

*SADC GENDER PROTOCOL* **2015**

# BAROMETER

 **NAMIBIA**

includes  
SADC Gender Protocol  
Post 2015



Compiled by: Stefanie Goettinger  
Edited by: Helen Grange



## Alliance partners

### **Coordinator**

Gender Links

### **Constitutional and legal**

Women in Law Southern Africa (WLSA)

### **Governance**

Women in Politics Support Unit (WiPSU)

### **Health, HIV and AIDS**

Southern Africa HIV and AIDS Information Dissemination Service (SAfAIDS)

### **Care work**

Voluntary Services Overseas-Regional Aids Initiative South Africa

### **Economic justice**

Zimbabwe Women's Resource Centre and Network (ZWRNCN)

### **Peace and security**

Institute of Security Studies (ISS)

### **Angola**

Platforma da Mulheres Accao (PMA)

### **Botswana**

Botswana Council of NGO's (BOCONGO)

### **DRC**

Union Congolaise des Femmes des Medias (UCOFEM)

### **Lesotho**

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NGO Gender Coordination Network

### **Mauritius**

MWO (Media Watch Organisation)

### **Mozambique**

Forum Mulher

### **Namibia**

Namibia Non Governmental Organisations Forum (NANGOF)

### **Seychelles**

GEMPLUS

### **Swaziland**

Swaziland Action Group Against Abuse

### **Tanzania**

Coordinating Assembly of NGOs

Tanzania Gender Networking Programme (TGNP)

### **Zambia**

Women in Law Southern Africa (WLSA) - Zambia

### **Zimbabwe**

Women's Coalition

### **Faith Based Organisations**

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### **Men's groups**

Sonke Gender Justice

The Southern African Gender Protocol Alliance vision is of a region in which women and men are equal in all spheres. The Alliance promotes and facilitates the creation of gender equity and equality through lobbying and advocacy towards the achievement of the 28 targets of the SADC Protocol on Gender and Development by 2015. Gender Links coordinates the work of the Alliance.

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Barometer - Namibia

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# Contents

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Acronyms	2
List of tables and figures	3
Acknowledgements	4
Executive summary	5
Country context	10

<b>CHAPTER 1</b>	CONSTITUTIONAL AND LEGAL RIGHTS <i>Articles 4-11</i>	13
<b>CHAPTER 2</b>	GENDER AND GOVERNANCE <i>Articles 12-13</i>	
<b>CHAPTER 3</b>	EDUCATION AND TRAINING <i>Article 14</i>	
<b>CHAPTER 4</b>	ECONOMIC JUSTICE <i>Articles 15-19</i>	
<b>CHAPTER 5</b>	GENDER BASED VIOLENCE <i>Articles 20-25</i>	
<b>CHAPTER 6</b>	HEALTH <i>Article 26</i>	
<b>CHAPTER 7</b>	HIV AND AIDS <i>Article 27</i>	
<b>CHAPTER 8</b>	PEACE BUILDING AND CONFLICT RESOLUTION <i>Article 28</i>	
<b>CHAPTER 9</b>	MEDIA, INFORMATION AND COMMUNICATION <i>Articles 29-31</i>	
<b>CHAPTER 10</b>	IMPLEMENTATION <i>Article 32-36</i>	
<b>CHAPTER 11</b>	GENDER, CLIMATE CHANGE AND SUSTAINABLE DEVELOPMENT	

# Acronyms

<b>AAA</b>	Affirmative Action Employment Act	<b>MISA</b>	Media Institute of Southern Africa
<b>AAP NAM</b>	Africa Adaptation Project Namibia	<b>MLR</b>	Ministry of Land and Resettlement
<b>AEI</b>	Africa Education Initiative	<b>MoHSS</b>	Ministry of Health and Social Services
<b>AGSP</b>	Ambassador Girls Scholarship Program	<b>MTI</b>	Ministry of Trade and Industry
<b>AIDS</b>	Acquired Immune Deficiency Syndrome	<b>MTP</b>	Medium Term Plans
<b>ALAN</b>	Association of Local Authorities in Namibia	<b>NA</b>	National Assembly
<b>AMICAALL</b>	Alliance of Mayors and Municipal Leaders on HIV/AIDS in Africa	<b>NACOP</b>	National AIDS Coordination Programme
<b>ANC</b>	Antenatal Care	<b>NACSO</b>	Namibian Association of CBNRM Support Organisations
<b>APP</b>	All People's Party	<b>NaDEET</b>	Namib Desert Environmental Education Trust
<b>ART</b>	Antiretroviral Therapy	<b>NALAO</b>	Namibian Association of Local Authority Officers
<b>BSSP</b>	Business Support Services Programme	<b>NAMFISA</b>	Namibia Financial Institutions Supervisory Authority
<b>CAA</b>	Catholic Aids Action	<b>NAMPA</b>	Namibia Press Agency
<b>CARMMA</b>	Campaign for Accelerating the Reduction of Maternal Mortality in Africa	<b>NAMREP</b>	Namibia Renewable Energy Programme
<b>CEDAW</b>	Convention on the Elimination of All Forms of Discrimination Against Women	<b>NANGOF</b>	Namibia Non-Governmental Organisations Forum
<b>CBHC</b>	Community Based Health Care	<b>NBC</b>	Namibia Broadcasting Corporation
<b>CBNRM</b>	Community Based Natural Resource Management	<b>NC</b>	National Council
<b>CBOs</b>	Community Based Organisations	<b>NCC</b>	Namibia Competition Commission
<b>CCSAP</b>	Climate Change Strategy and Action Plan	<b>NDC</b>	Namibia Development Corporation
<b>CGE</b>	Commission for Gender Equality	<b>NDF</b>	Namibian Defence Force
<b>CHBC</b>	Community Home Based Care	<b>NDP</b>	National Development Plan
<b>COD</b>	Congress of Democrats	<b>NEPRU</b>	Namibia Economic Policy Research Unit
<b>CoE</b>	Centres of Excellence	<b>NGM</b>	National Gender Machinery
<b>CORD</b>	Coalition of Responsible Drinking	<b>NGOs</b>	Non-governmental organizations
<b>CRAN</b>	Communications Regulatory Authority of Namibia	<b>NPC</b>	National Planning Commission
<b>CSC</b>	Citizen Score Card	<b>NRCS</b>	Natural Resources Conservation Service
<b>DFID</b>	Department for International Development	<b>NSF</b>	National Strategic Framework for HIV and AIDS
<b>DG</b>	Director General	<b>NUDO</b>	National Unity Democratic Organisation of Namibia
<b>DPN</b>	Democratic Party of Namibia	<b>OPM</b>	Office of the Prime Minister
<b>DRC</b>	Democratic Republic of Congo	<b>OVC</b>	Other Vulnerable Children
<b>DTA</b>	Democratic Turnhalle Alliance of Namibia	<b>PARMaCM</b>	Programme for Accelerating the Reduction of Maternal and Child Mortality in Namibia
<b>ECN</b>	Electoral Commission of Namibia	<b>PEP</b>	Post-exposure Prophylaxis
<b>EMAP</b>	Export Marketing Assistance Programme for Manufacturer	<b>PHC</b>	Primary Health Care
<b>EMU</b>	Emergency Management Unit	<b>PLWD</b>	People living with Disability
<b>FAWENA</b>	Forum for African Women Educationalists Namibia	<b>PMTCT</b>	Preventing Mother to Child Transmission
<b>FPTP</b>	First Past the Post	<b>PON</b>	Polytechnic of Namibia
<b>HIV</b>	Human Immunodeficiency Virus	<b>PR</b>	Proportional Representation
<b>GDP</b>	Gross Domestic Product	<b>RDP</b>	Rally for Democracy and Progress
<b>GBV</b>	Gender Based Violence	<b>REDD+</b>	Reducing Emissions from Deforestation and Forest Degradation
<b>GEF</b>	Global Environment Facility	<b>REEECAP</b>	Renewable Energy and Energy Efficiency Capacity Building Project
<b>GEI</b>	Gender Equity Index	<b>RP</b>	Republican Party of Namibia
<b>GEMSA</b>	Gender and Media Southern Africa	<b>SADC</b>	Southern African Development Community
<b>GFP</b>	Gender Focal Points	<b>SAIF</b>	Self-regulation Alcohol Industry Forum
<b>GII</b>	Gender Inequality Index	<b>SGDI</b>	SADC Gender and Development Index
<b>GIME</b>	Gender in Media Education	<b>SGP</b>	SADC Gender Protocol
<b>GL</b>	Gender Links	<b>SME</b>	Small and Medium Enterprise
<b>GMBS</b>	Gender and Media Baseline Study	<b>SRHR</b>	Sexual and Reproductive Health Rights
<b>GMDC</b>	Gender and Media Diversity Centre	<b>SWANU</b>	South West Africa National Unit
<b>GMMP</b>	Global Media Monitoring Project	<b>SWAPO</b>	South West Africa People's Organization
<b>GMPS</b>	Gender Score Card	<b>TCE</b>	Total Control of the Epidemic
<b>GSC</b>	Gender and Media Progress Study	<b>UDF</b>	United Democratic Front of Namibia
<b>HBHCT</b>	Home-Based HIV Counselling and Testing	<b>UK</b>	United Kingdom
<b>ICW</b>	International Community of Women Living with HIV and AIDS	<b>UN</b>	United Nations
<b>ILO</b>	International Labour Organisation	<b>UNAM</b>	University of Namibia
<b>IPPR</b>	Institute for Public Policy Research	<b>UNDP</b>	United Nations Development Programme
<b>IPV</b>	Intimate Partner Violence	<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>IT</b>	Information Technology	<b>UNFCCC</b>	United Nations Framework Convention on Climate Change
<b>KAP</b>	Knowledge, Attitudes, and Practices	<b>UNFPA</b>	United Nations Population Fund
<b>LAC</b>	Legal Assistance Centre	<b>UNICEF</b>	United Nations Children's Fund
<b>LRC</b>	Learners Representative Council	<b>USAID</b>	United States Agency for International Development
<b>MAG</b>	Monitor Action Group (MAG)	<b>VSO</b>	Volunteer Services Overseas
<b>MAWF</b>	Ministry of Agriculture, Water and Forestry	<b>WAD</b>	Women's Action for Development
<b>MDGs</b>	Millennium Development Goals	<b>WASP</b>	Water Supply and Sanitation Policy
<b>MET</b>	Ministry of Environment and Tourism	<b>WHO</b>	World Health Organization
<b>MFI</b>	Micro Financial Institutions	<b>WLC</b>	Women's Leadership Centre
<b>MGEWCW</b>	Ministry of Gender Equality and Child Welfare	<b>WPC</b>	Women's Parliamentary Caucus
		<b>WPU</b>	Women and Child Protection Unit
		<b>WSW</b>	Waldorf School Windhoek

# Tables

Table I: Sectors covered by the SGDI and CSC  
 Table II: Key indicators of the status of women in SADC countries

**Chapter 1**  
 Table 1.1: Analysis of gender equality clauses in the Namibian Constitution  
 Table 1.2: Discriminatory legislation  
 Table 1.3: Marriage and family laws; the boy and girl child  
 Table 1.4: Proposed revised targets and indicators for Constitutional and legal rights

**Chapter 2**  
 Table 2.1: Global comparison of women in parliament by region  
 Table 2.2: 2015 Project of Women's Representation at Local Government Level  
 Table 2.3: Political parties and quotas  
 Table 2.4: Women's political participation, electoral systems and quotas in SADC  
 Table 2.5: Gender in political party manifestos  
 Table 2.6: Summary of 50/50 Campaign Strategy  
 Table 2.7: Governance targets and indicators post-2015

**Chapter 3**  
 Table 3.1: Access and enrolment in the education sector in Namibia  
 Table 3.2: Representation of women in the teaching profession  
 Table 3.3: Women and men in university faculties (University of Namibia, 2007)  
 Table 3.4: Summary of proposed indicators

**Chapter 4**  
 Table 4.1: Women and men in economic decision-making in Namibia  
 Table 4.2: Private sector and parastatal leadership  
 Table 4.3: Barriers to access to finance for women  
 Table 4.4: How trade affects gender and gender affects trade  
 Table 4.5: Employment levels of women and men across key industries  
 Table 4.6: Proposed targets and indicators for economic justice

**Chapter 5**  
 Table 5.1: Key indicators  
 Table 5.2: GBV response and support

**Chapter 6**  
 Table 6.1: Possible health indicators

**Chapter 7**  
 Table 7.1: Key Gender, HIV and AIDS Indicators in Namibia  
 Table 7.2: Number of Male Circumcision April 2011 - September 2011 and October 2011 - March 2012  
 Table 7.3: Progress in addressing care work in Namibia  
 Table 7.4: HIV and AIDS proposed post 2015 targets and indicators

**Chapter 8**  
 Table 8.1: Analysis of gender provisions in relevant security services legislation

**Chapter 9**  
 Table 9.1: Summary of key quantitative findings for Namibia media houses  
 Table 9.2: Media related post 2015 proposed indicators

**Chapter 10**  
 Table 10.1: Legal progress of the Protocol by country  
 Table 10.2: Country mapping of national gender policies, processes and alignment to protocol  
 Table 10.3: Alliance and village level meetings on the SGP  
 Table 10.4: Namibia and the SGDI  
 Table 10.5: Centres of Excellence for Gender in Local Government  
 Table 10.6: Namibia at the SADC Gender Protocol @ Work Summit  
 Table 10.7: Proposed targets and indicators for SGP implementation

**Chapter 11**  
 Table 11.1: Changes in climate patterns in Southern Africa  
 Table 11.2: Gender dimensions of climate change  
 Table 11.3: Representation of women and men in key decision-making positions in environment and agriculture  
 Table 11.4: Key policies and laws of relevance to climate change  
 Table 11.5: Proposed targets and indicators on gender gender and climate change

## ANNEX A: BACKGROUND NOTE ON GENDER AND RELATED INDICATORS

### BIBLIOGRAPHY

# Figures

**Chapter 1**  
 Figure 1.1: Women's and men's perception on constitutional and legal rights

**Chapter 2**  
 Figure 2.1: Comparative SGDI and CSC scores for the governance sector  
 Figure 2.2: Women's and men's perceptions on governance  
 Figure 2.3: Women in political decision-making in SADC from 2005 - 2014  
 Figure 2.4: Women in parliament, cabinet and local government, 2014  
 Figure 2.5: Women in Parliament in SADC: 2005 - 2014  
 Figure 2.6: Women in local government in SADC 2005-2014  
 Figure 2.7: Women's representation in cabinet 2009 to 2014  
 Figure 2.8: Women and men in the Public Service in SADC

**Chapter 3**  
 Figure 3.1: Comparative SGDI and CSC scores for the education sector  
 Figure 3.2: Women's and men's perceptions on education sector  
 Figure 3.3: Relationship between Education and other SADC Gender Protocol provisions  
 Figure 3.4: Literacy levels of women and men  
 Figure 3.5: Proportion of girls and boys in primary school  
 Figure 3.6: Proportion of girls and boys in secondary schools  
 Figure 3.7: Proportion of women and men in tertiary education

**Chapter 4**  
 Figure 4.1: Comparative SGDI and CSC scores for productive resources and employment  
 Figure 4.2: SGDI and CSC comparison in the economy over the years  
 Figure 4.3: Women's and men's perceptions on economic sector  
 Figure 4.4: Women in economic decision-making in 2014  
 Figure 4.5: Women and men in economic decision-making in  
 Figure 4.6: Decent work strategies for the informal economy  
 Figure 4.7: Labour force participation

**Chapter 5**  
 Figure 5.1: Women and men's perceptions on Gender Based Violence in SADC  
 Figure 5.2: Pathways and health effects on IPV

**Chapter 6**  
 Figure 6.1: Comparative Health SGDI Scores 2011 - 2014  
 Figure 6.2: Comparative SGDI and CSC scores for health  
 Figure 6.3: Women's and men's perceptions of the health sector  
 Figure 6.4: Maternal Mortality Ratio per 100 000 live births in Southern Africa  
 Figure 6.5: Percentage of births attended by skilled personnel  
 Figure 6.6: Contraceptive use in Southern Africa  
 Figure 6.7: Total coverage of sanitation facilities

**Chapter 7**  
 Figure 7.1: HIV and AIDS Comparative SGDI 2011 - 2014  
 Figure 7.2: Comparative SGDI and CSC scores for the HIV and AIDS  
 Figure 7.3: Women's and Men's perceptions of HIV and AIDS  
 Figure 7.4: Proportion of women and men living with HIV  
 Figure 7.5: Women and men's comprehensive knowledge of HIV and AIDS  
 Figure 7.6: Percentage of pregnant women living with HIV on PMTCT  
 Figure 7.7: Percentage of those eligible receiving ARVs  
 Figure 7.8: Percentage reduction of deaths due to HIV between 2001 and 2012

**Chapter 8**  
 Figure 8.1: Women's and men's perceptions on peace building and conflict resolution sector  
 Figure 8.2: Gender representation in the defence sector in Southern Africa  
 Figure 8.3: Women's representation in SADC police forces  
 Figure 8.4: Women in peace keeping 2011-2013

**Chapter 9**  
 Figure 9.1: Comparative SGDI and CSC score for media  
 Figure 9.2: Media SGDI over time  
 Figure 9.3: Women and men's perception of the media in SADC  
 Figure 9.4: Entry points for gender in the media

**Chapter 10**  
 Figure 10.1: Gender Score Card comparison from 2012 to 2014  
 Figure 10.2: Costing model developed by Gender Links  
 Figure 10.3: Ten Stage Cycle  
 Figure 10.4: Breakdown of local government case studies by summit category  
 Figure 10.5: SADC Protocol@work case study presenters by sex  
 Figure 10.6: Summit case studies by summit category



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Gender Links coordinates the work of the Southern African Gender Protocol Alliance. Namibia Non-Governmental Organisations Forum (NANGOF) Trust, in its role as country focal network, anchors the work of the Alliance in Namibia.

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Young women make their voices count heard during the International Women's Day cyber dialogue in March 2013.

*Photo: Laurentia Golley*

# Executive summary



Namibia participants presenting their culture dances at the cultural evening at the SADC Gender Protocol Summit.

Photo: Colleen Lowe Morna

Namibia has signed and ratified the Southern African Development Community (SADC) Protocol on Gender and Development. This major step demonstrates commitment by Namibia in accelerating efforts towards achieving gender equality. The SADC Gender Protocol (SGP) came into force in September 2012. It is now a legally binding document and states are required to domesticate.

The Namibia 2014 Gender Protocol Barometer is the sixth annual tracking report of the country's performance against the 28 targets of the SGP set for 2015.

The Southern Africa Gender Protocol Alliance uses two measures to rate each SADC state's performance towards meeting the 28 targets: the SADC Gender and Development Index (SGDI), introduced in the 2011 regional barometer, and the complementary Citizen Score Card (CSC), which has been running for three years. This year's edition further draws on case studies submitted for the SADC Protocol@Work summit. The case studies illustrate how individuals and organisations are making the provisions of the SGP a reality.

Namibia held its summit from 14 - 17 April 2014 at the Polytechnic of Namibia Media Technology Department.

Stakeholders including local government, media and individuals submitted case studies with topics like HIV/AIDS, women's rights, climate change and 50/50 for the summit.

With only one year left before the deadline for the SADC Gender Protocol to be achieved, Namibia has made some progress but there are still various challenges left to meet the 28 targets.

Despite gains from the progressive constitution; discriminatory practices, social norms and persistent stereotypes often shape inequitable access to opportunities, resources and power for women and girls. Further, serious gender related challenges persist, including unacceptable levels of gender-based violence.

Men are still more likely to be in paid employment than women regardless of race, while women are more likely than men to be doing unpaid economic work. Namibia became the first country in SADC to develop, cost and align its gender action plan to the SADC Protocol on Gender and Development and Millennium Development Goal 3, as a roadmap towards achieving gender equality. The country has also reviewed its national gender policy.

The country has a progressive constitution and has passed a plethora of laws to promote gender equality. Recent law reforms include the Criminal Procedure Amendment Act 24 of 2003, the Children's Status Act 6 of 2006 and the Labour Act 11 of 2007. Law reforms in a number of areas such as the Electoral Act and others related to elections are in progress.

The Namibia Alliance Network led by NANGOF Trust made a submission to the national Law Reform and Development Commission at a consultative meeting in March 2012, calling on authorities to introduce affirmative action in regional and national elections. Currently, the country has an affirmative action clause at the local authority level. This explains why there are 42% women councillors compared to a lower proportion of 26% women parliamentarians and 20% women in cabinet.

Gender NGOs have drafted a 50/50 layperson's bill that they hope will be adopted by the legislature as a systemic solution, if the country is going to achieve the 50/50 by 2015 target.

In education and training, Namibia scored 99% on the SGDI, almost achieving gender parity at primary, girls outnumbering boys at secondary before the 2015 deadline. In tertiary education, women outnumber men. Namibia has a pregnancy policy to reintegrate girls who become pregnant back into the education system.

At least 85% of HIV-positive pregnant women access the prevention of mother to child transmission programme. Despite this, many challenges remain in addressing HIV and AIDS.

Namibia's current healthcare network has about 1500 health and social welfare service points. Unfortunately long distances and remoteness make access to health care difficult.

Despite these achievements, this report also reveals huge challenges for the country. Therefore it explains that although Namibia has a very progressive Constitution, it fails to address contradictions between formal and customary laws.

The Legal Assistance Centre (LAC) points out that most people continue to use customary laws. Some of the customary laws discriminate against women, especially widows and divorced women. These laws are largely unwritten, vary depending on the ethnic group and tolerate unequal power and gender relations.

Women are predominantly found in the low paid and precarious informal sector. Namibia has one of the lowest proportions of women in formal employment and in economic decision-making positions within the public sector.

Although no SGDI scores are available on gender-based violence (GBV) owing to a lack of accurate statistics, media reports and anecdotal evidence, along with police reports, suggest that GBV is widespread in the home and in schools.

Overall, the country has performed well with the leadership showing commitment to achieving gender equality. However there is need to accelerate implementation if the country is going to meet all the targets of the SADC Gender Protocol.

### **Key successes**

- Namibia has drafted a costed gender action plan aligned to the SGP.
- Thirty-four of the 65 councils have signed up for the local government gender mainstreaming Centres of Excellence process. Some urban councils have adopted smaller ones in cascading the COE process.
- The Polytechnic of Namibia is making efforts to mainstream gender in the institution. One meeting has been held to develop an institutional gender policy.
- One political party, the South West African People's Organisation (SWAPO), instituted a 50% voluntary quota at all levels of politics and decision-making.
- Namibia is the only country with a woman finance minister.
- At 26%, the country has the second highest women in defence.

### **Key challenges**

- Rising sea levels as a result of climate change which could submerge coastal islands and affect the entire marine industry and the coastal economy.
- Passion killings are on the rise.
- Namibia is one of the nine countries in the region with the highest adult HIV prevalence rates.

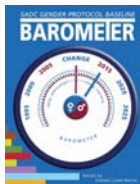
### **Key priorities**

- Lobbying cabinet to approve costed gender action plan.
- Conducting the Violence Against Women baseline study and adopt a composite index to measure GBV.
- Raise awareness of the Protocol and its provisions at community level.
- Intensifying the 50/50 campaign in the build up to the elections.



## SADC GENDER PROTOCOL MILESTONES

- **2005:** Audit of achievements against the SADC Declaration on Gender and Development leads to a paper - "Rationale for the Elevation of the SADC Declaration on Gender and Development to a Protocol" - the most legally binding of SADC instruments. Civil society organisations for the Southern African Gender Protocol Alliance.
- **2005-2008:** Alliance members form part of a Task Team constituted by the SADC Gender Unit to prepare drafting notes for a legal team, comment on and canvass seven drafts of the Protocol before its final presentation to Heads of State.
- **August 2008:** 13 out of 15 HOS Sign the SADC Gender Protocol, a unique sub regional instrument that brings together and enhances existing commitments to gender equality through 28, time bound targets aligned to the 2015 deadline for MDG3. Alliance members launch a campaign to get Mauritius and Botswana to sign.
- **August 2009:** The Alliance launches the SADC Gender Protocol Baseline Barometer - a key tracking tool assessing progress of 15 countries against the 28 targets of the Protocol - <http://www.genderlinks.org.za/page/sadc-research>.
- **August 2009:** Alliance launches the "Roadmap to Equality" - strategies and lessons learned in the campaign; key provisions of the Protocol in 23 languages; radio spots; a DVD; knowledge and attitude quiz; village level meetings to popularise the Protocol that have since reached 15,000 citizens directly and thousands more indirectly.
- **2009/2010:** Alliance devises a Citizen Score Card that is used to gauge citizen perceptions of government progress and is administered at village meetings.
- **August 2010:** Progress Barometer and Alliance annual meeting. Alliance gets better organised into country and theme clusters, each leading on a key issue, e.g. GBV, economic justice.
- **September 2011:** SADC Gender Protocol goes into force with South Africa becoming the ninth country to ratify the Protocol giving the two thirds critical mass required. With data from 15 countries on 23 indicators, the 2011 Barometer introduces the SADC



Gender and Development Index - see <http://www.genderlinks.org.za/page/sadc-sgdi>. Alliance forms a Think Tank to guide the work of the Alliance in between annual meetings.

- **September 2011:** The Alliance collaborates with the SADC Gender Unit on a tool and process for aligning national gender action plans to the targets of the SADC Gender Protocol, and costing their implementation. Namibia pilots this process - see <http://www.genderlinks.org.za/page/implementation>.
- **November 2011:** Intense lobbying for an Addendum to the Protocol on Gender and Climate Change linked to COP 17.
- **2011/2012:** Alliance networks in-country identify champions for the 28 targets of the Protocol, begin to collect case studies of the Protocol@work - see <http://www.genderlinks.org.za/page/protocol-work>.
- **February 2013:** Gender ministers meeting in Maputo ahead of the 57th meeting of the Commission on the Status of Women (CSW) commit to take forward the Addendum. Alliance releases a progressive statement on gender justice concerns in the region. Mounts a presence at the CSW and produces a daily newsletter; generates debate on the post 2015 agenda.
- **March-April 2013:** Twelve country summits and a regional summit lead to 672 case studies being gathered on the SADC Protocol@Work from NGOs, CSO, Faith-Based Organisations and government ministries.
- **By June 2013:** Lesotho, DRC, Malawi, Mozambique, Tanzania, Zambia and Zimbabwe learn from Seychelles, Namibia, Zambia and Swaziland on aligning their policies and action plans to the SADC Protocol and costing implementation.
- **August 2013:** Alliance annual meeting ahead of the SADC Heads of State Summit in Malawi with a key focus on implementation, the 50/50 campaign, gender and climate change and Coalition Building. Round table meeting with the new Southern African head of UNWOMEN, Phumzile Mlambo-Ngcuka. Study visit to the Gauteng Women Demand Action Now Alliance networking meeting sparks ideas for strengthening country, provincial and district-level networking.

Progress against the SGDI and CSC

The Alliance uses two measures to rate each SADC state's performance against the 28 targets - the SADC Gender and Development Index (SGDI), introduced in the 2011 regional barometer, and the complementary Citizen Score Card (CSC), which has been in use for four years.

The SGDI is an empirical measure based on 23 indicators for the six sectors that have accurate data in the 15 countries (see Annex C for details on the SGDI gender and related indicators). These are: Governance (3 indicators), Education (3), Economy (5), Sexual and Reproductive Health (3), HIV and AIDS (3), and Media (6). To create the composite index, each category was given equal weight by calculating the average score across the indicators in that category. Table 2 at the end of the chapter provides a summary of key indicators for women in SADC. Annex A at the end of the report explains how the SGDI works in detail as well as compares this with other gender related indicators.

Unlike the SGDI, the CSC is based on perceptions, and captures nuances that are not incorporated in the empirical data. For example, while the SGDI records enrolment levels for boys and girls, the CSC includes qualitative aspects like safety in schools and gender biases in curriculum. The CSC also covers the four sectors

for which there are no SGDI scores because these are difficult to measure - Constitutional and legal rights, GBV, peace building and implementation. This spurt of optimism shows that women and men are beginning to feel that gender concerns are on the agenda, even if their objective realities have not changed much.

By contrast, the CSC gauges the perceptions of citizens who have been part of reference group meetings, village workshops and other protocol-related activities, who rate the achievements of the country across all the sectors.

Table I: Sectors covered by the SGDI and CSC		
SADC Gender Protocol Sector	SGDI	CSC
Constitutional and legal rights		✗
Governance	✗	✗
Education	✗	✗
Economy, productive resources & employment	✗	✗
Gender based violence		✗
Health	✗	✗
HIV and AIDS	✗	
Peace building and conflict resolution		✗
Media, information and communication	✗	✗
Implementation		✗

**Table II: Key indicators of the status of women in SADC countries**

% WOMEN	ANGOLA	BOTSWANA	DRC	LESOTHO	MADAGASCAR	MALAWI	MAURITIUS	MOZAMBIQUE	NAMIBIA	SEYCHELLES	SOUTH AFRICA	SWAZILAND	TANZANIA	ZAMBIA	ZIMBABWE
<b>GOVERNANCE</b>															
Parliament	33	8	10	27	23	17	19	39	25	44	40	18	36	12	34
Local government	n/a	19	6	46	6	11	26	36	42	n/a	38	22	34	6	16
Cabinet	29	17	14	37	19	15	8	28	23	27	41	25	28	11	12
<b>EDUCATION</b>															
Primary School	46	50	46	49	50	50	49	47	49	50	50	48	52	49	50
Secondary School	44	52	36	57	50	45	52	44	53	50	55	50	46	45	50
Tertiary level	40	53	32	61	48	40	61	38	53	n/a	58	51	40	52	42
<b>ECONOMY</b>															
Economic decision making	29	29	21	21	17	27	33	25	25	33	23	30	28	23	23
Labour force participation - Women	64	75	70	60	62	85	48	87	61	68	47	55	90	74	85
Labour force participation - Men	78	83	72	75	65	80	81	83	72	79	63	59	91	86	90
Unemployment - Women	n/a	20	36	28	4	10	12	1	43	5	28	46	6	11	15
Unemployment - Men	n/a	15	n/a	23	2	5	5	3	33	4	22	34	3	14	7
Women in non-agricultural paid labour (% of labour force)	24	43	26	63	38	11	38	11	41	54	45	30	43	22	12
Length of maternity leave (weeks)	12	12	12	12	14	8	12	12	12	14	16	12	12	12	14
Maternity leave benefits (% of wages paid)	100	50	67	0	100	100	100	100	100	100	60	16	100	100	100
<b>SEXUAL AND REPRODUCTIVE HEALTH</b>															
Maternal mortality rate (out of 100,000)	450	160	549	620	240	460	37	490	200	0	145	320	440	440	960
Using contraception	6	53	18	47	40	46	76	12	55	41	60	65	34	41	59
Births attended by skilled personnel	49	99	74	62	44	71	100	54	81	99	90	82	49	47	66
<b>HIV and AIDS</b>															
Comprehensive knowledge on HIV and AIDS women	25	40	15	39	23	42	80	36	65	67	20	58	44	38	52
Living with HIV as proportion of total	59	55	59	59	46	59	28	58	60	42	60	58	61	52	58
HIV positive pregnant women receiving PMTCT	14	95	6	62	3	73	96	51	85	95	95	95	77	86	82
<b>MEDIA</b>															
Overall	n/a	46	22	73	33	23	33	27	40	n/a	50	40	36	33	13
Board of directors	n/a	24	18	47	10	27	36	25	39	n/a	38	33	22	27	38
Management	n/a	37	10	52	19	24	23	32	37	na	34	29	27	28	11
Female staff in institutions of higher learning	n/a	37	18	67	44	29	79	28	47	n/a	50	33	28	29	25
Proportion of students in institutions of higher learning	n/a	54	77	73	71	50	82	26	60	n/a	64	37	60	61	57
News sources	n/a	18	17	20	46	15	15	45	20	31	23	24	19	18	22

Source: Gender Links 2014.

Numbers in red have regressed whilst numbers in green have progressed over the last year.

n/a = not available

# Country context



## Geography and people

Namibia is situated on Africa's south-western seaboard, between latitudes 17°30"S and 29°S and longitudes 12°E and 25°E. Border countries are Angola, Botswana, South Africa and Zambia.

The largest northern border is with Angola, but in the far north-east of the country it shares a border with Zambia, and a point of contact with Zimbabwe. The country has a land area of 823,290 km<sup>2</sup> and is divided into 13 political regions, as determined by the Delimitation Commission.

Namibia can be described as an arid country with generally low and highly variable rainfall. A large section of Namibia is classified as desert, and three different desert systems exist within its boundaries. These are the Namib to the west, which is an ancient desert of sand-seas and gravel plains; the Kalahari to the east, which is characterised by deep sand with no surface water, except for temporary pans, and which nevertheless has extensive vegetation; and the Karoo to the south, which is characterised by low rainfall and unproductive soils. It does, however, support an extensive vegetation of low-growing, often succulent, shrubs.

Namibia is the first country in the world that incorporated the protection of the environment into

its Constitution. 14% of the country is protected, including the entire Namib Desert coastal strip.

Namibia is one of the most sparsely populated countries in Africa. The average population density is 2.67 people per square kilometre. The total population is estimated 2.18 million. About 87.5% of the population in Namibia is black, 6% white and 6.5% mixed. In Namibia are different ethnic groups. 50% of the population belong to the Ovambo tribe. Other ethnic groups are the Kavangos tribe (9%) and the Herero tribe (7%), 7% belong to the Damara tribe, 5% to the Nama tribe, 4% are Caprivians, 3% Bushmen, 2% Baster and 0,5% Tswana.

The official language is English. Another common language is Afrikaans and German as well as indigenous languages such as Oshivambo.<sup>1</sup>

## Political history

Namibia gained independence in 1990 (after apartheid South Africa) then illegally occupying Namibia, accepted UN Resolution 435, which called for the holding of free and fair elections. This Resolution also required the cessation of war by all parties. President Sam Nujoma, now known as the 'Father of the Nation' or 'Founding President', was elected by direct popular vote as the first president of Namibia. He served three terms, each lasting for five years. His successor was President Hifikepunye Pohamba. After the 2014 elections, President Hage Geingob was sworn in as the new President of Namibia.

On 01 March 1994 South Africa returned the port of Walvis Bay, along with 12 offshore islands to Namibia. This essentially marked the end of the colonial period.

The Constitution of Namibia entrenches multiparty democracy as well as fundamental rights and freedoms. As laid down by the Constitution, the Executive, Legislative and Judiciary branches of Government are independent and autonomous. The President is the Head of the Executive. Namibia is built on strong democratic foundations. All institutions required for ensuring democratic governance have been established. Presidential and local authority elections are held regularly and have been conducted freely and fairly.

## The Economy

At the time when Namibia gained Independence in 1990, the economy was growing at a rate of only 1.1%.

<sup>1</sup> Central Intelligence Agency. (2014). The World Factbook. Available at: <<https://www.cia.gov/library/publications/the-world-factbook/geos/wa.html>> Last accessed 22 January 2014.



The wealth of the country remained skewed, with 5% of the population earning 80% of the country's wealth. Unemployment was high, and access to basic services was limited to the majority of the people. During 1990 to 1995, economic growth reached an average of 5%. However, from 1996 to 2000, the growth rate slowed once again, reaching a level of 3.5%. This was largely due to adverse external influences such as climatic and marine conditions, thus especially affecting agriculture and fisheries. Taking into account a rapidly increasing population, real GDP per capita growth fell from 1.9% in the first part of the 1990s to 0.4% during the latter part of the 1990s.

The economy of Namibia is dependent on the export of minerals. 8% of the GDP is mining but it provides over 50% of foreign exchange earnings. Also marine diamond mining gets more and more important. The country is also the world's fourth-largest producer of uranium. 3% of the population is employed in the mining sector. Namibia has one of the world's most unequal income distributions with a 59.7 GINI coefficient. The economy is closely linked to South Africa. 30%-40% of its revenues, Namibia receives from the Southern African Customs Union.<sup>2</sup>

### Gender indicators

Various organisations are in possession of data that examines gender equality in different countries. The studies of these organisations have different priorities. In this context the details of the methodology and critical points of the studies are not discussed.

### Global Gender Gap Report

The Global Gender Gap Report is published by the World Economic Forum and measures the difference between the two sexes. This report mostly uses figures that have been collected by other organizations (for example UNESCO in education and ILO concerning work). Out of the figures a ranking is created. There are three basic approaches used to create the Global Gender Gap Report. The gap between women and men is described and it aims to obtain definite results. Finally it is about gender equality rather than women's empowerment. A special focus of the investigation is the difference between women and men in the areas of economic participation, the level of education, health and life expectancy and the political empowerment. In the Global Gender Gap Index 2012, data from 135 countries was analysed. Complete equality between women and

men is marked as 1 and the complete inequality between women and men is marked with a 0, except regarding the two topics health and life expectancy.<sup>3</sup>

Overall, Namibia reached rank number 41 with a total score of 0.7121 in the year 2012, and compared to 2006 there was an improvement of 3.7% (Global Gender Gap Index in 2006: 0.6864). Compared to 2010 and 2011 the differences between women and men increased again. This is primarily because of the categories Economic participation and career opportunities. Out of the 25 sub-Saharan countries Namibia has rank eight.<sup>4</sup>

### Gender Inequality Index (GII)

In 1995, the United Nations Development Programme introduced the Gender Equality Measure and Gender Related Human Development index. In 2010 the Gender Inequality Index replaced these two. This is an experimental compilation to present the differences between the two sexes. There the GII removes the ratio of income between women and men consciously out of the examined factors.<sup>5</sup>

In 2012 the differences between the sexes in three areas were shown from 148 countries. The higher the GII, the more women are discriminated against. In 2012 the country was ranked with 0,455 on rank 86 out of a total of 148 countries.<sup>6</sup>

### Gender Equity Index (GEI)

Social Watch is an NGO that, among other things, measures the differences in the lives of women and men. The GEI is presented in three different areas. Education is measured by the numbers of new registrations in schools and the literacy rate. Economy is shown through the ratio of income of women and men and the ratio between female and male employees. Political empowerment is demonstrated through the presence of women in high-skilled activities and in the Parliament.

The rating of the GEI is done on a scale from 0 (absolute difference of the sexes) to 100 (complete equality of the sexes). There the actual equality is measured.<sup>7</sup>

In the field of education the country has reached a value of 100, in the area of economy a value of 76 and in the area of empowerment 54. Overall, Namibia achieved a value of 77.<sup>8</sup>

<sup>2</sup> Central Intelligence Agency. (2014). The World Factbook. Available at: <<https://www.cia.gov/library/publications/the-world-factbook/geos/wa.html>> last accessed 22 January 2014.

<sup>3</sup> Hausmann, Ricardo/ Tyson, Laura D./ Zahidi, Saadia. (2012). The Global Gender Gap Report 2012. Geneva, Switzerland: World Economic Forum. At pages 3, 4.

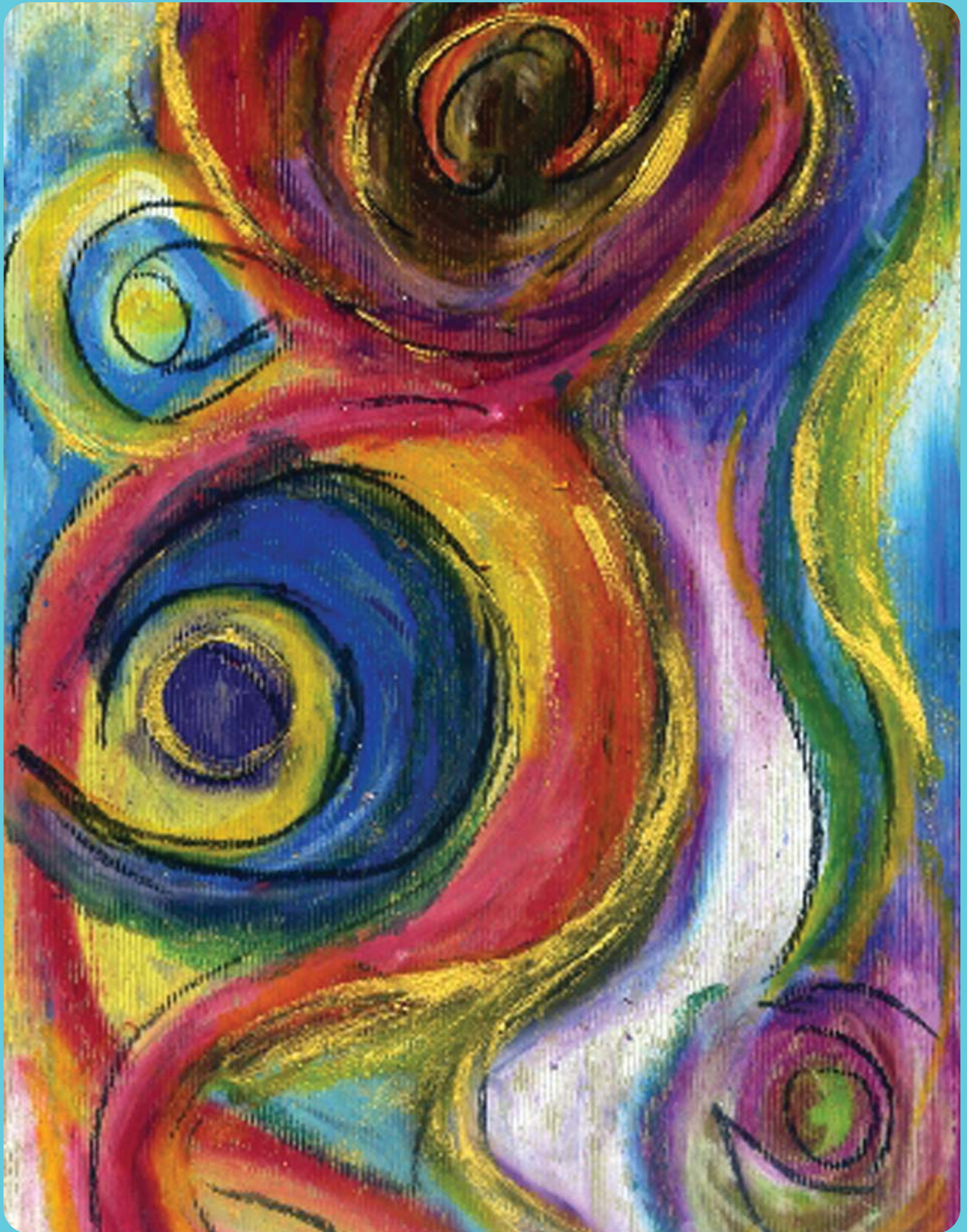
<sup>4</sup> Hausmann, Ricardo/ Tyson, Laura D./ Zahidi, Saadia. (2012). The Global Gender Gap Report 2012. Geneva, Switzerland: World Economic Forum. At pages 8, 19 and 28.

<sup>5</sup> Klugman, Jeni. (2010). Human Development Report 2010. 20th Anniversary Edition. The Real Wealth of Nations. Pathways to Human Development. New York: UNDP. At page 90.

<sup>6</sup> Malik, Khalid. (2013). Human Development Report 2013: The Rise of the South: Human Progress in a Diverse World. New York: UNDP. At page 146.

<sup>7</sup> Raya, Rene. (2012). Annual Report 2012: The right to a future. na, Philippines: Social Watch. At pages 1, 2.

<sup>8</sup> Raya, Rene. (2012). Gender Equity Index: Know the size of your Gender gap. na, Philippines: Social Watch. At page 50.



A question of culture

Anushka Virahsawmy





## CHAPTER 1

# Constitutional and legal rights

## Articles 4-11



The Namibian Emblem upholds justice

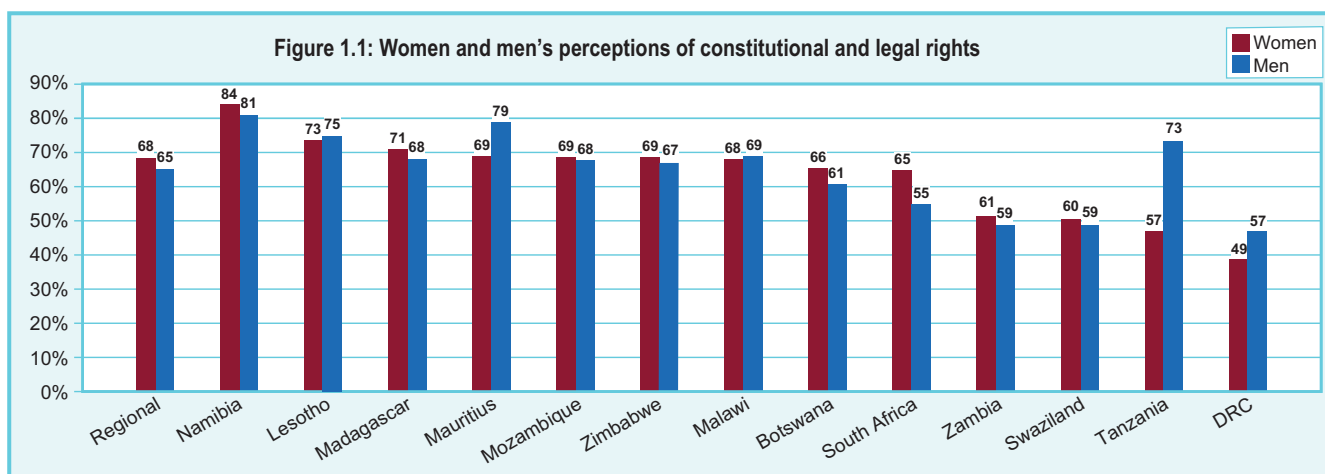
### KEY POINTS

- Overall women and men rated government's performance towards achieving the targets set for 2015 on constitutional and legal rights, at 84% (women) and 81% (men) based on the citizen scorecard based on perceptions.
- Namibia has signed and ratified the SADC Gender Protocol and other key regional and international instruments on gender equality and women's rights.
- The Maintenance Act still needs improvement.
- The Constitution guarantees equality before the law and prohibits discrimination based on sex or gender.
- The customary law in Namibia includes discriminatory practises.
- Women's activists are lobbying for the adoption of a 50/50 legislated quota at regional and national level elections, as a measure to increase women's representation in political decision-making positions.

**Table 1.1: SGDI and CSC scores for Constitutional and legal rights sector**

	SGDI	CSC
Scores	N/A	84%
Ranks	N/A	7

As this area is difficult to measure empirically, there is no SGDI score for constitutional and legal rights. Instead, as illustrated in Table 1.1, the assessment relies on the perceptions of citizens, measured using the Citizen Score Card (CSC). Women gave Namibia a score of 84 % in this sector, while men gave a slightly lower score of 81%. The country's average score is 84%.



Source: Gender Links 2014 with data derived from citizens' score cards administered in the respective countries.

Figure 1.1 shows that on average, women and men graded their governments similarly on constitutional and legal rights - 68% and 65% respectively. Namibia leads the citizens' scores for women (84%) and men (81%) in constitutional and legal rights. This is a 30 per-

centage point increase for women and 16 percentage point increase for men. In one year, Namibia went from 13th to first position in the ranking for citizens' perception of gender in constitutional and legal rights.

## Constitutional and affirmative action provisions



*The Protocol provides that by 2015, all countries shall endeavour to enshrine gender equality and equity in their Constitutions and ensure that these are not compromised by any provisions, laws or practices. State parties are to implement legislative and other measures that eliminate all practices which negatively affect the fundamental rights of women and men. They are also to introduce affirmative action measures.*

The Namibian Constitution came into effect on the 21st of March 1990. The Namibian Constitution is one of the few Constitutions in the world that uses gender-neutral language and is also deemed progressive.<sup>1</sup>

Chapter three of the Namibian Constitution is based on Fundamental Human Rights and Freedoms. Article 10 states that all people shall be treated equally before the law. The same article states that nobody shall be discriminated because of such things as sex or skin colour.<sup>2</sup>

One other article that concerns women in Namibia is article 23 of the Namibian Constitution. It provides for

'Affirmative Action' and states that laws can be passed to advance Namibians who were disadvantaged by past discriminatory laws and practice. Table 1.2 sums up the gender provisions of the Constitution.<sup>3</sup>

Article 95 (a) in Chapter 11 of the Namibian Constitution states that legislation has to ensure equality of opportunities for women and men. It also states that women shall be enabled to participate fully in the Namibian society and that there shall be the principle of non-discrimination in remuneration of men and women. This Article states as well, that there shall be appropriate legislation in place that provides maternity benefits for women.<sup>4</sup>

<sup>1</sup> Hubbard, Dianne. (1999). Gender and Law Reform in Namibia. Amsterdam, Netherlands: LAC. At page 1.

<sup>2</sup> The Namibian Constitution 1990. Article 10.

<sup>3</sup> The Namibian Constitution 1990. Article 23.

<sup>4</sup> The Namibian Constitution 1990. Article 95 (a).



**Table 1.2: Analysis of gender equality clauses in the Constitution**

Provides for non-discrimination generally	YES	Article 10 1) All persons shall be equal before the law.
Provides for non-discrimination based on sex specifically	YES	Article 10 2) No person may be discriminated against on the grounds of sex, race, colour, ethnic origin, religion, creed or social or economic status.
Provides for non-discrimination on the basis of sex and others e.g. marital status, pregnancy	YES	Article 14 2) No person may be discriminated against on the grounds of sex, race, colour, ethnic origin, religion, creed or social or economic status.
Provides for the promotion of gender equality	YES	Article 95 (a) (...) ensure equality of opportunity for women (...) shall ensure the implementation of the principle of non-discrimination in remuneration of men and women; (...) shall seek, through appropriate legislation, to provide maternity and related benefits for women.
Has other provisions that relate to gender e.g. bodily integrity	YES	Article 8 There are no other provisions that relate to gender equality in specific, but some degree of it can be found in article 8. 2) No persons shall be subject to torture or to cruel, inhumane or degrading treatment or punishment.
Has claw back clause	NO	NO.
Addresses contradictions between the Constitution, law and practices	YES/NO	Article 19; 66 Laws that are contrary to each other still have the last yardstick of having to conform to constitutional framework. In article 66 of the Constitution customary law and common law are deemed the same therefore none being above the other. Legislation too should be constitutional however it requires a court of law to consider it unconstitutional before it can be raised as unconstitutional.
Provides for affirmative action	YES	Article 23 3) In the enactment of legislation and the application of any policies and practices contemplated by Paragraph (2), it shall be permissible to have regard to the fact that women in Namibia have traditionally suffered special discrimination and that they need to be encouraged and enabled to play a full, equal and effective role in the political, social, economic and cultural life of the nation.

Source: The Namibian Constitution 1990 Article 10; Article 14; Article 95 (a); Article 8; Article 66; Article 23.

## Affirmative action



*State parties are to implement legislative and other measures that eliminate all practices which negatively affect the fundamental rights of women and men. They are also to introduce affirmative action measures.*

The SGP calls on Member States to implement affirmative action measures, with particular reference to women, in order to eliminate all barriers preventing their meaningful participation in all spheres of life, while creating conducive environments for such participation.

After independence, Namibia ratified a number of new laws to achieve gender equality. The laws are published in the Government Gazette. Since they are published in the English language, it is difficult for many Namibians to read and understand them.<sup>5</sup>

The very first law reform pertaining to sex discrimination was the removal of discrimination against married women in the income tax laws.

### **Employment Act 29 of 1998**

The Labour Act from 1992 regulated that no employee should be discriminated or harassed. Today this law is seen as the origin of the Affirmative Action Employment Act (AAA). The AAA should achieve equality in the work environment in Namibia. In Section 17 of the AAA in the Government Gazette Affirmative Action is quoted as follows:

<sup>5</sup> Horn, Nico/ Bösl, Anton. (2008). Human Rights and the Rule of Law in Namibia. Windhoek, Namibia: Macmillan Namibia. At page 26. AND Geisler, Gisela. (2006). Republic of Namibia: Country gender profile. na: Human Development Department (OSHD).At page 9.



Legislated quotas for local elections have facilitated women's entry into politics at this level. ALAN holds march at 55th Annual congress - Windhoek, July 2011.  
Photo: Sarry Xoagus-Eises

"For the purposes of this Act, affirmative action means a set of affirmative action measures designed to ensure that persons in designated groups enjoy equal employment opportunities at all levels of employment and are equitably represented in the workforce of a relevant employer."<sup>6</sup>

This law should support those Namibians who were previously disadvantaged because of their skin colour, sex or disability.

Furthermore Section 23 of the AAA in the Government Gazette requires employers with more than 50 employees to prepare Affirmative Action Plans for the Employment Equity Commission to improve the representation of black people, women and disabled persons in the workforce. In 2007 the number of employees was changed to 25. No quotas will be set by the state, but employers will be expected to set their own numerical goals and timetables in light of the availability of suitably qualified or trainable persons in the designated groups. Employers who hire non-Namibian citizens will be obligated to provide an 'understudy' to ensure the transfer of skills. Progress in implementing affirmative action measures is monitored by the Employment Equity Commission as well.

Significant progress has been made in the area of affirmative action. An affirmative action provision was applied to the first two Local Government elections, with the result that women make up 42% of local councillors. However this law does not apply to national elections.

The Southern Africa Gender Protocol Alliance led by the focal network, NANGOF Trust has made a formal submission to the Law Reform and Development Commission, calling for 50/50 quota at national level as part of public consultations in March 2012.

Individual affirmative action provisions have also been made applicable to a number of statutory bodies and boards - ranging from the Social Security Commission to the National Sports Commission. With the most significant of these being the regional Communal Land Boards, which will in future have important supervisory power over the allocation of customary land rights by traditional leaders.<sup>7</sup>

### **Married Persons Equality Act 1 of 1996**

The abolition of the minority status of women has been advanced by the passing of the Married Persons Equality Act of 1996.

In Namibia, a couple can marry in civil or customary law. Through the magistrates court it is a marriage based on civil law. If the leader of a community is the person who marries the couple the marriage falls under customary law. There are different traditions involved in the ceremony but there is no marriage certificate.<sup>8</sup>

Before the Married Persons Equality Act was passed, a civil law concept of 'marital power' gave the husband the right to control the joint estate of the couple. Even though half of the estate belonged to the wife, the husband had the authority to administer the estate on behalf of the couple. The wife would not buy or sell most kinds of property without her husband's approval.

The Married Persons Equality Act 1 of 1996 changed this situation, providing that a husband and wife married in community of property must theoretically agree when they sell, give away or borrow against important joint assets such as the house, household furniture or livestock. They must also agree before taking out a loan which is secured by joint property. Since there are still two ways of getting married in Namibia this can still happen to women that marry the traditional way, which means through the customary law. The Married Persons Equality Act is only legally binding when a couple is married under the civil law. Only then can both husband and wife have the right to use money from their common bank account and both have the right to property.<sup>9</sup>

A marriage out of community of property means that the husband and the wife each have their separate belongings and debts. Everything that belonged to the husband before the marriage remains his, and everything

<sup>6</sup> Rooyen, J. W. F. Van. (2000). *Implementing Affirmative Action in Namibia*. Windhoek, Namibia: Namibia Institute for Democracy. At page 22.

<sup>7</sup> Rooyen, J. W. F. Van. (2000). *Implementing Affirmative Action in Namibia*. Windhoek, Namibia: Namibia Institute for Democracy. At pages 15, 17, 22 and 27. AND LAC. (2007). *Gender and the Law in Namibia: An Overview*. na: LAC. At page 7.

<sup>8</sup> Anyolo, Prisca. (2008). *Polygyny among the Ovambadja: A female perspective*. In: Ruppel, Oliver C. (2008). *Women and Custom in Namibia: Cultural Practice versus Gender Equality?*. Windhoek, Namibia: Macmillan Education in Namibia. At page 83.

<sup>9</sup> MGEWC. (2010). *National Gender Policy (2010-2020)*. Windhoek, Namibia: Government of the Republic of Namibia. At page 18.

that belonged to the wife before the marriage remains hers. Before the advent of the Married Persons Equality Act, 'marital power' gave the husband the right to control the wife's separate property during marriage, as well as his own property. Now, the Married Persons Equality Act provides that a husband and wife married out of community of property will each control their own belongings. The Act also makes it clear that both husbands and wives in marriages out of community of property bear responsibility for making contributions to household necessities in proportion to their resources.

The Act unequivocally abolished all and any remnants of marital power. The removal of this provision removes all restrictions that existed because of it. It removes the restrictions which the marital power places on the legal capacity of a wife to contract and litigate, including but not limited to, the restrictions on her capacity:

- To register immovable property in her name;
- To act as an executrix of a deceased estate;
- To act as a trustee of an insolvent estate;
- To act as a director of a company; and
- To bind herself as surety; and
- That the civil law position of the husband as head of the family is abolished, provided that nothing in the Act shall be construed to prevent a husband and wife from agreeing between themselves to assign to one of them, or both, any particular role or responsibility within the family.

#### **Communal Land Reform Act 5 of 2002**

The Communal Land Reform Act 5 of 2002 entitles widows the right to stay on communal land allocated to their deceased husband - even if they remarry. Currently, despite existing law reforms, widows still

suffer instances of property-grabbing and discrimination. There is need to educate citizens on the Communal Land Reform Act and training traditional authorities to understand and enforce the law.<sup>10</sup>

#### **Estate and Succession Amendment Act 15 of 2005**

The Act allows for small estates to be handled by the Magistrates Court, thus increasing accessibility for many people, particularly women. It gives the Master of the High Court ultimate authority over all estates, thus removing the race discrimination which previously marked the procedure for administering estates. The Act repeals other problematic sections of the Proclamation, however it provides that the previous rules of intestate succession in the Proclamation "continue to be of force in relation to persons to whom the relevant rules would have been applicable had the said Proclamation not been repealed."<sup>11</sup>

Therefore further law reform is required in this area, and the Law Reform and Development Commission is in the process of working on the topic.

#### **Community Courts Act 10 of 2003**

The Community Courts Act 10 of 2003 came into operation in 2003, although some of the provisions pertaining to these courts are not yet fully operational. The Act provides for the recognition and establishment of community courts and the application of customary law by these courts.<sup>12</sup> Community Courts must be courts of record operating within the overarching constitutional framework. The Act states that a party to any proceedings before a community court shall appear in person and may represent him- or herself or be represented by any person of his or her choice. This means that women cannot be represented by traditional male "guardians" (i.e. fathers or husbands) without their consent. The Act includes a right of appeal to the magistrates' courts.

#### **Maintenance Act 9 of 2003**

Subject of this law was the difficulty of securing child support when the father was absent. Regular advocacy by women's groups for many years and a nationwide lobbying campaign in 1998 drew a lot of attention towards this topic. The 2003 law followed a 1963 law and made changes to the maintenance system for more efficiency. It provides that both parents have a legal duty to maintain their children, regardless of whether the children were born inside or outside of marriage or whether one or other of the parents is subject to customary law that might not recognise a parent's liability.<sup>13</sup>



A family that has accessed land through local government in Namibia.

Photo: Gender Links

<sup>10</sup> Hubbard, Dianne. (2010). Celebrating 20 Years of Progress towards Gender Equality. na: LAC. At page 8. Available at: <<http://www.lac.org.na/projects/grap/Pdf/20yearsspeech.pdf>> Last accessed 22 January 2014.

<sup>11</sup> Estate and Succession Amendment Act 15 of 2005, Section 1(2).

<sup>12</sup> LAC. (2010). Namlex. Index to the Laws of Namibia. 2010 Update. Windhoek, Namibia: LAC. At page 141. Available at: <<http://www.lac.org.na/laws/namlex.html>> Last accessed 14 February 2011.

<sup>13</sup> Hubbard, Dianne. (2010). Celebrating 20 Years of Progress towards Gender Equality. na: LAC. At page 8. Available at: <<http://www.lac.org.na/projects/grap/Pdf/20yearsspeech.pdf>> Last accessed 22 January 2014.



## Assessment of the Maintenance Act in 2013

Based on the Maintenance Act 9 of 2003 the Legal Assistance Centre (LAC) assessed its application with the first study based on this law 2013. The main purpose was to assess whether the law is effective.

LAC collected the Data from maintenance files opened during the years 2005 and 2008. Nearly 19000 complaints were filed nationwide.

The study includes among other things:

- 1687 court files opened in the time from 2005 - 2008
- 34 interviews with experts in the field of maintenance
- 6 group discussions with 62 people
- Examination of reported and unreported cases
- Relevant statistics

The LAC explained the importance of maintenance. It is a human right since children have the constitutional right that parents take care of them.

The relevancy of maintenance in Namibia is very high because approximately two-thirds of children live apart from one or both parents. Nevertheless every child is in need of support of the parents.

Only 50% of children between the age of five and 17 have a pair of shoes, a blanket and two sets of clothing which makes the economic context of maintenance essential. This situation might be better if the absent parent or parents would pay maintenance.

At the same time, the difference between income and expenditure is small for Namibian households. Moreover approximately 50% of the people that live in Namibia do not have regular salaries per month. That could



Children are often disadvantaged when parents separate. Good legislature on maintenance reduces the care burden on women. Photo: Trevor Davies

explain why so many women would be dependent on the payment of maintenance and why it is so difficult for many men (fathers) to pay maintenance.

The study showed that since there are 4000 - 5000 complaints filed at the maintenance courts each year, there is a maintenance complaint every thirty minutes during working hours in Namibia. Out of those 4000 - 5000 complaints only approximately two-thirds result in an order.

The findings of the LAC show that a maintenance complaint is simple as long as the absent parent wants to pay. That shows that there are cases where the claim of maintenance is as easy as the law intends it to be. If there are difficulties or challenges, the process will probably be delayed or might not result in an order. One possible challenge could be that there are no details of the absent parent and he/ she can simply not be found.

The average payment for a single pre-school age child is N\$ 250 per month which is not a realistic reflection of what a child needs per month and is typically only half the amount the complainant requested. Since there are no maintenance investigators in Namibia it is very difficult to investigate the financial situation of the parent that is supposed to pay maintenance. Therefore it is very challenging to pay children the amount of maintenance they actually deserve.

As a result, it is very important to hire maintenance investigators so that defendants and witnesses can be found and the financial situation can be made available to the court.

The LAC also formulates the concern that many of the innovative options, the Act from 2003, are not being utilised. For example the option of giving the money directly to the complainant, the bank or post office savings account rather than to the court, are seldom utilised.

The LAC states the infrequent use of the available civil enforcement mechanisms as the greatest failure of the Act. One example is that the Act allows the court to sell the property of the defendant if necessary. Such mechanisms could result in an immediate payment or ensure future payments but these options are not often used. The lack of knowledge seems to be a reason why those mechanisms are rarely used. Therefore it would be useful to give information about the civil enforcement mechanisms. Furthermore it would be an improvement from the law to provide for the attachment of wages in respect of any maintenance order.<sup>14</sup>

<sup>14</sup> LAC. (2013). Maintenance Matters: An Assessment of the Operation of the Maintenance Act 9 of 2003. Windhoek, Namibia: LAC. At pages 2-5.



### Labour Act and Social Security Act

The Labour Act passed in 1992 prohibits all forms of discrimination in the workplace on the basis of sex, marital status, family responsibilities and sexual orientation (among other things), as well as forbidding harassment on the same grounds. Also important to women is the fact that domestic workers, who were excluded from pre-independence labour legislation, are fully covered by the provisions of the new labour law. The Labour Act from 1992 also provides for three months of maternity leave for women who have been employed for at least one year by the same employer. Since 1994, this provision has been supplemented by the Social Security Act which provides maternity benefits (80% of full pay up to a ceiling of N\$3000) through a mandatory combined scheme for sickness, maternity and death benefits financed by matching employer and employee contributions.

### Labour Act 11 of 2007

The Labour Act 11 of 2007 came into force in 2009. This law states that all women have a right to maternity leave when they have worked for more than six months for the same employer. Furthermore it prohibits discrimination because of a present, past or future pregnancy or because of the HIV/AIDS status of a person, in addition to discrimination on the basis of sex, marital status and family responsibilities. The law also entitles male and female employees to compassionate leave in

the case of the death or serious illness of a close family member. In the new law sexual harassment in the workplace is defined and prohibited.<sup>15</sup>

### Combating of Rape Act 8 of 2000

The Combating of Rape Act was renewed in 2000. The old law defined rape as an intentional sexual intercourse that was unlawful with a woman that did not give her consent. This law did not include men or boys and made it impossible for a wife to take action because of an abusive husband. That means the law did not recognise marital rape. The new Combating of Rape Act defines rape:

“(...) if a person intentionally under coercive circumstances - including physical force, threats of force, or other circumstances where the victim is intimidated - commits or continues to commit a sexual act with another person or causes another person to commit a sexual act with the perpetrator or with a third person.”<sup>16</sup>

Now boys and men as well as wives are able to make use of the law. Furthermore the new Combating of Rape Act also includes threat towards sexual violence.<sup>17</sup>

### Combating of Domestic Violence Act 4 of 2003

In this law domestic violence is defined: “as a specific crime, and broadens the definition of domestic violence to include physical abuse, sexual abuse, economic abuse, intimidation and harassment, as well as serious emotional, verbal or psychological abuse.”<sup>18</sup>

This law covers various forms of domestic violence as well as sexual violence and harassment, intimidation and economic violence. It also covers psychological violence. The law applies to all domestic relationships which means that this is a law for all people living together, whether that is in a relationship as girlfriend and boyfriend or husband and wife or married through common or customary law.<sup>19</sup>



Raising awareness on domestic violence is critical for educating the community on their rights.  
Photo: Gender Links

- <sup>15</sup> Hubbard, Dianne. (2010). *Celebrating 20 Years of Progress towards Gender Equality*. na: LAC. At pages 2, 3 and 10. Available at: <<http://www.lac.org.na/projects/grap/Pdf/20yearspeech.pdf>> Last accessed 22 January 2014. AND Hubbard, Dianne/ Coomer, Rachel. (2009). *Gender and the Labour Act 11 of 2007*. Windhoek, Namibia: LAC. At pages 3-5 and 10.
- <sup>16</sup> Ruppel, Oliver C. (2010). *Women's Rights and Customary Law in Namibia: A Conflict between Human and Cultural Rights?*. Basel, Switzerland: Basler Afrika Bibliographien. At page 6.
- <sup>17</sup> Hubbard, Dianne. (2010). *A guide to the Combating of Rape Act*. na: LAC. At pages 7-10. Available at: <[http://www.lac.org.na/projects/grap/Pdf/rape\\_GuidetotheCombatingofRapeAct-Englishforweb.pdf](http://www.lac.org.na/projects/grap/Pdf/rape_GuidetotheCombatingofRapeAct-Englishforweb.pdf)> Last accessed 22 January 2014.
- <sup>18</sup> Peters, Anicia (2004). *The Situation Regarding Gender in Southern Africa and Best Practices of the Friedrich-Ebert-Stiftung: A Regional Workshop Report*. Windhoek, Namibia: FES. At page 83.
- <sup>19</sup> LeBeau, Debie/ Ipinge, Eunice. (2004). *Namibia's Progress towards Gender Equality: Post- Beijing Policies Programmes*. In: Hunter, Justine. (2004). *Beijing +10: The Way Forward: An Introduction to Gender Issues in Namibia*. Windhoek, Namibia: Namibia Institute for Democracy. At page 12.

## Discriminatory legislation



*The SADC Protocol provides that by 2015 SADC countries shall have reviewed, amended or repealed all discriminatory laws and specifically abolish the minority status of women.*

Article 66 of the Constitution provides that both customary law and the civil law in force at the time of independence will be recognised, but only if they do not conflict with the Constitution or any other statutory law. This provision marked a key constitutional breakthrough in gender jurisprudence for Southern Africa, and underscores the highly contested provision in the Protocol that states that gender equality in Constitutions should not be contradicted by any laws or practices. In reality, gender discrimination is present in many practices, but this has never been contested in court.

The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) takes the position that polygamy is a form of discrimination against women: ("Polygamous marriage contravenes a woman's right to equality with men, and can have serious emotional and financial consequences for her and her dependents that such marriages ought to be discouraged and prohibited." - General Recommendation No 21, 13th session, 1994).

The CEDAW Monitoring Committee expressed concern about the "prevalence of polygamous marriage and that customary marriages were never registered" and urged the Government to address the issue with "an intensive programme to discourage polygamy."

In 2006/07 about 6% of currently married women in the country were in a polygamous union and 3% of men reported having two or more wives. The Kunene Region, with 17% of married women, has the highest rate of polygamous unions. With 11.3%, the Caprivi Region follows. The Hardap and Karas Regions have the lowest rate with 2%.

Overall, older women and women in rural areas as well as women with no formal education or poor women are more likely to have co-wives.<sup>20</sup>

A related issue is the non-recognition of customary marriages (all customary marriages are potentially

polygamous), and it is linked to inheritance. Civil marriages take place before a magistrate or church official and are registered. Customary marriages take place before the traditions of the community, although in Namibia they are not registered. According to the 2001 census of the Namibians age 15 or above, 56.2% were never married, 19.2% were married in civil marriages, 9.4% were married in customary marriages, 7.4% were cohabiting, 2.8% were divorced or separated and 4% were widowed.

While the CEDAW Monitoring Committee praised Namibia for passing the Married Persons Equality Act it also stated that this did not "sufficiently address discrimination in the family" and needed amendment.

In 1997 the LAC put forward Proposals for Law Reform on the Recognition of Customary Marriages (similar to the law passed in South Africa). This calls for a unified marriage law with the same substantive rules for customary and civil marriages. It also calls for the recognition of polygamous marriages as valid marriages to protect the rights of vulnerable parties but 1) would require the consent of any existing wives to subsequent customary marriage by the husband and 2) require equitable distribution of marital property between all interested parties before allowing the registration of the subsequent customary marriage. The underlying rationale is that polygamy will gradually die out as it becomes too expensive and complicated.

Government anticipates that a new and more comprehensive law covering all forms of marriage will be enacted to replace the Married Persons Equality Act. The Law Reform Commission has developed a Bill on the Recognition of Customary Marriages; this bill would set the minimum age for customary marriage at 18 as for civil marriages.

In partnership with the civil society organisation the LAC, the Law Reform and Development Commission is investigating the status of cohabitation in Namibia and considering proposals for law reform.<sup>21</sup>

<sup>20</sup> Frank, Liz. (2011). Report on Harmful Cultural Practices in Namibia. For Submission to the United Nations CEDAW Committee. Windhoek, Namibia: NANGOF Trust. At page 15.

<sup>21</sup> LAC. A Family Affair - The Status of Cohabitation in Namibia. na: na. At page 1. Available at: <[www.lac.org.na/projects/grap/grapcohab.html](http://www.lac.org.na/projects/grap/grapcohab.html)> Last accessed 7 February 2011. AND Law Reform and Development Commission website at <[www.lawreform.gov.na/pdf/Project9CohabitationInvestigations.pdf](http://www.lawreform.gov.na/pdf/Project9CohabitationInvestigations.pdf)> Link not available when accessed 7 January 2014.

**Table 1.3: Discriminatory legislation**

<i>Discriminatory legislation</i>	<i>Comments</i>
Customary marriages	Bringing customary marriages in line with the Namibian Constitution: The Law Reform and development Commission is in the process of considering reforms to customary marriages to ensure that customary marriages are treated with the same degree of respect as civil marriages and to bring them in line with the provisions of the Namibian Constitution on equal rights. <sup>22</sup>
Inheritance Rights promoted by patriarchy and cultural aspects	Currently, despite existing law reforms, widows still suffer instances of property-grabbing and discrimination. A 2005 national conference on women's land and property rights heard testimonies from women who had been stripped of all their livestock, homes, household goods and personal belongings by relatives of their deceased husbands. There is an urgent need to reform laws on inheritance, and traditional authorities need training to understand and enforce women's and children's rights to a home, land, property and livelihood. <sup>23</sup>

### Sex work

Sex work is governed by the Combating of Immoral Practices Act 21 of 1980, which criminalises a range of activities around prostitution without actually making sex for reward directly illegal. In practice only women are prosecuted. A High Court judgment in the 2002 Hendricks case found some of the legal prohibitions on sex work to be unconstitutional but left prohibitions

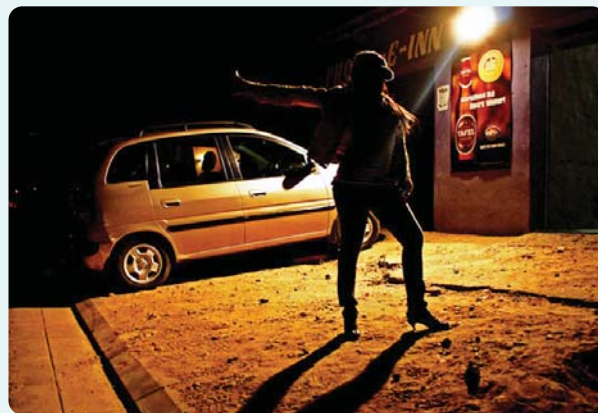
intact. The LAC has argued that the current law is likely to be unconstitutional on several counts - respect for human dignity, freedom from sexual discrimination, right to privacy in the home and communications; freedom of speech and expressions; association and to practice any profession, carry out any trade or business. The LAC has recommended decriminalization combined with a policy of compassionate discouragement.<sup>24</sup>

### Namibia: Decriminalisation of sex work

The Rights Not Rescue Trust is a legally registered organisation associated with the African Sex Workers Alliance and the Global Network of Sex Workers Project.

The Trust maintains that the Immoral Practice Act of 1957 and 1980, are apartheid-era laws used to criminalise intercultural or interracial sexual relations. Sex workers are often harassed and detained by police and healthcare workers. They have difficulty accessing universal health care services despite their high risk job. The justice system is also failing to protect their rights. The Constitution of Namibia guarantees all citizens the right to freedom of movement and access to the justice system and the health system. Sex work provides an income for the workers and its criminalisation makes it difficult for them to support their families.

The Trust's efforts and initiatives target policymakers, civil society, police and health workers. The Trust also



Sex work in Namibia.

Photo: LAC

raises awareness about HIV and AIDS, provides education on prevention, distributes condoms, and advocates for the human rights of sex workers. Nikodemus Aoxamub, Rights Not Rescue Trust, speaking at the SADC Protocol @Work Summit.

<sup>22</sup> Xoagus-Eises, Sarry / Brown, Emily/ Makaya, Mukayi. (2012). *SADC Gender Protocol 2012 Barometer Namibia*. Johannesburg, South Africa: Southern African Gender Protocol Alliance. At page 17.

<sup>23</sup> Hubbard, Dianne. (2010). *Celebrating 20 Years of Progress towards Gender Equality*. na: LAC. At page 8.

<sup>24</sup> <<http://www.lac.org.na/projects/grap/Pdf/20yearsspeech.pdf>> Last accessed 22 January 2014.

LAC. (2002). "Whose Body is It?". *Commercial Sex Work and the Law in Namibia*. LAC. At pages xiv, 74,221 and 227. Available at: <<http://www.lac.org.na/projects/grap/Pdf/commsex.pdf>> Last accessed 22 January 2014.



