

Today nearly one in two people on the African continent survives on less than US\$1 a day. Between 1987 and 1998, the number of poor people increased from 217 million to 290 million. Of these poor, 80% are estimated to be women. In Sub-Saharan Africa, women comprise 60% of the informal sector (including informal trade), provide about 7% of the total agricultural labour, and produce about 90% of the food (World Bank, 2000). Yet these women lack equal access to health, education, finance and other essential resources.

– ADB/ECA Symposium on Gender, Growth and Sustainable Development, May 2004, Kampala, Uganda

Regional Profile

Africa: Struggling to Meet Targets

The UNDP Human Development Report 2004 shows that most Sub-Saharan African countries are among the medium to low development groups. In Sub-Saharan Africa, it has been projected that only eight countries may be able to halve extreme poverty by 2015, a Millennium Development Goal (MDG). Progress on non-income poverty goals has been considerably slower.

In the Southern Africa Development Community (SADC) region alone, about 76 million people are estimated to be living in extreme poverty and there are acute food shortages affecting 6 million people in six countries in the region. Outside this region, conflicts have significantly contributed to undermining development efforts, and a disproportionate number of women and children have been caught up in these, as in Sierra Leone in the 1990s.

Six Commonwealth African countries have attained more than 20% of women in parliaments, with South Africa leading with 32.4%, Mozambique 30%, Seychelles 29.4%, closely followed by Namibia and Uganda at 26.4% and 24.7%. Only five Commonwealth African countries have less than 10%. There are more women decision-makers in Commonwealth African countries (50% at local government, executive and managerial levels) than in other regions.

Priorities for Action

Country analyses clearly show women's poverty, and economic empowerment and participation as being the top concerns for the region. Other priority areas are: education and training of women, women in power and decision-making, violence against women, women's human rights, women's health, HIV/AIDS, the girl-child and strengthening institutional mechanisms for the advancement of women. Mozambique and Sierra Leone, emerging out of past conflicts rated peace, women and armed conflict as their priorities.

If current economic trends persist, the number of people living in absolute poverty is expected to increase by 2015

rather than decline by half as called for in the Millennium Declaration. *The World Bank Global Monitoring Report of 2004* indicates that the least progress has been made in child and maternal mortality, and in improving access to safe water and sanitation. In hardly any region are those goals likely to be met by 2015 though there seems to be more progress in the area of gender parity in education especially at the primary level – partly as a result of prioritisation by most African countries of the girl-child and access to education, and the introduction of free or subsidised primary and secondary schooling policies.

Between 1997 and 2002, 24 of 46 Sub-Saharan African countries – representing 53% of the region's population – experienced positive per capita growth. GDP growth in Africa has averaged 3% a year over the past decade and was expected to be over 4% in 2004. Some countries, following either successful political and economic reforms or increased production, or emerging from recent conflicts, have registered high rates of growth. Mauritius, United Republic of Tanzania and Zambia averaged 5% growth and Mozambique, with years of conflict ended, approximately 14%.

Many Sub-Saharan African countries, however, continue to have lower growth rates than required to meet poverty eradication and other social development targets. Many countries are facing negative fiscal balances and high levels of indebtedness. There is negligible foreign direct investment (FDI) at approximately 1% of GDP which accounts for only 2.1% of foreign direct investment going to all developing countries.

HIV/AIDS Threat

Sub-Saharan Africa has only 10% of the world's population yet it accounts for nearly 70% of the world's HIV and AIDS cases estimated at 42 million infected people – of which more than 28.2 million are found in Southern Africa.

The pandemic is generalised in nearly

Box 5.1: On the Frontline of Risk

Young people today constitute one of the groups with the highest risk of exposure to HIV/AIDS and with the highest infection rates. According to UNAIDS, almost 7,000 young people are newly infected with HIV daily.

Southern African and Eastern African Sentinel Surveillance, Health Demographic Surveys and UNAIDS 2003 Reports state that 'youth' – defined internationally as being between the ages of 15 and 24 – possess some of the following attributes and/or characteristics in terms of the epidemiology of HIV/AIDS:

- They are the leading group for prevalence of HIV/AIDS – as high as 40% in some countries;
- As many as 50% of female teenagers become pregnant within this age group;
- A ratio of between 2:1 and 5:1 of female to male infection rates;
- Inter-generational sexual relationships, especially with young females, contribute to the higher incidence in female youth relative to their male peers;
- Relatively higher awareness of HIV/AIDS;
- Lower education status and attainment levels;
- High poverty levels in economies with an average per capita income of about US\$300;
- High rates of sexually transmitted infections;
- Low or poor availability of sexual and reproductive health services;
- Lack of access to and poor youth-friendly services.

These and various related factors – including the policy environment, service delivery infrastructure, human resource situations, cultural and traditional factors, stigma and discrimination, and uncertain legal environment – all contribute towards what is considered to be currently a worsening HIV/AIDS pandemic.

every country in the region. Six Southern African countries (Botswana, Lesotho, Namibia, South Africa, Swaziland and Zambia) have adult prevalence rates above 20%. Around one in three adults in Botswana, Lesotho and Swaziland are infected; the rate in South Africa, Namibia and Swaziland, is about one in five. Nigeria and Mozambique have over 3.5 million and 1.1 million adults and children living with AIDS respectively.

HIV/AIDS, together with malaria and tuberculosis, are reversing development gains in all areas, intersecting with the challenges of poverty, food insecurity and limited institutional capacity to deliver essential public services. It is estimated that by 2020, the hardest hit African countries could lose a quarter of their work forces to HIV/AIDS. Highest infection rates are among people who should be in their prime – in the 15–45 age group. In many countries, life expectancy has fallen dramatically – for example from 59 years in 1990 to 39 years in 2000 among women in Botswana; in Lesotho the decline is from 59 to 44.

The HIV/AIDS pandemic has worsened economic performance. The disease has been described as not just a 'continuing threat to the region's human development performance – HIV/AIDS represents the 'greatest shock to development.'

Growth and Sustainable Development: Closing the Gender Gap

Accelerating economic growth is central to meeting the MDGs. The link between economic growth and income poverty is particularly strong, but growth is also an important determinant of human development outcomes. In order to attain and sustain such growth, Commonwealth Africa will have to implement substantial policy and institutional reforms in areas such as the regulatory and institutional framework for private sector activity, better infrastructure and better governance and accountability.

Political commitment is directly linked to better implementation and resources. These issues are emphasised in the vision of the New Partnership for Africa's

Development (NEPAD) and many countries are now putting into place the relevant policies. A large majority of countries are also moving towards gender mainstreaming.

The 2003/2004 Commonwealth Survey shows that women in Commonwealth African countries have by and large been pushed deeper into poverty in the last decade. They have borne the brunt of the social, economic and poverty impacts of HIV/AIDS – 58% of those infected are women; and girls between the ages of 15 and 19 are five times more likely to get infected than young men. SADC comments that the disproportionate impact is exacerbated by inequalities perpetuated by women's 'subordinate legal status, obsolete cultural beliefs, traditional attitudes and practices', as well as inability to negotiate safe sex and lack of sexual rights.

African societies are strongly patriarchal. This is a factor which profoundly affects gender relations in virtually every sphere of activity, notably decision-making, educational access, health status and access to and control of resources. Women's rights are limited; for the most part, they require permission from spouses and community leaders to enter politics, and there are barriers to their owning and disposing of property.

Many countries have reported high levels of gender-based domestic violence. Early marriage, female genital mutilation

in some communities, as well as customary and religious laws which negate formal law and constitutional rights, contribute to the under-education of girls and to their disinheritance. In turn, this leads to the maintenance of the traditionally perceived women's role as home-makers and to the promotion of the cycle of low-income, low-status work among women. The invisibility and marginalisation of women follows.

Given their gender roles in African society, other factors also impact on women disproportionately. Most countries have a clause on equal human rights enshrined in their Constitutions and have ratified international and regional conventions that mandate gender equality/equity. However, discriminatory legal frameworks and customary practices have worked against this objective. In some cases, even where the laws exist to protect and promote gender equality, they are rendered ineffective by religious practices and customary law or by administrative practices that lack a gender perspective. Sometimes, the co-existence of two or three justice systems works against women. Weak political will in relation to implementation is also common.

Land is a key productive resource and arable agriculture is an important activity that employs over 70–80% of the sub-region's population – the majority of whom are women. In spite of this, Africa

In Africa, women have their say – and efforts are being made to encourage more women to stand for election

is a net importer of food. Among the reasons for low output, especially in subsistence and rural agricultural sectors, are generally weak land tenure policies and land administration systems. Women food producers are rarely able to make decisions about the land and have little access to credit facilities. Loss of genetic biodiversity, insufficient levels of agricultural inputs and technology, natural disasters, inadequate control and containment of plant diseases and pests, as well as the impact of HIV and AIDS also contribute to low output.

According to the recent *ECOWAS Gender Policy Report (2003)*, a gender gap in economic activity exists in member countries, with Ghana showing the smallest disparity. In most cases, agriculture is the principal activity for men and women; while services are the secondary field. However the percentage of women engaged in agriculture tends to be higher than that of men; while the proportion of men engaged in industries is usually higher than is the case for women. Moreover a sectoral shift, notably from agriculture to services, has occurred between 1980 and 1990. Women are often found in the informal economy and subsistence agriculture. The average wage for women is 33% of the average male wage in the informal sector. In addition, the average wage in the informal sector is estimated at only one-sixth of that of the formal sector.

There have, however, been positive efforts in conflict resolution and a growing role for women in it. The region is steadily shifting towards greater effort at economic emancipation and maintenance of peace. There is also growing interest in and closer scrutiny of governance processes, and a keen interest in electoral democracy, with efforts aimed at enfranchising citizens with the fostering of transparent and accountable elections. All promise to have some impact on the empowerment of women.



Platforms for Gender Equality

One of the major gaps highlighted during Africa's mid-decade review of the Beijing Platform for Action (Beijing +5) in 1999 was the persistence of gender biases in national development policies and programmes. Although gender mainstreaming is one of the major strategies recommended by the Beijing Platform for Action, governments and other stakeholders had not made it a priority. Ministries responsible for women's/gender affairs continue to be seen as solely responsible for the achievement of gender equality.

Efforts to achieve gender equality and sustainable pro-poor development in Africa have been influenced by the 1994 African Platform for Action, whose cardinal principle is integration of gender perspectives in all policies, plans and actions directed towards the achievement of equality, development and peace. A number of significant policy shifts and practices are being taken to address these challenges, including regional integration initiatives have been taken.

African Union

The African Union, charged with spearheading the continent's rapid

integration and sustainable development, has established an Office of the Department of Women, Gender and Development which promotes gender equality and women's empowerment issues in the region.

The Union took a landmark decision in 2004 when it adopted a new target for women at all levels of decision-making – an increase from 30% to 50%. It also nominated a woman as the first Chair of the African Parliament. On 11 July 2003, the Union adopted the Protocol on the Rights of Women in Africa, a supplementary protocol to the African Charter on Human and Peoples' Rights, which was adopted in 1981. For the first time in international law, the reproductive right of women to medical abortion when pregnancy results from rape or incest or when the continuation of pregnancy endangers the health or life of the mother is explicitly set out. In another first, the Protocol explicitly calls for the legal prohibition of female genital mutilation.

The Protocol also calls for an end to all forms of violence against women, including unwanted or forced sex, endorses affirmative action to promote the equal participation of women, including equal representation in elected office, and calls for the equal representation of women in the judiciary

Box 5.2: Gender Mainstreaming in the Sierra Leone PRSP

The 2003 Human Development Report ranks Sierra Leone as the poorest country in the world with about 80% of the population living in abject poverty that has been exacerbated by a decade of armed conflict. Women represent 51.3% of the population.

The literacy rate for women is 20% and 40% for men. Primary school enrolment for girls is 38% as against 52% for boys. Sierra Leone had the highest maternal mortality rate (1,800 per 100,000 live births), infant mortality rate (170 per 1,000 live births) and under-five mortality rate (286 per 1,000 live births) in 1998¹. Fifty-four per cent of women of child-bearing age are unaware of HIV/AIDS.

Working closely with the Gender Section, the Governance and Institutional Development Division (GIDD) of the Commonwealth Secretariat provided the Sierra Leone Government with a gender expert to assist in mainstreaming gender in the Poverty Reduction Strategy Paper (PRSP). The following initiatives were undertaken:

- Poverty reduction sector working committees were established to provide technical gender expertise in the various sectors, and to draft the sectoral/thematic sections of the PRSP. The committees comprised representatives of the Ministry of Social Welfare, Gender and Children's Affairs as well as women's groups and women NGOs. A Social Sector Working Group (Health, Education and Youth) meeting was held from 27–29 October 2003;
- A series of three-day workshops was organised for members of sector working groups, stakeholders at the three provincial districts of Bo, Makeni and Kenema, and line Ministries' gender focal points, with the overall objective of enhancing the capacity of key stakeholders in the gender planning skills necessary for mainstreaming gender in the Sierra Leone PRSP;
- A three-day training workshop was conducted to enhance the capacity of the National Strategic Planning and Action Process Technical Committee in gender-sensitive Focus Group discussions, Participatory Poverty Assessments and Risk and Vulnerability Assessments;
- A series of gender-sensitisation programmes was held to raise awareness of policy-makers, political leaders, local and community groups, NGOs, civil society and private sector.

Way forward

Because disparities persist in men's and women's access to and control of human, economic and social assets, engendering the PRSP will increase economic growth and increases the effectiveness of poverty eradication efforts in Sierra Leone.

¹ *The 2000 Sierra Leone Multiple Indicator Cluster Survey-2 (MICS2)*

and law enforcement agencies as an integral part of equal protection and benefit under the law. Articulating the right to peace, the Protocol recognises the right of women to participate in the promotion and maintenance of peace.

The broad range of economic and social welfare rights for women set out in the Protocol includes the right to equal pay for equal work, and the right to adequate and paid maternity leave in both private and public sectors. It specifically recognises the rights of particularly vulnerable groups of women – including widows, elderly women, disabled women and women in distress, which includes poor women, women from marginalised population groups, and pregnant or nursing women in detention.

New Partnership for Africa's Development

NEPAD, as a development blueprint for Africa, recognises the role of civil society, including women's organisations, and lays emphasis on the reduction of poverty among women.

It highlights the need to promote the role of women in social and economic development by reinforcing their capacity in education and training; the development of revenue-generating activities through facilitating access to credit; providing better infrastructure and safe water; and assuring their participation in the political and economic life of African countries. There is an urgent need to mobilise, organise and link up small-scale women producers in the informal economy with national, regional and global markets. Pro-growth and pro-poor programmes are required in order to break the cycle of poverty and slow growth in Africa. There is a need to ground the gender perspective, and in particular women's concerns, in all areas of the NEPAD Programme.

Southern Africa

In 1997, the Heads of State and of Government of SADC reaffirmed their commitment to the 1985 Nairobi Forward-looking Strategies, the African

Platform for Action, and the Beijing Declaration and Platform for Action. To that end, they adopted the SADC Gender and Development Declaration (1997), which established a policy framework for mainstreaming gender in all SADC activities, thus strengthening the efforts by member countries to achieve gender equality.

The SADC Secretariat itself has undergone restructuring. Its Gender Unit is now located within the Department of Strategic Planning, Gender and Policy Harmonisation which is headed by a Chief Director. In April 2000, SADC adopted the SADC HIV/AIDS Framework, a blueprint for decentralising the response to the pandemic for each SADC development sector to apply its areas of highest

comparative advantage. In April 2003, this was revised to incorporate a gender perspective and to align it to the SADC restructuring process.

In the SADC region, more than 25 legally binding Protocols have either been signed or have come into force. A number of these Protocols aim at strengthening key areas of collaboration to accelerate human development as a whole. Instruments adopted include: the Charter on Fundamental Social Rights in SADC (adopted in August 2003), the Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa (July 2003), and NEPAD.



West Africa and Cameroon

In West Africa and Cameroon, as elsewhere on the continent, poverty is a threat to political and economic stability. It imposes a heavy economic and social burden on governments and societies, and limits the productivity of human resources. The Economic Community of West African States (ECOWAS), as a strategic institution for the region, therefore has a critical role in advancing gender equality. The African Charter on Human and Peoples' Rights, the Convention on the Elimination of All Forms of Discrimination against Women, as well as regional and international agreements, including the 1995 Beijing Platform for Action have been endorsed.

A Gender Division has been established in the ECOWAS Secretariat. The West African Women's Association was transformed into the ECOWAS Gender Development Centre and the ECOWAS Gender Commission established. These form the institutions within a Gender Management System (GMS). ECOWAS has adopted in principle the Commonwealth GMS framework which recognises gender mainstreaming as a central strategy for addressing developmental issues.

In September 2003, the draft Gender Policy, the Gender Strategic Plan Framework and the Guidelines for the Establishment of a GMS, prepared with the assistance of the Commonwealth Secretariat and UNIFEM, were adopted by the stakeholders. The first meeting of the ECOWAS Gender Commission and the 9th Conference of ECOWAS Ministers of Women's Affairs was held in February, 2004. The policies and guidelines were adopted by ECOWAS Heads of Government by the end of 2004 though implementation had begun before then.

In 1996, 53% of the population of Cameroon was rated as poor, and by 2001, the figures had dropped to 40.2%. Some 52% of the poor are women.

Eastern and Southern Africa

The Common Market of Eastern and Southern Africa (COMESA) was established in 1994. Ten of its 19 members are in the Commonwealth. The region includes 15

of the 23 states classified as Least Developing Countries by the UN and many are too small to achieve economies of scale.

Both the agricultural and industrial sectors have been in decline.

For many COMESA countries, agriculture constitutes between 50% and 76% of GDP but the growth of agricultural output, at an average of 2% per year over the last three decades, has barely matched that of population growth, and so has not contributed effectively to sustainable growth and development. Agricultural exports have declined, budgetary allocations to agriculture have remained small and women have thus been adversely affected.

Way Forward

Africa's end-of-decade review of the Beijing Platform for Action in 2004 has put emphasis on the accountability of all sectoral departments to mainstream gender equality in their policies, programmes and resource allocation. Income, health, education and gender equality reinforce one another. More income leads to better human development, while better health and education lead to increased productivity and, in turn, higher incomes. Interdependence and cross-linkages thus mean that improvements in one goal depend also on progress on other goals.

In the area of HIV/AIDS, the overriding challenge facing the region in 2004 and beyond will be to translate promises and planned commitments into expanded services that rapidly reach the people who urgently need them. The resources and funding available will need to be made to work in the most effective ways possible

to prevent new infections, provide treatment and support for people living with HIV/AIDS, and offer care and support to the vulnerable, such as orphans and the elderly.

The Commonwealth endorses the UNAIDS 'Three Ones' principles for the co-ordination of national AIDS responses:

1. Agreed HIV/AIDS Action Framework that provides the basis for co-ordinating the work of all partners;
2. National AIDS Co-ordinating Authority, with a broad-based multi-sectoral mandate that includes a gender perspective; and
3. Agreed country-level Monitoring and Evaluation System.

This will require dynamic leadership and management to unlock the existing constraints on resource flows. It will also involve redoubled efforts to mobilise even more resources and close the existing funding gap.

It is expected that governments and other development partners will need to invest equally in the empowerment of women and girls at all levels if the region's development is to be feasible and sustainable. Governments and their partners will need to facilitate an enabling environment for women's socio-economic and political empowerment, and the protection of women's human rights.

Country Reports

On the following pages are summaries of reports on the progress of women and gender equality programmes in Commonwealth African countries.

Botswana

COUNTRY REPORT (Summary)

Gender Profile	1990	1995	2000
POPULATION*			
Total population (000)	1,254	1,450	1,602
Female population (% of total)	51.7	51.4	50.3
LABOUR FORCE PARTICIPATION			
Female labour force (% of total)	47	46	45
Female unemployment (% of female labour force)	..	21.5	..
EDUCATION			
Adult illiteracy rate (% of people aged 15+)			
Female	29.7	25.0	20.2
Male	34.3	30.0	25.5
Net primary enrolment ratio (% of age group)			
Female	97	83	86
Male	90	79	82
Net secondary enrolment ratio (% of age group)			
Female	36	40	65
Male	31	..	61
Gross tertiary enrolment ratio (% of age group)			
Female	3	5	4
Male	3	6	5
HEALTH			
Life expectancy at birth (years)			
Female	59	51	39
Male	55	49	39
Infant mortality rate (per 1,000 live births)			
	45	50	74
Prevalence of HIV (% of people aged 15–24)			
Female	..	..	34.3
Male	..	..	15.8

Source: World Bank database of Gender Statistics

* World Bank Atlas 1991 (for 1990 figures), 1997 (1995) and 2002 (2000)

.. Figures not available.

Priority Concerns

Among the 12 critical areas of concern outlined in the 1995 Beijing Platform for Action, the Botswana Government has identified the following, in order of priority, for national action:

1. Women in Poverty/Women and the Economy
2. Women in Power and Decision-making
3. Education and Training of Women
4. Women and Health
5. The Girl-child

Followed by: 6. Violence Against Women/Human Rights of Women. (Some of the Beijing critical areas for concern have been paired for ease of implementation.)

A Decade of Action

Since the 1995 Beijing Platform for Action was agreed, Botswana has put in place a National Policy on Women in Development (1996), launched a National Gender Programme Framework (1998) and developed concrete strategies with a National Plan of Action. In 1999, with the Advocacy and Social Mobilisation Strategy, the Botswana National Council on Women (BNCW) was created as the highest advisory body which guides and supports the government, NGOs and the private sector. The National Women's Machinery, the Women's Affairs Department (WAD), which is located in the Ministry of Labour and Home Affairs, is the secretariat for the BNCW.

Botswana acceded to CEDAW in 1996. It is ranked at 102 on the Gender-related Development Index (GDI) in the *UNDP Human Development Report 2004*¹.

Women in Poverty/Woman and the Economy

Studies have shown that 50% of rural households are female-headed. The figure is 44% in urban areas. A 1996 government study showed that the poorest urban female-headed household had an average disposable income which is 46% that of the poorest male-headed household.

A 1997–2003 Government-UNDP programme provided assistance to economic empowerment projects, among

Boys and girls, families affected by or infected with AIDS, are supported by local organisations like the Centre for Youth of Hope (CEYOHO) promoting 'Positive Living', Gaborone, Botswana, 2004



them enterprises and micro-credit schemes for women through NGOs, community-based organisations and women's groups. Government funds have also been distributed through ministries for similar programmes. In some, women do not have to put up as much collateral for project funding as men, loans are made through small, medium and micro-enterprise programmes, and funds are now available through a Citizenship Entrepreneurial Development Agency.

WAD reports that many policy-makers still need to acquire skills to analyse policies from a gender perspective. An additional challenge in the fight against poverty is the high rate of HIV/AIDS infection.

Women in Power and Decision-making

The Government believes that the equal participation of men and women in decision-making will strengthen democracy and advance the progress of women. In addition to WAD efforts to encourage women to take up leadership roles, an Inter-party Caucus of women politicians was established in 1998. Working with an NGO, the caucus targets political parties and their women's wings. In 2003, for example, workshops were held for women candidates for the 2004 parliamentary and council elections. Affirmative action also ensures that women are specially nominated as councillors or Members of Parliament. In the 1999 local government elections, 22.8% of the elected or nominated councillors were women, but of the 63 (of 469) councillors who were nominated, 53.9% were women.

Table 6.1: Gender Representation in the Botswana Parliament and Cabinet (% Females)

	1994	1999
Parliament	9%	18.2%
Cabinet	21%	23.5%

WAD reports, however, that gender stereotypes still prevail, and there is still a need for a comprehensive affirmative action plan on promoting gender equality

in all organisations. Efforts to achieve the 30% Commonwealth and SADC target for women in leadership roles by 2005 are thus hindered.

Education and Training of Women

Efforts have been made to increase female enrolment at all levels of the education system. Women and girls are specially encouraged to take up technical education and science subjects, projects have been set up (YWCA Teen Mothers, UNICEF's Diphilana Projects) to enrol young mothers who had to leave school on becoming pregnant, and curricula and teaching material are revised to make them gender-neutral. Day care facilities are unfortunately limited and sex-segregated occupational stereotyping in schools and communities continues.

Women and Health

Major gender issues are the increasing infection rate of HIV/AIDS and other sexually transmitted diseases among women compared to men (34.3% of females in the 15–24 year age group have HIV/AIDS compared to 15.8% of males); the lack of participation by men in health programmes; and the lack of access to reproductive health services by teenagers. Whereas in 1990, female life expectancy at 59 years was four years longer than males, in 2000 this had dropped to 39 years and was the same as male life expectancy.

In 2001, the first National Conference on Gender and HIV/AIDS identified a number of areas of concern. Later that year, Commonwealth Secretariat discussions with government, NGOs, patients and inter-governmental agencies brought out the fact that while HIV/AIDS programmes had been mainstreamed across many sectors, gender issues had not been considered in HIV/AIDS

interventions within and outside government. WAD was subsequently consulted by the National AIDS Council when the strategy against the disease was revised.

