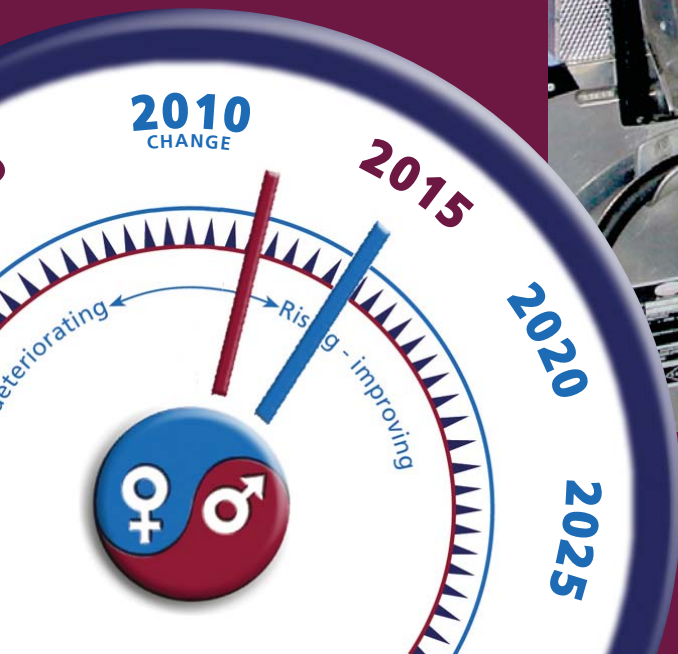


SADC GENDER PROTOCOL **2012**

# BAROMETER

 **NAMIBIA**



Compiled by: Sarry Xoagus-Eises, Emily Brown and Mukayi Makaya  
Edited by: Colleen Lowe Morna, Loveness Jambaya and Lucia Makamure



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Gender Links

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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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# Acronyms

<b>AAA</b>	Affirmative Action Employment Act
<b>AAP NAM</b>	Africa Adaptation Project Namibia
<b>AIDS</b>	Acquired Immune Deficiency Syndrome
<b>APP</b>	All People's Party
<b>CEDAW</b>	Convention on the Elimination of All Forms of Discrimination Against Women
<b>CBHC</b>	Community Based Health Care
<b>CBNRM</b>	Community Based Natural Resource Management
<b>CBOs</b>	Community Based Organisations
<b>CCSAP</b>	Climate Change Strategy and Action Plan
<b>CGE</b>	Commission for Gender Equality
<b>CoD</b>	Congress of Democrats
<b>COE</b>	Centres of Excellence
<b>CRAN</b>	Communications Regulatory Authority of Namibia
<b>CSC</b>	Citizen Score Card
<b>DFID</b>	Department for International Development
<b>DRC</b>	Democratic Republic of Congo
<b>DTA</b>	Democratic Turnhalle Alliance of Namibia
<b>ECN</b>	Electoral Commission of Namibia
<b>EMAP</b>	Export Marketing Assistance Programme for Manufacturers
<b>EMU</b>	Emergency Management Unit
<b>FAWENA</b>	Forum for African Women Educationalists Namibia)
<b>HIV</b>	Human Immunodeficiency Virus
<b>GDP</b>	Gross Domestic Product
<b>GBV</b>	Gender Based Violence
<b>GEF</b>	Global Environment Facility
<b>GIME</b>	Gender in Media Education
<b>GL</b>	Gender Links
<b>GMBS</b>	Gender and Media Baseline Study
<b>GMDC</b>	Gender and Media Diversity Centre
<b>GMMP</b>	Global Media Monitoring Project
<b>GMPS</b>	Gender and Media Progress Study
<b>IPPR</b>	Institute for Public Policy Research
<b>LAC</b>	Legal Assistance Centre
<b>ILO</b>	International Labour Organisation
<b>MAG</b>	Monitor Action Group (MAG)
<b>MDGs</b>	Millennium Development Goals
<b>MFI</b>	Micro Financial Institutions
<b>MGECW</b>	Ministry of Gender Equality and Child Welfare
<b>MLRR</b>	Ministry of Land, Resettlement and Rehabilitation
<b>MoHSS</b>	Ministry of Health and Social Services
<b>NA</b>	National Assembly
<b>NACSO</b>	Namibian Association of CBNRM Support Organisations
<b>NAMREP</b>	Namibia Renewable Energy Programme
<b>NANGOF</b>	Namibia Non-Governmental Organisations Forum
<b>NBC</b>	Namibia Broadcasting Corporation
<b>NC</b>	National Council
<b>NDC</b>	Namibia Development Corporation
<b>NDP</b>	National Development Plan
<b>NGOs</b>	Non-governmental organizations
<b>NRCS</b>	Natural Resources Conservation Service
<b>NUDO</b>	National Unity Democratic Organisation of Namibia
<b>PEP</b>	Post-exposure Prophylaxis
<b>PHC</b>	Primary Health Care
<b>PMTCT</b>	Preventing Mother to Child Transmission
<b>PON</b>	Polytechnic of Namibia
<b>RDP</b>	Rally for Democracy and Progress (RDP)
<b>REDD+</b>	Reducing Emissions from Deforestation and Forest Degradation
<b>RP</b>	Republican Party of Namibia
<b>SADC</b>	Southern African Development Community
<b>SGCI</b>	SADC Gender and Development Index
<b>SME</b>	Small and Medium Enterprise
<b>SWAPO</b>	South West Africa People's Organization
<b>UK</b>	United Kingdom
<b>UN</b>	United Nations
<b>UNAM</b>	University of Namibia
<b>UNDP</b>	United Nations Development Programme
<b>UNICEF</b>	United Nations Children's Fund
<b>WAD</b>	Women's Action for Development

