

# PREFACE

## INTO THE FUTURE: THE SADC GENDER PROTOCOL AND THE POST 2015 AGENDA



Gender activists in Lesotho demand 50/50 by 2015 and a strong post 2015 agenda.  
Photo: Colleen Lowe Morna



### KEY FACTS

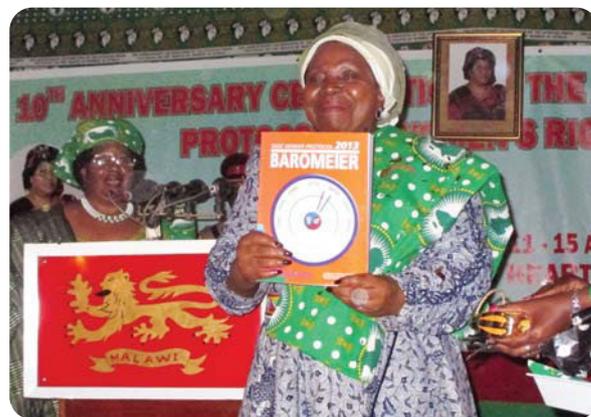
- SADC is the only region in the world with a legally binding omnibus instrument for achieving gender equality in the form of the SADC Protocol on Gender and Development [SGP].
- The SGP has 28 targets to be achieved by 2015, compared to the 8 targets in the MDGs specific to gender, or in which gender has been mainstreamed.
- The civil society Southern African Gender Protocol Alliance (the Alliance) that lobbied for the Protocol and now monitors its implementation through the annual Barometer has devised the SADC Gender and Development Index (SGDI) and Citizen Score Card (CSC) to measure progress towards attaining the targets of the SGP.
- Global debates on the post 2015 agenda recognise the limitations of the MDG “basic needs” approach, especially with regards to gender equality. The clamour in the debates on the Sustainable Development Goals (SDG's) that will succeed the MDG's is for a rights-based approach.
- The gender lobby in Africa and globally is demanding a stand- alone goal on gender equality in the SDG's and stronger mainstreaming of gender in all MDG goals. This lobby is calling for greater “voice, choice and control” for women in the post 2015 era.
- By pushing the boundaries of the MDGs, and setting targets in such areas as GBV and the media, the SADC region is at the forefront of going beyond minimal standards in the post 2015 agenda.
- Gender activists in the SADC region can also use the global debates to strengthen their demands, especially for the inclusion of sustainable development within the post 2015 SGP, rather than as an afterthought or addendum.
- In line with global discourse, it is also time to strengthen the rights based approach, through forthright language on the many “informal forces” that continue to undermine gender equality despite constitutional and legal provisions to the contrary.
- Each chapter of this Barometer ends with a section on the post-2015 agenda that analyses the existing targets, the proposed SDGs, the SGDI indicators that have so far been used to measure progress, and proposed indicators in global gender advocacy (see Annex A on the CD ROM for the composite matrix).
- This exercise has yielded 150 possible targets and 300 possible indicators for the SGP in the post 2015 era.
- The key message in the 2014 Barometer is that *now is the time to demand accountability in the run up to 2015, and even greater accountability in the post 2015 era!*

In 2008, SADC Heads of State signed a ground-breaking and unique instrument: the SADC Protocol on Gender and Development, with 28 targets to be achieved by 2015, also the deadline for the Millennium Development Goals (MDGs). SADC is the only region in the world that has brought together all existing continental and international instruments for the promotion of gender equality into one legally binding Protocol. Unlike the other 25 SADC Protocols, the SADC Gender Protocol (SGP) has specific targets and timeframes. Although Botswana and Mauritius have not signed the SGP it became enforceable in September 2012 after getting nine ratifications (over two thirds of the 13 signatories).

The Protocol is also unique in the extent to which governments and civil society have worked together from the crafting of the instrument during the review of Beijing Plus Ten in 2005, to ratification and now implementation. The gender NGOs that came together to lobby for the Protocol have formed the Southern Africa Gender Protocol Alliance, a network of 15 country and eight theme networks covering sector and cross-cutting interests, such as men's groups and Faith-Based Organisations. Since 2009, the Alliance has produced an annual regional and 15 country Barometers, tracking progress towards the attainment of gender equality.

The experience of the last six years shows the enormous value of and mobilising power of specific targets. Gains have been made in areas like education and women's political representation. With an average of 26% women in parliament and 24% in local government, the SADC region comes second only to the Nordic countries with regard to women's political representation. Since the first Barometer in 2009, eleven SADC countries have undertaken constitutional reforms of some kind that have a bearing on gender equality. Tanzania's draft constitution is the first to prescribe a 50% quota for women's representation in political decision-making. Malawi has passed gender equality laws in line with some provisions of the SGP. The SADC Secretariat's Gender Unit working with the Alliance developed a SADC Plan of Action to move forward on full implementation of the SGP.<sup>1</sup> To date six countries (DRC, Lesotho, Namibia, Seychelles, Swaziland and Zambia) have aligned their national gender action plans to the SGP and costed its implementation.