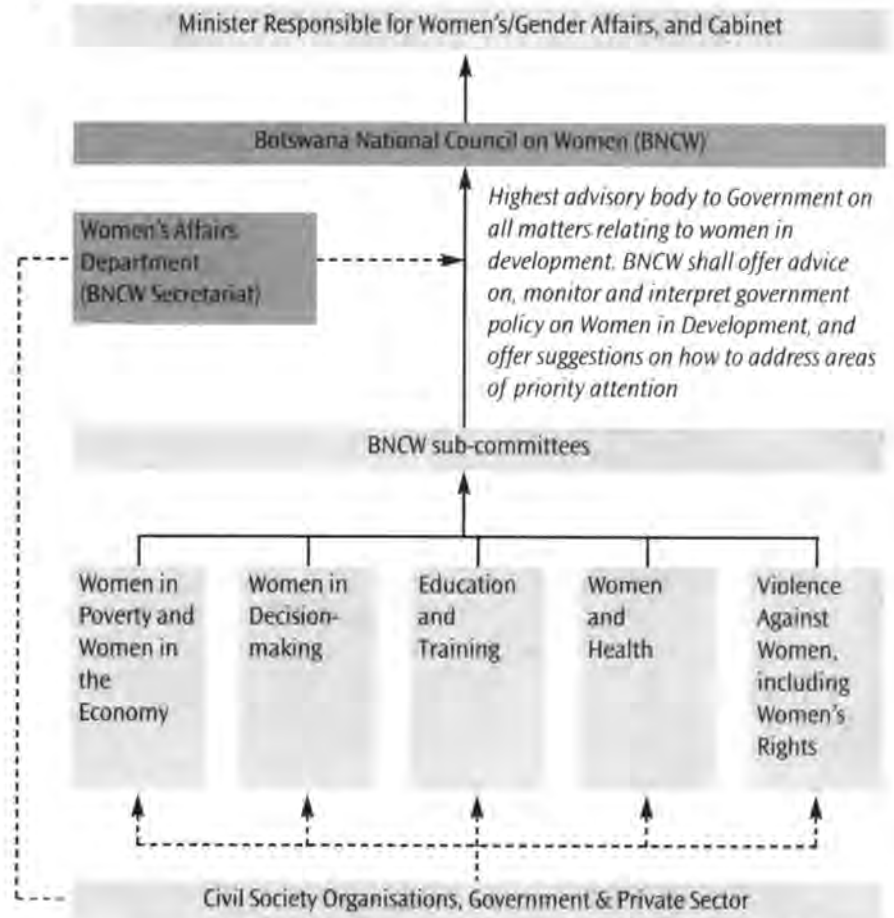
WAD reports some progress in safe motherhood programmes, nutrition for mothers and children, prevention of cancer of the cervix, counselling and home-based care for HIV/AIDS, and programmes to prevent parent-to-child transmission of HIV/AIDS. There are maternal, child health and family planning initiatives in every clinic.

Violence Against Women/Human Rights of Women

WAD reports an increase in violence against women. It adds, however, that there is a lack of comprehensive policies and laws dealing with gender-based violence, inadequate data on various forms of violence, and no legal assistance available for low-income groups. A pamphlet in English and Setswana explaining the existing legal rights of women has been produced.

In 2001 the Commonwealth Model Integrated Approach to Gender-based Violence was introduced. A number of studies have been conducted on gender-based violence and its impact, especially its economic impact, and on the attitudes of officials in the justice system. A women's shelter has been established to assist battered women and children, rape cases are now heard in camera and there are stiffer penalties for rapists. Laws have also been amended to enable married women to register immovable assets in their names and to require their consent when joint property is disposed of. WAD has linked up with other initiatives such as the Police Task Force on Violence Against Women. Each year, a period of activism, Sixteen Days, marks efforts to combat gender-based violence.

Chart 6.1: Botswana National Council on Women: Organisational Chart (August 2002)



Note: Issues pertaining to the Girl-child are cross-cutting and should feature across the other 5 priority areas.

Botswana has signed and ratified a number of international instruments on women and gender equality.

Mainstreaming Gender

A pilot project to mainstream gender equality in four ministries – Labour and Home Affairs, Finance and Development, Local Government, and Commerce and Industry – was developed. WAD is working with these ministries to monitor implementation of their gender policies.

Gender-Responsive Budgeting

With the assistance of the Commonwealth Secretariat, gender-responsive budgeting has been introduced to senior government officials and Members of Parliament.

National Women's Machinery

The National Women's Machinery was established as a unit in 1981 with two officers. In 1991, it was upgraded to a division headed by a Co-ordinator, and to a department in 1996 headed by a Director. WAD is one of 12 departments in the Ministry of Labour and Home Affairs. Currently, it has 11 professional and 34 staff members with five sections in three divisions.

WAD's mandate is to facilitate the integration of women in national socio-economic development, especially through the promotion of gender-sensitive policies. WAD also acts as the secretariat for the Botswana National Council on Women which reports to the Minister.

Budget allocations to WAD have increased in line with increases in the national budget, and in 2003/2004 stood at P6 million.

WAD has close relations with a number of government departments, including the Ministry of Agriculture, Department of Social Services, Ministry of Local Government, the Attorney-General's Chambers, the Police Service, the Department for Non-Formal Education, district administrations, local authorities and the Ministry of Trade and Industry.

They hold mandates to implement various sectoral issues which impact on areas of gender concern. WAD shares information with them through their Gender Focal Points and also provides training.

Partnerships

WAD works closely with NGOs through the Women's NGO Coalition, an umbrella body. They have worked together to implement the National Gender Programme Framework and initiated communication between WAD and NGOs. WAD also meets quarterly with NGOs, community-based organisations and women's groups in Gaborone. The plan is to meet elsewhere in future so as to widen consultations.

Botswana also works closely with international organisations and agencies. The Commonwealth Secretariat has assisted with gender mainstreaming, an integrated approach to gender-based violence, HIV/AIDS and provided gender resource materials. WAD is looking to the Commonwealth for long-term training of staff, and expertise through secondments.

Concerns for the Future

WAD believes that a major area of concern is the lack of ownership of the Women in Development policy by some government ministries. It believes that if, in the next five years, progress can be made in increasing the number of women in power and decision-making, and combating violence against women, other areas of gender concern will improve.

End Note

¹ The Gender-related Development Index (GDI) is a composite index measuring average achievement in the three basic dimensions captured in the UNDP human development index – a long and healthy life, knowledge and a decent standard of living – adjusted to account for inequalities between men and women.

Cameroon

COUNTRY REPORT (Summary)

Gender Profile

	1990	1995	2000
POPULATION*			
Total population (000)	11,700	13,400	15,100
Female population (% of total)	50.4	50.3	50
LABOUR FORCE PARTICIPATION			
Female labour force (% of total)	37	38	38
Female unemployment (% of female labour force)	..	..	..
EDUCATION			
Adult illiteracy rate (% of people aged 15+)			
Female	52.5	44.1	36.3
Male	31.3	25.8	20.9
Gross primary enrolment ratio (% of age group)			
Female	93	82	99
Male	109	91	114
Gross secondary enrolment ratio (% of age group)			
Female	23	21	29
Male	33	30	36
Gross tertiary enrolment ratio (% of age group)			
Female	1	1	4
Male	5	6	6
HEALTH			
Life expectancy at birth (years)			
Female	56	55	51
Male	53	52	49
Infant mortality rate (per 1,000 live births)			
	85	92	95
Prevalence of HIV (% of people aged 15–24)			
Female	..	..	7.8
Male	..	..	3.8

Source: World Bank database of Gender Statistics
.. Figures not available.

Priority Concerns

Among the 12 critical areas of concern outlined in the 1995 Beijing Platform for Action, the Cameroon Government has identified the following, in order of priority, for national action:

1. Institutional Mechanisms for the Advancement of Women
 2. Human Rights of Women
 3. Women and Poverty
 4. Women and Health
 5. Education and Training of Women
- Followed by: 6. The Girl-child; 7. Women and the Economy; 8. Women in Power and Decision-making; 9. Violence Against Women; 10. Women and Armed Conflict.

A Decade of Action

Cameroon is ranked at 111 in the Gender-related Development Index (GDI) in the *UNDP Human Development Report 2004*. Its National Women's Machinery is the Ministry of Women's Affairs. In 1999, a Multisectoral Plan of Action on Women and Development and the National Plan of Action on the Integration of Women in Development were adopted by the Government. Cameroon ratified CEDAW in 1994.

Since 1995, women's concerns have been increasingly taken into account in the major reforms being undertaken at national level. The participatory approach adopted in connection with the Poverty Reduction Strategy Paper (PRSP) made it possible for 30%–40% of Cameroon's women to become involved in that process. The Millennium Declaration further inspired the PRSP to place particular emphasis to Goal 3 on gender equality and women's empowerment.

Institutional Mechanisms for the Advancement of Women

The Ministry of Women's Affairs extends its services to the provinces, departments and districts and has rural group leaders whose role is to provide leadership and guidance to grassroots women's groups. Neighbourhood Women's Advancement Centres also provide informal education and training in basic trades to women and girls.

Box 7.1: Women, the Economy and Environment

Nine sectors have been identified for the promotion of women's interests in the Cameroon economy: agriculture, stock-breeding and fishing, forestry, environment, trade, industry, arts and crafts, tourism and employment. These sectors also form part of the PRSP.

The Government has drawn up an integrated strategy for rural development whose principal elements are: modernisation of production mechanisms, restructuring of the institutional framework, improvement of available incentives and sustainable management of natural resources. The strategy places special emphasis on gender-based and participatory approaches.

Among the various programmes which deliver this strategy, the National Micro-financing Programme seeks to improve rural people's access to micro-financing institutions and to strengthen those institutions; the Agricultural and Community Micro-Projects Investment Fund forms part of a food security effort and seeks to increase the purchasing power of beneficiary groups and encourage self-advancement among rural people; and the National Agricultural Extension and Research Programme aims at raising farmers' productivity by improving their technical abilities. The Decentralised Rural Credit Fund supports rural people's economic initiatives.

Women are involved in a number of promising agricultural developments such as pepper and watermelon growing and horticulture. In poultry-keeping and pig-breeding, traditionally done by women, better support is being given through measures designed to reduce stock mortality.

A project to install community telecentres and thus facilitate rural people's access to information and communications technologies has been developed. The objective is to also improve quality of life, create employment and income-generating activities and prevent population drift from the countryside.

In trade, activities have been undertaken in co-operation with businesswomen's organisations with a view to deriving greater benefits from new export opportunities provided by the American Growth Opportunity Act.

Women and the Environment

Cameroon seeks to manage its forests and natural resources on a sustainable basis. The framework for activities on flora and fauna preservation is the Sectoral Forests/Environment Programme.

Women are widely involved in the management of community forests. The National Environment Management Plan includes a 'Women in Environmental Programmes' section. Its goal is the integration of women in environmental programmes and the promotion by women of the use of environmental protection methods.

An Appropriate Technology Centre aims to reduce the hardship of women's work and popularise appropriate technologies, and a National Women's Observatory to monitor the progress of women is being established.

Sex-disaggregated data is available in a number of sectors, for example, the multiple indicator cluster survey (2000), the 'social logbook' on the situation of women in Cameroon (1999), household surveys (1996, 1999), and various statistical yearbooks. The UN Population Fund is supporting the Government in establishing a socio-economic database that will include over 200 sex-disaggregated variables. The main data collections institutions – the Central Bureau for Censuses and Population Studies and the National Statistical Institute – are under the control of the Ministry of Economic Affairs, Programming and Territorial Development.

Human Rights of Women

Government policy expressly promotes equality between the sexes. It also commits itself to protecting the rights of women, combating violence against them and eliminating gender discrimination. It is working towards making access to justice easier for women, disseminating knowledge on women's rights and raising awareness of the importance of CEDAW.

Women and Poverty

The PRSP goals relating to women include: enhancement of the economic status of women, especially rural women; elimination of gender disparities in schools; facilitation of access to reproductive health and information services for women of childbearing age and female adolescents; promotion of appropriate technologies in order to ease the women's workload; improvement of women's access to credit and means of production factors; and encouragement of entrepreneurship among women.

Among the programmes undertaken by the Ministry of Women's Affairs are the National Agricultural Extension and Research Programme which provides

locally based services to rural women; a micro-credit programme, undertaken with the UNDP's Global Programme for the Advancement of Women and Gender Equality, which financed 240 women's micro-projects; and the Family Incomes Improvement Programme which receives assistance from the African Development Bank and sets aside much of its support for women's economic activities.

In other projects, savings and credit co-operatives have been set up which have given loans to women's micro-projects; and training has been provided in responsible parenthood, managing community development activities, managing income-generating projects, taxation and regulation matters.

Women and Health

The health strategy adopted by the Government in 2001 emphasised the special place of women in the programme to combat sexually transmitted infections and HIV/AIDS. Women are not only the most affected by HIV/AIDS but also the most vulnerable social group – prevalence among young women is double that of young men.

Measures to prevent parent-to-child transmission and safe-sex practices are recommended. Enhancing awareness of HIV/AIDS among women and girls, better education leading to an improved economic status (and thus less financial vulnerability) are among the programmes being undertaken.

The Government has also adopted a

Community leaders work towards getting more parents to send girls to school

Roll Back Malaria programme whose goal is to halve morbidity and mortality by 2010, especially among young children and pregnant women.

Education and Training of Women

Primary education is free for all children. The Government, however, recognises that special efforts have to be made to ensure girls are sent to school and to eliminate illiteracy among adult women.

More than 600 community group leaders have been trained to work towards getting more parents to send girls to school. Pictorial teaching aids have been developed for their use. A ceremony called 'Excellence – Feminine Gender' was held to distribute prizes to the 152 best girl students in the general and technical secondary schools in 2002/03.

Literacy programmes for adult women are conducted by rural and community group leaders who are themselves women. The 31 Women's Advancement Centres and the Appropriate Technologies Centre provide civic, moral and normal education to women and girls.

National Women's Machinery

The National Women's Machinery was first set up in the Ministry of Women's Affairs in 1984 and in 1998 was reorganised as the Ministry of Women's Affairs and Social Affairs. The Presidential decree reinstating it as the Ministry of Women's Affairs in 1997 said that it would be 'responsible for drafting and implementing measures relating to respect for women's rights and strengthening guarantees of gender equality in the political, economic, social and cultural spheres.'

The budget of the Ministry has risen from 390 million CFAfr for 1996/1997 to 3,538 million CFAfr in 2004.

The Ministry works closely with other government departments and agencies where gender focal points represent it. The Women's Advancement Centres and Appropriate Technology Centre are part of the Ministry.



Partnerships

The Ministry has close ties with international organisations, agencies and CSOs working towards gender equality. Some NGOs are involved in monitoring and evaluating implementation of the Beijing Platform for Action, and also in other activities; the Association Fighting Violence against Women, for example, is conducting awareness-raising on gender-based violence.

Concerns for the Future

Combating poverty among women is seen as central to wider political, economic and social development. Improving women's education and training, representation in power and decision-making levels will therefore be priorities. Ministries and government departments will be encouraged to take gender equality concerns into account when drawing up their budgets and in training.

Better educated women are also seen as important to efforts to improve the health, nutrition and education standards of the family. Emphasis will be on developing policies on education for girls; increasing the percentage of girls attending school and lowering the drop-out rate; promoting science and technology subjects among girls; and eliminating gender stereotypes from schoolbooks.

The Gambia

COUNTRY REPORT (Summary)

Gender Profile	1990	1995	2000
POPULATION			
Total population (000)	900	1,100	1,300
Female population (% of total)	50.6	50.6	50.5
LABOUR FORCE PARTICIPATION			
Female labour force (% of total)	45	45	45
Female unemployment (% of female labour force)	..	7.6	12.2
EDUCATION			
Adult illiteracy rate (% of people aged 15+)			
Female	80.3	75.5	70.3
Male	68.3	62.3	56.3
Net primary enrolment ratio (% of age group)			
Female	42	57	66
Male	60	72	71
Net secondary enrolment ratio (% of age group)			
Female	12	..	29
Male	24	..	41
Gross tertiary enrolment ratio (% of age group)			
Female	..	1	..
Male	..	2	..
HEALTH			
Life expectancy at birth (years)			
Female	51	54	55
Male	47	55	52
Infant mortality rate (per 1,000 live births)			
	103	96	92
Prevalence of HIV (% of people aged 15–24)			
Female	..	..	2.2
Male	..	..	0.9

Source: World Bank database of Gender Statistics
 .. Figures not available.

Priority Concerns

Among the 12 critical areas of concern outlined in the 1995 Beijing Platform for Action, the Government of The Gambia has identified the following, in order of priority, for national action:

1. Education and Training of Women
2. Women and Health
3. Women and the Economy
4. Women in Poverty
5. The Girl-child

Followed by: 6. Women in Power and Decision-making; 7. Institutional Mechanisms for the Advancement of Women; 8. Human Rights of Women; 9. Women and the Environment; 10. Violence Against Women; 11. Women in the Media; 12. Women and Armed Conflict.

A Decade of Action

The National Women's Bureau and the National Women's Council of The Gambia make up the National Women's Machinery. The country has acceded to or ratified a number of international human rights instruments, including CEDAW (1993). The country is ranked at 125 in the Gender-related Development Index (GDI) in the *UNDP Human Development Report 2004*.

Education and Training of Women

The education of girls and improving literacy among females as a whole is top priority for The Gambia. In 2000, the adult female illiteracy rate was a high 70.3% (though a decline from the 80.3% of 10 years before); net female enrolment had risen from 42% to 66% in that period, though those numbers fell away for secondary school enrolment. Constraints to female education persist and include parental preference for enrolment in religious schools, distance and the family economy.

Various projects and programmes have therefore been implemented to give more training and educational opportunities to females. Entry requirements have been lowered for females at the Gambia College and more women are encouraged to enter the University of The Gambia and other tertiary institutions. Adult literacy classes are also conducted. All these have

combined to produce the improved figures.

Women and Health

Gender issues have been addressed through the HIV/AIDS Rapid Response Programme, and the establishment of the National AIDS and Population Secretariats have resulted in gender sensitising of issues related to the disease and women's health and reproductive rights. Maternal mortality is high at 1,100 per 100,000 live births and the figure is higher in rural areas. Maternal and child health and other health sector programmes are being implemented by the Government and NGOs. Among other programmes, a study on female genital mutilation was carried out in collaboration with UNICEF.

Women and the Economy/Women in Poverty

The gendered nature of poverty is integrally linked with hunger, poor sanitation and hygiene, illiteracy, lack of access to education and health services, high fertility rates, prostitution and child labour. The majority of women are rural-based and engaged in agricultural production, mainly as food producers, but also in various stages of the fish industry, fresh food production and selling of crafts. Figures show that they make up 70% of the unskilled agricultural labour force (and in contrast only 2.6% of professionals). Though there have been some advances in female employment opportunities, the disparity with those for men is still high.

Among initiatives are the UNDP/ILO programme Fight Against Economic Exclusion to improve the sustainable livelihoods of vulnerable groups, especially women and young people. The Strategy for Poverty Alleviation Co-ordinating Office, which co-ordinates the National Poverty Reduction Programme, works closely with the Women's Bureau on various programmes. The Social Development Fund integrates gender issues and gives loans and grants to women, especially those who are rural-based.

The Women's Bureau has approached



the Department of State for Finance and Economic Affairs to consider introducing gender-responsive budgeting which will ensure budget allocations for addressing gender equality issues.

Women in Power and Decision-making

More females are taking up leadership positions. In 1999, The Gambia reported that 30.9% of the Cabinet was female. In 1999, female MPs, made up 2% of parliament, and in 2003 13.2%. Three women were members of the Cabinet at the time of reporting and the percentages of women in executive positions has also risen. More women are being appointed as Directors and Permanent Secretaries.

The Girl-child

The Gambia believes that significant and sustainable advances for women can only be attained if the problems of the girl-child are addressed. These problems include early marriage, unplanned pregnancies, lack of employable skills resulting in economic dependency, and inadequate concern to the special problems of the girl-child.

National Women's Machinery

The National Women's Machinery comprises the National Women's Bureau and the National Women's Council. An Act of Parliament established the Women's Bureau in 1980 as the executive arm of the National Women's Council whose mandate is to advise Government on all matters affecting the development and welfare of women. The Bureau is the executive arm and it administers policies and co-ordinates programmes. Under the 1999–2009 National Policy for the Advancement of Gambian Women, the

Bureau serves as the support base of the Council.

The Bureau is under the Office of the Vice-President and Department of State for Women's Affairs. An Executive Director heads the Bureau and reports to the Permanent Secretary in the Office of the Vice-President and the chairperson of the National Women' Council.

The Bureau collaborates with the planning units in education, health and agriculture, as well as the Department of State for Finance and Economic Affairs, and that for Trade in mainstreaming of gender issues in policy, planning and programmes.

Partnerships

The Government and Bureau collaborate with a number of international partners in gender equality programmes. The UNDP and ILO have introduced socio-economic programmes for vulnerable groups, such as women and young people. The Commonwealth Secretariat has helped the Bureau with gender mainstreaming and capacity-building programmes. The Bureau collaborates with NGOs and civil society organisations on projects but reports that there have been some problems with co-ordination between them.

Concerns for the Future

The National Women's Machinery believes that education of the girl-child, increased participation of women in decision-making, and increased awareness of and access to women's health needs will be important in the coming years. Equal education opportunities for both females and males are guaranteed under the 1997 Constitution and the President's Empowerment and Girl's Education Project underlines this as the top priority.

Ghana

COUNTRY REPORT (Summary)

Gender Profile	1990	1995	2000
POPULATION			
Total population (000)	15,100	17,300	19,300
Female population (% of total)	50.3	50.2	50.2
LABOUR FORCE PARTICIPATION			
Female labour force (% of total)	51	51	51
Female unemployment (% of female labour force)	...	...	...
EDUCATION			
Adult illiteracy rate (% of people aged 15+)			
Female	52.8	44.7	36.8
Male	29.9	24.6	19.7
Net primary enrolment ratio (% of age group)			
Female	..	...	57
Male	..	..	60
Net secondary enrolment ratio (% of age group)			
Female	..	..	28
Male	..	..	33
Gross tertiary enrolment ratio (% of age group)			
Female	0	1	2
Male	2	2	5
HEALTH			
Life expectancy at birth (years)			
Female	59	61	58
Male	56	58	56
Infant mortality rate (per 1,000 live births)			
	74	65	58
Prevalence of HIV (% of people aged 15–24)			
Female	...	..	3.4
Male	...	..	1.4

Source: World Bank database of Gender Statistics
 .. Figures not available.

Priority Concerns

Among the 12 critical areas of concern outlined in the 1995 Beijing Platform for Action, the Government of Ghana has identified the following, in order of priority, for national action:

1. Women in Poverty/Women and the Economy
2. Violence Against Women/Women and Health/Education and Training of Women/The Girl-child
3. Human Rights of Women/Institutional Mechanisms for the Advancement of Women
4. Women in Power and Decision-making
5. Women and the Environment/Women in the Media

Followed by: 6. Women and Armed Conflict.

(For ease of implementation Ghana has placed equal priority on some of the critical areas.)

A Decade of Action

In Ghana, women's rights are increasingly recognised. Affirmative policy guidelines have been set to remove gender imbalances; gender issues are mainstreamed in sector policies; and the survival and development of the girl-child is given high priority. An enabling environment has been created for the advancement of women through legislation and people are more aware of negative socio-cultural and traditional beliefs and practices that impede the advancement of women. Programmes have been put in place to reduce poverty and women's economic activities are given a boost by specific micro-credit facilities and food processing assistance.

The National Women's Machinery (NWM) is the Ministry of Women and Children's Affairs. Ghana ratified CEDAW in 1986 and has been a signatory to its Optional Protocol since 2000. The country is ranked 104 on the Gender-related Development Index (GDI) in the *UNDP Human Development Report 2004*.

Women in Poverty/Women and the Economy

Gender concerns have been written into the National Poverty Reduction Strategy

Women's rights have been increasingly recognised

which provides for a number of wealth-creation ventures, such as those in cassava and starch production, promotion of handicrafts for export, emergency social relief for poor disadvantaged communities and a micro-credit fund, the Women's Development Fund, for women. The micro-credit fund has been heavily subscribed.

Policy-makers, parliamentarians and planning and finance officers are being sensitised to the importance of gender-responsive budgets.

Violence Against Women/Human Rights of Women

The Government and NGOs have intensified efforts to address violations of women's and children's human rights. The number of Women and Juvenile Units have been expanded in the 10 administrative regions of Ghana. Legislation on sexual and other gender-related violence has been amended, a draft bill on domestic violence formulated and its contents widely publicised, and affirmative action policies adopted to correct gender imbalance. Further legislation is required on property rights of spouses when marriages dissolve. Despite information dissemination, many women are still unaware of their rights or cannot afford legal assistance. Gender-sensitive education on human rights is also provided to law enforcement agencies.

Women and Health

The national reproductive health programme has expanded in the following areas: safe motherhood; family planning; prevention and management of unsafe abortions and post-abortion care; discouragement of harmful practices that affect the reproductive health of men and women (e.g. early marriage, female genital mutilation); the integration of pre-conception care into health care and the expansion of maternity and obstetric care. Protocols have been developed for providing abortion services, male involvement in reproductive health is encouraged, counselling continues on sexually responsible behaviour and the



management of cancers has improved. Constraints include a shortage of staff, especially midwives and nurses, and a need to intensify addressing gender in health issues.

Ghana's HIV/AIDS infection rate runs at 3% (2001) in the 15–49 age group but the number of infected women is five times that of men. A multi-sectoral approach has been taken to combat the disease which is seen as a developmental and social issue. All ministries, departments, agencies and a number of civil society organisations have formulated sector-specific plans and activities. The NWM's programmes and activities are targeted at HIV/AIDS orphans and widows, and parent-to-child transmission issues. The Minister of Women and Children's Affairs is a member of the National AIDS Commission which is chaired by the President.

Institutional Mechanisms for the Advancement of Women

The elevation in 2001 of the status of the NWM to that of a Ministry in the Cabinet has enhanced co-ordination of gender-related programmes and activities. The establishment of the Women's Development Fund as a micro-credit facility has also helped efforts to reduce poverty among women. The NWM has introduced affirmative action policy

guidelines to redress gender imbalance and gender focal points have been established in all ministries, departments and agencies to ensure that all policies and programmes are gender-sensitive. Guidelines have been prepared for the gender focal points and training organised on gender-responsive programming and planning. Affirmative action is being applied to some extent in appointments to policy-making bodies at national and district levels.

The Girl-child

A girls' education unit has been established and the post of Minister of State for primary, secondary and girl-child education created to underline the importance Ghana places on the development of girls. Girl-friendly environments in schools are being introduced and gender stereotypes removed from textbooks. At the same time, syllabi are being made more gender-sensitive. Special science and mathematics classes are being set up at district levels and food provided to girls in selected schools in deprived areas. Scholarships for girls are offered and special incentive schemes begun to attract women to teaching and thus serve as role models for girls.

