKSHOP

There has been an increasing recognition in SADC of the need to address gender issues. The remarkable strides made by the region over the years in areas such as the construction of road networks, telecommunications, power and energy facilities, management of natural resources, the promotion of an attractive investment and trade environment, creation of political stability and democracy will not be meaningful and sustainable if women, who constitute the largest segment of the population, are not fully involved and do not benefit from these developments. Experience from other parts of the world suggest that policies which focus on the development of physical capital and ignore the human factor have not led to a sustainable improvement in the economic and social conditions for the majority of the population.

The contribution of women to development in the region is pivotal. Available statistics reveal that women care for and feed our nations as over 40 percent of households in the region are female headed, while women also provide about 70 percent of labour for food production and are almost completely responsible for food processing.

Cognisant of the crucial role women play in society, the SADC

Council of Ministers in 1990 mandated the SADC Secretariat to explore the best ways to incorporate gender issues in the SADC Programme of work. Consequently, an Eminent Persons Group, consisting of some of the distinguished citizens of the region from all walks of life, was created in 1991 to undertake a study on the matter. Furthermore, the Secretariat has developed and maintained working relations with key stakeholders in this area. Currently, consultations are underway with the Regional Advisory Committee to establish an appropriate structure within SADC to facilitate further dialogue and to contribute to programme design and implementation on gender issues.

The Council meeting in Maseru of August, 1996, noted the report of the Conference on Social Development in the SADC region and approved, *inter alia*, that gender issues at the regional level should be coordinated by the Secretariat. The conference took place in Mbabane in March, 1996 and discussed five core areas of social development, including gender issues.

At the request of the Standing Management Committee, a Ministerial Workshop on gender has been slotted on the programme for the 1997 Council of Ministers Meeting, on 5 February, 1997 in the evening. The Standing Management Committee has proposed that discussions at the workshop focus on the following topics:

1. Gender as concept and how this fits in with development concerns;
2. Comparative statistics/situational analysis of woman and men in the different countries in the region; and
3. The State's role in empowering women and men- examples of best practise from different sectors in the various countries of the region.
4. Priority areas and strategy for incorporating gender issues in the SADC Programme of Action.

We look forward to the workshop recommendations to provide input to the topics to be discussed at the Ministerial Seminar. The SADC Secretariat will work with the Standing Committee to follow up on the outcome of the Workshop and Ministerial Seminar and ensure appropriate decisions are taken by Council of Ministers.

II. PROGRESS REPORT FROM THE STANDING MANAGEMENT COMMITTEE

MAY 1996 - JANUARY 1997

Background

The Advisory Committee met in May 1996 in Gaborone, Botswana. The objectives of the meeting were to:

- Discuss the Sub-regional Plan of Action as presented by the Drafting Committee
- Share issues of mutual concern with the SADC Secretariat and plan the way forward
- Develop a prioritised and refined Sub-regional Plan of Action
- Come up with resolutions on the way forward

Major Conclusions

1. The Standing Management Committee (SMC) - Botswana, Namibia and Zimbabwe, which was constituted at the first Post-Beijing SADC Region Workshop (Gaborone, 1995) would remain in office until November 1998 (3 years) and Botswana would continue as focal point for gender in the SADC Region.
2. Critical Areas of Concern for the prioritised Sub-regional Plan of Action were identified as follows:
 - Insufficient mechanisms at all levels to promote the advancement of women;
 - Inequalities between men and women in the sharing of power and decision making at all levels;
 - Inequalities in economic structures and policies in all forms of productive activities and access to resources;
 - Lack of respect for, and inadequate promotion and protection of human rights of women.
3. Actions were also proposed for each identified area of concern.

4. A mini *Plan of Action* was developed entailing the following:
 - Preparations for the SADC Summit in August 1996
 - Engagement of a consultant to assess gender sensitivity in the sub-region;
 - Gender training and sensitisation workshops of various target groups such as the Council of Ministers, SADC ministers responsible for gender, SADC Standing Committee of Officials;
 - Sub-regional training in lobbying and facilitation skills;
 - Monitoring to be coordinated by both the Advisory and the Standing Management Committees.
 - Finalisation of the Sub-regional Plan of Action

Update on the Mini Plan of Action

1. Gender Desk at SADC

Although no designated slot was given at the Summit in Lesotho in August 1996 because the Advisory Committee meeting of May 1996 was held too late to ensure recommendations were incorporated in the Summit programme, apparently the issue of housing gender issues was discussed and as a result an officer at the SADC Secretariat is 'warming the gender desk'. There is a need for formal information from the SADC Secretariat on this matter, stating the exact nature of this office.

2. Consultancy to Assess Gender Sensitivity in the Sub-region

Country Responsible: Zambia

Targeted date of completion: August 1996

The project proposal that Zambia prepared has been forwarded to SADC Secretariat. No donor has been identified yet through this avenue.

3. Gender Training and Sensitisation Workshops

Country responsible: Namibia

Targeted date of completion: June 1997

Council of Ministers' workshop to be held on 5 February 1997 in Windhoek, Namibia. Preparations are going on for the other

Concluding Note

In view of the express nature of our business and the immense problems we have encountered in our attempts to communicate across the SADC Region, we as the Standing Management Committee would like to make the following observations and/or suggestions which should sharpen the sub-regional gender focus:

1. SADC Calendar of Events

There is a critical need for women of the SADC Region to have an input in all SADC meetings and activities. A SADC calendar of events would facilitate this and even prove useful for strategic timing of preparatory meetings intended to crystallise ideas, develop a sub-regional perspective and build consensus on gender issues.

2. Resource Mobilisation

The need to intensify our fund raising campaign so as to be able to carry our agenda forward is obvious. We feel that it would be more effective to diversify our funding sources rather than go to the same donors all the time. The sub-regional gender programme would gain from our concerted efforts to broaden the base of our funding sources.

3. Sub-regional Networking

Although the Advisory Committee has the rare and desirable attribute of equal representation by government and NGO representatives, the Standing Management Committee feels there is need to open dialogue with other networks within the sub-region to concretely establish relationships to ensure minimal duplication of effort, the promotion of complementary roles as well as prudent and full utilisation of available resources in the field of gender and development.

4. Terms of Reference

When the Standing Management Committee was constituted and the Advisory Committee reinstated at the first Post-Beijing SADC Regional workshop, delegates had expected that it would not be long before an institutional arrangement would be identified to manage gender issues within the sub-region. While it is true

that once an institutional arrangement is made the bulk of the responsibility for gender issues would shift somewhat, the Standing Management Committee is convinced from commitment demonstrated by the Advisory Committee, that both committees are more likely to enter into partnership with structures emerging from the new arrangement than totally relinquishing their responsibility.

The Standing Management Committee is therefore urging the Advisory Committee to rethink the whole process and develop terms of reference for both the Standing Management Committee and the Advisory Committee and determine time frames for all projects. This approach would empower both committees and reduce ambiguities in their operations.

Chapter Four:

UNIFEM'S SUPPORT FOR GENDER ISSUES IN SADC

I. THE EXPERIENCE OF WORKING WITH SADC SECTORS IN GENDER ISSUES: UNIFEM SADC GENDER PROGRAMME

Nomcebo Manzini

UNIFEM SADC Gender Programme

Background

The Southern African Development Community (1992) formerly known as the Southern African Development Co-ordination Conference (1980) was formed against the backdrop of dealing with an apartheid South Africa and its draconian policies of militarism and destabilisation. It was formed especially to find and develop alternative means of transport and communication to reduce the reliance by member states on South African infrastructure.

The change from Conference to Community called for higher co-operation between member states, not only emphasising infrastructural development. This cooperation envisaged a process whereby the region could address problems of national development and also cope with the "challenges posed by a changing and increasingly complex regional and global environment more

effectively" (Declaration, Treaty and Protocol of Southern African Development Community, Namibia 1992). Regional co-operation was based on the understanding that member states are characterized by small, weak and under developed economies which are unable to provide adequate employment, goods and services to citizens. None of these countries is able to compete successfully in the global market place and their exports remain vulnerable to fluctuations of world prices. Therefore, by pooling resources in which the region is very rich, the countries have the potential to become a powerful economic bloc. Thus discussions of regional integration were centred even then on the facilitation of movement of people, goods, services and capital within the Community with the aim of contributing to benefits for each member state. The Executive Secretary, Dr. Kaire Mbuende, noted that " the removal of barriers should promote development in all countries, providing more jobs, more industries and larger markets. The citizens of SADC will enjoy a wider choice of goods and services of higher quality" (SADC Handbook, Gaborone 1994) The language and concerns that were articulated were always void of gender specificity. Throughout this process of initiating this regional integration issues of women in development were not articulated.

Gender in SADC Documents

In reviewing key SADC documents such as the Declaration by the Heads of States, the Treaty and the Protocol on the SADC, as well as various strategic plans, progress and annual reports of the various sectors we note a dire lack of gender sensitivity in each of these documents. I used as my point of reference whether the documents articulated the disparities between men and women in any given sector, access, control and benefits of resources be they tangible or intangible; as well as what the sectors proposed to do to address any anomalies in the situation.

It is clear from all the documents reviewed that SADC language is very gender neutral to the extent that all the documents refer to peoples, citizens, socially disadvantaged, human development, nationals, communities etc. There is no attempt at any stage to unpack these terminologies and assess how men and women, different races especially in the case of South Africa, ethnic groups, and different classes of our societies impact on development in the

region and vice versa.

It is clear that these documents are produced from a male perspective. Women's experiences are largely ignored. At the time of the formation of the SADC, was how to resist the aggression of apartheid South Africa and how to promote 'sound' economic integration mainly through the development of a good communication network.

As we all know issues of militarism and economics have been predominantly, and to a large extent still are, a male preserve. It is inevitable therefore that the design of approaches, processes, programmes, projects etc would not take the concerns of women, the aged, persons with disability etc into consideration. Indeed, at the time that the Protocol and Treaty were formulated issues of gender were just emerging in the region. They were therefore not an integral part of the Treaty, Protocol and SADC Programme of Action. It is important to keep this perspective in mind as we look at the SADC Programme of Action, the Institutional Frameworks and policies put in place to deal with structural and implementation issues. It should not, however, be a reason for us not to challenge this approach and lobby to have it changed.

UNIFEM'S SADC Gender Programme

In 1988 the Council of Ministers questioned the lack of visibility of women of the region in SADC's programmes and projects. They indicated that it was imperative to involve women in the development of the region. Fine words because there is no indication in any of the documents reviewed that the Council of Ministers actually followed up on their recommendations in order to assess how well it was being implemented and what constraints were being experienced.

In any event the United Nations Development Fund for Women (UNIFEM) in consultation with the SADC developed a Programme with the purpose of assisting SADC to mainstream gender into its Programme of Action. The project was to be adopted by SADC as part of its overall Programme of Action. This did not happen. The project was then implemented with the various sectors at national level. At the same time consultations were being held with the SADC Secretariat to ensure that the Programme became part and parcel of the institutional arrangements of the SADC. These

consultations are still ongoing.

