



USAID
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SOUTHERN AFRICA REGIONAL ACTION PLAN

OCTOBER 1, 2005 – SEPTEMBER 30, 2006

WOMEN'S LEGAL RIGHTS INITIATIVE

UNDER THE WOMEN IN DEVELOPMENT IQC

CONTRACT NO. GEW-I-00-02-00016-01, TASK ORDER 01



FIDA, Lesotho



Reed Dance, Swaziland



MULEIDE, Mozambique



Limpopo, South Africa

September 2005

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ACRONYMS

CEDPA	Center for Development and Population Activities
EGAT/WID	USAID Office of Women in Development
FIDA	Federation of Women Lawyers - Lesotho
LCRF	Limpopo Community Radio Forum
RCSA	USAID/Regional Center for Southern Africa
SALRC	South African Law Reform Commission
SADC	Southern African Development Community
TIPS	Trafficking in Persons
TLAC	Tshwaranang Legal Advocacy Center
WLR	Women's Legal Rights Initiative
WLSA	Women and Law in Southern Africa Research Trust

SECTION I

Overview

The United States Agency for International Development (USAID) Women’s Legal Rights Initiative (WLR) is designed to strengthen and promote women’s rights thereby providing opportunities for women to meaningfully participate in economic, social, and political aspects of their communities. WLR global activities seek to achieve four intermediate results that collectively contribute to the USAID Office of Women in Development’s (EGAT/WID) strategic object (SO) 3: “Women’s Legal Rights Increasingly Protected.” WLR programs are designed, collectively, to achieve these specific intermediate results:

IR 1: Improve legislative framework to protect women’s legal rights by drafting and promoting legislation that complies with international human rights standards.

IR 2: Enhance the role of the justice sector in effectively handling equality issues; understanding the application of domestic and international human rights law; and overcoming discriminatory customary practices;

IR 3: Strengthen civil society capacity by increasing advocacy skills and ability to assist women in engaging local government.

IR 4: Increase public awareness about issues affecting rural women and their legal rights through campaigns conducted by grassroots civil society organizations (CSOs), rural women, and local community structures.

WLR Southern Africa 2005-2006 Targets

- 311,000 radio listeners in Limpopo Province, **South Africa**, to hear about women’s legal rights
- 500 advocacy manuals for **Swazi NGOs**
- 500 advocacy manuals for **Mozambican NGOs**
- 60 community leaders to receive legal literacy training in **Lesotho**
- 1 draft anti–trafficking in persons law in **Mozambique**

In June 2003, the USAID Africa Bureau, EGAT/WID, and WLR selected the USAID/Regional Center for Southern Africa (RCSA) as a focus mission for implementation of WLR activities. WLR also collaborates with bilateral missions and embassies in non-presence countries in the southern Africa region.

A. Program Description

In August and September 2003, WLR conducted an assessment of the southern Africa region’s needs for purposes of developing effective women’s rights programming, which included visits to Botswana, South Africa, and Mozambique. Based on that assessment, WLR designed an ambitious program outlined in the action plan for 2003-2005 under the framework of women’s—particularly *rural* women’s—access to justice. The specific objectives were to improve legislation to protect women’s rights, enhance the capacity of the judicial sector to enforce women’s rights, strengthen the ability of civil society organizations to advocate for women’s rights, and increase public awareness of women’s rights. As outlined in the 2003-2005 action

plan, which was developed in collaboration with EGAT/WID and USAID/RCSA, the WLR Southern Africa program was divided into the following four interconnected components:

1. Develop an electronic inventory of research, laws and documentation on rural women's access to justice.
2. Build capacity of national and regional civil society organizations (CSOs) and non-governmental organizations (NGOs) that work in the area of protecting and promoting legal rights of rural women.
3. Publish a regional training manual on advocacy.
4. Design a grassroots public awareness campaign on women's access to justice.

Following guidance from EGAT/WID and USAID/RCSA, WLR decided that these components were to be implemented in six countries, specifically, Botswana, Lesotho, Mozambique, Namibia, South Africa, and Swaziland. Programs were to be managed from a regional office to be based in Mbabane, Swaziland, a city and country frequently overlooked by donors. To leverage resources, WLR designed the component activities to be implemented in close cooperation with a network of regional partners—one partner from each of the chosen countries. These partners were subsequently identified as the Legal Assistance Centre in Namibia; the Women and Law Southern Africa Research Trust's regional offices in Swaziland and Lesotho (WLSA-Swaziland and WLSA-Lesotho); the women's advocacy organization *Muleidi* in Mozambique; and *Emang Basadi* in Botswana.

Staffing. The staffing of WLR Southern Africa mirrors other WLR country programs; specifically, the chief of party and legal specialist are based in Washington, D.C., while a coordinator and administrative assistant manage the project in the field. The legal specialist provides day-to-day oversight of program issues and a Chemonics home-office project management unit (PMU) supplies administrative backstopping. Susan Bazilli served as legal specialist from October 2003 to January 2005, at which time she was replaced by Mary Theisen, a lawyer with extensive international experience managing rule of law programs. The legal specialist travels periodically to southern Africa to provide guidance and technical assistance, monitor project management and implementation, and for general troubleshooting.

In consultation with USAID/RCSA, WLR recruited Doo Aphane in July 2004 to serve as coordinator of the regional office in Swaziland. Ms. Bazilli and Ms. Aphane officially opened the office in September 2004. After Ms. Aphane's resignation in June 2005, WLR immediately recruited the very capable Armelia Chavonda as her replacement. At the time, Ms. Chavonda was Acting Country Representative of the Pretoria office of Center for Development and Population Activities (CEDPA), a WLR subcontractor. In close collaboration with CEDPA, WLR quickly moved the regional office from Mbabane to Pretoria providing a convenient hub for overseeing future activities in the region. Ms. Chavonda comes to WLR with a wealth of experience managing a range of projects; she managed the day-to-day activities of a HIV/AIDS project with activities in Botswana, Lesotho, Namibia and Swaziland, sponsored by the Southern African Development Community (SADC); she managed an HIV/AIDS drug treatment study in

Malawi; and most recently she directed CEDPA's youth development programs, administering various contracts and consultancies. WLR also hired Musa Mabele, who has worked as an administrative assistant for CEDPA for nearly two years.