### **Baby-dumping and infanticide**

When an infant is abandoned without care, is exposed to danger or death it is a case of baby-dumping. Most of the mothers dump babies because the fathers refuse to support the babies. The top three reasons why babies get dumped are that the father denies paternity, because the mother of the child is still a student and because of a lack of knowledge about alternatives such as foster care or adoption.

Infanticide is not a specific crime, therefore baby-dumping and infanticide is usually recorded as a charge of concealment of birth combined with a charge of abandonment, manslaughter or murder. The Child Care and Protection Bill include a provision that will allow a parent to leave a child at a designated safe place without committing an offence of abandonment.<sup>25</sup> The LAC has proposed enacting a separate law, similar to the Zimbabwe Infanticide Act. It has also proposed a number of strategies, including steps to prevent unwanted pregnancies; providing information on legal abortion, non-judgemental support for pregnant women; safe havens for unwanted infants; adoption and fostering arrangements. The key means to address the topic is to increase awareness on contraceptives, increase knowledge about foster care and adoption and legal grounds for abortion.<sup>26</sup>

### **Marital rape**

Marital rape is recognised in Namibia. The country has explicitly outlawed marital rape in the Penal Code.

### **Sexual orientation**

Homosexuality is a contentious issue in Namibia. Sodomy is a common law crime as are non-consensual unnatural sexual offences between men; sexual contact between women is not criminalised. Same-sex relationships are not recognised under the Combating of Domestic Violence Act. Cohabiting relationships for different-sex or same-sex couples are not recognised either. Also same-sex marriages are not recognised in Namibia and a same-sex couple cannot adopt jointly; same-sex person might be able to adopt as an individual. Anti-discrimination is not specifically mentioned in the law but the Ethical Guidelines for Health Professionals and Ministry

of Health and Social Services Patient Charter states patients may not be prejudiced due to sexual orientation.

The Preamble of the Namibian Constitution states: "(...) recognition of the inherent dignity and of the equal and inalienable rights of all members of the human family is indispensable for freedom, justice and peace" and a guide, written and published by the Women's Leadership Centre, explains: "Lesbians are members of the human family with the same rights to dignity, respect, equality, happiness, freedom from discrimination and violence as all other human beings. As girls and young women they have the same right to love and support as all our other children.

Yet learning that our daughter, niece, sister, cousin, friend is a lesbian often comes as a shock - something we have not prepared ourselves for. This is especially the case where we have uncritically taken on social, cultural and religious prejudices and beliefs that being a lesbian is abnormal, unnatural, sinful, in other words not human, and therefore something to be ashamed of and hidden away".<sup>27</sup>



Participants at the LGBTIA workshop in Windhoek, Motown, Namibia.

Photo: Gender Links

<sup>25</sup> Child Care and Protection Bill. (2010). Revised final draft. June 2010. Provision 210.

<sup>26</sup> MGEWCW. (2012). National Plan of Action on Gender-Based Violence 2012-2016. Zero Tolerance for GBV. Windhoek, Namibia: Government of the Republic of Namibia/ MGEWCW. At pages 16, 17.

<sup>27</sup> Khaxas, Elisabeth/ Frank, Liz. (2013). Loving and supporting our lesbian daughter! A guide for parents, families and friends of young lesbians in Namibia. na: WLC. At page 2.



## Access to justice



*The Protocol provides for:*

- *Equality in the treatment of women in judicial and quasi-judicial proceedings, or similar proceedings, including customary and traditional courts and national reconciliation processes;*
- *Equal legal status and capacity in civil and customary law*
- *The encouragement of all public and private institutions to enable women to exercise their legal capacity.*
- *Positive and practical measures to ensure equality for women in complainants in the criminal justice system.*
- *The provision of educational programmes to address gender bias and stereotypes and promote equality for women in the legal systems.*
- *Equal representation by women on and in the courts, including traditional courts, alternative dispute resolution mechanisms and local community courts.*
- *Accessible and affordable legal services for women.*

Free legal aid is provided but evidence suggests that legal education needs to be strengthened. For example, a survey done by the LAC found that while many women said they had heard of the Married Persons Equality Act, few actually understand what it means. Responses

included, “maybe it is a law to protect women against their husbands”; “it gives women a greater share of property in divorce” and “it tells men to cook and clean.”<sup>28</sup>

## Marriage and family laws



*The Protocol requires that State Parties enact and adopt appropriate legislative, administrative and other measures to ensure that women and men enjoy equal rights in marriage and are regarded as equal partners in marriage. Existing legislation on marriage shall therefore ensure:*

- *No person under the age of 18 shall marry;*
- *Every marriage takes place with free and full consent of both parties;*
- *Every marriage to be registered;*
- *Reciprocal rights and duties towards the children of the family with the best interests of the children always being paramount; and*
- *An equitable share of property acquired during their relationship.*

*State Parties must also put in place laws and other measures to ensure that parents fulfil their duties of care towards their children, and enforce maintenance orders. Married women and men should have the right to choose whether to retain their nationality or acquire their spouse's nationality through legal provisions. However, there is no period within which these measures should be achieved.*

Maintenance laws in Namibia now confer equal rights and obligations to couples with respect to the support of children and create obligations for spouses to support

each other and their children. The procedures for accessing child and spousal maintenance have also been clarified and simplified.

<sup>28</sup> Hubbard, Dianne/ Terry, Beth. (2005). Marital Property in Civil and Customary Marriages. Proposals for Law Reform. na: LAC. At pages 58-60. Available at: <<http://www.lac.org.na/projects/grap/Pdf/marriageprop.pdf>> Last accessed 22 January 2014.

## Widows and widower rights



*The Protocol requires that Member States enforce legislation to protect widows from being subjected to inhuman, humiliating or degrading treatment. A widow will also automatically become the guardian and custodian of her children after the death of her husband; she will also continue living in the matrimonial home. She will exercise her rights to access employment and other opportunities to enable her make meaningful contribution to society.*

*A widow will also be protected against all forms of violence and discrimination based on her status while having the right to an equitable share in the inheritance of the property of her late husband. She will also have the right to remarry a person of her choice. States will also put in place legislative measures that will ensure that widowers enjoy the same rights as widows.*

In Namibia the Communal Land Reform Act number 5 of 2002 protects widows' rights to communal land tenure by allowing them to remain on communal land allocated to their deceased husbands if they wish, even if they should later remarry. (The Act extends the same protections to widowers.) Currently, despite existing law reforms, widows still suffer instances of property grabbing and discrimi-



Women from Maltahohe rural communities find difficulty in accessing justice. Photo: Colleen Lowe Morna

nation. Although widows have the right to employment by law in 12 SADC countries, lack of education, capital and land may make it difficult to access these opportunities. Lack of support from her husband's family and an inability to return to her maternal family means widows make up the poorest and most vulnerable groups in many societies.

## SGP Post 2015



### Constitutional and legal rights post 2015



The SADC Gender Protocol requires that by 2015, member states shall endeavour to enshrine gender equality and equity in their Constitutions and ensure that these rights are not compromised by any provisions, laws or practices. It states further that member states shall implement legislative and other measures to eliminate all practices which negatively affect the fundamental rights of women, men, girls and boys, such as their right to life, health, dignity, education and physical integrity. States parties shall review, amend and or repeal all laws that discriminate on the ground of sex or gender by 2015. The SGP requires member states to ensure equal access to justice and protection before the law; abolish the minority status of women by 2015; eliminate practices which are detrimental to the achievement of the rights of women by prohibiting such practices and

attaching deterrent sanctions thereto; and eliminate gender based violence. States parties shall enact and adopt appropriate legislative, administrative and other measures to ensure that women and men enjoy equal rights in marriage and are regarded as equal partners in marriage. In addition state parties shall put in place legislative and other measures to ensure that parents honour their duty of care towards their children, and maintenance orders are enforced. States shall put in place legislative provisions which ensure that married women and men have the right to choose whether to retain their nationality or acquire their spouse's nationality. States Parties shall enact and enforce legislation to ensure that widows are not subjected to inhuman, humiliating or degrading treatment. States parties shall adopt laws, policies and programmes to ensure the development and protection of the girl child.

**Table 1.4: Marriage and family laws; the boy and girl child**

<i>Provision</i>	<i>Yes/No</i>	<i>Explanation</i>
<b>Marriage</b>		
No person under the age of 18 shall marry.	<b>YES</b>	Both boys and girls can get married in a civil marriage at an age of 18 years. Younger children need Government permission. All children under the age of 21 still need parental consent for a civil marriage. Both mother and father must give consent to civil marriage for children under age 21. The law does not set any minimum age for customary marriage for boys or girls yet. <sup>29</sup> It depends on the customs of the community. In the government's proposed law reforms on the recognition of customary marriages, the minimum age to marry would be the same as in civil marriages.
Every marriage takes place with the full consent of both parties.	<b>YES</b>	The Marriage Equality Act and Family Law say both men and women must freely consent to the marriage. People may not be forced to marry, or pressured into a marriage that they do not really want. But for people under 21 years of age, they need the consent of both their father and mother to marry (if both are still alive). People under the age also need special permission from the State to marry.
Every marriage including civil, religious, traditional or customary is registered.	<b>NO</b>	Every person who has a marriage certificate and is registered has a civil marriage. Customary marriages are not registered nor do people get a marriage certificate. (Laws to change this situation are being considered.)
Parties have reciprocal rights and duties towards their children including when spouses separate, divorce or have marriages annulled.	<b>YES</b>	The Married Persons Equality Act says that a husband and wife have a mutual duty of support. It further states that husband and wife in civil marriages have equal powers of guardianship over their children. Guardianship is the power to make important legal decisions on behalf of the child. This is being re-enforced by the Child Maintenance Act. None the less there is discrimination 'in favour' of women. They are generally recognised as the primary caregivers. The main consideration on these matters is that the best interests of the child as guaranteed in Article 15 (1) of the Constitution are upheld.
Maintenance orders are enforced.	<b>YES</b>	The High Court may make an order on guardianship and custody of children of the marriage. This order may also contain rules about the other spouse's access to the children. In practice custody of young children is often awarded to the mother. The parent who is not given the custody is usually expected to make regular payments towards the child's basic living expenses.  The Maintenance Act from 2003 was making changes to the maintenance system for more efficiency. It provides that both parents have a legal duty to maintain their children, regardless of whether the children were born inside or outside marriage or whether one or other of the parents is subject to customary law that might not recognize a parent's liability. Therefore the care giving parent gets economic support through the other parent.
Married women and men have the right to decide whether to retain their nationality or acquire spouse's nationality.	<b>YES</b>	Not in law, but in practice. Women have now embarked upon double barrel surnames.
<b>Widows and widowers</b>		
Widows are not subjected to inhuman, humiliating or degrading treatment.	<b>NO</b>	Some traditions discriminate in customary marriages. A single surviving widow in some communities may lose marital property to the husband's relatives. Law reform in this area may take place soon. For example the Communal Land Reform Act will give widows and widowers equal rights to stay on communal land which was allocated to the deceased spouse.
A widow automatically becomes guardian or custodian of her children, unless otherwise determined by a court of law.	<b>NO</b>	In law but not in practice as family members can inherit children and even wife upon her husband's death.
A widow shall have the right to live in the matrimonial house after her husband's death.	<b>YES</b>	The Communal Land Reform of 2002 ensures widows that they have the right to stay on communal land allocated to their deceased husband - even if they remarry. None the less property grabs in some communities continue to happen.

<sup>29</sup> Hubbard, Dianne/ Terry, Beth. (2005). *Marital Property in Civil and Customary Marriages. Proposals for Law Reform*. na: LAC. At pages 58-60. Available at: <<http://www.lac.org.na/projects/grap/Pdf/marriageprop.pdf>> Last accessed 22 January 2014.

<b>Provision</b>	<b>Yes/No</b>	<b>Explanation</b>
A widow shall have access to employment and other opportunities.	<b>YES</b>	
Widows shall have the right to an equitable share in the inheritance of her husband's property.	<b>YES</b>	In law, but not in practice, especially if this is a polygamous marriage.
Widows shall have the right to remarry any person of their choice.	<b>NO</b>	In some communities the practice is that widows are inherited by the brother such as in the Otjiherero tribe
Widows shall be protected from all forms of violence and discrimination.	<b>YES</b>	
<b>Girl and boy child</b>		
Eliminating all forms of discrimination against the girl child.	<b>YES</b>	A new Child Care and Protection Act have replaced the Children's Act of 33 of 1960. The Ministry of Gender Equality and Child Welfare should ensure that this new law contains a provision explicitly addressing consent for medical access to minors.
Girls have the same rights as boys and are protected from harmful cultural attitudes.	<b>YES/NO</b>	Even if the law is there, early marriage without consent is a rampant practice in most of the tribes in Namibia.
Girls are protected from all forms of economic exploitation, trafficking, violence and sexual abuse.	<b>YES</b>	There is no Human Trafficking law; but the Child Care and Protection Act on child trafficking the United Nations Convention on the Right of the Child and a number of other International agreements say that child trafficking should be prevented. In line with these agreements, the Child Care and Protection Act makes trafficking of children a crime. The ILO convention addresses (1) slavery and similar practices, including the sale and trafficking of children (2) using children for prostitution or pornography, (3) involving children in unlawful activities and (4) work that is likely to be harmful to children.  The 2000 Protocol on the Convention Against transnational organized crime, to prevent, suppress and Punish Trafficking in persons, especially women and children. This Convention is aimed at ensuring that persons with disabilities can enjoy full human Rights without discrimination. It calls for respect for the evolving capacities of children with disabilities.
Girls have access to information, education, services and facilities on sexual and reproductive health and rights.	<b>YES</b>	Need for youth friendly facilities.

Source: Xogus-Eises, Sarry / Brown, Emily / Makaya, Mukayi. (2012). SADC Gender Protocol 2012 Barometer Namibia. Johannesburg, South Africa: Southern African Gender Protocol Alliance. At page 19, 20. AND The Namibian Constitution 1990. AND Hubbard, Dianne. (2009). Guide to the Married Persons Equality Act. na: LAC. At page 20. Available at: <<http://www.lac.org.na/projects/grap/Pdf/MPEAGuideENG.pdf>> Last accessed 22 January 2014. AND Wood, Thom. (2010). Civil and Customary Marriage: The Choices, Fact sheet - Governments Proposed Law Reforms on the Recognition of Customary Marriages. na: LAC. At pages 3, 6. Available at: <<http://www.lac.org.na/projects/grap/Pdf/comicivilcustEng.pdf>> Last accessed 22 January 2014.

### **Status of existing targets**

The challenge in Namibia as well as in most countries is that strong constitutional and legal provisions do not result in changes in women's lived realities. Namibia is doing well in establishing legislative frameworks with strong gender provisions. These do not always translate into action. Dual legal systems that result in contradictory provisions undermine gender equality and women's equal status. Currently the SGP does not have indicators to describe the change that will be evident if the the SGP targets are met. The targets in constitutional and legal have to move beyond the existence of enabling environment for gender equality to actual implementation.

The existing constitutional and legal rights targets in the SGP are comprehensive and should result in far reaching change if implemented.

The watch words of gender activists in the post 2015 agenda are voice, choice and control. Willingness to strengthen the existing SGP targets that relate to constitutional and legal rights will be a key test of SADC governments moving into the next phase of the struggle for gender equality. Table 1.5 summarises 12 possible targets and 13 indicators for the post 2015 SGP. These derive from the analysis at Annex A, which takes account of existing SADC targets, the Sustainable Development Goals, and various targets and indicators that have been proposed globally. These form a basis for discussion and negotiation in the build-up to 2015.



**Table 1.5: Proposed revised targets and indicators for Constitutional and legal rights**

Area	Target	Indicators
Promotion of gender equality in constitutional provisions and ensuring these are not undermined in any way.	1. State parties shall ensure that Constitutions prohibit harmful traditional practices.	1. Laws are in place prohibiting harmful traditional practices. <sup>30</sup>
	2. States Parties shall by 2030 ensure the equal rights and protection of widows and widowers.	2. Number of discriminatory laws repealed or amended. <sup>31</sup>
	3. Citizen Score on government performance on gender, Constitutional and legal matters rises progressively to 90% by 2030.	3. Reduction in the number of cases of widow and widower disinheritance. 4. Percentage increase in the citizen scores on Constitution and legal matters for the region and in each country. <sup>32</sup>
Abolishing of discriminatory laws and promoting women's rights	4. State parties shall review, amend and or repeal all laws that discriminate on the ground of sex or gender in accordance with Constitutional provisions by 2030.	5. Proportion of discriminatory laws repealed or amended. <sup>33</sup>
	5. State parties abolish the minority status of women by 2030 to ensure equal legal status and capacity in civil and customary law, including, amongst other things, full contractual rights, the right to equal inheritance and the right to secure credit.	6. Number of countries that abolish the minority status of women.
	6. State parties shall decriminalise sex work by 2030.	7. Extent to which sex work is decriminalised in all SADC countries. <sup>34</sup>
	7. Repeal laws criminalising diverse gender identities by 2030.	8. Number of countries that repeal laws discriminating against persons of diverse gender identities. <sup>35</sup>
	8. State parties shall legalise Choice of termination of pregnancy by 2030.	9. No of countries that legalise Choice of Termination of pregnancy. <sup>36</sup>
Family law	9. States parties shall put in place legislative and other measures to ensure that parents honour their duty of care towards their children, and maintenance orders are enforced.	10. No of maintenance cases in courts, and analysis of underlying issues. <sup>37</sup>
The girl child	10. Protect girls from economic exploitation, trafficking and all forms of violence including sexual abuse.	11. No of cases of trafficking involving girls and extent to which justice is served.
Gender responsive legal system	11. By 2030 The provision of educational programmes to address gender bias and stereotypes and promote equality for women in the legal system.	12. Proportion of justice functionaries who have undergone gender training.
	12. Women have equitable representation on, and participation in, all courts including traditional courts, alternative dispute resolution mechanisms and local community courts.	13. Proportion of women in the judiciary and traditional legal systems including alternative dispute resolution mechanisms. <sup>38</sup>

<sup>30</sup> Audit of legislation on harmful traditional practices in all SADC countries.

<sup>31</sup> Baseline study to establish all the laws that need to be repealed and amended.

<sup>32</sup> Gender Links online Citizen Scorecard is administered to at least 5000 people per country annually by SADC Gender Protocol Alliance partners.

<sup>33</sup> Baseline study to establish all the laws that need to be repealed and amended.

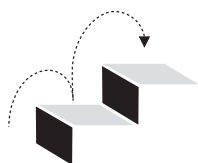
<sup>34</sup> Audit of legislation in all SADC countries.

<sup>35</sup> Establish which countries have discriminatory legislation on sexual minorities and gender identities and track progress on repealing such laws in all SADC countries.

<sup>36</sup> IBID.

<sup>37</sup> Gather data from Departments Social Development and Justice.

<sup>38</sup> Baseline audit of women in legal structures and annual follow up.



## Next steps

Although Namibia's legal system offers considerable protection to women and girls, the laws are often not effectively implemented and there is limited awareness of them. Furthermore, the dual legal system means that when abuses occur under customary laws, there is little or no opportunity for redress.

- Traditional authorities need training to understand and enforce women and children's rights, property and livelihood.
- Legal aid needs to be available to the poor to increase equality in access to justice.
- Workplaces need to address sexual harassment.

- Civil society and Government need to create awareness about all laws that promote gender equality so that citizens can use these to claim their rights.
- There is need to educate rural communities and involve community leaders in harmonising customary laws with the formal laws.
- Innovative strategies are required to address harmful cultural and traditional practices.
- Implementation remains a challenge as there is a need for costing and budgeting to implement gender-related laws and policies.
- The civil enforcement mechanisms of the Maintenance Act need to be known and used.
- A strong women's and girl's rights lobby within the post 2015 campaign, especially around the more contentious issues important for strengthening women's rights.



Participants learn about the SADC Gender Protocol as part of the roll out of the Centres of Excellence for gender mainstreaming - Berseba local council, September 2012.

Photo: Laurentia Golley







Forgotten by families

Anushka Virahsawmy





## CHAPTER 2

# Governance

## Articles 12-13



Women advocating for female rights to govern.

*Photo: Gender Links*

### KEY POINTS

- Namibia's SGDI score of 60% for gender and governance shows that the country has made some progress in women's representation, although there is still a long way to go before achieving the full rating of 100%. The country ranks seventh of the 15 SADC countries.
- Namibia scored 76% on the CSC that gauges women's and men's perceptions of the country's performance in meeting the targets on gender and governance.
- Performance in terms of the different levels of governance in politics is varied. Only 20% of cabinet ministers, 26% of parliamentarians and 42% of local councillors are women.
- Namibia has a legislated quota at local level, hence the higher proportion of women at that level.
- First-ever female Prime Minister and deputy Prime Minister in Namibia.
- There is underrepresentation of women in the political party structures of the two main Namibian parties.
- The Southern Africa Gender Protocol Alliance made a formal submission to the Law Reform and Development Commission calling for the adoption of a 50/50 quota at national level.

	<i>SGDI</i>	<i>CSC</i>
<b>Scores</b>	27%	64%
<b>Ranks</b>	13	7

	<i>SGDI</i>	<i>CSC</i>
<b>Scores</b>	27%	64%
<b>Ranks</b>	13	7

[illegible]

**Figure 2.1: Comparative SGDI and CSC scores for the governance sector**

Region	SGDI Score (%)	CSC Score (%)
Regional	48	67
South Africa	79	66
Lesotho	73	75
Seychelles	71	-
Mozambique	69	69
Tanzania	65	73
Angola	62	-
Namibia	60	76
Swaziland	43	63
Zimbabwe	41	66
Mauritius	35	71
Madagascar	32	71
Botswana	30	61
DRC	20	48
Zambia	19	65
Malawi	18	69

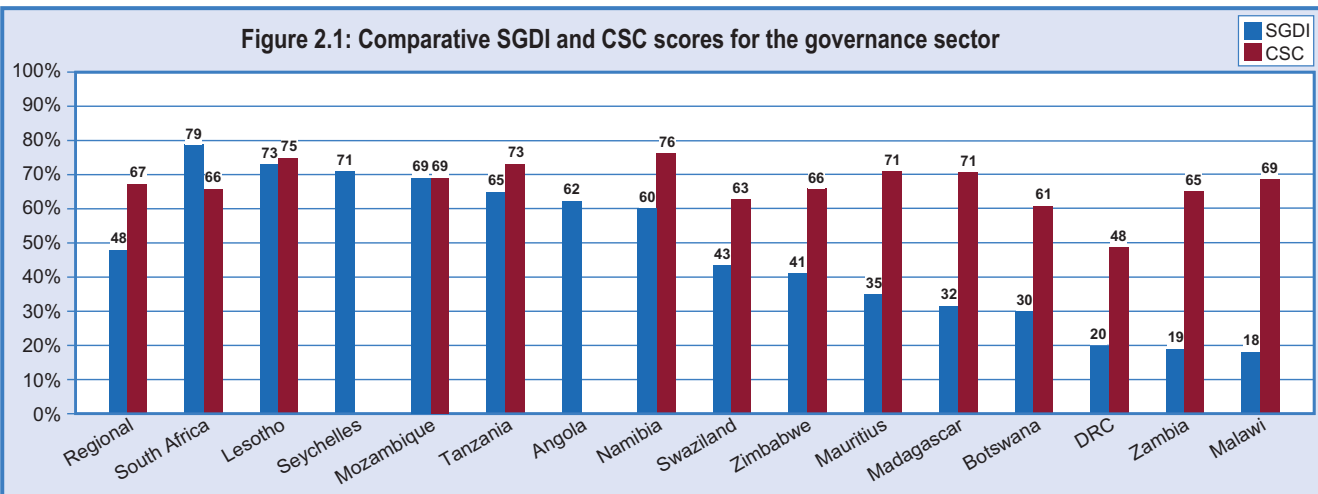


Figure 2.1 shows the SGDI for Namibia is 60%. The country is doing well at local government level with respect to women's representation although women are underrepresented in cabinet and parliament. Namibia ranks seventh of the 15 SADC countries. The CSC captures qualitative nuances not necessarily

captured by the SGDI. This rating is based on the perceptions women and men have of the country's progress towards achieving the SADC Gender Protocol targets related to gender and governance; here citizens scored their country at 76%.

**Figure 2.2: Women and men's perception of governance in SADC**

Region/Country	Women (%)	Men (%)
Regional	68	64
Namibia	78	72
Lesotho	74	75
Madagascar	72	67
Mozambique	70	68
South Africa	70	58
Mauritius	69	71
Zambia	68	60
Malawi	67	68
Zimbabwe	66	63
Tanzania	64	77
Botswana	59	54
Swaziland	58	64
DRC	47	49

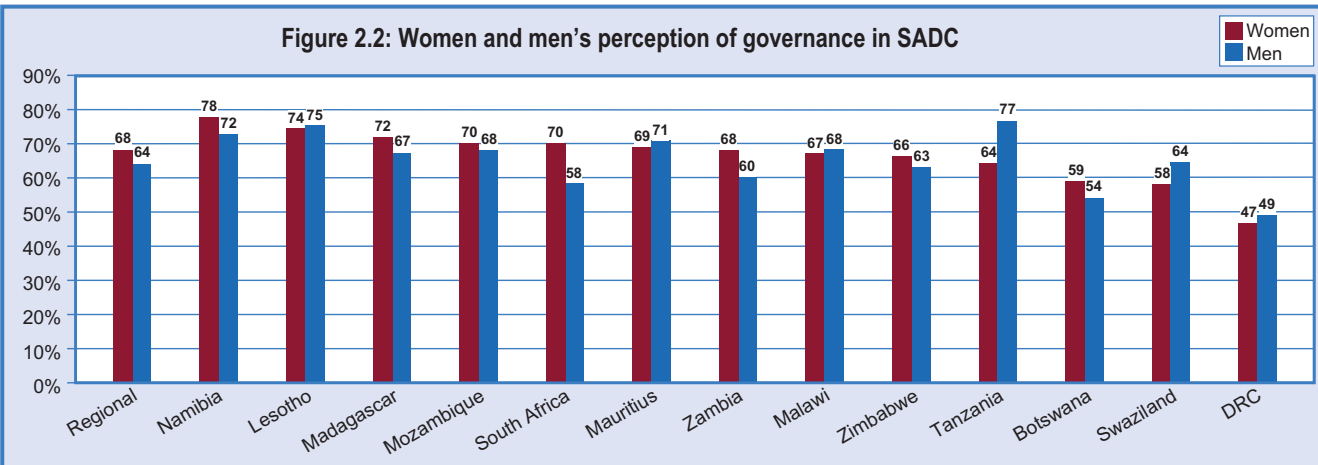


Figure 2.2 shows the regional average of women's and men's perceptions of governance was 68% and 64%, respectively. Namibian women and men scored their country on governance performance at 78% and 72%, respectively.

## Representation



*The Protocol provides for state parties to ensure that, by 2015, at least 50% of decision-making positions in the public and private sectors are held by women, including the use of affirmative action measures as provided for in Article 5.*

*It further provides for member states to ensure that all legislative and other measures are accompanied by public awareness campaigns, which demonstrate the vital link between the equal representation and participation of women and men in decision making positions, democracy, good governance and citizen participation are put in place at all levels.*

The Protocol further provides for member states to ensure that all legislative and other measures are accompanied by public awareness campaigns. Public awareness campaigns aim to demonstrate the vital link between the equal representation and participation of women and men in decision making positions, democracy, good governance and citizen participation. Of all the areas of decision making, politics is the most public of spaces and among the most hostile for women to access, the world over. The only way in which this primary and basic barrier to women's political participation has ever been overcome was through special measures of some description - usually voluntary or legislated quotas.

A question that frequently arises in quota debates is the extent, in specific numbers, to which women have to be represented in order to make a difference. The critical mass debate goes back to research by Danish political scientist, Drude Dahlerup, who declared: "Don't expect us to make too much difference as long as we are only a few women in politics. It takes a critical mass of women to make a fundamental change in politics."

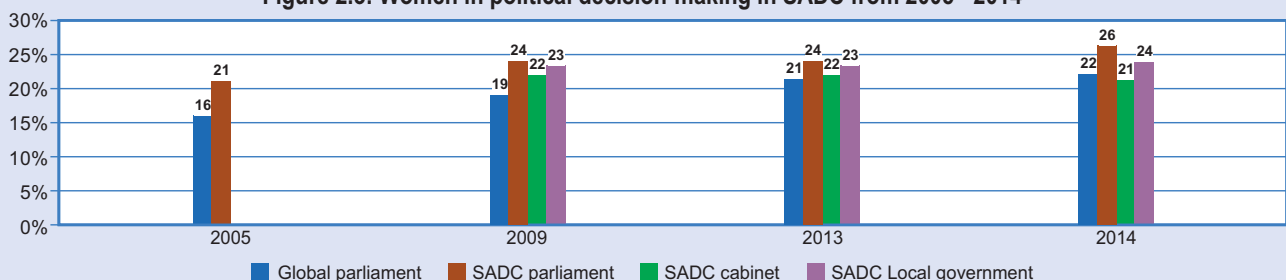
Initially, the Commonwealth, SADC and others set a 30% target as the basic minimum required for women to make a difference. The SADC Protocol on Gender



Namibian Member of Parliament Ndapewa Nombilli arguing a point at the 50/50 seminar organised by the Gender and Media Diversity Centre (GMDC) at the GL offices.  
Photo: Jabulani Sithole

and Development calls on governments to strive for gender parity in all areas of decision-making by 2015. Despite several rhetorical commitments to achieving gender parity in decision making, the only area in which this has come close to being achieved is at the local government level, where Namibia has a legislated quota. A decline in women's representation in National Parliament in the 2009 elections caused serious concern and has underscored the need to resuscitate the 50/50 campaign.

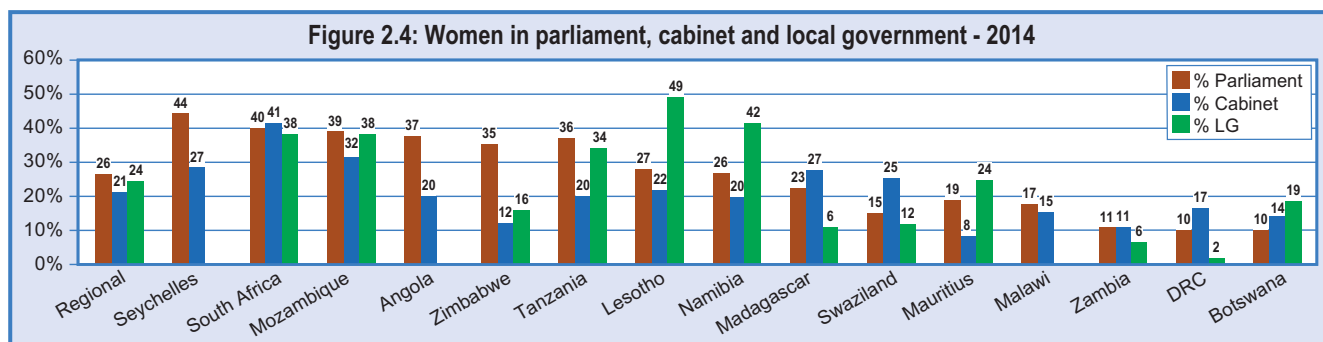
Figure 2.3: Women in political decision-making in SADC from 2005 - 2014



Source: 2014 SADC Gender Protocol Barometer.

Figure 2.3 shows women in political decision making in the SADC countries from 2005 to 2014. It shows that women in decision-making positions in global parliament increased from 16% in 2005 to 21.9% in 2014. In the

SADC countries, the number of women in parliament increased by 5% in nine years. The number of women in a SADC cabinet decreased by 1% and increased in local government by 1% from 2013 to 2014.

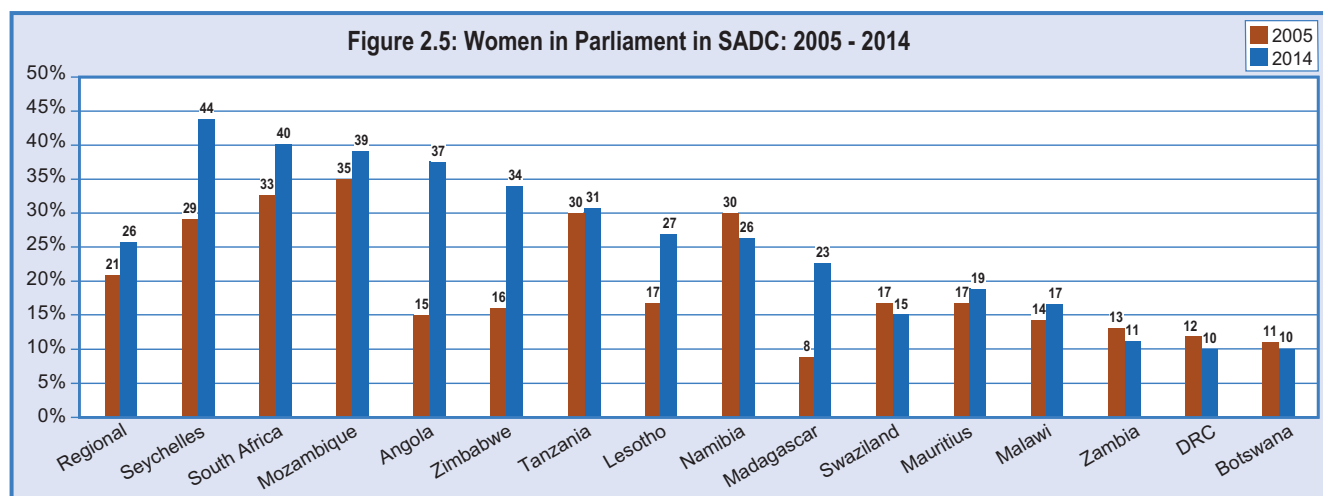


Source: Gender Links 2013: SADC Gender Protocol Country reports 2013 and IPU last accessed 1 June 2014.

Figure 2.4 shows that, at 42%, Namibia has done well in terms of women's representation in local government. At parliamentary level, women's representation is 26%

while at cabinet level it stands at 20%. The country performed well at local government level because of the quota system.

## Parliament



Source: 2014 SADC Gender Protocol Barometer.

Figure 2.5 shows that Namibian women's representation in parliament decreased by 5% between 2005 (30%) and 2014 (26%). Namibia is one of nine countries in the

region that are yet to reach at least 30% female representation in parliament.



**Country:** Namibia  
**Category:** Fifty/Fifty Leadership  
**Locality/Organisation:** Keetmanshoop/  
 Keetmanshoop Junior Town Council  
**Presenter:** Nythen Dien

### **Advocating for young female role modelling in leadership**

Currently young women are not encouraged, equipped or exposed to leadership positions. Through advocating young female role modelling in leadership, Nythen Dien is determined to change the status quo in his sphere of influence by using his skills, influence and time to help young females rise to their full potential and create a continuing cycle of inspiration and role modelling amongst themselves and those around them.

### **Relation to the SADC Protocol**

The Namibian Government does not have a lot of time left to comply with the 28 targets of the SADC Protocol on Gender and Development and to progress towards equal representation of women in political decision making.

For the 16 Days of Activism campaign, Nythen adopted advocating for young female role modelling in leadership as his main focus because equal representation and participation in decision making in all areas, especially in preparation for forthcoming elections in the SADC region, is important to him.

### **Background**

Raised by a single female parent, guided by her skilful hands, groomed by her soft heart, disciplined by her upright character and raised with her godly vision, Nythen is of the opinion that he is a leader because of a woman. His mother made him realise that everything rises and falls on leadership.

As young man, he did not begin to understand leadership in school or through the media; he began to learn and understand leadership from his mother.

### **Objectives**

- To mobilise young females to become active and engaged citizens in their communities by promoting participation and identifying existing support systems, resource and opportunities to do so.
- Work with young women to promote leadership, capacity building, income generation, and involvement in community decision-making processes.
- Advocate for role modelling of young female leadership.

- Mentor, inspire and create channels of communication.
- To promote equal representation and participation in decision making in all areas.

### **Beneficiaries**

Target groups are school-going as well as out of school youth, particularly young women. Community members also benefit indirectly through leadership workshops, training and dialogues.

### **Process**

- Create success stories of young female role models in leadership.
- Hold motivation and information sessions every month.
- Establish psychosocial support groups.
- Career guidance and support.
- Cyber dialogues.
- Sports activities.
- Exchange programmes.
- Establishing young women leadership programmes.

### **Main outputs**

Young leaders are aware of their leadership roles in the communities. They are not the richest of people, but the most self sustained. They are not a threat but a catalyst and an active agent for change. They will not be silenced; they will exercise their equal rights and freedom. They will challenge the status quo.

### **Main outcomes**

Elder leaders are encouraged to support and work together with the junior council and with all relevant stakeholders to advocate for young female role models in leadership.

### **Challenges**

- Support from elder leaders is rare.
- Stereotyping of young female leaders in society.
- Traditional norms and beliefs.

### **Lessons**

Nythen learned there is a lot that needs to be done; that the junior council cannot work in isolation. He has learned leadership at home and that women are good leaders.

### **Replication and sustainability**

The members of the junior council conducted campaigns, workshops and outreach programmes in both urban and rural areas. They need more support from their elder leaders and they will involve traditional leaders in the changing of gender and women-related laws.

**Table 2.2: Global comparison of women in parliament by region**

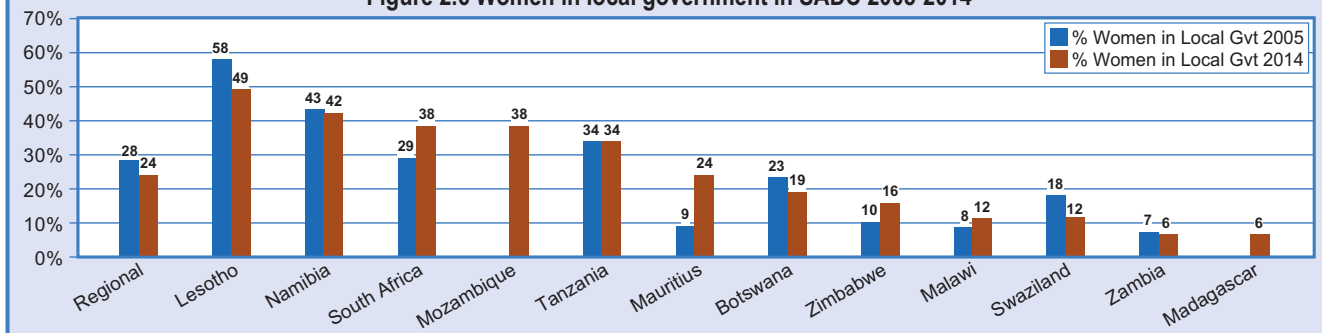
	2009 (%)	2010 (%)	2011 (%)	2012 (%)	2013 (%)	2014 (%)
Region	Both houses	Both houses	Both houses	Both houses	Both houses	Both houses
Nordic countries	41	41	41	42	42	42
SADC	25	24	25	24	25	26
Americas	21	23	23	23	25	26
Europe excluding Nordic countries	19	20	20	22	23	24
Sub-Saharan Africa (including SADC)	19	19	19	20	21	23
Asia	18	18	18	18	18	19
Arab States	9	9	11	13	14	16
Pacific	15	15	15	17	15	16
Global average	18	19	19	20	21	22

Source: 2014 SADC Gender Protocol Barometer.

Table 2.2 shows the SADC countries ranked second (26%) when comparing women in parliament globally. With 42%, Nordic countries rank first. Arab States are

ranked last with 16% although the number of women increased by 7% from 2009 to 2014.

**Figure 2.6 Women in local government in SADC 2005-2014**



Source: 2014 SADC Gender Protocol Barometer.



Figure 2.6 shows Namibia has the second highest female representation in local government in the region. This has been consistent over time: 43% in 2005 and 42% in 2014.

Of concern is that only SWAPO has adopted the zebra system, hence women's political participation has not advanced beyond 43%. Women are also under-represented in key decision-making positions such as mayor and chair of council.

**Table 2.3: 2015 Projection of women's representation at local government level**

Regional Average	ACTUAL 2014				Next election	PROJECTIONS 2015			COMMENTS
	Date of election	Total LG councillors	Women in LG	% Women in LG		Total LG councillors	Women in LG	% Women in LG	
		<b>31457</b>	<b>7491</b>	<b>24%</b>		<b>31457</b>	<b>8660</b>	<b>28%</b>	
Botswana	2009	605	117	19%	2014	605	140	23%	Elections in October, 2014. More likely to be an increase here than in national.
DRC		1276	627	49%	Possibly 2013				Data unavailable about the number of councillors to be elected.
Lesotho	2011	9608	579	6%	Planned for 2016	1276	627	49%	Election after 2014.
Madagascar	2008	462	54	12%	Possibly in 2014	9608	1500	16%	Constitution encourages but does not prescribe women's increased representation.
Malawi		1614	388	24%	May-14	462	54	12%	National proportion is 21%, increased by 9% in the last election. Recently appointed a female president.
Mauritius	2005	1196	450	38%	2018	1614	388	24%	Have a legislated quota of 30%.
Mozambique	2008				2018	1196	450	38%	Mozambique has made steady progress in increasing women's representation, national figure is 39%.
Namibia	2010	323	135	42%	Planned for 2016	323	150	46%	SWAPO has a voluntary 50% quota; legislated 30% quota
Seychelles					N/A				N/A
South Africa	2011	9090	3494	38%	Planned for 2016	9090	3494	38%	Election after 2015.
Swaziland	2008	462	54	12%	Nov-13	462	54	12%	Efforts underway to gain ground after losses in urban elections
Tanzania	2010	3477	1190	34%	Planned for 2015	3477	1400	40%	Constitutional quota.
Zambia	2011	1382	85	6%	Planned for 2016	1382	85	6%	Election after 2015.
Zimbabwe	2013	1962	318	16%	Planned for 2018	1962	318	16%	No constitutional quota at local level but considerable mobilising.

Source: 2014 SADC Gender Protocol Barometer.

**Table 2.4: Political parties and quotas**

Country	Ruling party	Quota and Nature/No.
Angola	Movement for the Liberation of Angola (MPLA )	30% quota of women
Botswana	Botswana Democratic Party (BDP)	None
DRC	The People's Party for Reconstruction and Democracy (PPRD) (Parti du Peuple pour la Reconstruction et la Démocratie (PPRD)	30% quota of women
Lesotho	Lesotho Congress for Democracy (LCD)	30% quota for women
Madagascar	New Forces for Madagascar (Hery Vaovao ho an'i Madagasikara) (HVM)	None
Malawi	Democratic Progressive Party (DPP)	None
Mauritius	Mauritius Labour Party (MLP)	None
Mozambique	Frente de Libertação de Moçambique; Mozambique Liberation Front (FRELIMO)	40% quota of women
Namibia	Southwest Africa People's Organisation (SWAPO)	50% quota for women
Seychelles	Seychelles People's Progressive Front (SPPF)	None
South Africa	African National Congress (ANC)	50% quota for women
Swaziland		Political parties do not contest seats in Parliament
Tanzania	Chama Cha Mapinduzi (CCM)	None
Zambia	The Patriotic Front (PF)	None
Zimbabwe	Zimbabwe African National Union - Patriotic Front (ZANU-PF)	30%

Source: Gender Links 2014.

Table 2.3 shows most SADC countries do not have a quota; the ruling parties of Angola, DRC, Lesotho and Zimbabwe have a 30% quota of women. The ruling

party of Mozambique has a 40% quota of women while Namibia and South Africa have the highest quota with 50%.

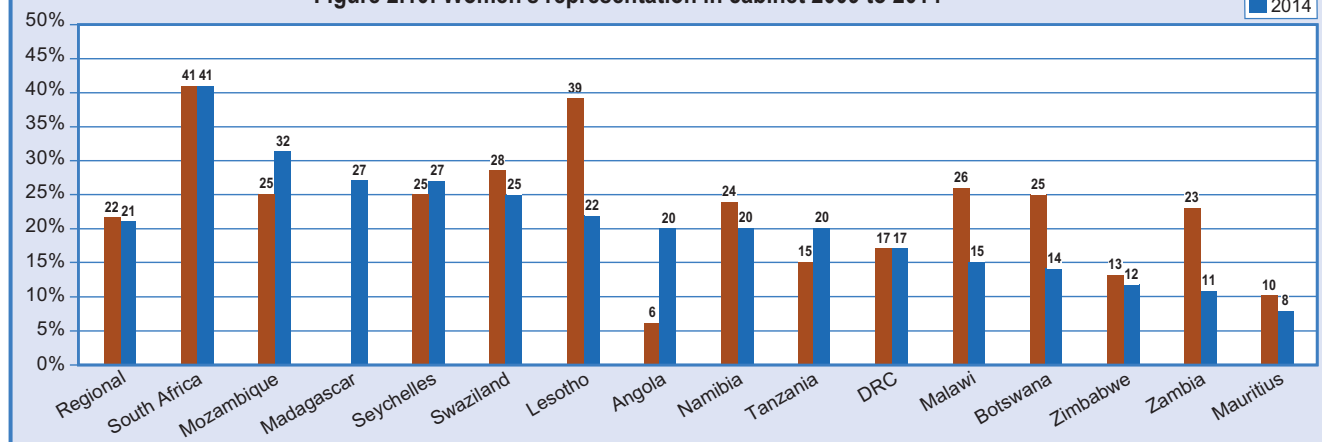
**Table 2.5: Women's political participation, electoral systems and quotas in SADC**

Electoral system	With quota - % women		With quota - % women		Without quota - % women	
	Parliament	Local government	Parliament	Local government	Parliament	Local government
FPTP	17%	14%			17%	8%
PR	38%	37%	38%	37%		
MIXED	33%	40%	36%	40%	27%	
ALL	26%	24%	38%	37%	18%	8%

Source: 2014 SADC Gender Protocol Barometer.

## Cabinet

**Figure 2.10: Women's representation in cabinet 2009 to 2014**



Source: 2014 SADC Gender Protocol Barometer.

Since 2009, South Africa has had most women in cabinet. In 2014, Mozambique ranked second with 32%. Since 2009, the number of women in cabinet in Namibia has decreased by 4% to 20% women in 2014.



Voting officer Jeanny Jantze collecting ballots.

Photo: Gender Links

## Gender and political parties

Namibia held a general election in November 2014. The Gender Research and Advocacy Project of the LAC in Namibia compiled a comparison of gender issues in ten of Namibia's 14 political parties, published in Issue No. 7 of Election Watch and produced by the Institute for Public Policy Research (IPPR). *The Namibian* newspaper also did a gender analysis of party manifestos in its coverage leading up to the national elections.

According to the Gender Research and Advocacy Project's analysis, the most comprehensive programme on gender was presented in the manifesto of the National Unity Democratic Organisation of Namibia (NUDO) but generally, parties' manifestos failed to mainstream gender throughout their policy discussions.<sup>1</sup>

References to women are found in discussions of gender-based violence and increased representation of women

<sup>1</sup> Hubbard, Dianne/ Engelbrecht, Yolande. (2009). Gender: are the parties serious?. In: Election Watch. (2009). Issue No 7, 2009. Windhoek, Namibia: Institute for Public Policy Research (IPPR). At page 2. Available at: [http://www.hsf.org.na/download/ElectionWatch\\_11\\_09.pdf](http://www.hsf.org.na/download/ElectionWatch_11_09.pdf) Last accessed 23 January 2014.



in decision-making bodies; a few policies make reference to women's economic contribution or their role in child bearing. But gender issues are not integrated into

parties' discussions of broad issues such as health, land ownership, economic and development policies, agricultural production and environmental issues.<sup>2</sup>

## Gender in political party manifestos

**Table 2.6: Gender in political party manifestos**

PARTY	GENDER ISSUES IN PARTY MANIFESTOS
<b>All People's Party (APP)</b>	<p>The manifesto includes a section entitled "Gender Equality at all levels". This section says that APP "is for total gender equality". It cites the following specific policies:</p> <ul style="list-style-type: none"> <li>• "50/50 in decision making structures must become a reality in our lifetime". APP undertakes that every minister will have a deputy minister of the opposite sex, and that there will be 50/50 balance in the management cadre of the public service, in all positions of state-owned enterprises, and in local authorities. APP will also offer incentives to private companies which implement a 50/50 policy.</li> <li>• "tax incentives for people who employ domestic workers in order to ensure working women do not have to suffer when they have small children."</li> </ul> <p>Gender issues are not specifically mentioned in any other sections of the manifesto.</p>
<b>Congress of Democrats (CoD)</b>	-
<b>Communist Party</b>	-
<b>Democratic Party of Namibia (DPN)</b>	-
<b>Democratic Turnhalle Alliance (DTA) of Namibia</b>	<p>The party manifesto of the DTA includes a section called "Women: Mothers of our Souls Builders of our Nation". It states that the DTA recognises the important role of women in the development of the society and the growth of the nation. Therefore, the DTA states that women's empowerment and welfare is a high priority. It includes the following points:</p> <ul style="list-style-type: none"> <li>• "DTA is committed to 30% reservation in parliamentary seats".</li> <li>• Legislating a law that creates economic access to loans from the financial sector in which banks provide women effective access to a range of financial services.</li> <li>• Provision of Single Mother's Grant to mothers.</li> <li>• Program for women's health care.</li> <li>• Setting up of dedicated women's centres.</li> <li>• Strict implementation of laws related to women.</li> <li>• Fund for relief and rehabilitation of rape victims to be introduced by government.</li> <li>• Establishment of safe havens/shelters for survivors of gender-based violence.</li> </ul>
<b>Monitor Action Group (MAG)</b>	<p>The policy document of MAG calls for clear definitions in the Namibian constitution for the concepts "equal opportunities" and "free association", and pledges to "get rid of quotas based on race, ethnicity or gender." This is the only mention of sex or gender.</p>
<b>Namibia Democratic Movement for Change (NDMC)</b>	<p>The manifesto includes a section on "Women empowerment." It says the party will set up a commission to promote representation of both men and women in government and private institutions, as leaders and on decision-making boards "so that women can play a very big role which men are playing currently and by not discriminating women as they are our mothers who are taking care of men from a baby-boy to become a boy or a man." In the section on representatives in parliament, NDMC pledges 50/50 men and women on its party lists for parliamentary and local authority elections.</p>
<b>National Unity Democratic Organisation of Namibia (NUDO)</b>	<p>The manifesto contains a section on "Women Empowerment and Gender" which states the problems as well as solutions.</p> <ul style="list-style-type: none"> <li>• "The levels of poverty and dependence of women economically on their male spouses is the biggest cause of GBV and child abuse. Inequality of women to men as a societal design is the root cause of women dependence on men."</li> <li>• "There will be preference for women in positions of power and employment in order to raise their participation. Women will be equal participants in decision making and partners in the economy. The rights of vulnerable will be protected."</li> </ul>

<sup>2</sup> Hubbard, Dianne/ Engelbrecht, Yolande. (2009). Gender: are the parties serious? In: Election Watch. (2009). Issue No 7, 2009. Windhoek, Namibia: Institute for Public Policy Research (IPPR). At pages 1-4. Available at: [http://www.hsf.org.na/download/ElectionWatch\\_11\\_09.pdf](http://www.hsf.org.na/download/ElectionWatch_11_09.pdf) Last accessed 23 January 2014.

PARTY	GENDER ISSUES IN PARTY MANIFESTOS
	<p>Further, the pledge of NUDO states:</p> <ul style="list-style-type: none"> <li>• “Youth and women shall be made productive and participative”.</li> </ul>
<b>Rally for Democracy and Progress (RDP)</b>	<p>The manifesto contains a section on “Gender” that states “Crime against women and children in Namibia has reached frightening levels. The RDP is committed to promote public awareness regarding the evils of these forms of violence and crime. The RDP will therefore;</p> <ul style="list-style-type: none"> <li>• Introduce awareness programmes at all levels of the educational system;</li> <li>• Collaborate with community, traditional and religious leaders and NGOs to fight the scourge of violence;</li> <li>• Impose stiffer sentences on those who rape;</li> <li>• Increase the role of women in government to participate in key decisions making structures; and</li> <li>• The promotion of leadership with the focus on the gradual implementation of equal (50-50) gender representation based on merit.”</li> </ul>
<b>Republican Party of Namibia (RP)</b>	-
<b>South West Africa National Unit (SWANU) of Namibia</b>	<p>The manifesto of SWANU states that “SWANU gives its full and unconditional support to the objective of meeting a 50-50 gender balance in all of the country's public institutions.” It states further that it has already included a 50-50 balance in its structure.</p> <p>Moreover, the party has a section called “Reduce Gender-Based Violence”. In this section SWANU states that it will:</p> <ul style="list-style-type: none"> <li>• Provide further financial support to single mothers.</li> <li>• Create an easy-to-dial dedicated telephone line.</li> <li>• Enact stricter and much harsher laws.</li> </ul>
<b>SWAPO Party of Namibia</b>	<p>The manifesto includes a section on “Gender Equality and Mainstreaming”. It states the following:</p> <p>“The SWAPO Party Government has put in place a new National Gender Policy with additional areas of peace-building, conflict resolution and natural disaster management as well as gender equality in the family context.</p> <p>“In addition, the SWAPO Party Government put in place the National Plan of Action on Gender-Based Violence (GBV) which serves as a guide for the implementation of the National Gender Policy 2010-2020 especially in the areas of GBV and human rights. The plan has four pillars, which include: prevention; responses to GBV; data collection and research; and coordination and monitoring.</p> <p>“The envisaged outcomes of the Plan of Action are:</p> <p>Reduced GBV as a result of prevention initiatives; improved services for survivors of GBV; increased understanding of GBV in Namibia; and more efficient interventions as a result of improved coordination and monitoring.”</p> <p>Among other things, the party promises to manage some houses of safety that cater for victims of GBV. Moreover, shelters are to be built.</p> <p>The party also wants to highlight lessons learnt from National Gender Prevalence Studies from the SADC region and elsewhere. It also wants to “provide policy recommendations to strengthen the implementation of the National Gender Based Violence Plan of 2012-2016 and the outcomes of the 2nd National GBV Conference.”</p> <p>It also wants to hold workshops on GBV and legal literacy as well as other gender issues.</p>
<b>United Democratic Front of Namibia (UDF)</b>	-
<b>Namibia Economic Freedom Fighters (NEFF)</b>	-

Source: Compiled by Gender Links.

## Gender in electoral processes

The Parliament of Namibia consists of two houses: the National Assembly (NA) that has 72 elected seats and the National Council (NC), which consists of 26 members, two from each of the country's 13 regions.<sup>3</sup>

Elections for the National Assembly are run on a simple proportional representation (PR) system and take place every five years. One year later the combined regional council and local authority elections take place. Those candidates are also elected for five years.

Chapter 12 of the Constitution provides for regional and local government. Article 102(1) empowers Parliament to decide on the form of these. The main legislation that has been passed is:

- The Local Authorities Act 1992.
- Regional Council Act 1992.
- Decentralisation Enabling Act 2000.
- Trust Fund for Regional Development and Equity Provisions Act 2000.

A regional council whose members are elected on a constituency-based or first past the post (FPTP) system runs each region. The political head of the region is Governor, elected by the councillors from among themselves.<sup>4</sup>

Since independence, Namibia has reformed its system of local government to devolve more responsibility to local level. The Decentralisation Policy (March 1998)<sup>5</sup> states that “the political leadership of Namibia has chosen the path of decentralisation to enhance and guarantee democratic participation of people at lower/ grass roots levels in order to achieve sustainable democratic development.”

There are no lower or upper tiers in local government. The 48 municipal, town and village councils are autonomous from the regional councils. Local government elections are held entirely on a PR basis. National, regional and local elections take place at the same time.

Namibia has three different electoral systems. In presidential elections the candidate who receives the most votes is elected, provided the candidate has more than half of the support. In National Assembly and local authority elections a PR system with party lists is used. For regional council elections, the FPTP system applies.

Namibia held its first internationally recognised elections in 1989 under UN supervision. It has since held regular

national, regional and local elections.<sup>6</sup> The most recent elections took place in 2014.

The PR system at national level is conducive to greater women's participation, but as neither voluntary or legislated quotas have accompanied this, Namibia has fallen short of achieving the 30% mark on this front. Typical of FPTP systems that are not accompanied by a quota, the representation of women is lowest at the Regional Council level.

However, until Lesotho trumped Namibia, it was the country in the region that, due to the combination of the PR system and a legislated quota, consistently had the highest level of women's representation at local level (currently 42%).

As for Lesotho, one of the key questions in Namibia (and in the region generally) is why the country has been willing to take bold “special measures” for increasing women's representation at the local, but not the national, level. The fact that there have been a substantial proportion of women at this level for some time makes Namibia a valuable case study for testing what difference women make.

As the only country in the region with a purely PR system at local level (where it is often argued that this system is not suitable because citizens need to be able to hold individuals, not just parties, accountable), Namibia is also an interesting test case for how electoral systems at this level either help or hinder women's effective participation.<sup>7</sup>

## Voluntary and legislated quotas in the PR system

Four SADC countries have a PR system: South Africa, Namibia, Mozambique and Angola. This system is popular in post-conflict countries because it is more inclusive of small political parties. In all four countries, the ruling parties have adopted voluntary quotas. The African National Congress (ANC) became the first party in the region to adopt (and largely implement) a 50/50 quota for local and national elections in 2006 and 2009 respectively. Namibia is the only country with a PR system that has a legislated quota (but only at local level). The 2012 Barometer reported on mounting pressure in South Africa and Namibia for legislated quotas for the elections in 2014. With these advocacy efforts, Namibia scored an important goal with the adoption of a 50/50 quota by the South West African Peoples Organisation (SWAPO) at its June 2013 Congress.

<sup>3</sup> Parliament of Namibia. (2008). Members of Parliament. At page 1. Available at: <http://www.parliament.gov.na/members.php> Last accessed 14 January 2014.

<sup>4</sup> Totemeyer, Gerhard K.H. Prof. (2012). Revision and Reform of the Namibian Electoral Act (Act 24 of 1992) Report. Windhoek, Namibia: na. At pages 27 and 60. Available at: <http://www.nid.org.na/pdf/publications/Report%20-%20Recommendations%20for%20Electoral%20Law%20Reform.pdf> Last accessed 14 January 2014.

<sup>5</sup> Hopwood, Graham. (2005). Regional Councils and Decentralisation: At the crossroads. Edition 2 of 2005. Namibia, Windhoek: The Namibia Institute for Democracy. At page 3.

<sup>6</sup> Hishoono, Naita/ Hopwood, Graham/ Hunter, Justine/ Links, Frederico/ Sherazi, Masoma. (2011). The Constitution in the 21st Century. Perspectives on the Context and Future of Namibia's Supreme. Windhoek, Namibia: NID, IPPR. Law. At page 13.

<sup>7</sup> Xoagus-Eises, Sarry / Brown, Emily/ Makaya, Mukayi. (2012). SADC Gender Protocol 2012 Barometer Namibia. Johannesburg, South Africa: Southern African Gender Protocol Alliance. At page 26.

**Country: Namibia**

**Category: Women's Rights**

**Locality/Organisation: Omuthiya/Omuthiya Town Council**

**Presenter: David Israel**

### 50/50

Omuthiya town is striving to achieve the SADC protocol goal of 50/50 participation by 2015. It has implemented a variety of activities to ensure that gender equality exists in leadership and management positions, as well as in the education of girl and boy children. The town has made tremendous strides in its efforts.

### Relation to the SADC Protocol

The theme of the SADC Gender Protocol Summit has been to achieve 50/50 representation by 2015. Omuthiya Town Council's initiative aims to do this through key programmes such as education training programmes, encouraging women to take on management and leadership positions and to enter non-traditional employment sectors.

### Background

The initiative arises from efforts to challenge perceptions of women as only in traditional gender roles such as child bearers and domestic workers. This, along with increased levels of gender-based violence and passion killings spreading across Namibia, has realised the need to empower women throughout the country. To achieve this goal, the SADC Protocol and Namibia have undertaken the 50/50 initiative aimed to be achieved by 2015.

The 50/50 initiative was implemented by the Omuthiya Town Council to address the issue of unbalanced gender representation in leadership roles. The Council also worked to address the issue of poor education and the prevalence of low income among women.

Omuthiya has undertaken the effort to achieve 50/50 representation in its council; this comprises seven councillors and 22 staff members. The gender distribution is as follows:

**Councillors:** four women and three men.

**Women and men in staff management:** four women and six men.

### Objectives

The aim of the 50/50 initiative in Omuthiya is to bring about women's empowerment through education, improve women's income and reduce their dependency on men. It strives to achieve equal education of boys and girls.

The 50/50 initiative aims to have gender equality in decision making positions, for example, management, political, and supervisory roles. It also tries to encourage women to take on jobs previously denied them, such as in the engineering and mechanical sectors.

Through empowerment and equal representation, the Omuthiya initiative hopes to eradicate GBV.

### Beneficiaries

The beneficiaries are the men and women in the Omuthiya town who are empowered through the 50/50 initiative's efforts.

### Process

In order to assist those with lower income, Omuthiya has run housing projects such as the Mass Housing Project, which aims to enable women as well as men to become home owners.

The women of Omuthiya have received training in skills such as construction, and have had the opportunity to take on employment in the sector through building initiatives by the council.

To develop the local economy and empower women with technical skills, the Omuthiya Town Council proposed a new open market facility where the training of vendors in business strategies will be conducted. This effort should help deter the occurrence of gender-based violence throughout the region.

The town also aimed to achieve 50/50 representation within its town council by encouraging women leaders to take on decision-making and management roles.

The council has also implemented the Mutaleni Gwampingana Orphans and Vulnerable Children Project, which aims to ensure equal access to education for vulnerable boys and girls living in the region.

### Main outcomes

A major outcome of the 50/50 initiative in Omuthiya has been improved women's empowerment in the region. Women's empowerment has been stimulated by the higher number of women homeowners. Women's empowerment can also be attributed to the fact that more women are now in decision-making positions, leading to greater gender equality in representation. Another outcome is that more people have to access education. The training of women in non-traditional occupations has led to greater freedom for women in employment.

### Challenges

A major challenge in providing both boys and girls equal access to education is the high rate of teenage pregnancies; another challenge is the lack of scholarships and grants for those who wish to further their studies. The town lacks tertiary and vocational institutions; these must be developed in order to improve opportunities. Other challenges were the prevalence of shabbiness in the town impacting the level of alcohol abuse. Resources were a major challenge in allowing the initiative's efforts to remain sustainable.



## Lessons

A lesson learned from the initiative was the importance of allocating a specific budget to gender-sensitive activities in order to create viable efforts.

Partnerships to learn best practices in achieving 50/50 representation are vital to develop effective programming; these partnerships should include twinning agreements with other local authorities, PPPs (public and private partnership) and PPDs (public and private dialogues).

## Replication and sustainability

The efforts to achieve 50/50 representation have been made sustainable by the council by having a gender steering committee in place to ensure that activities remain on target. The council has also budgeted funding for activities to achieve gender equality.



Brigitte Horases from Women support Women organisation presenting at the regional Gender Justice and Local Government Summit - Johannesburg, March 2011.  
Photo: Trevor Davies

## Gender and voters

The Electoral Commission of Namibia (ECN), established in 1992, is responsible for all electoral activities including voter registration and education, political party registration, candidate nomination and conducting of the polling. Two women and three men constitute the five-member ECN.<sup>8</sup>

Civil society organisations and opposition parties raised concerns regarding the voters' roll for the elections. One of the concerns was that the voters' roll was not updated and included names of people who had died. The ECN, however, said that this had no impact on the election processes.<sup>9</sup>

The number of voters on the voters' roll was said to be 822 344, according to information political parties received from the ECN.<sup>10</sup> This election held particular significance because for the first time, young women and men born after the first democratic elections in 1989 were able to vote. This group, called the "born frees" was estimated at around 300 000 people.

## Elections November 2014

The Electoral Commission of Namibia released final figures for the number of registered voters in Namibia in November 2014. According to the ECN, a total of 1 241 194 voters registered for the elections on 28 November 2014. Forty-five percent of those registered

were reported to be between the ages of 18 and 32 years old. Further, 74 308 more women than men registered, with the highest variances in favour of women being in the northern regions of Omusati, Ohangwena, Oshana, Oshikoto, and Kavangos East and West.<sup>11</sup>

Sixteen parties took part in the election; nine had a presidential candidate. Hage Geingob (SWAPO) won the election with 772 528 votes out of 890 738. McHenry Venaani, a DTA candidate, ranked second with 44 271 votes. With 30 197 votes, Hidipo Hamutenya (RDP) ranked third and was the last candidate to receive more than 20 000 votes.

With 80% votes for SWAPO in the National Assembly elections, the party will have 77 seats. The DTA will have five, the RDP three and seven other parties managed to get one or two seats.

Delegates from the European Union Diplomatic Watch have declared the 2014 Namibian Presidential and National Assembly elections peaceful, fair and respectful. Hage Geingob and the new members of parliament will be inaugurated on the 21st March 2015.

The President-elect stated that he is under no obligation to strictly replicate the ruling party, SWAPO's, 50/50 gender balance policy when appointing different individuals to structures of government. Further, he is of the opinion that the gender balance policy is for the party and not necessarily the state. "I'm not bound by

<sup>8</sup> Electoral Commission of Namibia. (2009). Mandate. Vision and Mission. Meet the Team. na: na. At page 1. Available at: <http://webnamibia.com/ecn/> Last accessed 14 January 2014.

<sup>9</sup> Electoral Commission of Namibia. (2009). Updated voters' roll hard to keep because people die everyday - ECN. na: na. At page 1. Available at: <http://www.africanelections.org/namibia/news/page/php?news=4732> Last accessed 20 January 2014.

<sup>10</sup> Shejvali, Nangula. (2009). Opposition parties claim 'possible rigging'. IN: The Namibian, Tuesday, December 1, 2009.

<sup>11</sup> Electoral Commission of Namibia. (2015). ECN confirms voter registration figures. Na: na. At page 1. Available at: <http://www.electionwatch.org.na/?q=node/532> Last accessed 10 February 2014.

the letter of it, but I'm bound to its spirit. What I'm dealing with here is a state, not the party."

Geingob's attitude could dispel any expectations that the government's top four positions - President, Vice President, Prime Minister and Deputy Prime Minister - will reflect the zebra style adopted by the party as was initially thought.

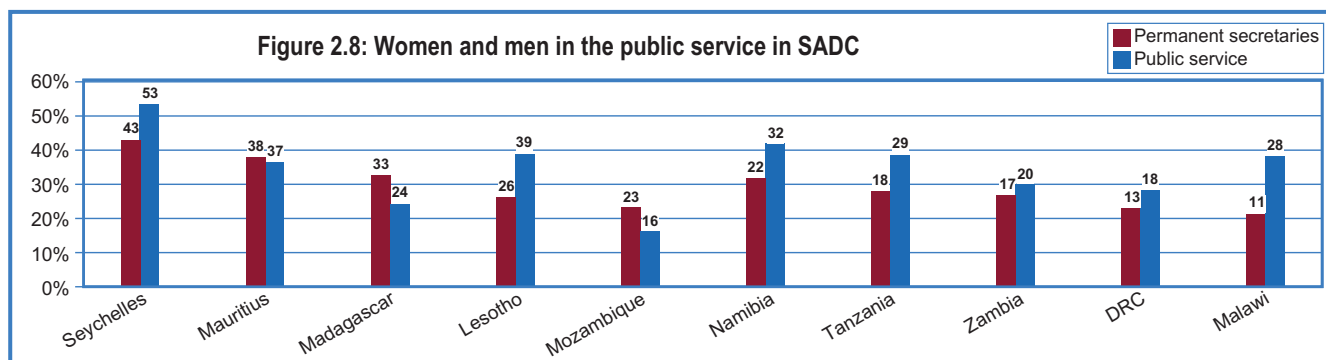
The *New Era* newspaper further stated that many SWAPO leaders are said to have covertly expressed their dissatisfaction with the party's new gender policy, which is currently blamed for the exclusion of most male party members from the upcoming parliament. Women have often found themselves on the periphery of mainstream leadership positions, but the ruling party is now trying to rectify that.<sup>12</sup>

At the end of the day, president-elect Hage Geingob announced the appointment of Finance Minister Saara Kuugongelwa-Amadhila as Namibia's first ever female prime minister. Geingob stated that her "sound financial background will stand her in good stead as the country's top minister". He further stated that "she is well groomed in management and particularly financial management, an area in which she possesses vast experience".

The president-elect further appointed Netumbo Nandi-Ndaitwah as the Deputy Prime Minister and Veterans Affairs Minister, Dr. Nickey Iyambo was appointed as vice-president.<sup>13</sup> With two women in the top-four positions of Namibia, Hage Geingob chose the zebra-system after all.



## The public service



Source: 2014 SADC Gender Protocol Barometer.

Figure 2.8 shows that 22% of Permanent Secretaries in Namibia are female. Seychelles is ranked first with 43%, followed by Mauritius with 38% women. Tanzania, Zambia, DRC and Malawi are ranked behind Namibia with 11% to 18% women in the position of a Permanent

Secretary. In Namibia, 32% females work in the public service, therefore the country is ranked fourth, while Seychelles are ranked first with 53% women in the public service.

<sup>12</sup> Ndjobela, Toivo. (2015). I'm not bound to party gender policy - Geingob. IN: New Era newspaper, Wednesday, February 4, 2015. Available at: <https://www.newera.com.na/2015/02/04/im-bound-party-gender-policy-geingob/> Last accessed 13 March 2015.

<sup>13</sup> Namibian Sun. (2015). Nickey name new vice-president. IN: Namibian Sun newspaper, Wednesday, 11 March, 2015. Available at: <http://www.namibiansun.com/government/nickey-named-new-vice-president.77446> Last accessed 13 March 2015. AND New Era staff reporter. (2015). Geingob unveils new cabinet. IN: New Era newspaper, Friday, March 20, 2015. Available at: <http://www.newera.com.na/2015/03/20/geingob-unveils-cabinet/> Last accessed 20 March 2015.

**Table 2.7: Summary of 50/50 Campaign Strategy**

COUNTRY	CABINET	PARLIAMENT			LOCAL GOVERNMENT			STRATEGY
	% Women	% Women	Next election	Electoral System & Quota	% Women	Next election	Electoral System & Quota	
Angola	20%	37%	2017	PR/ Voluntary 30%				Work with Ministry of Gender and Alliance Focal Point/Women's umbrella organisation during the period 2014-2016.
Botswana	14%	10%	Oct 2014	FPTP/ Voluntary party quota	19%	Oct 2014	FPTP No Quota	Advocate for legislated quota at local and national level through amendments to the Constitution and Electoral Act.
DRC	17%	10%	2016	FPTP/ 30%	2%	2016	FPTP	Advocate for legislated quotas at national and local level.
Lesotho	22%	27%	2017	Mixed No Quota	49%	2016	Mixed 30% Quota	Escalate the quota at local level to national level. Monitor progress on 50/50 campaign. Review parties' manifestos and encourage quotas. Sensitise communities about 50/50 campaign.
Madagascar	27%	23%	2019	FPTP/ No Quota	6%	Possibly 2014	FPTP No Quota	Use the Mauritius example to advocate for quotas at local level in the forthcoming elections.
Malawi	15%	17%	2019	FPTP/ No Quota	12%	2019	FPTP No Quota	Advocate for legislated quotas at national, local level using the Gender Equality Bill; Zimbabwe and Mauritius models in the 2019 elections. Train women on how to effectively engage with the media.
Mauritius	8%	19%	2015	Mixed/ No quota	24%	2018	Legislated quota	Use the White Paper on Electoral reform to advocate for the quota at local level to be extended to national level; build on momentum at local level.
Mozambique	32%	39%	Oct 2014	PR/Voluntary party quota	38%	2018	PR/Voluntary party quota	Advocate for all parties to adopt quotas and/or legislated quota.
Namibia	20%	26%	Nov 2014	PR/ Voluntary party	42%	2016	PR Legislated quota	Work with the Ministry of Gender to table motion again to Parliament for adoption; to put motion on the agendas of the local authorities. GL and Civil society organisations to popularise and domesticate at local level.
Seychelles	27%	44%	2016	Mixed No Quota	N/A	N/A	N/A	Document how Seychelles has succeeded without a quota.
South Africa	41%	40%	2019	PR/ Voluntary party	38%	2016	Mixed With Quota	Advocate for legislated quotas at local and national levels using the Women's Empowerment and Gender Equality Bill and for all parties to follow the ANC's 50/50 lead. Name and shame political parties with no voluntary quotas.
Swaziland	25%	15%	2018	FPTP/ Legislated 30%	12%	2018	FPTP No Quota	Lobby for legislated quotas at local and national level, and for four seats to be reserved for women in parliament in the 2018 elections. Advocate for the adoption of the 50% Constitutional quota as this goes to a referendum.
Tanzania	20%	36%	2015	FPTP Constitutional 30%	34%	2015	FPTP With Constitutional 30%	Advocate for Constitutional quota as part of the review using the Zimbabwe example that created a mixed electoral system before the 2016 elections.
Zambia	11%	11%	2016	FPTP No Quota	6%	2016	FPTP No Quota	Have space in the media to name and shame Boards and committees who do not have 50/50 representation on their Boards.
Zimbabwe	12%	35%	2018	FPTP Legislated 30% at National level	16%	2018	FPTP No Quota	Take stock of losses and gains in 2013, lobby for quota to be extended to local government. Start mobilising now for the 2018 Elections through capacity building and ongoing training potential women candidates.

Source: 2014 SADC Gender Protocol Barometer.



## Governance post 2015



The SGP provides a relatively comprehensive framework for promoting gender responsive governance in the SADC region covering representation, participation and service delivery. The one specific target - gender parity by 2015 - has provided a key focus for the civil society 50/50 campaign. During the 2014 SADC Protocol@Work summits held under the banner, "50/50 by 2015 and a Strong Post-2015 Agenda", Alliance networks sought to strengthen country-level strategies through to 2015 and beyond.

### Representation

As the region approaches 2015, it is estimated that women will constitute an average of 21% to 28% in the public decision-making areas of parliament, cabinet and local government. These efforts need to be stepped up through electoral reform and the adoption of quotas. Evidence and examples abound across the SADC region of how this can be achieved.

### Public perceptions

Equally important to measure are public perceptions: negative perceptions pose a barrier to women's effective participation, while positive ones will foster an increase in women's representation and participation. Tools like the Gender Progress Score (GPS), a standard survey tool that has been modified by GL to include "difficult" areas like women's effective participation in religious and traditional structures, should be used to measure changes in attitude.

### Participation

There is need to recognise that participation goes beyond a numbers game. In order for women to make a meaningful difference there have to be deliberate and on-going strategies and mechanisms for capacity building through training, coaching and mentorship programmes. Tools like the Gender Aware Leadership score can be used to measure women's participation.