The SADC Gender Programme is funded by the Canadian International Development Agency and has been operative since 1992. The Programme has been instrumental in raising awareness of the various sectors for the need to mainstream gender into their policies, programmes and projects. Our training starts from the premise of why it is important to mainstream gender and also to highlight the importance of international conventions, documents and declarations in development work. As a United Nations agency UNIFEM works especially closely with the Platform for Action, the Convention of the Elimination of Discrimination Against Women, and the African Charter on Peoples and Human Rights amongst many. In this regard the programme has worked closely with all the sectors to provide gender sensitization as well as gender analysis skills to build the capacity to mainstream gender. All sectors except the newly created Finance and Investment sector as well as the Water and Environment sector have been assisted.

Our experience in this regard informs us that the Programme needs to undertake several training workshops and provide ongoing backup support to the different sectors to ensure that the concept of gender is fully grasped and that the analysis skills are developed to the extent that they can actually be used to engender programmes and policies. It is also clear from our interactions that the success in mainstreaming gender also goes hand in hand with personal commitment and conviction. Sectors in which the Sector Coordinators, for instance, have been more receptive to the concept of gender have made much better progress than those without this personal attitude. Our approach therefore has been to raise the personal level of awareness of the SADC personnel as well elaborate how the structural mechanisms in place restrict the effective implementation of gender sensitive programmes.

In addition to training, the Programme also supports on-the-job mainstreaming of gender into sectoral policies and strategies. SADC is in the process of reviewing its overall structure and Programme of Action and we believe that this is the time for meaningful interventions to be made. We are thus contributing to the development of a Gender Sensitive Strategic Framework for the Food Agriculture and Natural Resources Sector. This also includes working with the Forestry, Wildlife, Trade and Industry and the Mining

sector.

By the same token the Programme has supported at least two national seminars in all the countries of the region. The first set of seminars were hosted to mobilize women to participate more effectively in SADC itself, as well as to prepare for Beijing. The second set of seminars were supported to enable governments and the women's organizations to strategize around the development of the Plan of Action based on the Platform for Action. We believe the seminars have all been successfully hosted and have produced some fruitful results both at national and regional level. Our presence here shows that the initiatives that were started at national level in 1993 and 1994 are bearing results. It takes time but it is happening.

It is important for women at the national level to make it a point to know what the sectors in their countries are, what their mandates are, the decision making processes and how that sector can begin to meaningfully mainstream gender into its policies and programmes. Sometimes this will not be easy as the SADC does not have a gender sensitive policy. This (policy) could indeed be a very useful first step for the participation of women in SADC as it will ensure that they have recourse to an institutional mandate and backing if they should experience difficulties.

The Potential for a SADC Programme of Action on Gender and Development

The momentum that was gained through the sub-regional workshops and national seminars has been instrumental in getting the process of mainstreaming gender into SADC to the level that it is at today. The mood and pronouncements we see and hear are very positive. It is incumbent on us not to let the opportunity pass by.

The approach to mainstreaming seems to be two-fold; mainstreaming gender through each sectoral programme and strategy as well as the development of a commission, sector or desk as may be necessary. It is important that we work at both levels. It is important that the individual sectors are earmarked for lobbying and advocacy at the national level while the commissions etc would do the same at the region level and provide the ongoing monitoring and evaluation as well as serve the useful purpose of disseminating

nating information at the same time coordinating specific projects aimed at specifically enhancing the participation of women in the different critical areas of concern.

SADC has put in place institutional frameworks for carrying out its business. This structure is based on the traditional hierarchical notion of many of our institutions. It is male dominated and is structured such that access to it is very difficult. At the highest level is the Summit which is the forum for the Heads of State to deliberate and take decisions on policy issues. The level of the Council of Ministers consists of the ministers of economic planning and finance who oversee the functioning of SADC and ensure that the policies are properly implemented. To the best of my knowledge there are no women who have occupied positions of Minister of Finance or Economic Planning in the region. The Sectoral Committees and Commissions at the next level coordinate and provide leadership in policy formulation and development of programmes. This level comprises Permanent Secretaries who have the technical expertise to influence the decisions made by the Council of Ministers. They do comprise an accessible category for the women's movement and should be lobbied accordingly.

Commissions do have the advantage of being regional in nature and focus and are supported by all member states. The Sector Coordinating Units, on the other hand, are part of national governments staffed mainly by civil servants. They depend on that government's commitment to ensure that adequate resources are allocated. The Commission also seems to provide a reasonably high level of decision making potential and it would be accountable directly to the Council of Ministers. A gender desk on the other hand is more likely to be placed in the Secretariat itself and the leverage it has could well be enhanced or hampered by the Secretariat itself.

It seems reasonable to suggest therefore that the concerns that women have for representation at the SADC level could best be addressed by a Commission which has the backing of the national and regional network. It would have the leeway to use the strategic position to lobby at the regional level and use the strength of a collective regional approach. This Commission would be enabled by ensuring that the sectors have well trained gender sensitive personnel.

The SADC institutional framework also includes the Stand-

ing Committee of Officials, national contact points and sectoral contact points, and the Secretariat which is the executive institution of SADC. The SADC has also established a Tribunal to ensure the adherence to and proper interpretation of the provisions of the Treaty and subsidiary instruments. Gender is not an integral part of these structures nor documents. A lot of work will need to be done to ensure that these are made user and women friendly if any impact is to be gained from working with the SADC.

This initiative definitely needs the participation and involvement of the SADC at Secretariat and all other sectoral levels. The strength of this initiative is that the women's movement, in the region, has found common ground at national and regional level. Women in the region have already created a high level of harmonisation on what policies and plans the SADC can implement to achieve its objectives of economic growth, alleviating poverty, enhancing the standard and quality of the life of the peoples of Southern Africa.

Development of a SADC Gender Programme of Action would clearly articulate the vision, aims and objectives and plans of action to be implemented to ensure that the "socially disadvantaged" are an integral part of development in the region.

The SADC Programme of Action is not static and we have seen recent inclusions of sectors such as Finance and Investment, the Water and Environment sector, a sub-sector on Employment and Labour the creation of a new organ on Peace Security and Conflict Resolution. There is little reason therefore for the SADC not to give our request serious consideration. If money can be accessed for the other sectors, why not for a gender and development commission? We have to lobby hard enough to ensure that the regional priorities are the right ones.

SADC is aware that gender as an analytical tool allows us to engage in a discourse on power, its accessibility, who controls it and how it is distributed. Gender enables the women's movement to challenge the current construction of power. It enables us to challenge the hierarchical nature and unequal power positions within our institutions and confronts us with the need to transform ourselves and the organizations that we work with. Is the SADC as an institution ready for this process of transformation?

A SADC Gender Protocol or Convention

In principle there is no reason why SADC couldn't develop a protocol on gender and development. This would depend on how strong the pressure is, from us, for the SADC to create an organ for gender as a whole.

Article 21: 4 of the Treaty stipulates that '*additional areas of co-operation may be decided upon by the Council.*'

Member states are accordingly given the mandate to *conclude protocols as necessary indicating the objectives and scope of, and institutional mechanisms for cooperation and integration* : Article 22:1. Any protocol has then to be approved by the Summit.

The Declaration by the Heads of State also articulates very clearly that regional integration will continue to be a pipe dream unless the peoples of the region determine its content, form and direction, and are themselves its active agents. Measures will therefore be taken and appropriate mechanisms and frameworks put in place; to involve the peoples of the region in the process of regional integration. Much as we question the use of generic terminology in these documents it is a correct assumption to make that peoples also includes the women of the region.

SADC goes on to say that its goals and objectives can only be achieved if all countries and peoples of the region have a shared vision which includes democracy, good governance, respect for the rule of law and the guarantee of human rights, popular participation and the alleviation of poverty. In essence there is a basis for developing a protocol..

As we consider these actions it is appropriate to reflect on whether or not the SADC institutional framework is conducive to fundamental change. If we should have a Commission or a sector what are the possibilities of it contributing to the fundamental organizational and structural transformation of the SADC? The processes and procedures that we put in place must be reflective of the possible constraints especially those related to subtle resistance that we are likely to face.

The challenge that lies ahead is immense but it is not an insurmountable one and it is an exciting challenge. From here we can only move forward with strength and focused resolve.

II. A REVIEW OF MAINSTREAMING GENDER IN THE SADC PROGRAMME OF ACTION THROUGH GENDER TRAINING

Appollonia Kerenge

Team Leader and Coordinator

ESAMI, Arusha, Tanzania

Introduction

In 1987, the SADC Council of Ministers recommended that member states should enhance the effectiveness of structures established to improve the status of women, and requested its sector coordinating units and National Institutions to ensure that the interest of women are fully taken into account in the development of all SADC programmes and projects.

Following this ministerial recommendation, UNIFEM sent out consultants in 1989/90 to assess and determine progress made. The study found that there was a dire need for training of relevant officials on practical skills to facilitate mainstreaming of gender in SADC programmes and projects.

This resulted in the development of the SADC/UNIFEM WID (Project RAF/90/WID) programme, with financial support from CIDA and co-ordinated by the UNIFEM regional office in Harare. Subsequently, UNIFEM contracted ESAMI to train and gender sensitize selected SADC officials.

Gender Training

The Eastern and Southern African Management Institute (ESAMI) has been involved in Women and Development (WID) and Women in Management (WIM), as well as gender training, research and consultancy work since the early 1980s. To carry out the gender training for SADC sectors several issues were taken into consideration:

- **Gender Concept:** the gender concept is relatively new and not well understood. There was a tendency to use

gender synonymously with women, rather than looking at gender as a planning tool.

- **Officials in SADC Sectors:** Most SADC coordinating units/commissions are staffed with men whose understanding of gender is limited. They viewed their field of operation as being technical and therefore gender neutral. These experts viewed the issue as establishing women's units to look into women's problems or sending the few women (junior) staff working in the sector units on ESAMI courses.
- **Gender is a Social-Cultural Factor** which means training is geared towards changing the person's attitude-value system. For this to happen one needs a critical mass of trained people to exert peer pressure.

Training Preparation

The ESAMI gender trainers and resource person visited the respective coordinating units, and identified the gender issues in the sectors' programmes and projects. These were then discussed with the officials emphasizing the need for sector experts, planners and project managers to participate in training on how to mainstream gender in their technical areas. The pre-training sessions were successful in clarifying to the SADC officials that:

- gender is NOT synonymous with women;
- the proposed gender training was for sector coordinators or the Director of the Commission, sector experts, planners and managers, irrespective of their gender
- mainstreaming gender concerns into SADC projects is not political rhetoric, or donor driven but the "right thing to do" to achieve SADC objectives. For example, the first objective in article 5 of the Treaty states: *"achieve development and economic growth, alleviate poverty, enhance the standard and quality of life of the peoples of Southern Africa and support the socially disadvantaged through regional integration."* This objective can be realized through mainstreaming of gender in all projects and programmes. For the trainers, the pre-training

sector visit assisted in designing relevant sector specific training materials.