Progress on the 28 targets is measured using two yardsticks, the SADC Gender Development Index (SGDI) which is based on empirical data collected on 23 indicators on six areas (Governance, Education and training, Productive resources and employment, econo-

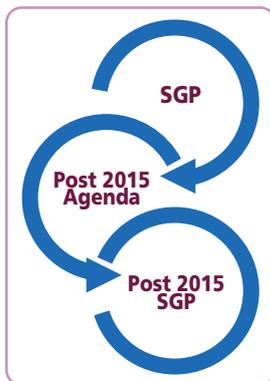


Head of the Africa Union Dr Nkosazana Dlamini-Zuma launching the 2013 SADC Gender Protocol Barometer in Malawi  
Photo: Colleen Lowe Morna

mic empowerment, Sexual and reproductive health, HIV and AIDS and Media and information and communication) and the Citizen Scorecard (CSC) based on citizen perception.

A regional SGDI score of 67% and CSC score of 67% reflect the extent to which gender is now on the region's agenda. To date a total of 1859 case studies have been collected through the annual SADC Gender Protocol Summits hosted by the SADC Gender Alliance in collaboration with local government and the media and support from Gender Ministries. These case studies provide qualitative insights on how the SADC Gender Protocol is being used as a tool to promote gender equality by governments and civil society alike in the final countdown to 2015.

The MDGs brought together governments, the international community, civil society and the private sector to achieve concrete goals for development and poverty eradication. Much has been accomplished through the concerted and focused efforts of all, saving and improving the lives of many people, but the agenda remains unfinished. The post-2015 development agenda is slated to carry on the work of the MDGs and integrate the social, economic and environmental dimensions of sustainable development. Continued progress towards the MDGs in the remaining year is essential to provide a solid foundation for the post-2015 development agenda<sup>2</sup>.



As the SGP goals are aligned to the MDGs, it is imperative that the regional gender protocol be reopened for negotiation, just as the MDGs are being transmuted into the SDGs. The SGP post 2015 will build on the successes of the past six years and allow for robust debate on new areas of concern.

With less than a year left before the deadline of both the SGP and the MDGs all stakeholders should seize the moment to look at how the two processes can strengthen each other.

<sup>1</sup> SADC Gender Protocol 2013 Barometer.  
<sup>2</sup> Millennium Development Goals Report 2014.

## Lessons from the MDG era

Goals can be a powerful force for change. They are most effective where a clear and compelling ambition can be described in clearly measurable terms and stand as tools of communication, inspiration, policy formulation and resource mobilisation<sup>3</sup>. The MDGs are making a tangible impact on lives of people around the world.

However, there is a growing consensus that the MDGs failed to address the root causes of poverty, most especially women's inequality, which made it impossible for the goals to be truly transformative. It is increasingly recognised that unless the structural causes of poverty, such as power relations, are addressed, poverty eradication will be impossible to achieve.<sup>4</sup>

The intersection of gender inequalities with other inequalities based on class, race/ethnicity, disability, age, location, marital status, gender identity and health status often lead to specific forms of discrimination and disadvantage. For example, girls in the poorest 20 percent of households have the least chance of getting an education: they are over three times more likely to be out of school than girls in the highest income quintile<sup>5</sup>. These gaps in the MDGs also reflect



a wider challenge of data availability and quality. The MDG targets on gender equality were selected based on the availability of data, rather than what dimensions of gender inequality and women's empowerment were most important to monitor.

In its position paper on "Women's Rights and Gender Equality post 2015" the UK-based Gender and Development Network (GADN) states: "Post 2015 We are operating now in an environment which is, in some ways, more precarious for women's rights than when the MDGs were framed. Gains which have been made are increasingly under attack. At the same time, economic crises have left women bearing a disproportionate share of the burden of austerity, while at the same time women's organisations are facing cuts to their funding.

Now is the time for political leadership. Without a dedicated goal for gender equality and women's rights, it is likely that the commitment of the international community, donors and national governments will be downgraded. Rather than capitalising on a crucial opportunity, the energy and investment expended to date would be wasted with a real risk of reversals in progress on gender equality. GADN calls on world leaders committed to promoting gender equality to prioritise the inclusion of a strong standalone goal on gender equality and women's rights in the forthcoming negotiations on the post-2015 framework."