### Effectiveness

The Alliance recommends that in the post-2015 era, SADC moves beyond gender and governance to gender responsive governance. There is need to adopt new measures. The 100-question Gender Score Card (GSC) developed by GL can be administered in parliament, local government and gender ministries to measure the extent to which women's representation and participation translate into better laws, policies, services for the women and men in SADC.

**Table 2.8: Governance targets and indicators post-2015**

Thematic area/ Target	Proposed post-2015 targets	Possible indicators
Representation	1. By 2030 ensure that 50 percent of decision-making positions in all public sectors are held by women, including through the use of affirmative action measures (private sector is covered in the economic chapter of this book).	1. No. of countries that review electoral systems to enhance women's representation. 2. No. of countries that adopt 50% legislated quotas for advancing women's representation. 3. Percentage of political parties that adopt voluntary 50% quotas for advancing women's representation. 4. Percentage of women in parliament (upper and lower houses). <sup>14</sup> 5. Percentage women in local government. <sup>15</sup> 6. Percentage of women in cabinet. <sup>16</sup> 7. Percentage women in the judiciary. 8. Percentage women in the public service. 9. Percentage women in management in the public service.
	2. State parties shall adopt specific legislative measures and other strategies to enable women to have equal opportunities with men to participate in electoral processes including the administration of elections and voting.	10. Percentage women in electoral commissions, including at decision-making level.

<sup>14</sup> IPU, UN Women.

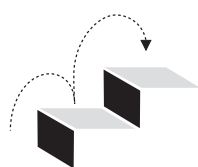
<sup>15</sup> Council records.

<sup>16</sup> Country cabinet lists, IPU, World development indicators.



**Table 2.8: Governance targets and indicators post-2015**

Thematic area/ Target	Proposed post-2015 targets	Possible indicators
Public perceptions	3. State parties shall ensure all legislative and other measures are accompanied by public awareness campaigns which demonstrate the vital link between the equal representation and participation of women and men in decision making positions, democracy, good governance and citizen participation.	11. Changes in attitude towards women in decision-making (as measured through specific questions in the Gender Progress Score (GPS).
Participation	4. State parties must ensure the equal participation of women and men in decision-making by putting in place policies, strategies and programmes for:	
	5. Building the capacity of women to participate effectively through leadership and gender sensitivity training and mentoring.	12. Percentage women MPs who undergo gender training; changes in attitude as measured by the GPS. 13. Percentage women councillors who have undergone gender training; changes in attitude as measured by the GPS.
	6. Providing support structures for women in decision-making positions.	14. Type and quality of support structures for women in decision making.
	7. Monitoring the extent of women's participation in decision-making structures.	15. Percent women who speak during parliamentary debates. 16. Percent women who speak during council meetings.
	8. State parties must ensure the inclusion of men in all gender-related activities, including gender training and community mobilisation.	17. Percentage male MPs who receive gender training; changes in attitude as measured by the GPS. 18. Percentage male councillors who receive gender training; changes in attitude as measured by the GPS.
	9. Changing discriminatory attitudes and norms in decision-making structures and procedures.	19. Change in workplace gender score in the Gender Score Card for different decision-making structures.
	10. Women and men leaders demonstrate a high level of gender awareness.	20. Score achieved by women and men in the Gender Aware Leadership Score (GALS).
	11. The establishment and strengthening of structures to enhance gender mainstreaming.	21. Gender score for parliament as measured by the Gender Score Card (GSC). 22. Gender score for national ministries as measured by the GSC. 23. Gender score for local government as measured by the GCS.
Effectiveness		



## Next steps

- There is a need to advocate for affirmative action to increase women's participation in other levels of governance beyond the local government level.
- There is a need for a robust advocacy strategy to ensure the adoption of a 50/50 bill to increase women's representation in political decision-making positions at national level.
- There is need to educate political parties to mainstream gender sufficiently and effectively in all party structures and policies.
- There is need to carry out voter education so more people vote for women.
- Parties should ensure that debates on socioeconomic issues such as health, land ownership, economic and development policies, environmental issues and agricultural production are gender responsive.
- Training for women aspirant candidates so that they have the confidence to enter into politics.



"Sarah"

Anushka Virahsawmy





## CHAPTER 3

# Education and training

## Article 14



Access to education for girls and boys has been a priority in Namibia.

Photo: Gender Links

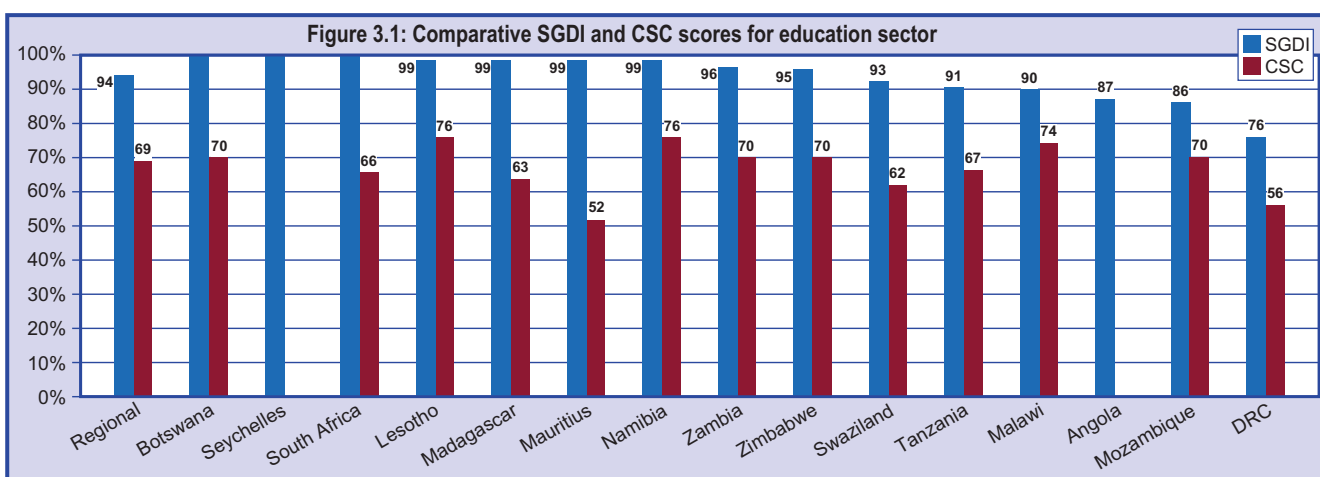
### KEY POINTS

- Namibia has achieved gender parity at primary, secondary and tertiary levels well before the 2015 deadline.
- With a score of 99% on the SGDI measuring gender parity in education and training, Namibia one of the best performing countries in this sector.
- At 76%, the citizens gave a significantly lower score than the SGDI based on their perceptions of the country's performance in promoting gender equality in education. Perhaps this is because of the qualitative nuances, such as gender violence in schools and quality of education among other factors not captured by the SGDI.
- There is free primary education.
- Free secondary education is under discussion for the end of 2014.
- Literacy levels between women and men are close at 78% and 74% respectively.
- Girls are performing better than boys in all levels of schooling.
- 68% female teachers in primary education; 50% female teachers in secondary education; 41% female teachers in tertiary education
- Namibia has a pregnancy policy to reintegrate girls who become pregnant back into the school system.

**Table 3.1: Women and men's perceptions of education in Namibia**

	SGDI	CSC
<b>Scores</b>	99%	76%
<b>Ranks</b>	4	1

Figure 3.1 shows that at 99 %, Namibia ranks number four for the SGDI out of 15 countries in the SADC region. Citizens scored the country at 76 % for education, placing it at pole position in the region according to the CSC measure. Women ranked the country higher at 78% while men ranked the country at 71 %. The challenges in this area continue to include, safety, access, retention, study materials, quality of education, choice of subjects.

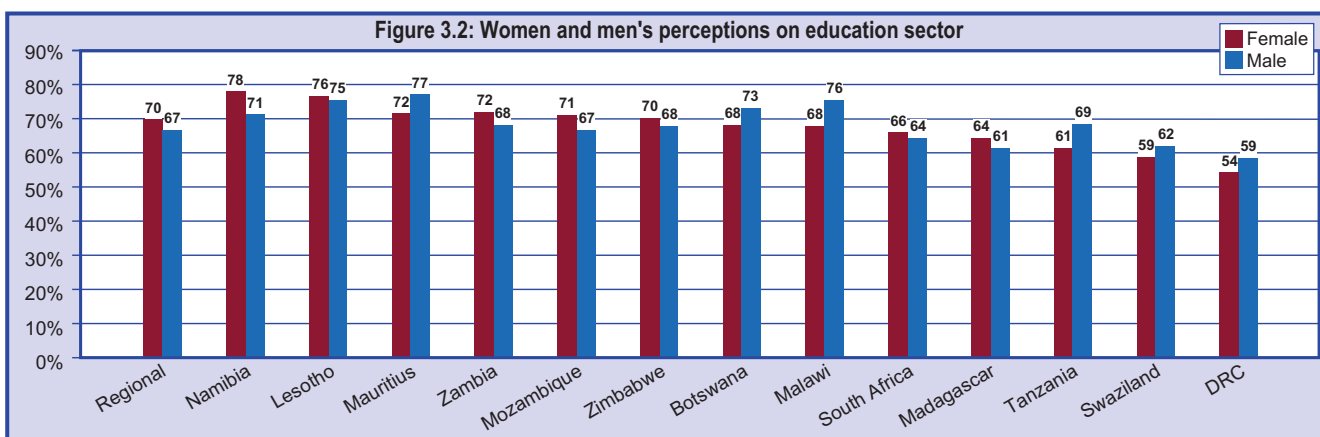


Source: 2014 SADC Gender Protocol Barometer.

Figure 3.1 shows that Namibia has achieved gender parity at primary, secondary and tertiary levels well before the 2015 deadline. With a score on the SGDI of 99%, the country performs very well in the education and training sector.

As the SGDI captures only enrolment in primary, secondary and tertiary levels and not the quality of

education, it is not surprising that citizens were rather critical and gave a score of 76%. Compared to the 58% in 2013 the citizen's opinion in regards to the education in the country is much better. There are still many challenges in the education and training sector such as gender violence in schools, teenage pregnancies and retention.



Source: 2014 SADC Gender Protocol Barometer.

Both, Namibian men as well as women perceive the educational sector in Namibia very positive compared to other SADC countries, while women score 7% higher than men.



## Background



Protection of students at schools is critical to achieve gender parity.  
Photo: Gender Links

The Constitution states in its Article 20 (2) that primary education shall be compulsory and the State shall provide reasonable facilities to render effective this right for every resident within Namibia, by establishing and maintaining state schools at which primary education is provided for free.<sup>1</sup>

In conjunction with the goals set by the Millennium Development Goals (MDG) 2 and Namibia's Vision 2030, the objective of engendering all levels of education no later than 2015 appears more likely for Namibia. In the year 2001 18% of the Namibian population was unable to read or write. Two years later 5.6% of the female population and 7% of the male population was unable to read or write.<sup>2</sup>

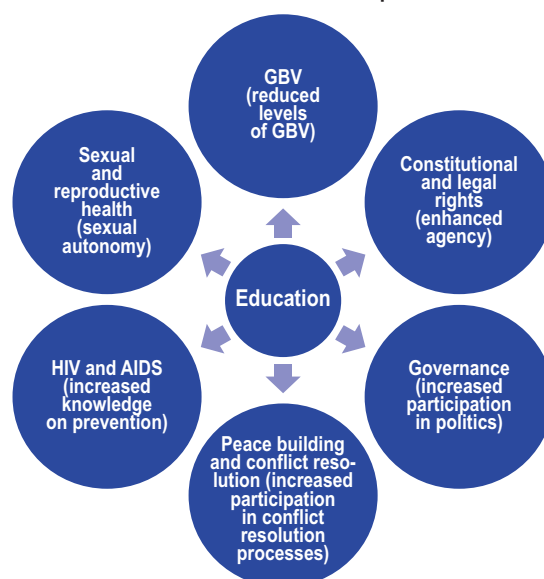
Newer numbers show a slight decline on those percentages. In 2010 11.2% of the population could not read and write. Out of those 11.5% were female and 11% were male.<sup>3</sup>

In the year 2008 there were older rather than younger Namibians who did not receive formal education. Furthermore it is easier for the population who live in a town to organize formal education than for those people who live in the rural areas of the country.<sup>4</sup>

Girls dropping out of school due to pregnancies and taking on caregiving roles at home in most households is prevalent. These girls become mothers at an early age, given away by parents to marry, while boys will be encouraged to continue with their education. In some religious communities, the family might compel the boy to also drop out of school as he is considered an embarrassment to the clan for impregnating someone out of wedlock. This affects their performance at school.

There is an Education Act in place to guide education in the country.

Figure 3.3: Relationship between Education and other SADC Gender Protocol provisions



Source: 2014 SADC Gender Protocol Barometer.

Figure 3.3 shows that the educational sector has many relations to other SADC Gender Protocol provisions like e.g. to sexual and reproductive health as well as to GBV. Therefore a good educational system increases sexual autonomy and decreases GBV. In regards to HIV and AIDS it increases the knowledge on the prevention and concerning governance, education increases the participation in politics.

<sup>1</sup> The Namibian Constitution 1990. Article 20 (2).

<sup>2</sup> MGEW. (2010). Statistical Profile on Women & Men in Namibia. Windhoek, Namibia: Government of the Republic of Namibia. At pages 16, 17.

<sup>3</sup> Central Intelligence Agency. (2013). The World Factbook: Namibia. na: na. At page 1. Available at: <<https://www.cia.gov/library/publications/the-world-factbook/geos/wa.html>> Last accessed 30 March 2013

<sup>4</sup> Ministry of Health and Social Service. (2008). Namibia: Demographic and Health Survey 2006- 2008. Windhoek, Namibia: Macro International Inc. At page 10.

## Enrolment and retention



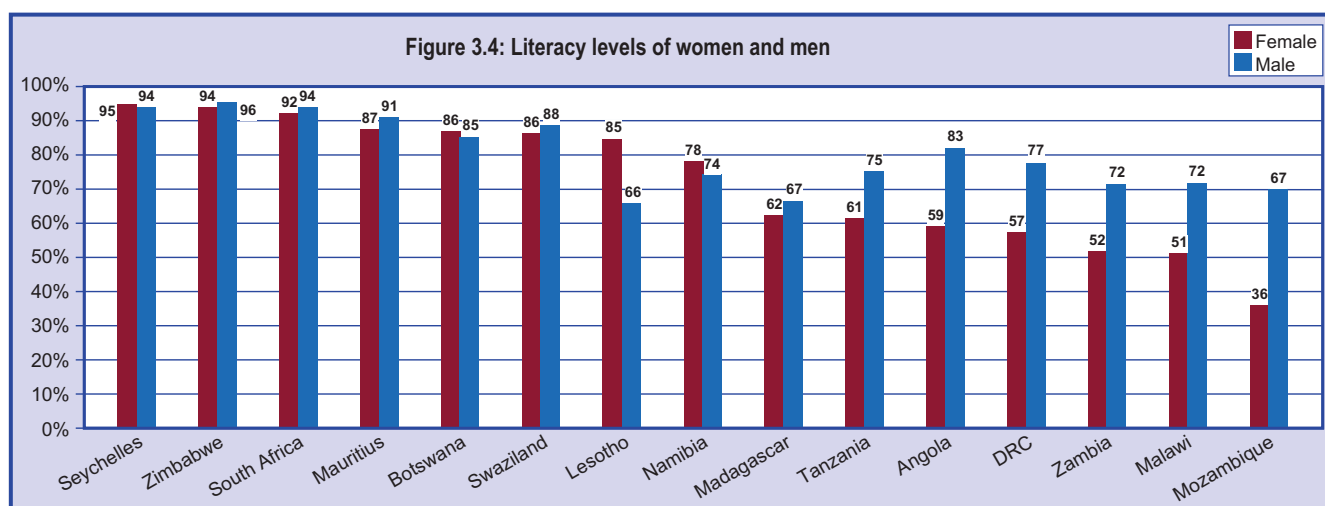
*The Protocol provides that state parties shall enact laws that promote equal access to and retention in primary, secondary, tertiary, vocational and non-formal education.*

**Table 3.2: Access and enrolment in the education sector in Namibia**

Type of Data	% Women/girls	% Men/boys
Literacy	78	74
Primary school	49	51
Secondary school	53	47
Tertiary level	53	47

Table 3.2 shows an overall summary of the chapter. Therefore it shows that the literacy level of girls and boys are very close as well as the enrolment in primary school. The enrolment in secondary school shows that more girls than boys enter this school, this is also the case when looking at the enrolment in tertiary level.

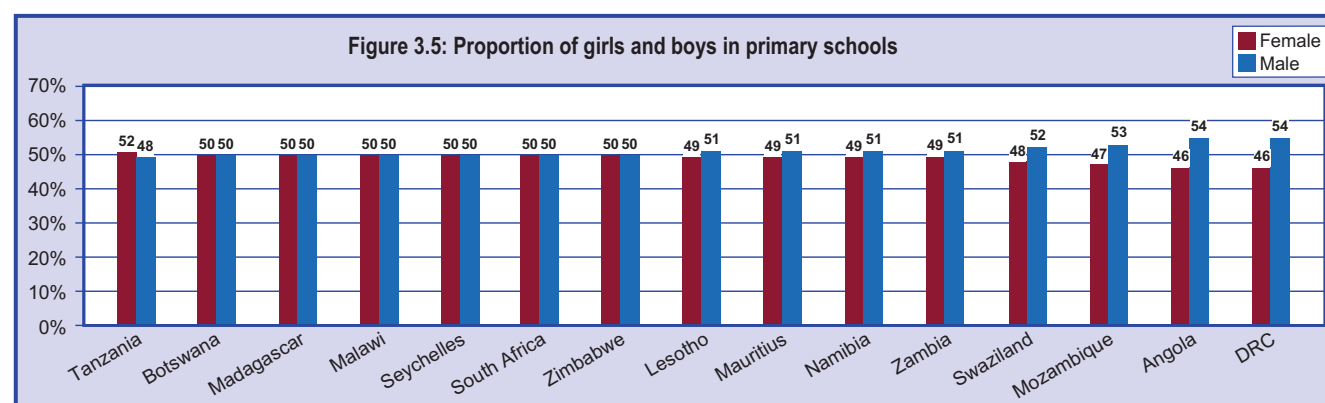
### Literacy



Source: 2014 SADC Gender Protocol Barometer.

Figure 3.4 shows that the literacy level of the female population is 78% while the literacy level of the male population in Namibia is 74%. Consequently Namibia is ranked seventh, when Botswana and Swaziland share rank five.

### Primary school



Source: 2014 SADC Gender Protocol Barometer.

Figure 3.5 shows that primary education continues to be Southern Africa (and Africa's) greatest success story. As in most SADC countries, in Namibia there are now almost equal numbers of boys and girls enrolled in primary schools - 49% girls compared to 51% boys. This figure is the same as for 2013. Namibia ranks in the top 10 in the region with gender parity at primary level.

Namibia has a law that makes primary education free and compulsory. However, having policies is not an end in itself as in most cases there is no proper monitoring and evaluation on the effectiveness of the policies.

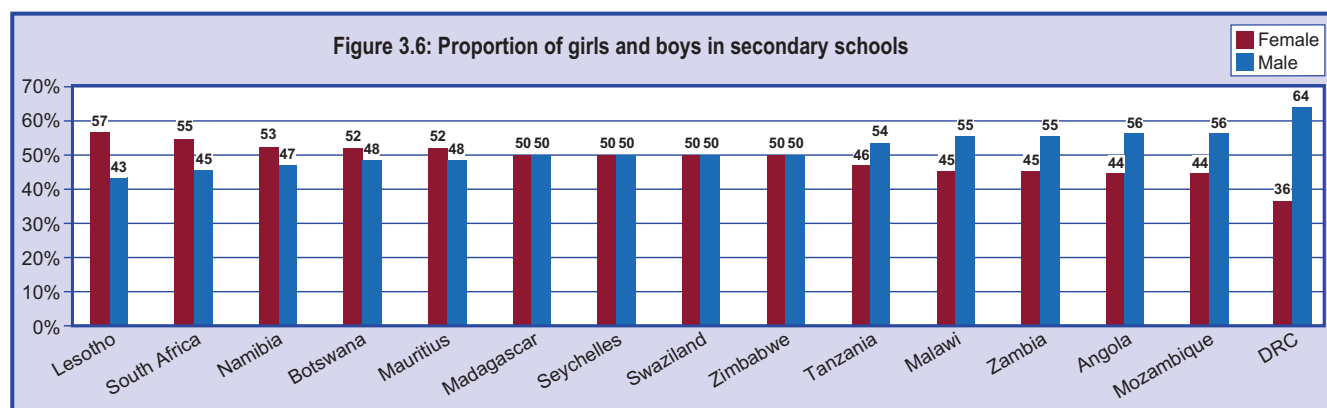
Article 20 of the Namibian Constitution states and mandates that all persons shall have the right to education. Furthermore it states that primary education shall be compulsory and that the state shall provide

reasonable facilities to render effective this right for every resident within Namibia, through establishing and maintaining state schools at which primary education will be provided free.

In the National Education Conference in 2011 the topic free primary education was discussed and it was recommended that free primary education should be introduced. The Cabinet approved the recommendations. Through a study from the Ministry of Education, the need to eliminate the existing system of Student Development Fund contribution was found.

In accordance with article 20 of the Namibian Constitution on free and compulsory primary education the free primary education was introduced in the country by Dr. Abraham Iyambo.

## Secondary school



Source: 2014 SADC Gender Protocol Barometer.

Figure 3.6 shows that there are more girls than boys in secondary school, 53% and 47% respectively. However, the figures are consistent with demographics.

Girls drop out of school mostly due to pregnancies. In October 2009, cabinet approved the policy on prevention and management of learner pregnancy. It allows the learner to stay in school until four weeks before birth provided she is healthy. She can return to school upon giving birth provided there is a care plan for mother and baby.

The President Hifikepunye Pohamba announced that secondary education might be offered free of charge by the Namibian government. The President further stated that new schools and classrooms will be built around the country in 2014. According to the President government's mandate "is to respond timely to our nation's needs for delivery of quality public services."<sup>6</sup>

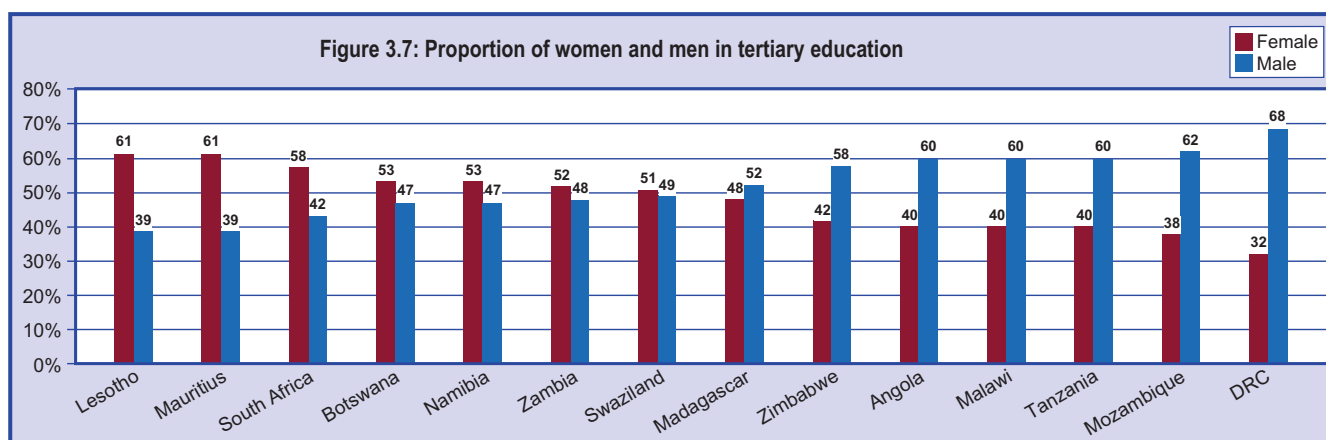


Young girls march for peace during 16 Days of activism against gender violence - Tses in Namibia, November 2012. Photo: Laurentia Golley

<sup>5</sup> Ministry of Education. (2012). Free Primary Education from 2013. na: na. At page 1. Available at: [http://www.moe.gov.na/news\\_article.php?id=97&title=Free%20Primary%20Education%20from%202013](http://www.moe.gov.na/news_article.php?id=97&title=Free%20Primary%20Education%20from%202013) Last accessed 04 January 2014.

<sup>6</sup> Kisting, Denver. (2013). Free secondary education possible in 2014. In: The Namibian Newspaper. 04 December 2013. Available at: [http://www.namibian.com.na/index.php?id=6887&page\\_type=story\\_detail](http://www.namibian.com.na/index.php?id=6887&page_type=story_detail) Last accessed 04 January 2014.

## Tertiary level



Source: 2014 SADC Gender Protocol Barometer.

As has been the case since 2009, tertiary institutions have more women enrolled than men. In seven countries in the region: Lesotho, Mauritius, South Africa, Botswana, Namibia, Zambia and Swaziland.

There are two public tertiary institutions of general education in Namibia: The Polytechnic of Namibia and the University of Namibia. Furthermore there are a

number of specialized tertiary educational institutions. For example the College of Arts in Windhoek, the Namibian Institute of Mining and Technology in Arandis as well as Namibian Maritime and Fisheries Institute in Walvis Bay and a police training college. There are also different vocational training colleges and a few training institutions that specialize in offering management and IT courses in Namibia.<sup>7</sup>

## School administration

**Table 3.3: Representation of women in the teaching profession**

	Primary	Secondary	Tertiary
Namibia	68	50	41

Source: The Global Gender Gap 2013.

Table 3.2 shows that in Namibia, there are substantially more women than men in the teaching service in primary education. In the secondary education there are as many women as men and in tertiary education are 9% more men than women.

In Namibia the Constitution makes provision for each school to have a school board, of not less than five members and not more than 13 voting members. However there is no gender provision in the election of school board members, so even though each school might have a school board, the information regarding who is on the school board is not with the department of education. The Government through the Department of Education does not gather data on the composition of school governing bodies.



Our children are our future. Former councillor and teacher Karolina Pieters with her class of 2006 in Matohe. Photo: Colleen Lowe Morna

<sup>7</sup> Visser, Thea. (2013). Who's Who Namibia 2013/14 Edition. Windhoek, Namibia: Virtual Marketing. At pages 242 and 243.



## Challenging gender stereotypes and gender roles



*The Protocol requires that by 2015 state parties adopt and implement gender sensitive educational policies and programmes addressing gender stereotypes in education and gender-based violence.*

Gender classifications are built through gender role perceptions, economic possibilities and expectations from society.<sup>8</sup> Gender stereotypes are characteristics, attributes and fields that women or men become associated with. Those articulate the social and private gender roles.<sup>9</sup>

Many parents state that they do not make a difference in how they treat their children because of their sex. None the less it is a fact that many girls and boys get gender specific gifts and toys. Therefore girls tend to get dolls and boys tend to get cars to play with. As a result girls tend to have a caring trade while boys tend to be interested in technical issues. In different books for children, women are shown in the kitchen or as the caring part of the family or even in the job. Men tend to be shown with briefcases as the businessperson. Moreover children, youth and young adults see the work their parents do. They realise that the mother

is most likely in the kitchen and may for example work as a teacher and the father is most likely going to work, earning most of the salary and has a higher position than the mother in his job. Therefore it is no surprise that girls and boys are still in gender specific subjects.



Empowering Namibian girls.

Photo: FAWENA

### Gender biases in subjects at tertiary level

**Table 3.4: Women and men in university faculties (University of Namibia, 2007)**

Faculty	No of women	No of men	Total	% women	% men
Medical and Health	600	175	775	78%	22%
Education	536	371	908	59%	41%
Humanities and Social Sciences	662	355	1017	65%	35%
Science	350	552	902	39%	61%
Law	219	203	422	52%	48%
Economics	1096	901	1997	55%	45%
Agriculture	81	124	205	40%	60%
Foundation Programme	32	34	66	48%	52%

Source: MGEWCW. (2009). *Progress Report on the Implementation of the Solemn Declaration on Gender Equality in Africa*, Nov 2009.

Girls tend to opt for the Humanities and Social Sciences faculties. In terms of curriculum development, the department has an Education and Training Sector Improvement Programme. The department also has a Programme Quality Assurance Directorate, which is

required to address issues of gender sensitivity when it comes to material and curriculum development. The Institute for Educational Development is responsible for textbook development, review and syllabus to ensure that gender mainstreaming is built in.

<sup>8</sup> Muhato, Wanjiku. (2003). *Gender Assessment - Namibia Country Strategic Plan: 2004 - 2010*. Nairobi, Kenya: USAID/REDSO/ESA. At page 22.

<sup>9</sup> MGEWCW. (2010). *National Gender Policy (2010-2020)*. Windhoek, Namibia: Government of the Republic of Namibia. At page 53.

Although all three higher learning institutions enrolled more females than males in the 2007 academic year, male students still dominate in most economically viable subjects. Both the University of Namibia and Inter-national University of Management enrolled 44% male and 56% female, while at the Polytechnic of Namibia it is 46% male and 54% female. The department's target is to get as many female students as possible into the critical fields such as science, technology and medicine.

Most female students are studying in fields traditionally considered feminine. For example the majority of UNAM female students are enrolled in nursing, teaching, humanities and social science, while subjects such as agriculture, natural resources and science are dominated by male students. Looking at Polytechnic, males dominate Engineering and Information Technology by 83%, while females are the majority with 73% in communication and secretarial studies. Some State Owned Enterprises as well as the Ministry of Education offer scholarships to women that plan to study in a male dominated field. The scholarships are determined by the nature of the business of the State Owned Enterprise. Therefore Nampower, Mobile Telecommunications Limited and Telecom prefer to award scholarships with specialization in technical courses, marketing, electrical courses, in the field of finance or accounting simply because those courses and specialisations are important in their field of work. Since there are still more men interested in those fields and the gender stereotype of technical subjects is more masculine than feminine, most beneficiaries of these scholarships are men.<sup>10</sup>

### Policy on teenage pregnancy

Official statistics on pregnancy-related school dropouts in Namibia for 2009, show that 1 732 learners dropped out for this reason. 1 671 of them were girls and 61 were boys. There are large regional disparities, with pregnancy-related dropouts. By far the highest number of pregnancy-related school dropouts is found in Kavango (382 in total). Followed by Ohangwena (286 in total) and Omusati (254 in total). The total number of pregnancy-related school dropouts between 2008 and 2009 has increased by 17%.<sup>11</sup>

In February 2012 The Namibian newspaper wrote that the Kavango Region is still on top of the list concerning school pregnancies with 333 pregnancies. The Ohangwena Region has 261 and the Omusati Region has 178, followed by the Oshikoto Region with 173 school pregnancies.

In 2008 the Ministry of Education held a nationwide consultation on a new policy on the prevention and management of learner pregnancy. In October 2009 Cabinet approved the final draft. The policy states that a learner who becomes pregnant may stay in school until four weeks before the birth, provided that she is healthy and that the learner, school and family are in agreement regarding this arrangement. The learner may return to school as soon as she is ready following the birth, provided that she and the baby are healthy and that there is a care plan for the baby. A social worker and health worker must confirm the health status and care plan for the mother and baby. The policy places a strong focus on preventing learner pregnancy and on supporting learner fathers to become responsible parents. Civil society worked closely with Government to develop the policy.<sup>12</sup>

### Gender violence in schools

Education institutions are relatively safe, but there cases of violence are still reported. There is strong law enforcement when it comes to violence and the use of violence. Bullying remains a major concern. There are also other forms of violence such as psychological abuse. This type of abuse is seldom acknowledged in policies. There is no policy to address the issue of teachers molesting students, but there are guidelines on corporal punishment which was outlawed after independence. If a teacher is found guilty of this offence, it is punishable by law.

It is not only teachers who molest learners but also senior students. Most of these "crimes" committed on the school ground are dealt with according to the Education Act. A disciplinary hearing is conducted to establish what crime has been committed.

Sexual relations between teachers and learners are prohibited and any teacher, who breaches this, will lose their jobs. They are not allowed to teach for a period of eight years, after which if they want to return, they would need to reapply. If while on suspension, they engage in sex with learners, this will lead to immediate dismissal.

The Constitution has a section on the Code of conduct for Teaching Service. This speaks to the professional conduct of teachers and the procedures to be followed and the measures to be taken in case of contravention of or failure to comply with any provision of the code.

<sup>10</sup> MGEW. (2010). Statistical Profile on Men & Women in Namibia. Windhoek, Namibia: Government of the Republic of Namibia. At pages 18-23.

<sup>11</sup> MGEW. (2010). Statistical Profile on Women & Men in Namibia. Windhoek, Namibia: Government of the Republic of Namibia. At page 16.

<sup>12</sup> Kapenda, H M Dr. (2012). An Assessment of the Re-entry Policy for Girls in six Countries: The Case of Namibia. Namibia: FAWENA. At pages 3, 4, 7, 17 and 34.



## Education and training post 2015



The SADC Protocol provides for equal access to quality education and training for women and men, as well as their retention at all levels of education. It further provides for challenging stereotypes in education and eradicating gender-based violence in educational institutions. However, as global and local consultations on an education and training framework post 2015 gain momentum it is emerging that the current framework, which includes the SADC Protocol, has fallen short in closing the gender inequality gap.

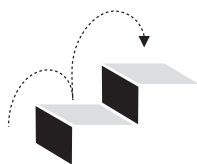
Since 2012 the SGDI for education has been calculated using three indicators based on enrolment at primary, secondary and tertiary level. However, moving forward post 2015 this alone will not be enough because it does not tell the full story.

Education priorities established in the Millennium Declaration remain as relevant today as in 2000: the completion of a full course of primary school for all; equal access to all levels of education; and gender equality in education. Moreover, the Millennium Declaration makes it clear that protecting the marginalised and vulnerable, particularly those who suffer from natural disasters and conflict, is a priority.<sup>13</sup>

One of the strongest recommendations at global and regional consultations, including the SADC Gender Protocol Summit 2014, is the adoption of a human rights based framework. This suggests that all aspects of education should be considered from a rights perspective, including the learning environment, the teaching and learning process, government policy, school governance and support for teachers. Overcoming structural barriers to accessing good quality education is vital for realising education rights for all.

**Table 3.5: Summary of proposed indicators**

Area	Target	Indicators
<b>Access and retention</b>	By 2030 ensure equal access for all to affordable quality tertiary education, in accordance with the SDGs.	Percentage of young adults in Tertiary education comparing to the percentage of young adults qualifying for Tertiary education.
<b>Challenging stereotypes and safety in schools</b>	Address gender stereotypes in education and gender-based violence.	Ratio of girls graduating in Science, Technology, Engineering, and Mathematics subjects.
		Percentage of women engineers and scientists.
		Percentage of schools with GBV policies.



## Next steps

- Government must ensure a gender sensitive curriculum in schools. Boys and girls must be sensitised on issues of gender equality from early childhood to tertiary education and gender mainstreaming must be ensured.
- More initiatives are needed to sensitise girls to take up careers in science and technology through career fairs, career guidance and counselling.
- Adoption of policies to address molestation of students by teachers.

- More research is needed to assess the extent and nature of sexual violence at schools in the country and efforts need to continue being made to make schools safe. This could include a nationwide campaign against sexual, physical and emotional abuse in schools targeting teachers and communities.
- Need to increase literacy drives for both men and women.
- Create and run a coordinated campaign between Department of Education, Department of Social Development, educators, parents and community leaders to address a spiralling level of teenage pregnancy.
- Coaching, mentoring and leadership development for girls will go a long way in preventing teenage pregnancy.

<sup>13</sup> Making Education a priority in the Post 2015 Agenda.





"Ntkozo"

Anushka Virahsawmy





# CHAPTER 4

## *Economic justice*

### *Articles 15-19*



Women need to access economic opportunities that will move them from survival roles to productive roles.

*Photo: Gender Links*

#### KEY POINTS

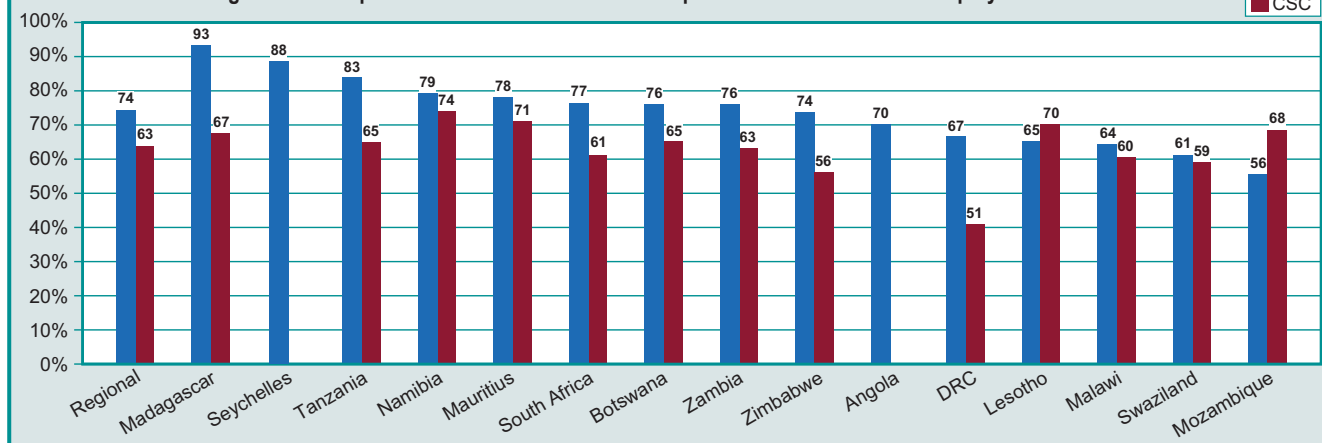
- At 79%, the SGDI score for productive resources and employment and economic empowerment, places Namibia at number four in the SADC region and five percentage points over the regional average.
- The CSC score is at 74%. This is based on citizen perceptions of the country's performance towards meeting the targets of the SADC Gender Protocol on economic justice.
- Women in Namibia occupy 25% of the economic decision-making positions.
- After developing national costed gender action plans, Namibia has gone on to build the capacity of government officials and civil society leaders in gender budgeting and costing the implementation of the SGP targets.
- In Namibia women's labour-force participation is 61% compared to 72% of men.
- 43% women and 10% less men are unemployed.

**Table 4.1: SGDI and CSC scores on economy**

	SGDI	CSC
<b>Scores</b>	79%	74%
<b>Ranks</b>	4	1

Namibia ranks number 4 in the SADC region for the SGDI at 79%. The country's citizens ranked it number one for the CSC with a score of 74%. Women ranked the country 75% and men ranked the country at 73%.

**Figure 4.1: Comparative SGDI and CSC scores for productive resources and employment**



Source: 2014 SADC Gender and Development Barometer.

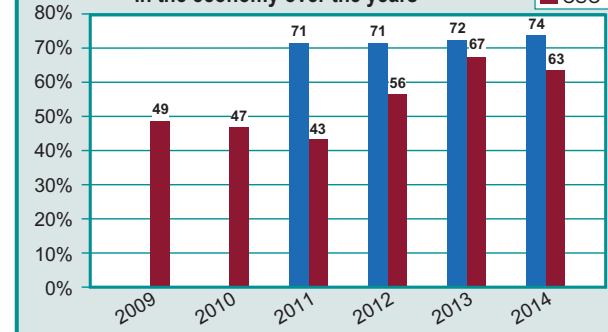
Figure 4.1 shows that the SGDI score is at 79%, two percentage points less than in 2013. The SGDI, based on empirical data, is a composite of the following indicators: the female share of economic decision-making positions; the ratio of the female labour force participation to male labour force participation; the female/male unemployment rate; the female share of non-agricultural labour and length of maternity leave.

Citizens scored their government an average of 74%, an increase of 16% since 2013. When rating the government using the citizen scorecard, citizens may have taken into account qualitative indicators such as poverty levels, access to productive resources, and women's economic literacy.



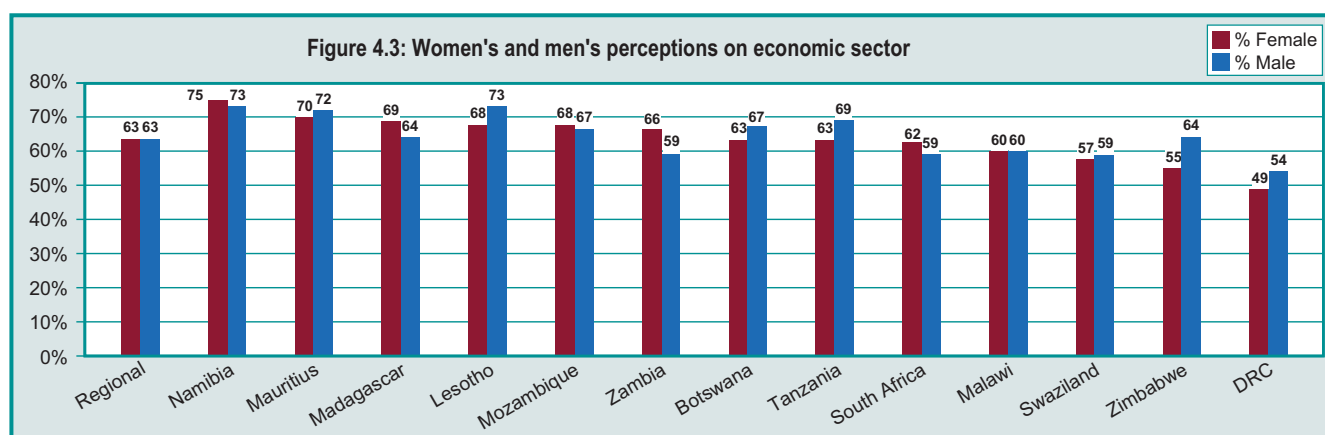
Women perform multiple roles. Councillor Kaija Shililifa with her daughter in Tsumeb, Namibia. Photo: Gender Links

**Figure 4.2 SGDI and CSC comparison in the economy over the years**



Source: Gender Links 2014.

The SGDI of the SADC countries was rather stable from 2011 to 2014 but increased from 71% in 2011 and 2012 to 74% in 2014. The CSC decreased from 2009 to 2011. In 2012 the people perception of the economy got much better and increased in 2013 again. Nonetheless the CSC decreased by four percentage points in 2014.



Source: 2014 SADC Gender and Development Barometer .

The above figure 4.3 shows that Namibian women are 12% and men 10% over the regional average of how they perceive the economic sector in the country. Therefore they ranked first out of the SADC countries.

### Background

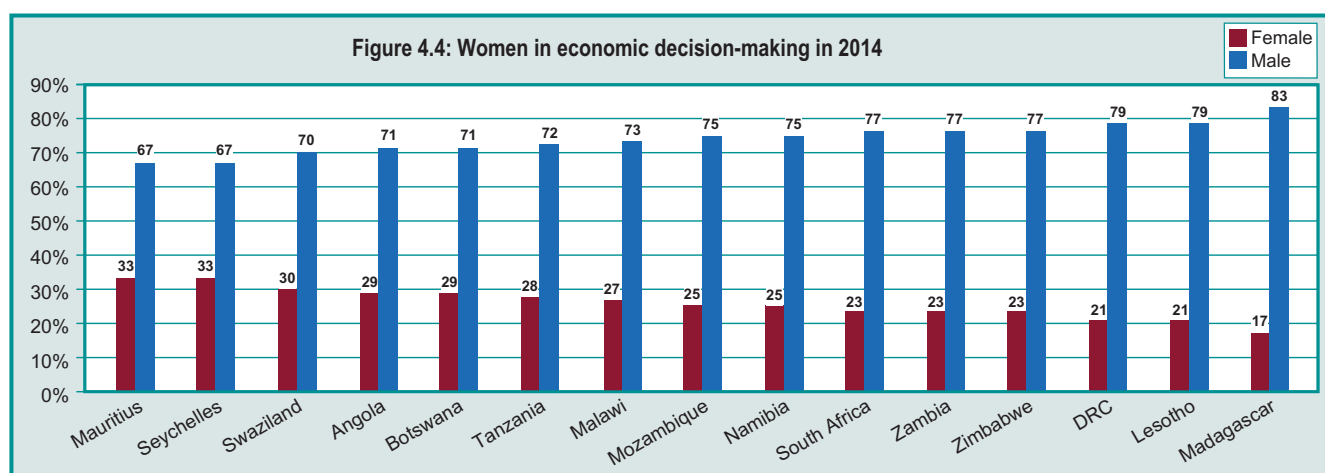
The unemployment rate of women has remained higher than that of men. Women also dominate the informal sector and are generally poorer compared to men, especially in rural areas.

Namibia has a small population of 2.1 million people of which 51.3% are women. Women and girls constitute the majority (52%) residing in rural areas and they contribute to agricultural production through subsistence farming. Women head 39% of all households, 43% in the rural and 32% in the urban areas. A high number of women are employed in the informal sector but their work is not recognised. The formal sector still tends to favour men over women in high paying or high profile positions, while women's employment is concentrated in low paid positions. Women account for 47% of people employed in the non-agriculture sector and the target of 50% gender parity by 2015 is likely to be achieved.<sup>1</sup>

## Women and men in economic decision-making



*The Protocol provides that state parties shall, by 2015, ensure equal participation by women and men in policy formulation and implementation of economic policies.*



Source: 2014 SADC Gender and Development Barometer .

<sup>1</sup> Xoagus-Eises, Sarry / Brown, Emily/ Makaya, Mukayi. (2012). SADC Gender Protocol 2012 Barometer Namibia. Johannesburg, South Africa: Southern African Gender Protocol Alliance. At page 44.

Namibia is ranked ninth in the SADC region when it comes to women in economic decision-making. The country is the only one in the region with a woman finance minister, Saara Kuugongelwa Amadhila.

**Table 4.2: Women and men in economic decision-making in Namibia**

	Male	Female
Minister of Finance		✓
Deputy Minister of Finance	Vacant	Vacant
Permanent secretary/DG		✓
Minister of Mines and Energy	✓	
Deputy Minister of Mines and Energy	✓	
Permanent Secretary/DG	✓	
Minister of Trade and industry or	✓	
Deputy minister of trade and industry	✓	
Permanent secretary/DG	✓	
Minister of Lands & Resettlement	✓	
Deputy minister of Lands & Resettlement	✓	
Permanent secretary/DG		✓
Governor of the central or reserve bank	✓	
Deputy governor of the reserve bank	✓	

Source: Namibia Trade Directory Volume 18 (2009), Ministry of Lands and Resettlement, Annual Report (2008/2009). Ministry of Finance. Ministry of Mines and Energy. Ministry of Trade and Industry. Ministry of Lands and Resettlement.

**Table 4.3: Private sector and parastatal leadership**

	Women	Men	Total	% women	% men
Private sector	820	1632	2452	33% (2006)	67% (2006)
Directors of Boards	46	216	262	18% (2006)	82% (2006)
CEOs					
Parastatals	202	745	947	21% (2006)	79% (2006)
Board of Directors in Parastatals	71	176	247	29% (2006)	71% (2006)
Public sector	209	566	775	27%	73%

Source: Ministry of Gender Equality & Child Welfare (2006), Volume 3.  
Ministry of Gender Equality and Child Welfare (2006), Volume 1.  
Ministry of Gender Equality and Child Welfare (2006), Volume 2.

The parastatal data (see table 4.3) is gleaned from 31 parastatals which responded to the Ministry of Gender Equality and Child Welfare (2006). The lower representation of women in the management of these bodies is apparent. Only two parastatals, namely Roads Authority and NAMFISA have equal representation of 50% of their management as women, followed by the Electricity Control Board with 40%. Meanwhile the Electoral Commission and the Namibia Tourism Board have more women than men in the senior management, with 60% each.

Dr Tjingaete, former Auditor General and current director of NEPRU argued that one possible reason is that, "men tend to lobby for positions and often do so forcefully. Also, Namibia has no discussions and debates

on gender targets and when these do happen, they are not sustained and tend to be driven by civil society." <sup>2</sup>

Statistics from the year 2005 show that less women (39%) than men (61%) are employees in Namibia. Furthermore women work in areas that have lower salaries and have worse working conditions (for example in the health and social sector). Men work in areas that are typical for their gender stereotype (for example in construction and in the fishing industry).

Many examples show that Namibians work in gender stereotyped work areas. When looking at the work environment for the year 2010 it is obvious that in the medical area there are many more male doctors than female (70.13% were male). In comparison there were

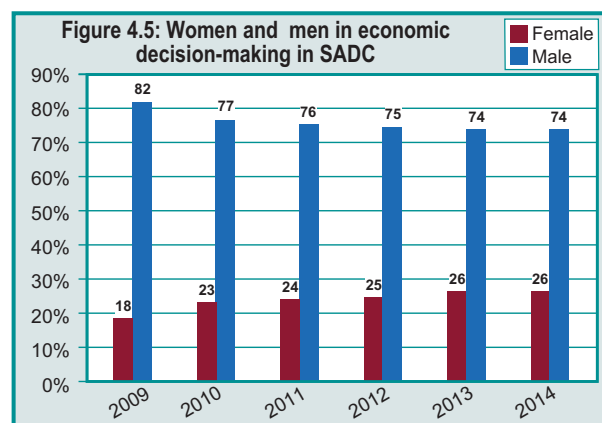
<sup>2</sup> Interview with Dr. F. Tjingaete, director of NEPRU, 25 June 2009.



many more female nurses than male nurses (87.03% were female).

Mostly men fill leading positions in the public sector. In the year 2009, 37% of the positions in the public sector were given to women. In the private sector similar trends are visible. 33% of the decision-making positions were given to women in the year 2006. Women were given the positions with less decision-making power.<sup>3</sup>

Figure 4.5 shows women and men in economic decision-making in the SADC countries. It shows that the number of women in economic decision-making increased from 2009 to 2014 by 8%. Nonetheless there are still 74% men in such positions.



Source: Gender Links 2013. See sources under Table 4.1.

## Gender budgeting



*The Protocol provides that State Parties shall ensure gender responsive budgeting at the micro and macro levels including tracking, monitoring and evaluation.*

Budgets are a government's most important policy instrument, shaping social and economic development and reflecting priorities for action. They outline how much will be spent on health care, military or education, what taxes may be introduced, increased or decreased, strategies for increasing employment or access to housing, and every other activity of the government. Although budgets may appear to be gender-neutral policy instruments, expenditures and revenue collection can have different effects on women and men. Innovative gender-responsive budget analysis happening in Namibia, and elsewhere in the region, provides an approach to explore and highlight how these resource collections and allocations may affect genders differently. It looks not only at funding levels for the various ministries, but also at spending priorities within ministries. This helps governments develop wise policies that contribute to the development of all citizens, ensure that adequate funds are available for programmes they are developing and acts as a marker for commitments to gender equality.

A gender-budget analysis e.g., might find that cuts in spending on agriculture fall most heavily on poor women farmers. Restoring the agriculture budget could increase household incomes, raise agricultural production and improve the quality of life for all villagers. By permitting better-targeted and more efficient use of Government

resources, advocates argue, gender budgeting benefits men and women alike.

In her statement to the 52nd Session of the Commission on the Status of Women (CSW) "Financing for Gender Equality and the Empowerment of Women", New York, 27 February 2008, the Honourable Angelika Muharukua, said the Government of the Republic of Namibia through the Ministry of Gender Equality and Child Welfare, in collaboration with the Ministry of Finance and Office of the Auditor General established a Gender Budgeting Task Force.

The aim of the Task Force is to:

- Conduct gender analysis of the detailed Ministerial sub-divisional budgets, national and other stakeholder budgets.
- Undertake capacity building on gender budgeting in the public, private sector and for NGOs
- Create awareness through lobbying and advocacy on the contribution of various activities carried out by women to be valued
- Advocate for institutionalisation of the gender responsive budget initiative among all stakeholders; and develop monitoring mechanisms and indicators to ensure the effective monitoring and evaluation of Gender Responsive Budgets initiative.<sup>4</sup>

<sup>3</sup> MGEWCW. (2012). Ministry of Gender Equality and Child Welfare. na: na. At pages 24, 30, 33 and 35. Available at: <<http://www.mgecw.gov.na/>> Last accessed on the 14.02.2013.

<sup>4</sup> Speech from Muharukua, Angelika. (2008). Financing for Gender Equality and the Empowerment of Women. At: 52nd Session of the Commission on the Status of Women (CSW). New York, USA. (27 February 2008).

Namibia has made great strides in the past year. As part of developing a national costed gender action plan in 2011, the country has built capacity of government officials and civil society leaders in gender budgeting and costing implementation of the SADC Gender Protocol targets. The national action plan development process ensured that identified actions were costed and

existing budget lines from the national budget noted where there were opportunities to fund the action. Where money was not readily available, the amount required was noted and potential sources identified (either from the national treasury or from development partners).

## Time use - multiple roles of women



*The Protocol provides that, by 2025, state parties shall conduct time use studies and adopt policy measures to ease the burden of the multiple roles played by women.*

CEDAW general recommendations 16 and 17 also recognise the problem of unpaid women workers in rural and urban family enterprises, and in the domestic context and recommend the collection of time-use data for time spent on activities both in the household and on the labour market.<sup>5</sup>

In rural areas in Namibia 75% of the work is done by women and girls.<sup>6</sup> The 2006 inter-censal demographic survey provides the latest data on distance to water sources. This report does not disaggregate the data by sex, but the 2006-2007 Demographic and Health Survey states that, in households where water must be fetched, females collect it in 28.7% of households and by males in 11.6% of households.<sup>7</sup>

The inter-censal survey shows that 43.5% of households have water on the premises; according to the 2006-2007 Demographic and Health Survey, drinking water is available on the premises in 81% of urban households and 32% of rural households.<sup>8</sup> The inter-censal survey found that in 36.7% of household people travel 500m or less to collect water and in 4.6% of households people travel more than 1 km to collect water. Assessment by urban and rural localities shows that in more than 7% of rural households, people travel over 1 km to collect water. Assessment by region shows that in the rainy season, in 18.3% of households in the Kavango region people travel more than 1 km to collect water compared with 0.4% of households in the Khomas and Hardap regions.<sup>9</sup>

## Economic empowerment



*The Protocol provides that state parties shall, by 2015:*

- *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;*
- *Review national trade and entrepreneurship policies, to make them gender responsive; and*
- *Introduce affirmative action measures to ensure that women benefit equally from economic opportunities, including those created through public procurement processes.*

<sup>5</sup> Committee on the elimination of discrimination against women. (1999). General Recommendation No. 16 and 17 (tenth session, 1991). na: na. Available at: <<http://www.un.org/womenwatch/daw/cedaw/recommendations/recomm.htm#recom16>> Link not available when accessed 14 February 2011.

<sup>6</sup> Ipinge, Eunice M./ LeBeau, Debbie. (YEAR) Beyond inequalities 2005: Women in Namibia: A profile of Women in Namibia. Windhoek, Namibia: UNAM. At page 22.

<sup>7</sup> Ministry of Health and Social Services. (2008). Namibian Demographic and Health Survey 2006-07. Windhoek, Namibia: Ministry of Health and Social Services. At page 17. Remaining percentages are for water collected by "other" people (report does not specify who this may be given that options for male/female children or females/males over the age of 15 are given), water on the premises or missing data.

<sup>8</sup> LAC. (2010) Namlex. Index to the Laws of Namibia. 2010 Update. Windhoek, Namibia: LAC. At page 141. Available at: <<http://www.lac.org.na/laws/namlex.html>> Last accessed 14 February 2011.

<sup>9</sup> National Planning Commission. (2010). 2006 Namibia inter-censal demographic survey : analytical report. Windhoek, Namibia: Central Bureau of Statistics. At page 52.

**Table 4.4: Barriers to access to finance for women**

Barrier	Effects
Legal constraints	The traditional norms and values in many countries prevent women from leaving formal financial options acting as legal persons and from accumulating assets such as property. Such constraints impact on women's ability to: <ul style="list-style-type: none"> <li>• offer assets as collateral which is often beyond the scope of a women's available or limited assets.</li> <li>• women are still treated as legal minors in some communities constraining their ability to make independent decisions or contractual arrangements e.g. for funding.</li> </ul>
Employment and income limitations faced by women	Women are still most likely to be employed at the lower levels, least skilled, least influential and lowest paid jobs in the economy and this also impacts negatively on their ability to accumulate assets and equity.
Exclusion from policy making, decisions and influence in financial and economic decision making	Women have largely been excluded from decision-making in both the economic and financial spheres of influence. Since women are largely not in positions of power in these sectors, this has the effect of not fostering a culture which recognises the gender constraints and respects the needs of women. <p>Women are likely to need start-up capital which for commercial institutions are high risk and therefore not supported by gender neutral institutions insensitive to the gender constraints faced by women and there is also very little attempt made to explore alternative risk management strategies better suited to the asset limitations of women.</p>
Attitudes towards women	Male decision-makers often consider the realities of women's lives as adverse and use the multiple roles women play as a justification for declining business credit. In a situation of scarce resources, investors will often go with what they know i.e. men.
Lack of information and exposure to business and finance environments	Women are often not aware of the financial or non-financial support available to them to enhance their business aspirations.
Business maturity	Whilst men and women face difficulties when setting up business, women face additional difficulties such as access to finance. The playing field tends to level out when women's business reach maturity and are able to provide sufficient evidence to reduce the perception of risk associated with gender.
Finance institutions policies	A lack of collateral means that the primary source of funding for resource poor women is high interest bearing and low value micro finance. <p>Banks are mostly not aware that women face gender specific constraints when seeking finance and may adopt a gender neutral position, assuming that this puts women on an equal footing.</p> <p>Women often want to borrow smaller amounts and this may be outside of the minimum loan policies of a bank.</p>

### Trade and entrepreneurship

Namibia's trade policy practices are informed by the National Constitution, Vision 2030, National Development Plan (NDP) 3 and membership of regional and multilateral organisations, chiefly World Trade Organisation, SADC and Southern Africa Customs Union. There is no written document specifically outlining Trade Policy for Namibia.

The Business Support Services Programme (BSSP) developed by the Ministry of Trade and Industry (MTI) is a comprehensive package of business support to assist entrepreneurs in conducting feasibility studies, develop business plans, enhance business skills through hands-on training including business monitoring and mentoring. Under Vision 2030, the SMEs are targeted to contribute over 30% to the national GDP.

The programme's core objectives are: To provide dedicated support to entrepreneurs who run SMEs and ensure that they access financing; training for the

entrepreneurs, followed by mentoring sessions and assistance in providing SME certification for Tender Purpose recognition among several initiatives.

A Directorate of International Trade has an Export Marketing Assistance Programme for Manufacturers (EMAP), whose purpose is to assist exporters of Namibian manufactured products in respect of activities geared towards the development of new export markets. Assistance under the EMAP will be applicable to the following main activities:

- 1) The primary export market research and
- 2) The participation in trade fairs and exhibitions.

None of the specified requirements, criteria for assessment and procedures for assistance has any gender specific provisions. This is in spite of the view that anecdotal evidence suggests that more women than men are targeted and benefit from the work of the directorate; but the work of the directorate is not deliberately pro-women.<sup>20</sup>

<sup>10</sup> Xoagus-Eises, Sarry / Brown, Emily/ Makaya, Mukayi. (2012). SADC Gender Protocol 2012 Barometer Namibia. Johannesburg, South Africa: Southern African Gender Protocol Alliance. At page 47.

**Table 4.5: How trade affects gender and gender affects trade**

Trade effects on gender equality	Gender inequalities effects on trade
Impacts on prices of goods and services (largely used by women)	Inequalities impact on trade outcomes e.g low wages for women that artificially increase competitiveness based on low labour costs and entrench inequality.
Effect on household activities and income (wages and earnings)	Existent structural inequalities such as land ownership may persist if trade benefits from these.
Revenue implications of trade liberalisation - increased revenues not necessarily redistributed to include women and other marginalised groups	Gender inequalities intersect with other inequalities for example ethnicity and class and these are deepened because of favourable environment for trade.

Source: UNCTAD Report: *Trade Policy and Gender Inequalities: A Country-Based Analysis*, 2012.

### Da Ilina, a different butchery

Helena's business is called Da Ilina, a successful butchery. Although butcheries are a common trend she attempted to set herself apart from her competition

Operating from her home, Helena sources local animals and sells raw meat cuts, mince and sausage to her community. Minimal outsourcing allowed her to be primarily independent and allows for greater control over how the business is run.

Through personal knowledge and observation of both her community and competition, Helena identified a gap in the market. She noticed that her current competition often falls short in supplying the entire market, leaving lots of customers looking elsewhere. This was how she realised a need in her community and decided to fill it.

Which type of meat she offers is based on availability. She has found a market for beef, sheep, goat and donkey, through informal surveys and current customer requests.

Da Ilina's butchery takes advantage of the lack of competition by pricing products slightly more expensive than her competition. This guarantees expenses coverage and a higher profit margin. By sourcing local animals from both private sellers as well as farms Helena manages to keep her costs down and supports her community at the same time. However without a consistent supply of all types of meats she cannot reliably supply her customers. Helena is currently looking in different sourcing options and plans to approach local

farms for a more permanent supply of meats. Currently without a delivery vehicle Da Ilina makes use of either Helena's husband's car or a taxi to make deliveries. This expense does often cut into turnover and has been recognised as a room for improvement by Helena. However customers primarily make purchases from the business itself.

Helena's start-up capital of N\$ 10.000 was made up of both savings and borrowed money. With it she purchased the first months' supply of raw meat, as well as invested in freezers and a mincer with a sausage maker attachment. These two pieces of equipment allow her to provide a variety of options to her customers and raises the chance of her being able to meet all their needs.

Currently records are kept daily of both cash flow and stock.

The biggest challenge Da Ilina currently faces is the lack of equipment. Helena does not own an electric saw. This results in her outsourcing the meat cutting part of the process to her niece because she does pay her niece for the job, it does cut into her profit margin. Helena's immediate next steps are to buy an electric saw allowing her to stop outsourcing work she could be doing herself. One day she hopes to move her business out of her house and into town.

Helena has a firm grasp of the financial side of her business. She plans in the future, has ideas and knows what she needs to do to make her business even better.

### Informal trade

The 2001 Informal Economy Survey counted 85.302 informal economy operators, out of which 40.408 were males and 44.894 were females. The results also show that 56.6% of the households are solely depended on income from the informal enterprise activities.

Here are some of the important features of the Namibian informal economy:

- Most enterprises started their activities with own saving (59.1%).
- A substantial number of informal activities are operated from within the operator's homes (26.5%).



- Most of the informal economy operators do not have employees.



Women trading in Windhoek, 2013.

Photo: Gender Links

Creating an enabling financial environment is considered critical for the successful development and growth of small enterprises in Namibia. In pursuing these goals, the Ministry of Trade and Industry recently helped establish the Small Business Credit Guarantee Trust, to assist small entrepreneurs countrywide in accessing commercial loans from financial institutions.

The Trust has signed memoranda of agreement with five commercial banks and the Namibia Development Corporation (NDC). Under these agreements, the participating institutions undertake to grant loans to small business entrepreneurs, while the Trust undertakes to guarantee up to 80% of the principal loan amount.

A study conducted by the UNDP in 2002 identified six categories of institutions that are engaged in the provision of microfinance. These are 1) banking institutions regulated by the central bank; 2) non-bank financial institutions regulated by NAMFISA; 3) public financial corporations, registered under special acts; 4) savings and credit cooperatives regulated by the Ministry of Agriculture Water and Rural Development; 5) non-governmental organizations (NGOs) and 6) informal institutions that are not regulated.

The majority of their clients (61%) were located in urban areas, while 39% were from rural areas. From the gender perspective, women clients constituted 44% but accounted for only 36% of the total loan portfolio, while male clients constituted 56% and accounted for 64% of the total loan portfolio.

As far as collateral is concerned, 26% of the institutions indicated that they did not need any security, 15% required ATM cards, while 14% needed savings and property. Interest charged was on average 19% monthly, with the lowest at 2% and the highest at 35% monthly.

A survey in 2002 examined 125 Micro Financial Institutions (MFI) of all categories. Women constituted 44% of MFI clients but accounted for only 36% of loan portfolio, suggesting that their loans were smaller. MFI loans were used for trade and commerce, services (12% and 12.7%), followed by manufacturing (7.4%). Other activities included loans for consumption and education. Most loans were offered for three months only while 10% were long term.<sup>11</sup>

The Ministry of Trade and Industry and the MGEWC have programmes in place to encourage small and medium enterprises run by women. In 2008 women ran a total of 38% of SMEs.<sup>12</sup>

The MGEWC has supported 873 income-generating projects since 2000. Women own a total of 90% of these projects. The total number of small businesses owned by women in Namibia is not known as many operate informally and are not registered.



Female workers selling car spare parts in Windhoek. Photo: Gender Links

The Government also encourages the private sector, particularly financial institutions, to provide financial assistance to women.

<sup>11</sup> Geisler, Gisela. (2006). Republic of Namibia: Country gender profile. na: Human Development Department (OSHD)/ African Development Bank. At page 16.

<sup>12</sup> National Planning Commission. (2008). Third national development plan 2007/2008-2011/12. Volume I. Windhoek, Namibia: Government of the Republic of Namibia. At page 259.

Figure 4.6: Decent work strategies for the informal economy

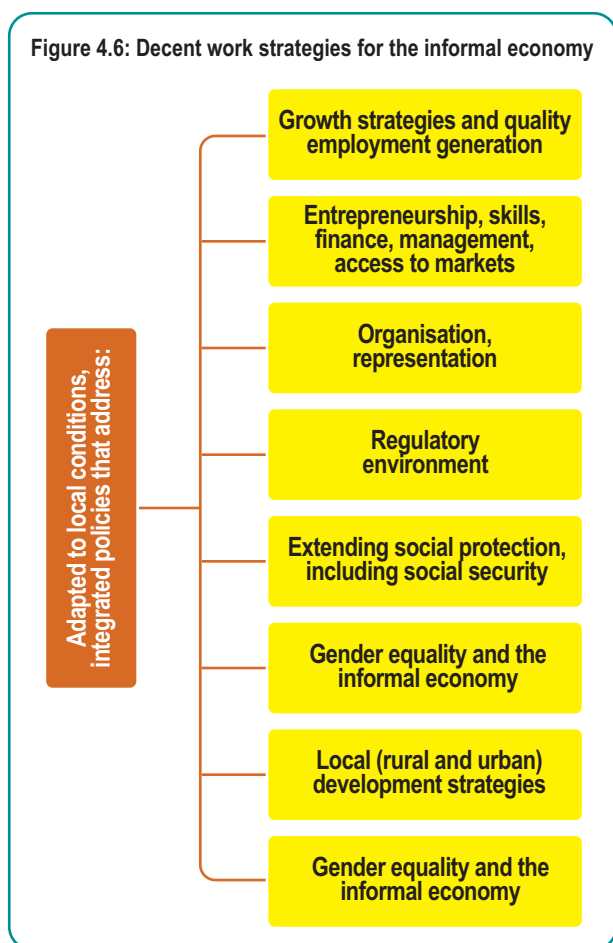


Figure 4.6 shows the decent work strategies to ensure that informal economy moves towards formal economy.

### Procurement

The Tender Board has 11 (30%) women and 26 (70%) men. Members are nominated and appointed from different ministries at the level of Permanent Secretary and directors. There are two members from civil society and the private sector on the Tender Board. The Act that is not explicit about gender is under review and this provides an opportunity to engender the legislative framework. There is no specific information on the proportion of women who run SMEs who have benefited from the tenders.

The Secretary to the Tender Board in an interview, Welma Enssle, noted that women only tender for industries traditionally considered as female dominated, such as textiles, cleaning services, catering, and of late brick laying and construction. Although there are no figures to show the number of women who tendered, the majority are SMEs. Certain measures have been put in place such as (a) the application of the provision of the Affirmative Action Act (b) a certificate of good standing from the Receiver of revenue and (c) recognition of SMEs status.

The Act is silent on affirmative action measures to facilitate women's equal access to economic opportunities. There are no gender specific targets in the public procurement policies.<sup>13</sup>

## Property and resources



*The SADC Protocol provides that by 2015 state parties shall review all policies and laws that determine access to, control of, and benefit from, productive resources by women.*

Even though the legal status of women has changed substantially since independence, their social status remains relatively unchanged in many areas. Women do not enjoy equal access to resources; few participate in decision-making bodies and often do not have the right to make their own decisions, especially in family settings.

### Gender and land ownership

Approximately 41% of Namibia's land area consists of communal tenure farms that operate by family units on land to which they have user rights but no title deeds. A further 44% of the total land area is made up of commercial farms that operate by individuals who hold title deeds to the land.<sup>14</sup>

<sup>13</sup> Xoagus-Eises, Sarry / Brown, Emily/ Makaya, Mukayi. (2012). SADC Gender Protocol 2012 Barometer Namibia. Johannesburg, South Africa: Southern African Gender Protocol Alliance. At page 49.

<sup>14</sup> Sherbourne, Robin. (2009). Guide to the Namibian Economy 2009. Windhoek, Namibia: Institute for Public Policy Research.

In terms of schedule 5 (1) of the Constitution communal land is vested in the Government of the Republic of Namibia. The Government undertakes to administer this land in trust for the benefit of traditional communities residing on such land and for the purpose of promoting the economic and social development of the Namibian people.

The Ministry of Land, Resettlement and Rehabilitation (MLRR) was established to be the lawful custodian of land and tasked to redress the past imbalances pertaining to the distribution thereof. The policy states that it is government's policy to help Namibians to have access to land with secure tenure. The Government through the Ministry of Lands, Resettlement and Rehabilitation, has set up an order of priority of beneficiaries in its Resettlement Programme. In this programme the main target groups are members of the San community, ex-soldiers, returnees, displaced persons, people with disabilities and people from overcrowded communal land.

The Agricultural (Commercial) Land Reform Act 6 of 1995, provides the legislative basis for the acquisition and distribution of land in the commercial farming area. Likewise, the Communal land Reform Act provides for guidelines and regulations for acquiring and distribution of land in the Communal areas. Some gender responsive provisions included are:

- The lease agreement will include both men and women.
- If the couple is unmarried, and the partner dies, the common law wife owns land. The co-habitation laws used to be seven years, civil society lobbied to reduce it.
- In accordance with Article 95 (a) of the Namibian Constitution, women will be accorded the same status as men with regard to all forms of land rights, either as individuals or as members of family land ownership trust.

Every widow (or widower) will be entitled to maintain the land rights she (or he) enjoyed during the spouse's lifetime. In practical terms this means that:

- Women will be entitled to receive land allocations and to bequeath and inherit land;
- Government will actively promote the reform of civil society and customary law which impede women's ability to exercise rights over land;
- Policy will promote practices and systems that take into account women's domestic, productive and community roles, especially in regard to housing and urban development, agricultural development and natural resource management.



Clean up campaign in Rehoboth.

Photo: Gender Links

**Communal Land:** The Ministry of Lands and Resettlement has embarked on training measures to raise awareness and build capacity of Land Board members, Regional Resettlement Committees and staff members on gender issues.

***National conference on women's land and property rights:***

The Ministry of Gender Equality and Child Welfare held a national conference on women's land and property rights in 2005. The conference covered five broad themes: Legal issues; Traditional institutions; HIV and AIDS; Namibian experiences; and regional experiences. Conference recommendations included the need for increased training, legal and policy reforms, the establishment of local institutions and mechanisms to protect and strengthen women's rights, and the need for specific support for orphans and vulnerable children.<sup>15</sup>

***Rural Poverty Reduction Programme:***

The Ministry of Lands and Resettlement and the National Planning Commission held three workshops in 2007/2008 for members of communal land boards, regional resettlement committees and Ministerial staff. Approximately half of the 104 attendees (53) were female.<sup>16</sup>

***Projects run by the Ministry of Agriculture, Water and Forestry:***

The Ministry of Agriculture, Water and Forestry has also embarked on various projects and activities aimed at improving extension capacity and outreach to men and women farming on communal land. Services are aimed at assisting farmers to better organise themselves and to improve farming technologies and practices through self-help groups.<sup>17</sup> During the period under review various projects on agronomy, livestock and auctions were also conducted. There was

<sup>15</sup> Fitchat, Sandie. (2005). Report on the proceedings of the National Conference on Women's Land and Property Rights and Livelihood in Namibia, with a special focus on HIV/AIDS. Windhoek, Namibia: United Nations Food and Agriculture Organisation. At pages 11-13 and 57-60.

<sup>16</sup> Ministry of Lands and Resettlement. (2008). Annual report 2007/2008. Windhoek, Namibia: Ministry of Lands and Resettlement. At page 17.

<sup>17</sup> LAC. (2005). Our Land We Farm: An analysis of the Namibian Commercial Agricultural Land Reform Process. Windhoek, Namibia: LAC. At page 32.



significant participation of women in these traditionally male-dominated projects even though men continued to predominate. Women were encouraged to penetrate some of these male dominated projects so as to acquire the technical skills.

The **Food/Cash for Work Programme** aims to create temporary employment in rural infrastructure development initiatives for the unemployed adult able-bodied people who are severely affected by drought. Between 2001- 2006, 752 projects were supported under the programme, including projects such as feeder road establishment and rehabilitation, construction of auction kraals, fencing, water pipeline digging and pipes installation, construction of kindergartens, construction of community halls, construction of VIP toilets and earth dam digging. A total of 26.308 people benefitted from the scheme (13.045 males and 13.263 females).<sup>18</sup>

**Upgrade of facilities:** The Government upgraded three rural development centres at Ongwediva, Okashana and Ben-Hur in 2005. The centres are now more responsive to the needs of rural farmers, especially women.<sup>19</sup>



Women selling their wares at a nearby council offices in Okahandja.  
Photo: Laurentia Golley

**Loans:** The Government provides financial assistance to co-operatives through partnerships with the Agricultural Bank of Namibia Loan Guarantee Fund, Bank Windhoek Loan Guarantee Fund and the Rural Micro Finance Task team.<sup>20</sup> The Government has made great strides to channel funds to the rural areas for development purposes, through equity participation in Agribank.<sup>21</sup> Recent statistics received from Agribank (2004/ 2005) point out that women access 28.3% of Affirmative Action Loans.<sup>22</sup>

The Ministry of Gender Equality and Child Welfare runs an income-generating activity programme which aims to alleviate poverty by strengthening the earning capacity of poor communities. The programme provides communities with small, non-repayable financial grants and exposes them to technical and entrepreneurial skills. The Ministry annually assesses the businesses initiatives of the community.<sup>23</sup> Since 2002 the scheme has benefited 6208 women. The Ministry also facilitates women's participation in Trade Fairs through financial support and transportation.<sup>24</sup> The Government has conducted gender sensitisation workshops in all 13 regions of Namibia.