During Training

The training was conducted in a participatory manner, linked closely to the sector's activities. In addition, the participants were able to review and remove gender bias in on-going and pipeline projects; and developed gender responsive guidelines to use in the preparation of their sector programmes and projects. This training approach assisted participants to discover on their own gender-based problems.

Sectors that have Participated in the Training

Twelve gender workshops have been undertaken since 1992 in all SADC sectors. Not all of these were funded through UNIFEM. Some sectors sourced their own funding to run sector specific gender courses after the initial gender sensitization. The sectors which have done this include SACCAR and the Energy sector.

More men were reached than women during the Gender workshops. This has to be reviewed in light of staffing in the various sectors. Several sectors, for historical reasons, are male dominated. The objective of the training was to reach specific "position holders", i.e. policy makers, decision-makers, initiators of projects and programmes and implementors; equip them with knowledge and skills to mainstream women and gender into SADC programmes and projects.

Outputs of SADC Gender Training Workshops

1. Action Plans

All participants had to develop an action plan on how they intended to use knowledge and skills acquired during training. In the earlier course where several sectors were combined, participants prepared sectoral action plans. Subsequently action plans were streamlined to the individual level.

Each participant left the workshop venue with a copy of an action plan to discuss with his or her supervisor and start implementation. Unfortunately the UNIFEM gender training project

did not have a follow-up component for ESAMI to determine the extent to which action plans are being implemented and assist those who may be having difficulties.

2. Gender Sensitive Ex-Participants

Serval ex-participants, both males and females are participating actively in Gender and Women's Conferences. These include Ambassador Percey M.Mangoaela from Lesotho (the former head of the Southern African Transport and Communication Commission) who played a key role in drafting the Beijing Platform for Action.

Former participants who are now gender trainers include Mr. Simwela - SADC Forestry, Mr. Mkanda - SADC Wildlife and Mr. Mero - SADC Trade and Industry.

3. Request for Further Training and Assistance to Mainstream Gender in Sector Strategy.

Following the initial gender sensitization, a number of sectors have embarked on sector specific gender training for sector experts and contact personnel in member states. Some sectors used their own funding while others requested funding from UNIFEM.

Sectors that have embarked on further training include: - Forestry, Energy, Wildlife, Food Security and SACCAR. Other sectors have moved a step further requesting assistance to mainstream gender in their sectoral strategy. These include Forestry, Wildlife and Food Security.

4. Gender Responsive Data Banks

The Forestry, Food Security, SACCAR and SADC-Energy sectors now have gender disaggregated data on sector specific activities like training.

5. Guidelines for Mainstreaming Gender in Projects

Guidelines for Mainstreaming Gender in projects were produced at the end of each workshop in conjunction with action plans. It was anticipated that these guidelines would be incorporated in sector policies and strategies, and would eventually be approved by the Council of Ministers. Since the programme did not have a follow-up component, it is not clear what has happened to the guidelines.

Key Observations as Main Facilitator

It was alleged during the SADC regional conference on Social Development in 1996 that gender sensitisation workshops had not led to any significant changes in the SADC Programme of Action (Soroses A.M. 1996).

This was to some extent a harsh judgement. Gender sensitization/training involves changing people's deep rooted attitudes and value systems. Furthermore, the number of people trained in the workshops is rather small. Key issues that workshop participants should consider in evaluating the usefulness of SADC/UNIFEM gender training include:

1. Critical Mass

The SADC region has over 100 million inhabitants. Those reached through gender training are a mere 265 people. This is a very tiny fraction even among the civil servants involved in initiating and implementing SADC projects and programmes.

To bring about attitudinal change, a critical mass of at least 40% of those involved in SADC projects has to be reached.

2. Follow up

Ideally, training should have been followed by on-the-job-visits and training to monitor the implementation of action plans.

3. Lack of a gender home in the SADC structure

Many of the recommendations, suggestions and action plans were not implemented because they turned out to be everyone's business and nobody's business. Each SADC sector has its own mandate and protocol, many of which are gender blind. There was no "home" or sector responsible for gender activities.

The Food Security sector was mandated by the project to co-ordinate the gender activities in conjunction with UNIFEM. However Food Security has no control as to what other sectors do. Indeed, some officials questioned the legality and mandate of Food Security signing invitation letters for the gender analysis training workshops.

This programme, therefore should have been co-ordinated by the SADC Secretariat or by an independent gender and development/women and development sector with a mandate to train other

sectors as well as reinforcing gender responsive systems of operations and procedures.

Recommendations

1. The SADC Secretariat and Council of Ministers should make gender training and gender sensitivity mandatory for all SADC staff. This will force SADC sectors to use their own funds for gender training.
2. UNIFEM and other donors should continue with gender training until a critical mass is reached. However a follow-up component should be built into the training.
3. Gender is critical to development. Therefore a sector on Gender and Development should be established in SADC to ensure the engendering of the SADC Programme of Action.

Chapter Five

GENDER INITIATIVES OUTSIDE FORMAL SADC FRAMEWORKS

I. Regional Gender Initiatives

At the workshop there were three examples of areas in which SADC Countries would benefit from closer co-operation in gender issues. These were:

- information sharing and dissemination
- research and policy development
- training.

These examples were provided by four institutions: the Harare-based Southern African Research and Documentation Centre - Women in Development Southern Africa Awareness programme (SARDCC-WIDSAA); the Arusha-based East and Southern Africa Management Institute (ESAMI); the Cape Town-based Africa Gender Institute; and the Johannesburg-based Gender Policy Management Programme at the University of Witwatersrand. An example of a potential area of regional cooperation was provided by the Commonwealth Secretariat's gender and macro-economic policy initiative.

Information Sharing and Dissemination

The SADRC representative noted in her presentation during this session:

Information is the key to raising awareness. However, only when it becomes readily available and easily accessible to women's organisations, governments, NGOs, development agencies, unions, the media and oth-

ers who play a crucial role in development planning and policy making will this information become a useful tool for raising the status of women.

Discussions with NGOs in the fields of women's development and environmental issues clearly indicate the need to strengthen their capacity for storage and dissemination of information, and to facilitate electronic information linkages and contacts with similar organizations in other parts of the region and world.

One of the main reasons for inaccessibility of information is the lack of functional information-retrieval systems. A great deal of interest was shown in computerized databases and documentation systems.

In some countries there is a specific organization or institution whose task it is to collect information on, for example, women and development. Some of these organizations/institutions are working in partnership with SARDC as part of a regional set-up to facilitate exchange of comparative information through the WIDSAA programme.

The SADRC paper points to a number of ways of sharing information within SADC such as:

- by electronic communication: the most efficient and least costly option
- newsletters (such as The GAD Exchange which we publish),
- workshops
- media and other articles.
- translation and presentation of materials in local languages is another way of information-sharing, and many languages cross borders in this region.

The SADRC paper adds that:

WIDSAA Phase II is expected to facilitate the monitoring of progress toward implementation of the Beijing PFA in the sub-region, and speed up the regional programme of mainstreaming gender in development.

In this regard, it will act as a clearing house for exchange of information, methodologies, skills and experiences. The national partnerships developed in the first phase have generated considerable enthusiasm in their countries, with some of them holding national conferences already to discuss the profiles and other aspects of their work.

The AGI Documentation Centre, and its system of information technology and communications linkages, is described in an

AGI pamphlet as "the core for ensuring that the AGI is part of and contributes to continental networks of researchers and institutions". The network includes a gender contacts base.

Policy Development and Research

ESAMI carries out research on gender in management, good governance and the integration of gender considerations into the SADC Programme of Action. ESAMI has provided consultancy services to SADC sectors on mainstreaming gender in their strategies and assisted in training officials running the SADC sectors (see below).

Among the objectives of the AGI are to:

- contribute to the design and implementation of gender redistributive and transformative policies and practices;
- provide support to African women and men who have the potential to influence and effect change towards equity in Africa;
- develop a better understanding of equity in Africa and mechanisms for its application in different contexts
- increase the limited pool of African women who would be able to take up leading roles in academia or society more broadly.

The **Commonwealth pilot study on Integrating Gender into Macro-economic Planning** provides an example of a potential area of regional co-operation with regard to gender policy development, as illustrated in the following excerpt from the South African presentation during the workshop:

Macro-economics was one of the four foci of the Fifth Meeting for Commonwealth Ministers Responsible Women's Affairs in Trinidad and Tobago in November, 1997.

Macro-economics and gender is a very new area for the Commonwealth, but one which they are keen to take forward. In preparation for the Meeting, Diane Elson, a leading macro-economist from Manchester University, was contracted as a consultant. She prepared two input papers for the Conference and was one of the expert speakers.

The Commonwealth wants to assist in building further expertise in engendering macro-economics. It plans to choose up to six countries in which to pilot a range of different ways of looking at gender and macro-

economics, and gender budgets in particular.

At the Trinidad meeting, the leader of the South African delegation, Minister Geraldine Fraser-Moleketi, indicated South Africa's willingness to be one of the pilots. The Women's Budget Initiative is seen as a good basis on which to build further.

From the beginning there has been support from influential women such as the current Director-General of Finance, Maria Ramos, and current Deputy Minister of Finance, Gill Marcus. The new structure within the Department includes an Office of the Budget. This Office will be responsible for short- and medium-term policy development. A gender unit within the Office can act as a pilot for the Department in testing ways of measuring the impact on women as well as other disadvantaged groups.

For the exercise to succeed, the responsibility must spread beyond the Office. One idea is to take some of the sectors already investigated as a 'pilot within the pilot'. In these sectors both gender units and sectoral finance staff can be involved in applying the methods to sectoral-specific data. This will allow skills to be spread, and ensure a closer link between policy-making and budgeting.

Government budgets are a national affair in that they deal with the finances and resources of a single country. There is no comparable instrument at the regional level. For example, there is no overall SADC budget. Nevertheless, a pilot in South Africa provides the opportunity for networking and for spin-offs in other Southern African countries. These spin-offs will result from the similarities in the situation in the different Southern African countries, as well as broad similarities in the way budgets are presented.

In Trinidad the Caribbean representatives offered one of their member countries for the pilot, but insisted that it be seen as regional initiative. The SADC could ensure that the same occurs here.

Training

Training by ESAMI covers two main areas, subdivided into six sections:

1. Women's Only Training, including:
 - Women in Management
 - Women's Empowerment
 - Women's Grassroots Management Training (training for rural poor women on five modules of entrepreneur-

ship, management and access to credit).

2. Gender Training on:

- Training the gender trainers
- Mainstreaming gender in technical fields like energy, project planning etc
- Micro financing and entrepreneurship.