Gender bias in classrooms still persists, contributing in some areas to girls' low

self-esteem, as do traditional perceptions of the role of girls by families and communities. Teenage pregnancies contribute to the girls' drop-out rate. The NWM believes that challenges include providing free compulsory education for girls and placing schools closer to homes so that travel time for girls is shortened.

Women in Power and Decision-making

The NWM has reported that in 2003, the ratios of women to men at decision-making levels were as follows:

Table 9.1: % Women in Decision-making Positions, Ghana (2003)

	Female %	Male %
Parliamentarians	9	91
Ministers	19	81
Public servants	32	68
Chief Directors (Permanent Secretaries)	11	88.9
Directors-General	1	99
Judiciary (Supreme Court)	2	98
Local Authority	24	76
Council of States	2	98
Local Administration (District Chief Executives)	12	88

Women hold a number of key positions including that of Director-General of the Education Service, General Secretary of the National Association of Teachers, Deputy Inspector-General of Police, Commandant of the Police College, Commissioner of the

Immigration Service, Managing Director of the Ghana Commercial Bank, Commissioner of the Internal Revenue Service and Chief Director of the Ministry of Justice.

National Women's Machinery

The National Council on Women and Development was established in 1975 and has undergone structural changes since 1995. It has operated since 2001 as a department responsible for women with the establishment of a Ministry for Women and Children's Affairs and is now responsible for implementing policies and programmes. The ministry is the National Women's Machinery and is headed by a Cabinet Minister. Its roles include policy formulation, planning, advocacy and co-ordination, and monitoring and evaluation.

The ministry has two departments – the Department of Women which is the National Council on Women and Development, and the Department of Children which is the Ghana National Commission on Children. It has regional secretariats in all 10 administrative regions and gender focal persons in the 110 district assemblies. At the time of reporting, resource constraints have left the ministry short of staff. Of an approved staff complement of 468, only 139 posts have been filled – 64 (of 214) in the Department of Women and 45 (of 214) in the Department of Children. Only 10 of 110 district focal positions have been filled. The ministry's total budget has

increased from the establishment of the ministry from 0.101% to 0.4% of the national budget (2003).

Partnerships

The NWM collaborates with various development partners, civil society organisations and other stakeholders to facilitate the integration of women's and children's issues in national development.

Concerns for the Future

Ghana believes it will be important to continue to tackle poverty among women and to provide wealth-creation opportunities. Education and training of women and girls especially in science and information and communications technologies is also important for female advancement, as are health strategies, especially to reduce maternal mortality and to promote safe motherhood. The Government hopes to increase women's participation at all levels of decision-making through affirmative action at national and district levels.

Gender concerns have been written into Ghana's poverty reduction strategies



Kenya

COUNTRY REPORT (Summary)

Gender Profile

	1990	1995	2000
POPULATION			
Total population (000)	23,000	24,700	30,100
Female population (% of total)	50.3	50.3	49.9
LABOUR FORCE PARTICIPATION			
Female labour force (% of total)	46	46	46
Female unemployment (% of female labour force)	..	28.4	..
EDUCATION			
Adult illiteracy rate (% of people aged 15+)			
Female	39.2	31.1	24.0
Male	19.1	14.8	11.1
Net primary enrolment ratio (% of age group)			
Female	..	..	69
Male	..	..	68
Net secondary enrolment ratio (% of age group)			
Female	..	..	23
Male	..	..	23
Gross tertiary enrolment ratio (% of age group)			
Female	1	1	3
Male	2	2	3
HEALTH			
Life expectancy at birth (years)			
Female	59	53	47
Male	55	52	47
Infant mortality rate (per 1,000 live births)			
	63	73	77
Prevalence of HIV (% of people aged 15–24)			
Female	..	..	13
Male	..	..	6.4

Source: World Bank database of Gender Statistics
.. Figures not available.

Priority Concerns

Among the 12 critical areas of concern outlined in the 1995 Beijing Platform for Action, the Government of Kenya has identified the following for priority action:

- Women and Poverty
- Violence Against Women
- Education and Training of Women
- Women and Health.

A Decade of Action

Kenya has introduced many programmes to advance the progress of women in recent years. It seeks to enhance these through the National Policy on Gender and Development which was approved by the Cabinet in 2000. The Sessional Paper to facilitate discussion in Parliament was approved by Cabinet in August 2002 and at the time of reporting has yet to be discussed. The policy provides the framework for gender mainstreaming in policy, planning, programming and human relations. It highlights the various factors that perpetuate inequality and advocates new strategies to overcome them.

The National Women's Machinery (NWM) is the Women's Bureau in the Ministry of Gender, Sports, Culture and Social Services. Kenya acceded to CEDAW in 1984. It is ranked at 114 in the Gender-related Development Index (GDI) in the *UNDP Human Development Report 2004*.

Women and Poverty

More than half the population live below the absolute poverty line and women are more vulnerable to poverty than men. For example, 69% of the active female population work as subsistence farmers as compared to 43% of men; the physical energy spent on searching for water and fuel, especially on nutritionally poor diets, limits women's productive potential thus extending the poverty cycle. In urban areas, the proportion of poor female-headed households is higher than male-headed households. Women contribute higher labour inputs to small-scale commercial farming, perform over 50% of agricultural activities and all domestic tasks, but have little control

Free compulsory education allows a larger number of girls to access some form of schooling



over domestic decision-making in expenditure or access to the means of production (land and capital) and little access to basic social services. Low-income households find it difficult to keep girls in school.

Only 25% of women (compared to 40% of men) are engaged in formal employment; the rest work in the informal sector where they lack social security and access to credit facilities. The regulatory framework in this sector also does not support women's entrepreneurship and women lack safe places for petty trade.

The National Poverty Eradication Plan (1999–2015) acknowledges that the poverty of women requires special attention. A key aim is to reduce the time spent on domestic work by increasing the economic productivity of women and reducing the time they have to spend on searching for water and fuel. Laws asserting women's right to land and removing constraints of customary law will also be enacted. More focused sectoral activities and intensive action in selected districts are planned. The Government recognises that women need to be part of the decision-making process at all levels if they are to emerge from poverty. The Poverty Reduction Strategy Paper, which is the core of the above Plan, has provided an opportunity for the NWM, women as a group and civil society to influence the national development agenda.

Violence Against Women

Kenya has ratified and is party to a number of international legal instruments. Domestically, a number of pieces of legislation are going through Parliament: The Domestic Violence (Family Protection) Bill which will strengthen Government efforts to deal with gender-based violence; the Criminal Law Amendment Bill which removes inconsistencies between penalties for sexual offences against minors and against women, and stiffens penalties for sexual offences; the Public Officer Ethics Bill which outlaws all forms of sexual harassment in the public sector; and the Equality Bill which outlaws all forms of

sexual harassment in all spheres of society, prohibits discrimination and promotes equality of opportunity for all persons.

An initiative, developed with assistance from the Commonwealth Secretariat, has been adopted as a National Action Plan on an Integrated Approach to Combating Violence against Women. Within its framework are strategies which respond to the needs of survivors, deal with perpetrators of gender-based violence, and facilitate a clearer understanding of the problem, and structural changes needed to combat violence.

Together with NGOs, the Government has taken steps to raise awareness of the issue among law enforcement officers, including the development of a draft training curriculum on gender-based violence for police officers. Women-friendly police stations are being established to handle reports of domestic and sexual violence. The officers involved have had special training thus making it easier for women to come forward. A centre has also been set up at the Nairobi Women's Hospital offering free medical care, support and counselling for abused women. This is a private sector initiative.

To eradicate female genital mutilation (FGM), which is practised by some communities, the Children's Act was passed in 2002 which makes it criminal to circumcise a child below the age of 18. The government-NGO initiative National Focal Point on Female Genital Mutilation monitors the practice and supports eradication initiatives.

Education and Training of Women

Affirmative action over the years has increased the number of women and girls pursuing education at various levels. In both public and private universities gradual increases have been registered both in numbers of females as well as in the ratio of male to female enrolment. In public universities, the increase is due to improved female access to the various

parallel and special degree programmes, to special financial help – the Higher Education Loans Board (HELB) sets aside 60% of the total bursary fund for the education of girls – and the lowering by one point of admission qualifications for girls. HELB funds also go to girls enrolling in private universities. Many females who attain minimum public university entrance qualifications but are unable to get in due to competition for spaces, enrol in private universities.

Table 10.1: % Females Enrolled in 6 Public Universities, Kenya

(academic years)

Year	Total Enrolled	% Female
1997/98	43,591	29.2
1998/99	40,613	30.5
1999/2000	41,825	30.5
2000/2001	42,508	31.7
2001/2002	52,906	32.2

Table 10.2: % Females Enrolled in 6 Private Accredited Universities, Kenya

(academic years)

Year	Total Enrolled	% Female
1997/98	3,646	50.3
1998/99	3,888	46.7
1999/2000	6,920	54.5
2000/2001	6,999	52.9
2001/2002	7,639	54.5

When the Government implemented its policy of free compulsory education in 2003, an unprecedented 1.3 million new enrolments were recorded, most of them girls. Various measures have been put in place to prevent girls from dropping out of school: a specific share of Ministry of Education bursaries given to children from needy families is set aside for girls; and pregnant schoolgirls are allowed a year off to have their babies. Counselling on pregnancy and family life education is also part of the curriculum.

The Children's Act also prohibits forced early marriage and other traditional and

Table 10.3: School Drop-out Rates, Kenya

	Primary Education			Secondary Education		
	BOYS	GIRLS	TOTAL	BOYS	GIRLS	TOTAL
Enrolment	2,993,054	2,874,554	5,867,608	348,133	313,691	661,824
Drop-outs	150,242	138,599	288,841	16,142	15,847	31,989
Drop-out Rates	5%	4.8%	4.9%	4.6%	5.1%	4.8%

cultural practices which could negatively affect a child's life, health, welfare or development. Provincial Administrations are empowered to act in these cases.

Statistics show low drop-out rates at the national level and insignificant gender disparities (*see above*).

Literacy rates among women have also improved from a national rate of 60.8% in 1990 to 76% in 2000. Male literacy rates, improved from 80.9% to 88.9% in the same period. For both sexes, literacy in rural areas was much lower.

Women and Health

HIV infection rates stood at 3.1% in 1990, rising to 13% in 2001 and dropping to 11% in 2002. Deaths from full-blown AIDS average 700 daily. Among pregnant women attending antenatal clinics, infection rates of 6%–15% and 25%–40% are reported in the low and high prevalence areas respectively but are believed to be higher. The highest concentration is in the 15–25 age group where the infection rate among females is double that for males. Kenya has implemented many programmes, such as those on blood screening, early diagnosis and promotion of safe sexual practices, and set up voluntary counselling and testing centres.

Constituency AIDS Control Committees promote positive health, seek the participation of youth to initiate behaviour change and encourage income-generating activities to accelerate poverty reduction among youth, women and other vulnerable groups. Women's groups work closely with the National AIDS Control Council to provide educate through churches, women's group meetings and social gatherings. NGOs assist with the distribution of free condoms, and anti-retroviral and other drugs are provided through the Ministry

of Health. No tax is imposed on local pharmaceutical companies which import generic drugs to fight the disease.

National Women's Machinery

A National Commission on Gender and Development is being established – at the time of reporting, its Bill is awaiting a third reading in Parliament. Once set up, the Commission will comprise senior government officials from the home affairs, education, health, finance, labour and agriculture ministries, the Attorney-General, and eight others, four of whom will be nominated by the Maendeleo Ya Wanawake Organisation and the National Council of Women after consultation with other NGOs (with one of these having expertise in gender, disabilities and the law). Others will include an economist, social scientist and one person nominated by the Kenya Law Reform Commission. The Minister of Gender, Sports, Culture and Social Services will appoint a person eminently qualified in gender issues as chairperson. The Commission's role will be wide ranging including helping to formulate national development policies, generally monitoring implementation of national gender policies, planning, supervising and carrying out activities on gender issues, liaising with government departments and advising the Government on gender mainstreaming and resources.

The Ministry of Gender, Sports, Culture and Social Services was created in 2003 and the National Machinery for the Advancement of Women was elevated to a full department within it. At the time of reporting, the Department of Gender, which will have a broad mandate for co-ordinating and mainstreaming gender issues in all spheres of development, is still in the process of being established.

In addition to the Women's Bureau, the Government has established gender focal points to mainstream gender concerns in a number of key ministries such as those for health and reproductive health, education, planning and national development, agriculture, home affairs, labour, environment, children, and population and development.

The NWM works closely with all relevant ministries and departments.

Partnerships

The NWM collaborates with NGOs in gender development and equality programmes. The first women's NGO, Maendeleo Ya Wanawake, was formed in 1952 and many others have followed – currently, 232 registered NGOs deal directly or indirectly with gender issues. Their efforts to promote more women as political leaders, for example, resulted in a record 17 women MPs after the 2002 general election.

The Government and NGOs have also formed the National Focal Point on Female Genital Mutilation. This is a collaborative centre, which brings together 67 government departments, local NGOs, bilateral agencies and development partners to monitor the status and support initiatives to eradicate the practice. The Government and NGOs are also acting together to raise awareness among law enforcement officers about violence against women. A draft curriculum on gender-based violence has been developed by the NWM, Federation of Women's Lawyers Kenya and the Police Department.

Concerns for the Future

HIV/AIDS will continue to be a health and socio-economic concern especially for women. In general, movement in health indicators is positive at national level but there is a need to concentrate new health programmes on the poorest districts and poorer households. Improved access to family planning services by poor households is one key priority area for action. Efforts to lift women out of poverty will continue under the National Poverty Eradication Plan (1999–2015).

Lesotho

COUNTRY REPORT (Summary)

Gender Profile	1990	1995	2000
POPULATION			
Total population (000)	1,700	1,900	2,000
Female population (% of total)	50.8	50.6	50.4
LABOUR FORCE PARTICIPATION			
Female labour force (% of total)	37	37	37
Female unemployment (% of female labour force)	--	47.1	--
EDUCATION			
Adult illiteracy rate (% of people aged 15+)			
Female	10.5	8.2	6.4
Male	34.6	30.9	27.4
Net primary enrolment ratio (% of age group)			
Female	81	76	82
Male	65	65	75
Net secondary enrolment ratio (% of age group)			
Female	20	22	25
Male	10	11	16
Gross tertiary enrolment ratio (% of age group)			
Female	2	3	3
Male	1	2	2
HEALTH			
Life expectancy at birth (years)			
Female	59	53	44
Male	56	51	44
Infant mortality rate (per 1,000 live births)			
	102	97	92
Prevalence of HIV (% of people aged 15-24)			
Female	--	--	26.4
Male	--	--	12.1

Source: World Bank database of Gender Statistics
 .. Figures not available.

Priority Concerns

Among the 12 critical areas of concern outlined in the 1995 Beijing Platform for Action the Government of Lesotho has ranked the following, in order of priority:

1. Women and Poverty/ Women and the Economy
2. Education and Training of Women/ Institutional Mechanisms for the Advancement of Women
3. Women and Armed Conflict/ Women in Power and Decision-making/ Human Rights of Women
4. Women and Health
5. Violence Against Women/The Girl-child Followed by 6. Women in the Media; and 7. Women in the Environment.

(Some Beijing areas of concern have been linked as they to fall under one priority area in Lesotho's Gender and Development Policy.)

A Decade of Action

Lesotho has demonstrated its commitment to gender equality in a number of ways. It has acceded to a number of international conventions and is a signatory to the 1997 SADC Gender and Development Declaration. The National Women's Machinery (NWM) is the Department of Gender which is in the Ministry of Gender, Youth, Sports and Recreation. A Gender and Development Policy was approved in March 2003 to provide a framework for addressing gender inequities and inequalities. The department is now working on a Policy Implementation Plan which will direct gender mainstreaming.

Lesotho acceded to CEDAW in 1995 and to its Optional Protocol in 2004. The country is ranked 111 in the Gender-related Development Index (GDI) in the *UNDP Human Development Report 2004*.

Women and Poverty

Half Lesotho's population lives below the poverty line and women are the group most affected by poverty. Combating poverty therefore directly implies economic empowerment of women which in turn will improve the economic performance of the country as a whole. The NWM reports, however, that Lesotho's Poverty Reduction Strategy Plan and the

A better water supply helps women and families

national programme for the Millennium Development Goals have still to be engendered (save in the latter case on the goal for gender equality).

Human Rights of Women

The NWM undertakes intensive advocacy on women's rights and gender equality. Towards redressing existing gender disparities, the Sexual Offences Act 2003 was passed by Parliament and, at the time of reporting, consultations on a Married Persons Equality Bill are proceeding. The Ministry of Justice and Human Rights has been designated a reporting ministry and is due to submit the initial CEDAW report.

Women in Power and Decision-making

Activities to raise awareness of the importance of women assuming leadership roles intensified in the 2002 elections resulting in an increase to 36% of women in the Senate and to 12% (14 out of 120) in the National Assembly. The NWM used public gatherings in the rural areas, workshops in towns, TV and radio programmes as well as the print media to get its message across. Staff members took the opportunity to hold informal discussions with members of the public in taxis and buses. Highly influential members of the public were also approached.

Women and Health

In 2001, the HIV/AIDS infection rate was running at 31% in the population's 15–49 age group. In the 15–24 group, 26.4% of females were infected, more than double the rate of males. The NWM has run advocacy campaigns on gender, HIV/AIDS and human rights and hosted radio programmes as well as public gatherings on the subject. To assess the extent gender and development issues are integrated with the National HIV and AIDS Policy, the NWM undertook gender analysis of the policy with the assistance of the Southern Africa HIV and AIDS Information Dissemination Service. The NWM reports that the policy was gender insensitive and plans for this to be



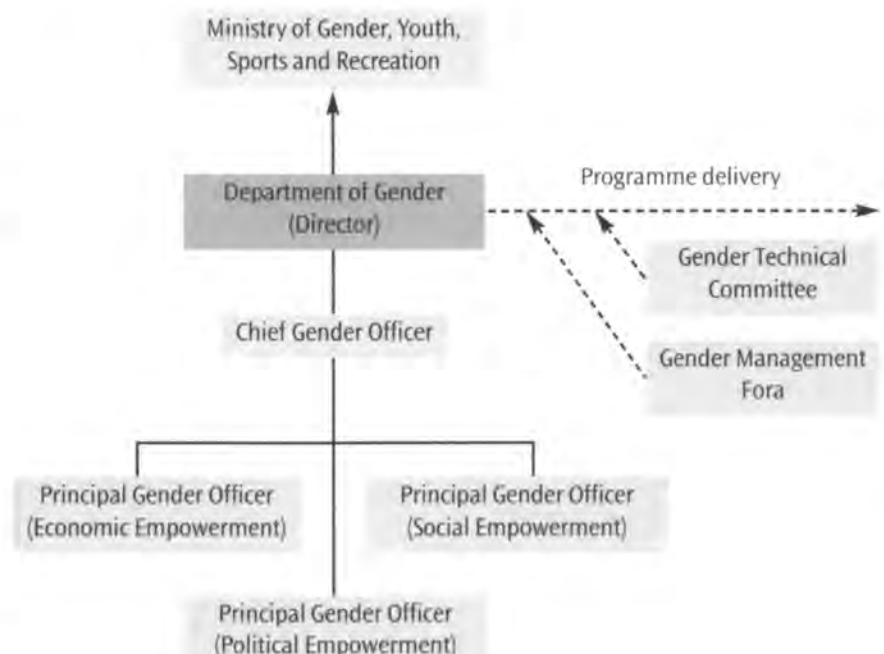
reversed when gender mainstreaming in policies, programmes and budgets commences with the Policy Implementation Plan in 2004.

National Women's Machinery

The Department of Gender was established in 1998 at part of the Ministry

of Environment, Gender and Youth Affairs. It is now part of the Ministry of Gender, Youth, Sports and Recreation. It is headed by a Director and is a fairly new structure still in the process of being established – staffing began in 2000. The Director is accountable to the Ministry's Principal Secretary. Other staff include a Chief Gender Officer, 3 Principal Gender Officers for Economic Empowerment, Social Empowerment and Political

Chart 11.1: The Lesotho NWM Organisation Chart



Empowerment, and support staff

The department's programmes will be implemented with the assistance of the National Gender Machinery which is made up of the Gender Technical Committee (GTC) and the Gender Management Fora (GMF). The GTC comprises the gender focal points in various institutions and some civil society organisations. The GMF comprises Directors of various divisions within institutions at national and district levels. Under the policy on gender and development, a Gender and Equality Commission is to be established.

As a small department within a wider ministry, the Department of Gender operates on a small budget. It was, however, successful in formulating and gaining Cabinet approval for the Gender and Development Policy in 2003 and for some legislation and advocacy programmes.

As the NWM, the Department of Gender has ties with all relevant ministries and government departments. It expects this collaboration to be strengthened through the gender mainstreaming programme.

Partnerships

The Department of Gender works with many NGOs and civil society organisations, some of whom are members of the GTC or its sub-committees. It believes that these organisations would benefit from training to strengthen their capacities.

The Commonwealth Secretariat has assisted Lesotho in the following areas: micro-enterprise development, gender planning and development, gender-based violence, reducing the impact of HIV and AIDS on human resources in the public service, and leadership roles for women in public sector management. The Department of Gender is keen for further assistance especially in the area of engendering the national budget.

Concerns for the Future

Lesotho believes that addressing the existing gender disparities will give provide pathways out of poverty. These areas are: gender, poverty and economic empowerment; gender, power, politics and decision-making; and gender-based violence, HIV and AIDS, and human rights.

Malawi

COUNTRY REPORT (Summary)

Gender Profile	1990	1995	2000
POPULATION			
Total population (000)	8,500	9,200	10,300
Female population (% of total)	50.9	50.6	50.9
LABOUR FORCE PARTICIPATION			
Female labour force (% of total)	50	49	49
Female unemployment (% of female labour force)	..	..	..
EDUCATION			
Adult illiteracy rate (% of people aged 15+)			
Female	63.8	58.8	53.5
Male	31.2	28.4	25.5
Net primary enrolment ratio (% of age group)			
Female	48	100	..
Male	52	98	..
Net secondary enrolment ratio (% of females to males)*			
			0.85
Gross tertiary enrolment ratio (% of females to males)*			
			0.39
HEALTH			
Life expectancy at birth (years)			
Female	45	42	39
Male	44	42	39
Infant mortality rate (per 1,000 live births)			
	146	133	117
Prevalence of HIV (% of people aged 15–24)			
Female	..	..	15.3
Male	..	..	7

Source: World Bank database of Gender Statistics

* 2000–2001 figures in the Human Development Report 2003. For net primary enrolment, the % figure of females to males was 1.07

.. Figures not available.

Priority Concerns

Among the 12 critical areas of concern outlined in the 1995 Beijing Platform for Action, the Government of Malawi places priority on the following:

1. Women and Poverty
 2. Education and Training of Women
 3. Women and Health
 4. Violence Against Women
 5. Women in Power and Decision-making
- Followed by: 6. The Girl-child; 7. Institutional Mechanisms for the Advancement of Women; 8. Human Rights of Women; 10. Women in the Media; 11. Women and the Environment; 12. Women and Armed Conflict.

A Decade of Action

Malawi's economy is dependent on agriculture and therefore on world commodity prices, especially for tea and tobacco. Fluctuating world prices, together with the loss of skilled workers largely through HIV/AIDS, and attendant healthcare costs, has caused growth to slow and the economy to shrink. The incidence of HIV/AIDS in the adult population is about 15%, with the incidence of females infected in the 15–25 age group double that of males.

The National Women's Machinery (NWM) is the Ministry of Gender and Community Services. Malawi acceded to CEDAW in 1987 and to its Optional Protocol in 2000. It is ranked 134 in the Gender-related Development Index (GDI) in the *UNDP Human Development Report 2004*.

Women and Poverty

The 1997 National Platform for Action and the 2000 National Gender Policy identify women and poverty as a key gender issue. This is underlined by the 2002 Malawi Poverty Reduction Strategy Paper (PRSP), where gender is a cross-cutting issue. Apart from attempts to mainstream gender in the four pillars of the PRSP – sustainable pro-poor growth, human capital development, improving the quality of life of the most vulnerable, and good governance – a gender and empowerment strategy has been developed specifically for rural



communities where the majority of women live below the poverty line.

Several issues have been addressed, including strengthening institutional capacity for gender mainstreaming, engendering planning and budgeting, promoting informal and formal legal environments that are gender-responsive, reducing gender-based violence and the promotion of women's participation in politics and decision-making.

The Government has therefore implemented a pro-poor poverty reduction programme that empowers women socially and economically through:

- Extension and research programmes targeting women farmers;
- Training in business, credit and appropriate technologies;
- Provision of agricultural and other credits for women;
- Reviewing laws to ensure that women's rights are promoted in all areas of life; and
- Promotion of gender budgets in selected public sector institutions.

In addition, a strategy to eliminate gender-based violence has been developed with a view to encouraging women to operate freely thus helping to reduce their poverty. The Employment Act was also reviewed to make provisions for maternity leave and provide a conducive environment for the employment and retention of women in the formal sector.

Other specific initiatives in place include:

- Mainstreaming gender in agriculture, irrigation and food security programmes;
- Training women in business, credit-access and appropriate technologies;
- Capacity-building in gender budgeting for six ministries (Finance, Economic Planning and Development; Education, Science and Technology; Health; Agriculture; Gender and Community Services; and Water Development);
- Capacity-building in gender analysis for focal persons in sectoral ministries, the private sector and NGOs/CSOs.

Women and Health

While Malawi's fertility rate has declined in recent years, maternal mortality has increased from 620 per 100,000 in 1995 to 1,120 by 2003. The high HIV prevalence rate (15% of adults) has contributed to this increase. In the 15–25 age group, women account for 60% of the new HIV infections; and over 58% of women and 40% of expectant mothers are HIV positive. Even though knowledge about HIV/AIDS is high (at 99% among women and 100% among men) by 2003, sexual behaviour has not changed much.

