PREFACE

Beyond Inequalities, a series of publications profiling the status of women in southern Africa, has played a significant role in contributing to knowledge on the role of men and women in development in the region, and the efforts being made at mainstreaming gender-equality concerns at all levels. The first set of profiles, presenting the situation of men and women in 12 SADC countries, were published between 1998 and 2000. This new *Beyond Inequalities* series is an update on the status of women, in the context of the dynamic changes, new challenges, setbacks and opportunities that have occurred in the last few years, particularly since publication of the first series.

The analysis of the status of women in SADC is located within some important frameworks, chief amongst them being the Beijing Declaration and Platform for Action (BDPFA), resulting from the United Nations Fourth World Conference on Women held in Beijing, China, and the 1997 SADC Declaration on Gender and Development, including the 1998 Addendum on the Prevention and Eradication of Violence Against Women and Children. The region has experienced rapid socio-economic and political shifts, and the focus is increasingly geared towards ensuring that the region accelerates efforts towards economic emancipation. Thus, key developments such as the New Partnership for Africa's Development (NEPAD), and the Millennium Development Goals (MDGs) in particular, identify new benchmarks and targets for governments to achieve in order to realise human development and, by extension, equality of opportunities and outcomes for all.

This is a significant time in southern Africa and beyond, in that it is the eve of the end of the decade for achieving women's full equality in line with the BDPFA. The milestones can be identified in the region's response to the challenges of policy, institutional and legislative developments. Twelve SADC member states now have gender/women's empowerment policies in place; Swaziland and Mozambique's policy development processes are at an advanced stage. All countries identified critical areas of concern from the BDPFA, and it is significant that a majority identified issues of women's health (later including HIV and AIDS), economic empowerment and education as key areas for targeted action. In the political arena, there is a slow but upward trend of women occupying seats of power in SADC, particularly in politics, where representation in the legislatures rose from an average of 17 percent to almost 20 percent in the last five years and continues to rise toward SADC's 30 percent target, which has been surpassed in some countries, notably South Africa where 43 percent of the cabinet are women.

There have been advances in legislation, particularly on issues of sexual and domestic violence, with some countries widening the definition of rape to include marital rape, and tightening remedies for survivors of domestic violence to include removal of the abuser from the home. All SADC countries have now ratified the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), and all have adopted, but few have ratified, the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa.

University of Western Cape Gender Equity Unit

The Gender Equity Unit (GEU) has been based at the University of the Western Cape (UWC) since its establishment in 1993. Its goals are to develop a statistical profile of the gender composition of the workplace at UWC; analyse the position of women on campus in all aspects of university life, including decision-making structures, appointments, promotions, research and teaching; study the achievements and access of female students to university programmes and develop a curriculum on women and gender for the under-, and postgraduate levels. The GEU runs mentoring programmes such as the writing and publishing programme for women.

University of the Witwatersrand Centre for Applied Legal Studies

The Gender Research Project (GRP) of the Centre for Applied Legal Studies was formed in 1992 within University of the Witwatersrand. The GRP seeks to promote gender equality and social justice for women and men, with a particular focus on disadvantaged women. The project specializes in legal and socio-legal research in a number of areas of law and human rights, including constitutional issues, customary law, reproductive rights, employment, and family law, access to justice, violence against women, HIV and AIDS, policy processes and the political participation of women. The GRP produces quality research, which enables South Africans to participate effectively in policy-making and law reform, as well as the development of the legal and constitutional frameworks to shape these processes and their products.

Institutional structures such as gender/women's ministries, departments, units, and gender desks, were put in place or their mandates expanded to take on the challenge of implementing the ambitious plans to achieve full equality between men and women, and in particular women's empowerment. The SADC Gender Unit, by virtue of the restructuring exercise of the institution, has also been integrated into the Department of Strategic Planning, Gender and Policy Harmonisation to ensure it continues to play a pivotal role in facilitating gender mainstreaming. Most of these structures, however, are inadequately resourced and skilled, and thus remain relatively weak and unable to implement gender policies and plans adequately; this has largely limited the effectiveness of post-Beijing plans and initiatives. Gender and/or women's empowerment groups continue to play a role in bridging this implementation divide, and are influential in the policy and programmatic arenas, although they face their own challenges.