## Challenges

The Ministry of Land and Resettlement does keep gender-disaggregated data of the beneficiaries of its resettlement programme, per region.

In 2008 the LAC published a report on the operation of the Communal Land Reform Act. The report stated that whilst the customary land rights of widows appear to be more secure now than at independence, widows continue to be vulnerable to property grabbing in respect of moveable property. Another problem is that many people are unaware of their rights under the Act.

The report recommends that there should be more clarity on gender equality in land policy and legislation, that officials in the Ministry of Lands and Resettlement should receive training on gender issues, and that the principle of gender equality should be better integrated at all levels.<sup>25</sup>

<sup>18</sup> Ministry of Agriculture, Water and Forestry. (2010). Projects and Progress for the Directorate of Rural Development Co-ordination. In: MGECW. (2010). National Country Report 2005-2009 on the implementation of the Beijing Platform for Action +15. Windhoek, Namibia: na. At page 15.

<sup>19</sup> Ministry of Agriculture, Water and Forestry. (2009). Projects, achievement and progress for the Directorate of Rural Development. na: na. At page 4.

<sup>20</sup> Ministry of Agriculture, Water and Forestry Annual Report 2005-2006.

<sup>21</sup> Ministry of Finance. (2007). Namibia Budget in Brief MTEF 2007/8-2009/10. na: na. At page 2. Available at: <www.mof.na/Budget%20Documents/2007-08/2007-08%20Budget%20Brief.pdf> Last accessed 14 February 2010.

<sup>22</sup> Interview, Mr. Mwazi, Agribank 2008.

<sup>23</sup> Ministry of Gender Equality and Child Welfare pamphlet on income generating activities.

<sup>24</sup> National Council/ National Assembly and Political Parties, 2009 as reported in Ministry of Gender Equality and Child Welfare. (2010). National Country Report 2005-2009 on the implementation of the Beijing Platform for Action +15. Windhoek, Namibia: na. At page 39.

<sup>25</sup> National Planning Commission. (2008). Third national development plan 2007/2008-2011/12. Volume I. Windhoek, Namibia: Government of the Republic of Namibia. At page 259. AND MGECW. (2005). Report on the Proceedings of the National Conference on Women's Land and Property Rights and Livelihood in Namibia. With a special focus on HIV/AIDS. Windhoek, Namibia: MGECW. At pages 11 - 13 and 57 - 60. AND Ministry of Lands and Resettlement. (2008) Annual report 2007/2008. Windhoek, Namibia: Ministry of Lands and Resettlement. At page 17.



## Employment



*The Protocol provides that by 2015, state parties shall review, amend and enact laws and policies that ensure women and men have equal access to wage employment in all sectors of the economy. It also provides for equal pay for equal work; eradication of occupational segregation; maternity and paternity benefits.*

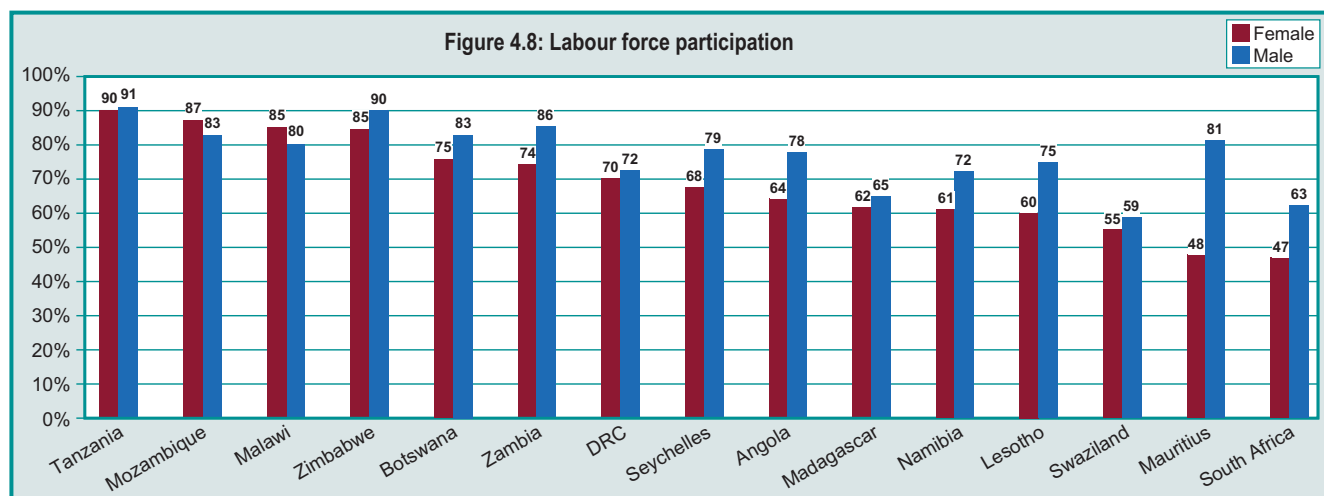
The Preamble of the Labour Act 11 of 2007 and the Affirmative Action (Employment) Act 29 of 1998 commit to advance individuals who have been disadvantaged by past discriminatory laws and practices, and to regulate the conditions of employment of all employees in Namibia without discrimination on grounds of sex, race, colour, ethnic origin, religion, creed, or social or economic status, in particular ensuring equality of opportunity and terms of employment, maternity leave and job security for women.

### Employment, unemployment and labour force participation

There are two different definitions concerning unemployment:

- 1) Unemployed in the strict sense are all persons that live within the economical active population or working age group who are without work, who are available for work and who are actively seeking work.
- 2) Unemployed in the broad sense are all persons that live within the economical active population or working age group who are without work and who are available for work, irrespective of whether or not they are actively seeking work.

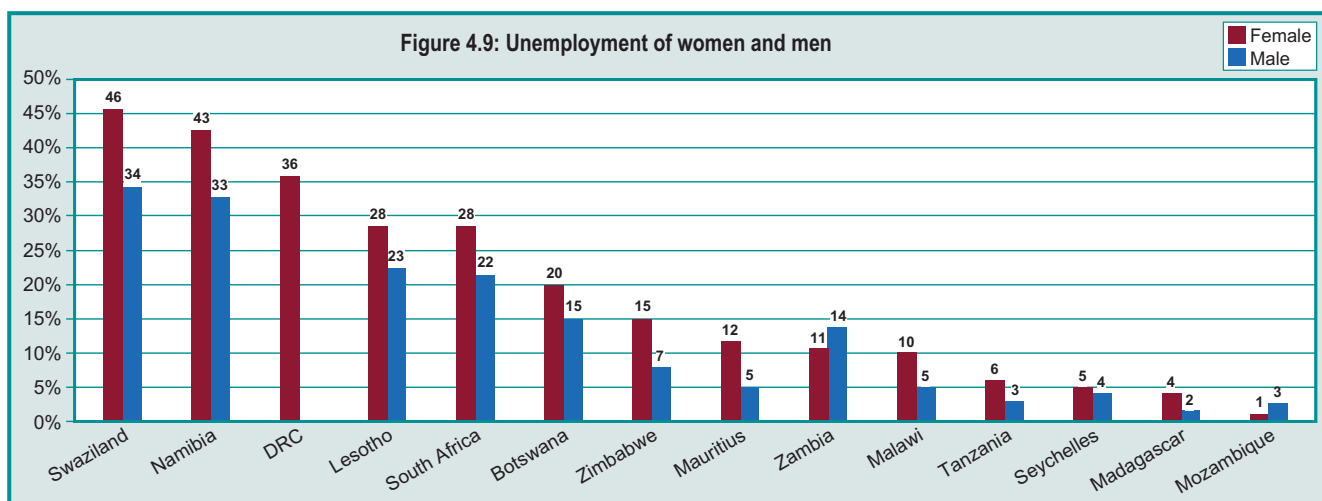
In the year 2012 the total population of Namibia is 2.085.927. Out of those 1.084.845 are female, 1.001.082 are male. Out of all Namibians 1.315.662 people are in working age that means over the age of 15.<sup>26</sup>



Source: 2014 SADC Gender Protocol Barometer.

Labour-force participation for women continue to lag behind that of men, at 61% and 72% respectively.

<sup>26</sup> Namibia Statistics Agency. (2013). Namibia Labour Force Survey 2012 Report. Windhoek, Namibia: Namibia Statistics Agency. At page viii.



Source: 2014 SADC Gender Protocol Barometer.

Namibia has the second highest unemployment rate out of all the SADC countries. With 43% women being unemployed, 10% more women than men are without any work.

**Table 4.5: Employment levels of women and men across key industries**

	No of women	No of men	Total	% women	% men
Agriculture, forestry and fishing	35	648.015			
	Fishing (2.699)	Fishing (4.801)			
Mining and quarrying	1.091	6.971	8.062	14%	68%
Manufacturing	3.642	3.408	7.050	52%	48%
Electricity, gas, steam and air conditioning supply					
Water supply; sewerage waste management and remediation activities	1.306	3.093	4.399	30%	70%
Construction	440	4.435	4.875	9%	81%
Transportation and storage	408	3.062	3.470	12%	88%
Financial and insurance activities	4.617	3.411	8.028	58%	42%
Administrative and support service activities					
Public administration and defence; compulsory social security	23.371	16.322	39.693	59%	41%
Other service activities (Services sector)	10.037	13.386	23.423	43%	57%
Tourism & hospitality sector	1.765	2.157	3.922	45%	55%
Private sector, Legal and related services sector	1.031	5.431	6.462	16%	84%

Source: ILO. <http://www.ilo.org/public/english/employment/strat/kilm>; accessed 27 May 2009. LAC (2003).

There are measures being taken to ensure that occupational segregation and all forms of employment discrimination are eliminated. There is an Affirmative Action (Employment) Act, which clearly states that the three designated groups will refer to racially disadvantaged persons, women, and persons with disabilities. The Act has a section on preferential treatment of designated groups regarding employment, for instance.

The Affirmative Action (Employment) Amendment Act, provides additional powers to the Employment Equity Commission; the delegation of powers to certain persons; the appointment of more than one review officer for a report; the continued submissions of affirmative action plans; and to provide for matters incidental thereto.

Maternity leave is provided for and Social Security Commission will pay 100% of her normal pay for the maternity leave period. The only gap is paternity leave. A clause in the Labour Act, while difficult to define, condones sexual harassment.

## Economic Justice for All

In aim to achieve economic justice for all, the Otavi Town Council has encouraged the development of businesses by identified women survivors of GBV. These activities have been the key in enabling these women to become independent, self-reliant and empowered.

The Otavi initiative for economic justice for all relates to the SADC protocol in that it addresses the protocol's call for gender sensitive programming and budgeting, and ensuring that women and men have equal access to economic development opportunities. It does so by ensuring that there are economic empowerment opportunities for the women and men of Otavi. It works to ensure that survivors of GBV obtain justice in a respectful manner, which is outlined in the protocol as well.

There is a great need for economic empowerment for survivors of GBV because often those women who want to leave the situation of violence are unable to, due to economic dependence. In some cases of GBV, the husbands or boyfriends abandon the women, and often leave them to support children and other dependents on their own.

Survivors of GBV in the Otavi locality have been identified to receive benefits under an Economic Justice for All initiative run by the council. In order to assist these individuals the Council renovated two buildings to provide spaces where the women could house their businesses. They were also provided with the licenses necessary for conducting business. Today, the women are successful business owners.

The Economic Justice for All initiative of the Otavi council aimed to achieve the following:

- Enable GBV survivors to obtain economic justice through education and training.
- Achieve basic human rights in terms of economic life.
- Enable women survivors of GBV to individually have a right to private property.

The beneficiaries of the project were the identified thirty women survivors of GBV.

The Otavi council identified thirty survivors of GBV to undergo training and receive benefits under the economic justice for all initiative. The training gave practical skills to the women on how to make their products. It also trained women on how to manage the finances of their businesses. Women were trained in understanding how to market and sell their products as well as develop a strategic business plan.

The Otavi council assisted in distributing licenses to the women so that they could become proper business owners. The Council also allocated and took on reconstructing two buildings where the women's businesses could be based. Thirty trained women to run and own their own businesses.

Through this initiative one of the major outcomes has been greater women's empowerment. The trainings have enabled the survivors to achieve economic justice and become self-reliant allowing them to live independent lives.

It has also resulted in greater economic development and sustainability at the local community by developing the town's capacity for small business owners.

The major challenge to the initiative was that in some cases women becoming business owners and gaining economic independence contributed to cases of domestic violence as opposed to ameliorating the situation. This was due largely to traditional gender roles, where the man sees himself as the breadwinner causing women in the workforce to threaten their notion of masculine norms.

Enough resources to fund the project's efforts and accommodate more women also proved to be challenging.

The town council has learned that when women are empowered more families are empowered as well creating greater economic stability for future generations.

It was also identified that an increase in budget is necessary in order to cater to more women. The council has plans to increase the budget for gender mainstreaming activities in the next fiscal year.

In order to make the project sustainable the Otavi council has visited its partners in Otjiwarongo to learn from lessons they have learned and sharing best practices.

The project's efforts are also sustainable due to the involvement of local banks that assist the women in ensuring that their businesses are financially secure and generating a sustainable income.

*Source: SADC Gender Protocol@work case study 2014*



## Economic justice and the post 2015 agenda



With 2015 around the corner, it is evident that SADC will not achieve most of the economic targets set by the SGP. Women continue to be under-represented as decision makers in the economy. They continue to be bound by traditional norms and values which undermine the accumulation of assets, still largely work in middle management and are disproportionately represented in micro-enterprise.

The majority of women only have access to microfinance. Women need access to the full spectrum of financial services, especially for business. There is a need to recognise the limitations of micro-finance and the need for greater access to finance for women in business. The high levels of GBV and HIV among women in Namibia exacerbates their economic vulnerability.

More effort needs to go into promoting women's employment and entrepreneurship options beyond the current levels of participation in male dominated work and business. Women need to be able to grow beyond the current confines of financial access.

### Current status of targets

Eight of the 28 targets of the SGP cover economic justice. These range from economic decision-making, to gender responsive budgeting, the multiple roles of women, trade and entrepreneurship, procurement, productive resources and employment. The SGDI relies on five economic indicators for which data is available across all SADC countries - economic decision-making, labour force participation, unemployment, share of non-agricultural wage employment, and maternity leave. These have limitations. For example, the majority of women are not in non-agricultural wage employment.

The measures do not touch on access to productive resources such as land and finance: the core strategic issues in this sector. The current targets of the SGP proposes expanding the initial eight targets to 28 targets in six sectors: economic decision-making; gender responsive budgeting; procurement; access to entrepreneurship and trade opportunities and employment. Presently the SGP has no official indicators, other than those in the SADC Gender and Development Index (SGDI) devised by the Alliance.

**Table 4.6 Proposed targets and indicators for economic justice**

Area of concern	Proposed post 2015	Proposed post 2015
<b>Economic decision making</b>	1. By 2030, ensure equal participation by women and men in policy formulation and implementation of economic policies in both the public and private sectors.	1. Percentage of women CEOs and Boards of Directors in the private sector 2. Percentage of women in leadership positions in economic decision making (ministers and deputy ministers of finance; economic planning; central banks).
<b>Gender responsive budgeting</b>	2. Ensure gender-responsive budgeting at the micro and macro levels including through the availability of sex disaggregated data, tracking, monitoring and evaluation.	3. Extent to which gender priorities are reflected in national budgets.
<b>Procurement</b>	3. 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.	4. Percentage of women awarded tenders at local, regional and national levels.
<b>Access to entrepreneurship and trade opportunities</b>	4. 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.	5. Proportion of women-owned enterprises in the small, medium and large scale business sectors. 6. Measures taken to facilitate cross border trade. 7. Proportion of women on trade missions.
<b>Productive resources</b>	5. Ensure that by 2030 women and men can equally access basic services, own immovable	8. Equal percentage of women who hold a bank account with a financial institution. <sup>27</sup>

<sup>27</sup> Women's economic Opportunity, SIGI.



Area of concern	Proposed post 2015	Proposed post 2015
	property, access appropriate financial services and entrepreneurship training programmes to promote the growth of women owned businesses in the region.	9. Proportion of population with access to institutional credit, by sex. <sup>28</sup>
		10. Equal ownership of property by men and women and data disaggregated by sex. <sup>29</sup>
	6. Ensure women's equal access to, control and ownership of assets and natural and other productive resources.	11. Proportion of resources allocated to agriculture going to small scale farmers disaggregated by sex. <sup>30</sup>
		12. Equal percentage of men and women accessing and owning land. <sup>31</sup>
	7. Ensure the equal access of men and women to enterprise funding opportunities at all levels of business activity by 2030.	13. Percentage of women graduating in the Accounting, Economics and Commerce fields.
<b>Employment</b>		14. Percentage of women owned businesses by sector and size.
	8. Ensure that by 2030, women, including those from indigenous groups benefit equally from extractive resources.	15. Percentage of women in mining leadership.
	9. By 2030, review, amend and enact laws and policies that ensure women and men have equal access to wage employment in all sectors of the economy.	16. Existence and enforcement of equal employment opportunity law. <sup>32</sup>
		17. Length of paternity leave.
		18. Maternity leave benefits (% of wages paid).
		19. Female share of non-agricultural paid labour. <sup>33</sup>
		20. Percentage of women who say they can decide how to spend their income. <sup>34</sup>
	10. Ensure women's equal access to full and productive employment and decent work, and equal pay for work of equal value.	21. Level of gender pay gap. <sup>35</sup>
		22. Percentage of women graduates absorbed into the labour market.
		23. Enforcement of the 'Decent work' agenda.
	11. Conduct time use studies and adopt policy measures to ease the burden of the multiple roles played by women including care work and child rearing responsibilities by 2030.	24. Proportion of the population in vulnerable employment, by sex. <sup>36</sup>
		25. Average weekly number of hours spent on unpaid care work, by sex. <sup>37</sup>
	12. Ensure equal access to ownership of housing and land including protecting all women, including widows from discriminatory immovable property practices by 2030.	26. Percentage of women owning their own houses.
	13. Review, amend and enact laws and policies that ensure women and men have equal access to wage employment in the ICT sectors of the economy by 2030.	27. Percentage people with access to technology by sex. <sup>38</sup>
	14. Ensure that women have equal access to internet and ICT infrastructure by 2030.	28. Percentage of people with access to affordable mobile technology and internet access by sex. <sup>39</sup>

Source: Gender Links and Southern African Gender Protocol Alliance, 2014

<sup>28</sup> World bank Gender statistics Database, Women's economic Opportunity, SIGI.

<sup>29</sup> World development indicators, Women's economic Opportunity, SIGI.

<sup>30</sup> World development indicators, Women's economic Opportunity, SIGI.

<sup>31</sup> World development indicators, Women's economic Opportunity, SIGI.

<sup>32</sup> World bank Gender statistics Database, Women's economic Opportunity, SIGI.

<sup>33</sup> ILO, ILO, World development indicators.

<sup>34</sup> Women's economic Opportunity, SIGI.

<sup>35</sup> World bank Gender statistics Database, Women's economic Opportunity, SIGI.

<sup>36</sup> ILO, ILO, World development indicators.

<sup>37</sup> ILO, ILO, World development indicators.

<sup>38</sup> World development indicators.

<sup>39</sup> World development indicators, Demographic survey.

Table 4.6 summarises the 14 proposed targets, and 28 proposed indicators. A critical difference between these and the existing SGP is the inclusion of targets on the private sector. One of the biggest challenges in the region is the poor availability of gender disaggregated data for analysis and planning, especially in the private sector. Another key and ongoing concern is the poor representation of women in economic decision making which undermines the integration of gender mainstreaming at many levels such as central bank and relevant ministries policies, financial services, business support services and corporate participation in acknowledging and integrating gender as a priority. Very few women sit on boards of big companies and even fewer on the boards of financial institutions. Women leadership in parastatals is also low.

### Monitoring and evaluation tools

Baseline surveys on economic empowerment are important as the region moves forward with gender equality. Correlation of economic empowerment to gender attitudes, behaviours and change is essential moving forward. Although country specific methodologies can be applied for the monitoring, the results of such baselines and forward programmes for progress should be readily available and sex disaggregated.

### No sustainability without economic justice

The Alliance networks consultations revealed gaps in the current SGP and have pressed home demands for a reviewed protocol with accountability by the member states high on the agenda. The following are amongst some demands that need to be incorporated into the SGP post 2015:

- The gender barriers women face in starting and running business and accessing capital need to be addressed with urgency to promote the participation of women in micro, small and medium businesses within an enabling environment which addresses these issues.
- Women must have access to, control over and ownership of land and property in order to realise financial services beyond that which is currently available to the majority of women.

- Women who have experienced GBV need the tools to develop economic independence and the ability to support themselves and their children.
- Gender roles need to change and also free women from tasks such as the collection of water and wood, which renders them time poor and therefore less economically active.
- Places of work need to provide child care facilities and not discriminate against pregnant women in terms of job opportunities and protection.
- Laws and policies that impede equality between men and women need to be reviewed and changed.

### Creation of jobs through entrepreneurship

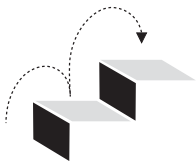
The post 2015 agenda presents an opportunity to improve economic justice through entrepreneurship by:

- Ensure equal participation by women and men in policy formulation and implementation of economic policies.
- 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.
- Reduction of requirements for financial assistance and access to appropriate levels and choices of finance for the growth of women's businesses
- 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.
- Review all policies and laws that determine access to, control of, and benefit from, productive resources by women.
- Enact and enforce legislation prohibiting all forms of GBV.



NEPAD delegates visit women in business at a Namibia market.

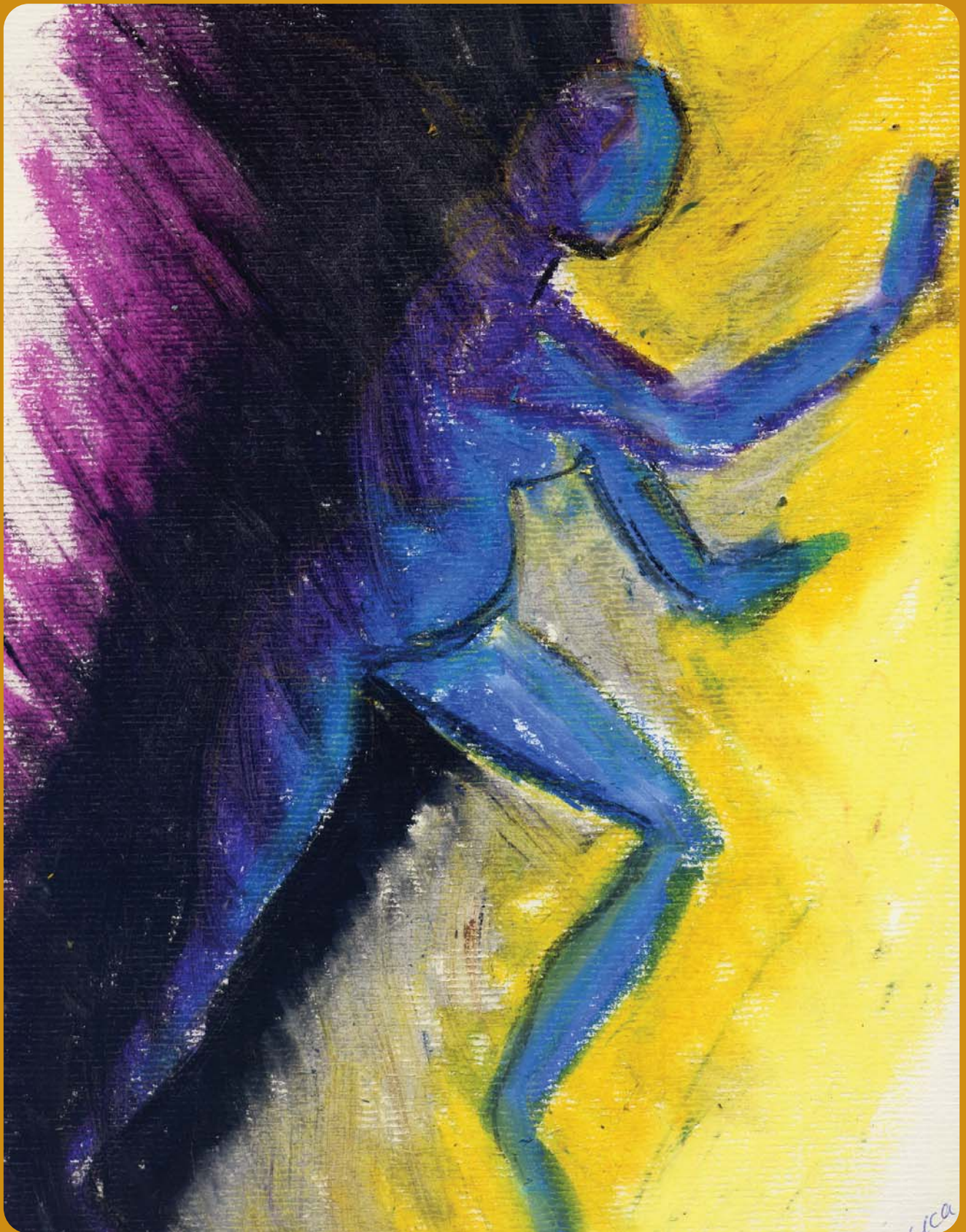
Photo: Laurentia Golley



## Next steps

- Namibia needs to adopt more gender-responsive budgeting as part of their costing, budgeting and resource allocation in all line ministries.
- Collection of time-use data for time spent on activities both in the household and the labour market.
- The Government needs to conduct more research and give more support to women who dominate the informal sector.
- Creation of an enabling financial environment, which is critical for the successful development and growth of small enterprises in Namibia.
- The Ministry of Lands and Resettlement has embarked on training measures to raise awareness and build capacity of Land Board members, Regional Resettlement Committees and staff members on gender issues.
- Adoption of measures to ensure that occupational segregation and all forms of employment discrimination are eliminated.
- Conducting of time use studies as baselines including unpaid care work by women.
- Move the discussion on women's inclusion in the economy beyond the micro-level.
- Involve local government in economic empowerment of women through local economic development programmes.
- Conduct and document results of analyses of growth in the informal sector. Most countries demonstrate growth of this sector accompanied by substantial earnings. These trends must be observed to garner support for this sector in which many women operate.
- Conduct and document women's contribution to national growth.





"Zarina"

Anushka Virahsawmy





# CHAPTER 5

## Gender Based Violence

### Articles 20-25



Gender violence awareness campaign have been spearheaded by the Government of Namibia and civil society.  
Photo: Gender Links

#### KEY POINTS

- Citizens scored their government an average of 77% (women) and 73% (men) of where the country needs to be by 2015 in terms of meeting the targets related to gender violence.
- Namibia has criminalised marital rape through the Combating of Rape Act in 2000.
- Namibia has a law on domestic violence and sexual assault as well as sexual harassment
- Namibia has accessible, affordable and specialised legal services, including legal aid, to survivors of GBV
- Namibia does not have a specific law on human trafficking.
- There is an urgent need to establish GBV baseline and strengthen integrated, costed planning frameworks for ending GBV.

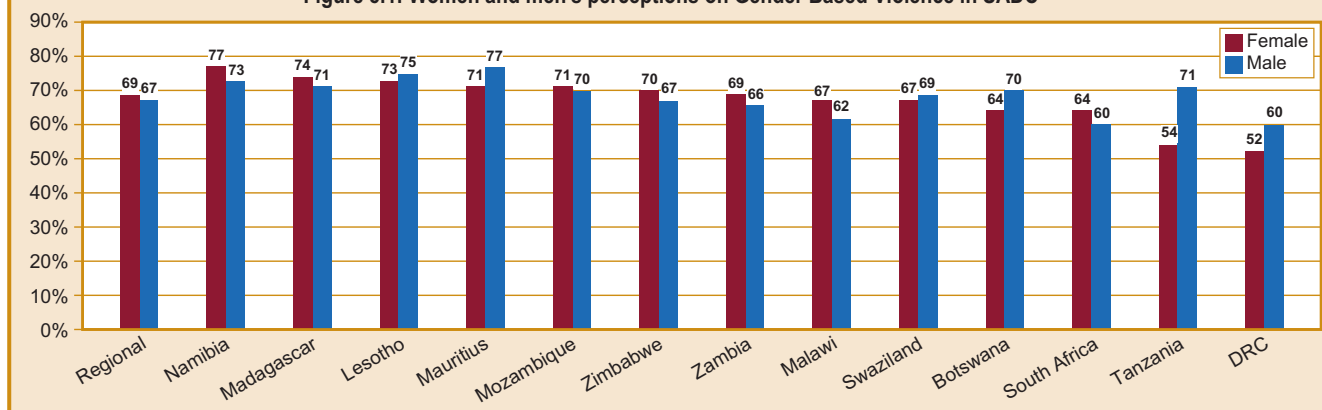
Table 5.1: SGDI and CSC scores for the gender based violence sector

	SGDI	CSC
Scores	N/A	76%
Ranks	N/A	1

Table 5.1 shows that, on average, citizens scored 76 % in terms of government's performance in addressing GBV in line with the SADC Gender Protocol targets. Women and men gave scores of 77 % and 73 % respectively.

Reliable and comprehensive quantitative data on GBV is difficult to obtain. Police statistics remain highly contested because of the underreporting of GBV and inadequate data collection tools. For this reason, there is no SADC Gender and Development Index (SGDI) score for GBV. The only measure in this sector is citizen perceptions, as measured through the Citizen Score Card (CSC).

Figure 5.1: Women and men's perceptions on Gender Based Violence in SADC



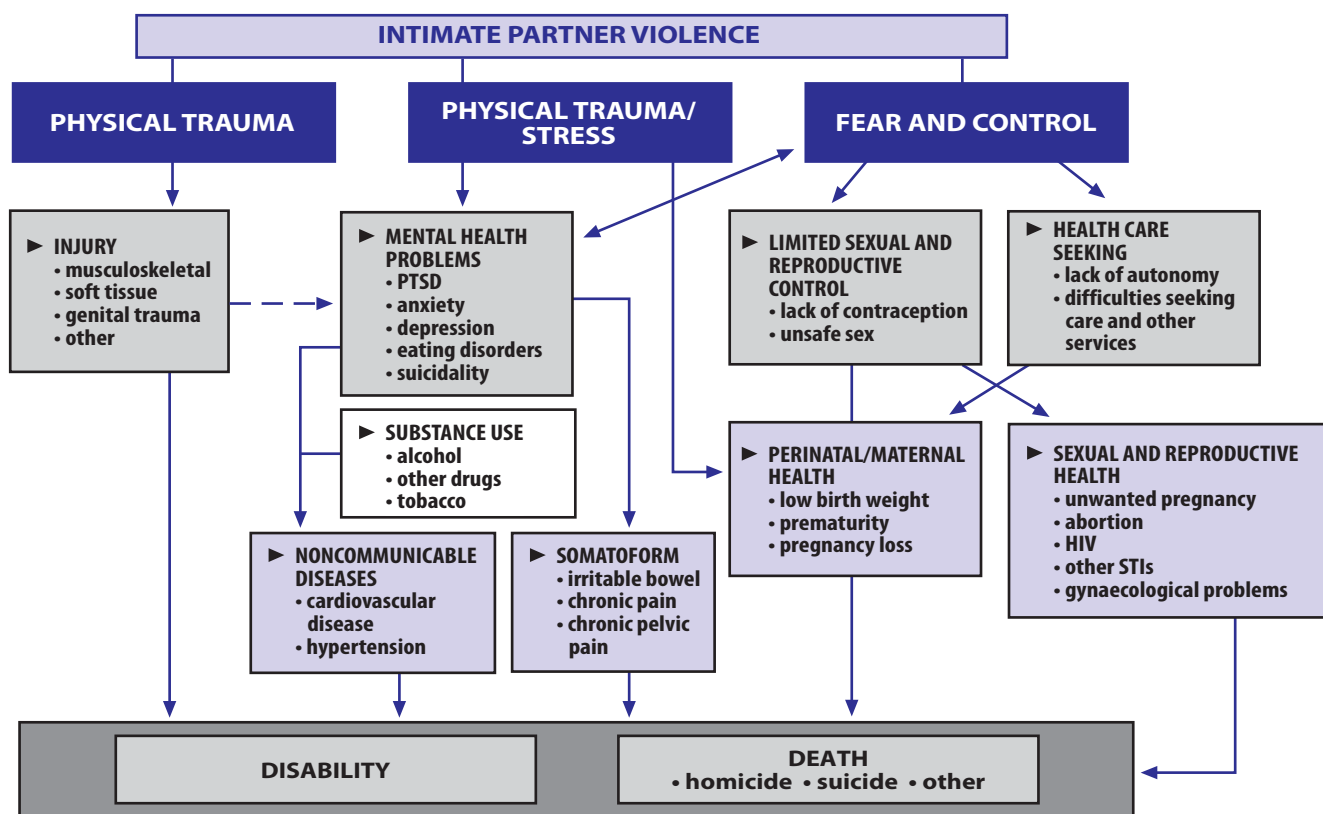
Source: Gender Links 2014.

Figure 5.1 shows that overall, female citizens scored government's performance at 77% while male citizens scored government's performance at 73%.

There is no SGDI score for GBV because reliable quantitative data that is comparable across all SADC

countries is difficult to obtain. Even police statistics are usually based only on rape and sexual assault figures, excluding other types of GBV, such as emotional and economic violence. They also do not include the impact that GBV has on the individual and the community.

Figure 5.2: Pathways and health effects on IPV



Source: WHO (2013) Global and regional estimates of violence against women: prevalence and health effects of intimate partner violence and non-partner sexual violence.

## Legal



*The Protocol requires that State Parties shall, by 2015, enact and enforce legislation prohibiting all forms of GBV. Linked to this is the obligation that all laws on GBV provide for the comprehensive testing, treatment and care of survivors of sexual offences which shall include emergency contraception, ready access to post exposure prophylaxis at all health facilities to reduce the risk of contracting HIV and preventing the onset of sexually transmitted infections.*

**Table 5.1: Key indicators**

Targets	What is in place?
<b>LEGISLATION</b>	
Laws on Domestic violence	Combating of Domestic Violence Act 4 of 2003
Laws on Sexual assault	Combating of Rape Act 8 of 1999
Comprehensive treatment, including PEP	Only in policy
Specific legislative provisions to prevent human trafficking	No specific legislative provisions to prevent human trafficking.
Sexual harassment	Labour Act 11 of 2007, partly addressed in the Combating of Domestic Violence Act 4 of 2003 and Combating of Rape Act 8 of 2000
<b>SERVICES</b>	
Accessible, affordable and specialised legal services, including legal aid, to survivors of GBV	Yes and Legal Resources Centre.
Specialised facilities including places of shelter and safety	Mainly NGOs; stretched
<b>COORDINATION , MONITORING AND EVALUATION</b>	
Integrated approaches: National Action Plans	Yes, National Action Plan to End Gender Violence
By 2015 construct a composite index for measuring gender based violence	No
By 2015 provide baseline data on gender based violence	No

Source: 2014 SADC Gender Protocol Barometer.

## National Day of Prayer against GBV 2014

On the 6th of March, the former President Hifikepunye Pohamba and the Cabinet called on all Namibians to be part of the National Day of Prayer against GBV. The event was held at the Sam Nujoma Stadium in Katutura, Windhoek. Everyone who attended the prayer sessions was requested to wear black and church bells rang in the country concurrently at 13h00 with observance of a minute of silence in memory of all women and girls who were a victim of GBV.

It was mandatory for all staff members to attend the prayer sessions, further all liquor outlets were closed and no alcohol sold. The President stated that the government has already resolved short, medium and



A woman in a GBV prayer session.

Photo: Gender Links

long term measures and actions to address the situation.

During the keynote the former President Hifikepunye Pohamba stated that measures must be implemented without delay. These include the amendment of the Criminal Procedure Act of 1977, to tighten the requirements for bail. Furthermore an amendment to the Correctional Service Act of 2012 is necessary, to deny parole to individuals who are accused and convicted of a gender related crime. Also the introduction of legislation to impose longer prison sentences to persons who are convicted and sentenced of an offence that is related to GBV.<sup>1</sup>

## Domestic violence

Between February 2012 and February 2013 there were about 542 cases of domestic violence reported to the Namibian Police countrywide. In all cases assault was involved with the intent to cause grievous bodily harm. Within the same timeframe the police recorded 30 cases of attempted murder and 24 cases of murder. The attempted murder cases as well as the murder cases were all related to domestic violence. The head of the public relations division of Namibian Police Force (NamPol), Deputy Commissioner Edwin Kanguatjivi, attributed the root cause in most of the domestic violence cases to alcohol and drug abuse. As a result those violent acts would not happen if society did not consume alcohol and drugs.<sup>2</sup>

## Sexual offences

The data suggests that the number of reported rapes and attempted rapes per year has more than doubled since independence, even though the population increased by only 39% during that time. However, reporting may have increased during this period as a result of positive factors such as the passage of the Combating of Rape Act in 2000, higher official sensitivity

to rape, increased awareness of the crime on the part of both police and members of the public, and the general empowerment of women.

In the year 2012, 1397 rape and attempted rape cases were recorded. 68% (945) out of those were adult females and 29% (409) were females under the age of 18. Out of the 1397 recorded cases, 16 were adult men and 27 boys under the age of 18.

To fully comprehend the situation regarding rape in Namibia it is important to know who commits rapes. Partners, acquaintances or family members committed most. About 12% of all rape cases were committed by a stranger. 11% of the cases examined involved multiple perpetrators. More than 99% of the perpetrators were male, 13% of those were young men under the age of 18.

Overall 16% of the perpetrators accused of rape or attempted rape are convicted. Approximately one-third of the cases request withdrawal because almost two-thirds of these cases, the rape perpetrator is the partner, a family member or acquaintances.<sup>3</sup>

<sup>1</sup> Nunuhe, Magreth. (2014). National Prayer Day. IN: New Era Newspaper. 6 March 2014. Available at: <<http://www.newera.com.na/2014/03/06/national-prayer-day/>> Last accessed: 8 November 2014. AND Mushaukwa, Aron. (2014). National Prayer day against violence on women. ON: News on one. Available at: <[https://www.youtube.com/watch?v=k72YQd\\_rAYI](https://www.youtube.com/watch?v=k72YQd_rAYI)> Last accessed: 8 November 2014.

<sup>2</sup> Kazondovi, Lorraine. (2013). Namibia: Domestic Violence Cases Alarming. In: New Era Newspaper. 26 June 2013. Available at: <<http://allafrica.com/stories/201306261037.html>> Last accessed 24 January 2014.

<sup>3</sup> LAC. (2006). Rape in Namibia. An assessment of the Operation of the Combating of Rape Act 8 of 2000. Windhoek, Namibia: LAC. At pages 5, 7, 8 and 181. Available at: <[www.lac.org.na/projects/grap/Pdf/rapefull.pdf](http://www.lac.org.na/projects/grap/Pdf/rapefull.pdf)> Last accessed 7 February 2011.



Given the familial relationship with perpetrators, women may be reluctant to press charges and see the cases through to conviction. It has to be reinforced by society that women need not feel guilt or be ashamed of reporting a family member or partner, and that the crime is treated just as importantly as opposed to when committed by a stranger.

### Walk Away; key action to end GBV

In order to ensure a safe life at home, in the society and the community, the women of the Tses Village Council have decided to speak out and stop the abusive lives women live. The women of the Tses Village Council are determined to empower women to become self-supportive, as being supported financially by their husbands is one of the main contributing factors of GBV. Women of Tses Village Council have encouraged men to take part in the fight against GBV.

The Namibian Government has only two years to comply with the 28 targets of the SADC Protocol on Gender and Development. Therefore the members of the Tses Village Council have decided to stand up against GBV. During the 16 Days of Activism they have decided that the time to fight is now. They had a march against GBV and involved men who helped in many ways.

Their target is to get GBV to zero, not only during 16 Days of Activism but throughout the year. No more lives shall be taken and no more GBV cases shall be reported in their town.

As a young woman that grew up in a small village like Tses, Roline Amunjera came to learn how people have related to each other and almost believed that they are all related as family in one way or the other. Her view of things has changed dramatically as she started to observe some bad habits. She was not exposed to such life therefore it was strange for her to see young women and men using or rather abusing alcohol and drugs. Also the rape of women and young girls, domestic violence at households and murder cases were unbelievable for her.

The main objectives are:

- To fight against GBV by all means necessary.
- Raise awareness among the community in the village on effects of GBV.
- Speak out against all forms of violence within the house and in the society/community.
- To educate women on constitutional and human rights.

The conviction rate for rape cases is low, partly because approximately 20% of all rape cases are withdrawn at the request of the complainant.<sup>4</sup> The three most common reasons for rape case withdrawal are resolving the case by means of compensation from the rapist or his family, family pressure and shame.<sup>5</sup>

Youth are provided with necessary skilled training such as entrepreneurship and given workshops on money generating activities. Women are given trainings and workshops on how to start their own businesses and make a better living.

- Gender links gets a buy-in at the council workshops in different stages
- Planning of the action plan of the 16 day of Activism
- Introduction of the SADC Protocol
- The collection of the "I" stories in the village.
- Cyber dialogues
- Coverage of stories from the media of the village
- 16 Days of Activism
- Verification and evaluation process as well as benchmarking

Women and young girls have been encouraged to speak out on GBV. Trainings, meetings, questionnaires and workshops were conducted and the community was informed about their constitutional and human rights.

Men have spoken out and help women to eradicate GBV from Tses. They said that they want a safer town for their children and grandchildren.

- Lack of sufficient funds
- Lack of support from both female and male
- No protection unit for women and children
- Projects do not last; no sustainability
- Social problems related to substances abuse
- Slow development

The community has learned that GBV is a real issue and that anyone can go and report any form of violence. The community has gained knowledge on how to stop a conflict and how it is better to rather walk away before violence towards another person occurs.

The members of the Tses Village Council plan to continue to emphasize this project. Everyone is involved in daily activities to fight the gender issues Tses faces.

*Source: SADC Gender Protocol@work case study, Tses village 2014*

<sup>4</sup> Xoagus-Eises, Sarry / Brown, Emily/ Makaya, Mukayi. (2012). SADC Gender Protocol 2012 Barometer Namibia. Johannesburg, South Africa: Southern African Gender Protocol Alliance. At page 56.

<sup>5</sup> LAC. (2009). Withdrawn: Why complainants withdraw rape cases in Namibia. Windhoek, Namibia: LAC. At page iii. Available at: <[www.lac.org.na/projects/grap/Pdf/rapeWithdrawn.pdf](http://www.lac.org.na/projects/grap/Pdf/rapeWithdrawn.pdf)> Last accessed 7 February 2011.

## Human trafficking

Article 9 of the Namibian Constitution prohibits slavery or servitude as well as forced labour. Furthermore the Constitution protects children under the age of 16 years from hazardous work that could conflict with their education.

The Prevention of Organised Crime Act 29 of 2004 criminalises trafficking in person. The pending Child Care and Protection Bill that was drafted in 2009 and approved by the Cabinet in March 2012, includes a provision criminalizing child trafficking. The bill remains pending parliamentary debate and passage. The Ministry of Gender has been seen organizing workshops on trafficking in order to raise awareness about this issue. Police, gender machinery staff, civic groups, Government representative were trained in 2008.

The MGEW launched a national plan of action on gender-based violence in 2012. This plan includes actions to address human trafficking.

### Human trafficking in Namibia

The Trafficking in Persons Report of June 2013 placed Namibia on its watch list for the second consecutive year despite making significant efforts. It recommended that Namibia should increase efforts to investigate and

prosecute trafficking offences by convicting offenders under its Prevention of Organised Crime Act. It also states that the country has not yet met the minimum standards for the elimination of trafficking. Based on the national plan of action on gender-based violence, the Trafficking in Persons Report states that, "the Government did not make systematic anti-trafficking efforts to ensure progress in prosecuting traffickers."

Furthermore it says that Namibia has never convicted a trafficking offender. At least one trafficking victim was discovered and provided with counselling, along with four other victims between the years 2012 and 2013. This is a modest increase in its efforts, the report states. The renovation of one of six shelters, which offer overnight accommodation, medical examination and a social worker, was acknowledged in the report.

The report states further that human traffickers in Namibia exploit the citizens through forced labour in the fields of agriculture, cattle herding, domestic work and sex trade.

The Trafficking in Persons Report of June 2013 recommends that the country draft and enact comprehensive anti-trafficking legislation. Furthermore it should increase the efforts to investigate and prosecute trafficking offenses and convict and punish the offenders under existing law.<sup>6</sup>

## Response and support



*The Protocol calls on Member States to ensure justice and fairness are accorded to survivors of gender-based violence in a manner that ensures dignity, protection and respect by 2015. It further calls upon states to put in place mechanisms for the social and psychological rehabilitation of perpetrators of gender based violence (GBV) and establish special counselling services, legal and police units to provide dedicated and sensitive services to survivors of gender-based violence. The Protocol says governments shall provide accessible information on services available to survivors of GBV. It also provides for accessible, effective*

*and responsive police, prosecutorial, health, social welfare and other services. Governments are required to provide accessible, affordable and specialised legal services, including legal aid, to survivors of GBV. Other provisions include specialised facilities; effective rehabilitation and re-integration programmes for perpetrators of GBV.*

<sup>6</sup> United States Department of State. (2013). 2013 Trafficking in Persons Report - Namibia. na: na. At page 1. Available at: <<http://www.refworld.org/docid/51c2f39f18.html>> Last accessed 22 December 2013.

**Table 5.2: GBV response and support**

Provisions	What is in place?	What needs to be put in place?
<b>Laws/policies</b>		
Legislation prohibiting all forms of GBV	Domestic Violence Act CEDAW Report. The Namibian Constitution. Married Persons Equality Act (No 1 of 1996) Combating of Rape Act (No 8 of 2000) The <b>Criminal Procedure Amendment Act 24 of 2003</b> came into force in 2003. This Act makes provision for special arrangements for vulnerable witnesses such as giving testimony via closed circuit television or from behind a screen. The Act recognises the following people as vulnerable witnesses: (i) an individual who is under the age of 18 years; (ii) an individual against whom an offence of sexual or indecent nature has been committed; (iii) an individual against whom any offence involving violence has been committed by a close family member, a spouse, or a partner in any permanent relationship; and (iv) an individual who, as a result of some mental or physical disability, may be intimidated by the accused or any other person and may for that reason suffer.	The Government passed the <b>Criminal Procedure Act 25 of 2004</b> but has not yet brought the Act into force as Government feels that further stakeholder consultation is needed.
	<b>Legal literacy, gender sensitisation and gender-awareness programmes:</b> The Government conducts legal literacy workshops to sensitise communities on gender-related laws. Target groups include traditional leaders, life-skills teachers, social workers, faith-based organisations, police officers and members of the Namibian Defence Force. A total of 30.288 participants were reached through legal literacy and gender sensitisation and awareness workshops/meetings held between 2002 and 2009. A total of 75% of the participants were women. <sup>7</sup>	Mobilising resources for a massive campaign so that communities are aware of existing laws and policies.
Ensuring that all perpetrators of GBV are brought to book	<b>National GBV database:</b> In 2006, the Ministry of Gender Equality and Child Welfare established a National GBV Database which records information from court dockets in GBV cases.	Raise awareness on the existence of the national GBV database so that more citizens make use of it.
Comprehensive testing, treatment and care of survivors of sexual offences - emergency contraception	Combating of Domestic Violence Act 4 of 2003 Combating of Rape Act 8 of 2000 Health policy	Most Namibian women do not know about PEP. Therefore a massive public campaign is required.
Access to Post-Exposure Prophylaxis for survivors of GBV	Health Ministry Policy. Administered in 72 hours to a rape victim.	Continue the roll-out of PEP and associated services to clinic. As an interim measure all clinics with district hospitals and encourage clinic staff to refer complainants to the nearest district hospital for PEP. Health issues pertaining to rape should be focus of public awareness campaigns. These are one of the recommendations made by LAC in the review of the Rape Act 2006.
Prevention of sexually transmitted infections	Health Policy on HIV and AIDS Policy	
Social and psychological rehabilitation of perpetrators of GBV?	Combating of Domestic Violence Act 4 of 2003	
Review of criminal laws and procedures on sexual offences and GBV to eliminate gender bias and ensure that justice and fairness are accorded to the survivor	No review of laws criminal laws or procedures on sexual offences and GBV is taking place nor are the plans hold a review laws in this regard	Audit of laws that need review.

Source: Domestic Violence, 2003 Act 4; Rape Act 8 2000; Law for all Volume 3 of Family Law 2001; Introduction to Namibia law: LAC 2001; Long march to Equality "A booklet on the Rights of Women: April 2000.

<sup>7</sup> MGEWCW. (2009). Progress report on the implementation of the solemn declaration on gender equality in Africa. na, na.

## You hurt a woman, you hurt a nation

Mirjam, who worked at the Namibia Institute of Pathology (NIP), called her mother to say that she missed her and asked her to visit her at work. She greeted her mother with a smile, a hug and handshake - capped with questions about how everybody was doing at home. As fate would have it, which was the last time Fenny was to see her daughter alive. Shortly after parting ways with her mother, Mirjam received a call from her boyfriend who apparently asked her to go and see him at his flat. A caring woman who always paid maximum attention to those seeking her presence, Mirjam rushed to her boyfriend's flat around lunchtime. What eventually came out of the flat was her decapitated body - discovered on the evening of the same day. She was a young, brilliant and intellectual girl with a vision to excel in life. Unfortunately her dreams and visions were cut short.

The Namibian government has only two years to comply with the 28 targets of the SADC Protocol on Gender and Development.

Arandis Junior Council has decided to work on the tool to fight against GBV. They believe that they can fight GBV by initiating beauty pageants and fashion shows. They had conducted a successful Miss Arandis beauty pageant. There was a large participation from the public and they will continuously conduct the beauty pageants and fashion shows every year.

The Arandis Junior Councillor is a group of 23 vibrant, intellectual and visionary grade 11-12 junior councillors that are keen on launching campaigns against GBV from all different spheres of life. As ambassadors of change, their main focus will be the interest of the girl child. Violence against women has become a major concern of the 21st century; women are dying on a daily basis at the hands of GBV perpetrators.

- Prevention
- Protection
- Preventing and Responding to Gender Base Violence through diplomatic engagement
- Enhance or Expand Namibian programmes addressing GBV
- Establish community support groups.

In coalition with the Arandis Constituency Council and the Arandis Town Council, the junior councillors managed to get sponsors for upcoming business-oriented people in Arandis and Henties Bay communities. Business woman received a sewing machine for her SME business.

Women, men and mostly youth are benefiting as fashion shows and beauty pageants are mostly participated by youth groups. Police are our target groups, as they are tasked with maintaining safety and security in our

community and country at large.

- Protection - from GBV by identifying and providing services (support groups) for victims of GBV
- Accountability - to ensure the perpetrators are prosecuted and to put an end to impunity by strengthening legal and judicial system
- Preventing GBV from occurring by working with different organizations, civil society and key stakeholders in the community including men and boys.

Women are eager to be empowered more and to participate in trainings and workshops. Fashion shows and beauty pageants have withdrawn youths from the streets and violence. More men and women are participating in our beauty pageants and fashion show project.

Engage women and girls as agents, partners and survivors in programme development and implementation for any future policies. Youths are inspired and are saying they will contest in beauty pageants and fashion shows regularly.

- Lack of Funds
- Poor participation of Elderly
- Lack of Transport to conduct ongoing workshops and trainings on GBV

The members of the Arandis Junior Town council have learned that violence can occur throughout the life time and they are the opinion that they must ensure that attention is given to vulnerable populations, mostly including girls living in poverty and in rural areas and women with disabilities as they are at high risk of being exposed to GBV.

The Arandis Junior Councillors will be working with grassroots organizations, civil society and community stakeholders on conducting continuous trainings and workshops to empower women and the whole community at large.





## Sexual harassment



*The Protocol calls upon State Parties to ensure that by 2015 they enact legislative provisions, adopt and implement policies, strategies and programmes which define and prohibit sexual harassment in all spheres, and provide deterrent.*

The Labour Act 11 of 2007 addresses sexual harassment in the workplace and prohibits direct or indirect sexual harassment. Furthermore the Code of Conduct for the Teaching Service states that teachers are not allowed to sexually harass or abuse or get involved in any form of romance or sexual relations with a learner.

It is important to raise awareness and to have programmes that bring together government, civil society and the private sector on sexual harassment.

The LAC wrote a column about harassment and stalking and defines sexual harassment as unwarranted sexual behaviour towards an employee by either a co-worker or the employer. Furthermore the LAC explains that if harassment occurs outside of a domestic relationship or the workplace, the offender can be charged with the criminal offence of the unlawful, intentional and serious violation of the privacy or dignity of another person.

In conclusion, the LAC states that the law recognises the problem of harassment especially in domestic relationships and in the workplace. Furthermore there is protection when harassment happens in other situations. None the less the law could be made stronger as the main problem occurs when harassment takes place outside of a domestic relationship or the workplace and there is no proof of violence or that the dignity of the victim has been violated.<sup>8</sup>

### Forced marriages

A forced marriage is a marriage under duress (for example physical or emotional pressure, fear, trickery) where the two parties or one of the two parties marry without full consent or free will.

The Namibian Constitution Article 14 (2) states that a marriage shall be entered into only with free and full consent of the man and the woman who marry. Forced marriage is a practice in some of the communities in Namibia. In most cases young women are being married to older men. In the customary practice there are cases where a widow has to marry a relative of the deceased. To force a child of a vulnerable adult to marry may involve one or more criminal offences, for example kidnapping, rape or false imprisonment. The Marriage Act 25 of 1961 sets the minimum age for a civil marriage to 18 years. The Recognition of Customary Marriages Bill is expected to have the same minimum age for customary marriages. Furthermore the forthcoming Child Care and Protection Bill will make it a crime when a child marries without its consent and the consent of the child's parent or guardian.<sup>9</sup>



Himba woman getting ready for her wedding.

Photo: Carol Beckwith and Angela Fisher

<sup>8</sup> Wood, Thomas/ Hubbard, Dianne. (na). Harassment and Stalking. LAC. na: na. At page 1. Available at: <<http://www.lac.org.na/projects/grap/Pdf/mono5harassmentOYO.pdf>> Last accessed 22 December 2013.

<sup>9</sup> MGEW. (2012). National Plan of Action on Gender- Based Violence 2012- 2016 - Zero tolerance for GBV. Windhoek, Namibia: Government of the Republic of Namibia/ MGEW. At pages 11, 12.

## Support services



*The Protocol calls on Member States to ensure justice and fairness are accorded to survivors of gender-based violence in a manner that ensures dignity, protection and respect by 2015. It further calls upon states to put in place mechanisms for the social and psychological rehabilitation of perpetrators of GBV and establish special counselling services, legal and police units to provide dedicated and sensitive services to survivors of gender-based violence. The Protocol says governments shall provide accessible information on services available to survivors of GBV. It also provides for accessible, effective and responsive police, prosecutorial, health, social welfare and other services. Governments are required to provide accessible, affordable and specialised legal services, including legal aid, to survivors of GBV. Other provisions include specialised facilities; effective rehabilitation and re-integration programmes for perpetrators of GBV.*

Cases on GBV should be heard in a gender sensitive environment. Therefore the Combating of Rape Act 8 of 2000 and the Combating of Domestic Violence Act 4 of 2003 place responsibility on the prosecutors “to provide all such information to the complainant as will be necessary to lessen the impact of the trial on the complainant. However this duty does not seem to be carried out effectively in practice.”

In its review process of the Combating of Rape Act 8 of 2000, the LAC recommended that the Victim Support Programme could train volunteers to assist with explaining the court process to the complainant, with the assistance of materials developed especially for this purpose (such as comic books and others on the court procedure for children similar to those in use in South Africa) and appropriate indigenous language materials for adults.



Namibian women at a workshop on gender based violence, Windhoek, 2014.  
Photo: Gender Links

Concerning the Combating of Domestic Violence Act 4 of 2003 it is important to improve the communication to the public about service provision, decisions, procedures and statistics.

Another approach suggested by the LAC recommendations is to the Office of the prosecutor general to re-organise the workload of prosecutors involved in rape cases with their legal duty to the complainant in mind, so that they are able to dedicate more time and energy to this role.

Concerning the special counselling services, Namibia has to ensure that all service providers are sensitive to and respectful of victims of GBV. Furthermore it is important to ensure that victims of GBV can have after-hours access to services and that the staff members of the WCPU have sufficient training and counselling support.<sup>10</sup>

### Women and Child Protection Units

The Government is considering the feasibility of expanding the services offered at the Woman and Child Protection Units. WCPUs are specialized police centres to provide a coordinated multi-sectoral approach to investigate and prevent GBV in Namibia. Those Units intend to provide victim-friendly services through the entire process that GBV-victims are required to undergo. Namibia has 17 WCPUs in 13 different regions. In July of 2013, the WCPU located in Katutura was staffed by 18 police officers, three permanent social workers and two social work interns. In addition there are two medical doctors who are on call to attend the medical examination at the Unit.

<sup>10</sup> Xoagus-Eises, Sarry / Brown, Emily/ Makaya, Mukayi. (2012). SADC Gender Protocol 2012 Barometer Namibia. Johannesburg, South Africa: Southern African Gender Protocol Alliance. At page 58, 59 and 60.

The demand for the WCPU services is growing. The Unit in Katutura (Khomas) has between 200 and 250 criminal cases each month, and another 250 and 300 cases that do not result in criminal charges on violence. In April 2005 a WCPU was handling on average 60 to 120 cases a month.

The operations of WCPUs need to be re-evaluated and improved to turn them into the comprehensive inter-agency service providers that they aim to be.<sup>11</sup>

It is important to ensure that all victims understand what to expect from service providers after a complaint about GBV has been made. There is a particular need to ensure that the Women and Child Protection Units receive adequate, earmarked funding.

The Ministry of Justice: Legal Aid Directorate is an accessible, affordable and specialised legal service. This includes legal aid to survivors of GBV. It is important to ensure that statements from victims of GBV can be taken in their local languages. Furthermore, investigations of GBV cases should be conducted in a timely and thorough manner. Moreover the use of postponements as stalling tactics should be minimized.

Special offices within the Office of the Prosecutor-General: In 2006, the Office of the Prosecutor General established a specialised unit for prosecution of sexual offences, domestic violence and maintenance cases.<sup>12</sup> The Government is also in the process of identifying places of safety for victims of GBV in all 13 regions.

It is essential to establish and support One-Stop Centres for GBV survivors and capacity building efforts in the

community-based organizations, etc to improve GBV service delivery.

Also the implementing of strategies or programs on economic empowerment of GBV survivors and to expand literacy programs to cover topics on GBV nationally is important.

Concerning rehabilitation and reintegration facilities for survivors of GBV, employer's assistance programs that include GBV support for both the victim and the perpetrator should be encouraged. Furthermore victim support programs and a network of victim volunteers to offer information and support to rape complainants and other GBV victims should be established.

### Training of service providers

The Ministry of Gender Equality and Child Welfare is responsible for community sensitisation programmes for survivors of GBV in Namibia. This ministry should send out frequent circulars on points of misunderstanding of the laws.

Formal training programmes for service providers concerning GBV is done by the Ministry of Education in Namibia. They should provide a bursary at the University of Namibia for social work students, implement a program for auxiliary social workers and re-examine conditions of service and career opportunities for social workers.

There should also be gender sensitisation training for all service providers engaged in the administration of justice, such as judicial officers, prosecutors, police, prison, welfare and health officials.<sup>13</sup>

## Prevention



*The Protocol calls on Member States to take measures including legislation, where appropriate, to discourage traditional norms, including social, economic, cultural and political practices which legitimise and exacerbate the persistence and tolerance of gender violence. This is with a view to eliminate them and in all sectors of society. The Protocol also calls on Member States to introduce and support gender sensitisation and public awareness programmes aimed at changing behaviour and eradicating gender based violence.*

<sup>11</sup> LAC. (2013). How to Improve the Services of the Women and Child Protection Units (WCPUs) in Namibia. na: na. At pages 1 - 3. Available at: <<http://www.lac.org.na/projects/grap/Pdf/wcpuresearchbrief.pdf>> Last accessed 22 December 2013.

<sup>12</sup> MGEW. (2010). National Country Report 2005-2009 on the implementation of the Beijing Platform for Action +15. Windhoek, Namibia: Government of the Republic of Namibia/ MGEW. At page 64.

<sup>13</sup> Xoagus-Eises, Sarry / Brown, Emily/ Makaya, Mukayi. (2012). SADC Gender Protocol 2012 Barometer Namibia. Johannesburg, South Africa: Southern African Gender Protocol Alliance. At page 60.



## 16 Days of activism against Gender Based Violence

The killing and raping of young teenage girls make headlines in every news reports of the country. A shocking one is that 36 women have died at the hands of their lovers from January 2013 to January 2014 according to the Namibian Police.

During the 16 Days of activism against GBV the Keetmanshoop Town Council has decided to have a march against GBV. The guest speaker was the Governor of Karas Region Mr. Bernadus Swaartbooie who stated that children must be trained and taught how to speak to each other and how to conduct themselves in the presence of the opposite sex.

Namibia has ratified the SADC Protocol on Gender and Development, the Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa, the United Nations Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW). Although Namibia has made progress in fulfilling its obligations by adopting legislation such as the Combating of Domestic Violence Act, the rate at which women are murdered increases horrifically.

The Constitution of the Republic of Namibia guarantees equality on the basis of sex and freedom from discrimination, however the prevalence of GBV has increased at an alarming rate. On a daily basis the cases of GBV are reported in local newspapers and other media.

The President of the Republic Namibia initiated a National Prayer Day against GBV which shows that GBV is a serious issue in the country. Women get abused and brutally murdered by their partners.

During the 16 Days of Activism against GBV the Keetmanshoop Junior Municipal Council in collaboration with relevant stakeholders had the goal to get ideas from the community on how to stop GBV in Namibia.

- Encourage victims to speak out
- Encourage behaviour change in both men and women concerning GBV
- Explore alternative measures to raise awareness and sharing information on GBV
- Engage and encourage debates on different aspects on GBV
- Involve men in the fight against GBV
- Educating the community on GBV
- To get all sectors of society involve in the fight against GBV

All age groups benefit, mostly young age groups as they are participating more in online dialogues and debates. Parliamentarians were also trained.

- Cyber dialogues on GBV - the Facebook account called Gender Articulated
- Workshops on GBV
- Debates
- Community outreach and drama plays on GBV
- Outreach on the community Radio shows
- Poster competition on GBV

The members of the Keetmanshoop Town Council have conducted informal surveys, cyber polling's and questionnaires to see what the major causes of GBV are and how they can eradicate them.

Young women in particular now know that they are not alone in their fight against GBV. They are empowered to put a stop to it. Zelda Natache Hakskeen stated: "We now know how to go about reporting GBV and I refuse to be a victim under the hands of any man".

- Apathy amongst community members
- Lack of materials
- Fear of speaking out on GBV
- Transport for a wider community outreach
- Accommodation and meals for possible overnight during outreach

The members of the Keetmanshoop Town Council have learned that the Namibian police and relevant service providers do not always have sufficient resources to assist victims. Through interaction with the victims, they realized that they are not always treated with respect and empathy.

The GBV campaign can be sustained by penetrating the GBV agenda into all spheres of society. The members of the council need to establish and maintain different advocacy groups and implement aggressive campaigns. They realized that they need to mobilize grassroots communities and educate them about the GBV Agenda. Furthermore they know that they should also conduct research on the relevance of the current GBV agenda. Moreover the members of the council can infiltrate different organizations and institution and build partnerships with these organizations.



Gender based violence campaign by community members.

Photo: Gender Links



The Ministry of Gender Equality and Child Welfare conducted a Knowledge, Attitudes and Practices (KAP) study on GBV in eight of Namibia's 13 regions in 2007.<sup>14</sup> The study reported that 69.3% of respondents had been subject to at least one form of GBV, including physical, sexual or emotional violence from an intimate partner (68.9% of the male respondents and 69.7% of the female respondents).<sup>15</sup> About 34% of all respondents had been subject to physical or sexual violence from an intimate partner (40.5% of the female respondents and 27.6% of the male respondents).<sup>16</sup> When asked about attitudes towards violence, the reason that received the most support to justify slapping a partner was if the man finds out the woman has been unfaithful. A total of 45.9% of people agreed or strongly agreed that a man may slap his wife if he finds out that she has been unfaithful. When broken down by sex, opinion was similar between men and women (44.1% of men and 47.8% of women agreed or strongly agree).<sup>17</sup>

The 2006-2007 Namibian Demographic and Health Survey reports similar data. Approximately 35% of respondents agreed that a husband is justified to beat his wife for one of five reasons (neglecting the children, arguing, refusing sex, burning food or going out without telling him).<sup>18</sup>

Therefore Namibian citizen, not only men but also women, need to understand the negative impact of GBV. Even further, they need to understand that it is a case of GBV when a man beats his women because of any reason and learn not to justify it with anything. This might be very difficult for both, men and women, since they grew up in a society where GBV appears very often. At the end it is essential to make people understand now otherwise families will not change, individuals will not understand, mind-sets will not change and therefore GBV will always be an issue in the country because it will be carried over to the next generation and it will be a never ending circle.

**Sixteen days of activism:** In 2005 Namibia joined the international community in commemorating the 16 Days of Activism Campaign against GBV. Government and civil society continue to recognise the 16 Days each year. Civil society is extremely active in addressing GBV. One example is the publication of the "I" stories, an annual project run by GL and its partner organisations. To date two Namibian editions of the "I" stories have

been published (2006 and 2008). The publications share first-hand accounts from men and women affected by GBV.<sup>19</sup>

The LAC has also produced a wide range of materials in English and indigenous languages on GBV. The materials are produced in a variety of formats including comic books, factsheets, pamphlets, simplified guides to the laws and posters. The Government frequently collaborates with the LAC to make use of these materials in its trainings and to distribute the materials across the country.

The Self-regulating Alcohol Industry Forum (SAIF) of Namibia, a consortium of alcohol manufacturers and distributors, was formed in 2007. SAIF conducts a number of outreach activities to address alcohol abuse. Individual manufacturers have also implemented independent measures, such as including health warning labels on bottles and supporting group campaigns such as *"Too much is too much"*.<sup>20</sup>

**Zero-tolerance campaign against GBV:** In 2009 the Government launched a national media campaign on zero tolerance for GBV (*"Zero Tolerance for GBV: Report it to Stop it"*). The aim of the ongoing campaign is to:

- advocate for zero tolerance of GBV;
- create awareness and educate the public on GBV;
- empower the public, individuals, and the community to detect, protect, prevent, and report all GBV cases to the Namibian police; and
- promote awareness about GBV services in the country such as the 24-hour toll free number for the police.

The campaign included a specific focus on human trafficking given the proximity of the campaign to the 2010 World Cup held in South Africa.

### Training for the media on covering gender violence

Through the Centres of Excellence for gender mainstreaming, Civil Society has conducted training for mainstream media journalists and media practitioners. MISA Namibia, GEMSA Namibia and Gender Link have conducted media literacy training for citizens as well as students so that they are equipped to demand responsible journalism.

<sup>14</sup> MGECW. (2009). Knowledge, Attitudes and Practices Study on Factors and Traditional Practices that may Perpetuate or Protect Namibians from Gender Based Violence and Discrimination. Windhoek, Namibia: Ministry of Gender Equality and Child Welfare.

<sup>15</sup> Xoagus-Eises, Sarry / Brown, Emily/ Makaya, Mukayi. (2012). SADC Gender Protocol 2012 Barometer Namibia. Johannesburg, South Africa: Southern African Gender Protocol Alliance. At page 60.

<sup>16</sup> Xoagus-Eises, Sarry / Brown, Emily/ Makaya, Mukayi. (2012). SADC Gender Protocol 2012 Barometer Namibia. Johannesburg, South Africa: Southern African Gender Protocol Alliance. At page 60.

<sup>17</sup> Xoagus-Eises, Sarry / Brown, Emily/ Makaya, Mukayi. (2012). SADC Gender Protocol 2012 Barometer Namibia. Johannesburg, South Africa: Southern African Gender Protocol Alliance. At page 61.

<sup>18</sup> Ministry of Health and Social Services. (2008). Namibia Demographic and Health Survey 2006-07. At pages 243, 244. Windhoek, Namibia: Ministry of Health and Social Services. Available at: <<http://www.measuredhs.com/pubs/pdf/FR204/FR204c.pdf>> Last accessed 22 December 2013.

<sup>19</sup> GL. (2008). The "I" stories. Namibian girls come out of the box on gender based violence. Volume 2. na: na.

<sup>20</sup> Namibian Breweries Limited. (2008). Ontap. Getting it all out there. na: na. At page 6. Available at: <[www.namibiabreweries.com/documents/news\\_media/921\\_ontap\\_novdec\\_2008.pdf](http://www.namibiabreweries.com/documents/news_media/921_ontap_novdec_2008.pdf)> Link not available when accessed 24 January 2014.

Through the 16 Days of Activism against Women and Child Abuse, there has been an improved coverage of gender violence. The production of materials on GBV has also contributed to an increase in knowledge of the 16 Days. Slots have been given to some NGOs on radio. GEMSA Namibia with the University of Namibia Gender Research Unit has worked on the SADC Protocol on Gender and Development radio programmes. GEMSA Namibia board members have been commissioned to carry out these activities on a weekly basis.

Sarry Xoagus-Eises and Emily Brown presented papers on the media's role in helping to end GBV in Namibia. The SADC Protocol Alliance in Namibia has also conducted media briefings with senior journalists, on the role the media ought to play in reporting on various articles in the Protocol. The *Southern Times Newspaper* in Namibia has been a great partner to the Opinion and Commentary Services of GL in re-publishing various articles from all over the world. There has definitely been change over the past year, especially in the Informant Community Newspaper, the *Namibia Sun*.<sup>21</sup>

## Integrated approaches



*The Protocol obliges Member States to adopt integrated approaches, including institutional cross sector structures, with the aim of reducing current levels of gender based violence, by half by 2015.*

**Criminal Justice Forum:** In 2007 Government established a Criminal Justice Forum. The forum is composed of management personnel from offices involved in the criminal justice system including lawyers in private practice.<sup>22</sup>

**National conference on GBV:** Also in 2007, the Government held a national conference on GBV. The conference focused on two major sub-themes (1) understanding the underlying issues of GBV and (2) overcoming challenges in the implementation of gender-based violence legislation, policies and programmes.<sup>23</sup> General recommendations from the conference include

the need to implement a zero-tolerance campaign against GBV, to educate communities about non-violent conflict resolution, to pay extra attention to violence against women as the most common manifestation of GBV, to pay special attention to women with disabilities as their disability puts them at higher risk, to involve men, to incorporate a multi-sectorial approach, to address the links between GBV and poverty and GBV and culture, and to endeavour to ensure that

school dropouts are reintegrated into the education system as a means of discouraging criminal behaviour.<sup>24</sup> A number of these recommendations have been put into action as detailed below.

**High-level Strategic Inter-ministerial Committee on Domestic Violence and Violence in General:** In 2008 President Hifikepunye Pohamba inaugurated a Cabinet-approved High-level Strategic Inter-ministerial Committee on Domestic Violence and Violence in General. The function of the committee is to advise Government and relevant stakeholders on the issues pertaining to GBV in Namibia. The committee consists of high-level members from Government institutions, parastatals, the private sector, NGOs, civil society and development partners. This committee is currently updating a far-reaching GBV National Action Plan.

### Scope and forms of violence against women addressed

- Domestic Violence
- Rape and attempted Rape
- Sex Work
- Forced Marriages
- Passion Killing
- Baby Dumping
- Human Trafficking
- Child Trafficking



<sup>21</sup> Xoagus-Eises, Sarry / Brown, Emily/ Makaya, Mukayi. (2012). SADC Gender Protocol 2012 Barometer Namibia. Johannesburg, South Africa: Southern African Gender Protocol Alliance. At pages 61, 62.

<sup>22</sup> MGEWCW. (2010). National Country Report 2005-2009 on the implementation of the Beijing Platform for Action +15. Windhoek, Namibia: Government of the Republic of Namibia/ MGEWCW. At page 64.

<sup>23</sup> MGEWCW. (na). National conference on gender-based violence. Windhoek 19-22 June 2007. Windhoek, Namibia: MGEWCW. At page iii.

<sup>24</sup> Xoagus-Eises, Sarry / Brown, Emily/ Makaya, Mukayi. (2012). SADC Gender Protocol 2012 Barometer Namibia. Johannesburg, South Africa: Southern African Gender Protocol Alliance. At page 62.



## Gender Based Violence Post 2015



The 2008 SADC Protocol on Gender and Development requires that all countries enact and enforce legislation prohibiting all forms of GBV. To date, notable progress has been evident in the region in the formulation of specific laws to combat domestic violence. While this is commendable, a closer inspection shows that not much has been achieved post 2008.

### *Development of indicators*

One major shortfall in the current SGP targets is the lack of indicators to measure progress. Legislation formulation needs to be followed up with a strong monitoring and evaluation strategy so as to measure the efficacy of both government and civil society programmes in response to GBV. Realising the need to have baseline data on the extent and effects of GBV, GL devised the GBV Baseline study as a monitoring tool to be adopted by all SADC countries so as to monitor progress on the attainment of the SGP goal of halving GBV by 2015.

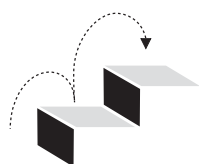
The post 2015 agenda for GBV should look at strengthening the targets with indicators in order to provide for the inadequacies that currently exist for example; the provision of PEP in some countries is not regulated. Going forward, the region should ensure that the provision of PEP is accompanied by legislative frameworks that make it compulsory for testing and treatment. The legislative framework must be backed up with costed implementation plans and specific monitoring and evaluation frameworks. The countries should then appoint independent bodies to monitor progress of the implementation. The role of political will compounded by resources cannot be over-emphasised.

Another crucial issue that needs strengthening is finding ways of marrying the customary and civil laws. In most countries in the region the customary law has proved to be a hindrance to the attainment of gender equality. Customary law is embedded in the social structure of a community and so is GBV. In order for any law to be successfully enforced, the acts which it prohibits must be perceived by society as abusive.<sup>25</sup>

In all these efforts the government should spearhead the projects of combating GBV. Clear and sustained political commitment by national governments is crucial if the GBV strategic plans are to be effectively implemented. Political commitment is needed to foster national and international partnerships, which should be linked to long-term strategic action plans. These plans should address technical and financial requirements and promote accountability for results at all levels; adequate funding is essential. Current resources are inadequate, and further effort is required to mobilise additional resources from domestic as well as international sources, with a progressive increase in domestic funding.

There is also a need to add specific targets and indicators that speak to human trafficking as well as the protection and inclusion of LGBTI.

Overall, to advance the gender equality movement, the post 2015 agenda should be focused on strengthening existing targets as well as reviewing and adding other relevant realistic targets accompanied by indicators.