Infant mortality rates are still very high, although this has declined since 1995, while under-five mortality rates are at 189 per 1,000 live births, having declined from 234 in 1995. Malnutrition is one of the biggest contributing factors to child mortality.

A reproductive health policy and safe motherhood programme was introduced in 2000, but although about 97% of men and women know about contraception, use of contraceptives is still low at 34% in 2003. This, however, is an increase over the 13% usage rate of 1995. Use of antenatal facilities has increased to 100%.

In the past decade, a behaviour change communication strategy on issues of gender and HIV/AIDS has been developed. By 2003 it had reached 10,000 community members, 500 trainers, peer educators, traditional leaders and women leaders. The safe motherhood programme has led to 24 baby friendly hospitals. Sensitisation programmes on sexual, reproductive

health, HIV/AIDS and gender issues have reached over 3.5 million people.

The work of a number of NGOs complements government's efforts in reproductive health. This work includes information on education, family planning services, provision to HIV/AIDS counselling and adolescent work. Efforts to reduce child mortality have increased and 20% of all children between 6–49 months who attend antenatal clinics have been given additional Vitamin A dosages.

Violence Against Women

The NWM reports that gender-based violence is prevalent in workplaces, public places – such as education institutions, hospitals, prisons, police cells and lake shore areas – and the domestic arena. It can be psychological/mental, physical, economic, social or sexual.

The incidence among women and children victims is much higher than that for men.

Table 12.1: Gender-based Violence Reported at Kanengo Police Station, Malawi

Year	Women	Men	Children**	Total
2001	19	1	0	20
2002	119	5	0	124
2003	300	10	32	342
2004	10*	0	0	10

* For 2004, January figures only

** Most children's cases are sexual abuse (rape) from age 2 to 16 years.

Table 12.2: Reported Workplace Abuse of Women by Sector in 1999 (%), Malawi

Form	Agriculture	Commercial	Industry	Other Institutions
Economic	63.4	38.9	53.9	44.4
Psychological	16.1	11.1	17.6	40.2
Physical	1.8	2.8	0.0	40.2
Sexual	3.6	8.3	2.0	2.6
Other (social)	11.6	38.9	26.5	6.8

Source: MHRRC, 1999

NOTE: Due to rounding up of figures, the totals do not add up to 100%

Workplace abuse tabulated by the Malawi Human Rights Resource Centre also shows different forms of abuse (see table 12.2, page 57).

Other forms of violence include forced prostitution, trafficking and harmful cultural practices. The sexual exploitation of women is growing in rural areas.

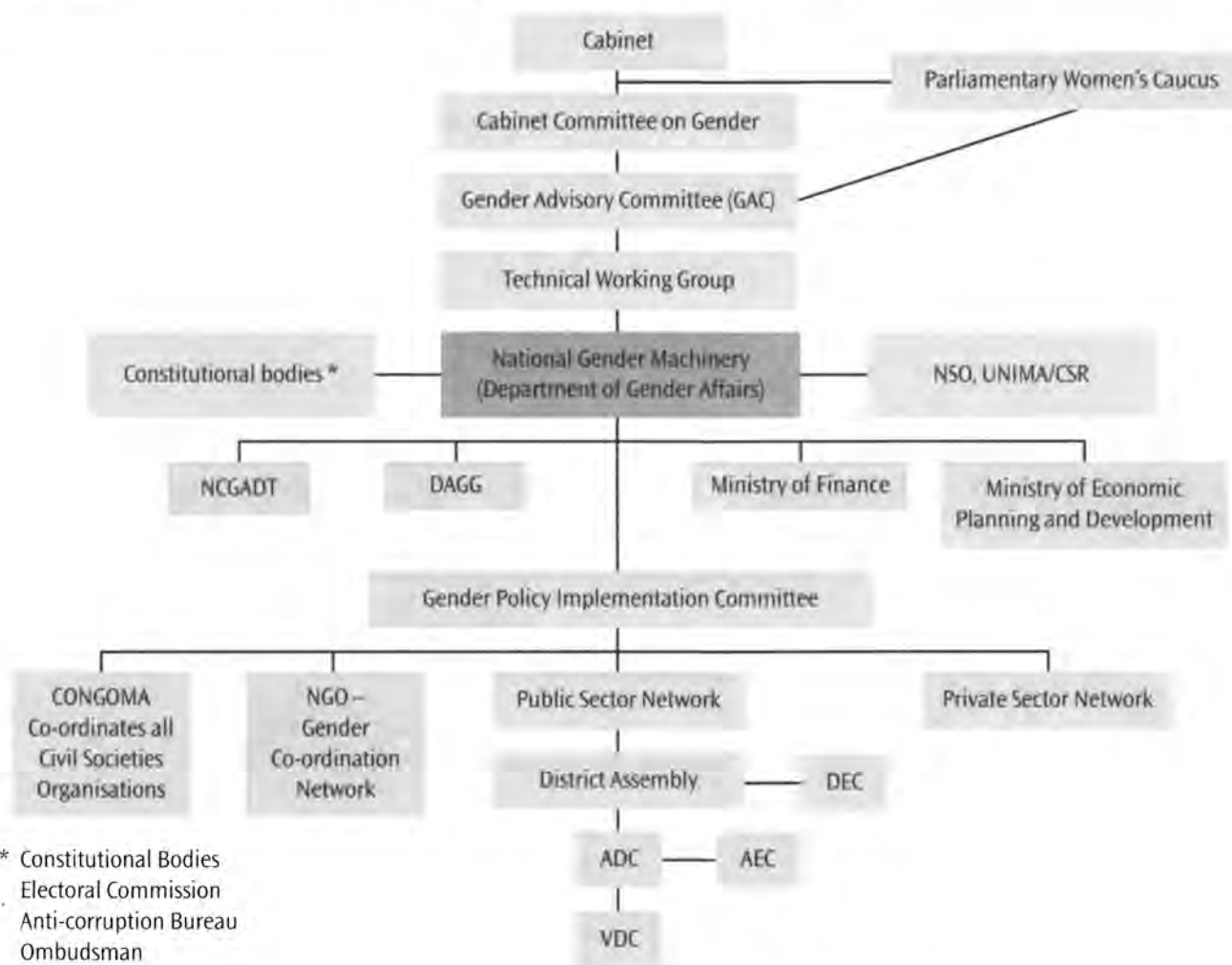
Currently, there is no law on trafficking and exploitation of women for sexual purposes. There are, however, mechanisms to support the rehabilitation of victims and the reform of offenders. These mechanisms are not adequate enough.

In 2002, Malawi held a 16-day

campaign against gender-based violence in urban and rural areas. A national strategy to combat such violence was also launched that year and the draft of a Domestic Violence Bill should be completed by the end of 2004. To end the practice of widows not receiving any inheritance, the Wills and Inheritance Act is being reviewed. Community Policing and Victim Support units have been launched. Community Action Groups on gender-based violence with communities taking a centre stage in reporting cases, as well as a network against gender-based violence within the NGO Gender Co-ordination Network have been established.

Mobile legal clinics to provide advice to victims and offenders have also been

Chart 12.1: Institutional Structure of National Gender Policy Implementation, Malawi



* Constitutional Bodies
Electoral Commission
Anti-corruption Bureau
Ombudsman
Law Commission

Note: The various networks are supposed to have sub-networks that will comprise the 6 thematic areas in the National Gender Policy.

set up, and the police and judiciary sensitised to treat gender-based violence more seriously.

National Women's Machinery

Following the Beijing Conference in 1995, the Government re-structured in 1999 the Ministry with responsibility for women's affairs, creating a Ministry of Gender, Youth and Community Development. By 2003, the Youth portfolio was de-linked. The NWM is the Ministry of Gender and Community Services through its Department of Gender Affairs. The head of the NWM is the Principal Secretary.

The Ministry's mandate is to spearhead the formulation, co-ordination, monitoring and evaluation of the Gender Policy, programmes, projects and activities at all levels. Its key role is to mainstream gender and provide a backstopping service to its stakeholders (see Chart 12.1, page 57).

A structure of the Ministry of Gender and Community Services, integrating

gender activities with those for social and community services has been proposed (see Chart 12.2, below). It has yet to be implemented. In order to ensure that the policy structure (Chart 12.1) is operational, the NWM structure has been further reviewed and awaits approval.

The NWM enjoys close relations with other Ministries and government departments. It has thus been able to develop gender budget and mainstreaming guidelines, Gender Focal Points in ministries and a national gender programme.

Resources

The budget for the NWM has increased from Malawi Kwacha (MK) 30 million (US\$666,666) in 1999 to MK80 million (US\$1,777,777) in 2000 and MK145.38 million (US\$3.2 million) in 2002/03. This has decreased to MK119.7 million (US\$2.6 million) in 2003/04.

Budgeting for gender mainstreaming activities was fixed at MK20.9 million (US\$465,000) in 2002/03. In 2003/04 this decreased to MK8.59 million

(US\$191,000).

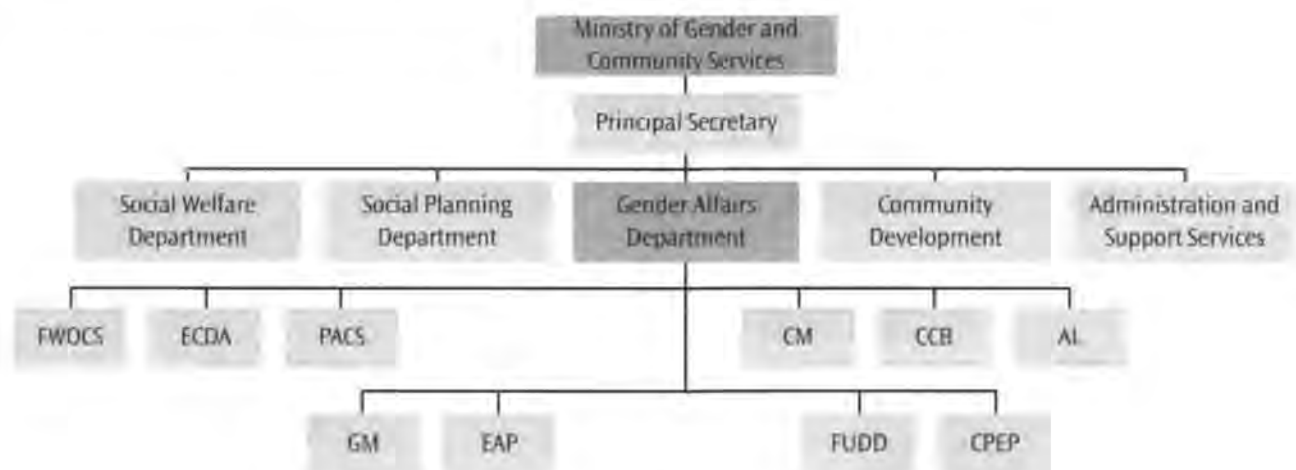
Since 2001/02, the Ministry has also benefited from aid relief with most of its resources coming from Heavily Indebted Poor Country (HIPC) relief and pro-poor activity sources. This aid relief has decreased in recent years.

Partnerships

The NWM works with a number of CSOs, for example with the Malawi Human Rights Resource Centre on combating gender-based violence by setting up Victim Support Units. It works with other CSOs on women's rights issues and rights of the girl-child, legal reform and new legislation, legal education and the participation of women in politics, in girl-child education, and in other areas relating to gender-based violence.

The NWM has received assistance from the Commonwealth Secretariat to develop a National Plan of Action on Gender-Based Violence. It has also benefited from SADC initiatives on gender equality, and from assistance from the UK Department for International Development, British

Chart 12.2: Proposed Organisation Chart for Gender and Community Services, Malawi



FWOCS Family Welfare and Orphan Care Services
ECDA Early Childhood Development Activities
PACS Probation and After Care Services
GM Gender Mainstreaming
EAP Economic Activities Programme
FUDD Food Utilization and Dietary Diversification

CPEP Community-based Population Education Programme
CM Community Mobilisation
CCB Community Capacity Building
AL Adult Literacy
HRMD Human Resources Management and Development

Council, Tanzanian Gender Network Programme, and the Eastern and Southern African Management Institute.

Concerns for the Future

Malawi will concentrate on the following areas in the next five years:

- Gender mainstreaming and budgeting in the public sector, especially targeting central and local government structures. Guidelines will aim at assisting stakeholders to address gender capacity in their planning and budgeting processes. The plan is to build the capacity of Focal Points who will lead in the initiative;
- The review of existing legislation to incorporate regional and international instruments, and develop new laws, including a gender capacity building and equality Act. This Act will guide the implementation of gender equality initiatives and ensure that mainstreaming is implemented;
- Economic empowerment for poor women. The entrepreneurial development programme will focus on the provision of technical and managerial skills for women in business. The plan is to introduce new technologies that add value to products and widen and improve credit and savings schemes.

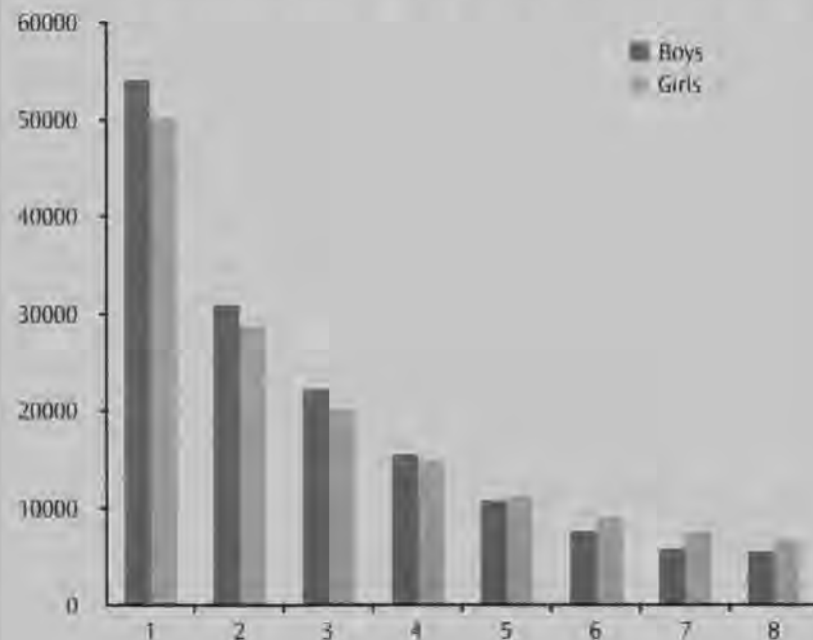
Box 12.1: Education and Training

Malawi recognises that education and training are key to eradicating poverty. Free primary education was introduced in 1995/96 and enrolment increased from 1.9 million to 3.2 million. This resulted in the employment of 22,000 untrained teachers to handle the large numbers of pupils in classrooms. Programmes, such as Girls Attainment in Basic Literacy and Education (GABLE), provided tuition for girls who passed examinations; when introduced in secondary school enrolment increased from 68,689 in 1995 to 91,524 by 1999. By 2000, this figure decreased to 66,205 because the GABLE tuition was phased out. Through GABLE, however, community attitudes to girls' education began to change.

The objective now is to increase secondary school female enrolment from 25% of the total to 50%. More females are entering university in line with the SADC Declaration of Gender and Development that commits governments to ensuring that at least 30% of decision-making positions are filled by women by the year 2005. The female university intake in 2003 was 30% in 2003, up from 25% in 1995.

When free primary education was introduced, to cope with the large numbers of pupils, some 22,000 untrained teachers were employed. To ensure better quality teaching, this number was reduced to 9,000 by 2003. The Government, development partners, CSOs and communities are working together to improve the quality of education in primary schools.

Table 12.3: Number of Pupils Dropping Out By Class and Sex, Malawi



Source: Education Basic Statistics 2003

The Government is also seeking to ensure that girls, once enrolled, remain in school. The retention rate at primary school has increased from 5% in 1995 to 12% in 2003 and at secondary school it has increased from 4% to 11% over the same period. Pregnant girls are no longer dismissed from school; they are readmitted a year after delivery. To ensure that children remain in school, an early childhood development policy has been launched. The number of trained caregivers in these centres increased from 432 in 1995 to 1,050 in 2003 and the number of development centres increased from 865 in 1995 to 2,850 in 2003. A bursary scheme for orphans and other vulnerable children is also in place.

In order to cope with the increasing number of secondary school pupils, Distance Education Centres have been converted into Community Day Secondary Schools and new school buildings constructed. Enrolment at vocational training centres increased from 1,007 in 1995/96 to 1,504 in 2000.

Female education has also been emphasised in a nationwide adult literacy programme. Materials for adult literacy have been reviewed to incorporate developmental issues such as food production, business management, gender capacity, nutrition, reproductive health and rights and social and community mobilisation.

Mauritius

COUNTRY REPORT (Summary)

Gender Profile	1990	1995	2000
POPULATION			
Total population (000)	1,100	1,100	1,200
Female population (% of total)	50.1	50.1	50.5
LABOUR FORCE PARTICIPATION			
Female labour force (% of total)	30	32	33
Female unemployment (% of female labour force)	--	13.9	--
EDUCATION			
Adult illiteracy rate (% of people aged 15+)			
Female	25	21.7	18.8
Male	15.2	13.6	12.2
Net primary enrolment ratio (% of age group)			
Female	95	96	95
Male	95	96	95
Net secondary enrolment ratio (% of age group)			
Female	--	61	65
Male	--	56	63
Gross tertiary enrolment ratio (% of age group)			
Female	3	6	13
Male	4	6	10
HEALTH			
Life expectancy at birth (years)			
Female	73	74	76
Male	66	67	68
Infant mortality rate (per 1,000 live births)			
	21	20	16
Prevalence of HIV (% of people aged 15–24)			
Female	--	--	0
Male	--	--	0

Source: World Bank database of Gender Statistics
 .. Figures not available.

Priority Concerns

Among the 12 critical areas of concern outlined in the 1995 Beijing Platform for Action, the Government of Mauritius has ranked the following in order of priority:

1. Violence Against Women
2. The Girl-child
3. Women and the Economy
4. Education and Training of Women
5. Women and Poverty

Followed by: 6. Human Rights of Women; 7. Women and Health; 8. Institutional Mechanisms for the Advancement of Women; 9. Women in Power and Decision-making; 10. Women in the Media; 11. Women in the Environment; and 12. Women in Armed Conflict.

A Decade of Action

Mauritius has developed a number of programmes to advance women's progress and gender equality and introduced legislation and appropriate structures to support them. The National Women's Machinery (NWM) is the Ministry of Women's Rights, Child Development and Family Welfare.

Mauritius acceded to CEDAW in 1984 and to its Optional Protocol in 2001. The country is ranked at 55 in the Gender-related Development Index (GDI) in the *UNDP Human Development Report 2004*.

Violence Against Women

A 1998 survey showed that 96% of victims of domestic violence were women, 56% of them suffering violence almost daily. The majority of victims were financially dependent and had low levels of education. In 1997, the Protection from Domestic Violence Act was passed. Soon after, a Domestic Violence Intervention Unit with a 'hot line' for reporting, was set up for rapid reaction. Its 5 sub-units work closely with the police, Ministry of Health and other institutions to assist victims. Its staff comprises police officers and social workers supported by legal experts and psychological counsellors.

A Model Framework for an Integrated Approach to Combat Violence against Women and the Girl-child was prepared in 1999 with the assistance of the Commonwealth Secretariat.

The Girl-child

Of major concern is the commercial sexual exploitation of children. A 2001 study showed that prostitution is prevalent and exists in both urban and rural areas with over 3,800 adults and 2,500 children involved. A national plan to combat this was launched in March 2003. A Child Protection Act was passed in 1994 and national laws have been harmonised in line with the international Convention on the Rights of the Child. The definition of 'harm' has been extended to include sexual harm and medical and school staff now have a duty to report cases of suspected abuse.

A Child Development Unit was established in 1995 and works with various agencies and the police department which provides a round-the-clock 'hot line' service for children at risk of abuse, and free legal assistance and psychological counselling. A pilot Child Protection Unit was also set up as have Area Child Protection Committees and child watch network groups, comprising social workers, officials, volunteers and NGOs, whose objective is early detection of abuse. Shelters provide medical, legal and psychological assistance to children.

A foster care system is being introduced to provide temporary shelter whenever a child is deemed to be at risk of harm or ill-treatment. At the time of reporting, 25 families have been registered as foster parents and 13 children placed.

Women and the Economy

Mauritius is working towards the economic empowerment of women to enable them to work in more employment categories, lessen their financial dependence, lift them out of poverty and thus decrease opportunities for their exploitation.

Working women tend to concentrate in a small number of industrial sectors. In 2001, the top 3 industries for women accounted for 62% of women's employment; the top 3 industries for men absorbed 49% of men's jobs thus showing a more even spread. In 2003, some 49,970 men and 16,503 women (about one-third)



were employed in the central and local government services. Although the professional category appears balanced – 3,381 men to 2,948 women – this is largely due to the fact that nurses and midwives fall within this category.

A 1999 survey, however, showed that women spent quadruple the time on unpaid work than men:

Table 13.1: Employment for Unpaid Work (Mean hours per week for over 12 year-olds), Mauritius

Type of work	Female	Male
Shopping for food	0.9	1.7
Cooking and dishwashing	13.6	1.9
Clothes washing and ironing	4.7	0.3
Cleaning the house	4.8	1.0
Clearing the yard/garden	0.9	1.1
Looking after the sick, elderly and children	5.2	2.0
TOTAL	29.9	8.0

The National Women Entrepreneurs Council, a parastatal body under the aegis of the Ministry of Women's Rights, Child Development and Family Welfare, is the driving force for the promotion of women entrepreneurs. It offers counselling, information, training and marketing facilities, micro-credit projects, international links, and access to

exhibitions and trade fairs. It also organises training, especially for young female would-be entrepreneurs.

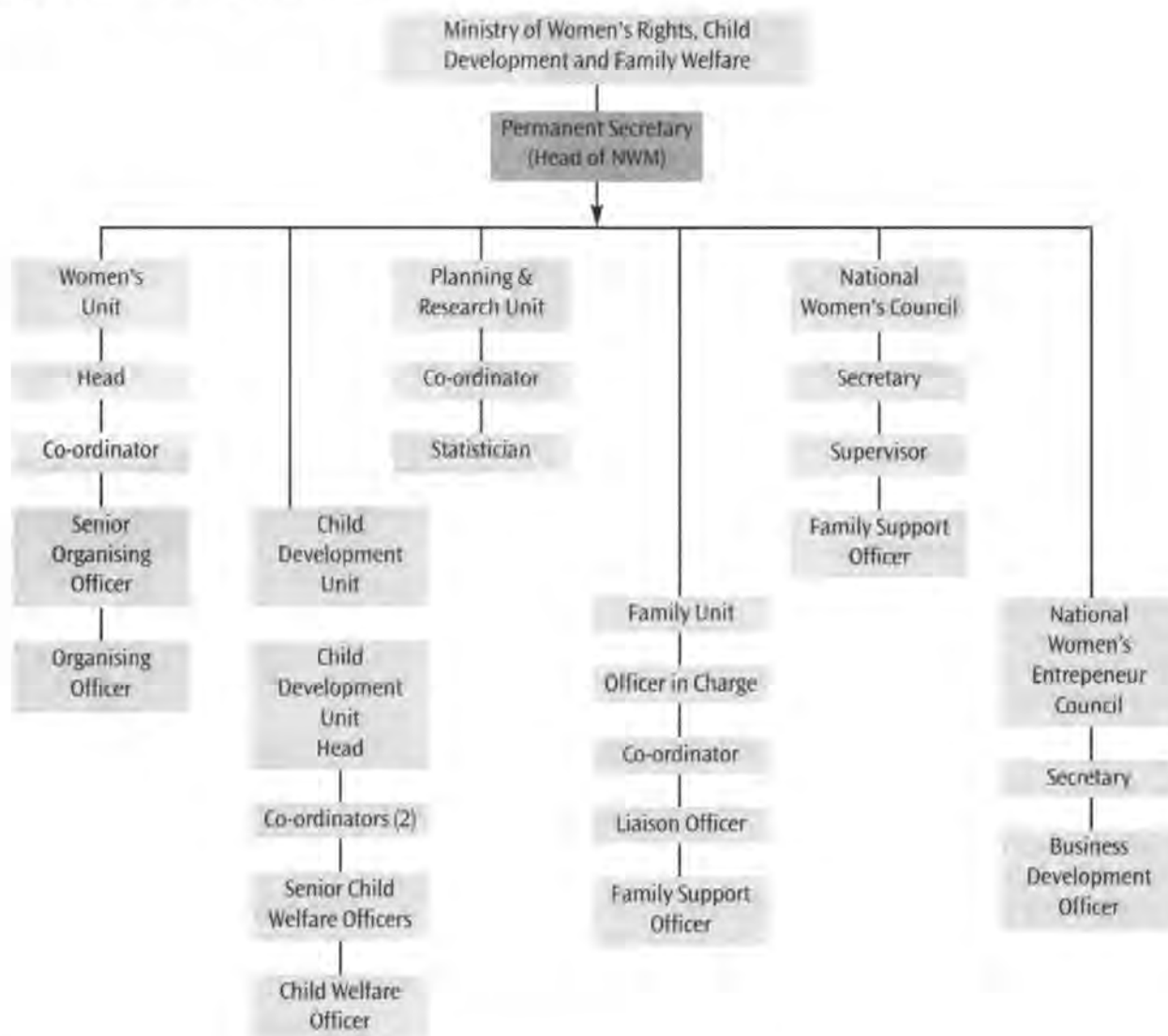
Education and Training of Women

Education is free at primary, secondary and tertiary levels and primary education is compulsory. High levels of and relatively gender balanced school enrolment are recorded. School exam results generally show girls outperforming boys. At present, the ratio of girls to boys attending pre-vocational schools is 1:2. Government scholarships are awarded equally to girls and boys, and assistance given to needy students for the purchase of books and payment of examination fees. In tertiary education, however, high numbers of females are recorded. In 2003, 47.7% of the graduating class of the University of Mauritius were women and enrolment figures in some other tertiary education institutions show women at 63.3%.