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Honourable Elaine Trepper, Mayor of the city of Windhoek hands certificate to Ambrosius Marsh, Manager of the Democratic Resettlement Community foundation during the Namibia Gender Justice and Local Government Summit - Windhoek, April 2012.

Photo: Jaco Bekker

# Executive summary



Namibia delegation during the cultural evening Gender Justice & Local Government Summit & Awards 2011. Photo: Colleen Lowe Morna

Namibia has made remarkable progress towards meeting the targets of the Southern African Development Community (SADC) Protocol on Gender and Development set for 2015.

Namibia is one the 13 countries that have signed and among the 11 that have ratified the SADC Gender Protocol.

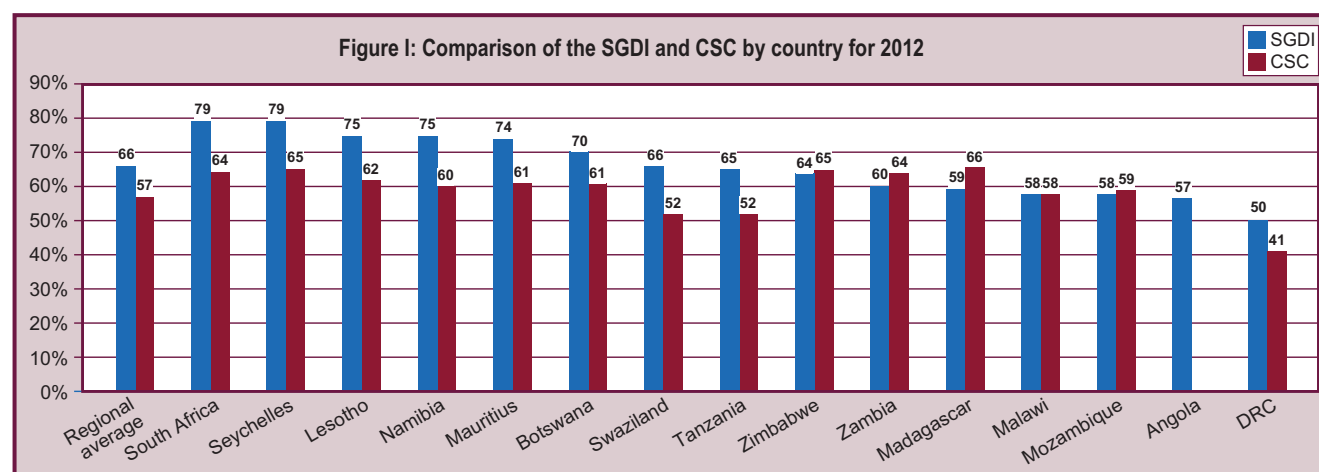
Namibia became the first country in SADC to develop, cost and align its gender action plan to the SADC Protocol on Gender and Development and Millennium Development Goal 3 as a roadmap towards achieving gender equality. The country has also reviewed its national gender policy.

The 2012 Barometer shows that while Namibia has made many strides towards meeting the 28 targets of the SADC Gender Protocol, a number of challenges do remain.