**Table I: How the SGP strengthened the MDGs**

MDG Provisions	How the SGP goes beyond MDG targets
<b>Constitutional and legal rights</b>	
No targets	<ol style="list-style-type: none"> <li>1. Endeavour to enshrine gender equality and equity in their Constitutions and ensure that these are not compromised by any provisions, laws or practices</li> <li>2. Review, amend and or repeal all discriminatory laws.</li> <li>3. Abolish the minority status of women.</li> </ol>
<b>Gender and governance</b>	
1. 50 % women representation in national parliaments	4. Endeavour to ensure that 50 percent of decision-making positions in all public and private sectors are held by women including through the use of affirmative action measures.
<b>Education and training</b>	
2. Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling	5. Enact laws that promote equal access to and retention in primary, secondary, tertiary, vocational and non-formal education in accordance with the Protocol on Education and Training and the Millennium Development Goals.
3. Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015	6. Adopt and implement gender sensitive educational policies and programmes addressing gender stereotypes in education and gender-based violence, amongst others.

<sup>3</sup> United Nations. (2013). A New Global Partnership: Eradicate poverty and transform economies through sustainable development. The report of the High Level Panel of Eminent Persons on the Post-2015 Development Agenda.

<sup>4</sup> Righting the MDGs: Contexts and Opportunities for a Post-2015 Development Framework.

<b>MDG Provisions</b>	<b>How the SGP goes beyond MDG targets</b>
<b>Economic justice</b>	
4. Achieve full and productive employment and decent work for all, including women and young people	7. Ensure equal participation by women and men in policy formulation and implementation of economic policies.
	8. Conduct time use studies and adopt policy measures to ease the burden of the multiple roles played by women.
	9. Adopt policies and enact laws which ensure equal access, benefits and opportunities for women and men in trade and entrepreneurship, taking into account the contribution of women in the formal and informal sectors.
	10. Review national trade and entrepreneurship policies, to make them gender responsive.
	11. With regard to the affirmative action provisions of Article 5, introduce measures to ensure that women benefit equally from economic opportunities, including those created through public procurement processes.
	12. Review all policies and laws that determine access to, control of, and benefit from, productive resources by women.
	13. Review, amend and enact laws and policies that ensure women and men have equal access to wage employment in all sectors of the economy.
<b>Gender violence</b>	
No provisions	14. Enact and enforce legislation prohibiting all forms of gender-based violence.
	15. Ensure that laws on gender based violence provide for the comprehensive testing, treatment and care of survivors of sexual assault.
	16. Review and reform their criminal laws and procedures applicable to cases of sexual offences and gender based violence.
	17. Enact and adopt specific legislative provisions to prevent human trafficking and provide holistic services to the victims, with the aim of re-integrating them into society.
	18. Enact legislative provisions, and adopt and implement policies, strategies and programmes which define and prohibit sexual harassment in all spheres, and provide deterrent sanctions for perpetrators of sexual harassment.
	19. Adopt integrated approaches, including institutional cross sector structures, with the aim of reducing current levels of gender based violence by half by 2015.
<b>Health</b>	
5. Reduce by three quarters, between 1990 and 2015, the maternal mortality ratio.	20. Adopt and implement legislative frameworks, policies, programmes and services to enhance gender sensitive, appropriate and affordable quality health care.
	21. Reduce the maternal mortality ratio by 75%.
6. Achieve, by 2015, universal access to reproductive health.	22. Develop and implement policies and programmes to address the mental, sexual and reproductive health needs of women and men.
	23. Ensure the provision of hygiene and sanitary facilities and nutritional needs of women, including women in prison.
	24. Develop gender sensitive strategies to prevent new infections.
<b>HIV and AIDS</b>	
7. Achieve, by 2010, universal access to treatment for HIV/AIDS for all those who need it.	25. Ensure universal access to HIV and AIDS treatment for infected women, men, boys and girls.
	26. Develop and implement policies and programmes to ensure the appropriate recognition, of the work carried out by care givers, the majority of whom are women; the allocation of resources and psychological support for care-givers as well as promote the involvement of men in the care and support of People Living with Aids.
<b>Peace building and conflict resolution</b>	
No targets	27. Put in place measures to ensure that women have equal representation and participation in key decision-making positions in conflict resolution and peace building processes, in accordance with UN Council Resolution 1325 on Women, Peace and Security.
<b>Media, Information and Communication</b>	
No targets	28. Take measures to promote the equal representation of women in ownership of, and decision-making structures of the media, in accordance with Article 12.1 that provides for equal representation of women in decision-making positions by 2015.