Women and Poverty

Various micro-credit schemes have been introduced to encourage women entrepreneurs in micro-, small- and medium-sized businesses, including one launched with the International Fund for

Chart 13.1: Organisational Structure of Mauritius NWM



Agricultural Development (IFAD) in 2001. Some individual and group loans without collateral are available. By March 2003, Rs17 million had been disbursed by IFAD to 529 projects, 85% run by women. Similar facilities have been set up in the island of Rodrigues. Other poverty alleviation programmes have been set up by various ministries. A study on the feminisation of poverty has been conducted.

Human Rights of Women

The Sex Discrimination Division set up under the National Human Rights Commission, following the Sex Discrimination Act 2002, will receive and enquire into written complaints, endeavour reconciliation and make recommendations as necessary. Among other legislation introduced or amended are clauses to increase penalties for offences against children, including sexual abuse, and the introduction of the offences of sexual harassment, the

abandonment of a pregnant spouse and failure to pay alimony. Since 1995, female Mauritians have been able to obtain citizenship for foreign spouses. And the Constitution was amended in 1995 to make it clear that discrimination on the basis of sex is unlawful.

Women and Health

Mauritius has a low HIV/AIDS infection rate – about 0.1% of the population aged between 15–49 in 2001 and the male to female ratio is 8:1. The prevalence in one high risk group, sex workers, exceeds 5%. The infection rate, however, shows signs of increasing and the Government will intensify prevention, detection, care and support programmes.

Other Concerns

As a means of promoting gender equality, the NWM is implementing the Gender Management System, based on the Commonwealth model, in order to ensure

gender mainstreaming in all government policies. This is done through the gender focal points in all ministries.

Mauritius is also committed to Commonwealth and SADC targets on political empowerment of women. However, at the time of reporting there was only 1 woman out of 26 Cabinet Ministers (and she is the Minister of Women's Rights, Child Development and Family Welfare). The Rodrigues regional assembly has 17% female representation – 3 out of 18 elected members. The percentage of senior women in the Civil Service is: 10 of 28 Permanent Secretaries, 23 of 65 Principal Assistant Secretaries and 70 of 129 Assistant Secretaries. Very few women are elected as municipal, village or district councillors.

National Women's Machinery

The Women's Unit within the Ministry of Women's Rights, Child Development and Family Welfare is a focal point for

women's issues and functions through a network of 12 women's centres and other women's associations. One of its main functions is to strengthen gender mainstreaming. It works in collaboration with other government institutions and NGOs and implements policy and projects through national, bilateral and multilateral funding. The budget of the NWM in 2003/2004 was Rs59,768,000 (US\$1,900,000).

Since 1997, the number of women's centres has risen from 5 to 12 to cover all regions. These services range from training, information, education and communication on such matters as economic empowerment, the environment, legal education, home economics, weight management, leisure, sports and stress management.

The Family Welfare Unit offers services through the Family Counselling Service at the Family Support Bureau. This service, which has existed since 1986, organises individual and group counselling on all family-related problems. The Family Welfare Unit operates from the Ministry's headquarters and has a network of 6 regional offices known as Family Support Bureaux.

The unit develops appropriate policies, strategies and activities to promote family welfare. It co-ordinates activities relating to domestic violence and family welfare and organises group counselling and talks on family-related issues.

The National Women's Council, set up in 1985, assists with the implementation of government policies. Its objective is to establish and maintain communications with women and women's organisations. The council has 5 regional committees with connections to about 1,000 women's organisations.

The NWM has helped steer through the Sex Discrimination Act 2002, set up a Sex Discrimination Division within the National Human Rights Commission and a high-level committee on gender-responsive budgeting plus an action plan, conducted training on women and gender issues and on entrepreneurship, and carried out sensitisation campaigns on legal empowerment and domestic violence. It has conducted studies on the commercial sexual exploitation of

children, developed a plan to combat it, implemented a micro-credit scheme for women entrepreneurs and developed a national children's policy.

The NWM has close working relations with relevant ministries and government departments.

Partnerships

The NWM has forged close partnerships with NGOs and civil society organisations. The Women's Unit functions through women's centres and associations and the National Women's Council's regional sub-committees have connections with over 1,000 women's associations. The NWM is providing training for key NGOs.

The NWM also works closely with international partners. The Commonwealth Secretariat has assisted it in the development of a Model Framework for an Integrated Approach to Combat Violence against Women and the Girl-child. It has also helped in the training of officers on the management of credit schemes for rural women entrepreneurs, and on gender policy and planning for economic development.

Concerns for the Future

Mauritius will continue to place a high priority on the girl-child given the large numbers of children involved in prostitution. Studies have shown that many of these children are from broken homes, have been sexually abused within and outside the family, are early school drop-outs, are substance abusers and their families and peers have been of negative influence. The majority also come from poor families. Dealing with the problem as well as its underlying causes will continue.

Mozambique

COUNTRY REPORT (Summary)

Gender Profile	1990	1995	2000
POPULATION			
Total population (000)	14,200	15,800	17,700
Female population (% of total)	50.7	50.6	51.5
LABOUR FORCE PARTICIPATION			
Female labour force (% of total)	48	48	48
Female unemployment (% of female labour force)	..	..	..
EDUCATION			
Adult illiteracy rate (% of people aged 15+)			
Female	81.6	76.9	71.3
Male	50.7	45.4	40.0
Net primary enrolment ratio (% of age group)			
Female	38	34	50
Male	49	45	59
Net secondary enrolment ratio (% of age group)			
Female	5	5	8
Male	8	7	11
Gross tertiary enrolment ratio (% of age group)			
Female	0	0	0
Male	0	1	1
HEALTH			
Life expectancy at birth (years)			
Female	45	46	44
Male	42	43	41
Infant mortality rate (per 1,000 live births)			
	143	133	126
Prevalence of HIV (% of people aged 15–24)			
Female	..	..	14.7
Male	..	..	6.7

Source: World Bank database of Gender Statistics
 .. Figures not available.

Priority Concerns

Among the 12 critical areas of concern outlined in the 1995 Beijing Platform for Action, the Government of Mozambique places priority on the following:

- Women in the Economy
- Women in Power and Decision-making/Women in the Media
- Women in Poverty/ Violence Against Women/ Human Rights of Women
- Women and Health/Women and the Environment
- Education and Training of Women/ The Girl-child
- Institutional Mechanisms for the Advancement of Women

A Decade of Action

Mozambique acceded to CEDAW in 1997. The country is ranked at 139 in the Gender-related Development Index (GDI) in the *UNDP Human Development Report 2004*.

Institutional mechanisms for the advancement of women have been established. The National Women's Machinery (NWM) is the Ministry of Women and Co-ordination of Social Welfare. An Operational Group for the Advancement of Women exists as an inter-sectoral co-ordination and evaluation body (see *National Women's Machinery, below*). Sectoral Gender Units have also been set up in some ministries.

The education and training of women and the girl-child is a priority area because of the high rate of female illiteracy – 71.3% in 2000. The rate of female enrolment in secondary schools also contrasts sharply with that for primary schools. A gender perspective has been integrated into the national Poverty Reduction Strategy Paper (PRSP) in an effort to reduce female poverty. The PRSP is revised every year and the NWM has a seat on a body which monitors poverty and the performance of the MDGs. Gender mainstreaming has been introduced into the agriculture, health and education sectors.

The HIV/AIDS infection rate stood at 13% in the 15–49 year old age group (2001). For females in the 15–24 age group, the infection rate is more than twice that of men in the same group. Mozambique has a national, gender-aware multi-sectoral strategic plan on HIV and AIDS. It

is awaiting a national HIV/AIDS policy.

National Women's Machinery

In 1995, women's issues were handled by the Ministry of Co-ordination for Social Action. From 1999, however, this was renamed the Ministry of Women and Co-ordination of Social Welfare. In 2000, a National Directorate for Women was created within the ministry. The Directorate defines and promotes the implementation of programmes that support, assist and foster the development of women and the family. Its work is supported nationally through Provincial Directorates and it works closely with other ministries.

The Directorate has two departments, the Department of Women and Family and the Department of Gender and Development. The Department of Women and Family co-ordinates strategies and plans related to the family and vulnerable women. The Department of Gender and Development supervises and implements policies in the field of women and gender.

An Operational Group for the Advancement of Women also exists. This is not a mechanism of the Directorate but an inter-sectoral co-ordination and evaluation created by the Government to supervise and follow-up the implementation of government policies and programmes. Among its tasks is the evaluation of the implementation of government policy on women. Its members are representatives from ministries, Eduardo Mondlane University, private organisations and other individuals and organisations whose expertise may be required from time to time. The group co-ordinates its activities with the Directorate and is chaired by the Minister of Women and Co-ordination of Social Welfare.

Partnerships

Mozambique involves other partners in its work on advancing gender equality issues. Private organisations and individuals play an important role in the Operational Group for the Advancement of Women which has a key role in evaluating



programme implementation. The NWM also works closely with the Women's Forum, a network of national and foreign organisations and institutions, on gender equity and women's empowerment activities.

Mozambique has worked closely with the UN Economic Commission for Africa, SADC, the Commonwealth Secretariat and other international partners on women's issues. It has received technical assistance from the Secretariat on the drafting of the national plan to combat gender-based violence, and seeks further assistance in the area of women in the economy, gender analysis of budgets and gender training.

Concerns for the Future

Mozambique will continue efforts to lift women out of poverty. A gender perspective is already reflected in the national Poverty Reduction Strategy Paper. It will also work towards decreasing violence against women; a national plan to combat violence has been drafted. Creating opportunities for women in the economy and ensuring they benefit from it will also continue.

Namibia

COUNTRY REPORT (Summary)

Gender Profile	1990	1995	2000
POPULATION			
Total population (000)	1,400	1,600	1,800
Female population (% of total)	51.1	50.9	50.6
LABOUR FORCE PARTICIPATION			
Female labour force (% of total)	40	41	41
Female unemployment (% of female labour force)	..	21.1	..
EDUCATION			
Adult illiteracy rate (% of people aged 15+)			
Female	27.6	23.1	18.8
Male	22.6	19.8	17.2
Net primary enrolment ratio (% of age group)			
Female	93	97	84
Male	86	89	79
Net secondary enrolment ratio (% of age group)			
Female	36	44	44
Male	26	33	32
Gross tertiary enrolment ratio (% of age group)			
Female	4	10	7
Male	2	6	5
HEALTH			
Life expectancy at birth (years)			
Female	59	58	47
Male	56	56	47
Infant mortality rate (per 1,000 live births)	65	61	56
Prevalence of HIV (% of people aged 15–24)			
Female	..	..	19.8
Male	..	..	9.1

Source: World Bank database of Gender Statistics
Figures not available

Priority Concerns

Among the 12 critical areas of concern outlined in the 1995 Beijing Platform for Action, the Government of Namibia places priority on the following:

1. Institutional Mechanisms for the Advancement of Women
 2. Women in Power and Decision-making
 3. Violence Against Women
 4. Women and Health
 5. Education and Training of Women
- Followed by: 6. Women and Poverty/Women and the Economy; 7. The Girl-child; 8. Human Rights of Women; 9. Women in the Media; and 10. Women and the Environment.

A Decade of Action

Namibia acceded to CEDAW in 1992 and to its Optional Protocol in 2000. It is ranked at 101 in the Gender-related Development Index in the *UNDP Human Development Report 2004*.

Initially, the National Women's Machinery (NWM) was a department headed by a civil servant until it was upgraded to ministry level in 1996. It is now the Ministry of Women's Affairs and Child Welfare headed by a Cabinet Minister.

The percentage of women in decision-making in Namibia has risen from 14% to 28% especially in local authorities where there are many female mayors and councillors. The numbers of female Permanent Secretaries and school principals have also risen to an estimated 30% in 1999. Although women continue to be under-represented in the National Assembly, they have sought to maximise their presence. In 1996, for example, female legislators formed a women's caucus in the National Assembly to review legislation for gender sensitivity.

Gender-based violence, especially beatings and rape, is increasing. A national plan to combat such violence has been drawn up and two pieces of legislation passed: the Combating of Rape Act 2000 and the Domestic Violence Act 2002. In the former, rape has been defined in broader terms and allows for the prosecution of rape within marriage. Longer prison sentences are provided for and ministers speak out against violence. The police have



Women are trained in the gemstones industry

also undergone gender sensitisation. Centres for abused women and children have been set up and staffed by specially trained female police officers. Safe houses have been opened.

The infection rate of HIV/AIDS is 22.5% of all people in the 15–49 year age group with about 1 in 9 females infected. Among the females in the 15–24 year age group, the rate is almost 1 in 5 and is over double the rate of males in the same age group. The NWM is running a UNFPA-supported programme on mainstreaming gender in young people's sexual and reproductive health programmes.

The NWM has been involved from the outset with national poverty reduction plans. A gender perspective has been integrated in the National Development Plan and gender development projects have been run countrywide. The NWM hopes to establish a National Women in Development Council to which all NGOs will affiliate and which will lead in promoting women's economic activities.

The Namibian Constitution prohibits discrimination against women, including employment discrimination. The Married Persons Equality Act prohibits discriminatory practices against women married under civil law. In practice, however, women married under customary law often continue to be discriminated against.

National Women's Machinery

The NWM was a department within the Office of the President until it was upgraded to ministry level. It is now the Ministry of Gender Equality and Child Welfare headed by a Minister. Its staff has grown from 32 to over 100 officers, including those in regional offices. It enjoys closest relations with the Office of the President, Ministry of Foreign Affairs and the Namibian Mission at the UN in New York. The women and gender directorate of the NWM works towards ensuring gender mainstreaming in all public and private sector programmes to achieve gender equality.

Partnerships

The NWM works with NGOs and civil society especially on projects to economically empower women. It works closely with international partners. It has received information and assistance from the Commonwealth Secretariat on gender-responsive budgeting, Gender Management Systems, and violence against women and children. Regionally, the SADC Trade Fair, organised by the Women in Business Network, has helped women entrepreneurs reach markets abroad.

Concerns for the Future

Namibia will focus on combating violence against women and children, and on women and health as statistics show that both are on the increase.

Nigeria

COUNTRY REPORT (Summary)

Gender Profile	1990	1995	2000
POPULATION			
Total population (000)	96,200	111,300	126,900
Female population (% of total)	49.8	49.7	50.7
LABOUR FORCE PARTICIPATION			
Female labour force (% of total)	35	36	37
Female unemployment (% of female labour force)	5.3	15.4	..
EDUCATION			
Adult illiteracy rate (% of people aged 15+)			
Female	61.6	52.8	43.9
Male	40.6	34.0	27.8
Net primary enrolment ratio (% of age group)			
Female	..	..	..
Male	..	..	..
Net secondary enrolment ratio (% of age group)			
Female	..	..	..
Male	..	..	..
Gross tertiary enrolment ratio (% of age group)			
Female	..	2	2
Male	..	6	6
HEALTH			
Life expectancy at birth (years)			
Female	59	58	47
Male	56	56	47
Infant mortality rate (per 1,000 live births)	114	112	110
Prevalence of HIV (% of people aged 15–24)			
Female	..	..	5.1
Male	..	..	2.5

Source: World Bank database of Gender Statistics
.. Figures not available.

Priority Concerns

Among the 12 critical areas of concern outlined in the 1995 Beijing Platform for Action, the Government of Nigeria places priority on the following:

1. Human Rights of Women
 2. Violence Against Women
 3. Women in Power and Decision-making
 4. The Girl-child
 5. Women and the Economy
- Followed by: 6. Women and Health; 7. Education and Training of Women; 8. Women and Poverty; 9. Women and Armed Conflict; 10. Women in the Media; 11. Women in the Environment; and 12. Institutional Mechanisms for the Advancement of Women.

A Decade of Action

Following the 1995 Beijing conference, the Nigerian Government held a series of workshops in order to sensitise the public on the outcomes and what they meant. The long years of military rule, however, stymied the advancement of women until the return to civilian democratic rule in 1999. The National Women's Machinery (NWM) was upgraded from a commission to a full federal ministry and is now the Ministry of Women's Affairs and Youth Development.

A National Policy on Women, launched in 2000, recognised and placed emphasis on a multi-sectoral approach to the implementation of the gender agenda. A National Consultative and Co-ordinating Committee has been established to monitor and evaluate the implementation of the Beijing Platform for Action and the African Plan of Action.

Nigeria acceded to CEDAW in 1985 and to its Optional Protocol in 2004. It is ranked at 122 in the Gender-related Development Index (GDI) in the *UNDP Human Development Report 2004*.

Human Rights of Women

Women's human rights are important to Nigeria and are the basis for advocating the elimination of all forms of discrimination against women and the girl-child, and women's enjoyment of basic rights. Achievements thus far include the establishment of a Human Rights

The education and training of women is being increasingly emphasised

Commission, National and Zonal Task Forces on the girl-child, and legislation against early marriage, widowhood and harmful traditional practices affecting women and girls, including female genital mutilation. Gender Desks have also been established in police stations to handle reports on gender-based violence which is a widespread problem.

Sexual exploitation on a commercial basis is also a serious problem and is linked to international trafficking of women and the spread of HIV/AIDS. Nigeria is engaged in combating the trafficking of women but, according to the Nigeria's 4th and 5th CEDAW Periodic Reports (2002), such traffickers are rarely apprehended and successfully prosecuted; law enforcement is too weak and the profits from trafficking too attractive for deterrents to work.

In the northern areas, *sharia* criminal law has not always checked discrimination against women, and in the south, customary laws and practices such as widowhood rites and women's succession and inheritance of property have impeded the promotion and protection of human rights.

To help spread awareness of the rights of women, Nigeria has translated CEDAW into the three major Nigerian languages.

The Girl-child

Nigeria reported continued widespread and deep-rooted discriminatory practices against the girl-child, especially in access to education. Measures taken to redress this include the Child Rights Bill, a National Summit on Children (2000) which discussed the development of the girl-child and a special emphasis on encouraging girls in the revised National Policy on Education. NGOs have been especially active in programmes on the girl-child.

Women in Power and Decision-making

The 2000 National Policy on Women provided for affirmative action to increase to 30% the ratio of women representatives in the legislative and executive arms of government and in the leadership



hierarchies of political parties. In 2002, Nigeria reported that 13.6% of federal ministers and 27% of Parliamentary Secretaries were female. The number of female political representatives, however, was low (2002): 2.8% in the Senate and 3.3% in the House of Representatives.

A number of women now head some national institutions and agencies. There have been major gains, too, in the judiciary where most states and the Federal Capital Territory have female High Court judges, who now make up 30% of the numbers country-wide.

The NWM has set up a National Action Committee on Women in Politics to develop strategies for the effective mobilisation and participation of women to register, vote and stand as candidates in the electoral process.

Women and the Economy

Women's economic self-reliance is recognised as a tool for all-round empowerment if sustainable development is to be achieved. There are no manifest discriminatory practices against women in recruitment and employment though the reality is different. In banking, for example, female recruits must commit to not marrying for a period of time. Female employment,

moreover, largely runs on traditional lines: typists, secretaries in the urban areas; agriculturalists and working in the informal sector. Widespread female unemployment has also forced many women into prostitution or made them prey to traffickers.

Defeminisation of poverty is also a high priority. The National Economic Policy, National Poverty Eradication Programme and the Poverty Reduction Strategies Programme all recognise the importance of a gender equality perspective. Gender issues have been integrated into the MDGs and indicators developed on the various goals to enhance monitoring and various programmes are being implemented sectorally.

A National Poverty Alleviation Agency has been established with special grants to women. The national poverty eradication programme, established in 2000, granted about 160 million Naira (about £85,000) to small-scale enterprises run by women. Funds were disbursed through the national umbrella women's NGO. Also, most Women Development Centres in all the local government authorities are designated as poverty alleviation centres.

The lower house of the National Assembly has recommended the

implementation of gender-responsive budget initiatives to the Executive for the 2004 budget and efforts are being made to generate and analyse data on women's activities in the informal sector.

Women and Health

Gender issues have been effectively integrated in the development of various health policies, including HIV/AIDS. A multi-sectoral approach has been taken to combat HIV/AIDS (the infection rate has risen from 1.8% in 1992 to 5.4% in 1999) with all partners fully involved. Key partners include government, NGOs and development agencies. Strategic actions

to address gender issues in HIV/AIDS include:

- Approval by the Federal Government for a national curriculum on sexual education;
- A national reproductive health policy;
- A national blueprint on HIV/AIDS; and
- A national emergency response action plan on HIV/AIDS.

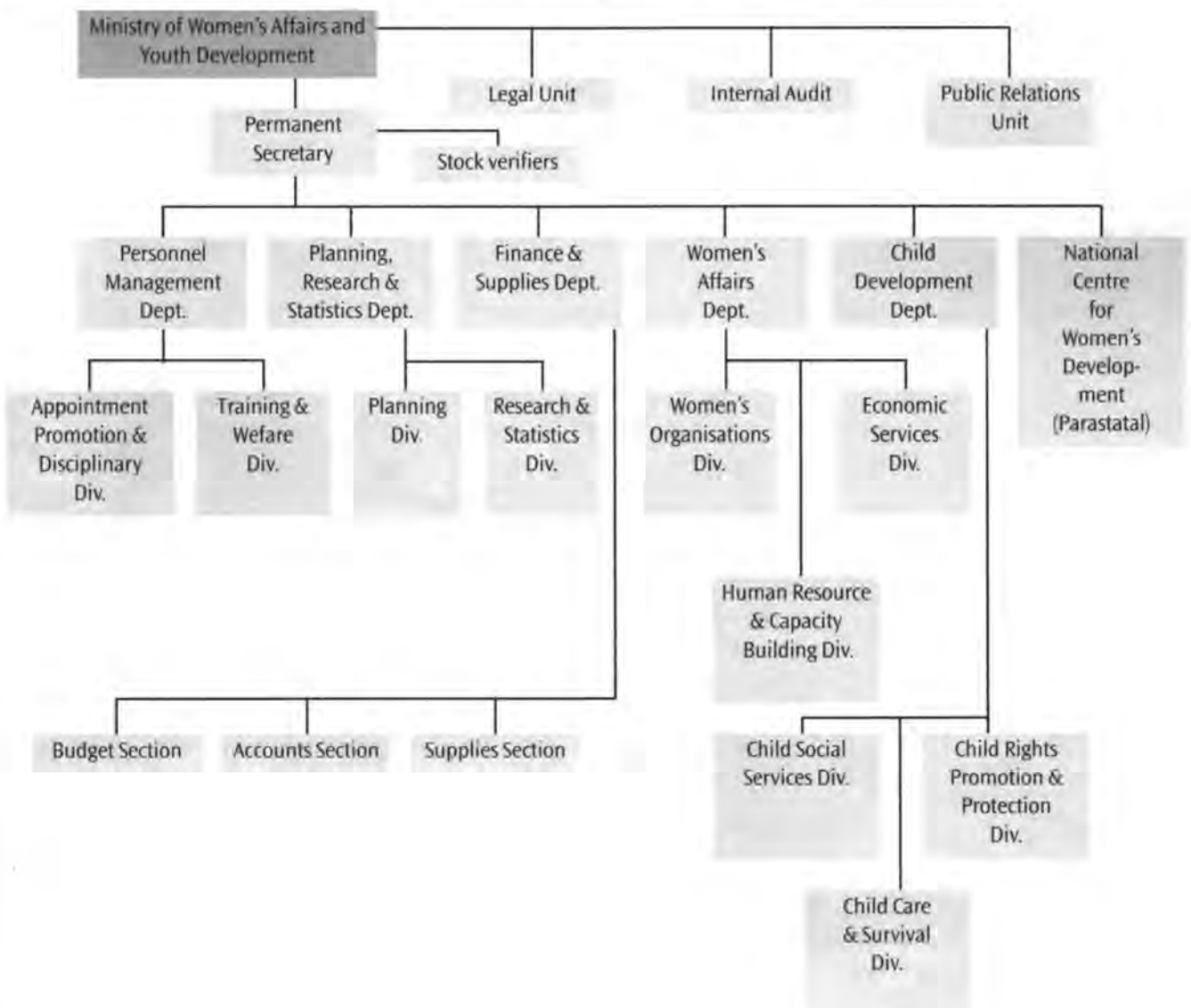
National Women's Machinery

In 1995, the National Commission for Women was converted into a ministry with responsibility for women's affairs, child development, social welfare and

rehabilitation. By 1999, the social welfare and rehabilitation departments had been moved to another ministry and replaced by the youth department. Since then, the Federal Ministry of Women's Affairs and Youth Development has been Nigeria's NWM.

The senior Minister is in charge of women's and children's issues and the Minister of State is responsible for youth development. Staffing levels have risen from 366 in 1995–99 to 530 in 1999–2003. During the same periods, the ministry's budget allocation rose from 0.2% of the national budget to less than 1%, one of the lowest for a federal ministry. Since 2001, the ministry as NWM has

Chart 16.1: Nigerian Federal Ministry of Women's Affairs Organisation Chart (2004)



worked with other sectors of government to pass legislation at national and state levels on harmful traditional practices affecting women and girls. During this period, inter-ministerial and sectoral collaboration with the NWM on gender issues has increased and more policy-makers and opinion formers sensitised on women's rights, and gender and development concerns. The NWM reports that virtually all sectors, e.g., agriculture, health, environment, water resources and education, take gender concerns into account in their development programmes.

Constraints

The advancement of women faces several constraints. Traditional and cultural practices remain entrenched; the NWM's low budgetary allocation and similar under-funding for other gender machineries restrict activities; affirmative action policies are not implemented; literacy, especially among women (about 56%), remains low; and population growth (2.9% annually between 1975 and 2001, and projected to grow by 2.3% annually between 2001 and 2015) puts a strain on resources.