Coordination with USAID. Throughout the design, implementation, and evaluation of the WLR Southern Africa program, WLR closely coordinates with EGAT/WID, the Africa Bureau, USAID/RCSA, as well as USAID missions in South Africa and Mozambique. WLR staff also collaborate with the U.S. embassies in Lesotho and Swaziland, both being USAID non-presence countries. WLR plans to further strengthen coordination with the USAID Africa Bureau, missions, and embassies through regular updates and meaningful opportunities to participate in WLR programs and provide feedback on the design and implementation of activities.

B. Program Challenges and Impact

In the 2003-2005 action plan, the four components of the WLR Southern Africa program were refined into four separate but interrelated regional activities, all of which supported the overall strategic objective of increasing protection of women's rights. This section describes progress made in each component and the challenges to full implementation. The next section describes how these components have been refined to reflect new realities and priorities in southern Africa.

Component One: Inventory of Research on Rural Women's Access to Justice. WLR's 2003 assessment of southern Africa exposed a region-wide gap in the availability of information on rural women's access to justice, particularly regarding enforcement of spousal maintenance after divorce and rural women's inheritance of personal and real property under the dual customary and civil law systems. To help close this gap, and to ensure the widest dissemination of existing resources on protection of rural women's legal rights, WLR partnered with WomensNet of South Africa to design and host a webpage.

Women'sNet is a networking support organization dedicated to enabling South African women to use the internet to find information needed to advance women's social activism. See <http://www.womensnet.org.za/>. The WLR webpage, which is a link on the WomensNet home page, was designed to contain a variety of documents, such as proceedings of the many workshops and conferences held regionally on rural women's rights, research reports, proposed legislation, information on successful legal rights campaigns, and educational materials. The content was to be accessed by women's rights advocates, legislators, students, researchers and others, and the site regularly updated. To provide content for the site, WLR's regional office entered into agreements with its partners in Namibia, Botswana, Swaziland, Lesotho, and Mozambique.

The WLR webpage was successfully launched in the fall of 2004; however, the quality of the webpage has been unsatisfactory. (See <http://womensnet.org.za/WLRI/>) There was a lack of uniformity in the types of documents that WLR partners included in their inventories. As a result, the site has a wide range of documents and resources on women's rights, but not enough information related specifically to rural women's access to justice and protection of rural

women's rights to maintenance and inheritance. This lack of focus undermines the utility of the webpage.

Moreover, while stakeholders recognize the usefulness of the webpage, there was insufficient buy-in by WLR's regional partners, which is necessary for the site's success and long-term sustainability. This can be attributed to lack of effective communication between former WLR field staff and WLR partners regarding the appropriate content. In addition, WLR recently learned that partners, who each were paid for their inventories, viewed their input more as a contract for services to WLR; they did not see supporting the site as an integral part of promoting their respective organizations' work. WLR is currently exploring options with Sally Shakleton, Executive Director of WomensNet, and other stakeholders to either revamp the webpage or transfer useful content to other WomensNet or partner sites.

Component Two: Capacity Building for Civil Society Organizations. In the 2003-2005 action plan, WLR had designed a rather ambitious program to develop the sustainability and effectiveness of those CSOs in southern Africa dedicated to promoting and protecting rural women's legal rights. The plan called for many activities, including a needs assessment to identify gaps and challenges over and above what WLR found in its more general 2003 assessment, establishing a regional coordinating committee of WLR partners to design and implement a regional capacity building workshop, wide dissemination of the findings of the workshop, and proven revenue diversification of at least three CSOs.

Although some of these activities were accomplished, the majority proved too ambitious. In the fall of 2004, Ms. Aphane and Ms. Bazilli did conduct a "mini-assessment" of various CSOs and NGOs in the southern Africa region to identify their specific challenges and needs. WLR also hosted a well-received four-day regional capacity building conference in Benoni, South Africa, in February 2005, attended by representatives of 17 CSOs from Botswana, Lesotho, Mozambique, Namibia, South Africa, and Swaziland, all of whom were competitively selected. The conference provided interactive training on issues directly impacting sustainability, for example, securing a stronger financial base, revenue diversification, forging links with the private sector, effective succession planning, developing mentoring and coaching programs within organizations, strategic planning and developing strong leadership. Participants developed detailed action plans to promote their respective organizations' sustainability. The best proposals were prepared and submitted by the Federation of Women's Lawyers of Lesotho (FIDA) and *Muleide* in Mozambique. FIDA's and *Muleide*'s initiatives, described in detail below, will form the basis of WLR civil society advocacy activities in Lesotho and Mozambique through the end of this task order in September 2007.

Component Three: Advocacy. Across the southern Africa region, different women's rights advocacy groups have implemented a range of strategies to promote and protect women's rights, for example, by pushing for legislation, undertaking high-impact litigation, and raising public awareness. WLR planned to convene a conference wherein members of these disparate advocacy groups would gather and share best practices and lessons learned, publish the conference proceedings, and develop a comprehensive manual on advocacy. The objective was to enable conference participants to learn from each others' experiences, thereby enhancing their own

organizations' advocacy skills. This component is not unlike component two in that its aim, ultimately, is to build the capacity of women's rights advocacy groups.

To implement component three, WLR funded both the production and public launch in November 2004 of the manual *Advocacy in Action: A guide to influencing decision-making in Namibia*, developed by the Gender Research and Advocacy Project of the Legal Assistance Centre (LAC) in Windhoek, Namibia, under the auspices of Ms. Dianne Hubbard, LAC's executive director. The manual is an excellent reference for any organization thinking about launching an advocacy campaign; it contains clear how-to instructions and real life examples of successful advocacy campaigns in Namibia, summarizes relevant laws, describes the government structure, and provides guidance on how to influence the legislative process.