Table I shows that while the MDGs has 8 targets relating specifically to gender equality (most of these under MDG 3 - gender equality) the SGP has 28 targets for the attainment of gender equality by 2015. This demonstrates how the SGP pushed the envelope of the MDGs, going much further than this “basic needs” approach. The 58th CSW in March 2014, that focused on the post 2015 agenda, recognised such efforts in its agreed conclusions:

“The Commission welcomes the commitments and concerted policy action at national, regional and global levels to achieve the Millennium Development Goals for women and girls. The Commission recognises the innovative efforts by some countries in the implementation of the Millennium Development Goals for women and girls by adapting targets to local contexts and reporting on a broader range of issues related to gender equality and the empowerment of women than the Millennium Development Goals specifically addressed, including on human rights of women and girls.”



Three key lessons emerge from the MDG era. The first is the value of **targets** in focusing energy and mobilising resources. However, the “lowest common denominator” approach with regard to both targets and indicators led to the criticism that the MDGs are too basic needs driven and that there is need for a right-based approach.

The second lesson concerns the value and limitation of **indicators**. An important difference (and omission from the SGP) is that the MDGs have targets that can be measured across the board. A limitation of these indicators is that they are quantitative and do not always tell the full story. For example enrolment figures in schools do not reflect the quality of education, or safety in schools. One of the biggest challenges in the post 2015 era is now to find more measurable and *meaningful* indicators.

Valuable lessons have been learned on **gender** during the MDG era. The Gender and Development Network (GADN) comments that “Importantly, MDG3 has demonstrated the impact that a dedicated gender goal can have. It has promoted inclusion of gender in

the broader development agenda and has increased political will for and attention to the needs and priorities of women and girls. It has also spurred new investment in gender both in relation to resources and also in terms of increased technical knowledge.” GADN argues that: “It remains critical that the post-2015 framework contains a stand-alone goal on gender equality and women's rights alongside targets to eliminate gender inequality in all other goal areas.” The network goes on to argue that “Mainstreaming, ensuring that gender equality is embedded across the framework, requires targets and indicators that tackle gender inequality in every area, recognising that the barriers that women and men face may be different. Mainstreaming goes beyond ensuring that both women and men benefit equally from existing targets, to ensuring that priority is given to those interventions that are of particular importance to achieving gender equality and women's rights.”<sup>6</sup>



### Global processes

Several interlocking processes are at play in the count down to 2015: the negotiations around the SDG's; Africa and other regional positions being put forward; and acceleration of gender lobbying efforts. SADC is part of these processes, and also has its own important processes under way.

One of the main outcomes of the United Nations Conference on Sustainable Development (Rio+20), held in Rio de Janeiro in June 2012, was the agreement by Member States to launch a process to develop a set of sustainable development goals (SDGs). A 30-member Open Working Group (OWG) of the General Assembly was tasked with preparing a proposal on the SDGs.

The Rio+20 outcome document - “The Future We Want” resolved to establish an inclusive and transparent inter-governmental process on SDGs that is open to all stakeholders with a view to developing global sustainable development goals to be agreed by the United Nations General Assembly (UNGA).



The disparity among developing countries across all MDGs remains huge, as illustrated by the Human Development Report 2013. The gap between the rich and poor is increasing while women remain disproportionately affected by poverty.

<sup>6</sup> Achieving gender Equality and Women's Empowerment in the post 2015 framework, Paper by the Gender and Development Network.

By end of July 2013 the High Level Panel<sup>7</sup> had released its report from the global consultations that took place under the banner: **A New Global Partnership: Eradicate poverty and transform economies through sustainable development** -The report of the High Level Panel of Eminent Persons on the Post-2015 Development Agenda. In principle, the report is agreeable to these minimum demands from the gender sector.

It is clear that efforts towards reaching the MDGs will have to continue beyond the initial deadline set for 2015<sup>8</sup>. In its report the High Level Panel recommends that targets in the post-2015 Agenda should be set for 2030 building on achievements of the fifteen year period (2000-2015) under the MDGs. Longer time frames would lack urgency and might seem implausible, given volatility of today's world, while shorter ones would not allow the truly transformative changes that are needed to take effect<sup>9</sup>.

But the world has changed significantly since the Millennium Declaration. While the principles it articulated in terms of sustainable and inclusive development remain as important as ever, there is an increasing recognition that a new approach is needed<sup>10</sup>.

The question currently being debated world-wide is what shape a new global agenda on development post-2015 should take.<sup>11</sup> The 2013 Human Development Report titled **The Rise of the South** shows that there is a new global reality that could promote greater progress throughout the world for decades to come. There are emerging States China, Turkey, Mexico, Thailand, South Africa and Indonesia. This could translate to gains towards achieving gender equality. On the other hand the developed countries are facing new kinds of pressures in the face of the three 'E' crises - economic (financial crises mainly in Europe), ecological (climate change) and energy (ever increasing oil prices, lack of alternative energy sources in many countries). The developing countries have not been spared in feeling the effects of these. This puts an important spin to the outcome of the future development framework and particularly as these factors affects women disproportionately.