The 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.

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 I** 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.

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.



Source: 2012 Regional SADC Gender Protocol Barometer based on information from country reports.

Figure I show that overall Namibia achieved a score of 75 % a percentage point below the 2011 score according to the overall SGDI.

Citizens rated the country an overall score of 60% down from 74% in 2011. At 58% male citizens rated the country lower than female citizens, 61% in terms of

where the country is in terms of meeting the 28 targets of the Protocol.

Based on the SGDI, Namibia is performing well and ranks in the top five out of the 15 SADC countries in the following four sectors: education, health, HIV and AIDS and the media.

On the plus side, 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, as well as the law reforms in progress in a number of other areas such as the Electoral Act and others related to elections.

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 at national level of 25% women parliamentarians and 20% women in cabinet.

Gender NGOs have drafted a 50/50 layperson's bill that they hope will be adopted or adapted 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. All schools have a life-skills programme that includes gender and HIV and AIDS.

At least 75% of HIV-positive pregnant women access the prevention of mother to child transmission programme (Ministry of Health and Social Services 2008). Despite this, many challenges remain in addressing HIV and AIDS.

In health, the average time to travel the distance to a fixed government health facility is 73.5 minutes. The mean time for the distance in urban areas is 24.6 minutes, and the mean time for the distance to a government health facility in rural areas is 114.4 minutes.

Namibia has performed well in promoting gender equality in the media sector and ranks fourth in the SADC region.

Despite these achievements, this report also reveals huge challenges for the country. For example, 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 predominately 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) due to lack of accurate statistics, media reports and anecdotal evidence, along with police reports, suggest that GBV is widespread in the home and in schools.

Teachers are among those responsible for abuse and GBV in schools. Teachers often resort to corporal punishment for poor grades and bad behaviour. They have also been responsible for getting pupils pregnant, but many of the cases are difficult to prove.

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.



Candle lighting ceremony to claim back unsafe spaces at a Take Back the night march during the 16 Days Campaign – Outjo, November 2012.  
Photo: Gender Links



**Table I: 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	39	8	10	26	14	22	19	39	25	45	43	22	31	12	16
Local government	na	19	2	49	6	na	12	36	42	na	38	18	34	6	19
Cabinet	26	21	17	22	27	23	12	32	20	17	42	25	20	14	16
<b>EDUCATION</b>															
Primary School	46	50	46	51	49	50	49	47	49	50	49	48	50	49	49
Secondary School	44	52	36	56	49	45	52	44	53	49	55	50	44	45	48
Tertiary level	40	53	na	na	49	39	61	38	59	na	53	51	32	52	na
<b>ECONOMY</b>															
Economic decision making	29	38	30	33	10	27	33	18	21	33	22	30	25	9	26
Labour force participation - Women	na	72	70	59	84	na	41	na	50	na	49	53	na	60	83
Labour force participation - Men	77	82	72	73	89	81	76	83	62	na	60	71	90	86	90
Unemployment - Women	na	20	36	23	5	10	13	na	58	5	28	na	6	11	57
Unemployment - Men	na	15	na	23	2	5	5	na	44	na	22	na	4	14	30.7
Women in non-agricultural paid labour (% of labour force)	24	43	26	63	38	11	37	11	41	49	45	32	31	22	22
Length of maternity leave (weeks)	12	12	12	12	14	8	12	8.5	12	14	16	12	12	12	14
Maternity leave benefits (% of wages paid)	100	25	na	0	100	100	100	100	100	na	60	0	100	100	100
<b>SEXUAL AND REPRODUCTIVE HEALTH</b>															
Maternal mortality rate (out of 100,000)	593	na	549	970	498	675	28	550	449	132	176	736	449	630	960
Using contraception	6	44	5	56	32	36	76	44	46	41	60	51	34	41	59
Births attended by skilled personnel	47	99	74	62	44	71	100	53.3	81	99	91	74	51	47	66
<b>HIV and AIDS</b>															
Comprehensive knowledge on HIV and AIDS women	21	na	54	85	67	41	80	25	83	67	27	89	68	71	72
Living with HIV as proportion of total	61	57	58	58	61	52	19	63	59	42.3	59	57	55	57	54
HIV positive pregnant women receiving PMTCT	14	95	4	72	3	14	68	28	90	100	83	69	68	61	98
<b>MEDIA</b>															
Overall	na	46	22	73	33	23	33	27	40	na	50	40	36	33	13
Board of directors	na	24	18	47	10	27	36	25	39	na	38	33	22	27	38
Management	na	37	10	52	19	24	23	32	37	na	34	29	27	28	11
Female staff in institutions of higher learning	na	37	18	67	44	29	79	28	47	na	50	33	28	29	25
Proportion of students in institutions of higher learning	na	54	77	73	71	50	82	26	60	na	64	37	60	61	57
News sources	na	20	19	32	23	20	19	14	20	31	20	19	21	14	16

Source: SADC Gender Protocol Barometer 2012.

na = 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. Its neighbouring countries are South Africa to the south and Botswana to the east.