While this manual is very useful, it does not present specific methods and strategies for developing impact litigation, class action suits, or other purely legal tools to improve women's lives. WLR effectively steered its activities toward the more general goal of enhancing all civil society organizations' advocacy skills. As a result, the specific goal of building the legal advocacy skills of groups dedicated to *women's legal rights* has been diluted. In retrospect, this is not bad, as WLR has since learned that a prominent legal advocacy group in South Africa in the last year launched a series of regional training programs on impact litigation and class action suits designed for attorneys of women's rights groups. WLR intends to continue investing in the advocacy manual in the region. WLR will work with stakeholders in Mozambique and Swaziland who have expressed a clear interest and desire to adapt the manual for use by any and all CSOs, including those dedicated to advancing women's legal rights

Component Four: Public Awareness. The WLR southern Africa assessment report also revealed a considerable gap between legal advances in protecting women's rights (e.g., domestic violence laws, new family law codes, and maintenance laws), and rural women's *knowledge* of those advances. WLR, therefore, included a range of public awareness activities in the 2003-2005 action plan.

In South Africa, WLR commissioned the Tshwaranang Legal Advocacy Center (TLAC) of Johannesburg to research South African rural women's knowledge of their rights. The research, spearheaded by Bhekinkosi Moyo, a TLAC staff researcher and Ph.D. candidate, resulted in the report entitled *Women, Culture and Narratives on Masculinity: Cases from Kwazulu Natal and Limpopo*. This report, previously provided to EGAT/WID, the Africa Bureau, USAID/RCSA, and USAID/South Africa, documented the extent that awareness lacks in these more remote regions of South Africa. WLR is designing its 2005-2006 community radio initiative in the Limpopo Province, described in detail in Section II, based on Mr. Moyo's findings and recommendations.

The other public awareness activities planned for the 2003-2005 period—a regional public awareness campaign and a pilot legal literacy program as described in the action plan—proved to be impossible to accomplish because they were overly broad and excessively ambitious given limited human and financial resources of the southern Africa program, and the inherent challenges of doing regional programming. Based on lessons learned in the previous action plan

period, these activities have been retooled to strategically focus on public awareness activities in South Africa and a legal literacy program in Lesotho.

C. The Way Forward

Over the next two years, WLR Southern Africa will continue to design and implement activities which collectively meet USAID's strategic objective to increasingly protect women's legal rights. The activities will be much more focused than those described in the prior action plan, and the regional focus is replaced by an emphasis on assisting specific women's rights groups within individual countries. The basic architecture, however, has not changed, as WLR capitalizes on prior accomplishments in its continuing efforts to improve the capacity of women's rights organization to advocate on behalf of women (IR 3) and to promote rural women's awareness of their rights (IR 4). In 2005-2006, WLR Southern Africa will concentrate on the following five targeted components:

Component One: Legal Literacy in Lesotho. An outcome of the Benoni capacity-building workshop was submission by the Federation of Women Lawyers of Lesotho (FIDA) of a well thought-out proposal for WLR funding of a two-year legal literacy and public awareness project. FIDA, the Lesotho affiliate of the *Federacion Intenacional de Abodadas*, is a nonprofit, membership-based organization active in Maseru and throughout Lesotho since 1988. It boasts a membership of 250 and has engaged in activities such as producing the booklet *Women and the Law in Lesotho*; conducting voter education, civic and human rights education campaigns; providing legal services to women; and advocating for the Lesotho Sexual Offenses Act of 2003 and other acts benefiting women.

During this action plan period, WLR will both fund FIDA's project and provide technical assistance and guidance. By September 2006, sixty community-based leaders ("FIDA paralegals") will be taught basic legal skills, such as interviewing and the substance of a range of new laws benefiting women. Volunteer lawyers, law professors, and women's rights activists affiliated with FIDA will donate their weekends to travel to the districts of Lesotho and provide two-day trainings. The FIDA paralegals will in turn serve as resources within their districts, sensitizing communities to women's rights and raising awareness of women's and human rights.

In a country where few people can afford legal services, FIDA paralegals have become a valuable community resource. This will be FIDA's second round of trainings, as they conducted a similar program funded by the Danish government about ten years ago. FIDA is applying lessons learned from that experience to this new project.

Component Two: Community Radio Programs on Women's Rights in South Africa. WLR will continue public awareness activities in 2005-2006, but they will be dramatically scaled back compared to those envisioned in the previous action plan. They will focus on one region within one province of one country, specifically, the northeastern part of the Limpopo Province in South Africa, one of the poorest and most traditional regions of the country.

WLR intends to enter into an agreement with the Limpopo Community Radio Forum (the Forum) of Polokwane, South Africa, to broadcast women's legal rights programming on two

community radio stations. The Forum will provide WLR one thirty-minute slot per week, four times a month, for approximately twenty-two months. WLR, in cooperation with TLAC, will develop the topics for the programs and brief the radio station manager on the relevant issues. In turn, the radio stations will develop and implement programming to fill the slots. WLR regional coordinator Armelia Chaponda will work closely with the Forum to develop the content, ensure high standards, and monitor impact. It will be important that topics remain legal in nature, and that South African women's rights legislation of recent years, such as the Recognition of Customary Marriages Act and the Maintenance Act, is adequately covered. WLR will also develop, in cooperation with TLAC and the Forum, a comprehensive monitoring and evaluation program to measure the impact of the radio campaign. It is anticipated monitoring effectiveness will be done through focus group discussions with cross-samples of listener audiences.

Component Three: Adaptation of Advocacy in Action Manual in Swaziland. WLR has already solicited a detailed proposal from WLSA-Swaziland for the adaptation of the LAC advocacy manual in Swaziland. Originally, WLR had anticipated contracting with Ms. Sizakele Hlatshwayo, the former WLR administrative assistant in the Swazi office who has a law degree and civil society experience, to spearhead this effort. However, in the wake of Ms. Chaponda's recent visit to Swaziland, WLR anticipates contracting instead with WLSA-Swaziland, which will in turn recruit Ms. Sizakele to work exclusively on this project. This approach is ideal, as Sizakele has worked for both WLSA and WLR, and will have the administrative and logistical support of WLSA as she undertakes this project.

Component Four: Adaptation of Advocacy in Action Manual in Mozambique. WLR is funding and providing technical assistance to long-standing WLR partner *Muleidi* for the adaptation of the LAC advocacy manual for Mozambique. *Muleidi* is highly motivated to see this project through, and has worked closely with the WLR regional coordinator to refine the proposal, organize activities, and economize resources. In August 2005, WLR legal specialist Mary Theisen and the regional coordinator met with Executive Director Rafa Machava and two others affiliated with the project, and were reassured that *Muleidi* will dedicate the time and resources to complete this project in 2006, anticipated to last six months.