### Next steps

- The Government, healthcare providers, the police and NGOs need to have a more coordinated approach to assist survivors of GBV, including offering PEP and counselling.
- More female police officers need to be trained to deal with GBV cases
- More funds are needed to open more shelters that cater for the GBV survivor and children.
- The Government and NGOs need to organise more comprehensive GBV awareness campaigns.
- Efforts need to continue to get more men participating in campaigns to address GBV, particularly in rural areas.
- The law of defilement needs to protect 17-18 year old as well younger children.
- There needs to be a law on human trafficking.

<sup>25</sup> [http://en.wikipedia.org/wiki/Marital\\_rape#Countries\\_where\\_spousal\\_rape\\_is\\_a\\_criminal\\_offence](http://en.wikipedia.org/wiki/Marital_rape#Countries_where_spousal_rape_is_a_criminal_offence)





A different kind of family

Anushka Virahsawmy





## CHAPTER 6

# Health

## Article 26



Primary health care is critical to achieve gender equality.

Photo: Gender Links

### KEY POINTS

- The SGDI for health is 75%. The country ranks sixth out of the 15 SADC countries.
- The overall citizen's rating of the sector, based on citizen's perceptions, improved from 55% in 2012 to 59% in 2013 to 77% in 2014.
- The contraceptive use among sexually active women is 55%.
- Maternal mortality rate is 200 per 100 000 live births.
- A termination of pregnancy is illegal in Namibia.
- Skilled personnel attend about 81% of births in Namibia.
- The total coverage of sanitation facilities is 32%: 56% in urban areas and 17% in rural areas.

**Table 6.1: SGDI and CSC scores for the health sector**

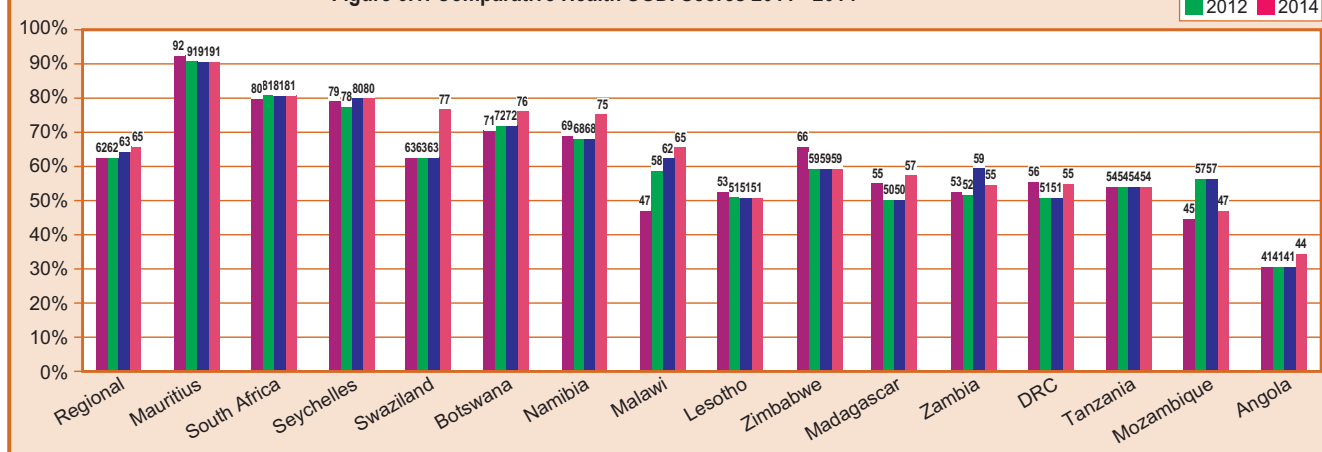
	SGDI	CSC
<b>Scores</b>	75%	77%
<b>Ranks</b>	6	1

Table 6.1 illustrates that the SGDI score for Malawi is 75%. Researchers base the SGDI on the following indicators: women aged 15-49 years who report to use

at least one form of modern contraceptive method, births attended by skilled personnel, maternal mortality rate and coverage of sanitation.

On the other hand, the CSC score the highest in the region is 75%. Intensified efforts of community healthy approaches may have influenced citizens' perceptions. Overall, women (78%) scored their government higher than their male counterparts (76%).

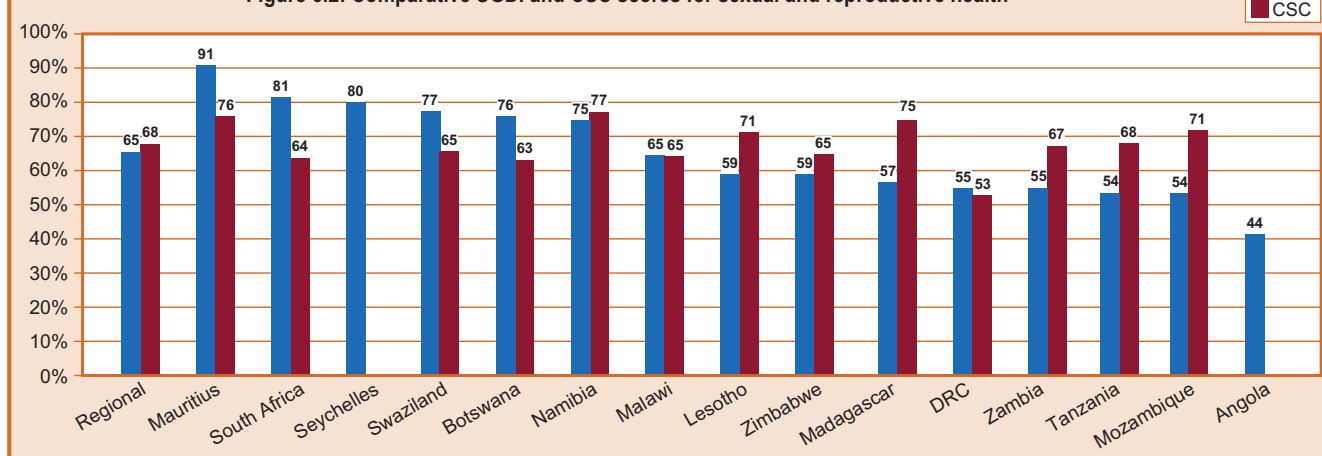
**Figure 6.1: Comparative Health SGDI Scores 2011 - 2014**



Source: 2014 SADC Gender Protocol Barometer.

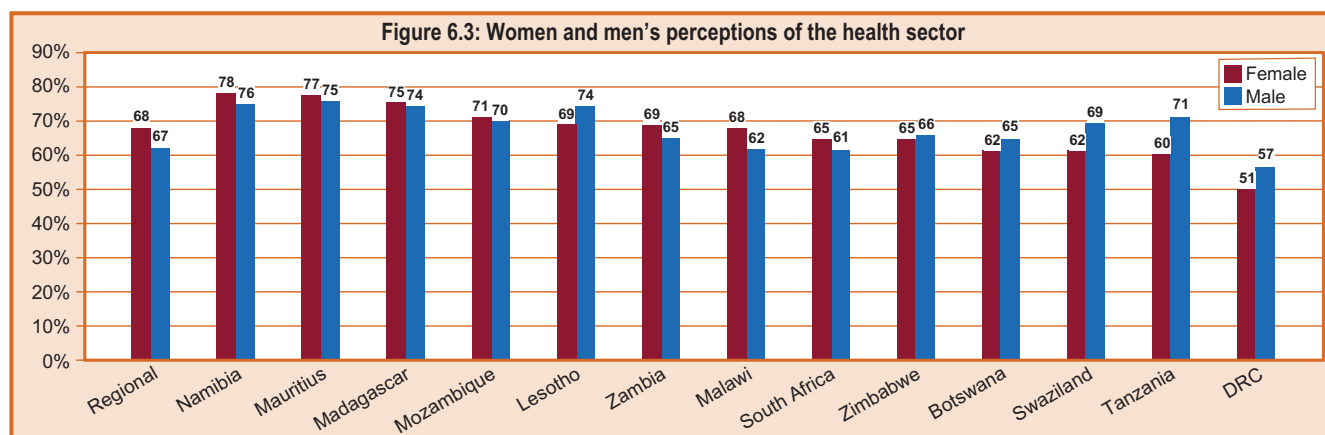
Figure 6.1 shows the SGDI scores for the health sector for all SADC countries from 2011 until 2014. Namibia is 10% above the average and therefore ranked sixth in 2014. The country managed to upgrade its health sector from 68% in 2012 and 2013 to 75% in 2014.

**Figure 6.2: Comparative SGDI and CSC scores for sexual and reproductive health**



Source: 2014 SADC Gender Protocol Barometer.

The figure shows that the CSC in Namibia is 2% higher than the SGDI, at 77%. This is the highest out of all SADC countries. The 2013 CSC score was 59%, four percentage points higher than the 2012 score.



Source: 2014 SADC Gender Protocol Barometer.

Women are slightly more positive than men about the health sector in Namibia. This is the case in most SADC countries.

### Background

The Government is committed to improving maternal health as shown in Vision 2030, the Third National Development Plan and practical guidelines such as the Roadmap to Maternal, New-born and Child Health.<sup>1</sup>

The Government places maternal and child health care at the centre of sustainable development of the nation. A holistic approach to health management has been adopted with multi-sectoral involvement to create an environment in which the right to universal health is ensured for every woman and child.<sup>2</sup>

The Ministry of Health and Social Services National Health Programme is aimed at promoting, protecting and improving the health of families and individuals with special programmes designed for women and children.

The Government provides pre-natal care, deliveries and postnatal care services through its Safe Motherhood Programme. These services are provided at all health facilities countrywide. Government provides mothers with antenatal care (ANC) services during pregnancy, safe midwifery, delivery services during labour and post natal care services.<sup>3</sup>



Caregiving for children usually lies in the hands of women in Namibia.  
Photo: Gender Links

## Maternal mortality ratio



The SADC Gender Protocol calls on Member States to reduce the maternal mortality ratio by 75% by 2015, in line with MDG 5.

<sup>1</sup> WHO. (2009). Maternal and child health in Namibia. 2nd edition. na, Namibia: WHO. At page 29.

<sup>2</sup> Ministry of Health and Social Service. (2008). Health and social services system review. Windhoek, Namibia: Government of the Republic of Namibia. At page 12.

<sup>3</sup> MGECW. (2006). Namibia's Country Report on the African Union Solemn Declaration on Gender Equality in Africa, Nov 2009. na: na. At page 12. Available at: <<http://www.google.com/na?url?sa=t&rc=j&q=&esrc=s&frm=1&source=web&cd=1&ved=0CCsQFjAA&url=http%3A%2F%2Fwww.africa-union.org%2Froot%2Fau%2Fconferences%2FPast%2F2006%2FOctober%2FWG%2FReport-Namibia.doc&ei=T9fjUonfn9Gi7Ab6vYHICw&usq=AFQJCNFJ3yTkqp3pFYeg9ShhYGaChhRTSw&bvm=bv.59930103,d.Yms>> Last accessed 25 January 2014.

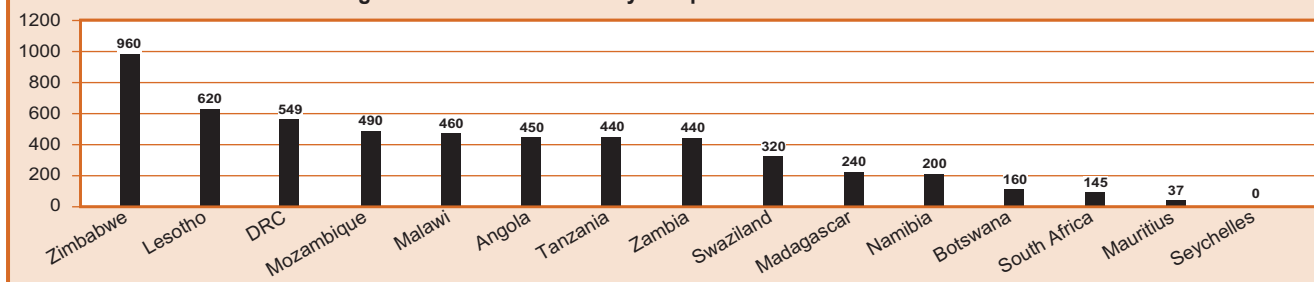
The WHO defines maternal death/maternal mortality ratio per 100,000 live births as follows: "Maternal death is the death of a woman while pregnant or within 42 days of termination of pregnancy, irrespective of the duration and site of the pregnancy, from any cause related to or aggravated by the pregnancy or its management but not from accidental or incidental causes. To facilitate the identification of maternal deaths in circumstances in which cause of death attribution is inadequate, a new category has been introduced: Pregnancy-related death is defined as the death of a woman while pregnant or within 42 days of termination of pregnancy, irrespective of the cause of death."<sup>4</sup>

Maternal mortality has risen from 271 out of 100 000 in 2000 to 449 out of 100 000 in 2006, and decreased to 200 out of 100 000 in 2014, probably due to the high antenatal coverage (95.6%) and 81% of births being attended by a skilled professional. Namibia now has 44

health centres (an increase of seven), 265 clinics (an increase of 19) and 1.150 mobile clinics (no mobile clinics were previously reported) since the second and third MDG report.<sup>5</sup> The mobile clinics are of particular importance in ensuring that women in rural areas have access to healthcare. However the average distance to a fixed Government health facility is 73.5 minutes. The mean distance in urban areas is 24.6 minutes, and the mean distance in rural areas is 114.4 minutes.<sup>6</sup>

The 2006/07 Demographic and Health Survey reports that 70.4% of women report at least one of seven specified problems accessing healthcare services: (1) gaining permission to go for treatment; (2) obtaining money for treatment; (3) distance to a health facility; (4) obtaining transport; (5) reluctance to go alone; (6) concern that no female service provider will be available; and (7) concern that no service provider will be available at all.<sup>7</sup>

Figure 6.4: Maternal mortality rate per 100 000 in Southern Africa



Source: 2014 SADC Gender Protocol Barometer.

Figure 6.4 shows that in Namibia, maternal mortality is 200 per 100 000 live births, 249 less than in 2013.

Research shows that approximately 95% of women receive ANC from a skilled service provider, an increase from 91% as previously reported. The greatest improvements have been seen in the Omaheke (19%), Kavango and Caprivi regions (10%).

Although the number of women accessing healthcare in rural and urban areas is similar (96.1% and 93.4% respectively), the type of service accessed differs, as 27% of mothers in urban areas receive ANC from a doctor compared with 7% of women in rural areas. While 69% of mothers receive ANC from nurses and



Adequate health equipment is critical to reduce maternal mortality ratios.  
Photo: Gender Links

<sup>4</sup> WHO. (na) Health statistics and health information systems. na: na. At page 1. Available at: <<http://www.who.int/healthinfo/statistics/indmaternalmortality/en/>> Last accessed 25 January 2014.

<sup>5</sup> Ministry of Health and Social Services. (2008). Namibia Demographic and Health Survey 2006-07. Windhoek, Namibia: Ministry of Health and Social Services. At page 3.

<sup>6</sup> Ministry of Health and Social Services. (2008). Namibia Demographic and Health Survey 2006-07. Windhoek, Namibia: Ministry of Health and Social Services. At page 242.

<sup>7</sup> Xoagus-Eises, Sarry / Brown, Emily/ Makaya, Mukayi. (2012). SADC Gender Protocol 2012 Barometer Namibia. Johannesburg, South Africa: Southern African Gender Protocol Alliance. At page 67.



midwives in urban areas, a staggering 86% of women in rural areas receive care from nurses and midwives, with no doctor present.

Access to ANC has been correlated to education - 15% of women without education fail to access ANC compared with only 4% of women with education.

Women make their first antenatal visit in either their first or second trimesters (32.6% and 38.3% respectively). A slight improvement in the timing of visits has been observed since 2000, with 71% of women receiving ANC before six months compared with 69% of women in 2000. 70% of women make the WHO-recommended four antenatal visits.

The percentage of women receiving assisted deliveries by trained personnel has risen from 75% in 2000 to 81.4% in 2006-7. Postnatal services were provided to 65% of women within two days of birth. Approximately 20% of women did not receive any postnatal care.

### Factors and difficulties in accessing maternal health

Whilst free maternal healthcare is available, only 11.7% of women do not pay for the delivery of their child.

Although access to maternal healthcare has increased, the maternal mortality rate has also risen from 271 out

of 100 000 in 2000 to 449 out of 100 000 in 2006. However the data must be viewed with caution due to the small sample size (the data has large sampling errors as the 95% confidence intervals indicate that the maternal mortality ratio varies from 341 to 557). Despite this caveat, the confidence intervals between the 2000 and 2006-7 data do not overlap, thus indicating with reasonable confidence that maternal mortality has risen.<sup>8</sup>

The MoHSS conducted a needs assessment for emergency obstetrics care in 2006. The report concluded that there are insufficient emergency care facilities available. The distribution of current services is also inequitable across the country.

Reports also suggest that associated conditions such as HIV and malaria must be addressed, as HIV positive mothers are more susceptible to malaria, tuberculosis and other diseases owing to immunodeficiency and that these diseases contribute to the increase in maternal mortality.<sup>9</sup>

UNICEF has recommended more training for birth assistants, a more equitable distribution of trained staff between urban and rural areas, and incentives for healthcare professionals to work in the public rather than private sector.<sup>10</sup> As many people in Namibia live in poor socio-economic conditions, unemployment and hunger can also have adverse effects on the weakened mothers.<sup>11</sup>

### Programme for Accelerating the Reduction of Maternal and Child Mortality in Namibia (PARMaCM)

A four-year programme to accelerate the achievement of Millennium Development Goal 4, to reduce child mortality, and Goal 5, to improve maternal health, is funded by the European Union. Launched in Windhoek on the 27 February 2013, the programme is a joint partnership between the Ministry of Health and Social Services, the European Union as well as the WHO. PARMaCM is designed to address challenges that Namibia faces in relation to the achievement of maternal and child health goals by 2015. Since 1990 the country has not made any progress in reducing maternal mortality rates.

Even though there were improvements in immunization coverage, the issue of child health remains challenged by high levels of malnutrition and inadequate immunization against childhood diseases.

The Ministry of Health and Social Services has been making several efforts to curb maternal and child mortality in Namibia. It has developed and adopted a road map to reduce maternal and newborn deaths, thus the launch of the African Union Campaign for Accelerating the Reduction of Maternal Mortality in Africa (CARMMA).<sup>12</sup>

<sup>8</sup> Xoagus-Eises, Sarry / Brown, Emily/ Makaya, Mukayi. (2012). SADC Gender Protocol 2012 Barometer Namibia. Johannesburg, South Africa: Southern African Gender Protocol Alliance. At page 68.

<sup>9</sup> Ministry of Health and Social Services. (2006). Report on needs assessment for emergency obstetrics care. Windhoek, Namibia: Ministry of Health and Social Services. At page 87. AND Directorate of Special Programmes. (2009). Progress report on the third medium term plan on HIV/AIDS. Windhoek, Namibia: Ministry of Health and Social Services. At page xi.

<sup>10</sup> UNICEF. (2009). A time of joy, a time of challenge. The health of mothers and newborns in Namibia. Windhoek, Namibia: UNICEF. At page 7.

<sup>11</sup> National Planning Commission. (2008). Second Millennium Development Goals Report. Namibia. Windhoek, Namibia: National Planning Commission. At page 29.

<sup>12</sup> WHO. (2013). Accelerating achievement of MDGs 4 AND 5: PARMaCM launched in Namibia. na: na. At page 1. Available at: <<http://www.afro.who.int/en/namibia/press-materials/item/5342-accelerating-achievement-of-mdgs-4-and-5-parmacm-launched-in-namibia.html>> Last accessed 26 January 2014.

## Health and Social Services System review

In 2008 the Ministry of Health and Social Services conducted a Health and Social Services System review. The review recommends the roll out of the road map for reducing maternal mortality and improving newborn health. This includes conducting a maternal death audit and improving data recording, scaling up the availability of emergency obstetrics care, antenatal clinic attendance and the prevention of mother to child HIV transmission, and promoting family planning education, including a focus on reducing teenage pregnancies.<sup>13</sup>

## Health assessment

Namibia's current healthcare network has about 1500 health and social welfare service points. There are 1150 outreach points, 265 clinics and 44 health centres in Namibia. Namibia also has 30 district hospitals, three intermediate hospitals and one national referral hospital. Unfortunately long distances and remoteness make access to healthcare difficult. The 2006/07 Namibia Demographic Health Survey shows that one within five

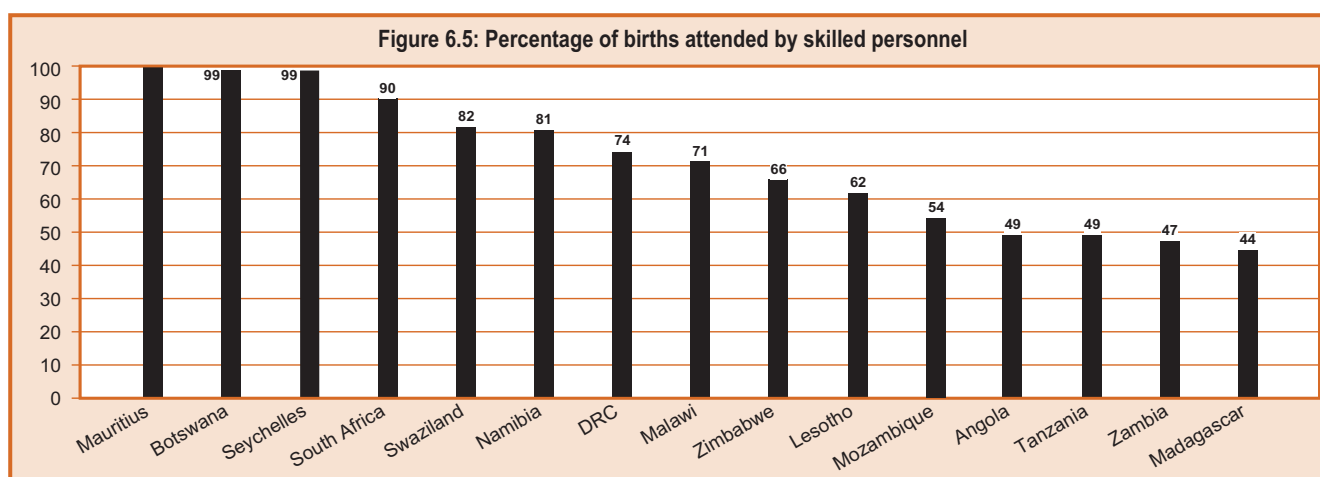
households reaches a Government healthcare facility within 15 minutes. Three households out of five get access within one hour.

Public healthcare facilities serve about 85% of the Namibian population. This sector consists of the central, regional and district levels and is mostly accessed by lower income groups.

The remaining 15% of the population is served by the private sector. This part of the population has middle or high income.

Overall there are three health workers per 1000 population. In the public sector however there are two health workers per 1000 population, which shows a critical skills shortage.

There is a significant difference in the access to a health care facility between urban and rural households. Urban households need about 25 minutes to reach help while rural households need 114 minutes to have access to health care.<sup>14</sup>



Source: 2014 SADC Gender Protocol Barometer.

Figure 6.5 shows that 81% of births in Namibia are attended to by skilled health personnel. Where a skilled health worker is not available, relatives or traditional birth attendants usually assist.

## Sexual and reproductive health



*By 2015 countries should develop and implement policies and programmes addressing mental, sexual and reproductive health needs of women and men.*

<sup>13</sup> Xoagus-Eises, Sarry / Brown, Emily/ Makaya, Mukayi. (2012). SADC Gender Protocol 2012 Barometer Namibia. Johannesburg, South Africa: Southern African Gender Protocol Alliance. At page 69.

<sup>14</sup> WHO. (2010). Namibia Country Cooperation Strategy 2010-2015. Windhoek, Namibia: WHO/ Government of the Republic of Namibia/ Ministry of Health and Social Services. At page 4.

Sexual and reproductive health rights are the basic rights of any individual, regardless of whether they are young or old, female, male or transgender, heterosexual, homosexual or bisexual, HIV positive or negative. All have the right to make their own choices regarding sexuality and reproduction, provided these respect the rights of others to bodily integrity. It also includes the right to access information and services that are needed to not only support these choices but also optimize the health.

Sexual health is defined by the WHO as a state of physical, mental and social well-being in relation to sexuality. Furthermore it requires not only a positive and respectful approach to sexuality and sexual relationships but also the possibility of having pleasurable and safe sexual experiences, free of coercion as well as discrimination and violence.

In this context, reproductive health addresses the reproductive processes, functions and system at all stages of life. It implies not only the absence of disease or infirmity, it entitles people to a responsible and safe sex life and to have the capability to reproduce. Furthermore they should have the freedom to decide if, when and how often they have sex, or reproduce.

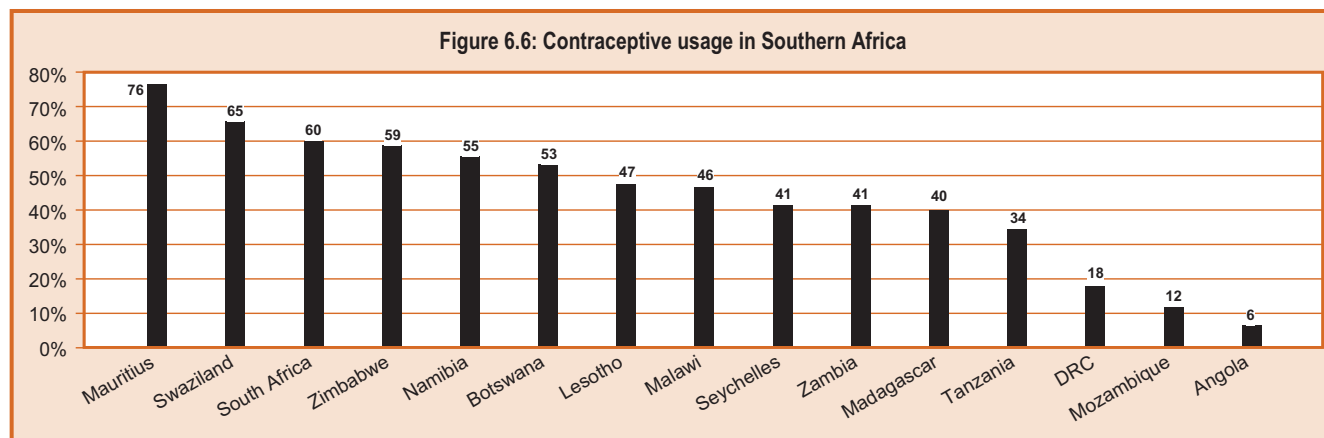
Under sexual and reproductive health rights falls unsafe abortion, unwanted pregnancy, sexual violence and

GBV as well as coerced sterilization and inadequate access to family planning. These rights are basic rights of all couples and individuals.

### Sexual health in Namibia

In Namibia it is important to not only look at the high numbers in the maternal mortality rates but also the access to SRHR information and services, particularly family planning. Factors like cultural, economic, religious and geographic barriers as well as general literacy rates of the communities result in limited access to contraceptives. Also, there is an absence of comprehensive sexuality education in schools. Therefore children grow up without knowing their sexual rights, thus compromising their reproductive health.

The country has recognised that the health of adolescents is a public health concern and therefore the Government has begun a process of developing national standards for adolescent friendly health services. The Ministry of Health and Social Services has trained or is currently training healthcare providers in order to equip them with the necessary knowledge and skills to respond to the health needs of adolescents, therefore promoting a friendly environment for them.<sup>15</sup>



Source: 2014 SADC Gender Protocol Barometer.

### Contraception use is still low but is improving:

As can be seen from figure 6.6 only six member states have contraceptive usage of over 50% and there are wide variations in coverage across the region. At 76% coverage, Mauritius has one of the highest rates of

contraceptive use in the world, while Angola has very poor coverage (6%). The UNFPA has estimated that a third of maternal deaths could be prevented if all women were able to access contraceptives, so this is an area where much effort needs to be invested.

<sup>15</sup> Desert Soul. (2011). Fact Sheet. Sexual and Reproductive Health and Rights in Namibia. Windhoek, Namibia: na. At pages 1-3. Available at: <[http://www.google.com.na/url?sa=t&rct=j&q=&esrc=s&frm=1&source=web&cd=1&ved=0CEsQFjAA&url=http%3A%2F%2Fdesertsoul.org%2Fwp-content%2Fuploads%2F2011%2F10%2Ffact-sheet-Sexual-Reproductive-Health-and-Rights-Oct13F.gd\\_.doc&ei=bMHkUqPMBsmt7QamhIDICw&usq=AFQJCNEmHVTb\\_Wo08jpwXOLG9TAn2G8qeg&bvm=bv.59930103,d.Yms](http://www.google.com.na/url?sa=t&rct=j&q=&esrc=s&frm=1&source=web&cd=1&ved=0CEsQFjAA&url=http%3A%2F%2Fdesertsoul.org%2Fwp-content%2Fuploads%2F2011%2F10%2Ffact-sheet-Sexual-Reproductive-Health-and-Rights-Oct13F.gd_.doc&ei=bMHkUqPMBsmt7QamhIDICw&usq=AFQJCNEmHVTb_Wo08jpwXOLG9TAn2G8qeg&bvm=bv.59930103,d.Yms)> Last accessed 26 January 2014.

As highlighted by figure 6.6, Namibia ranks fifth in the SADC, with only 55% of the population using contraception, 9% more than in 2013. Knowledge of at least one family planning method continues to be nearly universal (98.3% of women know of at least one method of contraception, an increase from 97%). A total of 65.7% of sexually active women use a form of modern contraception.<sup>16</sup>

The percentage of men involved in family planning campaigns is rising, with 81% of men knowing about or using condoms. The male condom is the contraceptive method used the most and the profile of the users is between 15-24 years.

Contraceptive campaigns do include information about the female condom, namely the femidom. An NGO named Women's Action for Development (WAD) selected some women from some regions to test the femidom in 2000. Although there were reservations about the usage, many agreed to make use of it.

The Government distributed 30 314 800 condoms and 1 162 000 femidoms during the 2008-2009 financial year. The National Social Marketing Programme (NASOMA) also distributed 1 595 277 condoms and 19 446 femidoms.<sup>17</sup>

Education on family planning has been included in Safe Motherhood programmes. The importance of family

planning and sex education has also been recognized in the Ministry of Education policy for the prevention and management of learner pregnancy.<sup>18</sup>

### Termination of pregnancy

Abortion in Namibia is illegal under the Abortion and Sterilisation Act of South Africa (1975), which Namibia inherited at the time of Independence from South Africa in March 1990.

Abortions are allowed only when continuing the pregnancy will "endanger the woman's life or constitute a serious threat to her physical or mental health or there must be a serious risk that the child to be born will suffer from a physical or mental defect so as to be irreparably seriously handicapped." The act also allows for the termination of a pregnancy in cases of rape or incest. In addition to the woman's doctor, two other doctors are required to certify the existence of grounds for an abortion and the operation must be performed by a medical practitioner in a state hospital or an approved medical facility.<sup>19</sup>

The Ministry of Health and Social Services (MoHSS) conducted a study in 2006 to assess service provision for emergency obstetric care. The report showed that 20.7% of direct complications and 8.3% of deaths were attributed to abortion.



Local government gender champions in Namibia at a capacity building workshop.

Photo: Gender Links

<sup>16</sup> Xoagus-Eises, Sarry / Brown, Emily/ Makaya, Mukayi. (2012). SADC Gender Protocol 2012 Barometer Namibia. Johannesburg, South Africa: Southern African Gender Protocol Alliance. At page 68.

<sup>17</sup> Directorate of Special Programmes. (2009). Progress report on the third medium term plan on HIV/AIDS. Windhoek, Namibia: Ministry of Health and Social Services. At pages viii-ix.

<sup>18</sup> MGEW. (2006). Namibia's Country Report on the African Union Solemn Declaration on Gender Equality in Africa, Nov 2009. na: na. At page 12, 13.

<sup>19</sup> The Abortion and Sterilization Act 1975, as amended through Act 48 of 1982.



The legislation on abortion has not changed. To address the wider issues associated with unwanted pregnancy, the Child Care and Protection Bill includes a provision which would allow children above the age of 14 to independently access contraceptives, although this proposal is expected to be controversial in Parliament.<sup>20</sup>

The Ministry of Education has also implemented a new policy for the prevention and management of learner pregnancy. The Government hopes that the new policy will help to reduce the number of young people

attempting illegal abortions through its provisions on sex education and its flexible options for continuing education for learner mothers.<sup>21</sup> However due to funding constraints, the implementation of the policy has been slow.

NGOs continue to lobby for more liberal choice of termination of pregnancy legislation. The Ministry of Gender Equality and Child Welfare has indicated that it might be willing to put the matter on the Cabinet agenda again.

### Abortion in Namibia 2013

The UN states that Namibia should reassess the abortion policy since infanticide and baby-dumping are often linked to the criminalisation of abortion. That is why this topic should be a priority for the government. It should reassess its policy and make sure that the right to life of all women is protected.

Looking at the 20.7% of complications in maternal health, abortion emerges as the second most important cause of maternal mortality. A special reporter from the UN states further that there is the need for the Government to address the fact that there is an increased risk of maternal mortality when women are forced to undertake illegal interventions.

The Government puts measures in place to curb the high number of pregnancy-related deaths but there have been no discussions about the pre-independence abortion law.

The WHO states that in order to avoid maternal deaths women need to have access to family planning and safe abortion. This way there will be a reduction of unwanted pregnancies and unsafe abortions.

The recommendation from the special reporter from the UN was to ensure appropriate healthcare services related to pregnancy, especially in rural areas. Further, she states that those healthcare services have to provide quality family planning services, including counselling and advice. A special focus should be the young and poor, she found.

The LAC states that research indicates that the most common problems women face with unwanted pregnancies is lack of support (emotional and financial). Also, culture dictates that men have the dominant role in households, thus depriving many women from use of contraceptives or being able to say no to sex. Resultant pregnancies are often unwanted because of the feeling of inadequacy in raising a child. The reasons for those feelings are poverty, sickness or other economic or social pressures.

Many people believe that the legalisation of abortion will increase the number of abortions but data shows that this is not the case. The rates of abortions are linked to desired family size and to the availability of contraceptives.<sup>22</sup>

### Sexual orientation

Although the definition of sexual and reproductive health emphasises the need for all people to be able to have safe sex, the majority of Southern African countries consider homosexuality to be illegal. Stigma

and discrimination against this population is common. Laws that criminalise same-sex practices further marginalize and prevent access to programmes. Homosexual men and women struggle to obtain basic health services such as condoms, lubricant, and HIV testing.<sup>23</sup>

<sup>20</sup> Child Care and Protection Bill. (2010). Revised final draft. June 2010.

<sup>21</sup> For a discussion on how the previous guidelines may have impacted on the incidence of illegal abortion, see LAC. (2008). School Policy on Learner Pregnancy in Namibia: Background to Reform. Windhoek, Namibia: LAC. Available at: <[www.lac.org.na/projects/grap/Pdf/learnerpregnancyfull.pdf](http://www.lac.org.na/projects/grap/Pdf/learnerpregnancyfull.pdf)> Last accessed 14 February 2011.

<sup>22</sup> Shipanga, Selma. Nam should reassess abortion policy - UN. Windhoek, Namibia. In: The Namibian, 28 May 2013. Available at:

<[http://www.namibian.com.na/indexx.php?archive\\_id=108448&page\\_type=archive\\_story\\_detail&page=266](http://www.namibian.com.na/indexx.php?archive_id=108448&page_type=archive_story_detail&page=266)> Last accessed 18 December 2013.

<sup>23</sup> amFAR. (2013). Achieving an AIDS-Free Generation for Gay Men and Other MSM in Southern Africa. Country Profile: Namibia. na: na. At page 1.

Available at: <[http://www.amfar.org/uploadedFiles/\\_amfarorg/Articles/Around\\_The\\_World/GMT/2013/MSM%20Country%20Profiles%20Namibia%20092613.pdf](http://www.amfar.org/uploadedFiles/_amfarorg/Articles/Around_The_World/GMT/2013/MSM%20Country%20Profiles%20Namibia%20092613.pdf)> Last accessed 26 January 2014.

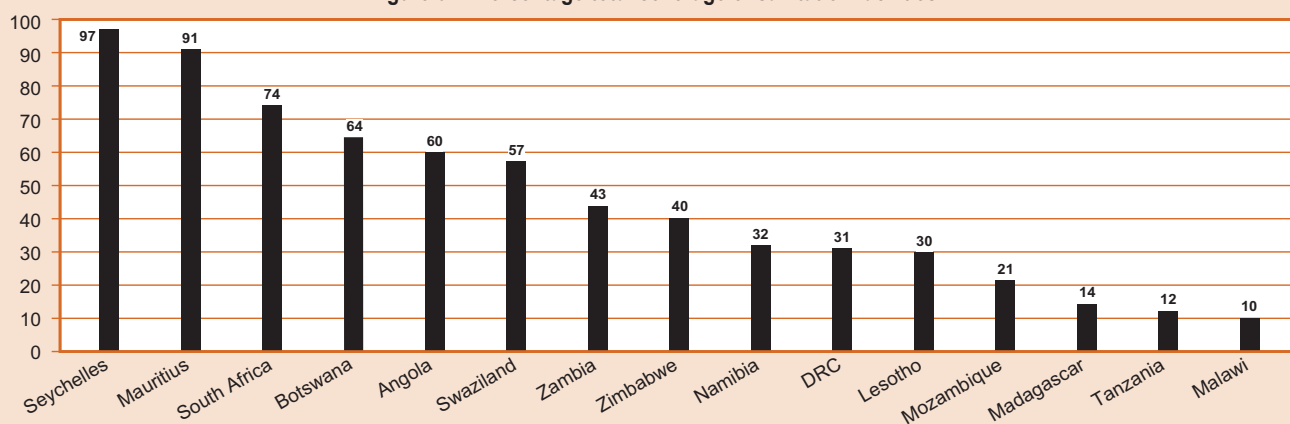
## Sanitation



*The SADC Gender Protocol requires that by 2015 member states ensure the provision of hygiene and sanitary facilities and nutritional needs of women, including women in prison.*

The provision of sanitation and hygiene facilities is integral to improving women's health throughout the region. Poor sanitation results in increased spread of communicable diseases such as tuberculosis and malaria which women are particularly vulnerable to.

Figure 6.7: Percentage total coverage of sanitation facilities



Source: 2014 SADC Gender Protocol Barometer.

In Namibia, the total coverage of sanitation facilities is 32%. Rural coverage is 17% while urban coverage is 56%.



Tses village ablution facilities.

Photo: Gender Links

The first Water Supply and Sanitation Policy (WASP) was adopted in 1993 and replaced by an updated version in the year 2008.

The key principles of the Water Supply and Sanitation Policy include (summarised):

- 1) Water supply and sanitation services should become available to all Namibians
- 2) Water supply and sanitation should be acceptable and accessible at a cost which is affordable to the country
- 3) Improvements should be achieved by the efforts of the Government and the beneficiaries, based on community involvement and participation
- 4) Communities should have the right to determine which water and sanitation solutions and service levels are acceptable to them (with regard for environmental needs and the resources and information available and within the boundaries of the national guidelines).
- 5) Beneficiaries should contribute toward the cost of the services.<sup>24</sup>

<sup>24</sup> Ministry of Agriculture, Water and Forestry. (2009). Namibia National Sanitation Strategy 2010/11-2014/15. Second Draft. Windhoek, Namibia: Government of the Republic of Namibia. At page 12.



## Health in the SADC region and post-2015



As the 2015 target date for achieving the Millennium Development Goals (MDGs) approaches, there is wide debate as to what development goals the global community should set next. From the analysis it is clear that the SGP targets are feasible but success will require concerted efforts to address health, including sexual and reproductive health and rights throughout the region.



UN Secretary General Ban Ki-Moon addresses a conference on maternal, newborn and child health in the post-2015 development agenda on the final day of the Canadian government's global health summit in Toronto, May 2014.

Photo: Google images

Women's lack of resources and power urgently needs to be addressed across the SADC and women's distinct health needs and responsibilities must be integral in the formulation of legislation, policy and programmes throughout the region.

Improved health is seldom only a result of improvements in the health sector. Better education, women's political and economic participation and improvements in water and sanitation all contribute significantly to a community's health.

Although progress has been made in the healthcare sector, much remains to be done. Beyond 2015, SADC countries need to:

**Elevate women's health needs from a basic need to a right:** Sexual and reproductive health needs, addressed in the MDG's and in the SGP, need to become Sexual and Reproductive Health Rights (SRHR) in the future.

**Emphasise maternal health:** Recognise that adolescent sexual and reproductive health should receive prominence, as the foundations for maternal health are laid in adolescence.

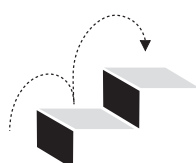
**Promote good health:** This begins with the provision of sanitation, water and nutrition for all, including rural and poor people. This is an area in which local government can play a crucial role to improve the health of communities.

**Promote healthy lifestyles to reduce cancer, hypertension and diabetes, and encourage prompt management of all these conditions:** Non-communicable diseases such as various types of cancer, hypertension and diabetes are becoming a major cause of morbidity and mortality. Much of the burden of these diseases can be managed through lifestyle changes such as diet. In all cases, early detection improves the prognosis.

**Table 6.2: Possible health indicators**

Area of concern	Proposed post-2015 targets	Proposed post-2015 indicators
Maternal Mortality	1. By 2030, reduce the maternal mortality ratio to less than 70 maternal deaths per 100 000 live births.	1. Maternal mortality ratio <sup>25</sup> (out of 100 000).
		2. Percentage of births attended by skilled personnel. <sup>26</sup>
		3. Percentage antenatal care coverage.
		4. Percentage of men attending ante and postnatal care facilities.
Sexual and reproductive health rights	2. By 2030, ensure universal access to sexual and reproductive health and reproductive rights in accordance with the Programme of Action of the ICPD and the Beijing Platform for Action.	5. Contraceptive prevalence rate. <sup>27</sup>
	3. Ensure people, especially adolescents are educated about their sexual and reproductive health and rights.	6. Reduction in the barriers to access to sexual and reproductive health services particularly for young people and the most marginalised. <sup>28</sup>
		7. Proportion of local councils that provide diverse and inclusive information on health and sexual reproductive health rights.
	4. Adopt and implement laws ensuring women's sovereignty and choice over their bodies and reproductive health choice right to life.	8. Existence and provisions of country policy on termination of pregnancy.
	5. By 2030, achieve universal access to safe and affordable drinking water for all.	9. Percentage of access to safe drinking water (rural, urban, prisons, refugee camps).
	6. By 2030, achieve adequate sanitation and hygiene for all, paying special attention to the needs of women and girls.	10. Percentage total coverage (urban and rural) of sanitation facilities.
11. Percentage of women/girls accessing sanitary towels.		
Non-communicable diseases	7. Ensure all citizens have access to information and facilities for testing for and treating cancers and other diseases, also early detection.	12. Percentage men and women suffering from different cancers.
		13. Proportion local councils that provide information or organise events to promote awareness of cancers and other health conditions.
Healthy lifestyles	8. Promote healthier lifestyles among women and men, focusing on prevention to reduce ill health such as hypertension and diabetes.	14. Prevalence of raised blood glucose among women and men aged more than 25 years (percentage).
		15. Prevalence of raised blood pressure among women and men aged more than 25 years (percentage).
		16. Percentage of obesity rates among men and women.

Source: SADC Protocol@Work and Alliance member contributions.



## Next steps

- Promote a robust public debate and advocacy for a review of current legislation on abortion.
- The Government needs to continue to encourage men to be more involved in reproductive health.
- A review of legislation on abortion is needed.
- Improved training for birth assistants and a more equitable distribution of trained staff between urban and rural areas. This could include an introduction of incentives for healthcare professional to work in the public rather than private sector.
- Mobilise resources to improve coverage of sanitation facilities, particularly in rural areas.
- Focus more attention on health services and sanitation for rural and lower income population to address the disparities in provision of health services and sanitation between urban and rural, as well as higher income and lower income populations.
- Governments need accurate data to be able to plan and monitor progress. Definitions must be standardised to compare the situation at different time periods. This needs to be a priority from local level to regional level.

<sup>25</sup> WHO, Health Demographic surveys.

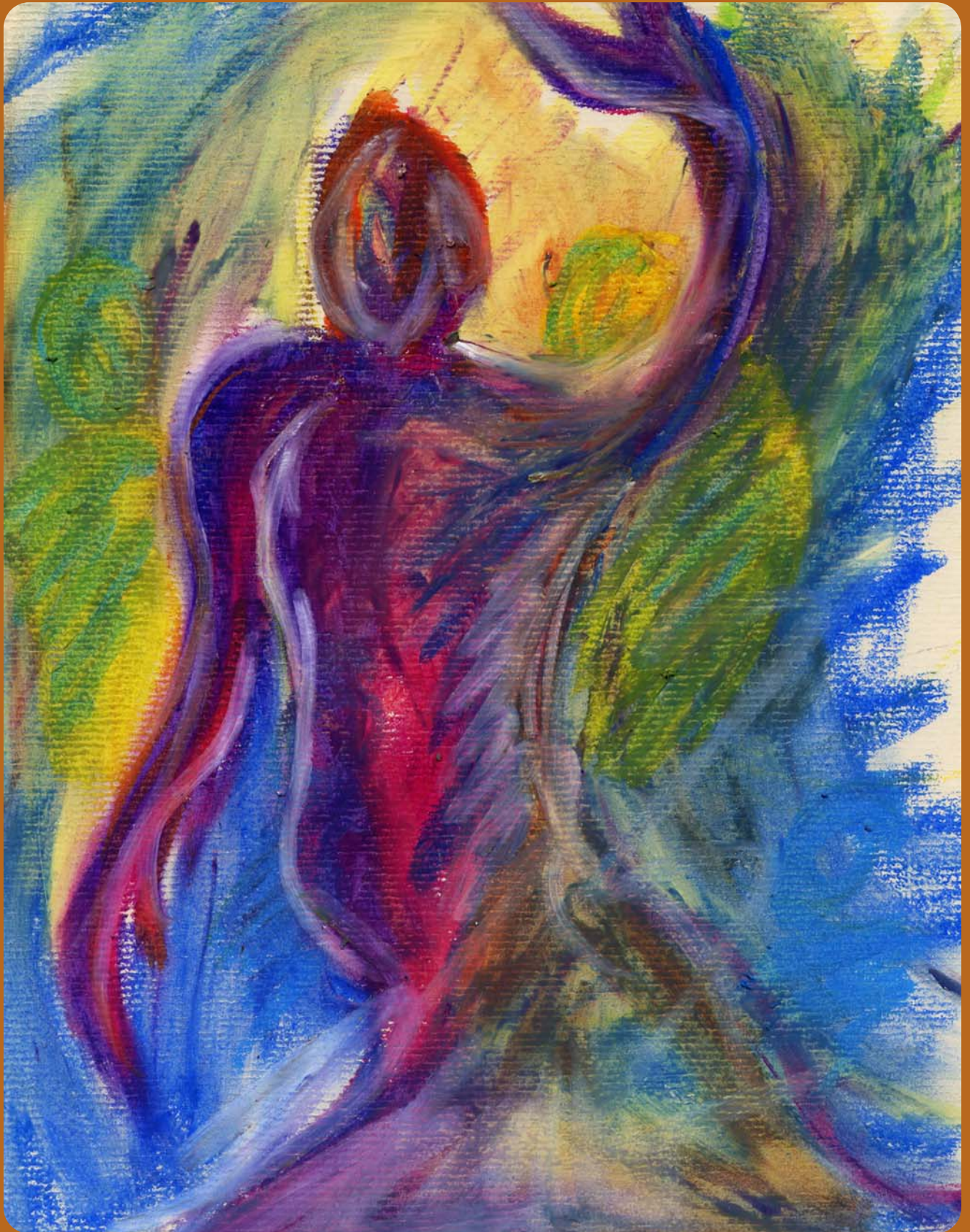
<sup>26</sup> WHO, Health Demographic surveys.

<sup>27</sup> WHO Development Indicators.

<sup>28</sup> WHO Development Indicators.







"Anita"

Anushka Virahsawmy



# CHAPTER 7

## *HIV and AIDS*

### *Article 27*



#### KEY POINTS

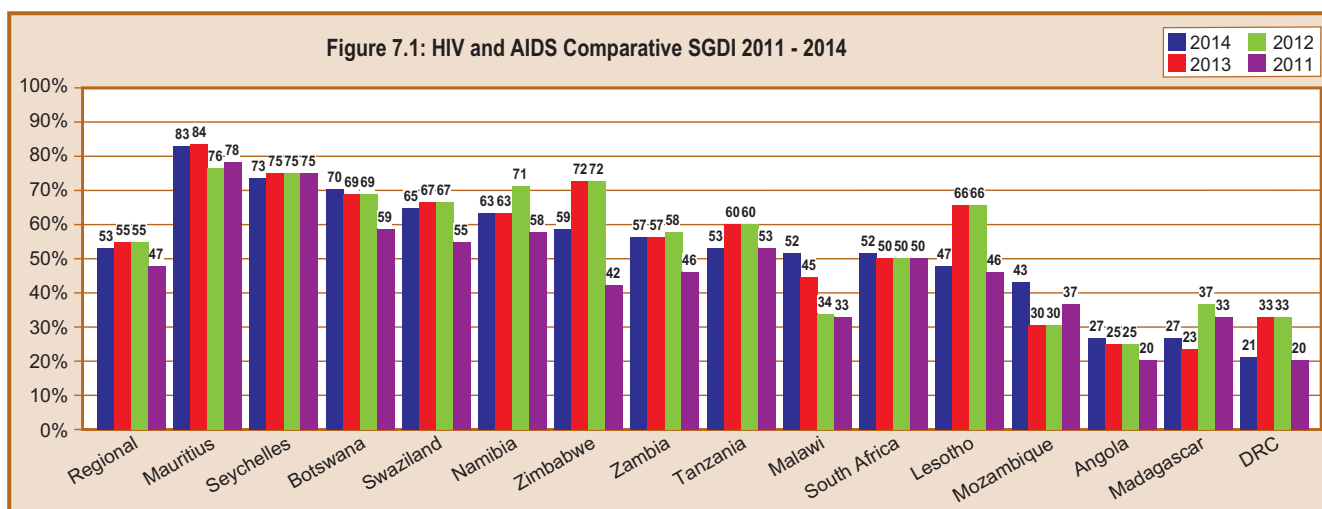
- The SGDI for HIV and AIDS is 63%.
- The citizen score is 78% based on citizens' perceptions of government's performance in the area.
- Gender inequalities continue to drive the pandemic in Namibia.
- 20% more women than men are HIV positive.
- 85% of pregnant women living with HIV receive PMTCT.

**Table 7.1: HIV and AIDS  
SGDI and CSC scores**

	<i>SGDI</i>	<i>CSC</i>
<i>Scores</i>	67%	59%
<i>Ranks</i>	3	10

Table 7.1 shows that Namibia's SGDI and CSC scores come in at 63 % and 78% respectively. Researchers base the SGDI score on empirical data. It measures comprehensive knowledge on HIV and AIDS. The SGDI score of the country is comparable to the regional average of 72 %, ranking Namibia fifth in the SADC region. The CSC score also puts Namibia at number one position on that ranking.

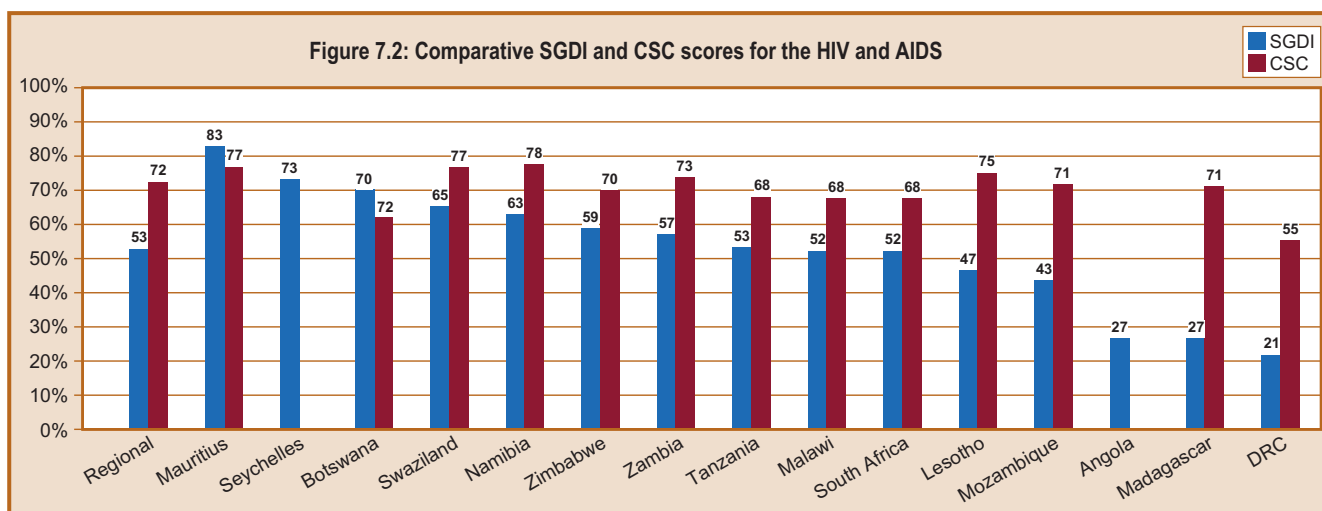




Source: SADC Gender Protocol Barometer 2014.

Figure 7.1 shows the HIV and AIDS comparative SGDI from 2011 to 2014. Namibia's SGDI has increased from 2011 to 2012 by 13% and decreased from 2012 to 2014 by 8%. The SGDI measures: comprehensive knowledge on HIV and AIDS; the proportion of women who are HIV positive as a percentage of all people who are HIV-

positive; and HIV-positive women receiving Prevention of Mother To Child Transmission (PMTCT) treatment as a percentage of all HIV positive pregnant women. Despite the government's huge investment in the HIV and AIDS response, the SGDI is lowered by the continued high HIV prevalence rates among pregnant women.



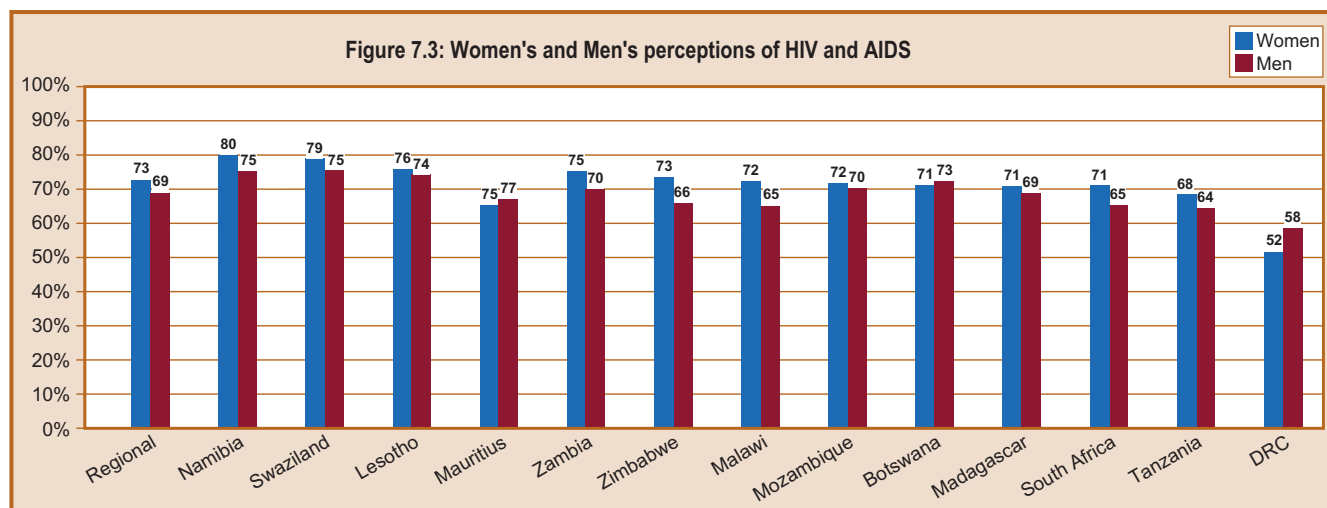
Source: SADC Gender Protocol Barometer 2014.

The regional SGDI score for HIV and AIDS is 53%, an increase of two percentage points from 51% in 2013. The overall 2014 CSC score is 72%, up from 60% in 2011. This score has increased annually from a low score of 53% in 2010, which means SADC citizens perceive

positive changes in this area. These perceptions are no doubt influenced by the extent to which leaders (for example in South Africa) have moved from denial to a more pragmatic approach, and the extent to which treatment has become more accessible and affordable.



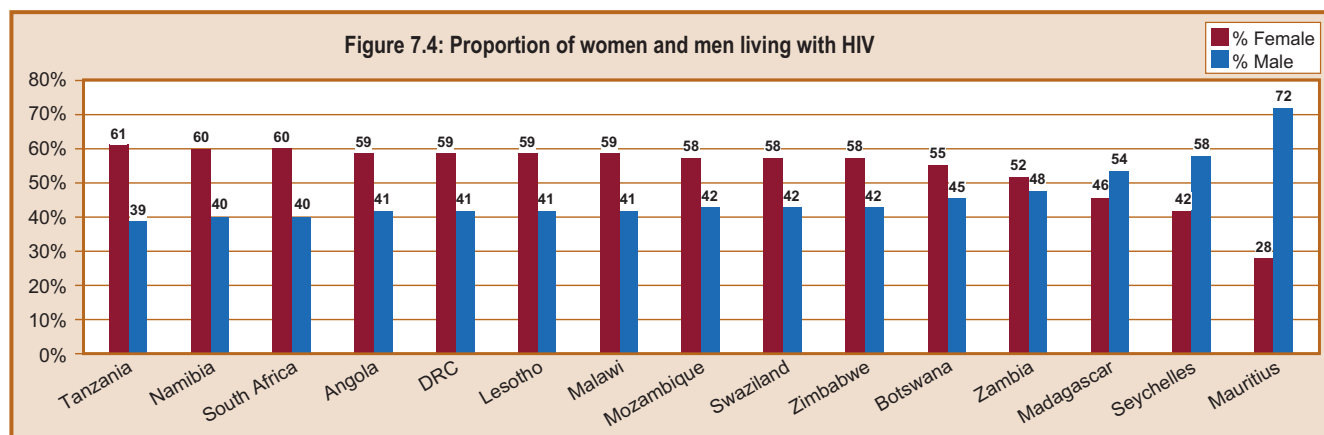
## The current situation in SADC



Source: SADC Gender Protocol Barometer 2014.

Women's and men's perceptions of government progress in the fight against HIV and AIDS sector in Namibia is one of the highest out of all SADC countries with 80%

women and 75% men. The regional average score for both women and men has increased by over 10% from 62% in 2012, to 73% in 2014.



Source: <<http://kff.org/global-indicator/women-living-with-hiv/aids/>> Last accessed: 18 June 2014.

Figure 7.4 shows that more women live with HIV than men. Twelve SADC countries have a greater proportion of females than males living with HIV. Only Madagascar, Mauritius and the Seychelles have a higher prevalence of HIV among men, probably because HIV and AIDS

infection is concentrated among injecting drug users. In Namibia more women than men are living with the virus. 60% of women are HIV positive while 40% men are infected.

## Fighting HIV/AIDS in Okahandja

Stigmatization of people living with HIV/AIDS remains an enormous challenge to overcome in a country like Namibia. Discrimination of people living with HIV/AIDS impacts the ability to prevent, treat and ensure public awareness and understanding of the disease. In Okahandja, when 'Meme Dona,' was diagnosed with HIV in 2006, she decided to create a centre to cater to the many needs of people living with HIV/AIDS.

### Relation to the SADC protocol

The SADC protocol highlights the need for state parties to recognize the unequal status of girls and women in the way that the HIV/AIDS epidemic affects them, based on underlying issues of gender inequality. The HIV/AIDS centre in Okahandja has served women and girls living with HIV, and is an example of progress in integrating a gender sensitive approach when working with HIV/AIDS in the region.

### Background

The prevalence of HIV in Namibia is still very high, while services and treatment are not always easily accessible. In order to address this issue in the Okahandja region, the town council has supported a centre catering to people living positive with HIV/AIDS.

The centre is run by 'Meme Dona' who is a counsellor and individual living with HIV herself. She decided to establish the centre in 2006 when she was diagnosed. She saw a need for this because she recognised the stigmatization associated with the disease and decided to sensitize the public and community around this topic as well as provide services to people living with HIV.

### Objectives

The objectives of the initiative include:

- Serving people living with HIV
- Educating people on sexual reproductive health
- Providing support, through support groups, to those infected by HIV/AIDS, as well as economic support

### Beneficiaries

The centre caters to 30-50 women who are living with HIV/AIDS, as well as children and elderly people in the community.

### Process

The centre offers a variety of activities to people living with HIV including adult literacy classes, support groups,

and training provided by 'Meme Dona' to others to serve as trainers. It also runs programmes and workshops on gender-based violence and abuse. The centre also provides home-based care for those living with HIV.

In addition, the centre operates a mobile clinic and is able to bring ARV treatment to PLHIV.

The centre conducts outreach activities in the community to raise awareness about issues associated with HIV/AIDS.

### Main Outcomes

Service delivery has greatly improved due to the activities of the centre, with patients gaining access to the critical services.

Also, due to the activities of the centre there has been greater public participation, and the public has gained greater awareness surrounding HIV/AIDS, while the level of stigmatization and discrimination experienced by people living with HIV/AIDS has decreased.

### Challenges

The main challenge for the centre is finding resources to ensure its continued ability to provide crucial services to people living with HIV/AIDS. The centre relies completely on in-kind donations from donors, which makes running this multipurpose centre difficult.

### Lessons

Despite the progress and public participation achieved through the centre's activities, the issue of stigmatization is still a major area of concern in the community when it comes to assisting people living with HIV/AIDS. More awareness raising activities must be done in order to reduce the impact of stigmatization in the community.

The fear of stigmatization compares to the fear that many victims of violence face when reporting abuse. Both people living with HIV and survivors of violence should be able to live openly without this fear.

### Sustainability

The sustainability of the centre is in question, as donors pull out and the daily operation of the centre relies solely on in-kind donations. In order to ensure that the centre remains open, the local council has donated a building in Okahandja, while the centre is also working to involve local businesses to help their efforts to become more sustainable.

## The current situation in Namibia

**Table 7.2: Key Gender, HIV and AIDS Indicators in Namibia**

	% Female	% Male
Extent of comprehensive knowledge on HIV and AIDS (15- 24)	65	62
Estimated adult (15 - 49) HIV prevalence %	13	
% On ARV Treatment (total)	84	
% HIV Positive Pregnant Women Receiving PMTCT	85	

Source: UNGASS 2012 Country progress reports; UN AIDS 2012.

The Annual Report from the Ministry of Health and Social Services from April 2011 - March 2012 looks closer at the situation concerning HIV/AIDS in Namibia.

Namibia has a total population of 2.1 million people. The estimated number of people who live with HIV is 194,505. As shown in table 7.2, the adult HIV prevalence is 13%.

The annual AIDS deaths decreased from 7,771 people in 2008/09 to 5,047 people in 2011/12. The number of new HIV infections in Namibia decreased as well from 10,542 people in 2008/09 to 8,177 people in 2011/12.

The report shows that of adults older than 15 who are HIV positive there are 102,297 women and 70,793 men with HIV.<sup>1</sup>

HIV prevalence in Namibia is measured through data collected from pregnant women. In 2008, HIV prevalence was 17.8%, a decrease from 22% in 2002. The highest prevalence rate is reported amongst people aged 30-

34 years. Although the prevalence of infection appears to be increasing in adult age groups, the prevalence of HIV infection in those aged 15-19 and 20-24 years has decreased from 11% to 5.1% and 22% to 13.9% respectively between 2002 and 2008. The prevalence rate for urban and rural residents is similar.<sup>2</sup>



Some tools used in testing services.

Photo: Gender Links

## Prevention



*The Protocol requires that by 2015, state parties shall develop gender-sensitive strategies to prevent new infections, taking account of the unequal status of women, and in particular the vulnerability of the girl child as well as harmful practices and biological factors that result in women constituting the majority of those infected and affected by HIV and AIDS.*

In line with the CEDAW committee general recommendation number 15,<sup>3</sup> the National Policy on HIV and AIDS, released in 2007, includes provisions on creating an enabling environment for women and girls

to prevent HIV infection.<sup>4</sup> The policy is accompanied by a multi-sectoral national plan with a monitoring and evaluation framework.<sup>5</sup> The report recognises the need to collect gender disaggregated data.

<sup>1</sup> Directorate Special Programmes. (2011). National AIDS and STI Control Programme. Annual Report April 2011- March 2012. Windhoek, Namibia: Ministry of Health and Social Services. At pages x, 4.

<sup>2</sup> Ministry of Health and Social Services. (2008). Report on the 2008 National HIV Sentinel Survey. Windhoek, Namibia: Ministry of Health and Social Services. At pages vii, 15.

<sup>3</sup> Committee on the elimination of discrimination against women. (1999). General Recommendation No. 24 (seventh session, 1988). na: na. At page 1. Available at: <[www.un.org/womenwatch/daw/cedaw/recommendations/recomm.htm#recom](http://www.un.org/womenwatch/daw/cedaw/recommendations/recomm.htm#recom)> Last accessed 14 February 2010.

<sup>4</sup> Directorate of Special Programmes. (2007). National Policy on HIV and AIDS. Windhoek, Namibia: Government of the Republic of Namibia. At page 8.

<sup>5</sup> Directorate for Special Programmes. (2006). Plan for National Multisectoral Monitoring and Evaluation of HIV/AIDS. Windhoek, Namibia: Government of the Republic of Namibia. At page 16.

The MoHSS held a women's leadership conference in 2008 entitled "Namibian women in leadership taking action against HIV and AIDS". One of the outcomes of the meeting included the observation that the lack of male involvement in HIV and AIDS-related prevention activities is still a challenge.<sup>6</sup>

There are plans in Namibia that provide guidance for the National HIV Response in the country, e.g., the National AIDS Co-ordination Programme (NACOP) that was established in 1990. This Programme was followed by a Short Term Plan and three Medium Term Plans (MTP III) on HIV and AIDS. The country is currently implementing the National Strategic Framework for HIV and AIDS (NSF 2010/11-2015/16).<sup>7</sup>

The MTP III ended in March 2010 and the NSF 2010/11-2015/16 provides strategic policy, planning and implementation guidance as well as leadership for the national HIV and AIDS multi-sectoral response. This national response sees HIV and AIDS as the greatest socioeconomic development challenge in Namibia.<sup>8</sup>

Specifically for pregnancies and the unborn children, Namibia put the National Strategy and Action Plan for the elimination of new paediatric HIV infections and keeping their mothers alive 2012/13-2015/16, in place. This plan contributes to the MDG to reduce child mortality, to improve maternal health and to combat HIV and AIDS, malaria and other diseases by 2015. It defines PMTCT as one of the core interventions within the national multi-sectoral HIV response. Furthermore the framework wants to reduce the proportion of HIV infections from infants to 4% by 2015/16.<sup>9</sup>

### Public education and awareness

For better support of the multi-sectoral responses to HIV and AIDS, three training modules were developed. These are the Common Module for HIV/AIDS, Mainstreaming of HIV/AIDS, and Development of

HIV/AIDS Workplace programmes. These manuals are designed for everybody who needs to know about HIV/AIDS, sector planners and sector human resource managers.

The reduction in the transmission of HIV is dependent on the effectiveness of information, education and communication campaigns, and behaviour change communication strategies, such as community outreach, mass media, youth activities and PMTCT.

For young people and most at-risk groups, Namibia wants to reduce the transmission of HIV through the promotion of preventative commodities such as male and female condoms.

To improve knowledge, attitudes and behaviour in relation to HIV/AIDS, three strategies have been implemented in Namibian schools. One is HIV/AIDS awareness through print and electronic media. Another is awareness through person-to-person approaches. A third is training people as peer educators and youth life skills educators to raise the awareness and the extent of comprehensive knowledge on HIV and AIDS.<sup>10</sup>



Namibia gender champion leads in gender responsive approaches for HIV/AIDS.

Photo: Gender Links

<sup>6</sup> Directorate of Special Programmes. (2009). Progress report on the third medium term plan on HIV/AIDS. Windhoek, Namibia: Ministry of Health and Social Services. At page vi.

<sup>7</sup> Directorate Special Programmes. (2011). National AIDS and STI Control Programme. Annual Report April 2011- March 2012. Windhoek, Namibia: Ministry of Health and Social Services. At page 5.

<sup>8</sup> Directorate of Special Programmes. (2010). National Strategic Framework for HIV and AIDS Response in Namibia 2010/11-2015/16. Windhoek, Namibia: Government of the Republic of Namibia. At page xiv.

<sup>9</sup> Directorates of Primary Health Care and Special Programmes. (2012). National Strategy and Action Plan for the elimination of new paediatric HIV infections and keeping their mothers alive 2012/13-2015/16. Windhoek, Namibia: Government of the Republic of Namibia/ Ministry of Health and Social Services. At page 22.

<sup>10</sup> Directorate of Special Programmes (HIV/AIDS, TB & Malaria). (2004). National AIDS Coordination Programme. Annual Monitoring and Evaluation Report for MTP III. Windhoek, Namibia: Government of the Republic of Namibia/ Ministry of Health and Social Services. At pages 29, 32, 34 and 36.



## Arandis build capacity on HIV/AIDS

The town council of Arandis has addressed the issue of HIV/AIDS in Namibia by creating peer education and training programmes, and outreach activities targetting the populations most vulnerable to the risk of contracting HIV/AIDS.

The SADC protocol highlights the need for state parties to recognize the unequal status of girls and women in the way that the HIV/AIDS epidemic affects them based on underlying issues of gender inequality.

HIV/AIDS is a huge problem throughout Namibia, as the pandemic continues to spread throughout the country and the prevalence rate remains high. The Arandis community is responding to the increasing numbers of orphans and vulnerable members of society, including women and girls, disproportionately affected by the disease. The aim of the Arandis Council is to spread positive messages addressing the issue of gender mainstreaming within the work to be done on HIV/AIDS in the workplace and the broader community.

To achieve this Arandis has identified awareness raising campaigns and strategies including peer education and training. This aims to put a human face to the pandemic, allowing people to talk openly about the virus as well as encourage people living positive with HIV to seek assistance and support.

The aim of the HIV/AIDS initiative is to address the issue how HIV/AIDS disproportionately affects women and girls due to underlying gender inequalities. This includes addressing women's ability to openly negotiate sex.

The initiative also aims to ensure that HIV remains a main topic in the council's everyday activities by putting in place a response mechanism that coordinates HIV activities in the community.

The goal is to ensure that MTCT is reduced to zero post 2015, by creating awareness surrounding the preventative measures available, such as HIV counselling and testing, and ensuring that the community is aware of the availability of ART as well as leading condom distribution campaigns.

The beneficiaries targeted by this initiative are the vulnerable populations at higher risk for HIV, including orphans, women, girls and other marginalized populations. The members of the Arandis community are also beneficiaries of the project's efforts.

The activities of the HIV/AIDS wellness programme includes training of peer-to-peer educators to lead discussions surrounding the topic of HIV/AIDS in the

region. It also leads awareness raising campaigns surrounding the disease, making the community aware of the services available. Outreach activities have been conducted through different media outlets to reach the community and create awareness surrounding HIV/AIDS. Training sessions have been held to create a discussion about the disease but also covered topics including women's rights.

In an effort to create improved access to treatment there have been investment activities in infrastructure development, which has included the development and completion of a new health centre facility.

The main output of the project has been the completed health centre, which has enabled improved access to health services both for treatment and preventative measures.

A major outcome of the project has been an increase in women's empowerment through women's increased participation in HIV/AIDS preventative activities, where many women serve as community councillors and participate in women's groups.

Public participation has also increased through the different training sessions on HIV awareness and women's rights.

Non-discriminatory employment creation and associated policies have been achieved through media campaigns and adverts. The council's policies now include an affirmative action policy as well.

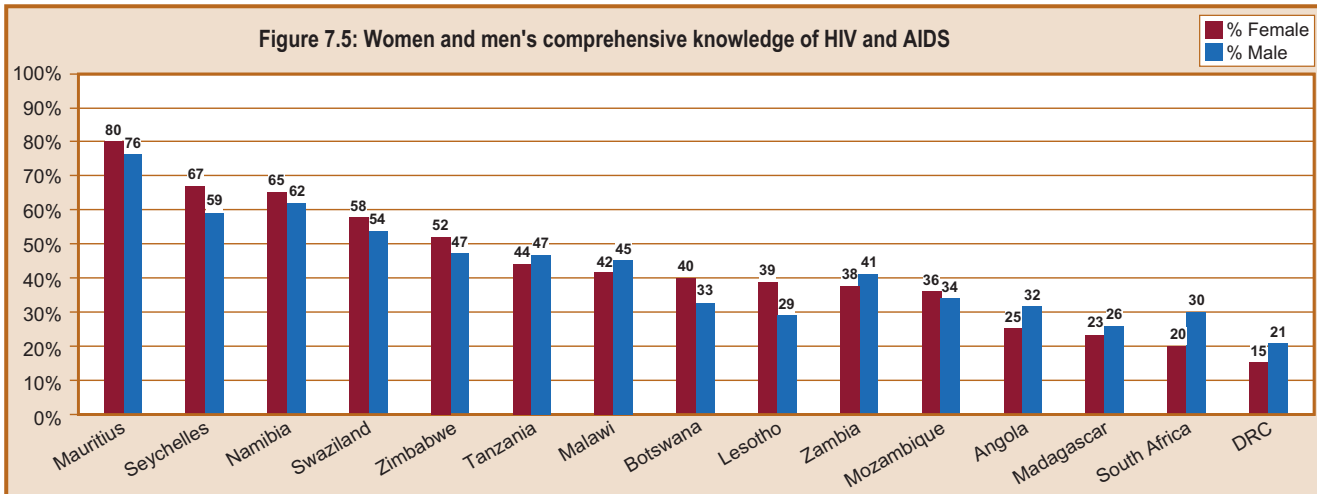
A major challenge faced by the initiative was the engagement of key stakeholder participation. Another challenge, in relation to behaviour change, was that women are not comfortable with the use of femidom. Cultural and traditional practices also posed a challenge as well as the poverty and unemployment in the region.

It is very important to consider the role that gender plays in policy formulation to avoid conflicts during policy implementation.

It is also vital that no form of discrimination against anyone due to race, sex, disability status, or HIV status is tolerated if one is striving for a just community.