Whilst milestones have been achieved, there have been setbacks, and new issues have emerged. Some of the greatest threats to human, and in particular women's development, are HIV and AIDS and other communicable diseases such as malaria and tuberculosis. There are an estimated 14 million HIV-infected people in the SADC region, representing approximately 37 percent of the global total; women and girls being the hardest hit as both the infected and affected. The pandemic has placed a heavy toll on women's labour through increased unpaid care work, as well as further compromising their sexuality rights by virtue of the imbalance of power intersecting with negative cultural beliefs and practices socially and in intimate relationships. The current *Beyond Inequalities* series seeks to highlight some of these issues, and women's coping mechanisms, as well as government and other stakeholder responses.

Although there is now an acknowledgment that HIV and AIDS are development challenges, their gender dimension and links to human rights remain a challenge. The SADC Declaration on HIV and AIDS adopted in July 2003, places a premium on increasing access to treatment and awareness, and, to some extent recognises gender as a key variable. Resource allocation to address the multi-dimensional nature of the pandemic remains weak in most countries and very few countries in SADC are close to reaching the target of universal access to treatment, though some have targeted programmes for pregnant women to prevent parent-to-child transmission.

Poverty remains high, with 40 percent of the population in SADC living in extreme poverty. The SADC Executive Secretary recently observed that poverty reduction strategies employed by governments in the region are trailing behind in terms of meeting the benchmarks set by the MDGs, to halve poverty by 2015. In fact, SADC economies have generally experienced slow growth in recent years, with few exceptions. The average growth rate of 3.23 percent in 2002 falls below half of the seven percent target growth rate set in the MDGs, if poverty and other development indicators are to be effectively addressed in the next few years. A compromised economic outlook and high poverty hits the most vulnerable hardest, in this case women and children, with a corresponding negative impact on their ability to meet their most basic needs. Ten years after the Beijing Conference, poverty remains one of the biggest challenges in the region.

The *Beyond Inequalities* series has been updated based on the conviction (highlighted in the last series) that information is a strategic

resource for socio-economic development. Information can catalyse development, and unless the players have access to reliable information on the complexities and nature of gender relations and how they intersect with development, effective response and the process of positive change will remain slow, and ineffective. The profiles thus identify issues, challenges, limitations and opportunities for accelerating the pace to achieve gender-equality in SADC, through identifying the roles of men and women, their relationships to economic, political and social resources to achieve the highest level of human development.

The series, including this update, was conceptualised and has been implemented by SARDC WIDSAA, in collaboration with partners at national level. WIDSAA aims to contribute to the improvement of the status of women in the SADC region, through awareness-building and collecting, documenting and disseminating relevant, timely, quality and current information to a range of strategic stakeholders. In particular, the information is targeted to policy makers, researchers, media, co-operating partners, development agencies, and the non-governmental sector.

To update this set of *Beyond Inequalities* profiles, a concept paper was developed and shared with partners in SADC countries for comments and critique. The concept paper outlined the rationale and methodology for approaching the updating exercise. This was followed by terms of reference for partner organisations to co-ordinate the research and writing of the profiles, which also included guidelines on style and presentation of the drafts by the researchers.

Each partner organisation identified a multi-disciplinary team of researchers to conduct the work on the profiles. This was coupled with a survey of the previous *Beyond Inequalities* series to determine the nature and extent of access and utilisation, in order to enrich the updating exercise and provide pointers towards a more effective dissemination strategy. The drafts were reviewed by individuals and at annual partners meetings where the researchers presented their initial or working drafts to a group of 25-30 people for critique. This was preceded by a Gender Reference Group meeting to review the drafts and provide guidance on content, methodology and management of the updating exercise.

The partner organisations and researchers held validation workshops with national stakeholders, and some constituted working committees that provided input at various stages of development of the drafts. The methodology for production of the profiles was thus a participatory one, to ensure wide ownership and participation in the process of development and production.

The profiles are all similarly presented in four parts. Part I gives a situational analysis, Part II provides information on achievements and constraints in the context of policies and programmes, and Part III discusses the way forward. Part IV contains references and a bibliography of materials used. Annexes follow at the end of the publication.

Many challenges lie ahead. Ten years of working on achieving gender-equality after Beijing has produced mixed results, with a rollback of some gains made. This *Beyond Inequalities* series gives current insights and perspectives on achievements, gaps and the way forward, as well as areas where opportunities can be found for revitalising processes or finding new direction. The focus of the next decade is on delivery of policies and programmes, and the *Beyond Inequalities* series provides information on what has worked and what has not, and what can be strengthened or abandoned as gender activists in SADC shape an agenda for the future.