Component Five: Anti-trafficking in Persons Legislation in Mozambique. In July 2005, WLR received notice of funds from USAID/Mozambique to undertake a project to develop legislation to criminalize trafficking in persons (TIP) in Mozambique. The following month, WLR assessed Mozambique's capacity to draft this legislation, reviewed information available to date on the problem, interviewed potential consultants and developed an implementation strategy.

The objective of this task order add-on is to facilitate the drafting and enactment of anti-TIPs legislation that criminalizes human trafficking, provides for the prosecution of traffickers and the protection of trafficking victims, and specifies preventative measures. Successful implementation will require culling all research and information available to date on this relatively unstudied-problem and disseminating it, creating an effective constituency supporting the drafting of legislation, and cooperating closely with governmental officials and various stakeholders to ensure eventual Parliamentary enactment of the legislation.

SECTION II

Implementation

In this section, WLR provides details on its five technical components, their strategies, associated activities and tasks, resource requirements, benchmarks, and efforts to ensure sustainability. Detailed information about overall staffing and performance monitoring, including a chart with indicators and expected results, can be found in Section III, Program Management. Annex A contains a detailed timeline showing activities, specific dates, and parties responsible for the activities and results.

A. Component One: Legal Literacy in Lesotho

Overview and strategy. Lesotho has witnessed a spate of new laws and policy debates that either impact, or have the potential to impact, women's daily lives. In 2003, for example, Lesotho enacted the Sexual Offenses Act, which changed and broadened the definition of rape and a range of lesser sexual offenses. In 2001, the legislature introduced the Married Persons Equality Act, which has not progressed toward passage due to its controversial elimination of provisions treating married women as legal minors. Another bill which also is far along in public policy debate is the Children's Protection Act which solidifies the child support system. These laws and draft laws, as well as other developments, are widely known only in the capital. FIDA has developed a legal literacy program to fill this gap in rural knowledge of basic laws and rights, both those that are on the books, and those that continue to be debated in the capital Maseru. The dual objective is to both educate to empower rural communities, particularly the women, while enlisting greater support for progressive legal reform.

WLR will provide technical and financial assistance to FIDA for their proposed two-year legal literacy and public awareness project. Volunteer lawyers, law professors, and women's rights activists affiliated with FIDA will donate their time to train carefully selected, prominent members of the local communities on a range of legal issues affecting women. The regional coordinator will monitor FIDA's performance and work closely with the organization in evaluating the project's effectiveness.

Key activities. The key activities under this component are:

- FIDA volunteer lawyers to develop training materials by November 2005 and continually update as appropriate.
- FIDA lawyers to travel to three Lesotho districts to identify trainees in Berea (November 2005), Mafeteng (March 2006), and Mhales Hoek (May 2006) districts.
- A series of eight training sessions will be conducted for 20 carefully selected participants over four weekends separately in Berea (January 2006), Mafeteng (April 2006), and Mhales Hoek (July 2006) districts.

- Trainees to submit periodic follow-up reports to trainers on number and type of consultations with local citizens. This will be an ongoing activity.
- FIDA to conduct impact assessment and use results to refine its approach to Year 2 trainings by September 30, 2006.

Resources. WLR will provide funding as well as technical guidance and oversight. FIDA will contribute the logistical support and 32 volunteers will donate their time over 12 weekends to train future FIDA paralegals. FIDA will consult with local government officials, church members, schools, clinics and business men and women to identify appropriate trainees. FIDA will also recruit as trainees many of those individuals who took part in the first round of trainings ten years ago. The WLR Southern Africa regional coordinator will ensure performance under this component with oversight and technical support from the Washington, D.C.-based legal specialist.

Benchmarks for 2005-2006. The benchmarks for this action plan period are:

- 60 community leaders, or “FIDA paralegals,” from the Berea, Mafeteng, and Mochale Hoek districts trained.
- 500 citizens of the the Berea, Mafeteng, and Mochale Hoek districts counselled or otherwise assisted by FIDA paralegals, as evidenced by FIDA paralegals’ reports to trainers.
- Newly trained paralegals forward at least two test cases, based on their interaction with citizens, to FIDA for legal action.

Sustainability strategies. FIDA’s overall objective is to explore all possible strategies for long-term sustainability of the organization and impact of activities. FIDA falls into the category of nongovernmental organizations that work at the grassroots to develop its membership and secure for themselves certain socio-economic interests. This is an attempt at self-reliance, at the center of which are the people themselves, who are the providers and organizers as well as the beneficiaries.

FIDA utilizes a number of strategies to sustain the organization and programs, including:

- FIDA has since its inception in 1988 relied on annual membership fees paid by its more than 250 members.
- The organization develops and reproduces educational booklets relating to women’s legal issues. One such booklet is *Women and the Law in Lesotho*. This 50 page booklet was purchased by the Ministry of Gender in Lesotho which ordered 2,000 copies. These booklets are a good source of income generation within the organization.

- Organizational meetings and workshops are supported by the members who provide for their own transport and meals.
- FIDA also depends on resources generated amongst their members but also receives resources from the donor community and local government.

WLR Southern Africa will incorporate a number of these strategies into its activities with FIDA in Lesotho.

B. Component Two: Community Radio Programs in South Africa

Overview and strategy. During the 2003 assessment and subsequent work in the region, WLR was informed of a lack of knowledge of women's rights by rural communities. The commissioned study, *Women, Culture, and Narratives on Masculinity: Cases from KwaZulu Natal and Limpopo* by Bhekinkosi Moyo, confirms that this is accurate in two of South Africa's provinces. In his findings, Mr. Moyo emphasized that the majority of women and men in the Giyani region of Limpopo did not know about South Africa's maintenance laws, the Recognition of Customary Marriages Act, or about laws against domestic violence. Knowledge of the Recognition of Customary Marriages Act is particularly important to preserving married women's property rights. Previously, women married under customary law could not own property in their own right, and have the legal status of minors. Mr. Moyo's research showed less than 20 percent of married women surveyed in the province understood this. A public education campaign was highly recommended by Mr. Moyo.