In order to make these efforts sustainable, the involvement of roleplayers from grassroots level is required. The budget should also be aligned to address the gender mainstreaming of HIV response and activities. The project has the potential to be replicated by going to other councils and exchanging ideas and lessons learned.

Figure 7.5: Women and men's comprehensive knowledge of HIV and AIDS



Source: <http://unstats.un.org/unsd/mdg/SeriesDetail.aspx?srid=742>  
<http://mdgs.un.org/unsd/mdg/data.aspx> - accessed 18 June 2014.

Figure 7.5 shows that at 65% of women and 62% of men in Namibia have a comprehensive knowledge of HIV and AIDS, ranking third out of 15 countries surveyed.

The key drivers of HIV and AIDS in Namibia have been identified as multiple concurrent partnerships, high risk sex, intergenerational sexual partnerships, alcohol usage and high risk behaviours. Gender inequality lies at the heart of these drivers and needs to be addressed head on in prevention campaigns.

A total of 164 609 people registered for counselling and testing in 2008-2009. More females (68.8%) than males (31.2%) accessed these services. Access was highest in the Oshana and Oshikoto regions (30% of the national total) and lowest in the Hardap region (3%).<sup>11</sup>

Between August and November 2012, the project Home-Based HIV Counselling and Testing (HBHCT) was implemented in the Kavango and Oshana regions in Namibia. The project covered an area where 60 000 Namibian live and aimed to provide HBHCT to 5 000 people as young as 11 years old. Overall the project reached 4 169 households and 11 692 people. Within the four month pilot period, 6.2% out of all people refused to be tested and 96% of the 534 HIV positive tested individuals were referred to HIV care and treatment facilities.

Nevertheless, the pilot project identified challenges that need to be addressed before the HBHCT service can be scaled up to other regions. Field officers travelled long distances from households to their base health facility, and this created fluctuations in the temperature

reading for HIV test kits. If not corrected, this fluctuation could threaten the potency of the test kits. In the Kavango region there was no laboratory quality assurance officer to conduct field supervision. The proportion of men tested through the pilot project could have been higher, if the working hours would have been expanded to afternoons and weekends. That was not possible during the Pilot period.

Overall the HBHCT was acceptable and feasible. It was able to reach individuals, couples and men that would normally have limited access to routine HCT services.<sup>12</sup>

### Medical male circumcision



Medical male circumcision.

Photo: Edward Echwalu

<sup>11</sup> Directorate of Special Programmes. (2009). Progress report on the third medium term plan on HIV/AIDS. Windhoek, Namibia: Ministry of Health and Social Services. At page ix.

<sup>12</sup> Development Aid from People to People Namibia. (2013). Home-Based HIV Counselling and Testing (HBHCT) in Namibia. Report on Evaluation of a Pilot Project, August 2013. Windhoek, Namibia: Ministry of Health and Social Services. At pages 4, 5.

Through medical male circumcision the probability of HIV infections from a HIV positive female to a HIV negative male can be reduced by 60%. Nevertheless this does not mean that male circumcision reduces the risk of transmission from men to women or from men to men. In 2007 approximately 21% men between the ages of 15-49 were circumcised. Out of those, 84% were circumcised before the age of 13. 70% of these childhood circumcisions were performed by a health professional and 25% by a traditional health practitioner. The WHO recommends that male circumcision should be prioritised in areas where HIV prevalence in the general population exceeds 15%.

Namibia has an active male circumcision task force which developed a Male Circumcision Communication Strategy as well as educational and awareness materials. The draft male circumcision policy and the action plan still need to be finalised. The country has already started circumcision activities at five pilot sites and will roll out circumcision activities countrywide.

To scale up male circumcision throughout the country a number of strategies are required. For example, health facilities need to be strengthened by providing important equipment for male circumcision, and human resource capacity needs to be expanded. Community mobilisation needs to be intensified with the involvement of community based organisations. Moreover the MoHSS will initiate consultations with traditional health circumcisers so that the roles they have in contributing to the outcomes will be established.<sup>13</sup>

**Table 7.3: Number of Male Circumcision  
April 2011 - September 2011 and  
October 2011 - March 2012**

Months and year	Number of circumcisions
April 2011 - September 2011	3724
October 2011 - March 2012	2358

Source: Directorate Special Programmes. (2011). National AIDS and STI Control Programme. Annual Report April 2011 - March 2012. Windhoek, Namibia: Ministry of Health and Social Services.

## PMTCT

The Government has prioritised the prevention of mother-to-child transmission. According to a recent report on the 20 countries in the world with the highest rates of HIV infection, Namibia is only one in four countries that have achieved the target of providing approximately half of all HIV-positive pregnant women with this treatment.<sup>14</sup> All pregnant women are routinely offered syphilis testing.<sup>15</sup> According to the MDG Namibia report of 2008, in 2006, 92% of women who started antenatal care took an HIV test. 79% of pregnant women who delivered knew their HIV status and of all HIV positive mothers who delivered, 64% took ARV prophylaxis. These numbers also show that there is room for improvement in getting more pregnant women to test for HIV, and also if found to be positive, to ensure that ARV treatment is taken. Even though the roll out of ARV treatment and PMTCT services has been extensive, there is a need for a further scaling up of these services in order to reach all people in need of such treatment. The report also states that 21% of women who have given birth do not know their HIV status. In Namibia HIV testing is voluntary, while in countries like Swaziland it is mandatory.

The country has begun to provide lifelong antiretroviral therapy for pregnant women living with HIV, known as option B+. This option will help to bridge the gap in access. Between the years 2009-2012 Namibia managed to decrease the number of new HIV infections among children by 58%, and in 2012 Namibia counted 700 new HIV infections among children. One out of 10 pregnant women did not receive medicine to prevent the transmission of the virus. Four out of 10 women or their infants did not receive medicine to prevent mother-to-child-transmission while breastfeeding. Therefore the transmission of the virus can further be reduced if Namibian women have access to antiretroviral medicine during breastfeeding.<sup>16</sup>

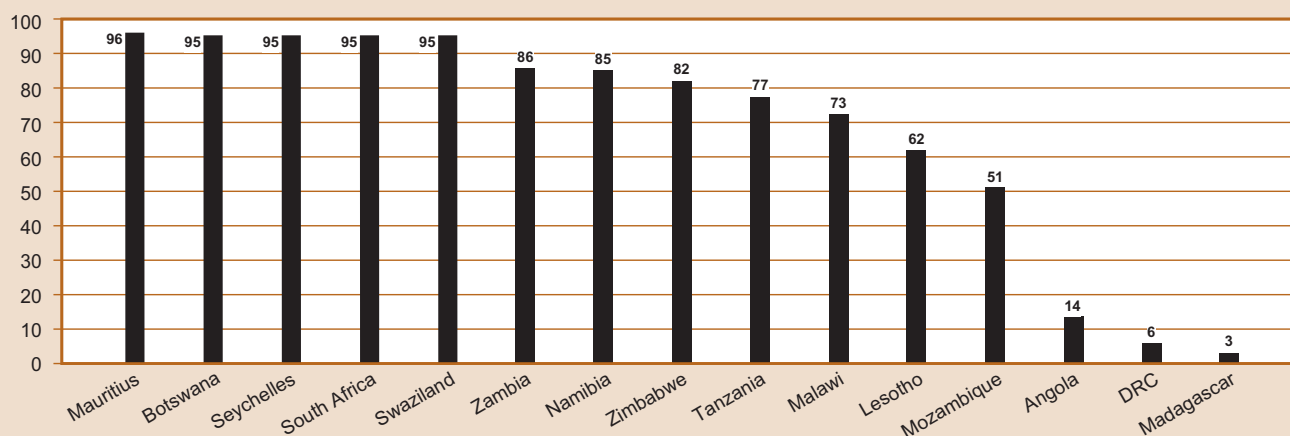
<sup>13</sup> Directorate of Special Programmes. (2010). National Strategic Framework for HIV and AIDS Response in Namibia 2010/11-2015/16. Windhoek, Namibia: Ministry of Health and Social Services. At pages 40,41 and 42.

<sup>14</sup> A Report Card on Prevention of Mother-to-Child Transmission of HIV and Paediatric HIV Care and Treatment in Low- and Middle-Income Countries: Progress on scaling-up 2004-2006, Executive Summary, November 2007 AND Ministry of Health and Social Services. (2008). Namibia United Nations General Assembly Special Session (UNGASS) Country Report: Reporting Period April 2006 - March 2007. Windhoek, Namibia: Ministry of Health and Social Services.

<sup>15</sup> WHO. (2009). Maternal and child health in Namibia. 2nd edition. na, Namibia: WHO. At page 26.

<sup>16</sup> UNAIDS. (2013). 2013 Progress Report on the Global Plan towards the elimination of new HIV infections among children by 2015 and keeping their mothers alive. Geneva, Switzerland: UNAIDS. At pages 26, 27.

Figure 7.6: Percentage pregnant women living with HIV on PMTC



Sources: <http://www.unaids.org/en/dataanalysis/knowyourresponse/countryprogressreports/2014countries/#M>  
[http://www.unaids.org/en/dataanalysis/knowyourresponse/countryprogressreports/2014countries/MWI\\_narrative\\_report\\_2014.pdf](http://www.unaids.org/en/dataanalysis/knowyourresponse/countryprogressreports/2014countries/MWI_narrative_report_2014.pdf)  
[http://www.unaids.org/en/dataanalysis/knowyourresponse/countryprogressreports/2014countries/TZA\\_narrative\\_report\\_2014.pdf](http://www.unaids.org/en/dataanalysis/knowyourresponse/countryprogressreports/2014countries/TZA_narrative_report_2014.pdf)  
[http://www.unaids.org/en/dataanalysis/knowyourresponse/countryprogressreports/2014countries/MDG\\_narrative\\_report\\_2014.pdf](http://www.unaids.org/en/dataanalysis/knowyourresponse/countryprogressreports/2014countries/MDG_narrative_report_2014.pdf)  
 accessed 18 June 2014

**PMTCT uptake is improving dramatically but still remains uneven in the region:** Figure 7.6 illustrates that five countries have PMTCT coverage of 96% and 95%, while Zambia has 86% coverage and Namibia has 85%. These countries have already reached the WHO

target of 80% coverage and may soon reach 100% coverage. Meanwhile, four countries have a PMTCT coverage of between 51%- 77% and may be able to meet the WHO target by 2015. Only Angola, DRC and Madagascar fall well below 50% coverage.

## Treatment



*The Protocol requires state parties to ensure universal access to HIV and AIDS treatment for infected women, men, boys and girls.*

Namibia has made significant progress in the provision of ART services. In 2003 about 2% of the people in need of the treatment received it. By 2011 69%, and by the end of March 2012, 82% of the population in need received ART services. Out of all people who got the antiretroviral treatment 70.3% were alive on ART at the end of March 2012.

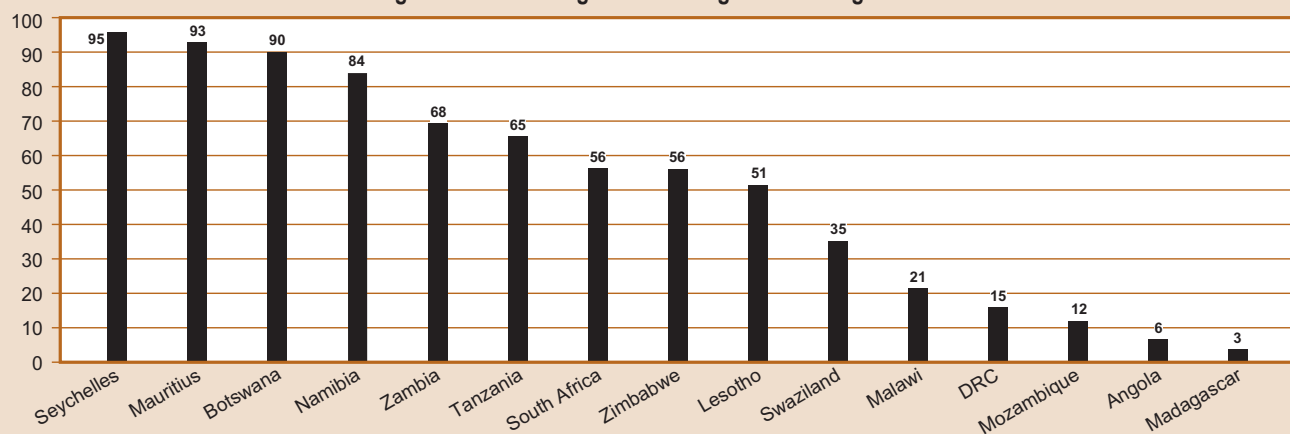


A nurse prepares her testing kit.

Photo: Gender Links



Figure 7.7: Percentage of those eligible receiving ARVs



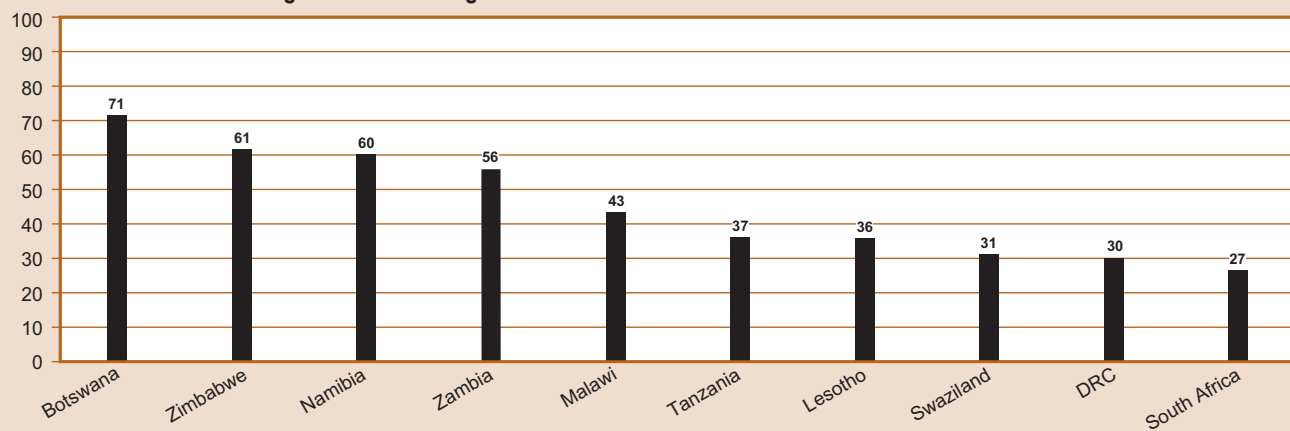
Source: UNAIDS 2012.

**There are still major differences between countries:**

Figure 7.7 illustrates that while there have been vast improvements in access to ARTs, there remains a long way to go. This is especially true in Angola and Madagascar, which respectively only provide ARVs to

6% and 3% of HIV positive citizens. Meanwhile, Seychelles and Mauritius have done much better at 95% and 93% respectively. There is little sex disaggregated data on the uptake of ART but it is clear that gaps and challenges remain across the SADC region.

Figure 7.8: Percentage reduction of deaths due to HIV between 2001 and 2012



Graph compiled from UNAIDS 2013 World Aids Day Result Report.

**The region has seen a reduction in deaths from HIV and AIDS:**

The rapid expansion of treatment has resulted in a marked reduction in the number of deaths in the region. The UNAIDS 2013 Results report notes that sub-Saharan Africa has cut the number of deaths from AIDS-related causes by 32% between 2005 and 2011, with the largest drop in AIDS-related deaths

recorded in some of those countries where HIV has the strongest grip. For example, Figure 7.8 illustrates that South Africa reduced the number of deaths in this time period by 27%, which amounts to approximately 100 000 deaths.<sup>17</sup> Botswana, meanwhile, saw the largest per capita reduction at 71%.

<sup>17</sup> UNAIDS 2012 World AIDS Day Report: Results.

## Care work



*Article 27 of the Southern Africa Development Community (SADC) Protocol on Gender and Development calls on State Parties to develop and implement policies and programmes to ensure appropriate recognition of the work carried out by care-givers, the majority of whom are women, 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 HIV and AIDS.*

During 25-29 May 2009, GEMSA conducted a policy audit of care work in Namibia. GEMSA aimed to evaluate current and future policy provisions for care-givers in the country, to identify policy gaps, and to provide recommendations on how stakeholders can strengthen the care work programme. The findings from the report contributed to a model home-based care policy for the Southern African Development Community (SADC) region.

### Process

By way of background, GEMSA held two focus group meetings and a series of interviews. Researchers identified participants through desktop research and discussions with organisations involved in care work. The first meeting brought together five community home-based care organisations, as well as larger care work groups like the Namibia Red Cross Society. GEMSA conducted separate meetings and interviews with two of the largest home-based care groups in Namibia: AIDS Care Trust and Catholic AIDS Action.

The second focus group drew five civil society organisations involved in gender and HIV and AIDS, such as the Namibia Network of AIDS Organisations (NANASO) and the International Community of Women

Living with HIV and AIDS (ICW). Finally, GEMSA held interviews with the Global Fund, with three members of the Primary Health Care (PHC) Directorate (which oversees community based health care (CBHC)) in the Ministry of Health and Social Services (MoHSS), and with the permanent secretary from the Ministry of Labour and Social Welfare. Through these meetings and desktop review, GEMSA retrieved key research, policies, guidelines and commentary on care work in Namibia.

Discussions revealed that the MoHSS in Namibia had developed a policy on CBHC released in March 2008, which provides ample support and recognition of caregivers in the country.

The policy aimed to standardise and professionalise home-based care. Government and key stakeholders have made efforts to operationalize the policy. Some of the major challenges include resource and capacity constraints, as well as a lack of awareness of the new policy. Coordination and planning between all stakeholders on how to mobilise resources and address potential negative consequences of the programme will ensure successful and sustainable policy implementation. Table 7.3 provides an assessment of the progress that has been made so far.

**Table 7.3: Progress in addressing care work in Namibia**

ISSUE	RECOMMENDATION
<b>Remuneration</b>	Current CHBC policy calls for a monthly incentive of N\$250-N\$500.
<b>Logistical and material support</b>	Namibia has been affected by the dwindling global funding basket with implications on the ability of NGOs and CBOs to continue providing remuneration and other forms of financial and logistical support for care givers.
<b>Training and professional recognition</b>	Under the current policy, the Government has undertaken to re-train all care-givers using a standardised manual. Lobbying of Namibian Qualification Authority and Ministry of Health and Social Services for accreditation of carers is underway.
<b>Psychological support</b>	The CHBC policy attempts to address the psychological needs of care-givers. Ministry of Health and Social Services promotes this provision for care-givers. There is a need to link various kinds and sources of psycho-social support together, most notably community-based psychosocial support.
<b>Gender equality</b>	Although the policy acknowledges gender disparity in care work and encourages the involvement of men, there is regression in terms of achieving gender equality. The HIV and AIDS consortium is continuing its discussions to address this issue.

## HIV/AIDS - "Together We Can Make It"

Mariental, the capital of the Hardap region, faces the challenge of rapid urbanization as more people migrate from rural areas seeking employment opportunities. Because of the lack of affordable housing, the town has seen an increase in informal settlements. These informal settlements are susceptible to HIV/AIDS due to impoverished conditions. In order to address this issue the town council has launched an HIV/AIDS initiative "Together We Can Make It."



Lourensia Beukes. Photo: Gender Links

The SADC protocol highlights the need for state parties to recognise the unequal status of girls and women in the way that HIV/AIDS epidemic affects them based on underlying issues of gender inequality.

Like the rest of Namibia, the HIV/AIDS epidemic is affecting the town of Mariental, where the number of new infections is on the rise and there is a lack of vital services including HCT counsellors. People are also waiting too long to receive their results. The issue of discrimination and stigma towards HIV/AIDS is also a major factor that needs to be addressed in the region.

The aim of the HIV/AIDS programme in Mariental is to:

- Educate community on the drivers of epidemic.
- Save many lives by encouraging people to take their ARV treatment.
- Bring health services closer to people.
- Build ARV clinics in all the of the town's suburbs.
- Ensure that HIV counselling is visible and accessible.

The beneficiaries are women, children and men living in informal settlements in Mariental.

The activities of the Mariental initiative include community mobilization around supporting those living positive with HIV/AIDS. The town also launched a rapid testing programme to encourage individuals to get tested and learn their status.

In efforts to address the HIV/AIDS issue the town council trained counsellors to be friendly and act professionally. As part of this effort, an oath of confidentiality was presented to councillors to prevent stigma and discrimination.

ARV treatment was made available at hospitals as well as at mobile centres such as Newstart, which provides ARV for those who do not want to go to the hospital for fear of stigmatisation.

A major outcome of the town's HIV/AIDS initiative was women's empowerment.

Women became part of the decision making process as well as facilitated workshops and training, more so than men. Women's involvement in community work is more and more visible, e.g., they chair community meetings, becoming exemplary role models in the community.

Major challenges facing the initiative were the lack of educative information on HIV/AIDS. Stigmatisation is still a major challenge in the HIV/AIDS work due to discrimination.

Another challenge was that services provided by nurses were unfriendly and no proper treatment counselling was given. Also, there are many side effects to the ARV treatment which led to people refusing to continue treatment. Another challenge was the distance to health centres.

Major lessons from the project's initiative included the importance of encouraging more involvement of men from the community. It is also crucial that more training and information sessions become available to educate more people on discrimination and stigma.

In order to make the efforts sustainable it is important that the town reports to CACOC and RACOC meetings. Training also should be available in the most disadvantaged areas. Higher profile community members as well as more disadvantaged people should be involved, to make the initiative's efforts sustainable.



## HIV in the SADC region post-2015



UNAIDS is challenging the world to set targets to stop HIV infections for an AIDS-free generation. UNAIDS is targeting 90% of tested and HIV-positive people to be initiated on ART, and targeting 90% of those on treatment with viral suppression by 2020. These targets may be ambitious, but the target of zero new infections through maternal to child transmission is certainly attainable.

**SADC countries need to continue to build on gains made in tackling HIV and AIDS:** The intensified global and national efforts to expand access to a continuum of care from prevention, through treatment, care and support is beginning to turn the course of the HIV pandemic. It is important that the government continues to allocate budgets to fund HIV prevention, treatment and care programmes.

**Focus more attention on adolescents (15 - 24):** HIV is now the leading cause of death among adolescents in Africa<sup>18</sup>; Most adolescents do not know their status and thus are not accessing treatment. The world cannot reach zero new infections without paying specific attention to adolescents. In the SADC there is need to focus on young girls specifically. The post 2015 SGP must include targets and indicators specific to prevention, treatment and support of adolescent girls. Mainstreaming sex education and comprehensive HIV knowledge in school curricula should be a priority for post 2015. In addition, women and girls will be less vulnerable to HIV and AIDS, and its effects, if gender equality in other thematic areas is achieved.

**Investing in integrated and holistic programmes which include social benefits** and/or skills development to improve HIV and sexual and reproductive health outcomes has been shown to work. The post-2015 agenda must advocate more holistic and inclusive approaches in prevention, treatment and care, to ensure all people and vulnerable groups are targeted, reached and their specific needs are also prioritised.

### **Tackle stigma, increase testing and treatment among key populations:**

The SADC has generally done well in promoting and conducting testing, but more needs to be done to target sex workers, men who sleep with men and women who sleep with women, people who inject drugs, prisoners and migrants. With high HIV prevalence in these communities it is crucial to build on interventions that reduce stigma and provide medical and other services to these groups. The post-2015 agenda, must ensure they are involved in the design, implementation and monitoring of the programmes. In doing so, testing 90% of the population by 2030 is possible and will help ensure reduction in new infections and AIDS-related deaths. The post 2015 SGP must include time-bound targets for continual increase of treatment coverage to ensure that treatment and prevention, outpaces the rate of infection. At least 90% of those that are eligible for treatment should access it by 2030.



ART drugs.

Photo: Gender Links

### **Elimination of mother to child transmission of HIV:**

Roll out and coverage of PMTCT is quite good but gaps persist. Post 2015 agenda should up the target to ensure 100% pregnant mothers tested for HIV and 90%

<sup>18</sup> WHO. (2014). Health for the World's Adolescents: A second chance for the second decade. WHO: Geneva.



of those that test positive start treatment. The government must adopt the 2013 WHO guidelines on antiretroviral therapy and improving service delivery; and integrate maternal and child health and paediatric HIV treatment and other care services, so that women and their children receive care from the same providers during a single visit.

***It is time to move from draft policies and guidelines to adopting policies and legislation to regulate care work:***

The policy work undertaken so far demonstrates the importance of such initiatives in placing a specific focus on care work in the context of the SGP. Although strides are being made, women still bear the brunt of this work and are still under-resourced and undercompensated. Ongoing engagement between parliamentarians and civil society is a very important to ensure that policies are not only gender-sensitive, but also move from drafts to adoption.

Other steps that need to be prioritised post 2015, particularly in relation to care work are:

- ***Greater engagement of caregivers in the development process is needed:*** The importance of active engagement of caregivers to review and/or develop C&HBC policies is critical.
- ***Expansion of the scope of care work from HIV and AIDS to all long term illnesses:*** As the roll out of ARV's will mean less direct nursing for caregivers, there is room to expand the scope of work that caregivers engage in. This can include treatment adherence support and follow up, awareness about screening for cervical and breast cancer as well as hypertension and diabetes. Caregivers can also be equipped to educate their communities on a variety of illnesses.
- ***Promote community and local government involvement in care work:*** Full involvement of community members and local government will not only help to increase understanding of the work that caregivers do, it will also decrease the burden if everyone plays their part.
- ***Monitoring and evaluation systems should be improved:*** There is need to define the mechanisms for monitoring and evaluating the implementation of the national care work policy once it has been

finalised and approved by the government. Issues to consider include, among others, who will monitor, which tools will be applied, how monitoring will be undertaken, at what frequency, and what would be the role of care providers in the process. It sometimes happens that a good policy is in place but implementation is slow, or that key stakeholders and target groups are not aware of the existence of such a policy.



HIV patient receiving care.

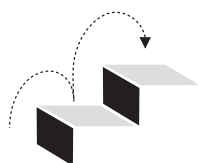
Photo: Gender Links

- ***Encouraging traditional leaders to help promote change:*** Addressing gender disparities in community care and support and challenging risky cultural and traditional practices and attitudes can be more effective when involving men and traditional leaders. Traditional leaders play an important role in challenging and changing some of the traditional and cultural attitudes, beliefs and practices related to care.
- ***Involving men in C&HBC programmes has proven to be effective in reducing the burden of care on women and girls:*** Men are highly mobile and vocal, and their increased participation in C&HBC programmes can help improve the dissemination of HIV and AIDS information in communities. However, most initiatives have largely focused on recruiting male adults. To ensure sustainability of such community based interventions, it is critical to also mobilise and actively engage male youths.

**Table 7.4: HIV and AIDS proposed post 2015 targets and indicators**

Thematic area	Proposed post-2015 targets	Proposed post-2015 indicators
<b>Policies</b>	All state parties shall take every step to adopt and implement gender-sensitive policies and programmes, and enact legislation that will address prevention, treatment, care and support in accordance, but not limited to, the Maseru Declaration on HIV and AIDS.	National policies which address gender issues
		National policies that are implemented
<b>Prevention</b>	Reduce prevalence in adolescents by 50% by 2030. Increase comprehensive knowledge of HIV in young people to over 70%. Increase percentage of boys and girls who complete secondary school. Promote behavioural change through FBOs and NGOs. Ensure HIV and AIDS is part of the school curricula. Provide health gardens for survivors through local government. Invest in integrated programmes which include social benefits or cash transfers. Increase testing to at least 90% of the population by 2030.	HIV prevalence disaggregated by sex
		Comprehensive knowledge on HIV and AIDS disaggregated by sex
		Countries where HIV is in the school curriculum
		HIV prevalence among young people
		Comprehensive knowledge of HIV among adolescents
		Lower secondary school gross enrolment ratio, disaggregated by sex
		Upper secondary school gross enrolment ratio, disaggregated by sex
		Percentage of adolescents in need of social protection that receive regular cash transfer and support
<b>Elimination of Mother to Child Transmission</b>	By 2030, 100% of pregnant mothers are tested for HIV; 90% of those that test positive are initiated on treatment.	Percentage of pregnant mothers tested for HIV
		Percentage of pregnant mothers living with HIV initiated on treatment
<b>Title?</b>	Tackle stigma associated with key populations such as sex workers, men who sleep with men and women who sleep with women, people who inject drugs, prisoners, migrants and ensure that they all access comprehensive HIV care, support and treatment services to reduce the prevalence of HIV.	HIV prevalence in: <ul style="list-style-type: none"> <li>• Sex workers</li> <li>• Men who have sex with men</li> <li>• Women who have sex with women</li> <li>• People who inject drugs</li> <li>• Prisoners</li> </ul>
<b>Care Work</b>	Have and enforce policies and programmes for the recognition of the work carried out by caregivers, the majority of whom are women, by 2020.	Number of recognized and accredited caregivers
		Number of policies on care giving, safety, legal protection
		Number of countries with final policies on care work
		Number of countries which are implementing policies on care work
		Proportion of recognized care workers that are men

Source: SADC Protocol@Work and Alliance member contributions.



## Next steps

- Innovative ways to address the gender dynamics that fuel women's vulnerability to getting infected by HIV need to be found.
- Although HIV awareness is high, traditional leaders need to be engaged to help eliminate negative traditional and cultural beliefs and practices that increase women's vulnerability to HIV and AIDS.
- The Government, NGOs and churches need to increase support for the rising number of orphans.

- IEC campaigns should effectively mainstream gender concerns to empower girls and boys on the importance of negotiating and practicing safe sexual relations.
- The Government needs to broaden the focus of CHBC to address the needs and wellbeing of volunteers.
- The Government needs to promote men's involvement in care work to ease the burden of home and community-based care on girls and women.
- Tackle stigma associated with men who sleep with men, women who sleep with women, sex workers and drug users.







"Nicole"

Anushka Virahsawmy





## CHAPTER 8

# Peace building and conflict resolution

## Article 28



Increasing women's representation in the uniformed forces is critical for peace building at home and in the community.

*Photo: Gender Links*

### KEY POINTS

- The CSC score for women's representation in the peace building and conflict resolution sector for Namibia is 77% women, and 72% men. This reflects citizen's perceptions of the country's performance in respect of the SADC Gender Protocol targets for this sector.
- Research shows that the proportion of women in the defence force is 26%, and 31% in the police force.
- There is 21% women in peacekeeping, a decrease of over 20% from 2012.
- The Namibian Ministry of Defence has a recruitment policy that stipulates a minimum intake of 10% women.

**Table 8.1: SGDI and CSC scores for peace building and conflict resolution**

	SGDI	CSC
<b>Scores</b>	N/A	75%
<b>Ranks</b>	N/A	1

Table 8.1 illustrates that there is insufficient empirical evidence in this sector to compute the SGDI. Researchers base the Citizens Score Card rating on public perceptions of government's progress towards meeting the targets relating

to peace and security in the SADC Gender Protocol. The average CSC for 2014 is 75 %: scored 77 % by women and 72% for men. This is higher than the regional average of 69% out of the 15 SADC countries.

### Background

In countries that have undergone a national liberation struggle, such as Namibia, women and men have fought side by side. Women put as much effort and sacrifice into the struggle as

men on the battlefield or other areas of conflict. During the fight for independence, Namibian women were among the combatants in the bush fighting alongside men.

However, women and men have different access to resources, which also includes decision-making during conflicts. Furthermore women and men experience conflict in different ways. When it comes to conflict or terrorism, women and girls are particularly affected because of their sex and their status in society.

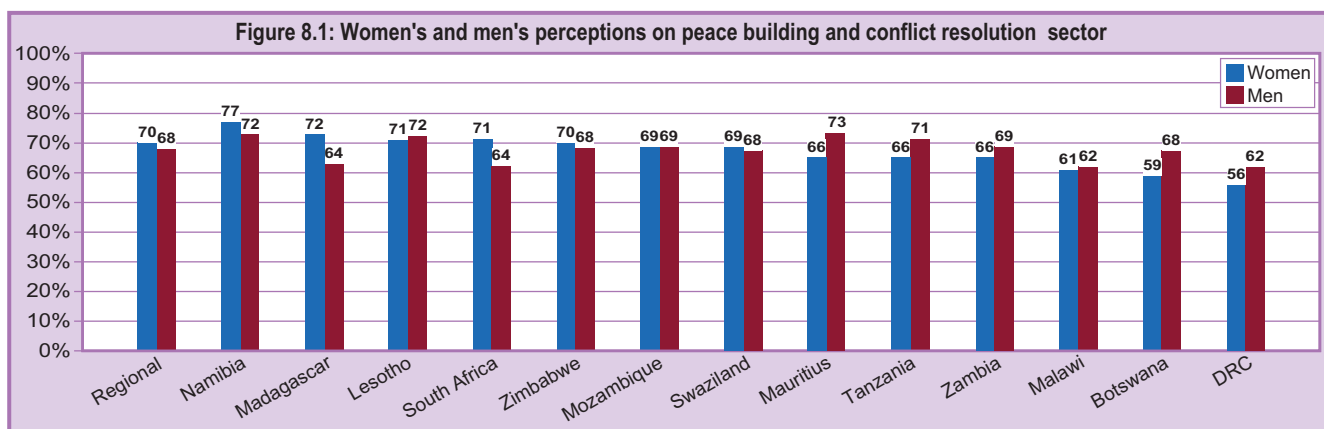
Gender equality in the field of peace building is a concern, and initiatives need to look at increasing women's participation, and promoting more equitable gender relations politically, economically as well as socially. Interventions also need to take account of the

different impact of conflict on women, men, boys and girls.<sup>1</sup>



Namibian police march.

Photo: Gender Links



Source: SADC Gender Protocol Barometer 2014.

Figure 8.1 shows the perceptions of peace building and conflict resolution for all SADC countries. Namibia ranks first and women's perception is 7% and men's perception is 4% over the regional average.

### Importance of female peacekeepers

When conflict breaks out women often have to leave their homes and it happens that they can become the victims of sexual violence or human trafficking. Women are victims of psychological and physical violence and they are sometimes forcefully recruited into armed groups. Again, women and men experience conflict differently and conflicts have different consequences for women and men. Nevertheless these facts are often disregarded during the process of peace-building and also in post-conflict reconstruction. Female peacekeepers are more sensitive to the needs and problems that

women are facing. As a result women and girls are more likely go to a female staff member to report physical or sexual violence.

As a result of more female participants in peacekeeping missions, male staff members of the mission exhibit higher levels of discipline, which in turn reduces the number of cases of sexual exploitation and abuse of women in the operations that these peacekeepers are involved in. When women participate in peacekeeping operations, the mission fosters greater trust from the local women and men.

Also, gender-based stereotypes can decrease when the community witnesses an example of women who are successful in the police, the military or other peace-keeping operations.<sup>2</sup>

<sup>1</sup> MGEWC. (2010). Statistical Profile on Women & Men in Namibia. Windhoek, Namibia: Government of the Republic of Namibia. At page 48.

<sup>2</sup> Odanović, Gorana. (2010). Participation of Women in UN Peacekeeping Operations. na: na. At pages 72, 73 and 74. Available at: <[http://www.google.com.na/url?sa=t&rct=j&q=&esrc=s&frm=1&source=web&cd=9&ved=0CHYQFjAl&url=http%3A%2F%2Fmercury.ethz.ch%2Fservicengine%2Ffiles%2FISN%2F117057%2Fchaptersection\\_singledocument%2F28a46321-f90b-4a84-9026-eb5e314bf965%2Fen%2Fchap7.pdf&ei=NZzSup7hHevQ7AbqqoGgCQ&usg=AFQjCNGruJ98SHTfuN12\\_GEG8xolM6aHRA](http://www.google.com.na/url?sa=t&rct=j&q=&esrc=s&frm=1&source=web&cd=9&ved=0CHYQFjAl&url=http%3A%2F%2Fmercury.ethz.ch%2Fservicengine%2Ffiles%2FISN%2F117057%2Fchaptersection_singledocument%2F28a46321-f90b-4a84-9026-eb5e314bf965%2Fen%2Fchap7.pdf&ei=NZzSup7hHevQ7AbqqoGgCQ&usg=AFQjCNGruJ98SHTfuN12_GEG8xolM6aHRA)> Last accessed 12 January 2014.

Peacekeeping includes a wide humanitarian approach and orders the protection of civilians.

Women have a positive impact on peacekeeping because of their supportive role for women. They do not only have a positive impact in building peace but also protect women's rights. Therefore female peacekeepers are necessary for a high number of functions that are carried out by the military and the police in peace operations.<sup>3</sup>

Gender mainstreaming is very important for the success of an operation because it assists in responding to various security needs within the society. It also enhances operational effectiveness and creates a representative mission. Furthermore it reinforces the civil components of the mission and boosts democratic oversight.<sup>4</sup>

It is essential to know that gender mainstreaming is not only about advocating for women's rights. It is primarily about critically analysing all the difficulties and chances for reform and reconstruction with respect to existing gender roles and inequalities.



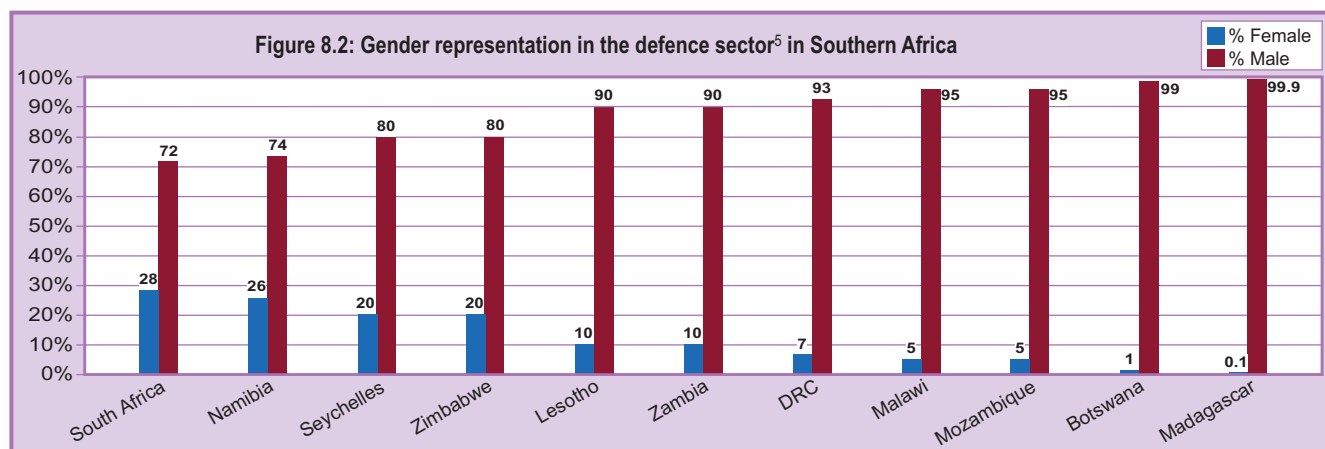
Policewomen participate in action planning in Outjo, Namibia in 2013.  
Photo: Laurentia Golley

It is risky to not have a gender perspective since the mission will overlook essential issues. Gender mainstreaming is one tool to understand complex and complicated situations, to reach a broader consensus, and it inspires solutions and new approaches to solving conflicts.

## Women's representation and participation



*The Protocol calls on State Parties to ensure that, by 2015, women have equal representation and participation in key decision-making positions in conflict resolution and peace building processes by 2015 in accordance with United Nations Security Council Resolution 1325 on Women, Peace and Security.*



Source: Hendricks C, collation of data and country reports, 2014.

<sup>3</sup> Schwoebel, Mary Hope. (2012). The Essential Role of Women Peacekeepers. na: na. At page 1. Available at: <<http://www.usip.org/publications/the-essential-role-women-peacekeepers>> Last accessed 12 January 2014.

<sup>4</sup> Bertolazzi, Francesco. (2010). Women with a Blue Helmet: The integration of Women and Gender Issues in UN Peacekeeping Missions. Santo Domingo, Dominican Republic: UN-INSTRAW Working Paper Series. At page 9.

<sup>5</sup> Represents all women in defence forces, civilian and combat.

With 26% women in the defence sector, Namibia is ranked second, after South Africa with 28% females. Many other SADC countries have less women in the defence sector, like Madagascar, Botswana, Mozambique and Malawi.

### Policy provisions

National legislation, governing state security service providers, is an entry point for examining the extent of governments' commitment to promoting gender sensitivity and gender equality in the security sector. While Namibia has developed gender mainstreaming strategies, it is unclear if any tracking has occurred to measure the extent of implementation.

#### Defence Force Act 1 of 2002

The Act replaces the Defence Act 44 of 1957. The

language in Namibia's Defence Force Act 1 of 2002 is gender sensitive. A newly formed gender unit in the NDF is reviewing all defence policies and legislation.

#### Police Force Act 19 of 1990

Namibia's Police Act 19 of 1990 is gender sensitive and the recruitment policy provides for the entry of women into the service.

#### Security Commission Act 18 of 2001

The Act relates to the Security Commission established by Article 114 of the Namibian Constitution. The Security Commission has the function of making recommendations to the President on the appointment of the Chief of the Defence Force, the Inspector-General of Police and the Commissioner of Prisons.

Table 8.2: Analysis of gender provisions in relevant security services legislation

Country	Constitution Provides for non-discrimination	Defence Force Acts/White papers	Police Force Acts/ White papers	Correctional Services/Prisons Act	Signed Protocol to prevent, suppress and punish trafficking in persons, especially women and children	UNSCR 1325 NAP
Namibia	Yes	Namibia Defence Force Act 1 of 2002. Act is gender sensitive. A newly formed gender unit in the NDF is reviewing all defence policies and legislation. NDF has a gender mainstreaming policy.	Police Act 19 of 1990 is gender sensitive. Recruitment policy is gender sensitive.	Namibia Prisons Act 17 of 1998 is gender sensitive.	Yes	No

### Security, Defence and Gender Training and Education Workshop

In May 2012 Namibia attended a Security, Defence and Gender Training and Education Workshop in Botswana. Professor André Du Pisani, Defence and Security Management Project, Department of Political and Administrative Studies, University of Namibia attended the workshop.

Professor André Du Pisani pointed out that Namibia was the first country in the SADC that offered **diploma and master's degrees in Security and Strategic Studies**. He further stated that none of these courses currently integrate gender issues.

Nonetheless, **Namibia has a significant number of women in the security system**, especially in the

armed forces, where the medical division has a female major-general.

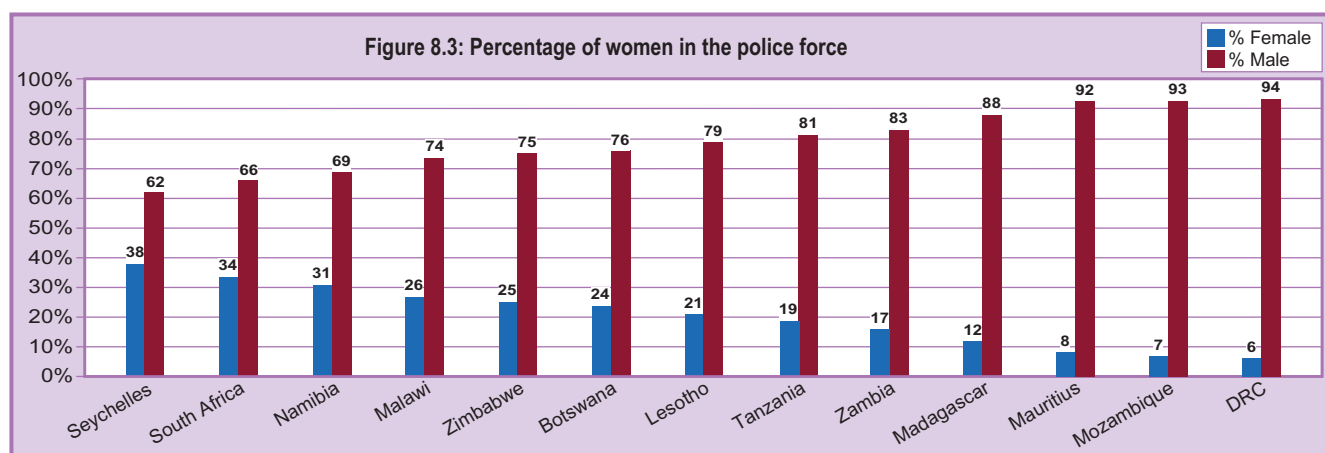
Furthermore Namibia has a gender desk in the Ministry of Defence, and the Minister of Home Affairs is a woman.

Professor Du Pisani pointed to the history and legacy of politics in the country, particularly the active role of women in the struggle for independence, as one of the reasons for the **relatively high percentage of women** in the armed forces. However, Professor Du Pisani also stated that Namibia **has not yet reached the SADC target of 50%** female representation.<sup>6</sup>

<sup>6</sup> Morapendi, Pusetso. (2012). Security, Defence, Gender, Training and Education Workshop. Gaborone, Botswana: Southern African Defence and Security Management Network. At page 5.



## Police services

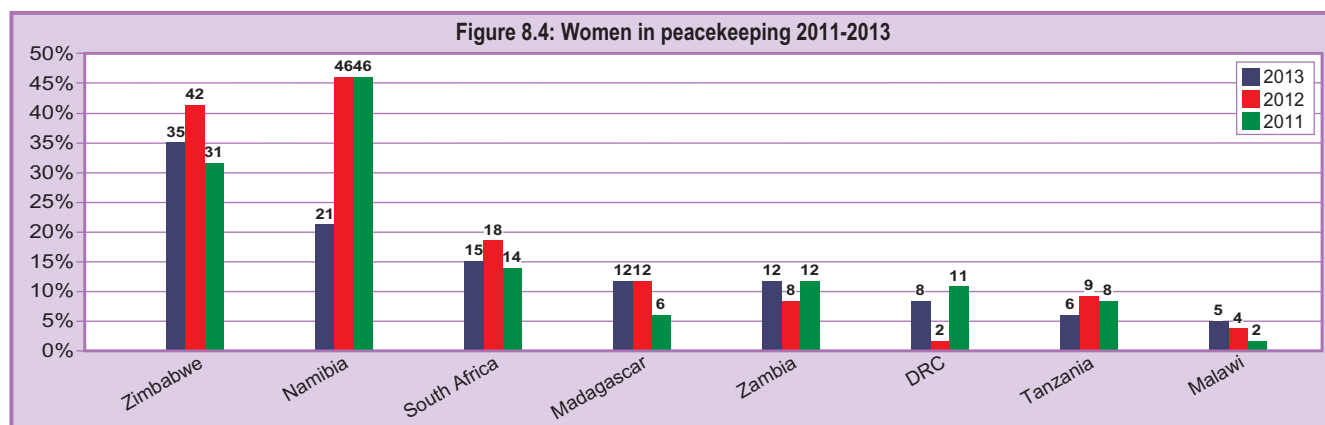


Source: Hendricks C, 2014, compilation of data from a number of different sources over a 5 year period inclusive of country Barometer reports.

Table 8.3 reflects data for 13 of the 15 Southern African countries' police services. Seven countries have 20% or more representation of women in their police services. Three of these countries - Namibia, South Africa and

the Seychelles - have a representation of more than 30%. Three countries for which data could be obtained (DRC, Mauritius and Mozambique) have less than 10% women in their police forces.

## Peacekeeping



Source: Calculated from 2011, 2012 and 2013 UNDPKO Monthly Statistics for Peace missions.

Figure 8.4 shows that the number of women in peace keeping in Namibia decreased dramatically from 2011 to 2013. While Namibia had 46% women in peace keeping in 2011 and 2012, the country has 21% females in peacekeeping in 2013.

Although there is more global awareness for the need to include women in peace negotiations and to produce gender-sensitive peace agreements, the region is still

lagging behind in realising this ideal. Of the 14 peace processes mediated by the UN in 2011, only four of the negotiating parties included women in their delegations. Of the nine peace agreements signed in 2011 only two contained women, peace and security provisions.<sup>7</sup> The UN has now developed guidelines for gender-sensitive mediation that SADC countries should take heed of. Namibia has the highest proportion of women in peacekeeping in the SADC region.

<sup>7</sup> Secretary General. (2012). Report of the Secretary-General on women, peace and security. na: na. At page 9. Available at: <[http://www.un.org/ga/search/view\\_doc.asp?symbol=S/2012/732](http://www.un.org/ga/search/view_doc.asp?symbol=S/2012/732)> Last accessed 20 December 2013.



## Women, peace and security and the post-2015 agenda



The analysis in this chapter shows that to date the emphasis has been on inclusion of women in the security sector, and very little on the sector's transformation and responsiveness to the security needs of both women and men. Going forward, the region must develop indicators that measure the general safety and security of men and women as well as their participation in the security. Women's representation has not been fast-tracked in this sector because of the pervasive stereotype that they do not have the physical and emotional strength to be charged with the responsibility of security. What constitutes security and how it is best provided should form part of a major regional and national dialogue on gender, peace and security. More focus should also be on the existence of national peace infrastructures and how they are fostering gender sensitive peace building.

**With the SGP targets deadline a year away, strengthening targets on peace and security has emerged as a key priority.** The SADC generally enjoys peace but the glaring issues of violence, especially sexual violence, points to a larger policy gap. There is need to expand the definition of peace to the community level.

Women in the SADC usually experience violence perpetrated on a gender basis which also hinders their political and economic participation. Where there is politically motivated conflict, there are few women in the resolution process and the military and other forces still have few women in leadership.

**Sexual violence against women during conflict is of great concern in the region and the slow judicial processes of concluding cases of violation exacerbate the situation.** Prior to the SGP, the SADC signed the Protocol on Politics, Defence and Security Cooperation in 2001. Though this is a positive step, the Protocol fails to connect women's wellbeing and participation to national and regional stability. The SADC must go beyond treating women's rights and gender as a separate and distinct issue from peace and security.

**Minding the gender gap:** Peace and security largely remains a male dominated field. The enrolment figures for women in military academies and peacekeeping missions are still very low. There is need to establish coherence among the sub-regional; national and local institutions responsible for peace and security, gender, human rights. The SADC endeavours to ensure stabilisation through initiatives such as the SADC Election Observer missions and annual SADC summits. Capacity building for women to train in the military and peacekeeping missions help ensure sustainability.

**Lack of sex disaggregated data** on women's participation in peace and conflict resolution has hampered tracking and monitoring of progress. The peace and security sector is closely guarded by governments and access to data is usually difficult. The proposed indicators for the post 2015-framework include sex-disaggregated data by issue. The role of the SADC secretariat is crucial in implementation, monitoring and evaluation.



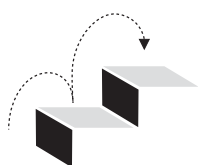
Police participate in gender concepts training in Namibia, 2013.

Photo: Laurentia Golley

**Table 8.2: Peace and Security proposed 2015 targets and indicators**

Thematic area	Proposed post-2015 targets	Proposed post-2015 indicators
<b>Implementation, Monitoring and Evaluation</b>	1. Share best practices from women leaders in peace processes by 2030.	1. Existence of peacekeeping exchange visits/peer learning programmes per country.
<b>Representation and decision-making</b>	2. Ensure equal representation and participation of women in key decision-making positions in conflict prevention, resolution and peace building processes by 2030.	2. Percentage of women/men in the defence forces. 3. Percentage women/men in the police. 4. Percentage women/men in correctional services. 5. Percentage of women/men involved in peace negotiations. 6. Percentage of women/men in decision-making in the peace and security sector.
<b>Sexual violence during conflict</b>	3. Prevent sexual violence in armed conflict and post-conflict situations including noting that sexual violence can constitute a crime against humanity or constitutive act with respect to genocide by 2030. 4. Include the full range of crimes of Violence Against Women (VAW) and sexual violence in national penal legislation to enable prosecutions for such acts perpetrated during conflict by 2030. 5. Effective investigation and documentation of sexual violence in armed conflict is instrumental both in bringing perpetrators to justice and ensuring access to justice for survivors by 2030.	7. Recognition of violence against women during conflict in their penal legislation. 8. Existence and enforcement of policies and laws to ensure elimination of sexual violence during conflict.
<b>Forced migration and displacement</b>	6. Enhance compliance with international humanitarian, human rights and refugee law, including addressing sexual violence in armed conflict and post-conflict situations by 2030. 7. Deployment of Women Protection Advisors (WPA) in accordance with resolution 1888 to facilitate the implementation of Security Council resolutions on women and peace and security by 2030. 8. Deploy gender advisors to the relevant SADC peacekeeping and political missions as well as humanitarian operations and to ensure comprehensive gender training of all relevant peacekeeping and civilian personnel by 2030.	9. Percentage female/male refugees per country. 10. Existence and enforcement of laws per country protecting refugees and especially women refugees. 11. Proportion of Women Protection Advisors per country. 12. Proportion of gender advisors deployed in peacekeeping missions.
<b>Post conflict processes</b>	9. Ensure that by 2030, policies are in place for reintegration processes, including establishing protection mechanisms for women and formerly associated with armed groups, as well as ex-combatants. 10. Provide non-discriminatory and comprehensive health services, including sexual and reproductive health, psychosocial, legal, and livelihood support and other multi-sectoral services for survivors of sexual violence in conflict, taking into account the specific needs 11. of persons with disabilities by 2030.	13. Percentage budgets allocated to re-integration processes after conflicts. 14. Percentage budget allocations for peace keeping/post conflict support

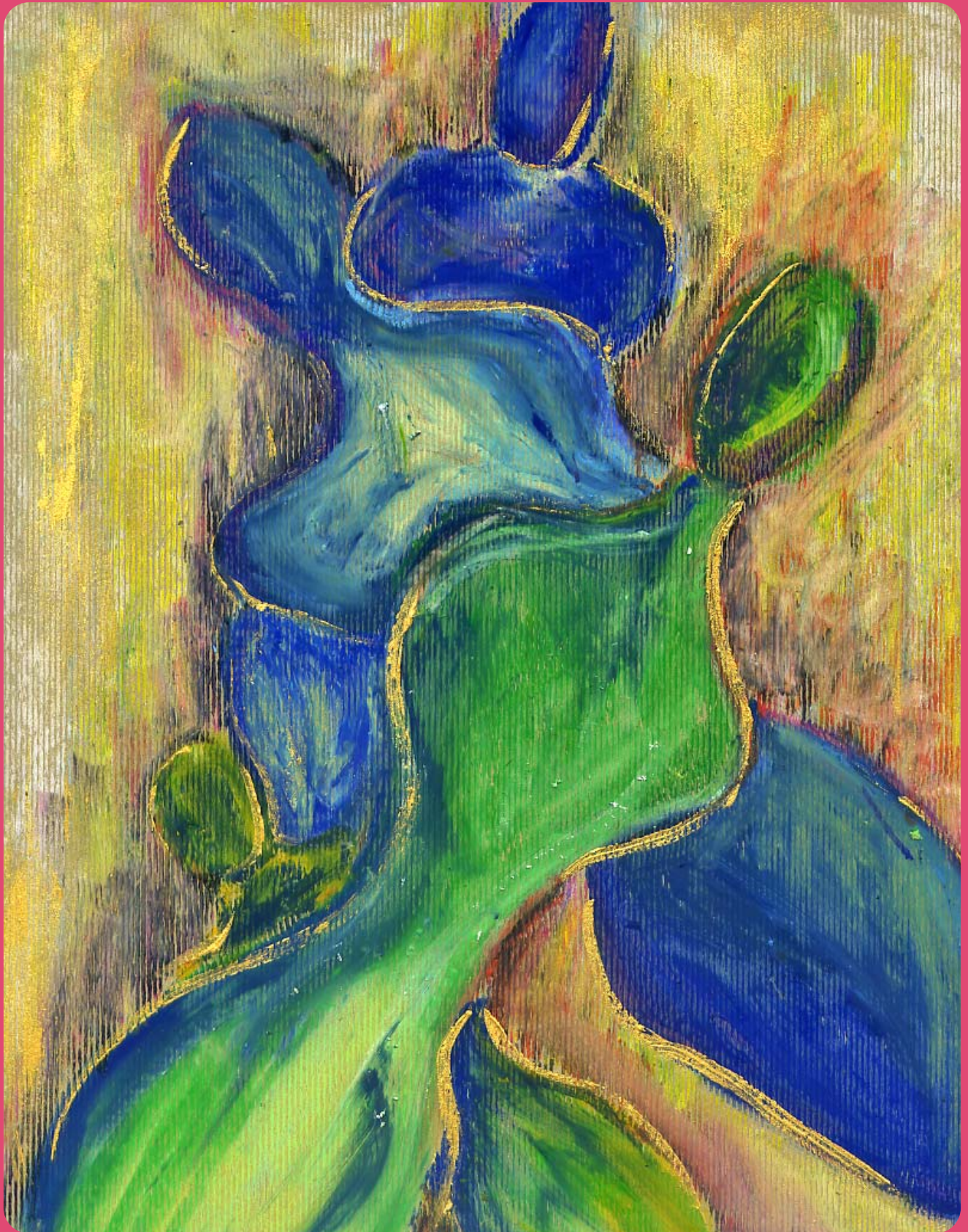
Source: Gender Links and Southern African Protocol Alliance, 2014.



## Next steps

- Establish gender focal points within each ministry such as Home Affairs and Ministry of Defence, among others, addressing issues of peace and security.
- Increase women's quota in the defence sector from 10% to 30%.
- Review the recruitment and retention policies in the security sector so that they are gender sensitive.
- Women should be promoted to command and take up decision-making positions within the security sector.
- Maintain gender parity in the deployment of peacekeepers.





"Growing up"

Anushka Virahsawmy





## CHAPTER 9

# Media, information and communication

## Articles 29-31



Stella Kavendjii (Namibian singer) with her baby on BaseFM, March 2015. Photo: Colleen Lowe Morna

### KEY POINTS

- The Namibian Constitution guarantees its citizens freedom of expression.
- The SGDI score for Namibia is 78% while the CSC score is 67%.
- Only 27% of media houses in Namibia have gender policies, while only 36% have sexual harassment policies.
- According to the Gender and Media Progress Study (GMPS), women constitute 26% of all images in newspapers in Namibia, compared to 19% of news sources in print media.
- Women make up only 27% of sources in stories about, or that mention GBV: Men speak for women, even on issues that affect women most intimately according to the GMPS.
- Survivors constitute almost a quarter (24%) of all sources on GBV: this is higher than the regional average of 19% and the proportion of perpetrators whose voices are heard (18%).
- The proportion of women sources on HIV and AIDS has decreased from 42% representation in 2006 to 26% in the 2010 GMPS.

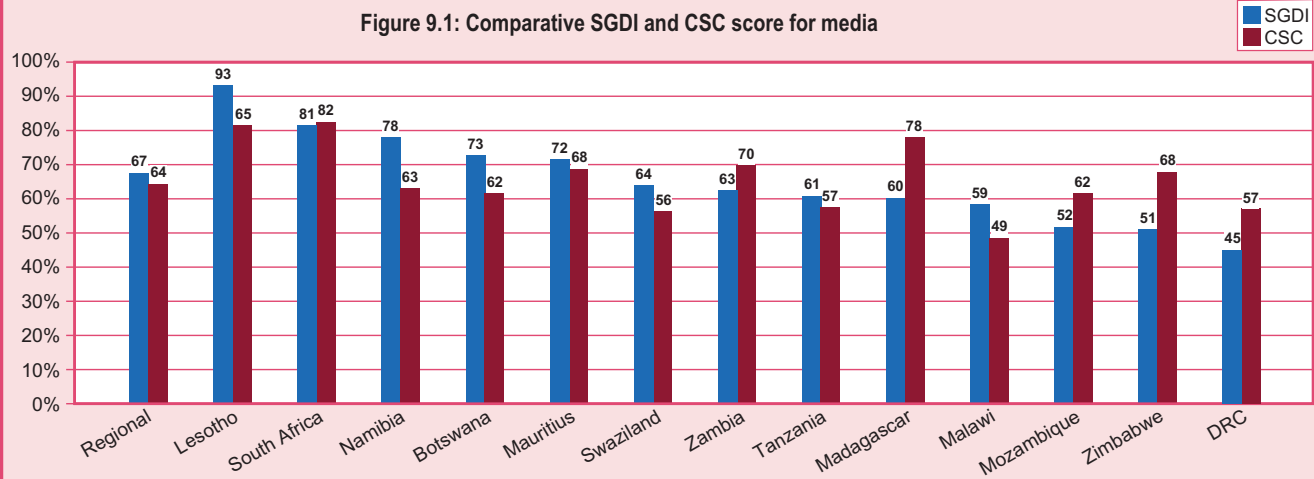
**Table 9.1: SGDI and CSC scores for Media, Information and Communication**

	SGDI	CSC
<b>Scores</b>	78%	67%
<b>Ranks</b>	3	7

Table 9.1 illustrates the SGDI and CSC scores for Namibia in the media sector, which both fall in at the top of the rankings of all SADC countries. Researchers obtained the SGDI data for women sources in the media from a 2014 spot-monitoring exercise. For media house composition and media training, the SGDI made use of the 2009 *Glass Ceilings in Southern African Newsrooms* study and the 2010 *Gender in Media Education (GIME)* audit. It is important to undertake further studies in 2015 to assess the true extent of progress. Namibia ranks number three in the SGDI score but seventh out of 13 countries in the CSC score for media.



**Figure 9.1: Comparative SGDI and CSC score for media**



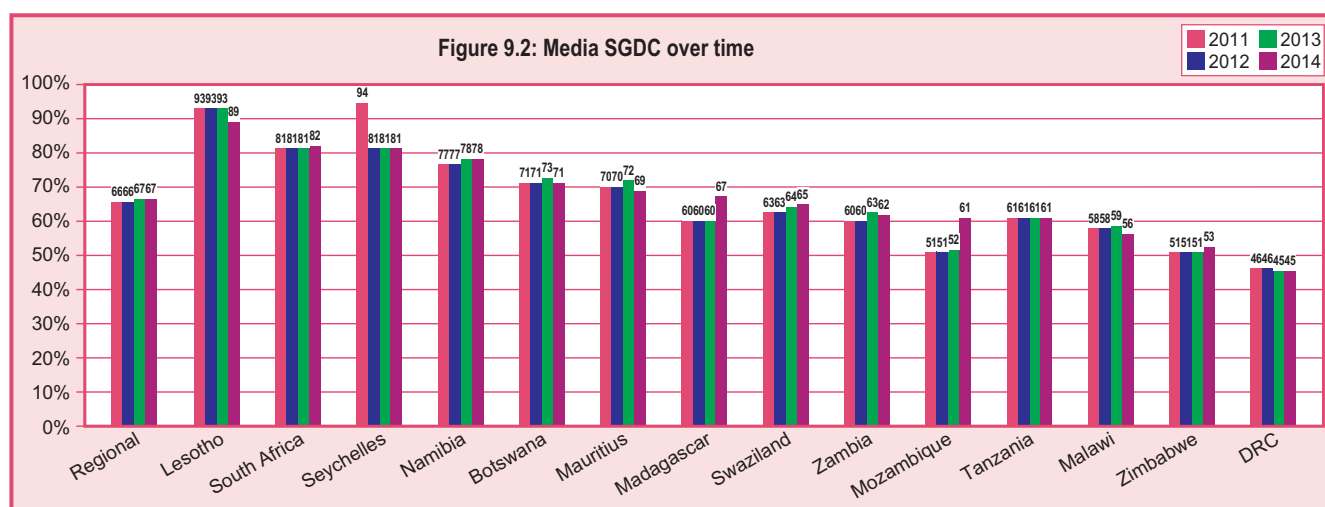
Source: Gender Links 2014.

The SADC Gender and Development Index (SGDI) is a composite score that incorporates the proportion of women within the media as employees, on boards of directors and in management. It also includes the proportion of female lecturers and students in media training institutions and the proportion of women news sources in media content.

Figure 9.1 shows that in 2014, with this year set for the achievement of the SADC Gender Protocol targets, the media SGDI for the region stood at 67%. Although this is one percentage point higher than the 2012 average of 66%, it raises concerns and questions as to whether media will be able to reach this score this year. However, there are country variations, with Lesotho (93%),

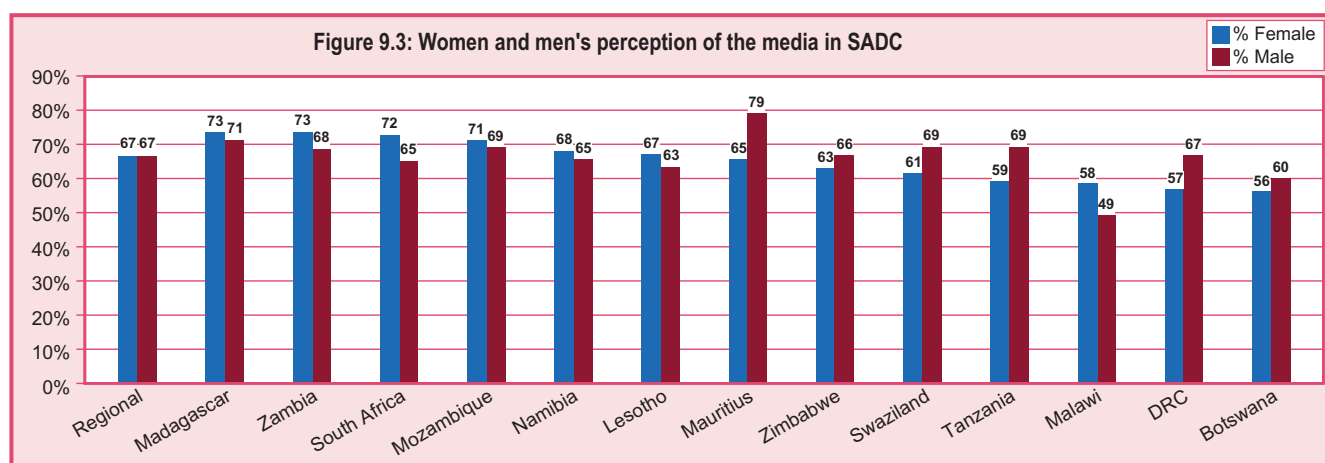
Seychelles (81%), South Africa (81%) and Namibia (78%), scoring above 75% on the media SGDI.

At 78%, figure 9.1 shows that the SGDI score for Namibia is relatively high. The SGDI score is based on women's representation in the media at different levels; on the board of directors, as teachers and students in media institutions, in management and the use of women versus men as news sources. Interestingly, in 2012, citizens gave the country the same score (CSC) as the SGDI, scoring 78%. In 2014, the citizens gave Namibia 67%. The CSC is based on perceptions of the country's progress towards achieving the media related targets set for 2015 in the SADC Gender Protocol.



Source: Gender Links 2014.

Figure 9.2 shows the SGDI from 2011 to 2014. There were no drastic changes in any SADC countries, although the media SGDI for the Seychelles dropped from 94% in 2011 to 81% in 2012.



Source: Gender Links 2014.

Figure 9.3 compares the perceptions of women and men of media across the SADC region. Interestingly both women and men scored the media at 67%, a decrease of 2 percentage points from 2013. There are country variations however. Mauritius has the highest variations between men and women at over 10%.

### Background

Citizens' access to accurate information on a diversity of political, economic and social issues is essential for the development of an informed population within a democracy. The mainstream media with their wide

reach are a major resource for the dissemination of information, knowledge and ideas and messages, as well as spaces for the public to engage in discourses on current affairs.

The media has been one of the less hotly contested yet critical areas of concern in the lobbying and advocacy on the SADC Protocol on Gender and Development. Gender activists have long recognised the critical importance of the media in changing attitudes and mind-sets, but have not always been strategic in engaging with the fourth estate.

Figure 9.4: Entry points for gender in the media

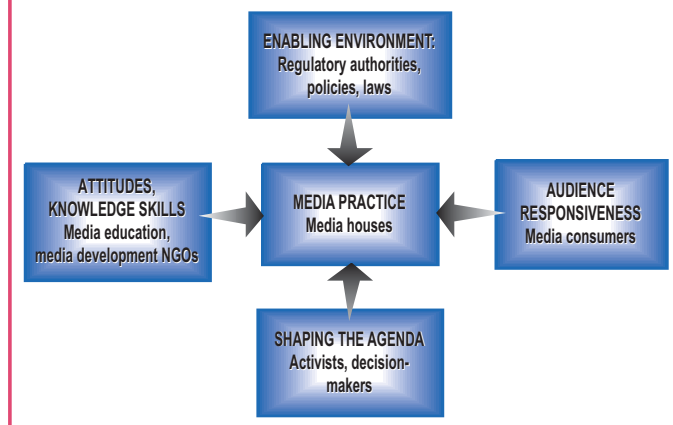


Figure 9.4 demonstrates the different entry points for gender and the media. This begins with gender aware policies and laws, implemented by regulatory authorities. Audiences, through taking up issues and making complaints, make these policies and laws a reality. Media education and media development NGOs have the capacity to influence attitudes, skills and knowledge of media practitioners, particularly at the entry level but also through ongoing courses.

Activists and decision-makers, especially women decision-makers, help to set the gender and media agenda through well co-ordinated campaigns and a proactive approach to the media. Ultimately the ball is in the

court of the media to change. This change needs to happen within the media, in its institutional make up as well as in media content.

There is only one time-bound media target in the Protocol: the achievement of gender parity in media decision-making by 2015. The wording of the provisions is careful not to be prescriptive or make assumptions about the extent to which Government can regulate or influence the media (especially the private media). However, the provisions are significant in that:

- They cover both media content and the institutional make up of the media.
- They touch on both policy and training.
- They touch on both the sins of omission (the absence of women's voices and need to give women equal voice) as well as the sins of commission (the perpetuation of gender stereotypes in the way in which women are covered, especially the coverage of gender violence).
- The provisions are consistent with freedom of expression. Indeed, they underscore the argument that gender and media activists have been making: that the subliminal silencing of women in the media is - the world over - one of the worst violations of freedom of expression.

Key research studies that GL and partner organisations have undertaken in the region form the basis of advocacy and training efforts that make it possible for monitoring progress in these sectors.<sup>1</sup>

## Mainstreaming gender in policies, laws and training



*The Protocol calls on Member States to ensure that gender is mainstreamed in all information, communication and media policies, programmes, laws and training in accordance with the Protocol on Culture, Information and Sport.*

Gender equality in the media begins with the policy framework. Broadcasting in the region and elsewhere is governed by statutory bodies that allocate and regulate the airwaves. The print media in most countries is governed through self-regulation. Some countries have media councils that set the policy framework for all the media. As the lead agency for the Media Cluster in the SADC Gender Protocol Alliance, GL has worked with several regulators in SADC region. GL also manages the Gender and Media Diversity Centre (GMDC) that

brings together media development organisations and training institutions that “connect, collect and collaborate” on gender in media training.

To create media that is inclusive and accessible to all, it is important to bring a gender perspective into all areas of coverage. Furthermore there is no issue covered by the media that does not affect men or women in the society. That is one reason why mainstreaming gender is an essential issue. Gender aware reporting is

<sup>1</sup> Xoagus-Eises, Sarry / Brown, Emily/ Makaya, Mukayi. (2012). SADC Gender Protocol 2012 Barometer Namibia. Johannesburg, South Africa: Southern African Gender Protocol Alliance. At page 84.



important since it covers all perspectives and challenges stereotypes and norms.<sup>2</sup>

### Media regulation in Namibia



Ricardo Joaquim (news editor at BaseFM), Namibia speaks about gender concepts, November 2014. Photo: Gender Links

The Namibian Constitution guarantees its citizens freedom of expression. Namibia has often been hailed as one of the continent's most media-friendly countries. But Namibia does not yet have an Access to Information Act, thus making it hard for the public to get hold of information held by the state. The confidentiality of sources is not protected by law and court judgments handed down over the years have sent divergent signals. In 2006, President Hifipukunye Pohamba promised legal protection of whistle-blowers but no action has been taken.

Although freedom of expression is enshrined in the Namibian Constitution, individual freedom of expression is perceived to be limited. Increasingly government officials, including the former president and recently the SWAPO Youth League, SWAPO Members of Parliament and the SWAPO Elders Council, have launched verbal assaults on the independent press, notably *The Namibian* and the weekly tabloid *Informante*. Frequent calls have been made by SWAPO cadres including MPs to ban *The Namibian's* popular SMS pages, as they were deemed to disrespect the SWAPO party and its leaders. Other calls have been made to the Namibian Broadcasting Corporation to have the popular phone-in-programmes taken off air when party leaders felt that the callers were being disrespectful towards the former President Sam Nujoma.

After President Pohamba succeeded the founding president Sam Nujoma in 2004, the political atmosphere appeared to become more open. For a while, citizens felt more confident to speak out. However with the 2009 November presidential elections, the emergence of new political parties and evident divisions within the ruling SWAPO party, political intolerance resurfaced. Popular NBC phone-in programmes were removed from air but reinstated, in a moderated fashion, following a public outcry.

The 2003 draft Communications Bill that was under discussion and was expected to be passed during 2010, paved the way for the NCC to be replaced by the Communications Regulatory Authority of Namibia (CRAN). The Bill contains highly controversial provisions that give intelligence agents the right to intercept and monitor telephone and mobile phone conversations as well as e-mail. Communication service providers will have to keep records of conversations at their own cost.

In 2007 the Congress of SWAPO called for Government to establish a statutory council to regulate the media. This threat galvanised media groups into renewed action to form an independent, self-regulatory body to develop and uphold a common code of ethics and deal with complaints from the public. The new self-regulatory media body was eventually set up in 2009 and a media Ombudsman was appointed.<sup>3</sup>

### Gender in media training

In 2009, GL and the Gender and Media Diversity Centre (GMDC), which GL houses, conducted the *Gender in Media Education Audit in Southern Africa (GIME)*. The study was the most comprehensive one yet undertaken of the gender dimensions of journalism and media education and training in tertiary institutions in Southern Africa.

The University of Namibia (UNAM) and Polytechnic of Namibia (PON) were part of a larger GIME audit. The audit was administered in 25 institutions in 13 countries including Botswana, DRC, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, South Africa, Swaziland, Tanzania, Zambia and Zimbabwe between October 2009 and April 2010.

For this research a total of 34 persons were interviewed, comprising five staff members and 29 students. Of that 60% of staff and 45% of students were female.

The key findings of this audit are:

<sup>2</sup> Xoagus-Eises, Sarry / Brown, Emily/ Makaya, Mukayi. (2012). SADC Gender Protocol 2012 Barometer Namibia. Johannesburg, South Africa: Southern African Gender Protocol Alliance. At page 84.

<sup>3</sup> Xoagus-Eises, Sarry / Brown, Emily/ Makaya, Mukayi. (2012). SADC Gender Protocol 2012 Barometer Namibia. Johannesburg, South Africa: Southern African Gender Protocol Alliance. At page 85.