SARDC

The Southern African Research and Documentation Centre (SARDC) is an independent regional information resource centre, which seeks to enhance the effectiveness of key development processes in the SADC region through the collection, production and dissemination of information, and enabling the capacity to generate and use information. SARDC has five main areas of focus, which are pursued by separate specialist departments for environment and water resources, gender, democracy and governance, regional economic development, and human development. SARDC has offices in Harare and Maputo and partners in all SADC member states. Founding Patron was the late *Mwalimu* Julius Nyerere.

WIDSAA

Women In Development Southern Africa Awareness (WIDSAA) is the gender programme of SARDC. The programme was established in 1994 to serve as a catalyst and information service to the SADC region's governments, parliaments, NGOs and agencies, the media and the public in the formulation of policy affecting women. WIDSAA's objective is for SADC women to be empowered and advanced, and structures engendered to realise equality and equity.

HIVOS

The Humanist Institute for Co-operation with Developing Countries (HIVOS) is a Dutch non-governmental organisation, which operates on the basis of humanistic values. HIVOS aims to contribute towards a free, just, and sustainable world. The organisation is committed to the poor and marginalised and to organisations with similar interests in countries in the South, including Africa, central Asia and southeast Europe. Sustainable improvement of their situation is the ultimate benchmark for HIVOS' work. An important cornerstone is strengthening of the position of women in society.

National Policy for Women's Empowerment and Gender Equality, 2000 **Box 1**

Principles
South Africa's definition and goals towards achieving gender equality are guided by a vision of human rights, which incorporates acceptance of equal inalienable rights of women and men. This idea is a fundamental tenet under the Bill of Rights of The Constitution of the Republic of South Africa, 1996 (Act 108 of 1996). It emerged from a long period of struggle for a democratic society that respects and promotes the rights of all its citizens irrespective of race, gender, class, age, disability, etc. (Bill of Rights, Section 9.1 to 9.4).

Goals
- To ensure that there is equality of all persons by eliminating sexism and racism in the Constitution of South Africa. Women's rights must be seen as human rights.
- To ensure that customary, cultural and religious practices are subjected to equality by changing policies that have hindered women's access to basic needs, the economy and decision-making.
- To ensure that appropriate training to improve knowledge, skills and attitudes in gender analysis and gender equality is provided to all policy-makers and strategic and operational managers.

Focus
- Development of a National Policy Framework by reviewing existing policies and institutionalising women's empowerment and gender equality in line department.
- Development of a Gender Mainstreaming Strategy.
- Adoption of a National Policy Framework and receipt of ministerial commitment.
- Development of Provincial Gender Action Plans and Gender Mainstreaming Strategies.

Priority areas
- Violence;
- Poverty;
- Health;
- Education;
- Economic empowerment;
- Institutional mechanisms; and
- Decision-making.

Implementation
Co-ordinating body**:** Office on The Status of Women

Other stakeholders
Government ministries and agencies, including NGOs, CBOs, private sector and donor communities.

Source Extracts from South Africa's National Policy Framework for Women's Empowerment and Gender Equality, OSW, 2000 and South Africa's first progress report on the Beijing Platform for Action, 2002.

CONTENTS

PREFACE v
CONTENTS ix
List of Tables, Figures and Boxes xi
ACKNOWLEDGEMENTS xii
ACRONYMS xiii
SOUTH AFRICA DEVELOPMENT INDICATORS xv
MAP of SOUTH AFRICA xvi

INTRODUCTION 1
Objectives 1
Significance of the profile 1
Methodology 2
Theoretical perspective 2
Outline of the profile 2

PART I SITUATION ANALYSIS 3
Background and national context 3
Gender milestones 4
Regional agreements 4
International instruments 5
Millennium Development Goals 5
Politics and Decision-Making 5
Women in parliament and cabinet 6
Provincial legislatures 7
Economy 9
Women and employment 9
Formal employment 11
Part time, casual and seasonal workers 15
Self-employment and small, micro and medium enterprises 15
Access to economic resources 16
Women's unpaid labour 17
Mining industry 18
Women, clothing and textiles 19
Women and agriculture 19
Access to land 21
Women with disabilities 22
Education 22
Education status and trends 22
Women as educators 24
Adult basic education 25
Literacy rates 26
Culture and Religion 26
Poverty 27
Older women and poverty 28
Female-headed households 29
Women and public works 29
Access to basic services 30
Health 32
Health care 33
Reproductive health 34
Abortion 37
Infant and child mortality rate 37
Immunisation coverage of the girl-child 38
HIV and AIDS 38
Sexually Transmitted Infections 40
Access to medical aid 41
Violence Against Women 41
Rape 41
Femicide 42
Domestic violence 42
Coercive sex 42
Gender violence, HIV and AIDS 42
Media 43
Portrayal of women 43