To help develop greater legal literacy in rural areas of South Africa, WLR will enter into an agreement with the Limpopo Community Radio Forum (the Forum), based in Polokwane, South Africa, to broadcast radio programs on South African women's legal rights. The Forum is a network organization representing community radio stations within Limpopo province. The Forum's mandate is to ensure wide community representation and recognition in radio programming, community-produced programs, airing of local issues, diversity of target group interests and opinions, promotion of local culture and language, programs focused on democracy, group and community rights, participatory citizenship and social change.

WLR identified two radio stations that are members of the Forum, both of which have large broadcast radii within Limpopo. To ensure sustainability of the program, as well as guarantee commitment by partners, WLR's strategy is to choose stations that already focus on women's legal rights and other related topics and wish to add to this additional programming. The two radio stations identified—UNIVEN and SEKGOSESE—fit these criteria. They have 161,000 and 150,000 listeners respectively, they cater to the 12-35 age group, and the gender division is 60 percent female and 40 percent male. The specific areas covered under the radio radius will be: Mopani, Vhembe, Tshipise, Musina, Giyani, Thoyando, and Makhado.

Consultations between WLR and the Forum recently resulted in an agreement for two radio programs focusing on women's legal rights, to be aired in 30-minute slots, once a week for four weeks for a period of two years. To ensure appropriate program content and project success, WLR will develop the topics of interest and collect bimonthly monitoring and progress reports

from each radio station. The radio programs will be broadcast in the languages spoken in these areas, which are Tshivenda, Xitshonga, Sepedi, and English.

Key activities. The key activities under this component are:

- Consultations with TLAC in October 2005 on the most suitable topics for the radio programs. These topics would need to be gender, as well as culturally, sensitive.
- Research these topics to ensure accuracy and reliability of information. (ongoing activity)
- Meet with relevant traditional leaders within Limpopo, as well as Government officials and get program buy-in and support. (ongoing activity)
- Develop program content in consultation with the radio station managers. This activity will be completed in December 2005 with ongoing refinements.
- Identify local influential community leaders to participate in the radio programs. (ongoing activity)
- Record and broadcast programs on radio from December 2005 through September 2006.

Resources. WLR will draw on a range of resources to implement its public radio project, including the Limpopo Community Radio Forum, local chiefs (*indunas*), NGOs and TLAC and Mr. Moyo, who is also a political science Ph.D. student from the University of Witwatersrand. *Indunas* are highly respected traditional leaders who reside in rural communities; their authority dates back centuries. They are very influential in their communities and thus are good resources when social attitudes and behaviours need changing. WLR will seek the acceptance and understanding of relevant *indunas* in Limpopo to reinforce the public awareness messages or to ensure at least they will not be undermined. There are a number of NGOs based in Limpopo focusing on women's health, legal, and socioeconomic issues, including the Centre for Gender Studies, the Rural Women's Movement, *Itireleng*, and the Women's National Coalition. WLR intends to turn to these NGOs for assistance, support, and participation through the life of this project. The WLR regional coordinator will ensure timely performance of the activities under this component with oversight and technical assistance by the legal specialist.

Benchmarks for 2005-2006. Benchmarks under this component include:

- One radio spot aired per week, every week for approximately 22 months with the participation of at least three traditional leaders who believe that women have rights that need to be respected and upheld.
- At least three traditional healers actively participated in radio programs.
- At least 50 women and girls will learn about their rights for the first time per radio program over the entire 22 months, to be measured through focus group discussions.

Sustainability strategies. The rural radio program will have the active participation of local communities and traditional leaders, including one local university, namely, the University of Venda. In addition, the private sector will be approached for support, as some have expressed interest in supporting radio programs.

C. Component Three: Advocacy in Action Manual for Swaziland

Overview and strategy. Civil society capacity to advocate in Swaziland has traditionally been weak. WLR will support activities to adapt the *Advocacy in Action* manual to Swaziland in order to develop the advocacy skills of the sixty-plus NGOs operating in Swaziland, a few of which dedicate themselves to women's rights. In September 2005, the WLR regional coordinator traveled to Mbabane to meet with potential stakeholders to ascertain which organization would be the best to lead the manual adaptation project in Swaziland. WLR identified Women and the Law in Southern Africa in Swaziland (WLSA) as the most suitable because of their strong research and editorial skills. WLR will provide technical and financial assistance to WLSA for the manual adaptation project. This adaptation will be conducted over a period of six months, with the input of various civil society organizations through the Coordinating Assembly of NGOs of Swaziland (CANGO), who will contribute to, edit, and finalize the manual.

Key activities. The key activities under this component are:

- Collect advocacy materials including information on successful Swazi advocacy campaigns from October to December 2005.
- Interview government officials and all other relevant resources about effective lobbying processes from October to December 2005.
- Develop first draft of manual by January 31, 2006.
- Convene stakeholders meeting to review draft and add comments in February 2006.
- Develop second draft in February 2006.
- Edit and finalize manual by March 31, 2006.
- Publicly launch manual in April 2006.
- Print and distribute 500 manuals from May through September 2006.
- Assist WLSA and CANGO in developing a plan for advocacy trainings based on the manual from May to September 2006.

Resources. WLSA will implement this project with the assistance of Sizakele Hlatshwayo, a lawyer and former full-time WLR staff member. Input into the development of the manual will be provided by CANGO and its constituent members, which includes WLSA. Contributions from key government officials, including Minister of Justice Prince David, will also be sought. Moreover, the U.S. Ambassador to Swaziland, Lewis Lucke, has repeatedly offered his support for this project as it will be of tremendous use to the relatively undeveloped civil society sector in Swaziland. The regional coordinator will monitor WLSA's performance and work closely with them in evaluating the usefulness of the manual.

Benchmarks for 2005-2006. Benchmarks for this action plan period are:

- Advocacy manual published and disseminated
- Advocacy training using the manual as a tool conducted

Sustainability strategies. By involving CANGO in the design of the manual and associated advocacy training programs, WLR will broaden the impact of its activities by reaching CANGO's member organizations. CANGO plans to use the manual for its train-the-trainer sessions, thereby creating a core of advocacy trainers that will continue to work improving advocacy skills within Swazi NGOs beyond the life of WLR.