The High Level Panel outlined five transformational shifts, applicable to both developed and developing countries alike, including a new Global Partnership as the basis for a single, universal post-2015 agenda that will deliver this vision for the sake of humanity<sup>12</sup>.

After many meetings and consultations the Panel concluded that the post-2015 agenda should be driven by five big, transformative shifts<sup>13</sup>:

- **Leave no one behind.** No person regardless of gender, ethnicity, geography, disability, race or other status should be denied universal; and basic economic opportunities.
- **Put sustainable development at the core.** Only by mobilising social, economic and environmental action together can we eradicate poverty irreversibly and meet the aspirations of eight billion people by 2030.
- **Transform economies for jobs and inclusive growth.** Diversified economies with equal oppor-

tunities for all, can unleash dynamism that creates jobs and livelihoods, especially for young people and women.

- **Build peace and effective, open and accountable institutions for all.**
- **Forge a new global partnership** - towards a new spirit of solidarity cooperation, and mutual accountability. The partnership should involve governments but also include others: people living in poverty, those with disabilities, women, civil society and indigenous and local communities, traditionally marginalised groups, multilateral institutions, local and national government, the business community, academia and private philanthropy.

<sup>7</sup> The High Level Panel of Eminent persons is a twenty-seven member panel appointed by the United Nations' Secretary General Ban Ki-moon to make recommendations to him on the development agenda beyond 2015.

<sup>8</sup> [http://www.ecdpm.org/Web\\_ECDPM/Web/Content/Download.nsf/0/7FDF5EECD7863283C1257B430037B1A7/\\$FILE/Great%20Insights\\_Vol%202\\_Issue%203\\_April2013.pdf](http://www.ecdpm.org/Web_ECDPM/Web/Content/Download.nsf/0/7FDF5EECD7863283C1257B430037B1A7/$FILE/Great%20Insights_Vol%202_Issue%203_April2013.pdf)

<sup>9</sup> United Nations. (2013). A New Global Partnership: Eradicate poverty and transform economies through sustainable development -The report of the High Level Panel of Eminent Persons on the Post-2015 Development Agenda.

<sup>10</sup> [http://www.ecdpm.org/Web\\_ECDPM/Web/Content/Download.nsf/0/7FDF5EECD7863283C1257B430037B1A7/\\$FILE/Great%20Insights\\_Vol%202\\_Issue%203\\_April2013.pdf](http://www.ecdpm.org/Web_ECDPM/Web/Content/Download.nsf/0/7FDF5EECD7863283C1257B430037B1A7/$FILE/Great%20Insights_Vol%202_Issue%203_April2013.pdf)

<sup>11</sup> [http://www.ecdpm.org/Web\\_ECDPM/Web/Content/Download.nsf/0/7FDF5EECD7863283C1257B430037B1A7/\\$FILE/Great%20Insights\\_Vol%202\\_Issue%203\\_April2013.pdf](http://www.ecdpm.org/Web_ECDPM/Web/Content/Download.nsf/0/7FDF5EECD7863283C1257B430037B1A7/$FILE/Great%20Insights_Vol%202_Issue%203_April2013.pdf)

<sup>12</sup> United Nations. (2013). A New Global Partnership: Eradicate poverty and transform economies through sustainable development.The report of the High Level Panel of Eminent Persons on the Post-2015 Development Agenda.

<sup>13</sup> United Nations. (2013). A New Global Partnership: Eradicate poverty and transform economies through sustainable development.The report of the High Level Panel of Eminent Persons on the Post-2015 Development Agenda.



In June 2014, the Co-Chairs of the Open Working Group on Sustainable Development Goal released the Zero Draft, which contains a proposal for goals and targets to succeed the Millennium Development Goals in 2015. The 17 proposed goals are as follows:

1. End poverty in all its forms everywhere.
2. End hunger, achieve food security and adequate nutrition for all, and promote sustainable agriculture.
3. Attain healthy life for all at all ages.
4. Provide equitable and inclusive quality education and life-long learning opportunities for all.
5. **Attain gender equality, empower women and girls everywhere.**

### Specific gender targets

- 5.1 end all forms of discrimination against women and girls.
- 5.2 eliminate all forms of violence against all women and girls in public and private spaces.
- 5.3 eliminate all harmful practices, including child, early and forced marriage and female genital mutilations.
- 5.4 ensure equal access to quality education and eliminate gender disparities at all levels of education and training.
- 5.5 ensure women's equal access to full and productive employment and decent work, and equal pay for work of equal value.
- 5.6 reduce and redistribute unpaid care and domestic work through shared responsibility.
- 5.7 ensure women's equal access to, control and ownership of assets and natural and other productive resources, as well as non-discriminatory access to essential services and infrastructure, including financial services and ICT.
- 5.8 ensure full, equal and effective participation and leadership of women at all levels of decision-making in the public and private spheres.
- 5.9 ensure universal access to sexual and reproductive health and reproductive rights in accordance with the Programme of Action of the ICPD.
- 5.10 promote the availability of gender disaggregated data to improve gender equality policies, including gender responsive budgeting.
- 5.11 fully engage men and boys in efforts to promote and achieve gender equality and the empowerment of women and girls.