The Gender Management Programme **at the University of Witwatersrand** is involved in training in the following areas:

- Gender in policy formulation and policy analysis. The target groups for these are national, provincial and local government.
- Women in government e.g. Ministry of Finance, Health etc focusing on the skills of leadership, assertion etc.
- Women's empowerment, support and networking to enable the women to apply and get jobs in the new government of South Africa.
- Entrepreneurship training to assist women to become self-employed when they retire.

II. COUNTRY BEST PRACTICES

This session was devoted to a consideration of country best practices, in other words, areas in which SADC countries had made good progress in the field of gender equality. Participants had been requested to prepare written summaries of these from their respective countries. These were presented during the session. This report does not, however, reproduce these presentations by country; rather, the country best practices are summarised by theme.

Ratification of CEDAW and Amendment of Laws which Discriminate Against Women

Participants from all countries reported that their governments had ratified, or were in the final stages of ratifying the Convention on All Forms of Discrimination Against Women; Namibia had completed, published and handed over their report to the United Nations.

The participants from Mauritius presented the steps which have been taken in that country towards equal rights for women. The advocacy campaigns of Mauritian NGOs had ensured that since the 1980s, a number of statutes which discriminated against women were amended. Recent examples include the Citizenship Act, which was amended in 1995 to equalise the rights of men and women to pass their nationality to their spouses. More importantly, it was reported that a 1995 amendment to the national constitution made discrimination on the basis of sex unconstitutional.

Similarly in Botswana, the Citizenship Act was amended in 1995 in response to a court decision to the effect that certain of its provisions were unconstitutional because they discriminated against women. During 1996, a bill repealing a provision which denied women married in community of property the right to have immovable property registered in their names passed through Parliament, and should become law soon.

In Namibia, the passage of the Married Persons Equality Bill in 1996 marked a milestone in the struggles of Namibian women to obtain equality with their husbands before the law.

The advocacy and lobbying role of NGOs for these legislative changes in all SADC countries was emphasised.

Information Collection and Dissemination

Participants from many countries shared the initiatives of their governments and NGOs in collecting, documenting and disseminating information on gender equality. The Lesotho Federation of Women Lawyers, for example, conducts training for men and women on gender equality, and identifies laws which discriminate against women.

The Swaziland Council of Churches and Lutsango, a National socio-cultural body, conduct workshops for the public on constitutionalism and development issues. Gender Sensitisation and Training

Participants from nearly all SADC countries who spoke during this session reported the existence of programmes aimed at gender sensitisation and training, which are implemented by both government departments and NGOs. The target groups for such training included teachers and government officials in Lesotho, Members of Parliament in Namibia, NGO members and housewives in Mauritius, and district executive committee members in Malawi. The following excerpt from the Malawi presentation provides an example:

The goal of Gender Skills Training Workshops was to equip District Executive Committee Members (DEC) with knowledge and skills on gender so that they can effectively help rural communities to initiate, plan and implement gender-sensitive projects/programmes. The specific objectives were to review and discuss gender concepts; to strengthen participants' skills in gender planning; to identify gender issues and to initiate the formation of the district WID/GAD focal points. Expected outputs of the workshop included:

- *Gender-sensitive sectoral experts*
- *Sectoral responsive plans*
- *Gender-responsive projects/programmes.*

Participants were introduced to the following: Women In Development vs Gender and Development; Gender Concepts; Socialisation Process and its effects on men and women; Factors Influencing Gender; Gender Analysis; Force Field Analysis; Guidelines for gender dimensions in the Project Cycle and Gender Planning.

The workshops were of five days duration each, and adopted a participatory approach, using role plays, case studies, individual and group exercises and discussions. During the analysis and problem-solving sessions, participants asked pertinent questions relevant to their sectors.

Participants worked through the problem identified in their district, set goals and prepared proposals for project submission. Action plans were also developed which need to be followed. The Gender Skills Training Workshops were eye-openers for district planners.

Gender Equality and Equity in Education and Training

Programmes and projects aimed at enhancing gender equality and equity in education were reported to be underway in some countries of the region. The Malawi government, for example, introduced free primary education in 1994, and recently in 1997 announced the introduction of free secondary education for girls, with a view to reducing the gender gaps in secondary schooling.

In Botswana, it was reported that a project which was implemented by the YWCA had been successful in providing teenage mothers with a chance to catch up on their education. This project had however proved to be expensive, and the YWCA had to close it down. Another pilot project which builds upon the YWCA PACT idea was shared, which is being initiated by UNICEF in consultation with a local community in Botswana.

The following example, which is extracted from the Zimbabwe presentation, illustrates another initiative in this area:

This project is aimed at changing the attitudes of all stakeholders in the education system through gender sensitisation and awareness and production of handbooks to guide the teachers in using the textbooks which reflect gender stereotypes.

The Gender sensitisation programme targets policy and decision makers in the Ministry of Education and other relevant sectors, the Parent Community School Development Associations, the members of parliament, the heads of schools as well as the teachers. This programme is recording some degree of success in some areas. The parents and teachers have formed projects like dairy and woodlots in

order to generate funds to pay school fees for their children especially girls. A film called 'Mvunasikana' - girl child - has been produced under this programme as part of the sensitisation programme. This film clearly illustrates the problems which can be faced by a girl child in the field of education. The film is widely shown in mobile cinemas throughout the country.

The curriculum has not yet been revised but it is part of the programme. So far handbooks have been developed to guide the primary school teachers on how to remove the stereotypes ingrained in the textbooks, (e.g. girls are portrayed cooking, washing, looking after children and boys driving, building etc). A similar handbook is yet to be produced for the secondary school level, and supplementary reading materials have been produced to raise the aspirations of girls.

At the secondary level there is a project on scholarship targeting girls in the commercial farming areas. The aim of this project is to create role models in these disadvantaged communities. In 1995 nineteen out of twenty one girls in this scheme passed with five or more 'O' level subjects.

Another project has been developed in response to the gender differences in the subjects chosen by boys and girls, and the higher achievement rates by boys in science and mathematics. The project is aimed at enhancing the performance of girls in science and mathematics, where tutoring sessions for the girls are conducted, especially in the rural areas during the school holidays.

On the pregnancy of school girls, the Ministry of Education has a policy which allows the girl involved an opportunity to pursue her education after delivery. In principle, if the boy involved is going to school he should be expelled, but in practice the process is difficult. If a teacher is involved, the he is punished .

The University of Zimbabwe has recently introduced an affirmative action policy for female enrolment. In the 1995 intake there was a significant increase in female students: 35% of the students were female compared to the 25% in the previous years. Please note

however, that most of the female students who applied for admission qualified in their own right and did not benefit from affirmative action. In the agricultural colleges there is a policy of affirmative action which ensures that at least 25% of each intake at each college should be female students.

Furthermore, the Ministry of Higher Education has implemented a policy to encourage females to go onto technical and scientific areas as students and lecturers by admitting all female applicants who meet the basic qualifications for entry into these fields.

Increasing Women's Access to Productive Resources

Women's limited access to productive resources such as land, income and credit was noted to be a major barrier in all SADC countries, but one in which there are few programmes geared towards women's economic empowerment.

The participant from Tanzania informed the workshop that the Ministry of Community Development, Women's Affairs and Children recognised that women have limited access to local and international markets. They responded by securing the attendance of women traders from 18 out of 20 regions to participate in the Dar-es-Salaam Trade Fair in 1996. The Tanzanian participant noted that the objective of this initiative was to expose women to international business, build their confidence and entrepreneurship skills, and assist them establish direct links with national and international organisations in the trade and manufacturing fields.

In an attempt to increase women's access to credit, the Malawi government makes funds available to organisations such as the National Association of Business Women, and Women's World Banking, who are able to lend money to poor women at interest rates which are lower than the regular moneylending institutions. This facility is also recently being made available to men, as is the case with a similar initiative in Lesotho.

Gender Budgeting

A participant from South Africa described the innovative Women's Budget Initiative being developed there:

The South African Women's Budget initiative is a joint project of the

Gender and Economic Policy Group of the parliamentary Joint Standing Committee on Finance (JSCOF) and researchers from NGOs and academic institutions. It looks at the third leg of Macro-economic policy i.e. budgets and taxation.

The Women's Budget is part of the effort to mainstream gender in government policy. It is not a separate budget for women. The project examines how the national and provincial budgets as a whole further entrench women's disadvantage, or whether they promote women's empowerment and gender equality. The Australian Rhonda Sharp distinguishes between three aspects of expenditure:

- amounts allocated to women-specific projects, such as bursaries for young girls, or income-generation projects
- affirmative action and other policy initiatives within government employment which promote the development of women staff
- funds allocated to all the other policies and programmes of government, and the effect of these expenditures on different groups of women, and on women relative to men.

Until this last category changes, the budget cannot be considered women-friendly or gender-sensitive.

The project argues that one must analyse policy and budgets together, and that policy analysis must start with the needs and situation of women and men. It must consider not only monetary allocations, but also issues like the quality of goods and services delivered, to whom they are delivered, who bears 'hidden' costs in terms of money, energy and time, and so on. Ultimately, however, the best policies are useless unless they are allocated sufficient resources. Conversely, gender-sensitive policy makers need to take financial constraints and the country's macro-economic strategies into account. Only if they do so, will they be taken seriously by the Finance Department and top decision-makers, and will the policies they propose be sustainable.

The Women's Budget Initiative started the analysis with a check-list adapted from one drawn up by Diane Elson and Lindiwe Mokate. The checklist consisted of the following questions, to be asked of any proposals for public expenditure:

- How much is to be spent and on what?
- How are services to be delivered?

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- *How does possible expenditure relate to provision by business organisations, voluntary organisations and community groups?*
- *How does possible expenditure relate to the informal and unpaid provision of services through households and family networks?*
- *Who is going to benefit in terms of access to services?*
- *Who will benefit in terms of public sector employment?*
- *How can poor women access more time, better nutrition, better health and better skills?*
- *What are the implicit assumptions regarding the way society is organised, and what are the implications of this for those who do not conform to the norm?*

The third point raises the issue of unpaid and underpaid labour. One of the most important reasons for gender bias is the blindness of society in general, and policy-makers in particular, to unpaid labour, largely performed by women both in South Africa and elsewhere. This is a recurrent theme in the Women's Budget.

While overall women are disadvantaged compared to men, not all women are equally disadvantaged. The Women's Budget therefore concentrates on the needs and concerns of the most disadvantaged women, especially the poorest. But the project argues that poverty must not be measured only in rands and cents, but also in time. When women's time is spent fetching water and fuel, and looking after children and their menfolk, their potential is constrained because they have less time to spend on other activities.

The last question in the checklist goes to the heart of the question of gender-sensitive or gender-blind planning. It asks, in effect, if the budget is still based on the idea of a male citizen who works in the formal sector from 8h30am to 5.00pm, has a wife and two children at home? If so, the Initiative argued, the budget cannot fail to be inadequate to meet the needs of the majority of the population who do not fit this profile.