D. Component Four: Advocacy in Action Manual for Mozambique

Overview and strategy. Mozambique, like many developing countries, has few civil society organizations actively working to realize women's legal rights. Moreover, women's organizations generally lack the capacity to effectively lobby government and other influential leaders for women's rights. Building on *Muleidi's* participation at WLR's regional civil society capacity building workshop in South Africa, WLR will provide technical and financial assistance to *Muleidi* to adapt the LAC advocacy manual to the Mozambican context, an initiative requested by *Muleidi*, which had already started to translate the Namibian manual into Portuguese. The advocacy manual will be used by *Muleidi* and other Mozambican organizations as a tool to influence laws, policies, and other decisions affecting women. This adaptation will be done over a period of six months, with the input of various NGOs—including *Forum Mulher* a women's organization coordinating body that has the capacity to network and lobby all NGOs in Mozambique—which will contribute to, edit, and finalize the manual.

Key activities. The key activities under this component include:

- Research local advocacy campaigns and efforts in Mozambique from October to December 2005.
- Interview government officials and all other relevant resources about lobbying processes in government and how these can be more effective from October to December 2005.
- Develop first draft manual by December 31, 2005.
- Convene stakeholders to review draft and add comments to improve the draft in January 2006.
- Develop second draft in January 2006.
- Edit and finalize manual by March 31, 2006.
- Publicly launch manual in April 2006.
- Print and distribute 500 manuals from April through September 2006.
- Assist *Muleidi*, *Forum Mulher*, and potentially others in developing a plan for advocacy trainings based on the manual from May to September 2006.

Resources. In addition to *Muleidi* and *Forum Mulher*, WLR will access volunteers who expressed interest in contributing to the manual, and government officials, who will be the primary sources of information. The WLR regional coordinator will monitor *Muleidi's* performance and work closely with them in evaluating the usefulness of the manual. The

regional coordinator will ensure performance under this component with oversight and technical support from the legal specialist.

Benchmarks for 2005-2006. Benchmarks for this action plan period are:

- Advocacy manual published and disseminated.
- Advocacy training using the manual as a tool conducted.

Sustainability strategies. The Mozambican advocacy manuals will be used by civil society organizations as an invaluable resource in training other organizations and individuals in advocacy techniques and strategies that will outlast WLR. This is ensured by the initial participation and buy-in from respected groups such as *Muleide* and *Forum Mulher*.

E. Component Five: Anti-trafficking in Persons Legislation in Mozambique

Overview and strategy. In July 2005, the Africa Bureau awarded USAID/Mozambique \$200,000 that will be added to the WLR task order for drafting anti-trafficking in persons (TIPS) legislation. This additional funding was dedicated to WLR because TIPS appears to be a growing problem in the region, and USAID wants to help Mozambique augment its efforts to remain off the U.S. State Department watch list. WLR will provide technical and financial assistance to an advisor who will ensure the development of TIPS legislation in Mozambique. The advisor, together with a Mozambican NGO that will be identified to implement this project, will work on this project for a period of two years. Interested and relevant stakeholders will be consulted to assess what other efforts are underway, and the advisor and NGO will work to maintain their interest and cooperation. The legislative drafting process will be conducted via a series of consultations, roundtable discussions and awareness-raising activities within the civil society sector, as well as government and the judiciary.

The key activities, resources and benchmarks described below apply only to those activities WLR anticipates undertaking through September 2006. Neither the Mozambican government nor the civil society sector has focused on the problem of TIPS, much less on developing TIPS legislation. Consequently, WLR's primary objective for the coming year will be to build a knowledge base of the problem, enhance public appreciation of the need for TIPS legislation, and cultivate support for a draft bill amongst key governmental officials in the Ministry of Justice and the Ministry of the Interior and key NGO leaders, specifically the directors of the women's rights umbrella NGO group *Forum Mulher* and its constituent member organizations. The ultimate goal in the next year is to educate and work with these stakeholders, assist them in forming a legislative drafting committee, and develop a comprehensive draft. This is a tall order, but WLR is confident that it is feasible.

Assuming these activities are successful, a draft law will be ready to be presented to and vetted by Parliament in late 2006, by whatever means is appropriate within the Mozambican parliamentary process, presumably through committee hearings and/or consultations between the executive ministries and the Parliament. WLR will rely heavily on the recently recruited advisor in Maputo, Angela Abdula, to shepherd the bill, in cooperation with local stakeholders, as smoothly as possible through this last and final stage of this project in 2006-2007.

Key activities. The key legislation development activities for 2005-2006 are:

- In October 2005, consult with relevant stakeholders, including but not limited to: border officials, police services, court officials, government officials from the labor and immigration departments, social workers, civil society organizations, regional taxi drivers, and the South African Law Reform Commission (SALRC), who are currently drafting anti-TIPS legislation, on developing legislation in Mozambique.
- Attend relevant workshops and meetings related to anti-trafficking legislation in Mozambique. This is an ongoing activity.
- By November 2005, identify one Mozambican women's organizations that is both able and willing to actively advocate for both drafting and Parliamentary enactment of anti-trafficking legislation.
- Provide technical assistance to the chosen organization and help it take the lead in an awareness-raising and/or lobbying campaign that may include public roundtables on proposed legislation and play an active role in the legislative process. This activity will be ongoing from November 2005 through September 2006.
- Work closely with relevant government ministries and officials to ensure their continued support and active participation in the drafting and Parliamentary enactment of anti-trafficking legislation. This activity will be ongoing from November 2005 through September 2006.
- Provide technical and administrative assistance, directly and/or through the chosen Mozambican advocacy group, to the drafting committee to facilitate the drafting process, after it convenes. This activity will be ongoing from November 2005 through September 2006.
- Provide any other services necessary to build an effective constituency supporting the drafting of anti-trafficking legislation and facilitate the drafting and enactment of anti-trafficking legislation. This activity will be ongoing from November 2005 through September 2006.