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 842,000 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. The annual rainfall varies from less than 20mm along the coast to more than 600mm in the north-east. However, only 8% of the country receives over 500mm rainfall, which is regarded as the minimum necessary for dry-land cropping. Such areas are concentrated in the north-east, particularly the Caprivi region.

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 one of the most sparsely populated countries in Africa. The average population density is 2.6 people per square kilometre. While Namibia forms 3% of Africa's land area, it makes up only 0.2% of its population. The total population is estimated 2.3 million, of which about 15% resides in the capital of Windhoek. Approximately 37% lives in urban areas. In terms of the population, women make up 958 664 and men are 871 336 and the total of the two sexes is 1 830 000. In urban areas there are 330 258 women and 304 065 (total of 634 322) men and in the rural areas there are 628 406 women and 567 271 men, making up a total of 1 195 677.

## 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, and the current president, is President Hifikepunye Pohamba. The First Lady is Penexupifo Pohamba.

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 her independence in 1990, the economy was growing at a rate of only 1,1%. 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 affecting agriculture and fisheries, especially. 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.

Namibia's inflation rate is determined largely by price-determination in South Africa, since 80% of Namibia's imports come from South Africa. Namibia has one of the most unequal income distributions in the world, with a Gini coefficient of 0.70, compared to the average of 0.58 for the Southern African Development Community (SADC), excluding the Democratic Republic of Congo and Mozambique. A Gini coefficient that is above 0.55 is an indication of a very unequal income distribution. Thus, GDP per capita can hardly be used to accurately reflect the welfare of the population in a country where income distribution is highly skewed.

### Gender indicators

According to the 2009 Global Gender Gap Index (which measures gender gaps in economic participation, educational attainment, political empowerment and certain health indicators), Namibia is ranked 32 out of 134 countries for overall gender equality and is ranked as the third most gender-equal country in Africa.<sup>1</sup>

Namibia is also ranked 71 out of 157 countries in the 2009 Gender Equity Index (which looks at women's relative position in economic activity, decision-making positions and education) and is ranked as the second most gender-equitable country in Africa.<sup>2</sup>

According to the 2009 Human Development Index, Namibia is ranked 43 out of 109 countries for gender empowerment in political participation and decision-making, economic participation and command over resources) and 108 out of 155 countries on the gender-related development index (which measures the gender gap in life expectancy, adult literacy, educational enrolment and the purchasing power of per capita income).<sup>3</sup>



Young girls who are members of the Ama Buruxa theatre group looking to the future, Namibia.