Partnerships

The NWM has worked closely with NGOs to advance gender equality. NGOs were fully mobilised and involved in the writing of Nigeria's 4th and 5th CEDAW Periodic Reports. The Women's Rights Advancement and Protection Alternative

and BAOBAB for Women's Rights, in particular, have helped in fighting the three cases where women had been sentenced to be stoned to death under sharia law. The NWM hopes that with a larger budget allocation, partnerships and commitments can be broadened and activities streamlined.

NGOs and community-based organisations have also been involved in setting up Family Law Centres to assist women to pursue their rights through the courts, combating trafficking in women and children, and educating, sensitising and promoting women's rights.

The NWM works closely with international partners. It has benefited from the Commonwealth Secretariat's published materials and looks forward to technical support in gender-responsive budgeting and mainstreaming, assistance in capacity building, more information materials and exchange programmes.

Concerns for the Future

Nigeria will concentrate on the basic tools which are a prerequisite for women's advancement: gender mainstreaming, gender-responsive budgeting and analysis, promotion of women's rights, gender advocacy and sensitisation, and strengthening institutional mechanisms. It will include capacity-building at all levels for relevant sectors, sensitising policy-makers and domesticating major international instruments.

Seychelles

COUNTRY REPORT (Summary)

Gender Profile	1990	1995	2000
POPULATION			
Total population (000)	100	100	100
Female population (% of total)			49.4
LABOUR FORCE PARTICIPATION			
Female labour force (% of total)	..	..	..
Female unemployment (% of female labour force)	..	..	..
EDUCATION			
Adult illiteracy rate (% of people aged 15+)			
Female	..	..	..
Male	..	..	..
Net primary enrolment ratio (% of age group)			
Female	..	..	..
Male	..	..	..
Net secondary enrolment ratio (% of age group)			
Female	..	..	..
Male	..	..	..
Gross tertiary enrolment ratio (% of age group)			
Female	..	..	..
Male	..	..	..
HEALTH			
Life expectancy at birth (years)			
Female	74	75	76
Male	67	68	69
Infant mortality rate (per 1,000 live births)	17	18	10
Prevalence of HIV (% of people aged 15–24)			
Female	..	..	..
Male	..	..	..

Source: World Bank database of Gender Statistics
 .. Figures not available.

Priority Concerns

Among the 12 critical areas of concern outlined in the 1995 Beijing Platform for Action, the Government of Seychelles places priority on the following:

1. Violence Against Women
 2. Women and Poverty
 3. Institutional Mechanisms for the Advancement of Women
 4. Women and Health
 5. Women in Power and Decision-making
- Followed by: 6. Women and the Economy; 7. Human Rights of Women; 8. The Girl-child; 9. Education and Training of Women; 10. Women in the Media; 11. Women in the Environment; 12. Women and Armed Conflict.

A Decade of Action

The Seychelles Government ratified CEDAW in 1992 to eliminate discrimination against women. The National Women's Machinery (NWM) is the Social Development Division within the Ministry of Social Affairs and Employment.

Violence Against Women

A gender audit conducted by the NWM has brought into focus the priority action areas of combating violence against women and the need for existing legislation to be strengthened. The Penal Code was amended in 1996 making it easier to prosecute offenders for sexual abuse. A Family Tribunal was created in 1998 to settle family disputes and in 2000 was given the same powers as courts to hear domestic violence cases. Since then, the number of cases has decreased but remained high, it is believed, because more victims are coming forward. The number of violent cases has decreased.

In Seychelles, it is compulsory for girls and boys to attend school for 13 years

Table 17.1: Registered Cases of Domestic Violence, Seychelles

Year	Total Number of Cases	Number of Violent Cases
1995	387	123
1996	485	106
1997	328	106
1998	273	68
1999	264	61
2000	274	85
2001	146	91
2002	246	60

The Government and NGOs have worked together to discourage domestic violence and the media trained on covering such violence with sensitivity.

Women and Poverty/Women and the Economy

Through various welfare programmes, families have been provided with safety nets, especially single parent households and households on very low incomes. Programmes include the Unemployment Relief, Beautification and Home Care schemes. The unemployment scheme provides six months' temporary employment and statistics for March 2003 showed that 80% of the recipients were women.

Women in full-time employment have access to day-care facilities. The Seychelles Industrial Development Corporation provides credits for men and women to set up small businesses and encourages entrepreneurship. In 1997, 41% of the approved loans went to women. NGOs have helped by organising skills training for women (e.g., budgeting, book-keeping) and educating families on the advantages of home-based revenue generating activities and cottage industries.

The Social Development Division is responsible for the implementation of strategies to combat poverty and, with all the stakeholders, will formulate a National Plan of Action on Social Development to, among other things, alleviate poverty and develop poverty monitoring mechanisms. As more single women are poor, this action plan will address the gender impacts of



macroeconomic policies.

The influence of global markets has increased the participation of women in employment in such sectors as offshore banking. The Indian Ocean Tuna Industry also employs a large number of women.

Women and Health

A Strategic Plan of Action on HIV/AIDS has been adopted. It has recognised that most of the emphasis in the past has been on women and young girls as they are at higher risk of infection. Little emphasis was therefore put on the education and sensitisation of males, especially in the 24–45 year group. Yet, statistics show that young girls are sexually involved with older men. The Ministry of Health is therefore striving to involve more male participation in health care services and peer education, and is targeting older men who may be abusing young girls.

Women in Power and Decision-making

The Government has created an environment for women to have the same opportunity as men in being promoted to decision-making positions. In addition to directly elected representatives, Parliament is made of nominated

members from political parties based on the percentage of votes they receive. Any party which has received 10% of the votes nationally but has won no constituencies may nominate members. This gives political parties the opportunity to increase female representation. As a result, 22% of the nominated members of Parliament for 2002 were women. In Parliament as a whole, the percentage of women representatives has risen from 23.5% in 1997 to 29% in 2004. Women make up 27% of the Seychelles Cabinet.

Women are especially represented in local government where they make up 58% of District Administrators, all of whom are appointed. In the police and defence forces, the judiciary and the diplomatic service, however, women are under-represented. There is no accurate information on the number of women in decision-making positions in the private sector.

Gender Mainstreaming

Gender mainstreaming in the human resource plans of parastatals began in 1994 with a six-year Human Resource Development Plan. It is most advanced in the education and health sectors – though in the latter what is missing are male-oriented programmes and services,

especially in reproductive health and disease control.

In education, it is compulsory for both girls and boys to attend school for 13 years. In 1996, education policies, programmes and activities were amended and reviewed to incorporate gender in all aspects, including the school curriculum and material. In 2002, the Ministry of Education drew up a plan of action in response to the 'Education for All' goal of gender equity in education.

One of the major problems, however, is the lack of sex-disaggregated data for the monitoring and evaluation of gender activities. This data is necessary if government and NGOs are to implement policies, programmes and activities with greater gender sensitivity. There is also a lack of both quantitative and qualitative research on the attitudes and perceptions of women and men on various issues pertaining to gender equality.

National Women's Machinery

The National Women's Machinery (NWM) is the Social Development Division in the Ministry of Social Affairs and Employment and is operated through the Gender Unit in the Population and Development Section of that division. Since 1995, the NWM has been housed in different institutions: Ministry of Administration and Manpower Development (1995 - 1998), Ministry of Social Affairs and

Manpower Development (1998–2001) and since 2001 in its present ministry.

Staffing in the NWM's Gender Unit has always been limited to two or three people and it is clearly understaffed. Since 1995, the budget for activities has been included as part of the overall ministerial budget of the ministry and apportioned to the Social Development Division. There is no separate budget allocation for gender issues.

Until 2000, a National Gender Committee existed which adopted an integrated approach and brought together all government agencies and departments involved with gender issues. This committee is now being revived. The NWM has close relations with a number of ministries and departments.

Since 1997, the NWM has co-ordinated an Information, Education and Communication (IEC) Strategy for Adolescent Reproductive Health (ARH) which especially emphasises teenage pregnancy and accessibility to services. Among other things, it has conducted a gender audit (2002) and, with an NGO, organised the media training on domestic violence which brought journalists face to face with some victims.

Partnerships

The NWM works with civil society to advance gender equality and development. NGOs are represented on several committees including that which oversees the co-ordination of the IEC

Strategy for ARH. The NGOs also join government officials in the monitoring and evaluation of the African Plan of Action.

The NWM works with a number of international partners on gender equality issues. It has benefited from the Commonwealth Secretariat's various publications, especially those on gender management systems. It looks towards technical support in the future and for support for the National Gender Committee when it is revamped.

Concerns for the Future

The Seychelles NWM reports that the top priority for action for the future in both Seychelles and the region should be violence against women. The second priority for the region, though ranked fifth for the Seychelles, should be the issue of women and decision-making. The NWM believes that the greater participation of women in the region would bring a fairer representation of ideas and add a gender perspective to policies, programmes and activities. It suggested that there was a need to research the underlying causes for the poor representation of women in politics and decision-making levels, and the role of institutions and women themselves in promoting gender equality.

Chart 17.1: The Structure of the Seychelles NWM (Social Development Division of the Ministry of Social Affairs and Employment)



Sierra Leone

COUNTRY REPORT (Summary)

Gender Profile	1990	1995	2000
POPULATION			
Total population (000)	4,000	4,500	5,000
Female population (% of total)	50.9	50.9	50.9
LABOUR FORCE PARTICIPATION			
Female labour force (% of total)	36	36	37
Female unemployment (% of female labour force)	..	..	..
EDUCATION			
Adult illiteracy rate (% of people aged 15+)			
Female	..	..	..
Male	..	..	..
Net primary enrolment ratio (% of age group)			
Female	..	..	..
Male	..	..	..
Net secondary enrolment ratio (% of age group)			
Female	..	..	24
Male	..	..	29
Gross tertiary enrolment ratio (% of age group)			
Female	0	0	1
Male	2	2	3
HEALTH			
Life expectancy at birth (years)			
Female	37	37	39
Male	34	35	36
Infant mortality rate (per 1,000 live births)			
	185	182	180
Prevalence of HIV (% of people aged 15–24)			
Female	..	..	2.9
Male	..	..	1.2

Source: World Bank database of Gender Statistics
 .. Figures not available.

Priority Concerns

Among the 12 critical areas of concern outlined, the Government of Sierra Leone places priority on the following:

1. Peace (includes the issues: violence against women, human rights of women, and women and armed conflict)
2. Women and Poverty
3. Education and Training of Women
4. Women and Health

Peace, though not one of the Beijing priority areas as such, was chosen as a label which includes three priority areas affected by the decade of war against rebels.

A Decade of Action

Sierra Leone has identified its critical concerns based on the national realities of a country emerging from a decade of internal conflict which has resulted in thousands of civilians dead or disabled, an internal displaced persons problem consisting largely of women and children, and administrative and other governing structures ruptured. The Peace Accord was signed in 1999 but it was not until 2001/02 that rebel troops were disarmed and democratic elections held in May 2002.

After the 1995 Beijing conference, the priority areas were identified through workshops and seminars with policy-makers, development practitioners and the NGO community. Institutional structures have been established: the Ministry of Social Welfare, Gender and Children's Affairs (the National Women's Machinery or NWM); various women in development units/focal points in sectoral ministries, departments and agencies; the gender research and documentation centre at Fourah Bay College; and numerous NGOs.

Sierra Leone ratified CEDAW in 1998 and signed its Optional Protocol in 2000.

Peace

Sierra Leone has grouped the issues of violence against women, human rights of women and women in armed conflict under the umbrella priority of peace.

After the 1999 Peace Accord, various women's groups took the initiative to complement government efforts to restore a stable and peaceful environment. The Women's Movement for Peace was formed nationally, as was the Mano River Union Women's Peace Network, which involved women from Sierra Leone, Guinea and Liberia where conflict had spilled over. A large number of women were included in the peace media mission in Lomé in 1999.

Conflict has left an appalling aftermath. The NWM has involved civil society organisations, NGOs, educationalists, the police, and ministers and parliamentarians in efforts to curb violence against women and committees on gender-based violence now exist in the regions. The Family Support Units of the police and the Rainbow Centre of International Rescue Committee offer counselling and treatment to victims. About 35 cases of rape and gender-based violence are reported every month. A Legal Assistance Centre, with branches in the south, east and north has been established.

Various human rights organisations have also sprung up and work to raise awareness of the various international conventions highlighting the rights of women. The NWM disseminates information on CEDAW. Sierra Leone has yet to produce a CEDAW report and the convention itself needs to be

domesticated in national law. A Law Reform Commission will address legislation and a workshop has recommended amendments to remove discrimination against women.

In 2003, the NWM, government institutions, UN agencies and various civil society organisations held workshops, consultations and mobilisation rallies to help women make their submissions to the Truth and Reconciliation Commission (TRC) set up after the conflict. The TRC's report is being compiled and the question of reparation for survivors remains.

Women and Poverty

This too is an umbrella label which includes the Beijing priority areas of women and the economy, women in power and decision-making, and institutional mechanisms for the advancement of women. Combating poverty is important to maintaining peace and stability and government policy has a strong focus on women and young people. A number of NGOs are also active. UNDP figures indicate that between 1990 and 2001, 57% of the population lived on less than US\$1 a day and that 46% of the entire population was malnourished. A Commonwealth expert is working to engender the Poverty Reduction Strategy Paper (PRSP) now being prepared.

In rural areas, where 70% of the population live, subsistence farming

predominates and 55% of these farmers are women. Men control cash crop farming which accounts for the bulk of the country's agricultural production. Men therefore have control of the economic decision-making and women's work has become socially invisible and their contribution consequently undervalued. They lack opportunities for social, economic and, invariably, empowerment, advancement. The government budgetary allocations in various sectors are gender blind.

When micro-credit schemes were introduced for women, many of the recipients unfortunately assumed these payments were political compensation. The government has thus replaced this scheme with micro-financing. The Social Action and Poverty Alleviation Division of the National Social Action Commission will be transformed into a micro-financing institution that will work through providers to help women and other vulnerable groups. Much still needs to be done to help women improve their economic positions in terms of entrepreneurial training, accessing credit facilities without collateral and ownership of land.

More progress also needs to be made in the area of women in leadership positions. Their position vis-à-vis men is apparent from the table below:

This disparity is seen in other public areas. A proposal that a 30% quota be reserved for women and vulnerable groups in local government elections is being debated.

Table 18.1: Percentage of Women in Public Office and Government Departments (2003), Sierra Leone

Posts	Number of positions	Number of Women	Percentage of Women (%)
Presidential Candidates (2002)	9	1	12
Members of Parliament	112	16	15
Cabinet Ministers	22	2	14
Deputy Ministers/Ministers of State	17	3	18
Permanent Secretaries	30	2	7
Commissioners in 12 Commissions (including TRC)	21	6	29
Paramount Chiefs	149	9	7
Paramount Chiefs in Parliament	12	2	17
Judges	17	5	30
Magistrates	11	1	10
High Commissioners/Ambassadors	16	2	13
District Officers & Assistants	22	0	0
Provincial Secretaries	3	0	0

Women and Health

Improvement is high on the Government's agenda with a special emphasis on primary health care, reproductive health issues and HIV/AIDS. A National Secretariat for AIDS is now established in the Office of the President with focal points in all sectoral ministries, departments, agencies and NGOs. Gender concerns are being included in HIV/AIDS, malaria and reproductive health programmes.

After a decade of internal conflict, Sierra Leone is building a better life for its children

Education and Training of Women

The education system has been restructured to, among other things, place more emphasis on the education of the girl-child. There is an education master plan, the revised Education Act, affirmative action for promoting girls' education in the north and east, and sensitisation programmes on the importance of educating girls.

National Women's Machinery

In 1996, the incoming democratic government created the Ministry of Gender and Children's Affairs to promote and advocate the rights and welfare of disadvantaged groups, especially women and children. In 1998, the ministry was merged with another to become the Ministry of Social Welfare, Gender and Children's Affairs. The NWM operates from the Division of Gender and Children's Affairs. Unfortunately, as of late 2003, this division had no professional staff or director and relied on consultants from the Commonwealth and UNIFEM to carry out its work. The process of recruitment has, however, begun.

Two policies have emerged: one for gender mainstreaming and another on the advancement of women. These policies have resulted in the training of focal points, top civil servants and the creation of a parliamentary gender caucus.

The NWM has close relations with other ministries and departments.

Partnerships

The NWM's relations with NGOs and civil society are especially close as, in the absence of staff in the NWM's operational section, they are prominent in many activities including those on education for girls, gender-based violence and law reform. To make such partnerships more effective, the NWM believes it would be useful to monitor and evaluate the numerous registered NGOs.

Since the Peace Accord was signed in 1999, international partners have been helping Sierra Leone's national recovery. The Commonwealth Secretariat has



provided the ministry with gender experts and training workshops. The NWM looks forward to receiving Secretariat assistance in training and capacity-building the professional staff in the Gender and Children's Affairs Division.

The Secretariat and other international partners also supported the 2001 national consultation on post-conflict reconstruction where the gender impacts of conflict were discussed and a national action plan formulated. In 2002, the West Africa/Sierra Leone workshop on women in parliament brought together a wide range of international partners, including the Commonwealth Secretariat, Commonwealth Parliamentary Association, as well as political parties and the media.

Concerns for the Future

Education will be crucial for the development and advancement of women. Females make up over half the population and the adult illiteracy rate is about 80% so affirmative action will be required where there is inequity, especially in the education of women and the girl-child.

Reform and harmonisation of legislation will also be important. Laws

that discriminate against women need to be changed and CEDAW domesticated for gender equality to emerge.

Gender mainstreaming needs to be introduced nationwide rapidly if poverty reduction and equality targets are to be met.

For West Africa as a region, the adoption of the ECOWAS gender policy, mainstreaming and proposed gender management system will help countries in their quest for gender equality.

South Africa

COUNTRY REPORT (Summary)

Gender Profile	1990	1995	2000
POPULATION*			
Total population (000)	1,254	1,450	1,602
Female population (% of total)	51.7	51.4	50.3
LABOUR FORCE PARTICIPATION			
Female labour force (% of total)	47	46	45
Female unemployment (% of female labour force)	--	21.5	..
EDUCATION			
Adult illiteracy rate (% of people aged 15+)			
Female	29.7	25.0	20.2
Male	34.3	30.0	25.5
Net primary enrolment ratio (% of age group)			
Female	97	83	86
Male	90	79	82
Net secondary enrolment ratio (% of age group)			
Female	36	40	65
Male	31	..	61
Gross tertiary enrolment ratio (% of age group)			
Female	3	5	4
Male	3	6	5
HEALTH			
Life expectancy at birth (years)			
Female	59	51	39
Male	55	49	39
Infant mortality rate (per 1,000 live births)			
	45	50	74
Prevalence of HIV (% of people aged 15-24)			
Female	--	--	34.3
Male	--	--	15.8

Source: World Bank database of Gender Statistics
 .. Figures not available.

This summary was compiled from South Africa's First Progress Report on the 1995 Beijing Platform for Action and a draft Global Report to various international organisations (2004).

Priority Concerns

Among the 12 critical areas of concern outlined in the 1995 Beijing Platform for Action, the Government of South Africa has identified the following for national action:

- Women and Violence/Human Rights of Women
- Women and Poverty
- Women and Health
- Women and Education
- Women and the Economy
- Institutional Mechanisms for the Advancement of Women
- Women in Power and Decision-Making.

A Decade of Action

In support of the implementation of the Beijing Platform for Action and within the context of South Africa's own national transformation goals, the Government has concentrated on adopting and passing policies and legislation for overall transformation and gender equality.

Key gains have included the development of a comprehensive machinery for the advancement of gender equality. Important milestones towards the establishment of a National Gender Machinery include: the Constitution; the drafting of the Women's Charter (1994); the Women's Economic Empowerment Policy, which lays the basis for the Government Gender Policy framework; and the Reconstruction and Development Programme.

South Africa ratified CEDAW in 1996. It is ranked at 96 in the Gender-related Development Index (GDI) in the *UNDP Human Development Report 2004*.

Violence Against Women/Human Rights of Women

The Government is committed to a strong, proactive and integrated programme to enable women to live a life free of violence and fear. Since the democratic government inherited a highly violent society from the apartheid state in 1994, it and, to a large extent, CSOs have done much work to address this problem.

South Africa initiated the development of the SADC Declaration on the Prevention of Violence Against Women and Children, which was adopted by SADC Heads of State

as an addendum to the SADC Declaration on Gender Development. Successful programmes and projects undertaken in respect of this national priority area include:

- Victim Empowerment – providing guidelines on handling victims of sexual offences, changing the profile of service advisers, and raising awareness through outreach activities, among others;
- Law Reform – introduction of the Domestic Violence Act 1998; the Recognising Customary Marriage Act 1998; the Maintenance Act; the Employment Equity Act, which also covers sexual harassment; and the Promotion of Equity and Prevention of Discrimination Bill, whereby gender violence constitutes gender discrimination; and
- Institutional Transformation – which involved the development of a National Action Plan on human rights and integrating the eradication of gender-based violence; establishment of a National Co-ordinating Committee on gender-based violence; establishment of Joint Management Centres on Crime; the development and implementation of specific gender policies dealing with violence against women; and mobilising all government levels, parastatals and civil society in the pursuit of gender equality.

In South Africa, 120 of 100,000 women report rape to the police. A co-ordinated attempt to understand the levels of this crime and respond across government in a comprehensive way is being put in place. The Cabinet has approved the Anti-Rape Strategic Framework which calls for a balanced approach in dealing with victims/survivors and perpetrators.

Progress has also been made in combating domestic violence, especially in the development of legislation, policies, programmes and identification of institutional mechanisms. Harassment remains a serious problem in schools – sexual violence amounts to 34% of reported violence in schools.

Human resources to tackle gender-based violence, including rape, however, remain scarce. For example, for effective



implementation of the Domestic Violence Act, South Africa needs sufficiently trained magistrates, prosecutors, court clerks, police officers, health and social workers and prison officials. Training is therefore an important on-going task.

Government action in tackling the trafficking of women and girls is still in the early stages with the South African Law Commission in the process of specific legislation to address the issue. South Africa has signed a number of international conventions on trafficking.

Women and Poverty

The Government places a high priority on poverty alleviation. Women, especially among the majority African community, are more likely to be poor than men. About 60% of female-headed households live in poverty, compared to about 30% among male-headed households. There is also a growing phenomenon of child-headed households, affecting especially the girl-child who has to support the family as a result of the death of parents for HIV/AIDS-related reasons.

The Government has sought to make a difference by initiating projects to improve access to basic infrastructure and services – safe water, sanitation, energy and fuel, and housing. Women have difficulty acquiring land tenure and access to economic resources such as credit facilities. In the small, micro and medium

enterprise sector, women continue to find access to credit a serious problem.

A number of government departments have launched programmes addressing the eradication of poverty among women. Projects to transfer technology have led to 1,459 women becoming involved in a range of activities from beekeeping to paper-making and food production. Another project assists rural craftswomen to add value to their craft by adding precious minerals to their products.

Women and Health

The Department of Health estimated that at the end of 2001, about 4.74 million, or 1 in 9, South Africans were HIV-positive – 56% of them women. Women's vulnerability to being infected and affected by HIV/AIDS is inextricably linked with gender equality at all levels. Key areas of concern include prevention of parent-to-child transmission, provision of anti-retroviral drugs in the public sector, and legislation regarding post exposure prophylaxis.

The HIV/AIDS/STD Strategy Plan for South Africa 2000–2005 recognises that the imbalances and inequalities between women and men have placed women in a position not to be able to negotiate safer sex with their partners. The gendered dimension of the epidemic, however, has not fully been taken into consideration.

No less among other women and

The majority of workers in the service industry are women who fill jobs at the lower levels

health concerns are maternal care and delivery, greater access to health facilities and antenatal care, maternal mortality, fertility and knowledge of contraception methods.

Women in Power and Decision-making

An area in which substantial progress has been made is that of advancing women in political and decision-making positions. In 1994, 25.4% of the Legislature were women; in 2003, this figure stood at 31.2%. At provincial levels, however, on average women make up 24% of lawmakers with only three provinces having 30% women's participation.

Women make up 33% of the Cabinet (that is, nine out of 27 Ministers) and the percentage of women Deputy Ministers is 50%.

The pace of change in local government has been slower though some progress has been made – in 2002 less than 17% of Councillors were women but in 2003 this had risen to 28%.

Progress has also been slow in management positions in the public sector, where the national percentage of women's representation is 23.9% – below the 30% target in 1999 which the Government had set for itself. Women comprise only 9.5% of municipality managers and 13% of officials in the Planning and Implementation Support Centres.

Table 19.1: Representation of Women Senior Managers in the Public Service (%), South Africa

Year	Female	Male
1997	13	87
1998	14	86
1999	17	83
2000	20	80
2002	24	76
2003	23.9	76.1

Education and Training of Women

The South Africa Schools Act 1996 provides for equal education for boys and girls and facilitates access to schooling for mothers and young women. The Department of Education established



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gender equity structures, including a gender sub-directorate to address gender equity functions; a Gender Co-ordinating Committee comprising Gender Focal Points from 10 departments of education; and the Gender Equity Directorate within the Department of Education. Successful programmes and projects included Education and Training of Women; Curriculum 2005; Culture of Learning, Teaching and Service; Students and Youth Programmes; and Human Rights: Constitutional and Human Rights education incorporated into curriculum 2005.

Women and the Economy

The Women's Budget Initiative (WBI), introduced in 1996, is a successful practice in engendering women's participation in economic structures and decision-making (see Box 19.1, page 81). It ensures that every item in the government budget is examined for the differential impacts it may have on women and men. The WBI has been successful in bringing gender issues to the attention of policy-makers and has helped to build linkages with critical players in the legislative, civil society and amongst statutory bodies. Some of the success factors in terms of the Department of Finance's input into the process have been its commitment to:

- Developing a statistical database on impact by gender;
- Targets and indicators of gender equality;
- Performance review mechanisms; and
- Unpaid labour and GDP.

As part of its affirmative action policy, the

Government has set targets for increasing the representation of women in the public service. Employment Equity legislation also aims in part to increase the representation of women in decision-making roles in both public and private sectors.