Resources. Apart from the assistance of a qualified Mozambican advisor to coordinate this activity, WLR will draw upon *Muleidi*, WLSA-Mozambique, the International Office of Migration (IOM), USAID/Mozambique, U.S. Embassy staff, and the Mozambican Ministry of Justice and Ministry of Women and Social Action. The International Office of Migration has recently opened an office in Maputo due in large part to the increasing attention being paid to trafficking of Mozambican women and children; it has received funding to study the problem, which is sorely needed given the dearth of information. The WLR regional coordinator will monitor the organization's performance, as well as work closely with the consultant. In addition, in November, 2005, the WLR home office staff will consult with members of

Georgetown University's International Women's Human Rights Clinic who guided similar legislative processes in Ghana, Uganda, Nigeria and Tanzania to determine the extent to which experiences gained there can be translated and applied to the Mozambican context.

Benchmarks for 2005-2006. The benchmarks for this action plan period are:

- Awareness campaign designed and implemented.
- Working group to draft law established.
- Anti-trafficking in persons law drafted.

Sustainability strategies. The impact of the process of drafting an anti-TIPS law will last far beyond the life of this project, simply by raising awareness about the issues. Future activities would include work toward passage of the law during the 2006-2007 action plan period, and the development of a plan to implement the law.

SECTION III

Program Management

A. Staff and Management

The home office and field office will maintain regular communications via daily emails and weekly teleconferences. Staff will ensure compliance with USAID financial regulations and Chemonics' home-office accounting procedures; monitor and track project funds; develop and maintain monitoring and evaluations systems for each component project; collect information and examples of best practices to report to USAID; prepare quarterly and annual reports as well as trip reports; and carefully monitor partners' and consultants' performance under any and all contracts. Project staff will also maintain communication with EGAT/WID, USAID missions, and embassies in non-presence countries.

B. Performance Management Plan

The WLR team prepares quarterly reports, trip reports, and annual reports on best practices, lessons learned, and success stories. WLR's performance management strategy includes the collection of specific statistics and data, and effectiveness measures designed with input from local civil society organizations, and other interested and involved local partners, as well as the use of pre-and post-tests during training programs, follow-up questionnaires, and the inclusion of monitoring and evaluation (M&E) requirements in agreements, i.e., contracts and memoranda of understanding, with partner organizations and institutions. The table below details action plan activities, relevant EGAT/WID SO 3 Intermediated Results (IRs), the applicable indicators, and expected results.

Component One: Legal Literacy in Lesotho

Activity	Relevant IRs	Indicators	Expected Results
Develop training materials on women's legal rights	IR 3. Strengthened CSO Ability to Advocate for Women's Legal Rights IR 4. Increased Public Awareness of Women's Legal Rights	IR 3: Indicator 4 – Number of legislative and/or policy actions in favor of women's legal rights taken as a result of civic advocacy IR 4: Indicators 1, 2 -- Number of media stories that reference women's legal rights; Number of publications or campaigns developed to educate women and the general public on women's legal rights	Training materials will provide critical resources for training paralegals and raising public awareness.
Conduct trainings on women's legal rights	IR 3. Strengthened CSO Ability to Advocate for Women's Legal Rights IR 4. Increased Public Awareness of Women's Legal Rights	IR 3: Indicator 4 – Number of legislative and/or policy actions in favor of women's legal rights taken as a result of civic advocacy IR 4: Indicators 1, 2 -- Number of media stories that reference women's legal rights; Number of publications or campaigns developed to educate women and the general public on women's legal rights	Training community leaders in women's legal rights and then utilizing these people to promote public awareness about women's rights, will reach many people never targeted before, and will make the concept of women's legal rights practical and useful to ordinary people in their everyday lives. This will encourage women to understand that they have rights, and to use available mechanisms to protect them, and to advocate for themselves. Training people new to the concept of women's legal rights will raise not just their awareness as individuals, but also the people, networks, and agencies they work with. This will lead to more different kinds of CSOs, to incorporate women's rights into their understanding and organizational missions.

Component Two: Community Radio Programs in South Africa

Activity	Relevant IRs	Indicators	Expected Results
Develop content and air on weekly radio programs	IR 4. Increased Public Awareness of Women's Legal Rights	IR 4: Indicator 2 -- Number of publications or campaigns developed to educate women and the general public on women's legal rights	Radio spots will educate and inform the public in language people can understand on their rights and responsibilities. This will ensure that the public can exercise their rights and obligations under a variety of laws that protect women. This will include information necessary to seek legal help to protect themselves, their children, their homes, and their property. CSOs/NGOs can use this information to advocate with the justice sector and government ministries for the full protection and implementation of the law, ensuring the protection of women's legal rights.

Component Three: Advocacy in Action Manual for Swaziland

Activity	Relevant IRs	Indicators	Expected Results
Develop Advocacy in Action Manual for Swaziland	IR 3. Strengthened CSOs Ability to Advocate for Women's Legal Rights	IR 3: Indicator 1 -- Number of CSOs trained on women's legal rights and international human rights to advocate or work for women's legal rights, including research, advocacy, training, and legal assistance	Training will build the capacity of NGOs to use local and national laws, as well as international human rights laws and mechanisms, to advance women's rights in the courts through litigation.
Train CSOs on use of Advocacy in Action Manual	IR 3. Strengthened CSOs Ability to Advocate for Women's Legal Rights	IR 3: Indicator 1 -- Number of CSOs trained on women's legal rights and international human rights to advocate or work for women's legal rights, including research, advocacy, training, and legal assistance	Training will build the capacity of NGOs to use local and national laws, as well as international human rights laws and mechanisms, to advance women's rights in the courts through litigation.

Component Four: Advocacy in Action Manual for Mozambique

Activity	Relevant IRs	Indicators	Expected Results
Develop Advocacy in Action Manual for Mozambique	IR 3. Strengthened CSOs Ability to Advocate for Women's Legal Rights	IR 3: Indicator 1 -- Number of CSOs trained on women's legal rights and international human rights to advocate or work for women's legal rights, including research, advocacy, training, and legal assistance	Training will build the capacity of NGOs to use local and national laws, as well as international human rights laws and mechanisms, to advance women's rights in the courts through litigation.
Train CSOs on use of Advocacy in Action Manual	IR 3. Strengthened CSOs Ability to Advocate for Women's Legal Rights	IR 3: Indicator 1 -- Number of CSOs trained on women's legal rights and international human rights to advocate or work for women's legal rights, including research, advocacy, training, and legal assistance	Training will build the capacity of NGOs to use local and national laws, as well as international human rights laws and mechanisms, to advance women's rights in the courts through litigation.