## Institutional policy framework

**Neither institution had a gender policy but UNAM held a workshop in September 2012 to develop one.** There were slightly more female than male students. Points earned in matriculation exams, qualifications, industry experience and performance in interviews were among the criteria used to assess students for entry into the programmes.

**Gender is not covered in curriculum policies at institutional or departmental level.** There were no institutional or departmental policies, guidelines or procedures for incorporating gender into the curriculum and/or course content of the institutions' media education and journalism training programmes.

**There were no stand-alone policies on sexual harassment at PON or UNAM.** Sexual harassment could be found within the institutions' Code of Conduct and Disciplinary Code and Procedures but not as a stand-alone policy. Evidence of application of the code in sexual harassment cases was not obtained during this research.

## Gender within the media studies departments

**There was near gender parity among staff at both institutions:** Women made up 47% of staff at both PON and UNAM, which was slightly more equitable than the regional average of 38% for female staff. This placed the country within the top five in the region, with Mauritius (79%), Lesotho (67%) and South Africa (50%) leading the pack.

**The Heads of Department at both PON and UNAM were female:** While there were more female full-time lecturers than males at PON, the two full-time lecturers for media education and journalism training at UNAM were both men.

**There were slightly more female than male students:** Females comprised 60% of the media education and journalism training departments at PON and UNAM, similar to the regional average of 61%.

**There was a disparity between the percentage of female staff (47%) and students (60%) in Namibia:** This showed that while more work could be done, Namibia was progressing much better in terms of an equal staff to student ratio than the rest of the region. For example, DRC had a high proportion of female students (77%) compared to a low proportion of female staff (18%).

## Curriculum development and course content

**No gender specific courses:** There were no gender specific media modules in the media education and journalism training diploma and degree programmes

offered by PON and UNAM. However, following this research, both institutions have placed gender in the curriculum for entry level courses.

**Theoretical underpinnings are provided at UNAM:** Media studies and journalism students at UNAM were introduced to theoretical courses on gender through a core requirement for all first year university students, and because of a dual degree programme. Students at UNAM major in media studies and in another disciplines such as politics, sociology or psychology. They were introduced to gender issues in these courses, as well as in the content of their media education and journalism programme.

**There was some gender incorporated into course content:** At both PON and UNAM, gender was incorporated into the content of courses such as Specialised/Advanced Reporting, Language for the Media, Media Ethics, Contemporary Social Issues, and Advertising. However, the attention given to gender was dependent upon the lecturer's personal knowledge and commitment to mainstreaming the topic into lectures, readings and assessments.



Ncane Maziya, Swaziland local gvt facilitator at media literacy training.  
Photo: Sikhonzile Ndlovu

**There was no marked difference between PON and UNAM in the incorporation of gender into the entry-level media education and journalism departmental programmes:** Although PON's Department of Media Technology participated in a pilot project (2001-2004) with GL to mainstream gender into entry-level journalism education, both institutions performed equally in this area. The PON's reasons for not sustaining the pilot project included staff turnover, resistance from one lecturer who had been part of the process, the lack of mechanisms to manage this and an absence of orientation or other programmes to take new staff through the original process and thus build their understanding of how to mainstream gender into their courses and work.

**Both institutions served as models for mainstreaming:** The UNAM HIV/AIDS policy and PON's pilot project with GL on mainstreaming gender into entry-level journalism education both served as models for mainstreaming gender in teaching, research and other activities of media education and journalism training departments. The findings of this research inspired both institutions to move gender into a more prominent place in departmental programmes and policies.

Strategic entry points are possible with both institutions: There were strategic opportunities to work with the two institutions between 2010-2011 to mainstream gender into media education and journalism training. UNAM began its curriculum review in 2010, while PON conducted a review in 2011. PON and GL have also signed a Memorandum of Understanding and entered into an official partnership.<sup>4</sup>

### Teaching/learning

**There was a fair degree of gender awareness among staff:** Departmental staff highlighted knowledge of how to mainstream gender and how to counter gender fatigue. They also noted the lack of an institutional gender policy. Unseen attitudes, prejudices and biases that existed amongst some staff, and no monitoring and evaluation or other mechanisms to systematise how gender is mainstreamed, were key challenges to incorporating gender into their work.

**Likely accounting for reasonable gender and media literacy among students:** Students in the media education and journalism departments at PON and UNAM were aware of the importance of incorporating gender into their degree programmes, and could apply their basic gender and media understanding to identify gender biases and stereotypes of consumers of Namibia's media.

### Prescribed texts/readings/learning materials

**Gender was missing from course material:** The wealth of gender and media literature, research and training materials that has been published internationally and within the Southern African region was missing from the prescribed texts, readings and course materials used in PON and UNAM curriculum.

### Assessments

**Gender was not incorporated as a standard in any systematic way in the media education and**



Media literacy training in Outjo.

Photo: Gender Links

**journalism training department's assessments or curriculum:** Gender was not incorporated in the assessment criteria used by the Namibian Qualifications Authority, the body which certifies and sets the standards for higher education. Relevance to the Namibian media industry's needs and a good balance between theory and practical application were the main criteria used by the journalism and media studies departments to evaluate their programmes. Gender was not incorporated into these assessments, nor was it a criterion used by the Namibian media sector when providing guidance and input to the departments on the course content and orientation of their media education and journalism programmes.

**Gender as a criteria for assessment was left up to staff and students:** There was some evidence of gender being incorporated into exam assessments and special projects for final assessments in some courses by both lecturers and students at PON and UNAM, but this was dependent on the lecturers' and students' interest in gender and media issues.

### Research/Publication

**Academic research could be improved:** While there were examples of students' theses and special projects on gender and media issues, as well as projects on women's representation and gender stereotypes in the media, gender and the media had not become an area of academic research and scholarship among the lecturers within the institutions' media education and journalism training departments.

<sup>4</sup> Signed in September, 2010.



## Giving equal representation women and men by 2015



*The Protocol urges Member States to take measures to promote the equal representation women in the 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 9.2: Summary of key quantitative findings for Namibia media houses**

CATEGORY	% NAMIBIA		% REGION	
	Female	Male	Female	Male
Percentage of employees by sex	40	60	41	59
<b>OCCUPATIONAL LEVELS</b>				
Non-permanent	24	76	36	64
Semi-skilled	57	43	55	45
Unskilled	47	53	29	71
Skilled technical	42	58	45	55
Professionally qualified	33	67	31	69
Senior management	35	65	28	72
Top management	42	58	23	77
Board of directors	39	61	28	72
<b>CONDITIONS OF EMPLOYMENT</b>				
Freelance	21	79	43	57
Part-time	33	67	23	77
Full-time, fixed-term contract	48	52	37	63
Full-time open-ended contract	42	58	42	58
<b>DEPARTMENTS</b>				
Percentage of women and men in:				
Finance & administration	70	30	54	46
Editorial	44	56	42	58
Advertising/Marketing	56	44	57	43
Human resources	67	33	44	56
Production	39	61	30	70
Technical/IT	5	95	16	84
Design	44	56	31	69
Printing & distribution	23	77	24	76
<b>BEATS</b>				
Top beats covered by women				
Disaster/war/conflict	100	0	35	65
Education	100	0	54	46
Gender Equality	100	0	71	29
Gender Violence	100	0	71	29
Lifestyle	100	0	55	45
Religion	100	0	52	48
Top beats covered by men				
Agriculture	0	100	41	59
Courts	0	100	37	63
Crime	0	100	37	63
Human rights	0	100	42	58
Media	0	100	42	58
Science and Technology	0	100	39	61
<b>POLICIES</b>				
	Namibia		Region	
Existence of a gender policy	27		16	
Existence of a sexual harassment policy	36		28	
Need for improving gender policies	45		68	

This audit of women and men in Namibian media houses was part of the *Glass Ceilings: Women and Men in Southern African Media* survey conducted by GL. The findings were used in a global study by the International Media Women's Federation conducted through the GMDC.

This centre is a partnership between media development organisations and training and higher learning institutions to "collect and connect" knowledge and collaborate to advance gender equality and diversity in the media across the globe.

The GMDC has also facilitated partnerships around the fourth Global Media Monitoring Project (GMMP), the second Southern African Gender and Media Baseline Study (GMBS) undertaken in 2009/2010.

The study was conducted in the context of the August 2008 Southern African Development Community (SADC) Protocol on Gender and Development, urging the media and all decision-making bodies in the region to achieve gender parity by 2015. The gender protocol also calls for the mainstreaming of gender in all media laws, policies and training. It exhorts the media to give equal voice to women and men, challenge gender stereotypes and ensure balance and sensitivity in all coverage - especially on gender violence.

In Namibia the study was based on research carried out in 11 media houses, with a total of 815 employees. Researchers conducted in-depth case studies of two media houses and interviewed six journalists/senior managers/editors on their perspectives of the results. A further 44 senior staff responded to perception questionnaires.

In total, 125 media houses (about half of all media houses) in 14 of the 15 countries of the Southern African Development Community (SADC), representing 23.684 employees, participated in the research. Some 463 respondents filled in the perception questionnaires. Relevant regional comparisons were made throughout. This report should be read in tandem with the regional report: *"Glass Ceilings: Women and Men in the Southern African Media."*<sup>5</sup>

<sup>5</sup> Ndlovu, Sikhonzile. (2012). Making every voice count: the media Centres of Excellence Project. In: Chingamuka, Saeanna/ Glenwrite, Danny. (2012). Gender and Media Diversity Journal. Gender, Popular Culture and Media freedom. Johannesburg, South Africa: Gender and Media Diversity Centre. At pages 86 - 90.



## Gender in media content



*The Protocol calls on Member States to encourage the media to give equal voice to women and men in all areas of coverage, including increasing the number of programmes for, by and about women on gender specific topics and that challenge gender stereotypes. The Protocol urges member states to take measures to discourage the media from:*

- Promoting pornography and violence against all persons, especially women and children;*
- Depicting women as helpless victims of violence and abuse;*
- Degrading or exploiting women, especially in the area of entertainment and advertising, and undermining their role and position in society; and*
- Reinforcing gender oppression and stereotypes.*

The GMPS took place in Namibia from 19 October to the 16 November 2009. It covered ten media and 1604 news items. The study was part of a regional survey that covered 14 countries in Southern Africa and 33.265 news items.

It was a follow up to the GMBS conducted in 2003, as well as the HIV and AIDS and Gender Baseline Study (2006) and the Francophone Gender, HIV and AIDS and Media Study (2008). Comparisons were also made (where relevant) with the GMMP which has been conducted every five years since the Fourth World Conference on Women in Beijing in 1995, with the fourth such study conducted parallel to this regional study in 2010.

### Summary of key findings - Gender in media content

**There was a marginal increase in the proportion of women sources from 19% in the 2003 GMBS to 20% in this 2009 study.** This was slightly higher than the regional average of 19%. But at 81% of all news sources, men in Namibia still predominated in the news.

**There were differences in the way that print, television and radio access women sources:** At 22%, television had the highest proportion of women sources followed by print at 20%. Radio, a non-visual medium, had the lowest proportion of women sources (16%).

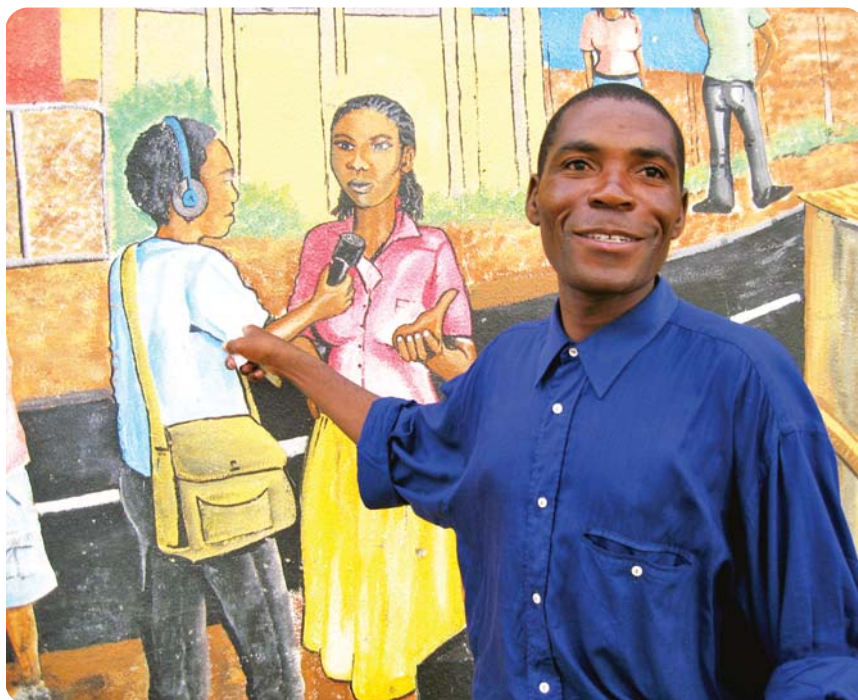
**Women were more likely to be seen than heard:** Women constituted 26% of all images in newspapers in Namibia (27% in the regional study) compared to 19% of news sources in the print media.

### **There were differences across individual media:**

Windhoek Observer (29%) had the highest proportion of women sources followed by NBC TV (25%). Base FM, a community radio station, came in third with 23% women sources. New Era, The Namibian and One Africa TV were lowest with only 18% women sources. Republikein had 19% women sources.

### **Women's voices were mostly likely to be heard in the "soft" areas:**

These included gender equality (82%) and gender violence (60%). Women's voices were least heard in topics such as land and agriculture (9%), sports (11%) and economics (12%). Women's voices were glaringly absent even in topics like crime which had a marked impact on women's lives.



Jehoiackim Kateve, a journalist at Base FM, Namibia.

Photo: Colleen Lowe Morna

**The voices of women started to disappear when they reach the age of 50:** The majority of female sources were in the 35-49 age group. After this age women virtually disappeared from the news.

**Gender biases in occupational categories were pronounced:** Women predominated as social workers and beauty contestants with no men appearing in these occupations. The proportion of women sports persons interviewed in Namibia declined from 21% in the GMBS to 12% in the GMPs. However, the proportion of women business people interviewed increased from 12% to 14%.

**Women were more likely to be identified by a personal tag than men:** 6% of women sources were identified by personal tags such as mother, wife or daughter, compared to 3% of men being identified as father, son or husband.

**But there were some interesting gender benders:** For example, men made up 64% of those in the homemaker category in Namibia, a role often associated with women.

## Gender-based violence



The Protocol calls on Member States to take appropriate measures to encourage the media to play a constructive role in the eradication of gender based violence by adopting guidelines which ensure gender sensitive coverage.



The GMPs found that:

**GBV and stories that mentioned GBV accounted for 4% of the topics covered,** despite being a pre-election period in 2009. This suggests that GBV was not regarded as a major political issue in Namibia.

**Women made up only 27% of sources in stories about, or that mention GBV:** Men spoke for women, even on issues that affect them most intimately.

**Survivors constituted almost one quarter (24%) of all sources on GBV:** This was higher than the regional average of 19%, and of the proportion of perpetrators whose voices are heard (18%). This suggests that GBV in Namibia was beginning to be covered more from the perspective of survivors and that the training on covering GBV from a human rights perspective offered by GL and other partners over the last seven years, had made a difference.

**Domestic violence and femicide received the most coverage in Namibia, each making up 21% of the total number of stories.** There were no advocacy and protest stories, or those relating to care and support of victims/survivors.

**There was gender parity in the coverage of GBV:** Women and men reporters covered the topic equally.

## Youth, GBV and the Media

A two-day media and information literacy workshop, organised by the Media Institute of Southern Africa (MISA)'s Namibia chapter in collaboration with Sister Namibia and Lifeline/Childline, was held at the Hodygos Training Centre in Okahandja from the 15 to 17 November 2013.

Forty young people attended the workshop, which looked at the influences of the media and engaged critical thinking about the information passed on through the media. The goal was to sensitise the attending youth to how the endorsement of violence and the objectification of women ends up in gender-based violence. Topics also included the involvement of men in the fight against GBV, and key messages were developed for the 16 Days of Activism campaign.

On the first day attendants analysed the impact of music on GBV and on themselves. Different songs were evaluated and assessed, and the messages of the songs discussed.

Marketing language and advertisements produced by the media were also analysed. Various advertisements were used to illustrate that indirect messages are used.

The NGO, Sister Namibia, made a presentation looking at the question of whether women should be concerned about their looks. This question was important because social pressure over appearance is imposed on women, as seen in the media.

On day two the national director of MISA Namibia mentioned that the media plays a huge role and that the media has a duty to inform and educate. The young attendants pointed out that they would like to be more involved in the selection of information.

Lifeline/Childline discussed social media such as Facebook with the youths. The youths were shown that social media can be positive, but also how reputations can be damaged through social media.

In the last session, messages from the participants for the 16 Days of Activism against GBV were discussed. Attendants came up with strong slogans such as "Silence will get you Killed".

Reflecting on the workshop, the organisations pointed out that they learned a great deal from the young people, and realised that they have the ability to bring change.<sup>6</sup>

## SGP Post 2015



### SADC Gender Protocol (SGP) Post 2015



The year 2015 presents an opportunity for media stakeholders to reflect on gains made as well as to harmonise efforts in achieving media targets in different gender policies. The SGP has set 2015 as the target for gender equality in and through the media.

Gender is included in the 1995 Beijing Platform for Action (BPA) under Section J. Media activists assert that the fact that media was identified as one of the critical areas of concern shows the urgency and centrality of this section. However, whilst media is flagged in Section J, no global framework has been developed to monitor progress in implementation, nor have previous UN meetings audited Section J processes.

Section J itself is limited to ICTs, new media, social networking and women's rights. On the global front, there has also been no development or articulation of new and emerging issues like gender and ICTS. For instance, cyber violence has emerged as an escalating form of GBV.

#### ***SADC Protocol on Gender and Development media targets***

The SGP media provisions lead the way in terms of global targets and indicators for gender in the media. The SGP is one of the few instruments that cover key parameters which include media policy, regulation, training and content. The Protocol encourages media and media related bodies to mainstream gender in their codes of conduct, policies and procedures, and adopt

<sup>6</sup> MISA. (2013). Namibia: Youth Get Media Wise on Gender-Based Violence. na: na. At page 1. Available at: <<http://qa.misa.org/component/k2/item/2449-namibia-youth-get-media-wise-on-gender-based-violence>> Last accessed 12 January 2013.



and implement gender-aware ethical principles, codes of practice and policies in accordance with the Protocol on Culture, Information and Sport.

Likewise the media sector is encouraged to promote the equal representation of women in decision-making as well as ownership in the media. Media houses are encouraged to increase programming on gender-specific topics and to desist from producing or using content that perpetuates gender stereotypes. Media is also urged to play a constructive role in the coverage of GBV.

The SGP media provisions are further strengthened by the SADC Gender and Development Index (SGDI) which expands on the specific indicators for the set targets. All the targets in the SGP are measurable except for the ones on coverage of gender-based violence. The Protocol also calls on the media to play an active role in eradicating gender-based violence.

### **Proposals to strengthen the SGP**

There is scope for strengthening both the media targets and indicators in the post-2015 SGP. SGP has one time bound media target, namely, "take measures to promote the equal representation of women in the ownership

and decision-making structures of the media, in accordance with Article 12.1 that urges equal representation of women in decision-making by 2015". This target is limited to the institutional composition of the media and media related bodies. Although the Protocol covers women's equal voice in the media, and sensitive coverage of gender issues, these, as well as policies and training, do not constitute specific targets in the Protocol.

Furthermore there are some glaring omissions, such as advertising, new media and radio talk shows. It is also vital that the post 2015 SGP highlights and addresses gender gaps relating to access to information, especially relevant as the majority of women do have access to information or to mainstream and digital media.

As with all SGP targets, the media targets do not have specific indicators. The SGDI devised five indicators based on available research. A weakness of the SGDI is that it relies far too heavily on institutional indicators (women in media houses and media training institutions) and not enough on media content. The media content indicators are not sufficiently qualitative. Below is a possible expanded set of media indicators, with new baselines to be established this year:

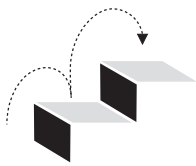
**Table 8.2: Peace and Security proposed 2015 targets and indicators**

Area	Possible indicators
Gender in Media education	1. Female percentage of staff in institutions of media learning
	2. Female percentage of students in institutions of media learning
	3. Gender in Media Education Score
Gender in the media	4. Women employees as percentage of total
	5. Women as percentage of board of directors
	6. Women as percentage of management
	7. Gender in the Media Score
Gender in media content	8. Percentage of stories with more than three sources
	9. Percentage of women news sources
	10. Percentage of women news sources in economics, sports and politics
	11. Percentage of gender aware stories on GBV.
	12. Percentage of women who participate in radio talk shows
	13. Percentage gender aware stories
	14. Percentage of gender aware GBV stories
Gender in advertising	15. Percentage of women in adverts
	16. Percentage gender aware adverts
	17. Percentage of men who say it is not fine for advertisers to use sexy images of women to market their products
Access to information and ICT policy	18. Percentage of women with access to public information <sup>7</sup>
	19. Gender Score for Media and ICT policies
	20. Percentage women with access to ICTs

Source: Gender Links and Southern African Protocol Alliance, 2014.

<sup>7</sup> Global impact study, Demographic survey.





## Next steps

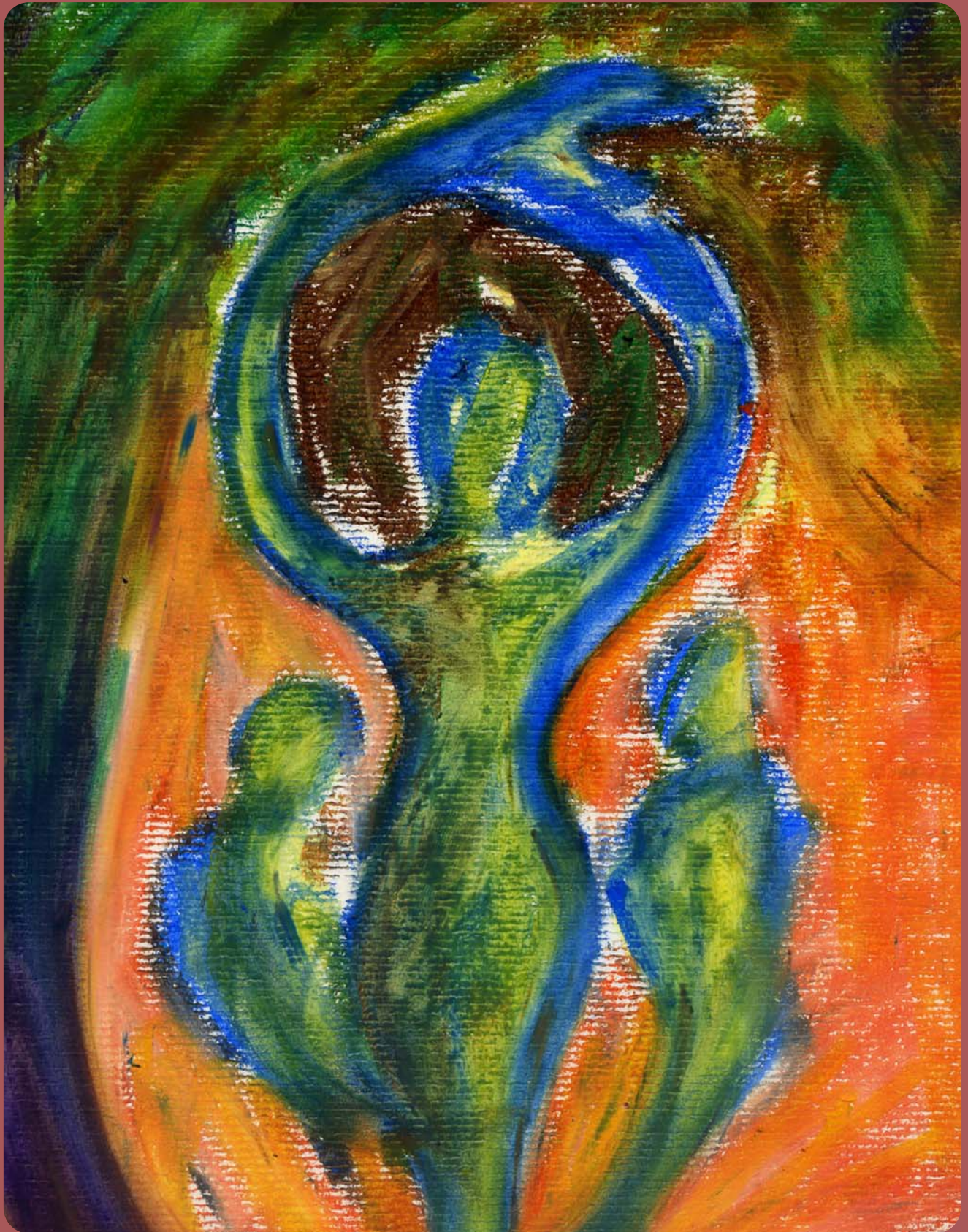
- Deepen engagement with media decision makers: Many of the policy changes that need to take place continue to be at newsroom level.
- Focus on specific targets: The CoEs for gender in the media, as well as gender in media education, provide a roadmap for attaining the targets of the SADC Gender Protocol.
- Institutional and Departmental gender policies.
- Gender training units.
- Gender resource centres.
- National monitoring: Countries should be monitored to ensure that their laws on access to information make a difference for both women and men. This will enable women and men to make informed decisions on development and participate fully at every level.
- Engage with media regulatory authorities: Until recently media regulatory authorities have largely been excluded from gender and media debates.

### What governments can do

- Pledge to mainstream gender in all information, communication and media laws.
- Pledge statutory regulatory authorities and encourage self-regulatory authorities to use whatever leverage they have at their disposal, especially in relation to publicly funded media, to ensure gender accountability. This could include requiring gender

balance and sensitivity in institutional structures as well as editorial content as part of licensing agreements, as well as annual reports stating progress in this regard.

- Pledge to ensure that gender will be mainstreamed in all publicly funded media training institutions, and encourage privately funded media training institutions to follow suit.



"Isabella"

Anushka Virahsawmy





# CHAPTER 10

## *Implementation*

### *Articles 32-36*



National summit.

Photo: Gender Links

#### **KEY POINTS**

- Namibia is one of 13 SADC countries that have signed and one of 12 that have ratified the SADC Protocol on Gender and Development.
- Namibia has reviewed its National Gender Policy and aligned to the provisions of the SADC Gender Protocol.
- The country is one of the first to develop a costed gender action plan that is aligned to the SADC Gender Protocol's 28 targets.
- There are gender focal points in most ministries.
- The Ministry of Gender is working hard to increase the capacity of gender focal points.
- Namibia has enough councils to reach the whole population.

## Background

Protocols are the cornerstones of the SADC regional integration agenda. Once ratified, they are legally binding on state parties, providing a framework for accelerating and strengthening policy, legislation and other measures in SADC member states. They set regional norms and standards for enhancing measurable change in the lives of SADC citizens.

For their part, members of civil society and citizens have a duty to shape the SADC development agenda and closely monitor its implementation. Article 23 (1) of the SADC Declaration and Treaty states that: "SADC shall seek to involve fully the people of the region and non-governmental organisations in the process of regional integration." It also calls for cooperation and for member states to support people-led initiatives that contribute to the objectives set out in the SADC Treaty, especially when it comes to forging closer links between and among communities, associations and people in the region.

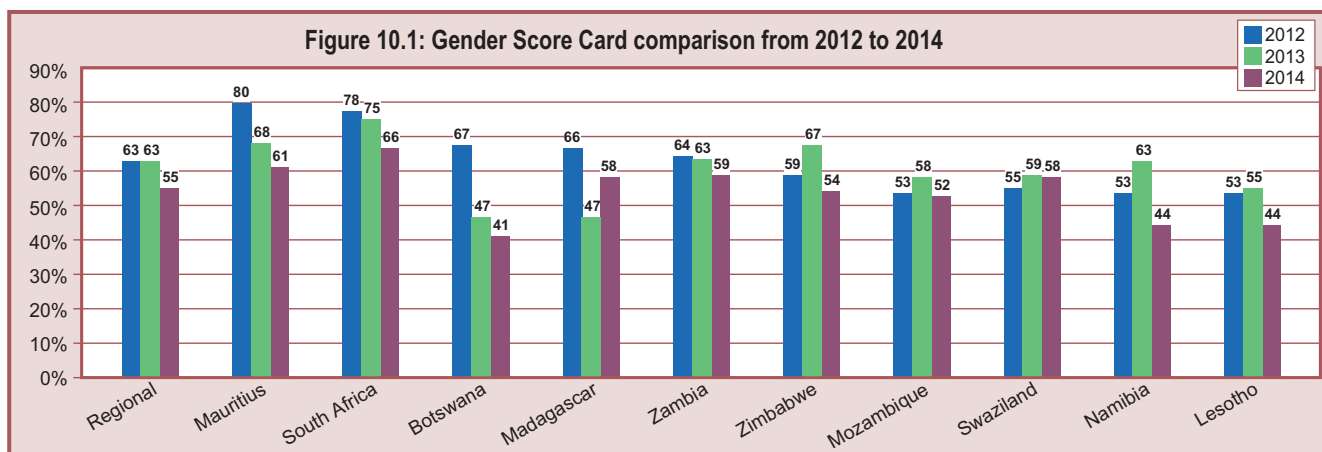
Articles 32-36, covering "final provisions" include:

- Remedies entitled to citizens should they feel their rights have been violated on the basis of gender;
- Ensuring gender mainstreaming in financial allocations and in the implementation of the Protocol;
- The institutional arrangements to be made by the SADC Secretariat for the implementation of the Protocol, including a committee of ministers respon-

sible for gender or women's affairs; a committee of senior officials responsible for gender or women's affairs;

- Actions to be taken at the national level, including national action plans, with measurable timeframes, and the gathering of baseline data against which progress will be monitored and reports submitted to the SADC Executive Secretary every two years;
- Mechanisms for the settlement of disputes through the SADC Tribunal;
- The provision that any party may withdraw from the Protocol after submitting 12 months notice;
- Ways in which amendments can be made to the Protocol;
- Signature of the Protocol;
- Putting into force, within 30 days, instruments of ratification deposited by two thirds of the member states;
- The provision that the Protocol remains open for accession by any member state; and
- The depositing of instruments with the Executive Secretary of SADC.

Five years since the Protocol's adoption in 2008, the Southern Africa Gender Protocol Alliance, led in Namibia by Namibia NGO Forum (NANGOF) Trust's gender sector continues to track progress on its implementation by SADC member states. This chapter assesses Namibia's progress towards signing and ratification as well as the gender management systems implemented at national level - all key to successful implementation.<sup>1</sup>



Source: Gender Links 2012-2014.

Figure 10.1 shows the progress made toward gender equality using the Local Government Gender Score Card (GSC), covering 25 critical areas for gender mainstreaming, to assess council performance. Overall, the COEs scored an average of 55% at the start of the

project (baseline). This increased to 63% in the progress measured in March 2013. The average score for 2014 remains unchanged at 63%. Mauritius was higher than the regional average of 63% at 80%, while Namibia had one of the lowest scores at 53%.

<sup>1</sup> Xoagus-Eises, Sarry / Brown, Emily/ Makaya, Mukayi. (2012). SADC Gender Protocol 2012 Barometer Namibia. Johannesburg, South Africa: Southern African Gender Protocol Alliance. At page 96.



## Signing and ratification



Article 39 provides that the Protocol shall be duly signed by the authorised representatives of Member States.

The Protocol also states that it shall be ratified by the Signatory states in accordance with their Constitutional procedures and shall enter into force 30 days after the deposit of instruments of Ratification by two thirds of the Member States.



Namibia was one of the first SADC countries that signed and ratified the SADC Gender Protocol. To date 13 countries have signed and 12 countries have ratified.

This year is the deadline for achieving the 28 targets of the Protocol. In 2012

members at the annual meeting of the Southern Gender Protocol Alliance, a civil society network monitoring implementation, had planned a series of events, national consultative summits and

meetings. This included a regional summit in April 2014 under the banner: *2015, Yes we Must - The SADC Gender Protocol@Work*.

The summit provided an opportunity to gather examples and affirm good practices of the Protocol at work throughout the region: in government, non-governmental organisations, community-based organisations, faith-based organisations, and in the media. As this countdown begins, the focus of work is shifting from a push for countries to sign and ratify the Protocol, to lobbying for costing and implementation of its targets. Significantly, the slogan of the Southern Africa Gender Protocol Alliance has also changed from "the time is now" to "yes we can" to "yes we must."<sup>2</sup>

**Table 10.1: Legal progress of the Protocol by country**

COUNTRY	SIGNED	RATIFIED	DEPOSITED INSTRUMENTS
Angola	✓	✓	✓
Botswana			
DRC	✓	✓	
Lesotho	✓	✓	✓
Madagascar	✓		
Malawi	✓	✓	✓
Mauritius			
Mozambique	✓	✓	✓
Namibia	✓	✓	✓
Seychelles	✓	✓	✓
South Africa	✓	✓	✓
Swaziland	✓	✓	✓
Tanzania	✓	✓	✓
Zambia	✓	✓	✓
Zimbabwe	✓	✓	✓

Source: Gender Links 2012 and SADC Gender Unit, 2014.

<sup>2</sup> GL. (2013). Concept Paper: The SADC Gender Protocol Summit. 2015, Yes we Must! The SADC Gender Protocol @ Work. na: na. At page 1. Available at: <[http://www.google.com.na/url?sa=t&rct=j&q=&esrc=s&frm=1&source=web&cd=2&ved=0CDIQFjAB&url=http%3A%2F%2Fwww.genderlinks.org.za%2Fattachment.php%3Faa\\_id%3D15823&ei=FYjWUseH6Sd7gbgmYHwCA&usq=AFQjCNHML7ZqCigrBuxFjArArtb1JRsqw&bvm=bv.59378465,d.bGQ](http://www.google.com.na/url?sa=t&rct=j&q=&esrc=s&frm=1&source=web&cd=2&ved=0CDIQFjAB&url=http%3A%2F%2Fwww.genderlinks.org.za%2Fattachment.php%3Faa_id%3D15823&ei=FYjWUseH6Sd7gbgmYHwCA&usq=AFQjCNHML7ZqCigrBuxFjArArtb1JRsqw&bvm=bv.59378465,d.bGQ)> Last accessed 15 January 2014.

Table 10.1 shows an overview of the status of SADC countries in regards to the Protocol. As mentioned, Botswana and Mauritius still have to sign. All other countries signed and 12 out of 13 also ratified the

Protocol. The majority of the countries have instruments in place to achieve the 28 targets of the SADC Gender and Development Protocol.

## Implementation at national level



*The Protocol states that state parties shall ensure the implementation of the Protocol at the national level. They shall also ensure that national action plans, with measurable timeframes, are implemented, and that national and regional monitoring and evaluation mechanisms are developed and implemented. They shall collect data against which progress in achieving targets will be monitored. They shall submit reports to the Executive Secretary of SADC once every two years, indicating the progress achieved in the implementation of the measures agreed in the Protocol. The Executive Secretary of SADC shall submit the progress reports to Council and Summit for consideration. Article 33, on financial provisions provides that State parties shall ensure gender sensitive budgets and planning, including the designation of necessary resources towards initiatives aimed at empowering women and girls. State parties shall mobilise and allocate the necessary human, technical and financial resources for the successful implementation of this Protocol.*

**Table 10.2: Country mapping of national gender policies, processes and alignment to protocol**

Component	Yes/No	Comments
Gender ministry	Yes	Ministry of Gender Equality and Child Welfare.
Gender focal points in all line departments	Yes	Most ministries have gender focal points.
Gender structure in parliament	Yes	The Women Parliamentary Caucus which was established in 1996.
Gender integrated in national development plans	Yes	-
National Gender Policy	Yes	Revised 2010 - 2020 National Gender Policy.
Gender action plan	Yes	Costed gender action plan developed in 2011.
Aligned to Protocol? If not, how feasible?	Yes	Thematically incorporates the 28 targets.
In-country Gender Responsive Budgeting (GRB) Process	Yes	Costing of the national gender action plan completed.
Upcoming process/entry points	Yes	Waiting for Cabinet to approve costed gender action plan.

Source: Gender Links 2013.

Table 10.2 shows that Namibia has comprehensive gender structures and processes in place. Namibia has revised its national gender policy of 2010-2020 to align it to key gender instruments, including the SADC Gender Protocol that is referenced in the preamble. It also follows priorities in Namibia's National Development Plan.

### National Gender Machinery (NGM)

In the year 1990 Namibia established the Women's Desk, and in 1997 the Women's Desk changed to the Department of Women Affairs. In the year 2000 the Department of Women Affairs became the Ministry of Women Affairs and Child Welfare, and later to the Ministry of Gender Equality and Child Welfare (MGECW). The MGECW structures, along with other organisations, all gender specific initiatives in the country.<sup>3</sup>

<sup>3</sup> Geisler, Gisela. (2006). Republic of Namibia: Country gender profile. na: Human Development Department (OSHD). At page 8. Available at: <<http://www.afdb.org/fileadmin/uploads/afdb/Documents/Project-and-Operations/ADB-BD-IF-2006-206-EN-NAMIBIA-COUNTRY-GENDER-PROFILE.PDF>> Last accessed 15 January 2014.

## Gender Ministry leads the way



Victor Shipoh Director of Gender, Ministry of Gender Equality and Child Welfare, presenting the ministry case study at the SADC Protocol@Work summit. Photo: Gender Links

The Ministry of Gender Equality and Child Welfare (MGEWCW) in Namibia has led the way in aligning its gender policy and action plan to the SADC Gender Protocol (SGP). The process involved reviewing the National Gender Policy first introduced in 1997, then reviewed in 2010. Before that, gender was only documented in the Namibia Constitution, thus it served more as a legal framework and benchmarking tool, scarcely translated into programmes and projects. The steps that the Ministry took in updating the Gender Policy included the following:

- Conducted situation analysis.
- Conducted a consultative workshop to validate the information and identify areas of concern.
- Identified legal and policy frameworks that are guiding these specific areas of concerns.
- Identified all key stakeholders and focal persons/experts to form a working committee in the development of the policy/ plans.
- Gathered Ministers' inputs.
- Called a stakeholders meeting to validate the document.
- Sought Cabinet approval.
- Printed and disseminated the policy/plans.

The Ministry works closely with SADC, UNODC, IOM, USAID, UNICEF, UNDP, UNFPA, UN Women and the Spanish Government to implement various projects. The Ministry uses both printed and electronic media to popularise the national gender policy, Gender Based Violence Plan of Action, customised SADC gender mainstreaming resource kit, the SADC Gender Protocol and the work on gender equality through various programmes on National Television such as Good morning Namibia, Talk of the Nation and Tataleni.

The Ministry is the custodian of the legal framework of Maintenance Act, Marriage Person Equality Act, Rape Act, Domestic Violence Act and Review of the Electoral Act. The Ministry has established national structures of Women and Child Protection Units, gender units in various sectors such as the Ministry of Defence, Safety and Security. They are also ensuring adherence to maternity leave for female employees and introduced gender courses at University of Namibia and University of Science and Technology.

MGEWCW has challenges in accessing sex and gender disaggregated data to support evidence but is taking a lead in identifying new emerging issues such as gender in the family context; Peace-Building and Conflict Resolution and Natural Disaster-Management. The Ministry is lobbying for the establishment of gender divisions or directorates in all ministries.

### Sustainability

The Ministry has trained stakeholders on the implementation of gender policy and plans. In addition, the Ministry conducted multi-sector workshops on the implementation of Gender policy and Plans resulting in a draft coordination mechanism framework. The Ministry hired gender advisors to assist in building local capacity. The establishment of a Master Degree course at the University of Namibia and the undergraduate course on gender studies to be offered by University of Science and Technology will sustain gender mainstreaming implementation in various sectors. The Ministry has cascaded gender mainstreaming by forming thematic clusters in different ministries. These are supported by gender focal points, the National Gender Responsive budgeting criteria and guidelines, gender experts in ministries, sector planning and evaluation processes and training and capacity building by the Ministry.

### Next steps: post-2015 gender agenda priorities:

- Advocate and support women's economic empowerment in post-2015 agenda.
- Advocate for 50/50 women representation in politics and decision-making.
- Mainstream gender equality in all goals of post-2015 agenda with clear targets and indicators in order to measure and monitor gender responsive progress toward those targets.
- Advocate for zero tolerance for GBV in Namibia.

Source: Excerpt from Namibia Ministry of Gender Equality and Child Welfare SADC Protocol@work case study, 2014

The Mission of the MGE CW is gender equality and to secure the well-being of children. Furthermore the Ministry is leading the NGM which consists of many individuals who deal with gender-mainstreaming and promote it within government institutions, NGOs and some political parties.<sup>4</sup> The MGE CW wants to achieve an environment where every Namibian has the same chances, and therefore quality of life. Gender equality is the main objective, including uplifting the status of women and creating positive cultural traditions, and promoting gender orientated politics and laws. In addition, the MGE CW wants to focus on gender mainstreaming, thereby advancing the delivery of efficient and effective provisions of services. The functions of the MGE CW include but are not limited to providing guidelines and to formulate plans for implementation of the guidelines. Furthermore the function of the Ministry is to reformulate the national legislation concerning gender issues. The Ministry is also responsible for implementing and coordinating the NGP as well as promoting the implementation of important national and international legal instruments. The MGE CW overviews all programmes and laws concerning gender-mainstreaming, and must find the necessary resources for the implementation of programmes concerning the empowerment of women.<sup>5</sup>

### Gender Focal Points (GFP)

In some Ministries in Namibia the MGE CW appointed Gender Focal Points. These Gender Focal Points are employees who attended a gender workshop and are, among other things, responsible for creating awareness about gender-specific topics and issues. The GFP should help their Ministries to improve the guidelines and programmes concerning gender. Furthermore they are responsible for the implementation of the National Gender Mainstreaming Programme.<sup>6</sup>

### Permanent Gender Task Force

The Permanent Gender Task Force was established from the MGE CW, to monitor the implementation of the NGP. The Task Force has advisory capacity concerning, for example, the advocacy in the government, academic institutions and other organisations. It works very close with the MGE CW to implement the objectives of the

NGP. Among other things The Permanent Gender Task Force has to inform the population about gender equality and therefore promote the equality. Their responsibilities include but are not limited to providing support in overseeing the monitoring of stakeholder policies and programmes for their compliance with NGP, and the lobbying in Parliament and development partners for sufficient funding to achieve gender policy objectives. The Permanent Gender Task Force should also advise the Ministry and other stakeholders on gender-related research and data-collection.<sup>7</sup>

### Women's Parliamentary Caucus (WPC)

In 1996 the Women's Parliamentary Caucus was formed by women parliamentarians of all political parties. Since 2009 the WPC is a full standing Committee of Parliament.<sup>8</sup> The WPC disseminates information, debates on the status of women, examines policies, legislation and budgets concerning gender equity and advises Parliament on gender issues.<sup>9</sup> The WPC consists of the chairperson, the deputy chairperson and all women members of Parliament as well as three staff members.<sup>10</sup>

### Focal Network

NANGOF Trust is the focal network of the Southern Africa Gender Protocol Alliance in Namibia led by the gender sector. The Alliance is a "network of networks" started as a coalition in 2005 when the campaign for adoption of the SADC Gender Protocol began. As the campaign shifted from signing to ratification to lobbying for implementation, the network was reorganised in order to be effective in monitoring implementation.

The role of country networks is to:

- Organise and mobilise around monitoring the implementation of the SADC Gender Protocol, using various tools such as the annual SADC Gender Protocol Barometer.
- Develop gender champions at national level for advocacy work on key provisions of the SADC Gender Protocol.
- Organise thematically as a strategy to link to regional level and global level campaigns.
- Launch advocacy campaigns around hot button issues such as 50/50 campaign for increasing women's

<sup>4</sup> Iipinge, Eunice/ LeBeau, Debie/ Niikondo, Andrew. (2003). Capacity Needs Assessment for the National Gender Machinery of Namibia: Namibia Report. na: GTRP/ UNAM. At page 19. AND MGE CW. (2012). Ministry of Gender Equality and Child Welfare. na: na. At page 1. Available at: <<http://www.mgecw.gov.na/>> Last accessed 14 February 2013.

<sup>5</sup> MGE CW. (2012). Directorate of Gender Equality. na: na. At page 1. Available at: <<http://www.mgecw.gov.na/>> Last accessed 14 February 2013.

<sup>6</sup> LeBeau, Debie/ Iipinge, Eunice. (2004). Namibia's Progress towards Gender Equality: Post-Beijing Policies and Programmes. In: Hunter, Justine. (2004). Beijing +10: The Way Forward: An Introduction to Gender Issues in Namibia. Windhoek, Namibia: Namibia Institute for Democracy. At page 8. AND Iipinge, Eunice M./ LeBeau Debie (2005). Beyond inequalities 2005: Women in Namibia: A profile of Women in Namibia. Windhoek, Namibia: UNAM. At page 16. AND MGE CW. (2010). National Gender Policy (2010-2020). Windhoek, Namibia: Government of the Republic of Namibia. At page 47.

<sup>7</sup> MGE CW. (2010). National Gender Policy (2010-2020). Windhoek, Namibia: Government of the Republic of Namibia. At page 46.

<sup>8</sup> Parliament of Namibia. Who we are. na: na. At page 1. Available at: <[http://www.parliament.gov.na/womens\\_wwa.php](http://www.parliament.gov.na/womens_wwa.php)> Last accessed 16 January 2014.

<sup>9</sup> Parliament of Namibia. What we do. na: na. At page 1. Available at: <[http://www.parliament.gov.na/womens\\_wwd.php](http://www.parliament.gov.na/womens_wwd.php)> Last accessed 16 January 2014.

<sup>10</sup> Parliament of Namibia. Structure. na: na. At page 1. Available at: <<http://www.parliament.gov.na/structure.php>> Last accessed 16 January 2014.



representation, GBV campaigns as well as the campaign for an Addendum to the SADC Gender Protocol on gender and climate change.

- Gather and document good practices that demonstrate the SADC Gender Protocol @ Work.

There were 14 village workshops in Namibia and one country-level meeting in 2014. Almost half of the beneficiaries were male (344).

### Male engagement in GBV in Namibia - the way in the future

About 40.5% females between the ages of 18 and 49 are reported to have experienced violence from their partner. In comparison only 28% males have experienced this. Sexual violence has become a common occurrence as well as a national concern. An issue that could be fuelling violence and abuse is low or no income for women. Such women are more likely to experience violence, considering that the main reason for women staying in abusive relationships is financial support for their children, which would be more difficult to receive if they left their abusive partner. The fact that there is imbalance in gender relations affects the general health of a woman. It reduces a woman's ability to make independent decisions concerning reproductive health and sexual relations. Also because of that, women are more vulnerable to sexually transmitted infections such as HIV/ AIDS.

Gender inequality in Namibia is a cross-cutting issue to be incorporated into the majority of development efforts. Female empowerment is seen as a key determinant to achieving the goals set in the Fourth National Development Plan, which are high sustainable economic growth, employment creation and increased income equality.

In December 2013 the UNDP, in partnership with NANGOF Trust, hosted the Male Engagement Meeting in Rundu. The meeting sought to engage a new set of stakeholders typically left out of the dialogue on GBV; those who are perpetrating much of the violence.

The meeting in Rundu was designed to engage the males who are in leadership positions in various organizations (including NGOs, public and private institutions) of Namibia with the question of how larger groups of men can be targeted.

The objectives of the meeting were: to socially empower men on issues of GBV as well as gender equality in Namibia through presentations and dissemination of information; to generate discussion among participants over causes, effects, and solutions for issues of GBV and gender equality; to identify possible points of alliance and engagement with participants and their areas of



Markus Damseb makes a point during an action planning workshop in Namibia, 2013. Photo: Gender Links

influence for future initiatives on the topic of GBV and gender equality; to identify activities that the UNDP and NANGOF Trust can undertake to support these sectors; and to develop a strategy for how each participant and their sectors can disseminate messages and engage other men around GBV and gender equality.

The participants of the Male Engagement Meeting identified potential root causes of GBV as:

- Cultural discouragement of males in showing grief/weakness;
- Lack of platforms for men to share feelings/grievances;
- Misinterpretation of religious texts;
- Lack of understanding of legal protection mechanisms;
- Child rearing in the homes;
- Early education;
- Notion of the country as a militant society where violence is the primary way of resolving issues;
- Ways in which social life is affected by poverty in the country (emotional abuse, financial insecurities).

The meeting revealed a substantial number of insights into how males view GBV. The findings of the Male Engagement Meeting can be used by the UNDP and NANGOF Trust to begin to devise strategies and initiatives in partnership with the MGECW and the Government of Namibia.<sup>11</sup>

<sup>11</sup> NANGOF Trust. (2013). Report on Male Engagement Meeting. (December 09-10 2013). Rundu, Namibia: NANGOF Trust/ UNDP.

## Costing the SADC Protocol at national level

Namibia is one of the SADC member states that moved into high gear towards implementing the 2008 SADC Protocol on Gender and Development.

At the SADC Gender and Development Conference in October 2011 convened by the SADC Gender Unit, and attended by senior officials responsible for gender/women affairs, leading civil society organisations and member states committed to aligning their gender policies and action plans to the Gender Protocol, and costing these actions.<sup>12</sup>

The Alliance and other gender NGOs provided technical assistance to the SADC Gender Unit and member states as part of implementing the SADC Gender Protocol. In the process, GL developed the SADC Gender Protocol Barometer- Policy-Gender action plan, agender-responsive, capacity-building model that brings several components together, illustrated by Figure 10.2.

**At a glance, Figure 10.2 shows the key components of the model:** The implementation of the SADC Gender Protocol building requires a multi-sectoral approach on existing work.

**Implementation of the SADC Gender Protocol** is the broad objective.

**Gathering baseline data:** This will entail using data from the national central statistical offices, and reports to the SADC Secretariat by government, complemented by the SADC Gender Protocol Barometer produced by the Alliance as well as other national gender reports to various bodies. This will provide baselines against which progress will be measured.

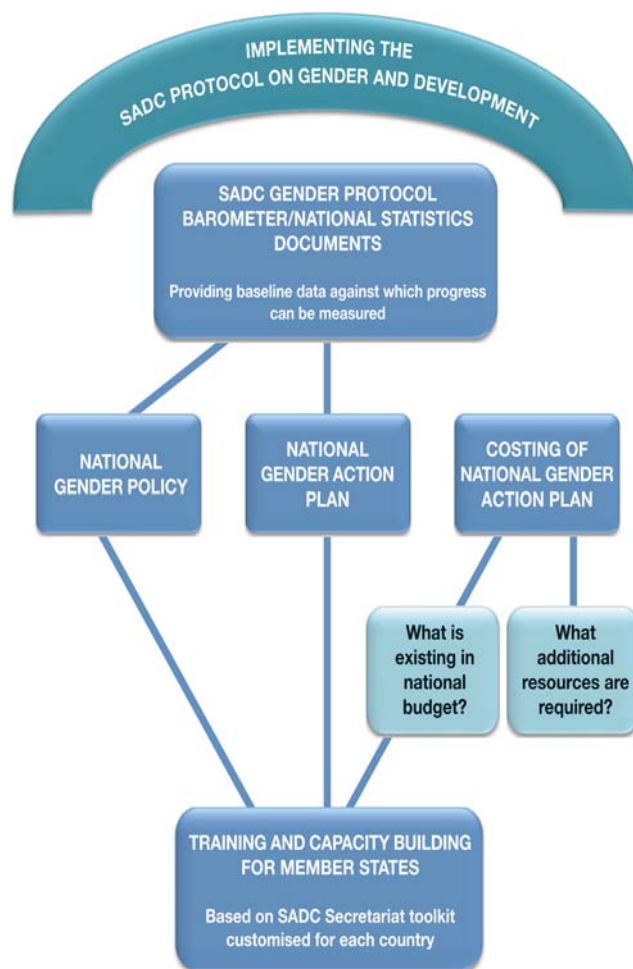
**Training and capacity building:** The development of national gender policies and costed gender action plans require capacity-building workshops, with modules on gender mainstreaming, gender budgeting and costing the implementation of policy at national levels. Key line ministries' gender focal points and budgeting officers should ideally attend for sustainability of the process, along with leading civil society leaders to support the ministries over time.

**Resource allocation for implementation of key provisions of the SADC Protocol on Gender and Development:** In the process, it is important for the national gender machinery to lobby and ensure that there is allocation of resources for the implementation

of the costed gender action plan. This should include looking at what the existing resources within national budgets are, the gender entry points and an assessment of additional resources required. This includes advocacy and lobbying by the national gender machinery to the national treasury.<sup>13</sup>

Namibia and Seychelles present themselves as good examples of costed gender action plans underpinned by the SADC Gender Protocol. Through the exercise Namibia realised that only 0.002% of the budget goes to gender mainstreaming and gender-specific programmes.

**Figure 10.2: Costing model developed by Gender Links**



<sup>12</sup> GL. (na). SADC Gender conference vows to accelerate implementation of the Protocol. na: na. At page 1. Available at: <<http://www.genderlinks.org.za/article/sadc-gender-conference-vows-to-accelerate-implementation-of-the-protocol-2012-10-23>> Last accessed 15 January 2014.

<sup>13</sup> GL. (2013). Strategy and Capacity Building Workshop on Aligning National Action Plans to the SADC Protocol on Gender and Development and Costing Implementation 11-14 June. Johannesburg, South Africa: Southern African Protocol Alliance. At pages 7, 8. Available at: <<http://www.genderlinks.org.za/article/sadc-protocol-on-gender-and-development-and-costing-implementation-background-2013-06-13>> Last accessed 15 January 2014.

**Table 10.3: Namibia and the SGDI**

Sector	SGDI score	Ranking
Education and training	99%	4
Economy, employment and productive resources	79%	4
HIV and AIDS	63%	5
Health	75%	6
Media	81%	3
Governance	60%	7
<b>Overall SGDI score</b>	<b>76%</b>	

Table 10.3 illustrates that Namibia ranks high in most sectors, with an overall ranking of fourth place in the SADC region. The country has scores higher than 60% in all sectors. Namibia has fulfilled many legislative reform requirements and implemented many progressive socio-economic policies. The increasing numbers of women, in both Government and the private sector, who hold executive, director and ambassadorial positions, demonstrates this.

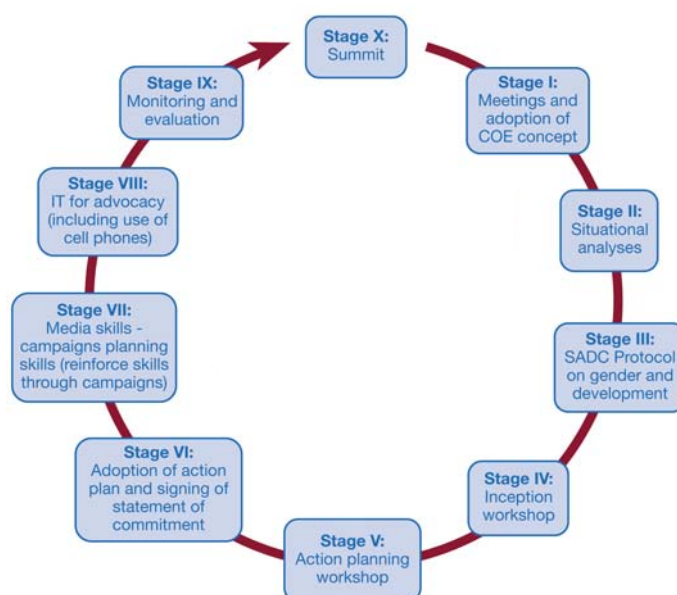
### Centres of Excellence (CoE)

The CoE unite research, policy and action plans. They also give job support and build capacity in a unique model that gives local expression to the different targets of the SADC Protocol on Gender and Development - the MDG 3 (gender equality).

GL in Namibia works with the Association of Local Authorities in Namibia (ALAN) which is the umbrella body of the Local Authorities in Namibia, as well as the mayoral forum for all mayors in the country, the Alliance

of Mayors and Municipal Leaders on HIV/AIDS in Africa (AMICAALL).

The national summit of 2014 profiled the CoE programme in the country, strengthened partnerships and garnered support for the roll-out phase for the new councils. Before the summit, the organisation GL Namibia monitored progress at the CoEs, and GL did an updated scoring exercise through the Local Government scorecard. This was used to benchmark the council action plans in which the SADC protocol on gender and development GBV plans were included.

**Figure 10.3: Ten Stage Cycle****Table 10.4: Centres of Excellence for Gender in Local Government**

Country	Total Number of councils	Total Target 2013/14		Outreach of COEs
Botswana	29	28	2 098 018	1 213 713
Lesotho	75	48	1 930 493	692 628
Madagascar	119	67	22 005 222	4 731 186
Mauritius	133	61	1 264 645	1 264 645
Mozambique	43	16	23 515 934	777 915
Namibia	65	36	2 165 828	269 322
South Africa	278	17	52 982 000	4 650 368
Swaziland	67	24	1 231 000	327 815
Zambia	73	34	13 817 479	5 291 128
Zimbabwe	92	29	14 244 744	6 082 855
<b>Total</b>	<b>974</b>	<b>360</b>	<b>132 574 693</b>	<b>28 224 189</b>

Source: Gender Links COE Tracking Sheet.

Every country has a specific number of councils necessary to reach the population, and the number needed therefore differs. Namibia has 65 councils and thus has

more than enough to reach the population. Overall every country has reached their goal in this regard.

## SADC Gender Protocol @ Work Summit

**Table 10.5: Namibia at the SADC Gender Protocol@Work Summit**

Total number of participants	93	
	56 female	37 male
Total number of entries	52	
Total number of councils represented	12 CoEs and 1 non-CoE council	
Number of Organisations represented	5	
Number of Media houses represented	5	
Number of Judges represented	9	
	3 female	6 male
Number of winners	9	
	7 female	2 male

Source: Gender Links 2014.

The Namibia SADC Gender Protocol@ Work Summit brought together 93 participants at the Polytechnic of Namibia Media Technology Department from 14 to 16 April 2014. Table 10.6 shows that 56 participants were female and 37 male. There were five civil society organisations, five media students from PON and 12 CoE's and 1 non-CoE council represented. Seven out of the nine winners were female and two male.

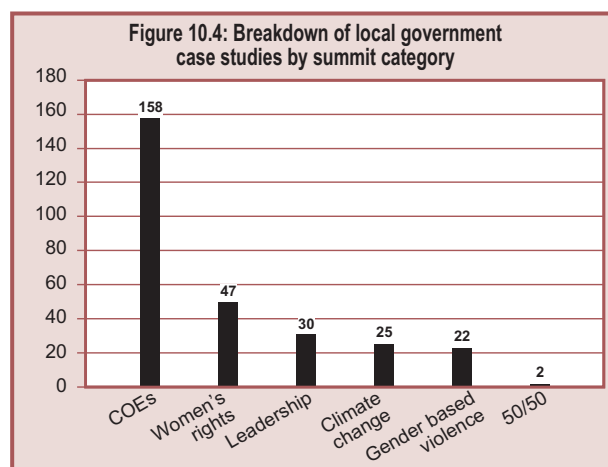
Mr. Ivan Lombard, director of NANGOF Trust, urged all NGOs to discuss how to implement gender equality, as well as 50/50 representation in all structures. Mr. Areseb, CEO of NALAO, stated that local authorities also played a role in ensuring that gender equality and the 50/50 representation was a reality.

Ms. Norah Schimming-Chase, Alliance partner and former MP, informed the summit participants that many books and policies on gender equality were in place, and it was time to implement them. She noted that after 15 years of fighting for gender equality and 50/50 representation, changes could be seen. People had started to realize the importance of gender equality, and that women should not accept 35% representation in any structures, or allow themselves to be resigned to occupying low positions.

Head of Spanish Cooperation in Namibia, H.E. Carmen Sendino, stated that equality between women and men was a fundamental right, and necessary for the achievement of growth, employment and social cohesion in a country. He said there had to be a holistic vision of GBV as a societal problem, and not merely a women's

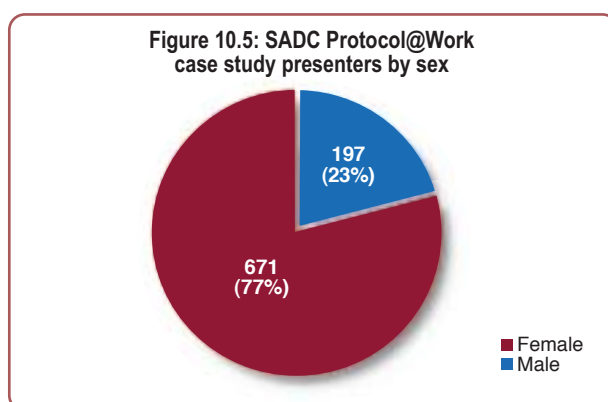
issue. It was therefore essential to work on prevention, as it is key.

Deputy Minister Hon. Angelika Muharukua, Ministry of Gender Equality and Child Welfare, said six years had passed since the adoption of the SADC Protocol on Gender and Development. She said that Namibia was well on course regarding 50/50 representation, and the ruling party SWAPO had amended its constitution to reflect 50/50 representation. The Minister said she had embarked on a campaign to demand equality, and established a Multi-Sectorial Approach Mechanism to ensure that the Protocol deadline of 2015 was met.<sup>14</sup>



Source: SADC Gender Protocol Summit reports, 2014.

Figure 10.4 shows a breakdown of local government case studies by summit category. Overall there were 158 case studies from CoEs, 47 concerning women's rights, 30 for leadership, 25 for climate change, 22 for GBV and two for 50/50.

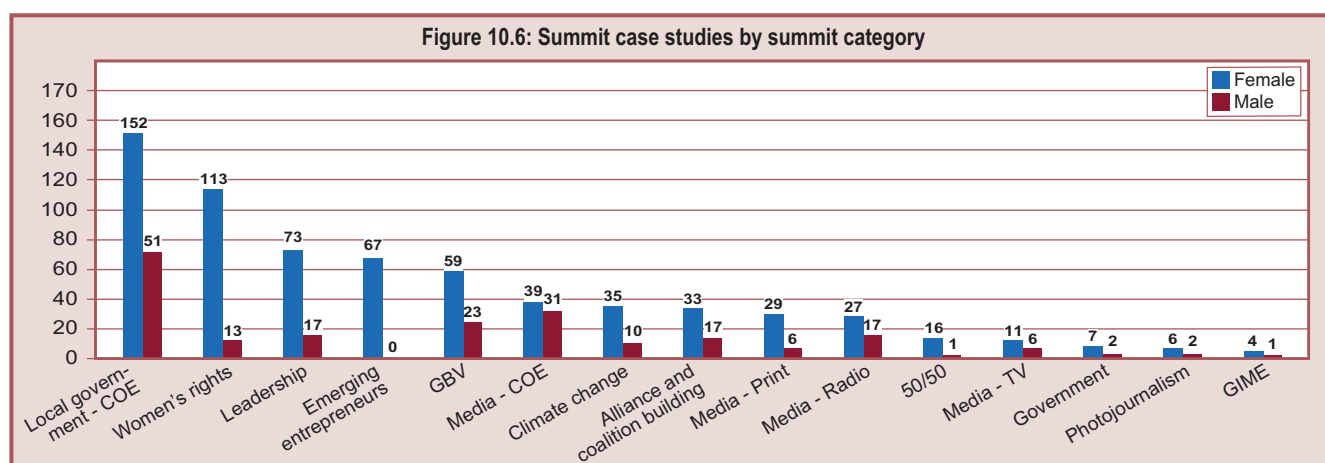


Source: Gender Links, 2014.

Figure 10.5 shows the number of case study presenters by sex: 77% female and 23% male.

<sup>14</sup> GL. (2014). Report of the Namibia Gender Protocol Summit and Awards. Namibia National Summit. na: na. At pages 4-7. Available at: <<http://www.genderlinks.org.za/page/namibia-summit-2014>> Last accessed 15 October 2014.





Source: Gender Links 2013.

Figure 10.6 is an overview of the case studies by category and sex. Every category had more female than male presenters, - especially in the categories for local government, women's rights, leadership and emerging entrepreneurs.

## SGP Post 2015

### SADC Gender Protocol (SGP) Post 2015



As the count down to 2015 gains momentum, implementation of the SGP is high on the agenda. It is now clear that the gaps are too large to close in just a few months. Advocacy of reviewing the Protocol has increased, while alignment with global processes remains critical. Through a deepened human rights approach, the region can stand as a united front to ensure gender equality. Climate justice, reduction of GBV, acceptance of sexual and gender diversity, increased and dignified women's empowerment, aligned policies and legislature are some of the demands gathered through consultations as indicated in the table below. Monitoring and evaluation tools are required post-2015 to ensure that the new Protocol targets are met.

#### **Status of current provisions on implementation**

Implementation provisions in the current Protocol have no targets and indicators. Monitoring and evaluation is done by reporting to the Executive Secretary, and peer learning is not systematised. Progress in developing costed action plans for implementation and re-alignment with the Protocol targets post-2015 is important, since the current targets expire in 2015. Namibia has a gender machinery in place to oversee the implementation of the SGP, but tracking the implementation is cursory,

and the availability of sex-disaggregated data is a huge challenge. It is therefore important to adhere to the provisions of conducting baseline studies by sector to ensure that tracking is possible.

#### **Monitoring and evaluation tools**

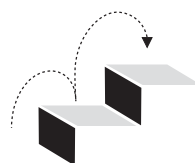
Without the right tools the countries in the region cannot track progress. The proposed indicators for monitoring and evaluating progress in the table below will enhance uniformity and foster peer learning in member states. Conducting baseline surveys by country requires country-specific methods and synergies for sharing. Although indicators such as those for conducting household surveys on economic empowerment, GBV and governance are similar, definitions of these indicators need to be spelt out and included in the post-2015 SGP. Lack of alignment on reporting at national, regional, continental and global level, as well as diverging timeframes, remain challenges as they affect the quality of reporting. Timeframes and frequency of monitoring and evaluation must in future be spelt out in the SGP. An omission in the existing SGP is that none of the implementation provisions features as a target, and they lack indicators. Table 10.10, derived from the analysis at Annex A, suggests targets and indicators to be included in the post-2015 SGP:

**Table 10.7: Proposed targets and indicators for SGP implementation**

Area of concern	Proposed targets post 2015	Proposed indicators 2015
<b>Accountability of states to implement SGP targets</b>	State parties shall ensure implementation of this Protocol at the national level and report on progress each year up to 2030.	1. Existence of effective gender machineries with a mandate to implement the Protocol. 2. Percentage of government ministries with gender focal persons.
	State parties shall ensure development of national gender policies and review existing policies in line with the SGP by 2030.	3. Number of countries with national gender policies aligned to the SGP.
<b>Policy framework for implementation</b>	State parties shall ensure gender mainstreaming across all line ministries by 2030.	4. Percentage gender ministries with effective gender policies and action plans. Qualitative: case studies submitted to the annual SADC Protocol@Work summits.
	State parties shall collect and analyse baseline data against which progress in achieving targets will be monitored by 2015, and measure progress annually.	5. Percentage progress (SGDI) per country in achieving the targets.
<b>Monitoring and evaluation of SGP</b>	State parties shall submit reports to the Executive Secretary of SADC once every two years, indicating the progress achieved in the implementation of measures agreed to in this Protocol.	6. Number of countries that submit reports on time.
	The Executive Secretary of SADC shall submit the progress reports to Council and Summit for consideration.	7. Analysis of feedback from state leaders and ministers on progress made on gender by sector, country and the region.
<b>Reporting and political visibility</b>	The Executive Secretary shall facilitate learning and sharing on implementation of the SGP amongst state parties each year and a final review in 2030.	8. Number of exchange visits, meetings or learning programmes on implementation of the SGP.

Source: Gender Links and SADC Gender Protocol Alliance, 2014.

Table 10.7 shows the proposed targets and indicators for implementation post-2015. The current SGP does not set targets for implementation, and these are important to hold governments accountable and track progress. Budget allocations for action plans, peer learning and tracking progress from baseline data are important tools that governments need to plan for. As the global post-2015 discourse advocates a stand-alone goal on gender equality and mainstreaming of gender in all other goals, buy-in and a policy framework at national level to support this are vital.

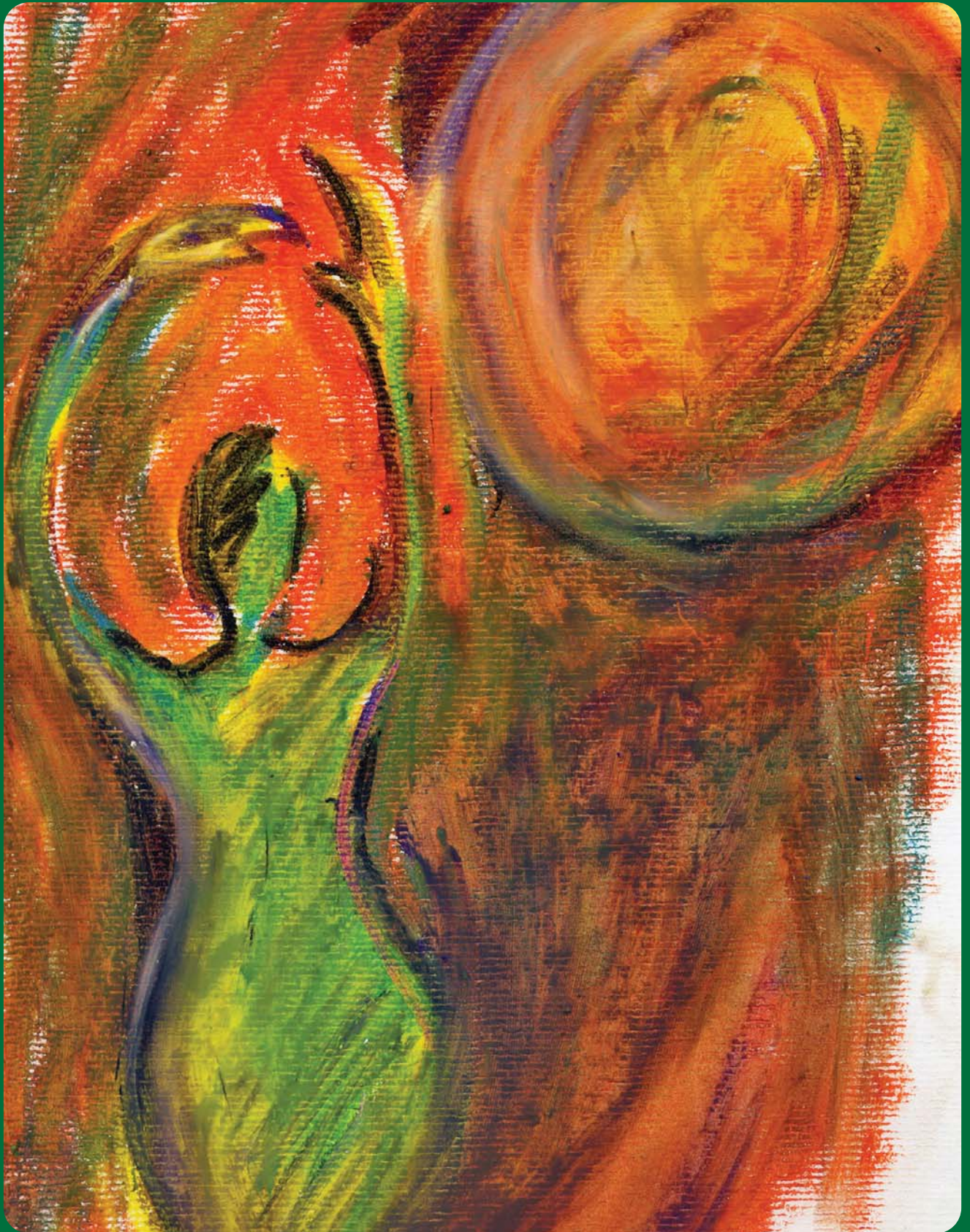


## Next steps

- Allocation of adequate human, financial and technical resources for implementation.
- Effective monitoring and evaluation systems to track progress.
- Position the country for a strong post 2015 gender agenda.
- Strengthen the implementation of gender mainstreaming by clusters created in other line ministries.







Anushka Virahsawmy





## CHAPTER 11

# Gender, climate change and sustainable development



Food security is critical to cover gender gaps in Namibia. Women are often left to fend for families in cases of drought.

Photo: Gender Links

### KEY POINTS

- National Gender Policy 2010 - 2012 calls for gender mainstreaming in natural disaster management.
- 54% of households use wood or charcoal as fuel for cooking. Of these 87.4 % are rural households and 15.9% urban. (NHIES 2009-2010 provisional figures).
- A number of NGOs are providing training to rural communities in the use of various types of solar cookers and ovens, as well as educating them on climate variability and change.
- In terms of sustainable development, environment and climate change, Namibia has focused mainly on improving livelihoods and rural development, moving towards technology and industrialisation as well as employment creation.

## Background

The climate is changing, and this poses serious global challenges because climate change is an environmental, social, economic, energy, food, political, ethical and moral challenge. It is a crisis created by the endless pursuit of growth and prosperity.

Ultimately, the world faces not just a climate crisis, but also a crisis of sustainability. Humans are the key contributor to climate change, due to unsustainable, exploitative economic growth, consumption and production patterns, applied especially by countries in the northern hemisphere and the elites in developing countries. Women in the south of the world contribute the least to climate change, yet feel its effects the most.

Because of this the Southern African Gender Protocol Alliance embarked on a campaign for an Addendum to the SADC Gender Protocol on Gender and Climate Change in 2012/2013. This underscores the point that like a constitution, a Protocol is a living document that should be open to amendment, reflecting specific needs

and concerns at any given time. This is another example of how - by being organised and strategic - civil society is again prying open democratic spaces and getting gender into key areas of the regional agenda.

There are precedents in the region for governments seeking to elaborate on gender instruments in response to civil society burdens. In 1998, only one year after the signing of the SADC Declaration on Gender and Development, heads of state adopted an addendum on violence against women and children. Women's organisations have drafted the Addendum on Gender and Climate Change, submitted by the Alliance, for consideration by heads of state through their ministers.

In 2012, before the adoption of this addendum, the Alliance decided to include an 11th chapter in the Barometer on Gender and Climate Change. This measures the performance of governments against the draft provisions of the Addendum. The message is simply that there is no time to waste. While governments prevaricate on legal niceties, citizens - especially women - demand accountability.<sup>1</sup>

**Table 11.1: Changes in climate patterns in Southern Africa**

Country	Climate and environmental change
Botswana	Severe and prolonged drought
DRC	Deforestation and environmental degradation
Lesotho	Torrential rains
Madagascar	Cyclones and longer dry spells
Malawi	Prolonged drought and floods
Mauritius	Deforestation, drought, rising sea levels and coastal erosion
Mozambique	Cyclones, prolonged drought and flooding
Namibia	Flooding and rising sea levels
Seychelles	Coastal erosion and extreme sea surface temperatures
South Africa	Urban flooding, extreme cold and hot temperatures, loss of natural habitat
Zambia	Flooding and prolonged drought
Zimbabwe	Prolonged drought and extended dry seasons, extreme heat and cold

Source: Gender CC SA, 2014.