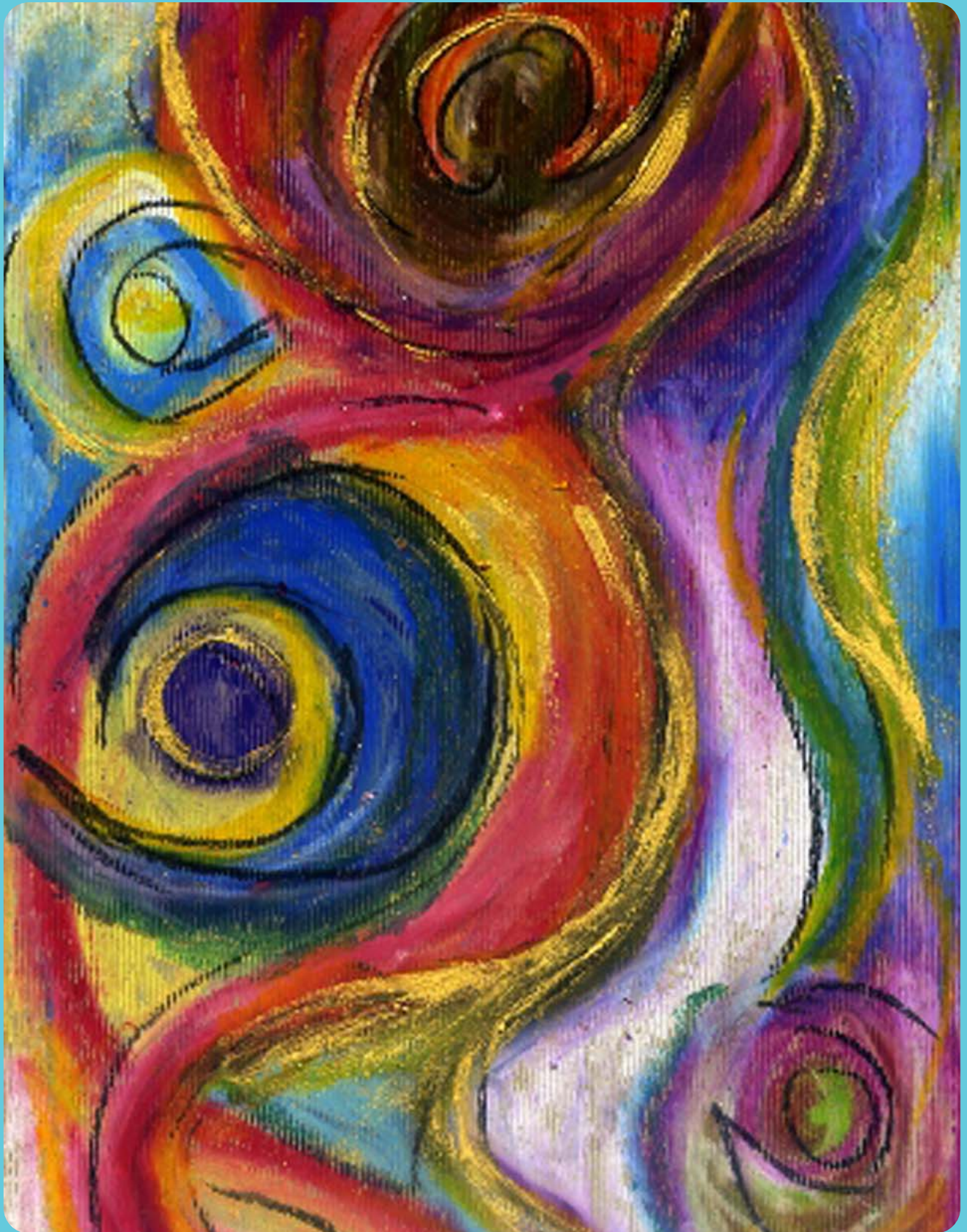
Photo: Colleen Lowe Morna

<sup>1</sup> World Economic Forum. (2009). Global gender gap report 2009. Switzerland: World Economic Forum. Geneva, Switzerland: World Economic Forum. At pages 8 and 23. Available at: <<https://members.weforum.org/pdf/gendergap/report2009.pdf>> Last accessed 10 February 2011.

<sup>2</sup> Social Watch. (2009). Gender equity index 2009. Publishing details not reported. Available at <[www.socialwatch.org/sites/default/files/GEI2009\\_eng\\_0.pdf](http://www.socialwatch.org/sites/default/files/GEI2009_eng_0.pdf)> Last accessed 10 February 2011.

<sup>3</sup> United Nations Development Project. (2009). Human development report 2009. Overcoming barriers: Human mobility and development. New York, United States of America: United Nations Development Project. At pages 183 and 188. Available at <[http://hdr.undp.org/en/media/HDR\\_2009\\_EN\\_Complete.pdf](http://hdr.undp.org/en/media/HDR_2009_EN_Complete.pdf)> Last accessed 10 February 2011.





A question of culture

Anushka Virahsawmy





## CHAPTER 1

# Constitutional and legal rights

## Articles 4-11



Ama Buruxa cultural group - Maltahohe.

Photo: Colleen Lowe Morna

### KEY POINTS

- Overall women and men rated government's performance towards achieving the targets set for 2015 on constitutional and legal rights at 55% 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 constitution guarantees equality before the law and prohibits discrimination based on sex or gender
- 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
Score	N/A	55%
Rank	N/A	10

Table 1.1 shows that with a citizens score of 55%, women and men perceive that Namibia still has a significant way to go to reach targets

in the SADC Gender Protocol on constitutional and legal rights to be achieved by 2015. The women and men's scores are close, 57% and 52% respectively. Unlike most SADC countries, men were more critical compared to women in their perceptions of the country's progress. This is probably because Namibia is considered to have one of the most progressive constitutions in the world with regard promoting gender equality.