Powersharing and Decision-making

The participant from Mozambique informed the workshop of the advances that have been made in her country to include more

women in decision making structures at the national level, although she noted that less progress had been made at the provincial and district levels.

Two NGO initiatives from Botswana and Zambia were presented. Emang Basadi implements a Political Education Programme in Botswana, which has as its objectives to increase the number of women in decision making positions. The organisation conducts training workshops for prospective women political candidates, and has succeeded in facilitating the formation of a Caucus of Women Councillors and Parliamentarians. The caucus is intended to ensure that gender and women's issues are put on the agenda of these decision making institutions.

Similarly, the Zambia Women's Lobby Group has worked hard to sensitise women on the need to participate in leadership politics, and has trained women in campaign skills, public speaking and communication skills. They also set up a campaign support fund for women candidates for the 1996 elections, and it was reported that this campaign contributed to increasing the number of women parliamentarians to 14, the highest so far in Zambia's history.

Gender Management Systems/Gender Mainstreaming

A number of SADC countries were reported to be working on putting together strategic plans or programmes to mainstream gender into their policies. Following consultations between government institutions, NGOs and Development Partners in Zambia, a Strategic Plan for the Advancement of Women was developed. The participant from Zambia observed that the plan identifies five priority areas of concern, and that it is seen as the interim plan of action for the implementation of the draft policy which has been submitted to cabinet and will soon be approved.

Similar initiatives were reported for Botswana, where a draft national gender programme was under consideration, which is intended to provide a framework within which government, NGOs and the Private sector can address gender concerns in a co-ordinated manner in six critical areas of concern.

Chapter Six

A CRITIQUE OF GENDER IN THE SADC PROGRAMME

I. THE NEED FOR GENDER MAINSTREAMING IN SADC PROGRAMMES

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Introduction

This paper looks briefly at some important current SADC documents, focusing especially on those due to come before the Council of Ministers Meeting in February 1997, in order to point to the almost complete absence of attention to gender issues. This is in contrast to the fact that all members of SADC have ratified or are in the final stage of ratifying the 1979 *UN Convention on the Elimination of all Forms of Discrimination Against Women*, and have assented to the 1995 *Beijing Platform for Action*.

Moreover, the *Beijing Platform for Action* has not brought commitments which are different in kind from the earlier commitments of the 1985 *UN Forward Looking Strategies*. This earlier Declaration had very similar commitments concerning the need to mainstream gender within development programmes, and to establish national machinery for women's advancement. The Beijing Conference was mainly concerned with setting out more detailed commitments and implementation methods for an updated agenda, bearing in mind the generally poor progress on earlier commitments.

To some extent, SADC governments have made some moves

towards establishing national gender policies and national machineries, But SADC's programmes of regional co-operation have lagged far behind. This paper seeks to understand this situation, but not excuse it. Rather it seeks to understand it as a means towards more effective action to remedy the situation.

Lack of Attention to Gender Issues

This section looks briefly at some key SADC documents, to analyse the level of attention to gender issues. No sophisticated criteria for such analysis is required, because for most documents we are merely noting complete lack of attention to gender issues.

The SADC Declaration and Treaty

The Declaration does not mention gender issues, but we may note the intention to adopt a framework of co-operation which, amongst other things, aims to provide for:

common economic, political, social values and systems enhancing enterprise and competitiveness, democracy and good governance, respect for rule of law and the guarantee of human rights, popular participation and alleviation of poverty.

On reading this, we should feel entitled to expect that the member states' international commitments on women's rights, and political participation would find its way into the SADC agenda.

In the Treaty itself, we find that SADC activities are based on five simple short principles, one of which is:

human rights, democracy and the rule of law.

However, the remainder of the Treaty disappoints, because the five short principles are followed by eighteen fairly lengthy objectives in which women's advancement is not mentioned as a SADC purpose. Nor do these objectives provide any information on how the principle of 'human rights and democracy' is to be observed within SADC objectives.

The Treaty identifies seven 'Areas of Cooperation' which follow a conventional sectoral division, and which do not include 'Gender and Development' as a sector. The current Programme of Action currently covers nine sectors.

Sectoral Progress Reports

Given the SADC principles on human rights and democracy in the Treaty, and given the member states' international commitments on women's rights, perhaps we might optimistically expect that SADC regional projects and programmes would be interested in addressing glaring gender issues. One might hope that the designers of projects would be aware that half of the population of the sub-region are women who are grievously discriminated against in customary law and traditional practice, and in much administrative practice, so that they have limited access to productive resources.

However, neither the well known gender issues, nor international commitments of members seems to have had the slightest effect on SADC regional policy. This lack of attention to gender issues is well illustrated by the current 1997 Sectoral Reports which are due to be tabled before the forthcoming Council of Ministers Meeting. Almost all of these documents are completely lacking in any mention of gender issues, in the description of the regional situation, in the statement of regional policy, and in the objectives on the individual regional projects which are described in the reports.

This level of omission is really quite staggering by comparison with the situation at the national level, where sectoral ministries are increasingly learning to pay some lip-service to gender policies, especially for the purpose of seeming to comply with the gender oriented policies of donor agencies. One formula for such lip-service, now rather well worn is the practice of saying much about gender in the description of the problem situation, as well as in overall programme goals and strategies, but omitting any such concern from the programme objectives.

No such lip-service is evident at the regional level. One might have imagined that, at least in the area of Human Resources Development, the 1997 sectoral report would feel some necessity to mention the large gender gaps in many professions - and even with the SADC Secretariat - and propose some training programmes to narrow the gaps. But there is nothing.

Perhaps most interesting is Annex A of the *Human Resources Development Report*, which provides the 'Guideline for the Selec-

tion of Projects.' In three pages of criteria, there is nothing about any interest in projects concerned with gender issues, or narrowing gender gaps in access to training. At one point the Annex refers to human resources as *manpower*. Such gender biased vocabulary is pervasive throughout the 1997 sectoral reports.

As one goes through the SADC sectoral reports, one is left clinging to a glimmer of hope of finding the smallest mention of a gender issues somewhere, even if the word 'gender' might be missing. Patience and long search are finally rewarded, if only by a very small find. The 1997 *Report on Food, Agriculture and Natural Resources* is almost entirely concerned with describing projects which have completely overlooked all gender issues. But the Introduction to this report complains of the lack of development of regional policy for the sector, and notes in particular the 'challenge' of

developing the capacity of the real actors in development, i.e. the women, non-governmental organisations, and the ordinary men and women who assume investment risks.

The Introduction comes close to the word 'gender' in mentioning the need for the sector to set itself a 'new agenda' to include:

meaningful participation of all stakeholders, especially farmer groups and communities, where necessary through empowerment and capacity building.

The above excerpts may perhaps demand a sympathetic reading before a concern with gender issues might be optimistically attributed. But it is also interesting that these points are made in the context of the Introduction's demand for more policy development. It is pointed out that

principles of equity and mutual benefit have to override considerations of maximum efficiency.

Towards Regional Policies

Although the word 'equity' in the above quotation is actually referring to equity between member states rather than between individual people, it raises the question of whether regional policy is to address political issues, or merely issues of economic efficiency, and comparative advantage.

The above question calls for consideration of whether SADC regional policy is supposed to be concerned with a common agreed political policy which balances individual state interests, and which

addresses moral issues. Or whether regional policy can operate only at the lower level of projects which are self-evidently of general interest to all participating countries, such as a regional agricultural research.

In other words, this raises the question of whether there is (perhaps) something intrinsically different about policies of regional cooperation, by comparison with policies of national development. If the former are non-political, and concerned only with economic co-operation of sovereign states, then (perhaps) we can argue that SADC cannot be concerned with regional policies of human rights and democracy, since this is an area where issues have to be dealt with at the national level. If this latter argument can be sustained, then (perhaps) we can excuse SADC for what would otherwise be a lamentable failure to address serious regional gender issues.

It is at this point that we have to understand the gradual transition of SADC, and especially its 1990 transition from the Southern African Development Co-ordination Conference to the Southern African Development Community.

This problem area is nicely explained in SADC's 1992 publication *Framework and Strategy for Building the Community*, which describes the gradual evolution from the original SADCC to the present day SADC. This shows SADC evolving along the continuum from *co-ordination* to *co-operation* to *integration*.

Here we may briefly describe co-ordination as being countries working on separate and independent policies and programmes, but co-ordinating to mutual advantage where possible. By comparison, co-operation extends to joint projects, for instance in roads and water supply, which are to mutual advantage.

Integration involves moving towards a community of countries with common or harmonised policies in some areas, so that there is a regional economic integration which extends into political integration - as in the case of the European Union, which began as a Common Market. Ultimately, this may involve the formation of a regional parliament. Typically this continuum from co-ordination to integration involve a progression along the following sequence of regional arrangements:

- Preferential Trade Area
- Free Trade Area
- Customs Union

- Common Market
- Economic Union
- Political Union

There are two important points we should note about this continuum, as far as SADC is concerned. Firstly, in economic terms, we are perhaps mainly at the Customs Union Stage, concerned with bringing down barriers to regional trade. But in the area of joint regional development projects, there is a strong element of Economic Union.

To the extent that states are at the co-operation end of the scale, they remain sovereign states, with their own national policies and independent policies. It is at this stage that an individual state can claim that human rights and democracy are an internal matter. Similarly it is at this stage that SADC can operate as being only concerned with matters of overall efficiency and comparative advantage in regional utilisation of resources, subject to mutual benefit to all.

But as we move towards Economic Union, there is a greater need to harmonise national policies in the direction of agreed regional policy, and therefore to move in the direction of Political Union. In this area an individual government cannot always pursue national interests; these may sometimes have to be conceded in the regional interest. At the moment, for instance, there is the question of whether South Africa's larger prosperity and economic potential can be used to generate increased economic growth in the whole region - even though this might slow South Africa's own growth in some areas.

Problems of Regional Policy Formation

In the context of the development of regional policy, the above quoted Introduction to the sector report on Food, Agriculture and Natural Resources takes on new meaning. The authors are actually complaining about the difficulty of designing and implementing regional projects when there is no common or even harmonised regional agricultural policy.

The authors of the Introduction are looking forward, as all SADC claims to be doing, towards increased regional integration. But member states are still politically in the 'coordination' phase

which is governed by the principle of inter-state 'mutual benefit and equity.' In other words, no individual member, within a sectoral programme, is willing to give up any advantage to the member state in order for the greater good of the region as a whole.

In this sense, therefore, the Introduction to the sector report on Food, Agriculture and Natural Resources is dislocated from the rest of the report. Instead of explaining what the rest of the report is doing, it is explaining what the rest is not doing, but ought to be doing. In other words, the report is almost entirely concerned with a collection of projects, each perhaps worthy in itself, but the collection is not pulling in the direction of an agreed common policy.