6. Secure water and sanitation for all for a sustainable world.
7. Ensure access to affordable, sustainable, and reliable modern energy services for all.
8. Promote strong, inclusive and sustainable economic growth and decent work for all.
9. Promote sustainable industrialisation.
10. Reduce inequality within and among countries.
11. Build inclusive, safe and sustainable cities and human settlements.
12. Promote sustainable consumption and production patterns.
13. Promote actions at all levels to address climate change.
14. Attain conservation and sustainable use of marine resources, oceans and seas.
15. Protect and restore terrestrial ecosystems and halt all biodiversity loss.

16. Achieve peaceful and inclusive societies, rule of law, effective and capable institutions.
17. Strengthen and enhance the means of implementation and global partnership for sustainable development.

In the zero draft, gender is stand along goal 5. The eleven proposed specific goals go well beyond the provisions of the MDGs. For example, they cover violence against women; harmful traditional practices; sexual and reproductive health and care work. The specific needs of women and men also feature sporadically among the other targets as detailed in analysis in **Annex A** that reflects all references to gender in the SDGs, to ensure alignment in SADC processes.

**TABLE II: UNWOMEN RECOMMENDATIONS FOR STAND ALONE GENDER GOAL**

Component	Targets	SADC Gender Protocol
Component 1: Freedom from violence	Prevent and respond to violence against women and girls	YES
	Change perceptions, attitudes and behaviours that condone and justify violence against women and girls	YES
	Ensure security, support services and just for women and girls	YES
Component 2: Capabilities and resources	Eradicate women's poverty	YES
	Promote decent work for women	YES
	Build women's access to, and control over, productive assets	YES
	Reduce women's time burdens	YES
	Promote education and skills for women and girls	YES
	Improve women's and girls' health	YES
	Reduce maternal mortality and ensure women's and girls' sexual and reproductive health, and reproductive rights	YES
	Ensure women's sustainable access to energy	NEEDS IMPROVING
	Ensure women's sustainable access to water and sanitation	NEEDS IMPROVING
Component 3: Voice, leadership and participation	Promote equal decision-making in households	COULD BE STRENGTHENED
	Promote participation in public institutions	YES
	Promote women's leadership in the private sector	YES
	Strengthen women's collective action	COULD BE STRENGTHENED

The zero draft is still subject to negotiation. Table II summarises recommendations by UNWOMEN on a “Transformative Stand Alone Goal on Achieving Gender Equality, Women's Rights and Women's Empowerment.” UNWOMEN advocates three key clusters: freedom from violence; capabilities and resources; voice, leadership and participation. Table II assesses the current provisions of the SDG against UNWOMEN recommendations. This analysis shows that the SGP already covers most of the targets proposed by UNWOMEN, but that it needs strengthening on sustainable access to energy, water and sanitation; decision-making in households, and women's collective action.

### Africa and the post 2015 gender agenda

Africa is a continent endowed with rich natural resources, mineral wealth and human resources, which if managed well are capable of facilitating equitable and sustainable development for its citizens<sup>14</sup>.

With the 2015 deadline less than a year away the MDG Report 2013<sup>15</sup> reported that Africa remains off track on the goals to: Eradicate extreme poverty and hunger



(Goal 1), Reduce child mortality (Goal 4); Improve maternal health (Goal 5); Ensure environmental sustainability (Goal 7); and develop a global partnership for development (Goal 8). Failure to accelerate progress on these lagging goals has dire implications on human security, particularly for women and girls including their health, economic, food, political, environmental, community and personal security.

In terms of Goal 3, the Africa MDG report 2013 found that women across Africa are becoming more empowered, with more girls attending both primary and secondary school and more women in positions of political power. Nearly half the countries in Africa have achieved gender parity in primary school, and while parity at the secondary and tertiary levels has improved, limited data makes measuring progress difficult. At nearly 22 per cent in 2013, the proportion of seats held by women in national parliaments in Africa is surpassed only in Latin America and the Caribbean. While Africa is making great strides towards Goal 3, early marriage, household power dynamics and low economic opportunities for women, are slowing progress. These challenges must be addressed for Africa to reach all the targets and indicators by 2015<sup>16</sup>.

The post-2015 Development Agenda provides a unique opportunity for Africa to reach consensus on common challenges, priorities and aspirations, and to actively participate in the global debate on how to complete

<sup>14</sup> FEMNET. (2012). Communiqué from the Africa Women's regional consultation on the Post-2015 Development Framework. Monrovia, Liberia.