Component Five: Anti-Trafficking in Persons Legislation in Mozambique

Activity	Relevant IRs	Indicators	Expected Results
Facilitate the development of a strategy to introduce and pass the draft anti-trafficking in persons legislation	IR 1. Improved Legislation to Protect Women's Rights	IR 1: Indicators 1, 2 -- Number of changes to national legislation to comply with international human rights standards and commitments; Number of legislative actions taken to embody women's rights in law;	The process of introducing and adoption of this law will enlighten and inform the community and decision-makers about trafficking in persons, including its social costs and the need to change the laws. The law's passage will promote further discussion, education, and debate about women's legal rights.

ANNEX A

Action Plan Timeline

The following is an estimate of when certain steps in project implementation will occur during 2005-2006. While this timeline will guide WLR activities in Southern Africa, there is always the potential for delays due to external factors beyond WLR control.

Objectives	Activities for Achievement	Oct	Nov	Dec	Jan	Feb	March	April	May	June	July	Aug	Sept	Responsible Parties
Component One: Legal Literacy in Lesotho	Develop training materials		■	■	■	■	■	■	■	■	■	■	■	FIDA
	Identify trainees in Berea District		■	■	■	■	■	■	■	■	■	■	■	FIDA
	Eight week training module in Berea District					■	■	■	■	■	■	■	■	FIDA
	Identify trainees in Mafeteng District				■	■	■	■	■	■	■	■	■	FIDA
	Eight week training module in Mafeteng District				■	■	■	■		■	■	■	■	FIDA
	Identify trainees in Mochale District					■	■	■	■	■	■	■	■	FIDA
	Eight week training module in Mochale District					■	■	■	■	■	■	■	■	FIDA
	Impact assessment and trainee reports on number and nature of community consultations											■	■	FIDA
Component Two: Community Radio Programs in South Africa	Enter into agreement with Limpopo Community Radio Forum	■												LS; RC; LCRF
	Consultations with TLAC on content	■	■	■	■	■	■	■	■	■	■	■	■	TLAC; LCRF
	Identify influential community leaders to participate in programs	■	■	■	■	■	■	■	■	■	■	■	■	TLAC; LCRF
	Weekly radio programs			■	■	■	■	■	■	■	■	■	■	LCRF

Objectives	Activities for Achievement	Oct	Nov	Dec	Jan	Feb	March	April	May	June	July	Aug	Sept	Responsible Parties
Component Three: Advocacy in Action Manual for Swaziland	Enter into agreement with WLSA and/or CANGO	■	■	■	■	■	■	■	■	■	■	■	■	LS; RC; WLSA; CANGO
	Research local advocacy campaigns for inclusion in manual		■	■	■	■	■	■	■	■	■	■	■	WLSA;CANGO
	Collect data to fully adapt manual to Swazi context	■	■	■	■	■	■	■	■	■	■	■	■	WLSA;CANGO
	Develop first draft of manual	■	■			■								WLSA;CANGO
	Convene stakeholders to review draft and comment		■		■	■	■	■	■	■	■	■	■	WLSA;CANGO
	Incorporate stakeholder feedback in draft	■	■				■							WLSA;CANGO
	Final read-through by select committee	■						■						WLSA;CANGO
	Dissemination	■			■		■	■	■	■	■	■	■	WLSA;CANGO
	Assist WLSA and CANGO develop series of advocacy trainings using manual	■	■							■				RC; WLSA; CANGO
	Organize training programs										■			WLSA; CANGO
	Implement training programs											■	■	WLSA; CANGO
Component Four: Advocacy in Action Manual for Mozambique	Enter into agreement with Muleide	■	■	■	■	■	■	■	■	■	■	■	■	LS; RC; Muleide
	Research local advocacy campaigns for inclusion in manual		■	■	■	■	■	■	■	■	■	■	■	Muleide
	Collect data to fully adapt manual to Mozambique context	■	■	■	■	■	■	■	■	■	■	■	■	Muleide

Objectives	Activities for Achievement	Oct	Nov	Dec	Jan	Feb	March	April	May	June	July	Aug	Sept	Responsible Parties
	Develop first draft of manual				■	■								Muleide
	Convene stakeholders to review draft and comment				■	■	■	■	■	■	■	■	■	Muleide
	Incorporate stakeholder feedback in draft						■							Muleide
	Final read-through by select committee							■						Muleide
	Dissemination				■		■	■	■	■	■	■	■	Muleide
	Assist Muleide develop series of advocacy trainings using manual									■				Muleide
	Organize training programs										■			Muleide
	Implement training programs											■	■	Muleide
Component Five: Anti-Trafficking in Persons Legislation in Mozambique	Collect all available data	■												Consultant
	Identify lead CSO/NGO		■											Consultant
	Enter into agreement with CSO/NGO		■											RC; Consultant
	Conduct public event informing stakeholders of TIPs issues and problems			■										Consultant
	"Lobby the lobbyist" to ensure sufficient support for TIPs legislation	■	■	■	■	■		■	■		■	■		Consultant
	Working group to draft legislation					■	■	■	■	■	■	■		Consultant
	Draft law completed												■	Consultant
Management	File review by HO and FO									■				Team
	Administrative Systems Review by PMU						■							PM

Objectives	Activities for Achievement	Oct	Nov	Dec	Jan	Feb	March	April	May	June	July	Aug	Sept	Responsible Parties
	Legal Specialist and Project Manager/Associate Trip to Field				■					■				LS, PM/PA
	Work planning with FO for Year Five Action Plan									■				Team
	Submit Inventory Reports			■						■				PC
	Field Office Staff Evaluations						■				■			PC
	Home Office Retreat for Year Five Work planning										■			Team
	Prepare quarterly and annual reports	■			■			■			■			LS

Legend: COP- Chief of Party; LS - Legal Specialist; PM - Project Manager; PA - Project Associate