The Introduction to the Agricultural report looks towards developing the current SADC phase of integration, but there is evidently a dead weight of existing projects and traditions which are still stuck in the cooperation phase.

Towards Mainstreaming of Regional Gender Policy

In a different and more direct way than the sectoral reports, the report on *Framework and Strategy for Building the Community* point to the extreme difficulty in building agreed regional policies for the different sectors. This difficulty arises because of competing national interest. For instance if economic and mining analysis shows conclusively that all future copper mining can be done more efficiently in Botswana rather than Zambia, Zambia is not likely to agree to a regional mining policy of moving all copper mining to Botswana.

Therefore, when we say that SADC does not have a gender policy, we need not be as downcast as when we say that Zambia does not have a gender policy. Because, in a sense, SADC does not have any regional sectoral policies, beyond the level of mere protocols. Or, to be more precise, it has minimum level coordination level policies, but has not yet developed integration policies.

Here, rather curiously, a regional gender policy may have the potential of being the first integration-level regional policy. It has this potential because it is in the different position, distinct from all the other sectors, that all the member states have already assented to the main principles and goals of gender equality, by ratifying CEDAW and assenting to the *Platform for Action*.

Of course we may well have our well founded private reser-

valuations about the actual enthusiasm, or even intention, of individual governments to observe their international commitments in the area of gender equality. But here women have the ideological advantage within SADC, because such reluctant governments can have no legitimate or overt argument to refuse a regional gender policy whose main goals and principles have already been agreed internationally.

This rather paradoxical situation can perhaps be better exploited by the women's movement. It means that when heads of state are looking for an area of policy on which they can all make regional agreement, gender policy - on the face of it - would seem to carry the best prospects.

This may be already being realised at the highest levels. It is perhaps no accident that the Communique from the February 1996 SADC Consultative Conference declared that:

Given that the majority of farmers in the communal areas of SADC are women, SADC governments should facilitate women's access to inputs such as land, credit, extension, technology, markets, etc.

This may not be a very radical or original thought. But it is a more gender oriented statement than the reader will find in any of the SADC sectoral reports for 1997!

Raising The Gender Issues

This report concludes with some brief thought on strategy for pushing for gender oriented policies and programmes in SADC.

One strategy is exemplified in the *Report of the Task Force Meeting of May 1996*. Here the strategy is based on pushing for an institutional framework within SADC in order to enable formulation of regional gender policy, gender orientation of regional plans, and programmes for gender training to enable the process.

Perhaps we might call this the 'formal strategy', since it follows a process of pursuing the countries' formal international commitments, to ensure that these commitments are realised not only in national policies and programmes, but also at the regional level.

Such a strategy has an important place, but it needs to be supported by another strategy which we shall call 'guerilla tactics.' By this we mean that there is a need to mount running battles within SADC over every new project, programme and document. The question every time must be 'Where are the gender issues?' More than

that, it must be 'Here are the gender issues, why did you leave them out?' More than that, there is a need to be able to say, 'Here are the gender issues you left out, and here are the new gender oriented objectives you should pursue in order to address these issues!'

In other words, the formal strategy must be supported by constant contextualising of the issues, and the need for action. The SADC Summit is not likely to launch a new regional gender policy, and set up a new institutional framework, all because they made commitments in Beijing (which they perhaps wish they hadn't made!) Nor will two hours of gender training be sufficient to turn the Council of Ministers into enthusiasts for regional gender policy. We also have to relate gender policy to SADC policy, to current problems, and to the material advantage and progress of regional integration and development.

There is a need to do as this paper has been doing - to take SADC documents, and hit SADC over the head with them! More precisely, there is a need to take the latest SADC documents and demonstrate the lack of attention to gender issues, and recommend that course of action for gender issues to be addressed. This needs to be done for all of the sectoral reports due for submission to the Council of Ministers Meeting in February 1997.

Let us take the example of the latest SADC annual theme document, entitled *Productivity - Key to Development*. This document, typically is completely gender blind. It also seems to exist within the old 'regional cooperation' tradition of mutual benefit and equity, in that increased productivity is obviously an agreed and desirable objective. It is so politically neutral that nobody could possibly disagree with it, in the sense that everybody is in favour of increased productivity. No member state, or even individual, can be found to speak in favour of decreasing productivity! It has the potential for inter-sectoral programme interventions which are purely technical, and non-political.

The document offers rather general advice on how increased productivity might be achieved. Some of this looks rather like advice for increased efficiency at the Ford Motor Company;

- Product Innovation
- Process Development
- Human Resource Management
- Quality Management

And so on. One reason for the fairly meaningless level of generality is the report's failure to adequately identify the priority factors which underlie low productivity in the region. For example, in seeking to explain low agricultural productivity in the region, the report ventures the following statement:

Agricultural productive is low in SADC not only because of the large number employed in the sector but because agriculture in the region is characterised by inappropriate technologies, poor organisation and limited physical and human capital inputs.

Like most of the statements in this Theme Document, the above statement is screaming for gender disaggregation. We suggest the following addition to the above statement:

About 60% of all farmers in the region are women, and it is these women farmers who produce about 80% of locally consumed food. The productivity of female farmers is very low because of a series of factors. Firstly, women typically have a triple burden of labour in domestic work, child rearing and food production. Secondly, a large part of their labour is used in the unproductive tasks of carrying fuel and water, when improved technology and infrastructural development could lessen this burden.

Thirdly women experience discrimination in access to the factors of production, especially land, credit and training. They also experience discrimination in capital accumulation, by means of discriminatory laws of inheritance.

Fourthly women have very reduced incentives for surplus production, because of men's general control over cash crop production, and control over the use of cash income. For this reason, women farmers are overly confined to subsistence production.

Firstly, programmes to improve agricultural productivity are typically planned and decided by men. But it is likely to be the women who are given the extra burden of work, while the men reap the benefits. This gender division of labour and reward is a major underlying cause of failed programmes of agricultural development.

Since agriculture is the single most important sector in the region, a programme of action to end gender discrimination, and

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Since agriculture is the single most important sector in the region, a programme of action to end gender discrimination, and

promote the productivity of women farmers, must be a priority for the region.

The above example demonstrates the process of gender mainstreaming. We must be able to pick up every gender blind document and show others how addressing these issues is important for women's rights and the success of the programme.

II. OBSERVATIONS MADE DURING GROUP DISCUSSIONS

As part of preparations for the Gender Strategy Workshop, delegates were asked to visit SADC sectors in their country and to collect information on the sector's performance in relation to gender. Sectors visited were Water, Environment and Land Management, Culture and Information, Transport and Communication, Tourism, Food, Agriculture and Natural Resources, Finance and Investment, Human Resources Development, Marine Fisheries, Mining, Wildlife, Forestry and Agricultural Research.

Delegates were divided into five groups and given the following tasks:

1. Make a summary of how well SADC programmes have addressed important gender issues.
2. Identify two or three gender issues which SADC programmes have overlooked.
3. For gender issues identified in (2), suggest strategies which should be used to address these issues in SADC programmes.

Findings

1. *An assessment of how SADC programmes have addressed important gender issues:*
 - Most SADC programmes are general and therefore do not concretely address gender issues.
 - There is a notable positive shift in attitude towards recognising gender issues, though little progress has been made in addressing them.
 - In some projects the gender perspective was donor driven, confined to specific projects and did not involve the community.
2. *Gender issues overlooked by SADC programmes:*
 - The participation of NGOs and the community (women and men) at grassroots level in project planning and management is lacking.
 - There is no gender disaggregated data in many of the sectors.
 - There are no gender policy guidelines for the sectors.
 - There is a tendency for sector strategies to focus on the formal

sector and overlook the informal sector where most women are actively involved.

- The absence of an institutional structure in SADC for mainstreaming gender is a serious handicap.
3. *Proposed strategies for addressing gender issues:*
- There is need for a gender audit of all SADC policies and programmes and for a clear gender policy at the SADC Secretariat and in all sectors.
 - There should be an adequately resourced gender institutional framework with a mandate for strategic direction across sectors.
 - There should be more interaction and consultation between women's national machineries and SADC sectors to ensure better planning and coordination as well as gender mainstreaming for all programmes.
 - The participation of women and the community in project planning should be institutionalised in all sectors.
 - SADC should link up with, and collaborate with existing gender networks in the sub-region.
 - There should be a cross-sectoral approach to gender between SADC programmes.
 - SADC should establish common gender principles and policies on agrarian land reforms.
 - Gender training should be undertaken as an integrated strategy with follow up in the form of refresher courses, on-the-job training, etc.
 - Additional training on lobbying skills is also required.
 - Donors need to be convinced to provide financial support for a process and not isolated training sessions.
 - Members of the Advisory Committee are requested to lobby gender sensitive heads of states to make a declaration on Gender and Development at their summit.

Chapter Seven

STRENGTHENING GENDER CONSIDERATIONS IN SADC

I. AN INSTITUTIONAL FRAMEWORK FOR GENDER IN SADC

Colleen Lowe Morna

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Programme

Introduction

"To ensure effective implementation of the Platform for Action and to enhance the advancement of women at the national, subregional/ regional and international levels, Governments, the United Nations system and all other relevant organisations should promote an active and visible policy of mainstreaming a gender perspective, inter alia, in the monitoring and evaluation of all policies and programmes."

The Beijing Platform for Action (paragraph 292).

No international or regional organisation can afford to take gender considerations lightly any more. Just as countries are battling to ensure that gender is taken into account in every area of endeavour, so inter-governmental organisations are obliged to examine how they can strengthen these efforts at national level, as well as lead by example through mainstreaming gender considerations in all their activities.

Although there is always the risk in marginalising gender considerations in the course of institutionalising them, the overwhelming experience is that unless specific structures are established, gender is conveniently forgotten. The danger with gender considerations is of them being everywhere and nowhere.

A turbine and many engines have to be established to drive

programmes aimed at achieving gender equality. The best insurance against these operating in isolation is to establish a web of power points that fan throughout the organisational structure, driven by a central vision, and possibly even a central structure, but exuding energy at every strategic point.

The force of this energy is directly proportionate to the political commitment that underpins it, and the extent to which the vision is shared by the broad public. Structures alone do not bring about transformation. They provide an organisational framework and a way of being systematic about what we want to achieve. Political commitment, and the active role of civil society, are the fuel that determine the extent of that success.

This paper will briefly examine measures that have been taken recently by international organisations to place gender at the heart of their agendas. It will examine in more detail one case study - that of the Commonwealth, to which eleven out of twelve members of SADC belong. It will end by suggesting some issues for debate and discussion with regard to establishing institutional mechanisms for mainstreaming gender in SADC.

Some Examples of Measures Taken By Inter-Governmental Organisations

The United Nations

The United Nations, through initiating the world conferences on women that culminated in the Fourth World Conference on Women in Beijing, has been at the forefront of setting the international agenda on gender. That role has forced the UN as an inter-governmental organisation to examine its own track record and practices.