Maize production in Southern Africa may decline by up to 30% in the next 20 years, and wheat production by up to 20%. All SADC countries have experienced an increase in the number of extreme climatic events.

<sup>1</sup> Xoagus-Eises, Sarry / Brown, Emily/ Makaya, Mukayi. (2012). SADC Gender Protocol 2012 Barometer Namibia. Johannesburg, South Africa: Southern African Gender Protocol Alliance. At page 104.

**Table 11.2: Gender dimensions of climate change**

Area of concern	Gender implications
Food security	Productivity in Southern Africa is expected to drop by 20-50%, potentially affecting up to 90% of the rural poor in respect of their food security.
Water	Climate change is likely to exacerbate water shortages. Women remain largely responsible for water management in communities and at home. Shortages will result in greater time spent fetching water and greater risk of disease. Women will be diverted from other economic pursuits.
Division of labour	Crop and livestock production changes could affect the gendered division of labour and have negative effects on incomes of women and men.
School drop out	Increased household chores may lead to larger numbers of girls dropping out of school.
Land	Women's already tenuous rights to land could be eroded further.
Transport	Men generally have a much higher carbon footprint than women, as women use more public transport and walk more.
Health	Women remain the most affected by ill-health in communities as they bear the brunt of caring for the sick. Climate variability can fuel nutrition-related diseases and epidemics such as malaria and increase the spread of vector and water-borne diseases. It can also reduce drinking water availability, exacerbating heat stress and respiratory illness.
Stress	Stress levels and related diseases may increase for both women and men. Because society expects men to provide for the family, they experience and express stress in different, often more devastating ways than women.
Migration	Resource shortages may increase male migration and increase the burden of work and family care on women.
Gender violence	Adolescent girls report high levels of sexual harassment and abuse in the aftermath of disasters as a result of families living together in open spaces with lack of privacy for dressing and bathing, etc. Scarce resources worsen conflict and there is often a gender dimension to this.
Mortality	A study of disasters in 141 countries has shown that women and children are 14 times more likely to die than men.
Decision-making	Most key decision-making institutions relating to climate change have a male-dominated hierarchy.

## Women in decision-making roles in sustainable development



*It is proposed that the Addendum on Gender and Climate Change makes reference to ensuring women and men equal participation in all decisions related to climate change at all levels by 2015 as specified in Article 12-13 of 2008 SADC Gender Protocol.*

**Table 11.3: Representation of women and men in key decision-making positions in environment and agriculture**

	MALE	FEMALE
Minister of Environment and Tourism	✓	
Deputy Minister of Environment Tourism	✓	
Permanent Secretary Ministry of Environment and Tourism	✓	
Ministry of Agriculture, Water and Forestry	✓	
Deputy Minister of Agriculture, Water and Forestry		✓
Permanent Secretary Ministry of Agriculture, Water and Forestry	✓	
Minister of Fisheries / Marine Resources	✓	
Deputy Minister of Fisheries / Marine Resources	✓	
Permanent Secretary Ministry of Fisheries / Marine Resources		✓
Total	<b>7</b>	<b>2</b>
Proportion	<b>77.7%</b>	<b>22.3%</b>

Table 11.3 shows that women occupy 22.2% of key decision-making positions in environment and agriculture relevant to climate change. Therefore Namibia still has a long way to go to reach the goal, this year, of 50%.

Women have a key role in managing the natural environment, and customarily perform many important functions in their communities and households. Nevertheless in many African countries policy-making does not take into account the gender dimensions of climate change. In Namibia, women are poorly represented in decision-making roles.

This inequality is also present on a local scale, with women rarely included in decision-making in the household or in the community. As a result, their

vulnerability to climate changes increases, because their concerns and needs are not taken into account, and issues are inadequately addressed. Also, the knowledge and insights they have developed through their experience in the community and in the household are not included. Among other reasons but also because of these reasons it is essential to involve women in decision-making at all levels.<sup>2</sup>

It is difficult to get an overview when analysing the level of expertise on gender and climate change in decision-making positions. . Nonetheless, interviews confirm that women often work at base level where they are expected to complete the grunt work, while men are in positions of decision-making and power, even though women may have the same knowledge and capacity.<sup>3</sup>

## Institutional, legal and policy framework



*It is proposed that the Addendum calls on all SADC States that by 2015 they ensure that the Reducing Emissions from Deforestation and Forest Degradation (REDD+) mechanism takes into consideration the different roles and impacts on women and men when integrating the concerns and priorities of communities - and particularly forest- dependent communities. The sharing of benefits, land and forest rights must also be considered.*

### The Constitution of Namibia

The Constitution of Namibia emphasizes the need to develop and implement policies so that the ecosystem, ecological processes and biological diversity can be maintained. The Constitution contains several key environmental clauses relevant to the sustainable use of natural resources. The Ombudsman serves as guardian of the Constitution and protects it. To the duties of the Ombudsman add guarding against the over-utilisation of living natural resources, irrational exploitation of

non-renewable resources, degradation and destruction of ecosystems, failure to protect the beauty and character of the country and failure to correct and reverse activities related to the above through fair, proper and effective means.<sup>4</sup> The Constitution of Namibia provides the framework for a wide range of national policies and laws. The Rio Summit in 1992 and improved awareness also triggered widespread legislative reform.<sup>5</sup>

<sup>2</sup> Laddey, Ryan/ Kumamoto, Mihoko/ Treichel, Pia. (2011). Discussion Paper Series. Africa Adaptation Programme Experiences Gender and Climate Change: Advancing Development through an Integrated Gender Perspective. Volume 1. New York: UNDP. At page 4. Available at: <<http://www.undp.org/content/dam/rba/docs/Reports/AAP%20Discussion%20Paper%20En.pdf>> Last accessed 24 January 2014.

<sup>3</sup> Interview with Viviane/ Rennie. Desert Research Foundation Namibia, 24 January 2014.

<sup>4</sup> MET. (2011). Namibia Second National Communication to the United Nations Framework Convention on Climate Change. na, Namibia: Government of the Republic of Namibia. At page 99.

<sup>5</sup> Ruppel, Oliver. (2013). Environmental Law in Namibia: An Overview. In: Ruppel, Oliver/ Ruppel-Schlichting, Katharina. (2013). Environmental Law and Policy in Namibia. Towards making Africa the Tree of Life. Fully Revised Second Edition. na: Hans Seidel Foundation/ OrumbondePress.na/ Welwitscha Verlag. At page 105. Available at: <[http://www.environment-namibia.net/tl\\_files/pdf\\_documents/publication/Environmental%20Law%20and%20Policy%20in%20Namibia%20-%20Towards%20making%20Africa%20the%20Tree%20of%20Life\\_2013.pdf](http://www.environment-namibia.net/tl_files/pdf_documents/publication/Environmental%20Law%20and%20Policy%20in%20Namibia%20-%20Towards%20making%20Africa%20the%20Tree%20of%20Life_2013.pdf)> Last accessed 22 January 2014.



**Table 11.4: Key policies and laws of relevance to climate change**

<b>Sector</b>	<b>Policy and laws</b>
Environment	Environmental Assessment Policy (MET, 1995) Environmental Management Act (2007) Land Use Planning Towards Sustainable Development Policy (MET, 1994) Pollution Control and Waste Management Bill
Agriculture	National Agriculture Policy (MAWF, 1995) National Drought Policy and Strategy (MAWF, 1997) Green Scheme Policy (MAWF, 2004 and National Rangeland Management Policy and Strategy (MAWF, under compilation), revised in 2008
Water	National Water Policy White Paper (MAWF, 2000) Water Resources management Act (2004) Water Resources Management Act 2014
Planning	Regional Planning and Development Policy (NPC, 1997) National Poverty Reduction Action Programme (NPC) National Development Plans Vision 2030
Forestry, Parks and Wildlife	Forestry Development Policy (MAWF, 2001) Forest Act (2001) Wildlife Management, utilisation and Tourism in communal Areas (MET, 1995) Amendment to the 1975 Nature Conservation Ordinance (1996) Promotion of Community Based Tourism Policy (MET, 1995)
Land	National Land Policy (MLR, 1998) National Resettlement Policy (MLR, 2001) Commercial Land Reform Act (1995) Communal Land Reform Act (2002)
Energy	White Paper on Energy
Fisheries and coastal management	Territorial sea and exclusive economic zone of Namibia Act 3 of 1990 Sea shore Ordinance Walvis Bay and Offshore Islands Act 1, 1994 Namibian Ports Authority Act 2 of 1994 Division of Land Ordinance of 1963 Marine Resources Act 27 of 2000 Aquaculture Act 18 of 2002 Inland Fisheries Act of 2003
Education	Education policy Programmes such as the Education and Training Sector Improvement Programme
Disaster Risk Management	National Policy for Disaster Risk Management in Namibia (OPM, 2009) Disaster Risk Management Act 10 of 2012

Source: Ministry of Environment and Tourism. (2011). *National Policy on Climate Change for Namibia*. Windhoek, Namibia: Government of the Republic of Namibia. At page 28.

### **Vision 2030**

The Vision offers long-term alternative policy scenarios on the future course of development in the country at various points in time, until the target year of 2030. These aims include but are not limited to available clean water, and productive and healthy natural wetlands with rich biodiversity. Appropriate and effective climate change adaptation and mitigation measures will contribute to the realisation of the Vision goals. It is expected that adaptation to climate change will prevent impacts that would hinder poverty reduction and improvement of human health and living standards.<sup>6</sup>



**Caption.**

*Photo: Gender Links*

<sup>6</sup> MET. (2011). *Namibia Second National Communication to the United Nations Framework Convention on Climate Change*. na, Namibia: Government of the Republic of Namibia. At page 99.



Okahandja stage 4 workshop.

Photo: Gender Links

### National Development Plans (NDPs)

The NDP offers medium-term plans for the country for five years. During the first NDP the country's economy was dependent on primary production, which is vulnerable to climatic factors. The second NDP adopted strategies for increased diversification of the economy. One of the key national strategies was the promotion of environmental and ecological sustainability. In this NDP it was recognised that the arid and fragile environment places a limit on economic development. The NDP 3 covered the period from 2007/08-2011/12. The theme is defined as accelerated economic growth through deepening rural development, while the productive use of natural resources and environmental conservation are one of the most important areas. The NDP3 states that Namibia is threatened by fluctuating climatic and weather conditions. The lack of water is described as perhaps the most important constraint to economic development.<sup>7</sup> The Fourth National Development Plan spans the period from 2012/13 to 2016/17. The three overarching goals of the NDP4 are high and sustained economic growth, increased income equality, and employment creation. The sectors that have priority status are logistics, tourism, manufacturing and agriculture. Under the category of values and principles, environment and climate change are recognised.<sup>8</sup>

### National Policy on Climate Change for Namibia

The National Policy on Climate Change for Namibia, 2011, aims to manage climate change response as well as recognise the national developmental goals, and promote integration and coordination of different sector organisations' programmes. Therefore the Government will implement adaptation measures so that the vulnerability of the population (because of climate change) can be reduced by enhancing their adaptive capacity while pursuing sustainable development.

Through this policy, Namibia wants to improve the quality of life of its citizens in a timely, appropriate and effective manner by exploring adaptation and mitigation approaches relevant to different sectors in the country.

One of the guiding principles is mainstreaming climate change into policies, the legal framework and development planning, which means the Government recognises the need to prioritise climate change issues and mainstream climate change. It also states the need to mainstream youth, gender, child welfare and vulnerable groups into climate change responses not only at local but regional and national levels. The mainstreaming should be integrated into existing policies and laws.<sup>9</sup>

The policy also includes a section on gender issues and child welfare:

"Namibia's vulnerability and adaptation assessment indicates that the poor and rural populations of Namibia, most of them women, are most vulnerable to climate change as they are extremely dependent on natural resources. Children in rural areas are still very prone to curable diseases and thus more vulnerable to illness, child and infant mortality. The policy recognises that both rural and urban communities are vulnerable to climate change effects. Therefore the Government will:

- Ensure that communities are empowered and both men and women participate meaningfully in the planning, testing and roll out of adaptation and mitigation activities in both rural and urban areas.
- Ensure that climate change response activities are gender-sensitive.
- Include gender and climate change in the curriculum of education and training programmes."<sup>10</sup>

One of the strategies of the **National Gender Policy 2010 - 2020** includes a section on Gender and the Environment:

"Gender challenges in environmental management include the low involvement of women in decision-making on environmental management, environmental hazards, cultural practices and attitudes towards ownership and control of land, inadequate information and education on sustainable environmental management, and the need for gender-responsive environmental policies and programmes."<sup>11</sup>

<sup>7</sup> MET. (2011). Namibia Second National Communication to the United Nations Framework Convention on Climate Change. na, Namibia: Government of the Republic of Namibia. At page 99, 100.

<sup>8</sup> Ruppel, Oliver. (2013). Environmental Law in Namibia: An Overview. In: Ruppel, Oliver/ Ruppel-Schlichting, Katharina. (2013). Environmental Law and Policy in Namibia. Towards making Africa the Tree of Life. Fully Revised Second Edition. na: Hans Seidel Foundation/ OrumbondePress.na/ Welwitscha Verlag. At page 120. Available at: <[http://www.environment-namibia.net/tl\\_files/pdf\\_documents/publication/Environmental%20Law%20and%20Policy%20in%20Namibia%20-%20Towards%20making%20Africa%20the%20Tree%20of%20Life\\_2013.pdf](http://www.environment-namibia.net/tl_files/pdf_documents/publication/Environmental%20Law%20and%20Policy%20in%20Namibia%20-%20Towards%20making%20Africa%20the%20Tree%20of%20Life_2013.pdf)> Last accessed 22 January 2014.

<sup>9</sup> MET. (2011). National Policy on Climate Change for Namibia. Windhoek, Namibia: Government of the Republic of Namibia. At page 11.

<sup>10</sup> MET. (2011). National Policy on Climate Change for Namibia. Windhoek, Namibia: Government of the Republic of Namibia. At page 26.

<sup>11</sup> MGECEW. (2010). National Gender Policy 2010- 2020. Windhoek, Namibia: Government of the Republic of Namibia. At page 36.

Strategies include:

- Ensuring women's equal participation in decision-making, ensuring gender balance in management structures through legislation where appropriate, and regarding sustainable environmental management.
- Evaluating all programmes and policies in terms of their environmental impact, and their effect on women's equal access to and use of natural resources.
- Increasing women's access to information and education, including in the areas of science, technology and economics, thus enhancing their knowledge, skills and opportunities for participation in environmental decisions.
- Protecting and promoting the use of the knowledge, innovations and practices of women of indigenous and local communities, and safeguarding their existing intellectual property rights.
- Putting measures in place to reduce risks to women from identified environmental hazards at home, in other environments and at work, including appropriate application of clean technologies.
- Empowering women as not only producers but also consumers, so that they are able to take effective environmental action, along with men, in their homes, communities and workplaces.
- Encouraging the design of projects in areas of concern regarding the environment that would specifically benefit women. Also so as to create projects to be managed by women.
- Increasing the percentage of women (particularly at grassroots level) involved as decision-makers, managers, planners, scientists and technical advisers.
- Involving women in the development and design as well as implementation of policies and programmes for natural resource management, environmental protection, conservation and climate change.
- Ensuring adequate research to assess how and to what extent women in particular are susceptible to, exposed to or affected by environmental degradation and hazards. This should include research and data collection on specific groups of women, especially women living in poverty.
- Promoting access to safe drinking water and sanitation, by committing adequate resources and working closely with civil society in community education.<sup>12</sup>

The **Proposed Climate Change Strategy and Action Plan, 2009** has been developed to address three aspects, namely adaptation, mitigation and cross-cutting issues, with strategic aims identified for each of these aspects. In terms of adaptation there are four themes: food

security and sustainable resource base, sustainable water resources base, human health and well-being, and infrastructure.

Mitigation is addressed through transport, sustainable energy and low-carbon development.

Cross-cutting issues addressed in the strategy are capacity building; training and institutional strengthening; research and information needs; public awareness, participation and access to information; and disaster reduction and risk management. Also addressed are topics like financial resources mobilisation and management, international cooperation and networking, as well as technology development and transfer and legislative development.<sup>13</sup>

The strategy also includes section 3.10 - Mainstreaming gender, children and the vulnerable: "The mainstreaming of gender, child welfare and issues pertaining to vulnerable groups must be included in climate change responses at local, regional and national level. This mainstreaming shall be integrated into existing policies and laws and shall be led by the Ministry of Gender Equality and Child Welfare with support from other Government agencies (especially at local and regional levels), non-governmental organisations (NGOs) and community-based organisations (CBOs)."<sup>14</sup>

### **SADC Climate Change related strategies and policies**



Country facilitator, Sarry Xoagus-Eises and GL Intern, Laurentia Golley, on a farm visit in Namibia.  
Photo: Mona Hakimi

The effects of climate change are multi-sectoral in nature. There is a need to cooperate at regional level in the development and implementation of climate change adaptation and mitigation interventions.

<sup>12</sup> MGECW. (2010). National Gender Policy 2010- 2020. Windhoek, Namibia: Government of the Republic of Namibia. At page 36.

<sup>13</sup> Mfune, K. John/ Ruppel, C. Oliver/ Willemse, E. Nico/ Mosimane, W. Alfons. (2009). Proposed Climate Change Strategy and Action Plan. Windhoek, Namibia: na. At pages 10, 11. Available at: <<http://www.met.gov.na/Documents/Proposed%20Climate%20Change%20Policy.pdf>> Last accessed 19 January 2014.

<sup>14</sup> Mfune, K. John/ Ruppel, C. Oliver/ Willemse, E. Nico/ Mosimane, W. Alfons. (2009). Proposed Climate Change Strategy and Action Plan. Windhoek, Namibia: na. At page 27. Available at: <<http://www.met.gov.na/Documents/Proposed%20Climate%20Change%20Policy.pdf>> Last accessed 19 January 2014.

Therefore the Government will recognise climate change policy at SADC level should it come into existence. Furthermore the Government will align with relevant African Union policies, which in turn are aligned to SADC policies referring to climate change aspects, including the SADC Regional Biodiversity Strategy, the SADC Protocol on Forestry, the SADC Regional Agriculture Policy, the SADC Protocol on Fisheries, and the SADC Protocol on Energy, to mention a few.<sup>15</sup>

### **Millennium Development Goals (MDGs)**

The Millennium Declaration sets out key challenges that face humanity worldwide. The eight MDGs aim to eradicate extreme poverty and hunger, ensure universal primary education, promote gender equality, empower women, reduce child mortality, improve maternal health, combat HIV/ AIDS and other diseases, ensure environmental sustainability and develop a global partnership for development. These are specific goals, to be dealt with at national level, which also raise cross-cutting issues which are interrelated. Climate change will not only indirectly, but also directly affect the achievement of these goals. The MDGs reflect major challenges addressed in the national development goals (NDPs) as well as the long-term Vision 2030 of Namibia.<sup>16</sup>

### **United Nations Framework Convention on Climate Change (UNFCCC) and other UN Conventions**

In 1992, during the United Nations Conference on Environment and Development (also known as Rio or Earth Summit), three Conventions were developed:

- The United Nations Framework Convention on Climate Change (UNFCCC).
- The United Nations Convention to Combat Desertification.
- The United Nations Convention on Biological Diversity.

The UNFCCC allows for the introduction of Protocols to the Convention. The Kyoto Protocol was the first and came into force in 2005. The country signed and ratified the UNFCCC and the Kyoto Protocol.

The country will continue to play a proactive role and cooperate with the international community in promoting adaptation and mitigating strategies to ensure protection of the regional and global environment, and therefore sustainable development. It will also align with and enforce the existing international climate-change legislative and regulatory framework,

as well as the Bali Road Map, the Nairobi declaration and the Bonn Agreement.<sup>17</sup>

### **Namibia's Green Plan**

Namibia's Green Plan aims to secure a safe and healthy environment and a prosperous economy. This plan was compiled by the Ministry of Wildlife, Conservation and Tourism in consultation with different governmental and non-governmental organisations and was first presented at the Rio Conference in 1992. The Green Plan created a national common vision, and it outlines needed policy and legislation as well as strategies and recommendations for key areas. The Green Plan recognises that the health of the environment is linked to individuals as well as society and the economy. Furthermore the plan identifies, among other things, a multitude of actions needed to achieve sustainable development. Only two years after independence the Green Plan set out an ambitious national programme for achieving environmental protection in the country. The topics in the plan are even more of a concern in the country nowadays. Therefore Namibia's Green Plan remains a relevant basic document concerning sustainable development and environmental protection.<sup>18</sup>

### **REDD+**

The REDD+ mechanism is a relatively new concept in Namibia. To date, there is no REDD+ project running. However, in other initiatives related to REDD+ such as community forestry and tree-planting projects, the role of women is acknowledged and they are empowered to participate in all activities. Women also serve in various administrative positions in these projects.<sup>19</sup>

### **Development of Renewable Energy Sources**

The population in Namibia is small and dispersed, with vast and thinly populated areas, particularly in the south. Consequently grid extension is very costly. Through the Energy White Paper of 1998, the Government has committed itself to introducing renewable energy sources. The Ministry of Mines and Energy of Namibia has introduced a revolving fund to support solar energy usage for off-grid purposes to lower the threshold for renewable energy investments. The Namibian national electricity utility, NamPower, has approved the Renewable Energy Policy Paper, which states that the company's target for renewable energy is 10% of the total installed capacity. The first target was 40 MW by 2011. There is no gender analysis in these policies and mechanisms.<sup>20</sup>

<sup>15</sup> MET. (2011). National Policy on Climate Change for Namibia. Windhoek, Namibia: Government of the Republic of Namibia. At page 29.

<sup>16</sup> MET. (2011). National Policy on Climate Change for Namibia. Windhoek, Namibia: Government of the Republic of Namibia. At page 30.

<sup>17</sup> MET. (2011). National Policy on Climate Change for Namibia. Windhoek, Namibia: Government of the Republic of Namibia. At page 31.

<sup>18</sup> Ruppel, Oliver. (2013). Environmental Law in Namibia: An Overview. In: Ruppel, Oliver/ Ruppel-Schlichting, Katharina. (2013). Environmental Law and Policy in Namibia. Towards making Africa the Tree of Life. Fully Revised Second Edition. na: Hans Seidel Foundation/ OrumbondePress.na/ Welwitscha Verlag. At page 118, 119. Available at: <[http://www.environment-namibia.net/tl\\_files/pdf\\_documents/publication/Environmental%20Law%20and%20Policy%20in%20Namibia%20-%20Towards%20making%20Africa%20the%20Tree%20of%20Life\\_2013.pdf](http://www.environment-namibia.net/tl_files/pdf_documents/publication/Environmental%20Law%20and%20Policy%20in%20Namibia%20-%20Towards%20making%20Africa%20the%20Tree%20of%20Life_2013.pdf)> Last accessed 22 January 2014.

<sup>19</sup> Interview with Jonathan Kamwi, Department of Forestry

<sup>20</sup> Xoagus-Eises, Sarry / Brown, Emily/ Makaya, Mukayi. (2012). SADC Gender Protocol 2012 Barometer Namibia. Johannesburg, South Africa: Southern African Gender Protocol Alliance. At page 106.



## Climate Change Initiatives for Sustainable Development at Council Level

Climate change is considered one of the most serious threats to Namibia's environment, human well-being and socio-economic development. The Keetmanshoop Junior Council decided to take steps in the right direction, and started an initiative that plants trees, has gardening projects and commemorates environmental days.

Climate change is a long-term shift in weather conditions identified by changes in temperature, precipitation, winds and other indicators.. Climate change can be caused by human activities such as the burning of fossil fuels and the conversion of land for forestry and agriculture. The initiatives for sustainable development aim to address these climate issues by focusing, for example, on tree planting, which mitigates the effects of climate change, as trees clean our air by taking tons of carbon dioxide from the atmosphere.



Most of the community members in Keetmanshoop do not know what climate change is, and what impact it has on living conditions. Therefore the initiative aims to:

- Create awareness in the community.
- Educate the community on Government policies and the Namibian Constitution.
- Actively involve youth in order to mitigate the effects of climate change through planting trees.
- Encourage youth to take ownership of their environment and sustainable development efforts to enhance the level of growth within the environmental conservation spectrum.

Both men and women benefit from this initiative, since the project aims to improve environmental health and community knowledge concerning climate change.

The members of the Keetmanshoop Junior Council focus on identifying the needs of their environment. Some of their ideas include:

- **Tree Planting:** The Junior Council networks with other relevant stakeholders, and requested trees from the Ministry of Agriculture, Water and Forestry. They identified key sites and arid rural areas, then planted the trees.
- **Gardening Project:** The Junior Council collaborates with the Environmental Club to ensure the functioning of the garden project. The members of the Junior Council identified a spot in the backyard of the Keetmanshoop Multi-Purpose Youth Centre which is taken care of by the youth and the community members.
- **Commemoration of Environmental Days:** This activity is highlighted as a priority in the Junior Council Action Plan.

Youth and community members are actively involved in planting trees, in the garden project and participate in the commemoration of environmental days.

Through their initiatives the majority of youth and community members are empowered and educated about climate change. The community members work and therefore fight together for a healthy future.

Many households are dependent on subsistence farming and with constrained access to productive resources among the poorer segments of society, it is a matter of concern that the capacity of social organization and support in communities is dwindling.

The members of the Keetmanshoop Junior Council learned the importance of partnerships between the municipality, community members, different Government Ministries, NGO's and CBO's.

It is essential to work together to succeed in an initiative. Climate change needs a holistic approach because it affects all spheres of life in communities.

- **Strategy:** Research, Planning and Preparation
- **Advocacy and Mobilization:** Networking, Raising Awareness
- **Implementation:** Monitoring, Evaluation

## Gender disaggregated data



*It is proposed that the Addendum calls on all SADC States that by 2015 they establish a system to collect sex-disaggregated data and develop qualitative and quantitative indicators on climate change.*

The years 2008-2009 and 2011 saw high levels of flooding across northern Namibia through increased rainfall in this part. This led to thousands of people, mainly women and children, spending months in evacuation centres, while many men stayed behind to guard their flooded properties. Many communities were cut off and not able to access relief assistance and essential services. Many schools were closed, and livelihoods across the affected regions were severely reduced.

Some sex-disaggregated data on the gendered impact of the floods has been collected, for example in the Post-Disaster Needs Assessment - Namibia - Floods 2009 report, as follows:

“During the disaster, some men stayed closer to their homes and moved cattle and other property to higher grounds, while their wives and children went to camps. Emergency shelter and encampments created a specific kind of disruption. The lack of privacy exposed people to reduced dignity and to increased risk of sexual exploitation and abuse. The lack of provision of essential commodities placed women at risk, as some felt desperate enough to engage in transactional sex to acquire basic goods for their children.

The floods caused considerable disruptions of HIV and AIDS services, especially in outreach (81%) and orphans and vulnerable children (79%) support services. Antiretroviral treatment disruption affected 23% of people living with HIV and AIDS, who were also not able to access home-based care- support services. There was disruption of prevention of mother-to-child

transmission services for affected mothers who delivered during the period of the emergency.

With regard to other health services, the highest reduction was reported in the provision of psycho-social support, followed by treatment of opportunistic infections. In relocation camps, HIV/STI was expected to rise due to the expected increase in transactional and casual sex, as well as a lack of access to preventive services, including condoms.

The lack of sufficient, varied foods contributed to malnutrition. Fear of stigma and denial of rights resulted in many living with HIV being afraid of disclosure and not using services. In relocation camps, crowded living conditions often led to increased cases of GBV and child abuse. These may not have been reported because local customs do not support women to speak out on such issues, and local beliefs tend to condone spousal violence.<sup>21</sup>

However, the UNFPA and NRCS Field Visit Report on Protection in Flood Relief and Recovery - 17th-31st July 2011, stated that a number of protection issues such as violence, exploitation of children and women, GBV, lost IDs, and access to relief services were highlighted in previous floods, but due to a lack of data and systematic reporting on these issues, no comprehensive evaluation was available.

A field visit to six flood-affected regions (Kavango, Caprivi, Oshikoto, Oshana, Ohangwena and Omusati) conducted by UNFPA and NRCS between 17th and 31st July 2011 found that that government, UN agencies and NGOs had made some considerable progress in the protection sector during the preparedness and relief phases of the flood cycle. Regarding coordination, a protection sector approach had been promoted, with UNFPA becoming the protection lead agency within the UN County Team, while the Namibian Government had yet to formally designate a lead ministry. UNICEF supported the Ministry of Gender Equality and Child Welfare to set up regional child protection committees, and worked with an NGO to establish child friendly spaces in camps. UNICEF and UNESCO worked with the Ministry of Education to produce and test an emergency preparedness and response manual for the education sector, and a number of state and non-governmental protection providers conducted outreach services to varying degrees and coverage, as well as some training and awareness-raising workshops on some protection topics. Protection referrals did take place, but were not necessarily systematic across regions.



COP17 demonstration in Durban, Kwa-Zulu Natal.

Photo: Daud Kayisi

<sup>21</sup> Government of the Republic of Namibia/ International Community. (2009). Post- Disaster Needs Assessment. Floods 2009. na: na. At pages 35, 36. Available at: <[http://www.gfdr.org/sites/gfdr.org/files/documents/Namibia\\_PDNA\\_2009.pdf](http://www.gfdr.org/sites/gfdr.org/files/documents/Namibia_PDNA_2009.pdf)> Last accessed 20 January 2014.

The UNFPA and NRCS Field Visit Report on Protection in Flood Relief and Recovery - 17th-31st July 2011 - includes a comprehensive framework of recommendations to improve coherence in the protection sector, and ensure that gaps are addressed and systems are in place ahead of the next rains to further improve protection in preparedness, response and recovery, as well as find durable solutions to significantly reduce vulnerabilities and increase resilience to hazards in the long term.

With regard to coordination and access to assistance, it was recommended that a designated Government line ministry should lead the protection sector; national and regional protection working groups with clearly defined roles and responsibilities should be established that cover all areas of protection; systems for protection assessment, monitoring, referral and sensitisation be improved; comprehensive training of protection personnel at national and regional levels be conducted; resources be mobilised for improved logistics including evacuation, pre-positioning of sufficient family-sized tents; installation of adequately separated sanitation facilities in camps, and the provision of appropriate food rations. With regard to identity, documentation and registration, it was recommended to amend and roll out IDP registration forms to include further disaggregation by age and status; mobilise resources for scaling up outreach services to assess and replace lost documents, and to assess and prevent statelessness of children (and some adults) who have no birth certificates.

Concerning child protection, it was recommended to extend Lifeline/Childline and psychosocial support to all camp settings, conduct further emergency preparedness and response roll out in schools in regions having more "cut-off communities", conduct further sensitisation among stakeholders on protection needs of OVCs, and scale up outreach services on OVC registration.

With regard to GBV the report recommended to organise community awareness meetings on laws, policies, human rights, prevention of GBV and HIV and AIDS, and organise women's groups at community level; improve referral of GBV cases to appropriate stakeholders; ensure gender balance of police officers deployed to camp settings, and scale up reproductive health outreach to camp settings.

In relation to the rule of law and justice, it was recommended to implement laws banning brewing,

sale and consumption of alcohol within relocation camps' and encourage the establishment of community-level policing and protection initiatives.<sup>22</sup>

With regard to natural disaster management, the National Gender Policy 2010 - 2012 states that "Some areas of concern include separate spaces for women and children in evacuation centres, supplies for reproductive health needs, the physical layout of camps (for security purposes) and separate sanitation facilities for women and men, appropriately situated, to avoid incidents of rape."

Strategies highlighted in the policy include:

- Ensuring gender mainstreaming in natural disaster management.
- Developing an engendered emergency and management unit. Expanding and strengthening existing structures at local, regional and national levels to be able to respond to national natural disasters.
- Ensuring the continuity of family and community life during disaster times, and developing structures to meet the needs of men, women and children."<sup>23</sup>

The Drought and Flooding Risk Assessment Tool for Gender-Specific Decision-Making Summary Report produced under the Africa Adaptation Project - Namibia, makes the following recommendations:

Gender-conscious policy interventions are needed both at project and planning levels, with a view to meeting the gender mainstreaming objective set out in Namibia's CCSAP. To this end, meticulous review of existing regulatory, policy and planning tools will be important, and improvements need to be based on the review. On the regulatory side, gender and risk-reduction analysis could be incorporated as a Drought and Flooding Risk Assessment Tool for gender-specific decision-making projects. At the policy level, the 1998 National Disaster Reduction Plan, the 1997 National Drought Policy as well as other existing policies and action plans with bearing on drought and flooding, need to be gender-proofed.

Existing tools and methods on gender needs should be methodically assessed; effective tools and methods should be employed on projects and planning, including budgeting. Involvement of more women in decision-making is useful in mainstreaming gender on adaptation and disaster risk reduction and preparedness. Similarly, consideration should be given to capacity building and training on the interfaces between and within genders regarding drought, flooding, adaptation and disaster risk reduction.<sup>24</sup>

<sup>22</sup> Xoagus-Eises, Sarry / Brown, Emily/ Makaya, Mukayi. (2012). SADC Gender Protocol 2012 Barometer Namibia. Johannesburg, South Africa: Southern African Gender Protocol Alliance. At page 109.

<sup>23</sup> MGEW. (2010). National Gender Policy (2010-2020). Windhoek, Namibia: Government of the Republic of Namibia. At pages 41, 42.

<sup>24</sup> Gilau, M. Asmerom/ Dayo, B. Felix/ Abraham, Z. Lijalem/ Mundia, Lisho. (2001). Africa Adaptation Project Namibia. Drought and Flooding Risk Assessment Tool for Gender Specific Decision-Making. Summary Report. na: na. At page 23. Available at: <<http://www.met.gov.na/AAP/TechnicalStudies/CCALeadershipTraining/Documents/Drought%20and%20Flooding%20Final%20Summary%20Report.pdf>> Last accessed 20 January 2014.

## Sustainable technology



*It is proposed that the Addendum calls on all SADC States to develop, deploy and disseminate sustainable technology that is responsive to women and men for example; promoting cleaner burning fuel for household use that will reduce air pollution and cut annual cooking costs for women by 25%.*

Namibia put its major focus in terms of sustainable development, environment and climate change on improving livelihoods and rural development, moving towards technology and industrialisation as well as employment creation.<sup>25</sup>

The Namibia Renewable Energy Programme (NAMREP) was started to improve livelihoods and income generation activities of rural people (both men and women) by providing them with access to off-grid renewable energy technologies. The programme focuses on small-scale solar energy technologies, including photovoltaic pumps, solar water heaters, solar home systems and solar cookers. Households are expected to purchase these through loans from the solar revolving fund. The private sector is now also entering this field and has developed micro-financing programmes dedicated to renewable energy technologies. Such loans are obviously more difficult for rural women to access due to their greater poverty compared to men. The number of households who are accessing solar technologies is still very small.

Since Namibia enjoys more than 300 days of sunshine annually, much more could be done to develop solar technologies, and not only for household use. One noteworthy project in this regard is the Tsumkwe Energy hybrid system commissioned in August 2011. This state-of-the-art solar diesel system, with a capacity of 200 kWp solar and 300 kW diesel, is the largest of its kind in Africa, feeding its electricity into a mini-grid supplying the entire settlement of Tsumkwe in Eastern Namibia, inhabited mainly by indigenous San people. The hybrid system now provides 24 hours of electricity, 7 days a week, at 50 per cent of the cost of the previous system,

which used only diesel and operated for only 12 hours a day.

If proven technically robust, the hybrid system will provide a feasible strategy towards rural off-grid electrification in Namibia and other developing countries.<sup>26</sup>

Another new project is the Combating Bush Encroachment for Namibia's Development, which has installed a 250kW bush-to-electricity power plant on a commercial farm in Namibia. This will be fuelled with invader bush, and feed electricity directly into the national grid. This proof-of-concept project will determine the financial feasibility of the approach, assess the technical robustness of the technology and establish Namibia's first independent power producer.<sup>27</sup>

Thirty-two percent of households use electricity for cooking. Wood and charcoal is usually used as a source of energy by 56% for cooking.<sup>28</sup>

A number of NGOs are providing training to rural communities in the use of various types of solar cookers and ovens, for example Creative Entrepreneurial Solutions in the North and NaDEET in the South, but their reach is still very limited.<sup>29</sup>

Projects in the biomass sector that are most successful are entirely commercially driven, notably charcoal production and the tsotso stove manufacturer in Oshakati. These enterprises are characterised by having either strong markets or paying much attention to the marketing process. Lessons from these enterprises would be valuable in the whole sector (REEECAP).

<sup>25</sup> Interview with Viviane/ Rennie. Desert Research Foundation Namibia, 24 January 2014.

<sup>26</sup> Desert Research Foundation of Namibia. (2011). Tsumkwe hybrid system. na: na. At page 1. Available at: <<http://www.drfn.org.na/2011/10/tsumkwe-hybrid-system/>> Last accessed 20 January 2014.

<sup>27</sup> Desert Research Foundation of Namibia. (2012). CBEND. na: na. At page 1. Available at: <<http://www.drfn.org.na/projects/energy/cbend/>> Last accessed 20 January 2014.

<sup>28</sup> Namibia Statistics Agency. (2012). Namibia Household Income & Expenditure Survey 2009/2010. Moving towards better living conditions. NHIES Summary - June 2012. na: na. At page 11. Available at: <[http://www.nsa.org.na/files/downloads/88d\\_NHIES%20Executive%20Summary.pdf](http://www.nsa.org.na/files/downloads/88d_NHIES%20Executive%20Summary.pdf)> Last accessed 21 January 2014.

<sup>29</sup> Waldo. (2012). Namibia: Energy for Rural Cooking. In: Namibia Economist. 13 July 2012. Available at: <<http://allafrica.com/stories/201207161734.html>> Last accessed 21 January 2014.



## Public education and awareness raising on gender and climate change



*It is proposed that the Addendum calls on all SADC States to conduct gender sensitive education, training and public awareness campaigns on climate change and sustainable development and; ensure that public media plays a significant role in sharing information on gender dimensions of climate change and sustainable development.*

A study of disasters in 141 countries shows that gender differences in deaths from natural disasters are directly linked to women's social and economic rights, which means where women lack basic rights, more women will die from natural disasters than men. Furthermore women in rural areas provide and produce most of the food. Since many women are dependent on natural capital they are the best managers of natural resources. Because of their position in many societies, women tend to be more vulnerable to climate change and therefore often experience worse negative effects than men.<sup>30</sup> As a result it is important to understand that every project and programme, even if it is not directly directed towards women, affects their lives. Projects and programmes therefore indirectly support women and improve their quality of life.<sup>31</sup>

### National Climate Change Committee

Issues based on climate change, including early warning, mitigation as well as international negotiations and adaptation and so forth, are handled by the Ministry of Environment and Tourism. Its primary responsibility is the protection of the country's environment and the eco-systems, as well as the promotion of tourism. Climate change activities are implemented through the National Climate Change Committee, with the help of stakeholders. Since the National Policy on Climate Change for Namibia gives a mainstreaming task, it is only reasonable it was delegated to the Ministry of Gender Equality and Child Welfare, which has the main responsibility.

### Early Warning System

The Early Warning System is a set of capacities needed to generate and disseminate timely and important warning information of a possible extreme event or disaster that threatens people's lives. Therefore the information is to enable threatened individuals, communities and organisations to prepare and act appropriately in sufficient time to minimise the possibility



Demonstrations for speedy implementation climate change policies in Namibia.  
Photo: Daud Kayisi

of harm, loss or risk. Namibians who depend on the climate for their livelihood are dependent on this information to make informed decisions. Reliable and timely early warning enhances climate change adaptation efforts at all levels by enabling communities and institutions to make informed and timely decisions, and helping communities to time their activities to meet the expected threat.<sup>32</sup>

### Community-Based Natural Resource Management (CBNRM)

The programme is a joint venture between Government and NGOs, communities, community-based organisations and development partners. It wants to provide incentives to communities to manage and use wildlife and other natural resources in sustainable, productive ways. It has three closely-related approaches:

The CBNRM forms conservancies, registered legal entities with defined land boundaries, management principles and registered members. Communities receive the rights

<sup>30</sup> Annecke, Wendy/ Koelle, Bettina. (2011). Including women in adaptation process. Case study. In: jotoafrika. (2011). Women as key players in climate adaption. Issue 6. March 2011. Nairobi, Kenya: ALIN/ Institute of Development Studies. At pages 1, 2.

<sup>31</sup> Interview with Viviane/ Rennie. Desert Research Foundation Namibia, 24 January 2014.

<sup>32</sup> MET. (na). Early warning system. na: na. At pages 1, 2. Available at: <[http://www.met.gov.na/Documents/AAP%20NAM\\_CCA%20Decision%20Makers%20Training\\_Theme%203\\_Early%20Warning%20Systems.pdf](http://www.met.gov.na/Documents/AAP%20NAM_CCA%20Decision%20Makers%20Training_Theme%203_Early%20Warning%20Systems.pdf)> Last accessed 22 January 2014.

to manage, use and generate benefits from the natural resources in their area, through trophy hunting, tourism and other resource uses.

The conservancy movement has been a great success, and there are now 71 registered conservancies in Namibia, and several in the process of registration. The three main elements of the CBNRM programme are: a natural resource management and conservation programme, promoting wise and sustainable management of natural resources, and encouraging biodiversity conservation by creating the necessary conditions for sustainable use; a rural development programme, which seeks to devolve rights and responsibilities over wildlife and tourism to rural communities, thereby creating opportunities for enterprise development and income generation; an empowerment and capacity building programme, which encourages and assists communities and their local institutions to develop the skills and experience to sustainably develop and pro-actively pilot their own futures.



COP17 civil society demonstration in Durban, Kwa-Zulu Natal.

Photo: Daud Kayisi

Strategies for integrating women into decision-making processes in the conservancies include the training of women as community resource monitors for the sustainable use of plant resources, the provision of basic training in public speaking, ensuring that women are the main recipients of training relating to the plant resources which they manage, establishing sub-committees of women to ensure that women are able to make meaningful inputs into management, and adopting innovative ways to enable women to participate in important tasks relating to plants.<sup>33</sup>

### Country Pilot Programme: Community-Based Adaptation to Climate Change

Namibia was one of only ten pilot countries for a worldwide project on community-based adaptation,

which looked at measures that can be taken at community level to build resilience against climate change.

The target communities were mostly subsistence farmers (of whom the majority are women) and the youth, who depend to a high degree on agriculture (rain-fed dry land crops), natural resources and livestock rearing both for subsistence as well as cash incomes in semi-arid areas. The target communities are living in Omusati, Oshana, Oshana, Oshana and Kavango regions, in northern Namibia.

This Country Pilot Project focused on the following community-based adaptation techniques:

- Water security (flood and rain water harvesting for irrigation, livestock and fish farming).
- Food security (sustainable agricultural practices such as irrigated vegetable production using harvested flood and rain water) and improved dry land crop production through soil improving management strategies such as composting, bio char, crop rotation and conservation agriculture.
- Flood- and drought-resistant crops (improved drought-resistant mahangu varieties, mushroom, rice and sweet stem sorghum) for human nutrition as well as fodder security for livestock/chicken/fish to boost availability of protein nutrition and sustain incomes.
- Energy-efficient stoves and renewable energy in combination with agro forestry/ general reforestation and improved natural resource management.
- Awareness-building interventions on climate change, coping strategies, global warming and nutrition needs.

### Toolkits - "Let's Act to Adapt"

The five different "Let's Act to Adapt" community-based adaptation toolkits are available for all 13 regions of the country, and have been translated into the main local languages. The objective of the toolkits is to provide farmers, rural communities and peri-urban communities with clear information on how to adapt to climate change and variability. In the toolkits are simple coping methods specifically applying to the environments and climate-change risks. In each toolkit, gender is considered essential for successful adaptation. It is also seen as very important that adaptation strategies and approaches do not perpetuate or increase discrimination against vulnerable groups such as women.<sup>34</sup>

In the Namibia Second National Communication to the United Nations Framework Convention on Climate

<sup>33</sup> MET. (na). Community Based Natural Resource Management (CBNRM) Enhancing Conservation, Development & Democracy in Namibia's Rural Areas?.na. At pages 1, 10. Available at: <<http://www.met.gov.na/Documents/Namibias%20CBNRM%20Programme%20-%20Enhancing%20Conservation,%20%20Development%20and%20%20Democracy%20in%20Namibias%20Rural%20Areas.pdf>> Last accessed 19 January 2014.

<sup>34</sup> Integrated Environmental Consultants Namibia (IECN). (2011). Let's Act to Adapt. Dealing with Climate Change. A community information toolkit on adaptation. A resource package developed for farmers and natural resource users in the Caprivi and Kavango regions, Namibia. Windhoek, Namibia: na. At pages 4, 5.

Change from 2011, the media have a key role to inform and educate the public regarding climate change. It states that the media shall be encouraged to take part in obtaining accurate information about the causes and effects of climate change. Furthermore it shall inform about interventions to bring about climate change adaptation and mitigation. It should be at the forefront of facilitating public awareness. Coverage of climate change by the media is essential to ensure adequate availability of information to communities, and empower local communities to undertake appropriate action or interventions.

In 2011, five Namibian journalists attended three-days of training in climate change reporting in Ghana. These journalists were all freelance environmental journalists, and members of the Media for Environment, Agri-

culture, Science and Sustainable Development in Namibia, aimed at strengthening environmental journalism in the country. In November 2010 there was an AAP's media capacity-building project that focused on building the capacity of journalists in AAP countries to raise public understanding of the need to protect the sustainability of African development by mainstreaming climate resilience into national development. Participants were exposed to, for example, elements of climate-change reporting, climate change and gender, social media and so forth.<sup>35</sup>

There is still a need to train journalists and media houses in Namibia on the impact of climate change on women and men, and the importance of including a gender analysis of climate change in their stories.

## Gender and climate change financing



*It is proposed that the Addendum calls on States to ensure that women and men can equally access climate change financing vehicles available to SADC.*

It seems there are no financing initiatives focusing specifically on gender and climate change in Namibia.

Much of the funding for climate-change initiatives and research comes from the Global Environment Facility (GEF) with UNDP acting as the implementing agent. UNDP included gender aspects in a project implemented until the beginning of 2013, the Africa Adaptation Project.

Protocol post-2015. The proposed provisions can now inform discussions on the next set of targets and indicators to steer the regional gender and development framework as the 2015 deadline approaches.

In 2012 just at the same time the campaign for the adoption of the addendum kicked off, world leaders at the Rio +20 Conference (United Nations Conference on Sustainable Development also known as Earth Summit 2012 aimed at reconciling the economic and environmental goals of the global community) reaffirmed the vital role of women and the need for their full and equal participation and leadership in all areas of sustainable development.

## SGP Post 2015



### Gender, climate change and sustainable development post-2015



The proposed addendum to the SGP on climate change marked a watershed moment for the Alliance. Not only did it bring to the fore the crucial link between climate justice and gender justice, but also went further, becoming a catalyst for a review of the entire

While recognising progress achieved by 2012 in some areas of gender equality, the leaders acknowledged notable gaps on the realisation of the full potential of women to engage in, contribute to and benefit from sustainable development as leaders, participants and agents of change, as a result of socio-economic and political inequalities. The conference called for the adoption of measures to promote gender equality and the empowerment of women in all spheres of society, including the removal of barriers to their full and equal participation in decision-making and management.

<sup>35</sup> Special Correspondent. (2011). Namibian journos attend climate change journalism training in Ghana. In: The Villager. Available at: <<http://www.thevillager.com.na/articles/305/Namibian-journos-attend-climate-change-journalism-training-in-Ghana/>> Last accessed 28 January 2014.

### SADC Gender Protocol and Climate Change

While the SGP did not have any set targets on gender and climate change, the campaign provided the impetus for measuring the performance of governments against

the provisions of the draft Addendum crafted by the Alliance. Women make up the majority of rural and small-scale farmers across the region. Namibia has a female Environmental Affairs Minister.

#### Chapter on SADC Protocol on Environmental Management and Sustainable Development

- State Parties shall undertake gender analysis and gender mainstreaming of all environmental management, climate change and sustainable development policies, programmes, projects and budgets, from research programmes to mitigation measures and adaptation plans.
- State parties shall develop and implement gender responsive policies, strategies, projects and programmes for environmental management disaster reduction, and especially on climate change for sustainable development.
- State parties shall design gender-responsive capacity building, education, and training on environmental management and climate change, for sustainable development initiatives.
- State parties shall ensure equitable, inclusive and participatory consultation with all stakeholders, including women and men in environmental management, in devising sustainable development programmes and initiatives.
- State parties shall use women's skills, knowledge and capacities in mitigation and adaptation strategies, given that women are predominantly custodians and caretakers of the environment and national resources.
- State parties shall conduct research on gender and environmental management, risk assessment, emergency management and sustainable development. This is to be compiled in a more systematic manner for policy makers and programme implementers.
- State parties shall develop gender-sensitive indicators for environmental management in sustainable development projects for use in national governments and local and international communications.
- State parties shall collect and publish gender-disaggregated data on environmental management, climate change and sustainable development impacts, mitigation and adaptation at every level to guide appropriate planning and programming.

Table 11.5, based on consultations regarding the post 2015 gender agenda that analyses the targets in the draft Addendum and Sustainable Development Goals, as well as gender-awareness indicators derived from various sources, shows the range of possible targets and indicators that could be adopted. This includes 30 possible indicators in various categories, including access

and decision-making, the gender and climate-change management system, disaster management, energy, deforestation, food security, community mobilisation and capacity building, mitigation and adaptation, monitoring and evaluation. While some of these might not be measurable, this is a good starting point for negotiations.

**Table 11.5: Proposed targets and indicators on gender gender and climate change**

Thematic area	Proposed post-2015 targets	Proposed post-2015 indicators
Access and decision-making	1. Ensure women's equal access to, control and ownership of assets and natural and other productive resources.	1. Percentage land owned by women.
	2. Ensure 50% representation of women in decision-making by 2030 in environment, climate change, agriculture and tourism sectors.	2. Number of women in decision making by 2030 in environment, climate change, agriculture and tourism sectors.
	3. Ensure representation and participation of indigenous women and men in decision-making processes relating to environment, climate change, agriculture and tourism sectors at local and national levels (recognising their unique needs).	3. Number of indigenous women and men in decision-making processes relating to environment, climate change, agriculture and tourism sectors at local and national level (recognizing their unique needs).
	4. State Parties shall, by 2030, use women's skills, knowledge and capacities in mitigation and adaptation strategies, given that	4. Existence of a database of documented indigenous knowledge systems on adaptation, mitigation, disaster risk reduction management and early warning.



Thematic area	Proposed post-2015 targets	Proposed post-2015 indicators
	women are predominantly custodians and caretakers of the environment and national resources (Draft protocol on environmental management for sustainable development).	
<b>Gender and climate change management system</b>	5. State parties shall conduct research which exists on gender and environmental management, risk assessment and management and emergency management and response for sustainable development to be compiled in more systematic manner for policy makers and programme implementers (draft protocol on environmental management for sustainable development).	5. Number of countries that have conducted research on gender and environmental management, risk assessment and management.
	6. State parties shall undertake gender analysis and gender mainstreaming of all environmental management, climate change and sustainable development policies, programmes, projects and budgets, from research programmes to mitigation measures and adaptation plans (draft protocol on environmental management for sustainable development).	6. Number of countries with costed gender action plans on environmental management, climate change and sustainable development.
	7. Put in place gender-responsive legislation and policies on climate change and disaster management by 2030.	7. Existence of a stand-alone national gender, climate change and sustainable development policy OR gender substantively mainstreamed in climate change and sustainable development policy.
	8. Establish a multi-sector, coordinated forum among the sub-regional, national and local institutions responsible for climate change, gender, human rights and health policy.	8. Number of countries with harmonised sub-regional, national and local institutions responsible for climate change, gender, human rights and health policy.
<b>Disaster management</b>	9. State parties shall develop and implement gender-responsive policies, strategies, projects and programmes for environmental management and disaster reduction, focusing especially on climate change for sustainable development (draft protocol on environmental management for sustainable development).	9. Number of women with access to early warning systems, insurance and social protection <sup>36</sup> (difficult to measure).
		10. Number of women who suffer from the impact of natural disasters. <sup>37</sup>
		11. Number of women with access to basic services in high-risk areas. <sup>38</sup>
	10. Set up disaster management committees that include women at local and national levels by 2030.	12. Percentage of mitigating climate finance directly benefiting women. <sup>39</sup> 13. Number of women in local and national level disaster management committees.
<b>Energy</b>	11. By 2030, states shall develop, deploy and disseminate sustainable technology that is responsive to women and men in local (poor) communities, and promote cleaner-burning fuel for household use that will reduce air pollution and cut annual cooking costs	14. Percentage of households with access to electricity. 15. Percentage households with access to solar energy.
	12. By 2030, retrofit x% of existing industries with clean technologies and environmentally sound industrial processes to achieve y% energy and z% resource-efficiency improvement, with all countries taking action, developed countries taking the lead and developing countries following a similar pattern, taking into account their development needs and capabilities. (Draft SDG 9.11)	16. Percentage households that have access to sustainable biomass and advanced cook stoves.
<b>Deforestation</b>	13. Ensure that the Reducing Emissions from Deforestation and Forest Degradation (REDD+) mechanism takes into consideration the different roles of and impacts on women and men when integrating the concerns and priorities of local communities and forest-dependent communities, and sharing of benefits, land and forest rights by 2030.	17. Proportion of women that receive a share of the benefits through the REDD+ mechanism.

<sup>36</sup> World development indicators.

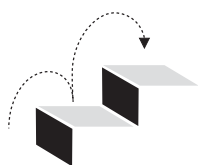
<sup>37</sup> World development indicators.

<sup>38</sup> WHO Progress in Sanitation and drinking water.

<sup>39</sup> World development indicators.

Thematic area	Proposed post-2015 targets	Proposed post-2015 indicators
<b>Food security</b>	14. By 2030, integrate biodiversity conservation measures into national and local-development strategies, planning processes and poverty reduction strategies (Draft SDG 1.8)	18. Number of countries that have integrated biodiversity conservation measures into national and local development strategies, planning processes and poverty reduction strategies.
	15. By 2030, substantially increase small-scale food producers' incomes and productivity, including small family farmers, pastoralists and fishers, with a particular focus on women.	19. Increase in productivity and income of women smallscale farmers. 20. Existence of food systems that are more productive, sustainable, resilient and efficient.
	16. By 2030, fully implement agricultural practices that strengthen resilience and adaptation to extreme weather, drought, climate change and natural disasters, in particular for small-scale farmers (Draft SDG 2.8).	21. Number of countries that have fully implemented agricultural practices that strengthen resilience and adaptation to extreme weather, drought, climate change and natural disasters.
<b>Community mobilisation and capacity building</b>	17. State parties shall ensure equitable, inclusive and participatory consultations with all stakeholders including women and men in environmental management, and climate change for sustainable development programmes and initiatives. (Draft protocol on environmental management for sustainable development)	22. Percentage of women and men who participate in consultations of all stakeholders including women and men in all environmental management, and climate change for sustainable development.
	18. State parties shall, by 2030, ensure there is gender-responsive capacity building, education and training on environmental management, and design a climate change for sustainable development initiative (draft protocol on environmental management for sustainable development).	23. Percentage of women with knowledge on environmental management, and climate change for sustainable development.
	19. Conduct gender-sensitive education, training and public-awareness campaigns on climate change and sustainable development	24. Number of countries that have conducted training and public- awareness campaigns.
	20. Ensure that public media play a significant role in sharing information on gender dimensions of climate change and sustainable development;	25. Number of public broadcasters that have gender-sensitive coverage on environmental management and climate change.
<b>Mitigation and adaptation</b>	21. Develop climate change mitigation and adaptation programmes that use gender analysis to improve the welfare of women and girls - for example, access to credit, capacity building and extension services, information dissemination, improved access to land and natural resources, sustainable energy and technology and access to reproductive health information and services.	26. Number of countries with policies on climate change, mitigation and adaptation, and access to productive resources.
	22. Ensure that adaptation and mitigation strategies support basic human security and the right to sustainable development.	27. Existence of adaptation and mitigation strategies supporting basic human security and the right to sustainable development.
	23. Ensure that women and men can equally access climate change financing vehicles available to SADC.	28. Number of women accessing climate change financing vehicles.
<b>Monitoring and evaluation</b>	24. State parties shall develop gender- sensitive indicators for environmental management for sustainable development, for use in national governments and local and international communications (draft protocol on environmental management for sustainable development).	29. Number of countries that have developed gender-sensitive indicators for environmental management and sustainable development for use in national governments and local and international communications.
	25. State parties shall collect and publish gender-disaggregated data on environmental management, climate change and sustainable development impacts, mitigation and adaptation at	30. Data collection tool for systematic recording of gender- disaggregated data on women and men who suffer from natural disasters to inform gender-responsive services in high-risk areas.

Source: Sustainable Development Goals Gender Links and the Southern Africa Gender Protocol Alliance.



## Next steps

- Civil society organisations to take advantage of the recently established Transitional Committee of the Green Climate Fund to lobby for policies that promote sustainable development, and are grounded in gender equity.
- Increase the number of women in decision-making through partnerships with women already occupying strategic positions, for example in agriculture and rural development and land resettlement.
- Civil society to lobby for the Addendum to the SADC Protocol and nominate gender, climate change and sustainable development champions and ambassadors among relevant Government ministers to run with the campaign for an Addendum.
- Build capacity of women from different contexts on climate-change issues.



Participants at a Gobabis workshop

Photo: Gender Links

# Annex A

## BACKGROUND NOTE ON GENDER AND RELATED INDICATORS

This background note provides information on the various existing indicators considered in developing the **SADC Gender and Development Index (SGDI)** that is introduced for the first time in this Barometer.

The **Human Development Index (HDI)** - which is **not** a gender indicator - has four components which are meant to reflect Amartya Sen's "capability" approach to poverty rather than a simple income/expenditure monetary measure of poverty. The HDI components are (a) life expectancy at birth for health, (b) adult (15+ years) literacy rate and (c) combined gross enrolment rate for primary, secondary and tertiary education for education, and (d) gross domestic product (GDP) per capita for income. The four component scores are averaged to get the HDI number. The HDI thus gives a single simple (some would say simplistic) measure of the average achievement of the country in terms of human development. A league table was published in the annual Human Development Reports of the UNDP until 2009, and is widely quoted.

The HDI - like all measures - can be criticised on many grounds. Some of the criticisms are relevant from a gender perspective.

Firstly, composite indices are appealing because there is only one number. But having a single number is not useful for policy-making purposes unless one knows WHY the single number is lower than one wants it to be. For example, South Africa's HDI has fallen in recent years. The main reason for this is a significant drop in life expectancy, which is one of the four components. The HDI indicator cannot tell you this. It is only by looking into the components that you can see it.

Secondly, there are data problems. UNDP uses international data-sets in the interests of having a uniform approach. This is probably the only feasible approach for an index covering so many countries and compiled from a single office. However it results in the use of data that are relatively old, and thus indicators that are out-of-date. It also results in individual countries contesting the indicators. The need to have indicators for as many countries as possible can also lead to the use of lowest-common-denominator variables, rather than the variables that would best reflect what the indices aim to measure. Where data are not available, sometimes heroic assumptions have to be made. In the case of the **Gender-related Development Index (GDI)** (see below), this is especially the case in relation to sex-disaggregation of GDP.

Thirdly, the indicators are all based on averages, and thus do not capture inequalities within a single indicator.

In 1995, at the time of the Beijing Conference, UNDP developed two gender-related indices - the Gender-related Development Index and the **Gender Empowerment Measure (GEM)** - to complement the HDI.

The GDI uses the same variables as the HDI, but each of the components is adjusted for unequal achievement between women and men. The GDI thus shares all the problems that the HDI has, but also has some further problems.

One problem with the GDI is that it assumes that equality on longevity would mean equal life expectancies for men and women. However, biologically women can expect to live longer than men. So when life expectancies are equal this suggests that women are disadvantaged in some way. This is not reflected in the GDI.

A confusing feature of the GDI is that the method uses only the male-female gap, without considering whether it is males or females who are "doing better". So a country where women outperform men in education will have the same penalty as a country where men outperform women by the same amount. We might think this is not a problem (in that men and boys should not be disadvantaged), but it does complicate how we interpret the GDI if the index combines some components where males are advantaged and others where females are advantaged.

Probably the biggest problem with the GDI is that it is heavily influenced by the income variable, so that wealthier countries will - all other things being equal - be reflected as having less inequality than poorer countries. Analysis has shown that for most countries the earned-income gap is responsible for more than 90% of the gender penalty. Exacerbating this problem is the fact that the income estimates are based on "imputed" rather than real data. Thus for many developing countries the earned income gap is assumed to be 75% because reliable data are not available. The 75% was chosen on the basis of 55 countries (including both developed and developing) for which data are available. Yet another exacerbating feature is that the data for the 55 countries relate only to formal non-agricultural wages. Yet in many African countries only a small proportion of the workforce - and an even smaller proportion of employed women - is employed in the formal non-agricultural sector.



The final problem to be raised here is lack of sex-disaggregated data in some cases. As a result, each year there are fewer countries that have GDI scores than have HDI scores. This means that a higher place in the inter-country ranking for the GDI than the HDI does not necessarily mean that the country is doing relatively well on gender.

The GEM focuses on political, economic and social participation rather than Sen's capabilities. The components are women's representation in parliament, women's share of positions classified as managerial and professional, women's participation in the labour force and their share of national income. Fewer countries have data on all of these elements than on the GDI elements and each year there are therefore fewer countries in the GEM index than in the GDI index.

The GEM measures income in more or less the same way as the GDI, so this component has the problems described above. The influence of the absolute level of income - and thus the bias favouring wealthier countries - is, in fact, stronger for the GEM than the GDI. The political component is problematic in that a parliamentary quota for women will automatically increase the GEM score, but will not necessarily mean that women exercise greater political power in the country.

The **Millennium Development Goals (MDGs)** are eight goals that 192 United Nations member states and at least 23 international organisations committed themselves to achieving by 2015. One or more targets have been agreed in respect of each goal, with one or more indicators for each of the targets.

Goal 3 is to promote gender equality and empower women. Target 4 is assigned as the measure of achievement in respect of Goal 3. Target 4 is expressed as eliminating gender disparity in primary and secondary education preferably by 2005 and in all levels of education no later than 2015. There are four indicators, the first of which has three elements.

The third and fourth indicators relate to employment and decision-making respectively. These additional indicators were included by the team which proposed the standard indicators to emphasise that education is not only an end in itself, but also a means to other ends. The third and fourth targets thus reflect back on the goal, which is about "empowerment" as well as equality. The targets attempt to measure the economic and political aspects of empowerment. The four indicators are: (a) ratio of girls to boys in primary, secondary and tertiary education; (b) ratio of literate females to males of 15-24 year olds; (c) share of women in wage employment in the non-agricultural sector;

and (d) proportion of seats held by women in national parliament.

These indicators are very similar to those used in the other well-known international indices. The second education indicator differs from most other indices by focusing on 15-24 year olds. This focus captures changes in education levels better than a measure that covers all adults, as the all-adult measure will be biased downwards by past discrimination against women rather than reflecting what is happening now within education.

The MDG Gender Task Force proposed that further indicators be added to the standard set to measure (a) gender gaps in earnings in wage and self-employment; (b) the hours per day or year that women and men spend fetching water and collecting fuel; (c) the percentage of seats held by women in local government bodies; and (d) the prevalence of domestic violence. These additional indicators were not added to the standard set.

Development of the **Gender Equality Index (GEI)** was motivated, at least in part, by the standard measures' lack of attention to issues related to the body and sexuality, religious, cultural and legal issues, ethics, women's rights and care.

The index was called the GEI, rather than the **Gender Inequality Index (GII)**, so as not to focus only on gender imbalances. Instead, the index would measure the extent to which gender equality was achieved in any country.

It was recognised that as a global, comparative measure, the GEI would lose cultural and national specificity and would not capture gender equality in all its dimensions. It was thus proposed that each country also describe the historical and cultural context, and develop country-specific "satellite" indicators to complement the GEI.

The GEI covers eight dimensions, each of which has a number of indicators. The dimensions are:

- Gender identity;
- Autonomy of the body;
- Autonomy within the household;
- Political power;
- Social resources;
- Material resources;
- Employment and income;
- Time use.

The availability and adequacy of the GEI indicators have been tested only in Japan and Indonesia. These tests revealed the especial difficulty of measuring the first two dimensions quantitatively.

In the early 2000s, the United Nations Economic Commission for Africa (UNECA) developed the African **Gender Status Index (GSI)** and the **African Women's Progress Scoreboard (AWPS)**. The AWPS is based on more qualitative judgments, although these are given numeric scores. The existence of the AWPS alongside the GSI is noteworthy, as it highlights the realisation that some aspects of gender equality cannot be adequately captured by quantitative indicators. The GSI is similar to the GDI and GEM in being computed from quantitative data. A major difference is that there are far more indicators - 43 in all!

The use of 43 indicators has two major drawbacks. Firstly, it means that most countries are likely to lack data on at least one indicator, or be forced to use unreliable data from small samples. Secondly, it means that the meaning of the index - and its direct usefulness for policy-making purposes - is even more obscure than for the HDI, GDI or GEM as one has to examine all the elements in detail to work out why a country is scoring higher or lower. The developers of the GSI acknowledge that there may be too many indicators.

UNECA tested the index in twelve countries (Benin, Burkina Faso, Cameroon, Egypt, Ethiopia, Ghana, Madagascar, Mozambique, South Africa, Tanzania, Tunisia, Uganda). The process took substantially longer than predicted. The delays in part reflected the challenges involved in collecting and checking so many indicators. Even with these delays and despite specifying five-year periods for each indicator, it was not possible to find all the indicators for each country.

The indicators are divided into three blocks, namely social power, economic power, and political power. The indicators all deal with gender issues, understood as the relations between women and men, and thus as needing to compare indicators for men and women. This means that maternal mortality and violence against women are not covered because they only concern women.

Each indicator represents a simple arithmetic comparison of the number of women to the number of men, thus reflecting the gender "gap". (A few of the indicators need a bit of manipulation to be able to get a gap.) Unlike the HDI and GDI, the GSI does not take the overall level of achievement into account. As a result, a good score on the GSI could reflect a high level of equality, but at a level of achievement that is poor for both women and men (girls and boys).

For weighting purposes, each of the three blocks - social, political and economic - has equal weight. Further, within each component of each block, each of the indicators has equal weight. In effect, this means that indicators that are in a component with relatively

few indicators "count" more than those in a component with a greater number of indicators. The developers of the GSI suggest that other weighting approaches could be considered, such as:

- Weighting more heavily the components or blocks where there are the biggest gaps.
- Weighting more heavily those that can be changed more easily in the short term so that one can more easily "see" the impact of advocacy and policy changes.
- Giving less weight to the "political power" block because it deals with a small population than the other two blocks.

The table shows all the GSI indicators, and the component and sub-component into which they fit.

In the 2010 Human Development Report the GII replaced the GDI. This measure, unlike the GDI, is not influenced by the absolute level of achievement or development. Instead, like the GSI, several of the components focus on the degree of inequality in achievement between males and females on different measures while others focus on levels of women's achievement. The consequence is that a country can score well on this measure even if absolute levels of achievement are low as long as the measures for females and males are equally low.

The three equally weighted dimensions covered by the GII are reproductive health (maternal mortality ratio, adolescent fertility rate), empowerment (share of parliamentary seats held by women and men, attainment at secondary and higher education levels) and labour market participation (labour market participation rate). The rating works in the opposite direction to that of the GDI i.e. a level of 0 indicates no inequality while 1 indicates extreme inequality.

The SGDI on the status of women in SADC countries is based on 23 indicators. The indicators are grouped under six categories, namely Governance (3 indicators), Education (3), Economy (5), Sexual and Reproductive Health (3), HIV and AIDS (3), and Media (6). There are, unfortunately, no indicators for the Protocol articles on Constitutional and legal rights, gender-based violence and peace building and conflict resolution. The fact that there are no indicators for some topics reflects the difficulty in finding appropriate indicators with reliable data for these. These are areas that the Southern African Gender Protocol Alliance hopes to address these gaps in future years.

Within some of the categories there are disappointing gaps. Ideally, the SGDI would have included an indicator measuring the disparity in pay between women and men doing paid work. Unfortunately, as discussed in the section on other indicator measures such as the GDI, the

available datasets of disaggregated earned income are heavily based on assumptions rather than on empirical data. In respect of the maternity leave indicator, the time given to a woman worker does not necessarily mean that she will receive pay while on leave. In some cases, no pay is guaranteed, in other cases only a proportion of the pay is guaranteed, and in some cases paid leave is only available to certain categories of employees, such as those employed by government. For next year's index, more detailed information on maternity leave as well as paternity leave will be included.

To create the composite index, two challenges needed to be addressed. The first was the differing number of indicators in the various categories and how this should be dealt with in weighting. This was necessary so that, for example, media was not given twice the importance ("weight") of governance or education because it had six indicators while governance and education each had three indicators. The second challenge was the difference in the range of "raw scores" that were possible for each indicator and how these could be standardised so that averages were not comparing apples and giraffes. If this standardisation were not done, an indicator for which the score could range from 0 to 50 would have only half the weight of another indicator for which the score could range from 0 to 100.

#### *Weighting*

Each category was given equal weight by calculating the average score across the indicators in that category. So, for example, for categories with three indicators, the score for that category was the average across the three. This approach also solved the problem of how to deal with countries for which some indicators were missing, as the average was calculated on the available indicators for each country. Nevertheless, while this generated a score for all categories across all countries except for media in Angola, the averages for countries with missing indicators should be treated with caution as they are not exactly comparable with those of countries for which all indicators were available. The number of missing indicators ranged from zero for Madagascar, Mauritius, Namibia, South Africa, Tanzania and Zambia, to nine for Angola.

#### *Standardisation*

Standardisation aimed to convert all "raw scores" into values that range from 0 (for the worst possible performance) to 100 (for the best possible performance). The indicators consist of several types in terms of what they are measuring:

- Many of the indicators measure the female percentage of people with given characteristics. All the

governance, education and media indicators have this form. For these indicators, the raw score could range from 0 to 100. However, if our aim is to ensure that women do not face discrimination, then a raw score of 50 is the target. In standardisation, all scores of more than 50 - of which several were found, for example, for tertiary education - were therefore changed to 50.

- Several of the indicators measure the percentage of women and girls with a given characteristic. Two examples of such indicators are the percentage of women using contraception and the percentage of women aged 15-24 with comprehensive knowledge on HIV and AIDS. For these indicators, the raw score could range from 0 to 100 and the score therefore did not need further standardisation.
- Several of the indicators measure the female rate for a given characteristic as a percentage of the male rate. Examples here are female labour force participation as a percentage of male labour force participation, and the female unemployment rate as a percentage of the male unemployment rate. In these cases possible scores could range from 0 to more than 100 where the female rate is more than the male rate. In the one case where the score was more than 100 (unemployment rate in Zambia), the score was changed to 100.
- Finally, two of the indicators that relate specifically to gender or women's issues have scores that fall outside the above categories. The first is the number of weeks of maternity leave to which employees are entitled. The second is the maternal mortality rate, which is expressed as the number of deaths for every 100,000 live births. For the first of these indicators, we assumed that the possible range was from 0 to 16 weeks, and calculated the actual number of weeks as a percentage of 16. For the second of these indicators, we set the possible range between 0 and 2000 out of 100,000 (see [http://en.wikipedia.org/wiki/Maternal\\_death](http://en.wikipedia.org/wiki/Maternal_death)), and calculate a score out of 100 by dividing the raw score by 20.

A further challenge in the standardisation process was that while the majority of indicators measure a desirable characteristic, for which a high score indicates good performance, there are a few indicators that measure undesirable characteristic for which higher scores reflected poorer performance. The negative indicators are the ones relating to unemployment rate, female share of people living with HIV, and maternal mortality rate. For these indicators the rate was inverted by subtracting the standardised rate from 100.

## Components of the Gender Status Index

Block	Component	Sub-component	Indicator
Social power 'Capabilities'	Education	Enrolment	Primary enrolment rate
			Secondary enrolment rate
			Tertiary enrolment rate
		Dropout	Primary dropout ratio
			Secondary dropout ratio
		Literacy	Ability to read and write
			Primary school completed
	Health	Child health	Stunting under 3
			Underweight under 3
			Mortality under 5
		Life expectancy at birth	
		New HIV infection	
		Time spent out of work	
Economic power 'Opportunities'	Income	Wages	Wages in agriculture
			Wages in civil service
			Wages in formal sector (public and/or private)
			Wages in informal sector
		Income	Income from informal enterprise
			Income from small agricultural household enterprise
			Income from remittances and inter-household transfers
	Time-use or employment	Time-use	Time spent in market economic activities (as paid employee, own-account or employer)
			Time spent in non-market economic activities or as unpaid family worker in market economic activities
			Time spent in domestic, care and volunteer non economic activities
		Employment	Or: Share of paid employment, own-account and employer in total employment
	Access to resources	Means of production	Ownership of urban plots/houses or land
			Access to family labour
			Access to credit
			Freedom to dispose of own income
		Management	Employers
			High civil servants (class A)
			Members of professional syndicates
Political power 'Agency'	Public sector		Administrative, scientific and technical
			Members of parliament
			Cabinet ministers
			Higher courts judges
	Civil society		Members of local councils



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# The SADC Protocol on Gender and Development



## Encompasses

commitments made in all regional, global and continental instruments for achieving gender equality.

## Enhances

these instruments by addressing gaps and setting specific, measurable targets where these do not exist.

## Advances

gender equality by ensuring accountability by all SADC Member States, as well as providing a form for the sharing of best practices, peer support and review.



## 2015 is here!

In August 2008, Heads of State of the Southern African Development Community adopted the ground-breaking SADC Protocol on Gender and Development. This followed a concerted campaign by NGOs under the umbrella of the Southern Africa Gender Protocol Alliance.

By the 2013 Heads of State summit, 13 countries had signed and 12 countries had ratified the SADC Gender Protocol. The Protocol is now in force. With one year to go, time is ticking to 2015, when governments need to have achieved 28 targets for the attainment of gender equality.

In keeping with the Alliance slogan: *Yes we must!* this 2015 Barometer provides a wealth of updated data against which progress will be measured by all those who cherish democracy in the region. The world, and SADC, is also looking to the future with the post 2015 agenda. Now is the time to strengthen resolve, reconsider, reposition, and re-strategise for 2030.