Since 1994, the Government has worked to fast-track women into the economy, especially by creating an enabling environment for women entrepreneurs in trade and small and medium enterprises. In the Black Economic Empowerment Strategy, the Government tries to ensure that black women will be targeted for opportunities. Women-owned enterprises and co-operatives are supported under the National Small Business Act and in its Technology for Women in Business programme, the Department for Trade and Industry supports women's advancement through technology.

South Africa also addresses the low female employment rate (33.3% in the 15–65 year age group, compared to 46.6% for males in 2001), with 63.9% of the women in the workforce concentrated at the clerical level and 14.7% of women in the crafts and related trades. Unemployment among women is also increasing – from 27.8% of the female workforce in 2000 to 34.7% in 2002. More women, however, have access to benefits and better working conditions.

Legislation

With the active input of women, a significant number of laws and initiatives that touch on central gender issues have been passed since 1994, including:

Box 19.1: The Women's Budget, South Africa

Gender-responsive budgeting (sometimes known as 'Women's Budgets') are allocations of public spending that take account of a gender perspective to ensure that a government's national and international commitments to achieve gender equality goals, such as in work or education, are reflected in resource allocation.

The South African Women's Budget Initiative, which began in the mid-1990s, contains two elements:

- Re-writing of the Tax Tables in 1995;
- The liberalisation of abortion in 1996;
- The sexual harassment code in the Labour Relations Act of 1996;
- The maternity provisions and breastfeeding code in the Labour Relations Act of 1996;
- The Customary Marriage and Domestic Violence Acts of 1998;
- Support on finance for Women's Budget initiative;
- Introduction of separate taxation for married men and women;
- Provision for ownership by women in land and housing legislation;
- The women's lobby in parliament influenced the passing of the Termination of Pregnancy Act and the inclusion of gender concerns in the criteria in the Films and Publications Act, the Maintenance and the Domestic Violence Acts of 1998.

Women and men have equal rights with regard to the acquisition, change and retention of nationality. Marriage to a non-citizen or the change of nationality of a husband does not affect a woman's nationality. Clauses and laws guaranteeing women's rights as human rights include:

- The Equality Clause in the Bill of Rights;
- Provisions for affirmative action, including legislative and other arrangements to protect or advance those who have been disadvantaged;
- The clause on freedom and security of the person who provides for the right to make decisions concerning reproduction and control over one's body;
- The clause guaranteeing legal and other measures to promote land reform and equitable access to natural resources to redress past effects of racial discrimination;
- The Statement that in conflicts between the Constitution and the Customary Law, the Constitution will take precedence;
- Constitutional provision for socio-economic rights to housing, health care, food, water and social security;
- Bill of rights provision to basic and further education.

- The first is a process largely 'outside' government, in which NGOs (in collaboration with parliamentarians) monitor and critique the gender-sensitivity of budgetary allocations. This process attempts to involve citizen participation in the area of budgets from which many people – especially from disadvantaged social groups – have long been excluded;
- The second element is a government initiative co-ordinated by the Finance Ministry to undertake gender analysis of the budget.

Perhaps the most visible result of the 'inside' government initiative was the inclusion of discussion of gender issues in documents tabled on budget day in 1998 and 1999. These discussions were published within the documents rather than separately in order to promote recognition that gender is a mainstream issue.

Another significant result concerns the medium-term expenditure framework. The Department of Finance has accepted that the money amounts, in addition to physical outputs and outcomes, be disaggregated by a number of factors, including by sex.

National Women's Machinery

The National Gender Machinery (NGM) comprises an integrated package of structures located at various levels of state and civil society, and within the statutory bodies. This structure evolved from the belief that the function of gender mainstreaming in South Africa lies with all government, civil society and NGO bodies. The components of the gender machinery are the facilitators of the gender programme and all have co-ordinating and monitoring roles.

Within the Executive Branch, the NGM comprises:

- The Cabinet: As outlined in the National Policy Framework for Gender Equality and Women's Empowerment, the functions of the Cabinet Cluster Committees in addressing gender issues are to adopt and implement the national gender policy; ensure that Cabinet discussions are engendered; provide access to information; ensure that the integrated co-ordination framework results in measurable sector-specific outputs; and make recommendations on policy and legislation with regard to gender;
- The Office on the Status of Women (OSW): The OSW is located in the Presidency and is the principal co-ordinating structure for the national machinery on gender equality. It is the centre for developing and maintaining a national gender programme and responsible for developing national action plans and for monitoring

progress. It also liaises with CSOs:

- Gender Focal Points within National Departments: At the operational level, the main responsibility for ensuring the effective implementation of the National Gender Policy rests with individual government departments through the Gender Focal Points or Gender Units.
- Within the Legislature, the NGM consists of:
- The Joint Monitoring Committee on the Improvement of Quality of Life and Status of Women: The committee monitors progress and also assesses whether government policy implements national and international commitments on gender equality. It also monitors gender mainstreaming in government policies and programmes, including the national budget and fiscal framework;
 - The Parliamentary Women's Caucus: This Committee, formed in 1994, brings together women from all political parties. Its main object is to bring women parliamentarians together to examine issues that affect them. It also looks at the transformation of parliament and creating an enabling environment for women MPs and works closely with the Women's Empowerment Unit on training and skills development for women MPs;
 - The Women's Empowerment Unit: This Unit is located in the Speakers' Forum, a structure that brings together speakers from the national and provincial legislatures. It identifies

issues that hinder women's full participation in the law-making process. Its main focus is training and skills development for women lawmakers.

The Commission on Gender Equality (CGE), established in 1997, is an integral part of the NGM. It is an independent statutory, advisory, and research body. The Commission comprises a Secretariat and Commissioners, who are nominated by the public and appointed by the President following the recommendations from a Multiparty Parliamentary Committee. There are currently 11 Commissioners.

The key functions of the Commission include monitoring and evaluating of policies and practices of the government, private sector and other organisations to ensure the promotion and protection of gender equality; reviewing of existing and proposed legislation from a gender perspective; providing public education; investigating inequality and complaints on gender related issues and monitoring and reporting on compliance with international conventions.

NGOs and civil society groups and organisations are also part of the NGM.

Partnerships

The Government liaises and consults with international organisations, civil society bodies such as NGOs, business and church organisations in response to its national and international commitments to the advancement of gender equality and the implementation of its Gender Action Plan.

Concerns for the Future

South Africa, at the time of reporting, has yet to articulate a strategy for women's empowerment and gender equality. Across the board, co-ordination also remains a principal challenge for the Gender Programme both at national and provincial levels. While recognition of gender issues is demonstrated at Cabinet level, at the administrative level this remains a critical gap in advancing gender mainstreaming.

At the policy level, the gender mainstreaming strategy has been adopted but expertise of resources has not been put in place to effect this. Key policies therefore do not often reflect gendered dimensions of the Beijing critical areas of concern.

The lack of sufficient financial and human resources for the gender machinery has also been cited as a key constraint to mainstreaming gender.

Swaziland

COUNTRY REPORT (Summary)

Gender Profile	1990	1995	2000
POPULATION			
Total population (000)	800	900	1,000
Female population (% of total)	50.8	50.8	51.9
LABOUR FORCE PARTICIPATION			
Female labour force (% of total)	37	38	38
Female unemployment (% of female labour force)	..	..	..
EDUCATION			
Adult illiteracy rate (% of people aged 15+)			
Female	30.1	25.3	21.4
Male	26.3	22.0	19.2
Net primary enrolment ratio (% of age group)			
Female	88	94	94
Male	87	93	92
Net secondary enrolment ratio (% of age group)			
Female	36	41	47
Male	30	34	40
Gross tertiary enrolment ratio (% of age group)			
Female	3	5	4
Male	5	6	5
HEALTH			
Life expectancy at birth (years)			
Female	59	60	46
Male	54	55	45
Infant mortality rate (per 1,000 live births)			
	77	78	101
Prevalence of HIV (% of people aged 15–24)			
Female	..	..	39.5
Male	..	..	15.2

Source: World Bank database of Gender Statistics
.. Figures not available.

Priority Concerns

Among the 12 critical areas of concern outlined in the 1995 Beijing Platform for Action, the Government of Swaziland has identified the following, in order of priority, for national action:

- Women in Power and Decision-making
- Human Rights of Women
- Violence Against Women
- Women and Poverty
- Women and the Economy.

A Decade of Action

A major achievement of the Government's commitment to gender equality is the inclusion of gender and development issues in the National Development Strategy (NDS). The NDS is a 25-year vision governing national development initiatives, and a major objective is to achieve the goal of equality between women and men and recognise it as a necessary ingredient for sustainable national development.

The Government has introduced the Millennium Action Programme as a monitoring tool for gender equality and the empowerment of women. This reporting framework provides a matrix on specific areas, strategies, actions and target dates.

The National Gender Machinery is the Gender Co-ordination Unit in the Ministry of Home Affairs. Swaziland acceded to CEDAW in 2004. The country is ranked at 109 in the Gender-related Development Index (GDI) in the *UNDP Human Development Report 2004*.

Women in Power and Decision-making

Women are under-represented in positions of power and decision-making in Swaziland. To redress this, the Gender Co-ordination Unit has conducted a training of trainers workshop on women in politics and decision-making and a *Voter Education and Training Manual* produced as a training tool and resource kit for trainers. In 2003, the Government, in collaboration with local NGOs, conducted a campaign entitled, *Vote and Vote for a Woman*, targeting the national elections in October of that year. These initiatives have

increased women's representation in politics from 12% to 19%.

Efforts have been made to 'engender' the draft constitution. A workshop was held with the Women's Caucus to discuss the draft. The Gender Co-ordination Unit, in collaboration with NGOs, also reviewed the draft constitution and made recommendations to the Constitutional Drafting Committee on 'engendering' the document.

A considerable number of women have been appointed to Parliament by the Head of State and the House of Assembly has elected a woman to the position of Deputy Speaker.

Human Rights of Women

A national workshop was held on women's legal and human rights issues. An outcome of the workshop was the launching of a campaign to remove the minority status of women. The Government has also initiated, with the assistance of the local UNDP office, a Gender, Law Reform and Human Rights project aimed at building capacity in the Attorney-General's Office to enable gender and human rights perspectives to be incorporated into its activities. The Law Reform exercise has begun and is targeting three pieces of legislation: the Marriage Act, Deeds Registry Act and Administration of Estate Act.

Violence Against Women

The Government is working with local NGOs, such as the Swaziland Action Group Against Abuse (SWAAGA), to eradicate gender-based violence. SWAAGA has increased the number of Drop-in Clinics throughout the country as part of an effort to decentralise their services. Police officers have been given special training on how to deal with gender-based violence, such as rape. The Government has established a Child Protection Unit within the Department of Police to deal with, inter alia, cases of child abuse.

Women and Poverty

Access to and control over land and capital, particularly by women, are crucial



issues for the attainment of sustainable economic development in Swaziland. The issue of land ownership is being tackled in various forums, including the Urban Development Project, the Land Policy and the Settlement Policy. Lack of access and control over resources has been a major factor in the relatively high incidence of poverty, particularly among women. This vulnerability, combined with the minority status of women in Swaziland, has led to the feminisation of poverty. The Government is addressing these disparities through a process of legal reform, with a focus on family law issues.

The Government has established a Poverty Task Force with the responsibility of producing a national Poverty Reduction Strategy Action Plan (PSRAP). Gender is one of the eight priority areas identified by the task force. The PRSAP provides an analysis of the linkages between the causes of poverty, macro-structural and sectoral policies. A gender perspective will be included in all the priority areas outlined in the final document.

Gender Mainstreaming and Budgeting

An integrated approach to gender equality has been initiated as a

programme with technical and financial assistance from UNDP. The programme aims to enhance awareness of the need for gender balance and equip targeted sectors with the necessary skills to bridge gaps. It also harnesses the support of policy-makers, development agents, women and men in support of gender equality. The strategy for promoting gender equality under this programme is based on six mutually reinforcing approaches:

- Participatory and Rural Communication Appraisal;
- Media Awareness;
- Social and Economic Gender Analysis;
- Research into Custom and Tradition;
- Gender-focused responses to HIV/AIDS;
- Gender, Law and Development.

Gender-sensitive planning and budgeting is part of the SADC Plan of Action whereby member states are urged to promote the effective implementation of gender and development activities. Participants from central ministries and the national machinery in Swaziland attended a regional training workshop on gender-sensitive planning and budgeting for national machineries for the advancement of women. A workshop for Gender Focal Points and the Gender Consortium (for NGOs) followed with the

aim of sensitising them to gender budgeting and introducing it in Swaziland. A workshop for policy-makers and planners to facilitate the process of engendering budgets is planned as the next step in the process.

National Women's Machinery

The current institutional framework for effective implementation of the National Gender Policy consists of the Gender Co-ordination Unit, Gender Focal Points (government sector) and the Gender Consortium (NGO sector).

The Gender Co-ordination Unit, established in 1996, is under the Ministry for Home Affairs and is mandated with the responsibility for co-ordinating all gender issues in the country and facilitating the mainstreaming of gender concerns in all areas of development.

A Gender Policy Statement has been formulated by the Gender Task Force as a forerunner to a wider national policy. The Gender Co-ordination Unit, together with UNDP and other stakeholders, has further consulted with the wider sectors of society on this policy and has produced a final document, which is awaiting Cabinet approval at time of reporting.

The Government has set up the Swaziland Committee on Gender and Women's Affairs (SCOGWA), comprising governmental, non-governmental and private sector representatives. The committee is responsible for developing the gender programme through lobbying and advocacy. SCOGWA assisted the national representation at the 1995 Beijing conference and was instrumental in preparing a position paper.

Swaziland has prepared a profile of the National Gender Machinery for the United Nations Division on the Advancement of Women (UNDAW) and drafted a national proposal for the capacity building of the national gender machinery.

Partnerships

Swaziland develops its work on gender in collaboration with national NGOs, international organisations and regional agencies.

Uganda

COUNTRY REPORT (Summary)

Gender Profile	1990	1995	2000
POPULATION			
Total population (000)	16,300	19,200	22,200
Female population (% of total)	50.3	50.2	50.0
LABOUR FORCE PARTICIPATION			
Female labour force (% of total)	48	48	48
Female unemployment (% of female labour force)	1.3	2.1	..
EDUCATION			
Adult illiteracy rate (% of people aged 15+)			
Female	56.5	49.7	43.2
Male	30.7	26.4	22.5
Net primary enrolment ratio (% of age group)			
Female	..	83	106
Male	..	92	113
Net secondary enrolment ratio (% of age group)			
Female	..	..	10
Male	..	..	14
Gross tertiary enrolment ratio (% of age group)			
Female	1	1	2
Male	2	2	4
HEALTH			
Life expectancy at birth (years)			
Female	47	44	43
Male	46	44	42
Infant mortality rate (per 1,000 live births)			
	100	90	81
Prevalence of HIV (% of people aged 15–24)			
Female	..	..	7.8
Male	..	..	3.8

Source: World Bank database of Gender Statistics
 .. Figures not available.

Priority Concerns

Among the 12 critical areas of concern outlined in the 1995 Beijing Platform for Action, the Government of Uganda places priority on the following:

1. Women in Poverty/Women in the Economy
2. Women and Health
3. Human Rights of Women/Women in Power and Decision-making
4. The Girl-child/Education and Training of Women
5. Violence Against Women

A Decade of Action

Wide consultations following the 1995 Beijing Conference led to the adoption of the National Action Plan of Women (NAPW) for 1999–2004. This plan defines Uganda's priority areas for action (above) and sets out monitoring indicators for accessing progress. The National Women's Machinery (NWM) is the Directorate of Gender and Community Development in the Ministry of Gender, Labour and Social Development.

Uganda ratified CEDAW in 1985. It is ranked at 113 in the Gender-related Development Index (GDI) in the *UNDP Human Development Report 2004*.

Women and Poverty

Women are one of Uganda's hidden growth reserves, providing most of the country's agricultural labour (over 70%), but their productivity is constrained by widespread inequality ranging from access to education and health care, to employment and decision-making at different levels. This acknowledgement is critical if Uganda's target of reducing the proportion of the population below the absolute poverty line from the current level of 35% to less than 10% is to be met by 2015.

Strategies to address poverty, income generation and economic empowerment of women are embedded in the country's Poverty Eradication Action Plan. Poverty has been defined as the lack of basic needs and services such as food, clothing, bedding, shelter, paraffin, basic health care, roads, markets, education, information and communication; also the

lack of opportunities for survival and employment, as well as a group's exclusion from accessing certain services or benefits or from having a say.

In these definitions, women emerge as the majority among the poor. Statistics also show that though Uganda has managed to reduce the proportion of the population living below the poverty line (i.e., on less than US\$1 per day) from 56% in 1992 to 35% in 2000, fewer women than men have moved out of poverty.

Increasing women's access to credit has been a key strategy for economic empowerment. There are several micro-finance institutions, 69% of whose borrowers are female mainly in commerce (72%), services (63%), animal husbandry (60%), and manufacturing (48%). However, most of these institutions are small and have a very low resource base. Most are also urban-based, whereas over 80% of women live in rural areas and therefore women's credit needs are not fully addressed.

Statistics for 1993–2000 show that although there is steady improvement in narrowing the income gap, gender inequality persists. In 1993, the women's average wage per day in agriculture was (at about US 40 cents) 83% that of men's; in 2000 the gap had closed to 91% (at about US 51 cents). During that period, women's average income per month from small agricultural household enterprises in the informal sector fell from 82% (at US\$16.15) that of men's to 63% (at US\$23.94). In 2000, females made up 35% of employers, up from 15% in 1993.

Women and Health

The objective of the National Health Policy and Health Sector Strategic Plan is to reduce maternal morbidity and mortality. Sexual and Reproductive Health and Rights is a key component of this strategy and aims to contribute to the reduction of neonatal, infant and maternal morbidity and mortality.

In spite of a number of initiatives, however, key indicators are still alarming. The maternal mortality ratio has reduced modestly from 700 per 100,000 live births in 1988 to 505 in 2000, and the total fertility rate stagnated at a high 6.9 %



between 1995 and 2000. Poor access to health facilities, limited public confidence, inadequate staff and skills, poor infrastructure (roads), and the lack of equipment, drugs and other supplies such as blood, are some of the reasons.

In some districts, however, innovative measures have been introduced to bring down the high maternal mortality ratio.

HIV/AIDS was first identified in Uganda in 1982. It is estimated that 1.9 million Ugandans contracted HIV/AIDS since the onset of the disease; most have died. Of the 948,000 deaths caused by AIDS alone, 427,000 were women and 95,000 were children below 15 years. A Ministry of Health report in 2002 shows that of the 1,051,000 people living with HIV/AIDS in Uganda, 51% are women and 10% children below 15 years. Infection rates are higher among women. The HIV prevalence rate, however, has fallen from over 18% in 1992 to 6.5% in 2001. It is estimated to have dropped to 6.1% in 2002 (*Uganda Human Development Report 2002*).

The pandemic has produced an increasing number of AIDS-related orphans; about 2.4 million children have lost either one or both parents to the disease, severely over-stretching the traditional African extended family social network. One in every four families cares

for orphaned children, who usually bear the brunt of domestic work. Worse, orphaned girls are vulnerable to the HIV infection through early marriages and sexual abuse.

National strategies recognise the intersection between gender and HIV/AIDS. Statistics show that the infection rate of HIV among adolescents of 15–19 years is six times higher for girls than boys. The Government is planning home-based HIV/AIDS Care Support Programmes, intensifying prevention of parent-to-child transmission, upgrading voluntary counselling and testing services, and strengthening communication for positive health living.

Human Rights of Women

Since 1995, efforts have been made to implement CEDAW in social, economic and political sectors. Thus far, three CEDAW country reports have been submitted and Uganda is in the process of ratifying the Optional Protocol.

The 1995 Constitution domesticates CEDAW in fundamental ways, providing for gender equality in all fields, prescribing affirmative action for women, and outlawing cultures, traditions and practices that undermine the welfare, dignity and interests of women.

Other laws that protect women's rights include the Penal Code, which forbids sexual intercourse with girls below 18 years of age and has a maximum penalty of death upon conviction. A requirement for spousal consent on matters concerning matrimonial land has also been included in the Land Act.

Concerns have been expressed that the Penal Code does not protect boys below 18 from sexual exploitation and abuse though a Bill to that effect has been prepared. The marriage, divorce and inheritance laws also continue to discriminate against women. Efforts at reform are in a draft Domestic Relations Bill which has unfortunately attracted resistance from religious quarters, some men and women, and institutions which argue that it would cause domestic disharmony, and harm culture and religious practices. The most contentious issues in the Bill include co-ownership of matrimonial property and regulation of polygamy. The Government and CSOs are trying to obtain consensus on these issues.

Women in Power and Decision-making

The number of women in top decision-making positions has increased since 1995. Key among the reasons is the Constitution and its affirmative action measures for women representatives in the National Assembly and quotas in local council structures.

The Constitution provides for one woman Member of the National Assembly

(MNA) per district and reserves at least one-third of local council positions for women. Following this example, women are now entering top positions in other fields as well.

Table 21.1: % Females in Public Office, Uganda

	1996 %	2003 %
Members of National Assembly	18.7	24.5
Cabinet Ministers	8.6	14.2
Ministers of State	10	26.6
Chairpersons, District Local Govts	0	1.8
Councillors, District Local Councils	42.3	38.9
Sub-county Chairpersons	1.6	2.3
Councillors at Sub-county level	48.5	44.5
Civil servants at highest scale (excluding teachers)	..	17.3
Chief Administrative Officers (Technical Heads of Districts)	..	15.3

Source: Africa Gender and Development Index (Uganda)

However, although there are more women in the National Assembly, very few are in top decision-making positions within the legislative assembly.

The Girl-child/Education and Training of Women

Under the Education Sector Strategic Investment Plan 1997–2003, all primary school-age children have benefited from

Universal Primary Education. Primary school enrolment increased from 2.7 million pupils in 1995 to 5.3 million in 1997 and 7.3 million by 2002 with girls forming 49%. This is as a result of sensitising communities to the importance of education for girls and also government and CSO education strategies for the girl-child.

Unlike primary education, however, secondary education in Uganda has significant financial implications for parents, guardians and students since they have to pay for it. Enrolment is therefore relatively low – 2000 figures show 10% of girls in that age group enrolled, compared to 14% for boys.

In order to improve literacy, the Government and CSOs have implemented adult literacy programmes, with over 80% of the learners being female.

Violence Against Women

A draft national strategy on gender-based violence for 2001–2003 was developed. It prescribed inter-sectoral as well as government, local government, CSO and development partner linkages. It identified concrete steps for the Government and other organs to respond to every type of gender-based violence. Government programmes include extensive gender sensitisation in communities and the police, and education on legal rights. Reporting and response to complaints have improved.

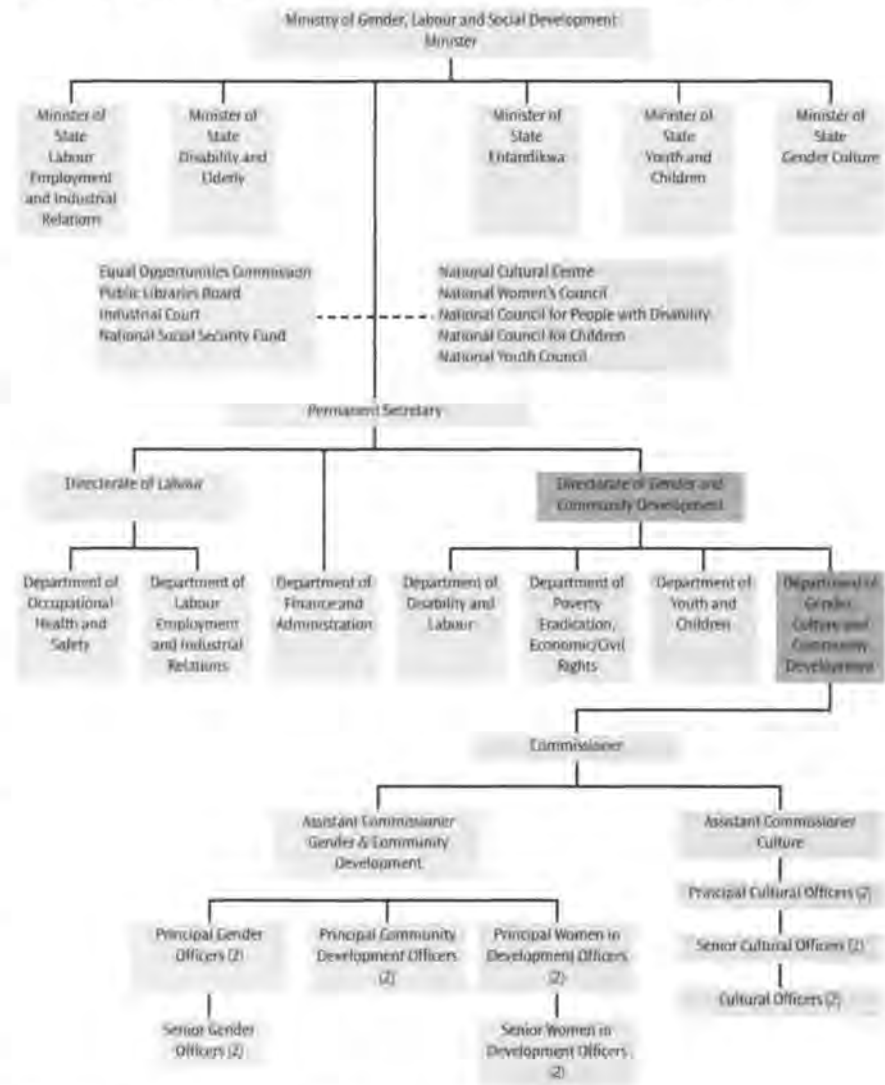
Government institutions in charge of addressing violence against women include the Ministry of Gender, Labour and Social Development, the Law Reform Commission, the judiciary (formal courts of law), local council committees (informal courts), the police and the Uganda Human Rights Commission. Family and Child Protection Units in the police and the khadi (Muslim) courts are also involved.