<sup>15</sup> MDG Report 2013: Assessing Progress in Africa toward the Millennium Development Goals

<sup>16</sup> AUC, UNECA, ADB Group, UNDP. (2013). Assessing progress in Africa toward the Millennium Development Goals.

the MDGs and address emerging development issues<sup>17</sup>. With this background the Africa Union Commission held consultations with all stakeholders to agree on the continent's priorities to guide the Africa Common Position (CAP). Six areas ( Structural economic transformation and inclusive growth, Science, technology and innovation, People centred development, Environmental sustainability, natural resources management and disaster risk management, Peace and security and Finance and partnerships) were identified as priorities for the continent.

Since 2012, women's organisations in Africa have organised consultations at various levels to identify the gender gaps in the MDGs and ensure that the next set of proposed goals after 2015 will be gender sensitive and articulate the needs and priorities of women and

girls. Recognising this, especially at this critical moment where the Post MDG development framework is being negotiated, FEMNET in conjunction with other organisations working on women's rights including Agency for Cooperation and Research in Development (ACORD), Akina Mama wa Afrika (AMwA), Association of African Women for Research and Development (AAWORD/AFARD), Equality Now, Gender Links, Ipas Africa Alliance, Solidarity for African Women's Rights (SOAWR), Women in Law and Development (WiLDAF) and World YWCA have held a series of consultations at regional level to capture the voices of African women and their vision for Africa beyond 2015. The outcomes of these consultations overwhelmingly show that women of Africa call upon African governments to prioritise:

### **The Africa we want - FEMENT position paper**

1. A transformative goal on gender equality built on the premise of a human rights approach to development that seeks to:
  - a) End all forms of sexual and gender based violence faced by all women and girls by 2030;
  - b) Ensure women and girls have access to, control over and ownership of productive resources including land, credit, energy, information and technology;
  - c) Ensure 50% representation of women in decision - making across all sectors by 2030; and
  - d) Recognition, redistribution and remuneration for unpaid care work for women and girls.
2. Eliminate legal, social and economic barriers that prevent women and girls from accessing their sexual and reproductive health rights as well as integrated services.
3. Gender mainstreaming throughout all proposed goals that would lead to social, economic and environmental transformation, achieved through identifying specific gender targets as well as disaggregated gender sensitive indicators that would curb the persistence of gender inequalities, discrimination and unequal development progress between women and men, girls and boys<sup>18</sup>.



<sup>17</sup> UNDP (2014) Common African Position on the Post-2015 Development Agenda.

<sup>18</sup> Femnet Africa we want policy brief <http://femnet.co/index.php/en/other-publications/item/258-the-africa-women-want-beyond-2015>

Strong calls were also made for the adoption of a people's centred and human rights based framework through a twin approach that calls for a stand-alone pillar on gender as well as gender mainstreaming so as to enrich the Common Africa Position (CAP) and ensure it reflects the realities, aspirations and ambitions of African women.

African gender ministers meeting in Addis Ababa, Ethiopia 6-7 February 2014 noted that: "The MDGs have played an important role in increasing attention to gender equality and women's empowerment, but progress has been slow and uneven. Many key gender equality issues were not addressed. A transformative approach is therefore needed for real change to occur for women and girls, both as beneficiaries of and

contributors to the eradication of poverty and achievement of sustainable development."

Despite these calls, the CAP launched by the African Union in June does not have a stand-alone goal on gender. The CAP has six pillars: structural economic transformation and inclusive growth; science, technology and innovation; people-centred development; environmental sustainability, natural resources management and disaster risk management; peace and security; finance and partnerships. Gender is covered under "people centred development," in a section on "gender equality and women's empowerment." This covers economic empowerment, decision-making, peace and conflict resolution. Gender is mentioned sporadically in other areas of the CAP.

# SGP Post 2015



## SADC, Gender and the post 2015 agenda



Southern Africa has demonstrated that the combination of goals, targets and indicators under the MDGs has been a powerful instrument for mobilising resources and motivating action when government worked closely with civil society to formulate the SGP. SADC gender ministers

participated in the African Gender Ministers meeting in Addis Ababa in February and subscribe to the strong position taken in favour of a transformative stand-alone goal for gender equality. The Alliance canvassed a broad cross section of SADC citizens in the run up to the 2014 SADC Gender Barometer on what they would like to see strengthened or added to the SGP post 2015.