Women as sources of news	43
Women's voices	43
Women in the media industry	44
Information Communication Technologies	**45**
Environment	**45**
PART II POLICIES AND PROGRAMMES	**47**
International Policy Frameworks	**47**
National Policy Frameworks	**48**
Policy Implementation	**49**
The national framework	49
Gender policy framework	50
Office on the Status of Women	50
Departmental Focal Points/ Gender Equity Units	50
Local government machineries	51
Joint Monitoring Committee	51
Commission for Gender Equality	51
Challenges on mainstreaming gender	51
Human Rights of Women	**53**
Politics and Decision-making	**56**
Economy	**58**
Employment	58
Trade	59
Poverty	**60**
Poverty alleviation initiatives	60
Social Services	**66**
Housing	66
Clean and safe water	67
Land	**67**
Environment	**69**
Health	**70**
HIV and AIDS	**71**
Social Welfare	**73**
Violence	73
Sexual harassment	74
Child prostitution	75
Trafficking in women and girls	76
Education	**76**
Legislative framework	76
Increasing access and opportunities	76
PART III THE WAY FOWARD	**79**
Priorities for Future Action	**79**
National Gender Machinery	79
Implementation of legal instruments	79
Decision-making	80
Local level governance	81
Economy	81
Measures to end poverty	81
Enabling ownership of land by women	82
Access to financial resources	82
Education	83
Measures to end violence against women	83
Gender and media	83
Information Communication Technologies	83
Challenges	**84**
Conclusion	**84**
PART IV REFERENCES AND BIBLIOGRAPHY	**85**
Endnotes	85
Bibliography	89
APPENDIX	**94**
1 SADC Declaration on Gender and Development	94
2 List of National Partners and Contacts in SADC Member States	95
3 Names of People Who Provided Information for Various Sections of the Draft and Validated the Manuscript	96

List of Tables, Figures and Boxes

Tables

1 Representation of Women in Parliament, 1994-2004 7
2 Women in Provincial Legislatures 7
3 Employment by Race and Gender, 2003 9
4 Employment Status by Race and Gender, 1996 and 2003 9
5 Occupation by Race and Gender, 2003 10
6 Occupation by Race and Gender, 1995 and 2003 10
7 Employment and Unemployment by Race and Gender, 2003 12
8 Number of Senior Managers per Race Groups 12
9 Income by Race and Gender 2003 14
10 Access to Economic Resources for 2001 by Sex 17
11 Highest Level of Education by Sex among those Aged 20 and Over 23
12 Degrees by Field, Race and Gender, 2003 23
13 Comparison of Tertiary Level Education by Sex 24
14 Share of Population Receiving State Pensions and Social Grants, 1996 and 2003 28
15 Beneficiaries of Old Age Grant by Sex and Province, October 2003 28
16 Elderly Population qualifying for the grant by Age Group and Sex, 2001 29
17 Gender Disaggregation of Jobs in a Public Works Programme 30
18 Access to Basic Infrastructure, 1996 and 2003 30
19 Distance of Urban Subsidised Housing from Amenities, 2003 31
20 Housing by Type, 1996 and 2003 32
21 Access to Services by Sex of Head of Household 32
22 Estimated HIV Prevalence among South Africans by Age, 2003 38
23 Estimated HIV Prevalence among Antenatal Clinic Attendees by Age, 2001-2003 39
24 Important Legislation Impacting on Women's Lives 55
25 Legislation Having Unintended Consequences from a Gender Perspective 56
26 Programmes for Income Generation to Alleviate Poverty among Women 65
27 Legislative Framework for Education 76

Figures

1 Women's Occupations by Age, 2003 11
2 Industry and Incomes by Race and Gender, 2003 11
3 Union Memberships by Industry and Gender, 2003 14
4 Seasonal Workers by Gender, 2000 and 2003 15
5 Casual Workers by Gender, 2000 and 2003 15
6 Permanent Workers by Gender, 2000 and 2003 15
7 Percentage of Male and Female Graduates by Subject, 2002 25
8 National Gender Machinery Facilitating Bodies 53

Boxes

1 National Policy for Women's Empowerment and Gender Equality, 2000 viii
2 We are proud of the progress, although so much still remains to be done – Mbeki 4
3 South Africa has a woman deputy president 6
4 Private sector still dominated by men 13
5 Mbeki pledges to address economic empowerment of women 13
6 Addressing the impact of HIV and AIDS on women and children 40
7 Millennium Development Goals 46
8 Gender Audit findings 52
9 Best practices from South African Courts 57