According to the 1995 UNDP Human Development Report, women comprise only 28.2 percent of the UN workforce at all levels; only 11.3 percent of senior management; and 30.1 percent of professionals. Only four out of the 27 executive heads of organisations are women. In short, the UN staff structure is itself a reflection of global disparities between men and women. The UN is now striving to achieve a "critical mass" of at least 33 percent of women in decision making positions.

The Beijing Platform for Action tasks the Office of Human Resource Management, in collaboration with programme managers worldwide, to accord priority to the recruitment and promotion of women.

With regard to its role in ensuring effective follow up to the Beijing Conference, the Platform for Action assigns the General Assembly "as the highest inter-governmental body in the United Nations" as the principal policy making and appraisal organ. The Platform tasks the General Assembly with integrating gender issues "throughout its work" (paragraph 313).

The Platform further tasks the Economic and Social Council (ECOSOC) with overseeing co-ordination in the implementation of the Platform for Action throughout the UN system. Key roles are assigned to specialist bodies within the UN system concerned with the advancement of women. These include the Commission on the Status of Women; Committee on the Elimination of Discrimination Against Women and the Division for the Advancement of Women which services these bodies; the International Research and Training Institute for the Advancement of Women (INSTRAW) and the United Nations Development Fund for Women (UNIFEM); as well as the special adviser to the Secretary General on gender issues.

The Beijing Platform for Action also requires that every division and unit of the UN Secretariat examine its programmes to determine how they can contribute more effectively to the advancement of gender equality. Most United Nations structures have, or are in the process of establishing gender units; gender working groups etc.

The World Bank

The World Bank, typically associated with men in grey suits rushing to their next business appointment, has come to the jolting recognition that "gender inequality hampers growth" and that "governments can no longer afford not to invest in women."

The bank, whose structural adjustment programmes have been heavily criticised for adding to the burden of poverty borne by women, now says it will do everything in its power to ensure that women are at the centre of determining, rather than victims of, economic policy.

In a policy paper titled "Enhancing Women's Participation in Economic Development" unveiled at the Beijing conference, the World Bank pledged to:

- promote gender sensitive policies and programmes in its economic and sector work, lending, technical assistance and participation in international initiatives. This would include integrating gender issues into country assistance strategies; and ensuring that lending programmes support "the achievement of tangible progress in closing the gender gap."
- advance knowledge on gender issues through an analysis of the implications of gender disparities, and deriving best practices to address them.
- involve women in project design
- strengthen current monitoring systems to be able to better assess progress in integrating gender in the banks operations.

Like the UN, the World Bank has also vowed to transform its macho image. In June, 1995, women comprised 51 percent of World Bank staff, but only 30 percent of professional staff; 12 percent of management and eight percent of senior management staff.

In 1992, the Bank created the post of Senior Adviser on Women's issues, held by Anette Steen Pedersen, well known for her activism on gender issues in her native Denmark. The bank says it is committed to achieving a critical mass of women at all levels and is actively recruiting women into key positions.

The European Union

In addition to the measures taken within its own structures to promote gender equality among member states, the European Union has taken concerted steps to integrate gender into its development co-operation programmes.

In May, 1993, the EU Council called for updated and consolidated Community and Member state policy guidelines on Women in Development and requested the Commission to undertake an impact assessment of WID/Gender policies.

In December 1995, the Council examined the findings of the Commission and noted that "despite the efforts made in the administrations of many European countries and in the Commission,

women's participation in development still remains a marginal rather than a central issue."

The Council adopted a resolution on integrating gender issues in development co-operation which includes the following principles:

- gender analysis at macro, meso and micro level must be integrated into the conception, design and implementation of all development policies.
- women and men should participate in and benefit from development on an equal basis.
- reducing gender disparities is a priority for society as a whole
- analysis of the differences and disparities between women and men must be a key criterion for assessing the goals and results of development policies and interventions.
- development co-operation must encourage and support changes in attitudes, structures and mechanisms at political, legal, community and household level to reduce gender disparities especially in the areas of political power sharing and equal access to decision making; economic empowerment and equal access to and control over economic resources and equal access to and control over social development opportunities.

The resolution calls on the Commission to draft precise proposals for common criteria and indicators for reporting on the implementation of the resolution.

CARICOM

Ministers responsible for women's affairs in the **Caribbean Community** held a special meeting in November to consider a regional plan of action for gender and development (copies of this are in the conference folder). This plan is based on the Regional Policy on Gender Equality and Social Justice drawn up by CARICOM.

Among the proposed actions are: creating a regional framework for data gathering; developing a model bill on unwaged work, drawing on the example of such legislation which has already been enacted in Trinidad and Tobago; as well as the possibility of developing model CARICOM legislation in such areas as Equal Oppor-

tunities and Sexual Harassment.

The Plan emphasises that effective implementation requires that National and Secretariat Machinery for advancing gender equality be strengthened; and that at the national level, that status of Women's Bureaux be enhanced. It makes provision for Transitional Structures to act as a "guarantor of political commitment to the Plan", including a regional lobbying team and regional resource teams with a variety of skills to assist the Secretariat and member states in the implementation of the Plan.

In addition to requiring that the Secretariat monitor the Plan, two permanent institutional arrangements are proposed: a Regional Clearing House, whose function is to share skills and experience of member states in the area of advancing gender equality; and a Statutory Annual meeting of national and regional machinery heads to evaluate progress and plan for the period ahead.

The CARICOM Plan places considerable emphasis on the involvement of NGOs in all activities.

Integrating Gender Considerations into the Work of the Commonwealth Secretariat: A Case Study

The Commonwealth consists of 53 member countries in all five continents of the world, encompassing, in all, about one third of humanity. The Commonwealth is in many respects a conservative organisation. Like the other inter-governmental organisations mentioned above, its meetings are largely male affairs. Many still see the Commonwealth- with some justification- as an old boys network.

Yet, in recent years, gender has pressed itself onto the Commonwealth agenda with growing vigour. This sense of urgency was demonstrated at the triennial meeting of Ministers Responsible for Women's Affairs, held in Trinidad and Tobago last November, which set a target of one third women in politics and decision making in Commonwealth countries by the year 2005.

This section seeks to examine in some detail how an inter governmental organisation steeped in tradition came to put gender at the centre of its agenda; how it has sought to institutionalise gender considerations; and what lessons might be drawn from this experience.

Persistence and Commitment from the Top

The changes in the Commonwealth have not come about overnight. Of course, they have largely been influenced by the agitation of the women's movement in member countries and the mounting global outcry against the oppression of women. As those cries have grown louder, so the Commonwealth's position has grown firmer.

A crucial starting point has been to ensure that these positions are articulated at the highest policy making level of the Commonwealth: the biennial Commonwealth Heads of Government Meetings or CHOGM. The progress which has been made in getting firmer commitments through constantly putting an issue on the CHOGM agenda is illustrated by looking at just one measure: increasing the participation of women in decision making.

- In 1990, Commonwealth Heads of Government committed themselves to "defend and achieve the principle of equality for women so that they may exercise their full and equal rights."
- At their 1993 biennial gathering in Cyprus, Commonwealth Heads of Government "expressed support for the proposal that special measures as appropriate be taken to increase women's positions at all levels of the political and decision making process at the national level and in Commonwealth organisations."
- In Auckland in 1993, Heads of Government endorsed the 1995 Commonwealth Plan of Action on Gender and Development which states: "as a moral and strategic imperative, governments are to ensure women's participation in decision making processes and structures at all levels in local, district, national, regional, and international fora through positive and/or affirmative action."
- The target of one third women in decision making set by ministers in Trinidad and Tobago will now be tabled at the next CHOGM in Edinburgh next year. Lobbying is already under way to ensure that this specific target is endorsed by Heads of Government next year.

A Plan of Action

Central to pinning member countries to concrete action is the Commonwealth Plan of Action on Gender and Development endorsed by Heads of Government in Auckland.

The Plan was developed in response to a request by Ministers Responsible for Women's Affairs at their Fourth Meeting in Cyprus in 1993.

A group of experts comprising representatives from twelve member governments, inter-governmental and non-governmental organisations was convened by the Commonwealth Secretary General to draft the Plan of Action. This was reviewed and endorsed in principle by Heads of Women's Bureau in Malta in June 1995; and then by Ministers Responsible for Women's Affairs in the wings of the Beijing conference in September 1995, before being forwarded to Heads of Government in November that year.

The Plan of Action marks a shift in approach from the previous Women and Development (WID) approach- emphasising "equality of opportunities"- to a Gender and Development (GAD) approach, emphasising "equality of outcomes."

Copies of the Plan of Action are included in the workshop packs. In essence, it consists of fifteen action points for governments centering on strengthening institutional arrangements; the political and human rights of women as well as social and economic empowerment.

The Plan of Action also consists of nine action points for the Commonwealth Secretariat aimed at ensuring its capacity to provide gender and development technical assistance to governments; and at ensuring that gender is integrated into all programmes administered by the Secretariat.

At present in the Commonwealth Secretariat there are no women in the most senior posts of Deputy Secretary General and upwards; women constitute 20 percent of director level posts and 34 percent of middle management professional posts. The Secretariat has adopted an Equal Employment Opportunities Policy aimed at redressing these imbalances.

In his opening address at the Trinidad and Tobago conference, Commonwealth Secretary General Chief Emeka Anyaoku declared that the Secretariat would not "sleep in our search for ways of engendering our programmes." He added that he was

"equally committed to working with governments to accelerate the pace at which the Commonwealth moves to fulfil its agenda on gender equality."

An Institutional Framework

The Commonwealth's institutional framework for advancing gender equality is illustrated in **Figure One**. In summary, it consists of:

At the level of Member Countries

Commonwealth Heads of Government:

CHOGM is the highest decision making body of the Commonwealth. Gender has featured on the agenda of all recent biennial CHOGM's, yielding increasingly forceful statements on the need to advance gender equality.

Ministers Responsible for Women's Affairs:

Although National Women's Machineries in Commonwealth countries take many different forms, in every member country there is a minister or person of equivalent rank responsible for keeping gender concerns on the cabinet agenda. The triennial meetings of these ministers are a key forum for formulating joint strategies.

Heads of Women's Bureaux

The most senior civil servants in charge of NWM meet in advance of ministerial meetings, and, if necessary, on an ad hoc basis. They constitute the key advisory body to ministers.

Expert Groups

May be convened by the Secretary General to provide advice on specific issues: such as the drafting of the Plan of Action on Gender and Development (as described above) or to carry out studies, such as the ground breaking Commonwealth study on the effects of structural adjustment policies on women, which is credited with putting pressure on the World Bank to review its gender policies and practices.

Other Ministerial Gatherings

As part of its commitment to mainstreaming gender, the Commonwealth Secretariat (through its Gender Equality Programme,

and gender units in all its divisions- see below) is attempting to ensure that gender features in all ministerial meetings and pronouncements.