**TABLE III: Consultations on the post 2015 agenda**

Summit	No. of participants	Specific consultations on the post 2015 agenda
15 district summits	627	Each of the 29 district/national/ regional summits, involving 2363 participants, included a plenary session on the post-2015 agenda and a working meeting of after the summit to collate the views of SADC citizens on gender and the post 2015 agenda.
13 National summits	1334	
1 Regional summit	402	
Total	2363	
Summit entries	767	The SADC Potocol@work summit 2014 included 767 entries. Each entry had to state which targets of the SADC Gender Protocol citizens have used in their work and what they would like strengthened post 2015 in an online form collated and used to inform recommendations summarised in Annex A.

Table III shows that through the district, national and regional summits 2363 SADC citizens have shared their views on the post 2015 SADC agenda, with 767 sharing written inputs that have been synthesised

for this Barometer. In particular, the Alliance met after the regional SADC Protocol@Work summit in Johannesburg in May 2014 to prepare final inputs for this Barometer.

**Table IV: Summary of the SGP strengths and weaknesses**

Area	Strengths	Weakness
Overall	Had targets	Some unrealistic; no indicators
1. Constitutional and legal rights	Covered areas not included in the MDGs	No indicators. Nothing on indigenous groups. Exclusion of diverse gender identities.
2. Governance	Went beyond just parliamentary representation to include local government, cabinet, the public sector and other areas of decision-making	Not enough emphasis on gender responsive governance. There is a need to go beyond numerical representation.
3. Education	Covers primary, secondary and tertiary; gender violence in schools.	Insufficient emphasis on quality of education; subject choices; challenging gender stereotypes.
4. Productive resources and employment, economic empowerment	Eight of the 28 targets cover this key area. They are far reaching - e.g. cover procurement.	No indicators, particularly with regard to the private sector.
5. Gender Based Violence	Specific target - to halve gender violence by 2015 and related targets.	No indicators - six SADC countries have conducted baseline studies on VAW, but there is need for agreed indicators across all SADC countries.
6. Health	Strong emphasis on maternal health, women in prisons.	Insufficient emphasis on sexual and reproductive rights.
7. HIV and AIDS	Covers comprehensive treatment and care; as well as prevention.	This is a fast moving area, with UNAIDS now setting new targets for an AIDS free generation. The dynamics of care work are changing as treatment becomes more available.
8. Peace Building and Conflict resolution	Refers to resolution 1325.	There are now additional UN Resolutions; No indicators; scanty data.
9. Media, information and ICTs	Covers gender within the media and in media content - an area not well covered in any of the international instruments.	No indicators; the SGDI is too heavily skewed towards women's representation in the media; more indicators are needed on media content, and especially the quality of coverage.
10. Implementation	Strong provisions on Gender Management Systems.	
<b>Missing</b>		
11. Gender and climate change	Some aspects mainstreamed - e.g. under economic justice. Gender mainstreamed in the draft SADC protocol on climate change.	Key issue for gender and the future that requires a standalone section.

Source: *Gender Links and the Southern African Gender Protocol Alliance 2014.*

Table IV summarises the key issues raised. These include:

- The need, across the board, for targets to be accompanied by indicators.
- Developing a common set of GBV indicators.
- Strengthening the rights based approach.
- Including a new section on gender and sustainable development.

**Table V: Proposed framework, targets and indicators for the post 2015 SGP**

Cluster	Theme	No. of proposed targets	No. of proposed indicators
1. responsive governance	1. Constitutional and legal rights	20	21
	2. Governance	11	20
	3. Peace and security	13	15
2. Economic and climate justice	4. Education and training	4	10
	5. Economic Justice	14	28
	6. Sustainable development and climate change	25	30
3. Women's rights	7. Gender Based Violence	15	100
	8. Sexual and Reproductive Health	11	25
	9. HIV and AIDS	13	22
4. Voice	10. Media and ICTs	16	20
5. Management System	11. Implementation	8	9
<b>TOTAL</b>		<b>150</b>	<b>300</b>

Table V is a summary of Annex A, on the CD ROM that accompanies the Barometer, based on an analysis of the existing SGP targets; the Sustainable Development Goals, the SADC Gender and Development Index (SGDI) and indicators being proposed by gender advocacy groups globally. The Alliance is proposing that the post 2015 SGP have five clusters, 11 theme areas, 150 targets and 300 indicators, 100 of these

linked to baseline studies on gender violence. This seems like a large number, until one pauses to consider the scope of what is still to be achieved, as explained in the chapters that follow, which should be read together with **Annex A** on the CD ROM. What is not in doubt is that an even stronger planning, budgeting, monitoring and evaluation framework is required post 2015.



Lighting the way: Alliance Chair Emma Kaliya and GL CEO Colleen Lowe Morna receive an award on behalf of the Alliance from the head of the African Union, Dr Nkosozana Dlamini- Zuma, for the Alliance's contribution to advancing women's rights in Lilongwe, Malawi, August 2013.

*Photo: Lucia Makamure*