Unfortunately, law enforcement institutions, such as the police and courts are still ill-equipped to conduct investigations and to prosecute. They are further hampered by the fact that there are few statistics illustrating the extent and type of gender-based violence, especially domestic violence. Further, sex-

Women and children are the hardest hit by armed conflict



Chart 21.1: The Organisational Structure of the Uganda NWM



disaggregated data are lacking though most organisations note more reported cases of women and children. There have been deliberate efforts to involve CSOs, especially women's organisations in the process of law reform, legal education and issues of violence against women. The Government needs to commit sufficient funds to facilitate the implementation of the strategy, and more advocacy that domestic violence is a development concern.

Unlike elsewhere, trafficking in women has been defined in Uganda as procurement in the Penal Code, that is the luring of rural girls, especially orphans, with offers of employment in urban areas, usually to be forced into prostitution. In addition, armed conflict in the north has resulted in many young girls being abducted to serve as slaves to members of the rebel army and subjected to sexual slavery.

Public and institutional awareness of this trafficking is lacking. There is no specific policy and set plan to address the problem and few studies have been done to determine its extent. Hence, there are no clear targets and no budget for action.

National Women's Machinery

Between 1995 and 1998, the NWM was located in the Ministry of Gender and Community Development as a full directorate with two departments, one for gender affairs and the other for legal affairs. After a change in the administrative set-up, the NWM has been located in the Ministry of Gender, Labour and Social Development. Since 2000, the Ministry has been the lead institution in for social development.

The NWM is supervised by a Director responsible for gender and community development. The technical arm of the NWM, however, is now a division (the Department of Gender, Culture and Community Development) which is one of four departments under the Director. The effect of this restructuring has been a reduction of staff gender specialists from 25 to 8.

The work of the NWM is strengthened by the Uganda Gender Forum, a

mechanism for the co-ordination of gender mainstreaming. The forum was conceived under the Commonwealth-led Gender Management Systems project, and brings together gender experts and advocates from government, civil society, development partners and academia.

Other institutional mechanisms that reinforce the NWM are the Department of Women and Gender Studies, Makerere University; the National Women's Council which mobilises women from grassroots to national level; the Directorate of Gender and Mass Mobilisation in the Movement Secretariat; the Uganda Human Rights Commission; the Uganda Law Reform Commission; the Uganda Women Parliamentary Association; and the National Association of Women Organisations in Uganda, an umbrella organization for CSOs.

An Equal Opportunities Commission is to be established.

The NWM interacts with all ministries. Strengthened partnerships are envisaged under the Social Development Sector working group established recently by the ministry to engage in sector budget and

planning processes.

Resources

Funding of the NWM has remained low. The budget allocation for the NWM is approximately Ug. Shs. 10 billion (US\$5 million), approximately 0.2% of the national budget. About Ug. Shs. 50 million (US\$25,000) is allocated to gender mainstreaming annually. Additional funds for gender mainstreaming activities are accessed through the District Development Project (DDP) covering six districts. The total support amounts to US\$600,000 and is provided by the Japanese Women in Development Trust Fund and the United Nations Capital Development Fund for three years ending 2005.

Partnerships

Collaboration between the NWM and NGOs is increasing especially in health, the economy, education, in implementation of the national gender policy and advocacy for women's rights. This collaboration has contributed

significantly to the advancement and empowerment of women in Uganda. Professional organisations – such as the Association of Uganda Women Medical Doctors, and the Women Engineers, Technicians and Scientists in Uganda – and country chapters of international organisations are also active. Uganda is also host to some international women's organisations such as Isis-Women's International Cross-Cultural Exchange, Akina Mama wa Afrika, and the Eastern African Sub-regional Support Initiative for the Advancement of Women.

Uganda has also worked with UN agencies, the Commonwealth Secretariat and other multilateral organisations. The Secretariat has supported the establishment of the Gender Management System in Uganda which has helped ministries and CSOs forge closer links.

Concerns for the Future

A Social Development Sector Strategic Investment Plan (2003–2008) defines the strategic interventions for promotion of gender equality and women's empowerment in Uganda. They include:

- Strengthening the legal framework to protect women's rights. This will include the reform of family law, paralegal education and sensitisation of communities about the human and legal rights of women;
- Strengthening gender-planning capacity through training of planners and implementers as well as carrying out gender analysis of sectoral and local government budgets;
- Supporting relevant sectors (through mainstreaming) to address specific constraints faced by females e.g. high drop-out rates among girls in top primary classes and post-primary education, high maternal mortality ratio, the high HIV/AIDS prevalence rate especially among women, and the participation of women in market oriented agricultural production.

The major constraints to implementing the above are limited resources, both financial and human.

United Republic of Tanzania

Gender Profile

	1990	1995	2000
POPULATION			
Total population (000)	25,000	29,600	33,700
Female population (% of total)	50.6	50.5	50.4
LABOUR FORCE PARTICIPATION			
Female labour force (% of total)	50	49	49
Female unemployment (% of female labour force)	4.2	..	..
EDUCATION			
Adult illiteracy rate (% of people aged 15+)			
Female	49	41.1	33.5
Male	24.5	20.1	16.1
Net primary enrolment ratio (% of age group)			
Female	52	48	48
Male	51	47	46
Net secondary enrolment ratio (% of age group)			
Female	..	..	5
Male	..	..	5
Gross tertiary enrolment ratio (% of age group)			
Female	0	0	0
Male	0	1	1
HEALTH			
Life expectancy at birth (years)			
Female	52	50	45
Male	49	47	44
Infant mortality rate (per 1,000 live births)	102	103	104
Prevalence of HIV (% of people aged 15-24)			
Female	..	..	8.1
Male	..	..	4

Source: World Bank database of Gender Statistics.
Figures not available.

Priority Concerns

Among the 12 critical areas of concern outlined in the 1995 Beijing Platform for Action, the Government of the United Republic of Tanzania has identified the following, in order of priority, for national action:

1. Human Rights of Women
2. Women and Poverty/Women and the Economy
3. Women in Power and Decision-making
4. Education and Training of Women

In support of implementation, the Government has concentrated on: capacity-building (institutional strengthening of the National Women's Machinery for gender mainstreaming); gathering and disseminating sex-disaggregated data; and advocacy.

A Decade of Action

National policies for women and gender and community development have been implemented for some years. The women and gender policy outlines how women can advance socially, culturally, economically and politically and special focus has been placed on gender mainstreaming, women's ownership of property, their participation in decision-making and accessing technology and credit facilities for business.

The National Women's Machinery (NWM) is the Ministry of Community Development, Gender and Children. The United Republic of Tanzania ratified CEDAW in 1985. The country is ranked at 131 in the Gender-related Development Index (GDI) in the *UNDP Human Development Report 2004*.

Human Rights of Women

Over the years, the Government has repealed and reformed many laws which discriminate against women; it has also enacted gender-sensitive legislation. The protection of the dignity of women and children is now afforded in cases pertaining to rape, incest, female genital mutilation (FGM) and other sexual offences where hearings are held 'in camera' to ensure justice and fairness to both the victim and accused. The Land Act and Village Land Act 1999 provide for

complete gender equality in ownership, use and disposal of land, including village land which is normally held under customary law. The Tanzania Law Reform Commission has reviewed various laws relating to marriage, inheritance and the child with a view to proposing amendments.

Information on legislation on the rights of women and children is distributed to women in order that they may assert their rights when needed.

The United Republic of Tanzania has ratified a number of international conventions on women's equality.

Women and Poverty/Women and the Economy

Women's advancement and gender equality have been written into a number of key national documents, including the Tanzania Development Vision 2025 (1999), the National Poverty Eradication Strategy, the Poverty Reduction Strategy Paper and the Tanzania Assistance Strategy which encompasses the joint efforts of the Government and the international community. Together, they form a framework for attaining gender balance, combating female poverty, strengthening institutional capacity for gender mainstreaming, incorporating gender perspectives in many sectors and organisations, and providing women with access to credit facilities and education, and owning the means of production.

Women agriculturalists and entrepreneurs have often found themselves with no means of acquiring capital. Various credit schemes aim to redress that. The Women's Development Fund, established by the NWM, provides credit to women entrepreneurs at grassroot levels with district councils contributing 10% of their revenue to women's and youth credit funds. Small government grants also support economic activities run by women. NGOs, the private sector and donor agencies have been encouraged to establish similar credit facilities. Some thought is being given to establishing a Women's Bank.

Businesswomen have also benefited from training in managerial and entrepreneurial skills and their presence

Box 22.1: The Gender Budget Initiative Campaign

The Tanzania Gender Networking Programme (TGNP) is a NGO that was registered in 1992. It is mainly engaged in facilitating the achievement of women's empowerment through social transformation, gender equity and equality.

The objective of TGNP's Gender Budget Initiative (GBI) is to strengthen consensus-building and advocacy skills for various groups in order to campaign effectively for gender equality. The aims of the exercise are:

- Broadening women's participation in policy-making and their exposure to management structures of public resources;
- Examining the budgeting process in the United Republic of Tanzania so as to see how budgets are allocated and the eventual utilisation of budgeted resources;
- Gauging the impact this allocation of resources has upon women and other less fortunate groups; and
- Laying the foundation of an effective consensus-building campaign to influence the public, decision-makers, law-makers and technocrats on the necessity to increase resources budgeted towards sectors where women and other less fortunate members of society are disadvantaged.

The ultimate aim of the GBI project is to influence a more appropriate allocation of resources through parliament to achieve more effective or efficient utilisation of available resources as per gendered community needs.

at domestic and international trade fairs has been facilitated.

The Government is working with NGOs to implement gender-responsive budgeting (see Box 22.1). Guidelines have been issued to ministries on ensuring that sectoral budgets reflect gender implications. The policies and programmes of the ministries of education, planning, agriculture and the Treasury have undergone gender analysis.

Women in Power and Decision-making

Efforts have been made to encourage more women to enter politics and step into decision-making and other leadership roles. In 2000, the Constitution was amended to increase the special seats in Parliament from 15% (1995) to 20%. The percentage of women MPs has thus increased from 18% in 1995 to 22.7% in 2000. The percentage of women's special seats in local councils has increased from 25% to 33.3% in the same period.

The NWM and NGOs have jointly encouraged women to contest elections, and workshops and seminars have been organised to improve the quality of women parliamentarians. Women MPs have also established a caucus to enable them to participate more effectively in Parliament.

Two funds, The Training Fund for Tanzanian Women and the Capacity Building Fund for Women, have run workshops to gender sensitise decision-makers in the civil service, NGOs, the private sector and MPs. Policy makers are

similarly being sensitised.

These efforts have led to an increased number of women in higher administrative and other posts:

Chart 22.1: Percentage of Females in Selected Decision-making Posts, Tanzania

Positions	1997 %	2002 %
Government Ministers	11	15
Deputy Ministers	19	29
Permanent Secretaries	15	22
Regional Commissioners	5	10
Directors/Public Sector	20	25
Regional Administrative Secretaries	20	20
District Administrative Secretaries	10	14
Judges	7.14	14
Resident Magistrates	24.2	27
District Magistrates	12	15
Magistrates, Primary Courts	..	21

.. Figures not available.

Other highly placed women include the Accountant-General, a Justice in the Court of Appeal, the Administrator-General in the Attorney-General's Chamber and a Registrar in the Commercial Court.

Education and Training of Women

Traditional gender stereotyped roles and psychological factors continue to limit

Women and men work on setting up solar panels... more women are taking up vocational training

girls' access to formal education especially in institutions of higher learning. The Tanzania Education and Training Policy 1995 encourages female enrolment. A drive to encourage female education has been implemented, and counselling given to girls for confidence-building and improving their performance in examinations. Boarding schools for girls have been established and the curriculum reviewed to remove gender stereotyping. In teachers training colleges, trainees are introduced to gender-sensitive classroom interaction, and more women are now reportedly joining vocational training colleges in non-traditional skills. Girls (and boys) who drop out of school can also attend a special programme through which they could return to formal education

In 2000, roughly equal numbers of boys and girls were enrolled in primary schools – 48% of girls from their age group, 46% of boys. This meant, however, that over half the girls and boys of primary school-going age were not attending school. The enrolment figures fell away rapidly in the secondary schools where about 5% of girls in that age group were enrolled – about the same for boys.

The overall increase of female student enrolment in tertiary education has been small – 3.21% between 1994 and 2002. The Government continues to provide encouragement by offering remedial studies to females who have not reached minimum grades for mathematics and science courses, and sponsoring an additional 50 female students a year for a limited period of time.

The situation in vocational training institutions is even less favourable for females as there are few technical secondary schools for girls to act as 'feeder' schools and girls generally score less well than boys in mathematics and science. In 2001, female students comprised 12.88% of total enrolment in these colleges, a small increase over the 12.28% in 1998.

The Training Fund for Tanzania Women has trained a total of 462 women between 1998 and 2003. Of these, 82 were trained in management and 188 attended gender sensitisation, legal and entrepreneurship skills courses.



Sensitisation seminars for management teams on gender-responsive budgeting and audit are being carried out, mainly in the education, health, agriculture, water and livestock areas.

The Government, in collaboration with NGOs and development partners, has also facilitated the participation of over 700 women in Dar es Salaam international trade fairs for the past seven years.

Women and Health

HIV/AIDS is a serious health and socio-economic problem. Infection runs at over 7% among the adult population (15–49 years), but four times as many women are infected than men. That the average life expectancy for women has dropped from 52 years in 1990 to 45 in 2000 is largely attributable to the impact of HIV/AIDS and other communicable diseases. Women are infected at a younger age.

National programmes supervise planning and implementation of HIV/AIDS programmes, and co-ordination and mobilisation of resources. A strategic framework for community-based protection of women and children against HIV/AIDS and other sexually transmitted infections is in place and women are encouraged as health care workers. Special programmes to teach women and girls to prevent or seek treatment for HIV/AIDS and other sexually transmitted infections are conducted.

The health of women and the girl-child is also a priority in other areas. Rates for

maternal mortality and morbidity, and infant mortality, remain high, and many women do not get proper nutrition during pregnancy. The Government has required all women of childbearing age to be vaccinated with tetanus toxoid and to take Vitamin A supplements, and targets for improvement were set for 2003. Use of modern family planning methods has increased from 6% in 1996 to 16% in 1999, but urban women are more likely to use contraceptives than their rural sisters.

Other government programmes are for safe motherhood, on adolescent reproductive health, and on the eradication of FGM. Health Services related to maternal and child health are provided free of charge and family life education is taught in schools. A programme, called SARA, addresses, among other things, issues that affect the welfare, social well-being of the girl-child and children's sexual rights.

A national plan of action for combating violence against women and children is in place and campaigns have been held to sensitise women on their and children's rights and on laws that protect them.

National Women's Machinery

The National Women's Machinery was established in 1985 and was raised to the status of a Ministry in 1992. It is now the Ministry of Community Development, Women's Affairs and Children. Sections on

women's development and gender mainstreaming have been incorporated into the structure. The Government has also established Gender Desks in all Ministries, Regional and District Councils to facilitate gender mainstreaming in sectoral plans.

In addition, some thought is now being given to the establishment of a national women's body which will not be politically affiliated and which will co-ordinate programmes which advance women.

Partnerships

The NWM works closely with NGOs, civil society organisations and international organisations in a number of areas – for example in the establishment of credit facilities and participation of women at trade fairs; on the gender budget initiative; in encouraging more women to take up political and other leadership roles; and in health matters. A joint campaign in the media to make reproductive health an acceptable subject for public debate has led to more open discussion and greater exchange of information.

Concerns for the Future

The NWM expects continued effort in its areas of concern, especially combating violence against women and children, improving the collection of sex-disaggregated data, and promoting gender analysis, and the human rights of women and the girl-child.

Emphasis will also be put on education programmes for women, and programmes for women's economic empowerment and strengthening implementation of gender equality policies, including gender mainstreaming.

The NWM will also continue its efforts to address gender issues in combating the HIV/AIDS pandemic and to promote the use of information communications technologies among women.

Zambia

COUNTRY REPORT (Summary)

Gender Profile	1990	1995	2000
POPULATION*			
Total population (000)	8,122	8,978	10,089
Female population (% of total)	50.2	50.2	50.3
LABOUR FORCE PARTICIPATION			
Female labour force (% of total)	46	45	45
Female unemployment (% of female labour force)	..	13.7	16
EDUCATION			
Adult illiteracy rate (% of people aged 15+)			
Female	41.3	34.8	28.5
Male	21.4	17.9	14.8
Net primary enrolment ratio (% of age group)			
Female	..	74	65
Male	..	76	66
Net secondary enrolment ratio (% of age group)			
Female	..	14	18
Male	..	19	20
Gross tertiary enrolment ratio (% of age group)			
Female	1	11	2
Male	3	4	3
HEALTH			
Life expectancy at birth (years)			
Female	50	46	38
Male	48	45	38
Infant mortality rate (per 1,000 live births)			
	100	112	112
Prevalence of HIV (% of people aged 15–24)			
Female	..	..	17.8
Male	..	..	8.2

Source: World Bank Database of Gender Statistics.

* World Bank Atlas 1991 for 1990 figures; 1997, 1995, and 2002, 2000.

Figures not available.

Priority Concerns

Among the 12 critical areas of concern outlined in the 1995 Beijing Platform for Action, the Zambian Government has identified the following, in order of priority, for national action:

1. Women in Poverty;
2. Education and Training of Women;
3. Women and Health;
4. Women in Power and Decision-making;
5. The Rights of the Girl-child.

A further six underlying and cross-cutting issues address the five areas of concern: The critical role of the media at all times and at all levels; the need for sex-disaggregated data; the establishment of effective institutional mechanisms; promoting the human rights of women; consideration for the implications of cultural, traditional and Western influences in all areas; and the rural/peri-urban trichotomy of the Zambian population.

A Decade of Action

Zambia's National Gender Policy, adopted in March 2000, provides guidelines for mainstreaming gender into policies and programmes. The policy has been translated into seven local languages. Following wide consultation, an implementation plan for the policy has been drawn up and awaits Cabinet approval. This plan would involve the public and private sectors, civil society, co-operating partners as well as individuals.

Zambia's National Gender Machinery (NGM) is the Gender in Development Division (GIDD), located since 1996 in the Cabinet Office of the President of Zambia. The country ratified CEDAW in 1985. It is ranked 133 in the Gender-related Development Index (GDI) in the *UNDP Human Development Report 2004*.

Women and Poverty

Gender has been mainstreamed into the 2002–2004 Poverty Reduction Strategy Paper (PRSP). A number of programmes aimed at empowering disadvantaged groups, including women, have been put in place. GIDD reports, however, that

these programmes have yet to benefit from in-depth gender analysis and therefore do not adequately address the practical needs of women and men; poverty reduction measures have also not fully addressed the worsening situation of women due to limited financial resources and lack of awareness of the existence of these programmes; the various relevant institutions lack co-ordination, thus reducing impact. In 2001, however, GIDD disbursed US\$134,123 to women's community-based organisations to help combat poverty.

Education and Training of Women

Zambia's National Education Policy 1996 acknowledges that the State has an obligation to protect and advance the education of all Zambians, especially women. A Programme for the Advancement of Girls Education addresses gender imbalances at all levels of the education system. Measures include affirmative action such as a 50:50 enrolment ratio between girls and boys at Grade 1; special bursary schemes for girls at primary and secondary school levels; lower pass marks for girls; and a 25% bursary allocated to female students at university.

By 2000, the enrolment ratio for females in tertiary education had doubled. Stereotyped images and language have been removed from textbooks and educational materials since 1994 and children's rights and human rights included in the curriculum. Girls who drop out of school because they are pregnant can now be re-admitted to continue their studies. However, poverty was one of the main reasons behind the fall in both male and female primary enrolment figures since 1990.

Women and Health

Zambia has a high prevalence of HIV/AIDS infection. In the 15–24 year age group, more than twice the number of females as males are infected. Life expectancy has decreased from 50 years in 1990 to 38 years for females in 2000 (48 years to 38 for males). HIV/AIDS has thus also become a development issue, and gender issues

are reflected in the National Plan of Action against HIV/AIDS.

The Primary Health Care programme has been restructured to focus on the high risk to underprivileged and vulnerable groups, mostly women. At national level, areas of concern include the nutritional status of girls, maternal morbidity and mortality, high fertility rates, access to and utilisation of family planning services, safe motherhood and HIV/AIDS.

Polices are being drawn up to include new and emerging issues (e.g., adolescent sexual and reproductive health, and the recurrence of tuberculosis and malaria); Family Planning and Reproductive Health guidelines have been issued at national, provincial and district levels; an integrated health approach to basic health services enables individuals, especially women who are culturally responsible for caring for the sick, to access different health services during a single visit (instead of several visits as in the past).

Sensitising the public on gender, reproductive health, reproductive rights, and promoting male involvement in family health and other related issues continues.

Women in Power and Decision-making

Zambia has made some strides towards ensuring that more women are placed in decision-making positions – 30% by 2005.

Table 23.1: Percentage of Females in Decision-making Positions, Zambia

	1995	1998	2003
Minister	9%	8.3%	23.8%
Deputy Minister	2.6%	7.3%	9.75%
Members of Parliament	3.8%	10.1%	13.66%

* Source: Parliament of Zambia

These figures, however, remain low overall. A selection of decision-making positions (Cabinet and deputy ministers, MPs, Secretary and Deputy to the Cabinet, Secretary to the Treasury, Permanent Secretaries, Special Assistants to the President, and the Anti-Corruption and

Electoral Commissions) showed that women held only 14.44% of positions in 2003. GIDD and NGOs are working to encourage more women to take up leadership roles.

Other Concerns

Zambia believes that unless gender is mainstreamed into all policies, programmes and activities, women will continue to be marginalised, and that existing equalities will persist. GIDD has made some efforts to mainstream gender in the 2003 General Policy Framework, Poverty Alleviation Programme and the Agriculture Sector Investment Programme. Laws are especially being strengthened to deal with violence against women. In macroeconomic issues, the Transitional Development Plan (2002–2005) acknowledges gender as one of the central issues in development, but GIDD reports that gender concerns are far from being taken up. A programme started in November 2003 to support women in the informal economic sector and GIDD continues to work with the Ministry of Finance and National Planning on making the national and sectoral budgets gender-responsive.

National Women's Machinery

The National Gender Machinery was established in 1987 as a Desk staffed by one officer in the Sector Department of the National Planning Machinery of the Government. It was first upgraded to a unit and then in 1990 to the Women in Development Department under a Director. In June 1996, in further recognition of the importance of gender issues, and to strengthen the department in terms of authority and resources, it was elevated to the Gender in Development Division in the Cabinet Office.

GIDD's role is to co-ordinate, monitor and evaluate the implementation of the National Gender Policy – and all gender-related policies and programmes – to ensure the attainment of equity and equality between the sexes. In doing so, it facilitates institutional capacity building, co-ordinates mainstreaming of gender



into macro- and sectoral policies, initiates and improves the dissemination of information to increase awareness and knowledge of gender issues, and facilitates the integration of regional and international instruments on gender into national laws, policies and programmes.

The division also acts as the secretariat for a national Gender Consultative Forum set up to advise the Government on gender mainstreaming and any issues related to gender and development, identify emerging issues and ensure that policies being implemented are gender sensitive. Members of the Forum are drawn from the executive, legislature, judiciary, private sector, employment sector, finance sector, academic and research institutions, traditional authorities and civil society.

GIDD enjoys close relations with other government departments. It was involved in the formulation of the Poverty Reduction Strategy Paper and the drafting of the 2000–2002 National Transitional Development Plans, and with the Ministry of Finance and National Planning on engendering the national budgetary process. It is assisting the Ministry of Lands in reviewing the Land Policy and in implementing the policy of allocating 30% of land to women, with the remainder being competed for equitably by both sexes.

At sector level, Gender Focal Points (GFPs) have been designated in all ministries, provincial administrations and other public sector institutions. At district

level, which is the focus of implementation of gender and development, District Planning Officers have been appointed as GFPs. GIDD plans to move away from concentrating on GFPs by involving all planning units in departments in mainstreaming gender equality.

GIDD has its own government budget allocations which have increased in recent years. Funding from co-operating partners, however, has decreased.

Constraints to the implementation of gender and development activities include inadequate information flows and networking between public sector agencies, among NGOs and between the public sector and civil society; limited knowledge and institutional capacity; concentration of activities in urban areas; and unclear objectives by most NGOs, leading to lack of focus, duplication and sub-optimal utilisation of resources.

Partnerships

GIDD works closely with its co-operating partners, other government agencies, and NGOs, such as the Non-governmental Coordinating Committee, Women in Law in Southern Africa, Women in Law in Development in Africa, and the Young Women's Christian Association. Civil society organisations play an important role in the advisory Gender Consultative Forum and were involved in the drafting of the National Gender Policy and its implementation plan. GIDD consults NGOs on legal reform and the

constitutional review and works closely with them in the disbursement of funds to community-based organisations. Strengthening institutional mechanisms through gender training, information production and dissemination, and networking would enhance these partnerships. So would decentralising and strengthening institutional structures at district and community levels for gender mainstreaming.

Concerns for the Future

Because of the limited capacity to deal with gender issues in the public sector and at provincial and district levels, gender mainstreaming will be a top priority for Zambia in coming years. The training of government and public officers in gender analysing skills and techniques will therefore be crucial for national development. Poverty and the feminisation of poverty – 90% of Zambia's poor, identified in a 1996 survey, were women – continues to result from biases in society, including unequal opportunities in education, employment, lack of security, and access to credit and other means of production.

Women's health remains a major source of concern, especially the incidence of HIV/AIDS and sexually transmitted diseases, girls' nutrition, maternal morbidity and mortality, high fertility rates, access to and utilisation of family planning services and safe motherhood.

While limited knowledge and capacity to deal with gender are constraints, so is the reduced funding for gender and development activities by Zambia's co-operating partners.

Chart 23.1: GIDD's Organisation Structure within the Cabinet Office, Zambia