Examples include: consideration by Finance Ministers of a report prepared by the Gender and Youth Affairs Division on integrating gender considerations into macro-economic policy ahead of the IMF and World Bank conference in September, 1996; adoption of the theme "Women and Health" by the Commonwealth Health Minister's meeting in 1995; and the strong support by Commonwealth Law Ministers for measures to combat violence against women- under the theme "Advancing Commonwealth Fundamental Values"- at their meeting last year.

The Secretariat also has the task of monitoring and reporting on participation by women in all Commonwealth conferences and activities, and reporting on this as part of the report on the implementation of the Commonwealth Plan of Action.

At the Level of the Secretariat

The Gender Steering Committee (GSC)

This is a high level, cross divisional committee which reports directly to the Management Committee (comprising deputy secretary generals) and the Secretary General. It comprises directors of all divisions and is chaired by the Deputy Secretary General (Economic and Social Affairs). The Committee meets twice a year to review gender performance reports by divisions.

The Gender Equality Programme

The Gender and Youth Affairs division, which fell under the Economic and Social Affairs programme, has been upgraded to one of four programme areas in the Secretariat under the name "Gender Equality Programme". The other three programme areas are Political, Developmental and Secretariat Governance and Management. Although gender cuts across all these programmes, the elevation of Gender Equality to a programme area underscores the importance now accorded in the Commonwealth to a high level structure within the Secretariat to drive the Commonwealth Plan of Action on Gender and Development.

Gender focal points

Directors in each division have appointed two gender focal points- professional staff trained in gender planning to assist in engendering the work of the divisions. These staff are responsible for promoting and monitoring the advancement of women in the every day activities of the division eg the Export and Industrial Development division has run several workshops for women exporters; the Economic Affairs Division has produced a handbook on Gender and Food Security etc.

Lessons from the Commonwealth experience:

The Commonwealth is still at the beginning of its search for the most effective way of mainstreaming gender considerations in its work. But a few lessons have emerged from the experiences thus far. These may be summarised as the importance of:

- political commitment, and statements to that effect, at the highest level
- a Plan of Action to which all members subscribe
- regular meetings of ministers, officials, experts and NGOs
- directly concerned with gender issues to agree on detailed strategies; share experiences; and identify areas of joint action.
- making sure that gender is put on the agenda of all ministerial meetings and that there is a system in place to initiate and monitor this.
- leading by example within the Secretariat by putting in place institutional mechanisms for ensuring that gender is taken into account in all areas of the Secretariat's work.
- a web of gender structures within the Secretariat with access to the highest level of decision making, and with one strategically based body within the programme structure whose sole task is to promote the Plan of Action on Gender and Development.

Issues for Consideration by SADC Member States

Contextual issues

SADC's Unique Structure

SADC is unique among inter-governmental organisations because of the decentralised structure it has developed for advancing regional co-operation. Briefly the SADC structure is as follows:

The Summit:

At the apex of SADC is the Summit, made up of Heads of State or government, taking the ultimate decisions on the organisation.

The Council of Ministers:

This comprises ministers from each state, usually those responsible for their country's economic planning. The Council advises summit on policy matters and approves SADC policies, strategies and work programmes.

The Standing Committee of Officials:

This comprises senior officials at the level of permanent secretary or an equivalent level who serve as a technical advisory committee to the Council.

Sectoral Committees

SADC has avoided the pitfalls of a large centralised bureaucracy by devolving sectoral responsibility to member states. The Minister representing the sector co-ordinating country chairs the Sectoral Committee of Ministers.

Sector Co-ordinating Units

These are part of the national government which has responsibility for co-ordinating sectors and are staffed by civil servants of the co-ordinating country. They carry out the technical work of the sector and give advice to the Sectoral Committee of Ministers.

Commissions

The SADC Declaration Treaty and Protocol provides for Commissions to be constituted to "guide and co-ordinate co-operation and integration policies and programmes in designated sectoral

areas". Commissions are regional institutions, supported by all member states, whereas sector co-ordinating units are part of national governments. Two commissions have so far been established in SADC priority areas. These are: The Southern African Centre for Co-operation in Agricultural Research (SACCAR) and the Southern African Transport and Communications Commission (SATCC).

The Secretariat:

Is a lean structure, which works closely with the sector co-ordinating units in the strategic planning and management of SADC programmes. The Secretariat is led by the Executive Secretary. Officers within the Secretariat are assigned to liaise with specific sectors.

The Tribunal:

This is still being established. Its task will be to ensure adherence to the SADC Treaty and subsidiary instruments.

Discussions on Gender in SADC to date:

These may be summarised as:

- In 1990, the Council of Ministers took a decision to give priority to gender and development. They commissioned a study on the situation of women in the region. This study has not been widely disseminated.
- SADC appointed a person within the Secretariat who, among other responsibilities, advises the Executive Secretary on gender issues.
- Sectoral teams have received gender training through the UNIFEM SADC Gender Programme.
- In July, 1994, some 80 representatives from 11 SADC countries met in Windhoek to review the situation of women in Southern Africa, and make an input into the African Platform for Action, in preparation for the Beijing conference.
- Gender issues were also discussed extensively at the SADC Social Development Conference in March 1995. The conference recommended the establishment of a sector on Gender and Development.
- A post Beijing conference was held in Gaborone from 27 to 30 November, 1995. A task force was constituted to draft

- a regional Plan of Action with Botswana as Secretariat.
- A follow up meeting to the post-Beijing conference was held in Gaborone in May, 1996. The meeting:
 - a. identified a Prioritised Sub Regional Plan of Action (see conference report).
 - b. renamed the Task Force the Advisory Committee, consisting of one government official and one NGO representative from each country.
 - c. established a Standing Management Committee consisting of three countries (Zimbabwe, Botswana and Namibia) with one country (Botswana) as focal point. The term of office of the Standing Management Committee is until November 1998.
 - d. agreed to engage a consultant to: review the structure of SADC, its policies and programmes, to determine how gender responsive they are; recommend what kind of institutional arrangements would be most appropriate to co-ordinate gender in SADC; revise SADC linkages and relationship to national gender machineries and recommend improvements; review the effectiveness of national gender machineries in the sub-region and recommend ways to improve them. The report was to be presented to the Council of Ministers meeting in 1997.

This workshop has sought to explore the above issues in preparation for the Council of Minister's meeting. What remains is to recommend more precisely what institutional mechanisms the Advisory Committee considers "most appropriate to co-ordinate gender in SADC". The following are some issues for consideration:

Some specific questions

QUESTION ONE: HOW CAN WE ENSURE THAT GENDER IS DRAWN TO THE ATTENTION OF THE SUMMIT?

The experience of other inter-governmental organisations suggests that the starting point for establishing mechanisms is to get the issue high on the agenda of the most powerful body: in the case of SADC, the Summit.

Each year SADC has a theme. This year the theme is "Produc-

tivity- Key to Sustainable Development in SADC". The theme document recommends that the SADC Productivity Movement be heralded by a "Declaration of Heads of State" at their next summit. Could a similar route be used to get Gender and Development on the Agenda? Are there other routes?

QUESTION TWO: SHOULD GENDER BE DESIGNATED AS AN 'AREA OF CO-OPERATION' IN SADC? WOULD IT BE DESIRABLE TO HAVE A PROTOCOL ON GENDER AND DEVELOPMENT?

The work of SADC is divided along sectoral lines. While gender cuts across all sectors, there may be a need, as we have seen from other examples, for it to be given a distinct recognition, in order for institutional arrangements to follow.

For gender to be recognised as a sector, it would need to feature as an "Area of Co-operation" under Article 21 (3) of the Treaty. Article 36 provides for amendments to the treaty, to be adopted by a decision of three quarters of all members of the summit.

There are precedents to "areas of co-operation" being added to SADC; for example, the new sector on politics, diplomacy, international relations, peace and security.

Article 22 provides that "member states shall conclude such Protocols as may be necessary in each area of co-operation, which shall spell out the mechanisms and scope of, and the institutional mechanisms for, co-operation and integration". Protocols have now been developed in a number of areas, including trade, investment, energy, transport etc.

QUESTION THREE: WHAT IS THE MOST APPROPRIATE CO-ORDINATING STRUCTURE FOR GENDER IN SADC? HOW CAN A PARTNERSHIP BETWEEN GOVERNMENT AND CIVIL SOCIETY BE GUARANTEED?

If gender is designated as a sector, there would be two options for a co-ordinating structure under current SADC arrangements:

- A Sectoral Unit, based in the ministry of the member country which co-ordinates the sector, and reporting to the Sectoral Committee of Ministers, chaired by the Minister

from the co-ordinating country. The unit and ministers would be advised by officials from National Women's Machineries, who would meet ahead of ministerial meetings.

- A Commission: As described above, this is different from a Sectoral Unit in that it is supported by all member countries, although the minister from the country in which the commission is based chairs meetings of his or her colleagues in that sector. The advantage of a commission over a unit is that where member countries have not thrown their weight behind a unit or provided it with adequate resources, such units have been weak. However, there are presently only two commissions in SADC. Lobbying for a commission could be arduous.

It should be emphasised that the above arrangements, which derive from Gender and Development being a sector, are by no means the only route to go. In the case of productivity, which is a cross cutting issue, SADC is suggesting a SADC Productivity Forum, which would meet annually, and bring together all stakeholders (eg unions, business, co-operating partners etc). This would be supported by a task force, dealing directly with the Standing Committee of Senior Officials, and assisted by a productivity unit in the Secretariat. It is recommended that there be special summits on productivity every two years.

QUESTION FOUR: WHAT ARE THE MOST APPROPRIATE MECHANISMS FOR INTEGRATING GENDER INTO THE WORK OF ALL SECTORS AND COMMISSIONS, AS WELL AS CO-ORDINATING AND MONITORING THEIR PERFORMANCE?

In creating a co-ordinating structure, it is important that this not become an excuse for marginalising gender. Sector officials have received gender training. Is this sufficient? Do we need gender structures in each sector and commission? How would these be co-ordinated? Would they meet with officials from National Women's Machineries ahead of ministerial meetings on gender and development? How would one ensure that gender features at all ministerial meetings?

QUESTION FIVE: WHAT INSTITUTIONAL ARRANGEMENTS ARE DESIRABLE WITHIN THE SADC SECRETARIAT FOR ADVANCING GENDER EQUALITY?

The experience elsewhere is that Secretariats of inter-governmental organisations have an important role to play in leading by example and driving sub-regional plans of action for advancing gender equality. Is the current capacity in the SADC Secretariat sufficient in this area? If not, what arrangements might be proposed?

Conclusion

The answers to all these questions are not simple, nor are they likely to be perfect. Every inter-governmental organisation is grappling to find the most efficient and effective ways of giving substance to verbal commitments to gender equality. When that is achieved, these institutional mechanisms will become redundant. Until then, we must strive for the best we can muster.

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