## 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 is regarded as one of the most progressive in the world with regard to its provisions on gender equality. It is one of the few constitutions in the world that uses gender-neutral language throughout, and it explicitly forbids discrimination on the basis of sex. It provides for equality in all aspects of marriage, and gives special emphasis to the women in the provision which authorises affirmative action.

Furthermore, it explicitly states that customary law survives only to the extent that it does not conflict with the Constitution, meaning that customary law may not entail any form of sex discrimination. The Constitution also puts men and women in an identical position with respect to citizenship, including the acquisition of citizenship by marriage.

Article 23 of the Namibian Constitution provides for "Affirmative Action". The article 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.



Participants learn how to claim their rights using 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

**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	The <b>Namibian Constitution</b> guarantees equality in 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 provides for equal rights between women and men during and dissolution of marriage. Article 10(2), Sex, race, colour ethnic origin, religion, social economic status.
Provides for the promotion of gender equality	YES	The Constitution is gender blind. It does not mention men or women, but all people shall be equal before the law. But the Married Person Equality Act 1996 and the Children's Status Act of 6 of 2006 do have clauses on this matter Article 10 (2), 14 (1), 14 (2).
Has other provisions that relate to gender	YES	Article 8, Respect of Human dignity Article 8 (2) No persons shall be subject to torture or to cruel, inhuman or degrading treatment or punishment.
Has claw back clause	NO	
Addresses contradictions between the Constitution, law and practices	YES	Article 19 Rights protected by this article do not impinge upon the rights of others or the national interest.
Provides for affirmative action	YES	Article 23 of the Namibian Constitution Sub-Article 3, thereof, it shall be permissible to have regard to the fact that women in Namibia have traditionally suffered especially from discrimination and that they need to be encouraged and enabled to play a full, equal and effective role in political, social, economic and cultural life of the nation.

Source: Namibian Constitution (1990).

## Affirmative action

Significant progress has been made in the area of affirmative action and labour law. An affirmative action provision 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 the 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. Read Chapter 2 on Governance for the detailed case study.

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 powers over the allocation of customary land rights by traditional leaders.

Parliament passed an Affirmative Action Employment Act (AAA) in 1998. This Act requires employers with more than 50 employees to prepare affirmative action plans setting forth steps to improve the representation of blacks, women and disabled persons in the workforce. 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 obliged to provide a Namibian "understudy" to ensure the transfer of skills. Progress in implementing affirmative action measures is monitored by an Employment Equity Commission comprising representatives of government, trade unions and employers, as well as persons representing the interests of each of the designated groups. Non-compliance will disqualify employers from state contracts and concessions, including potentially valuable mining and mineral rights.



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

## 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:*



While there has been no overall audit of discriminatory legislation in Namibia, there have been many significant law reforms concerning gender since Namibia became independent.

#### Family law<sup>1</sup>



A happy family.

Photo: Trevor Davies

The abolition of the minority status of women has been advanced by the passing of the Married Persons Equality Act of 1996. Before the Married Persons Equality Act was passed in 1996, a common law concept of 'marital power' gave the husband the right to control the joint estate of the marital 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 could not buy or sell most kinds of property without her husband's property.

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.

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 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. (*Women's Property and Inheritance Rights in Namibia, 2004*)

The Married Persons Equality Act, 1996 (Act 1 of 1996) aimed to abolish the marital power; to amend the matrimonial property law of marriages in community of property; to provide for domicile and guardianship of minor children; to further regulate the liability for household necessities of spouses married out of community of property; to amend laws to give effect to the abolition of marital power.

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 common 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.

<sup>1</sup> Adapted and updated from information in Gender and Law Reform in Namibia, Dianne Hubbard, paper prepped for Consultation Meeting on Gender and Governance, Royal Tropical Institute, Amsterdam, 23-24 September 1999.



## Practices and laws that discriminate against women

Article 66 of the Constitution provides that both customary law and the common 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 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.

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).

In its report on Namibia<sup>2</sup> 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."

A related issue is the non-recognition of **customary marriages** (all customary marriages are potentially polygamous), is in turn closely linked to inheritance. Civil marriages take place before a magistrate or church official, and are registered. Customary marriages take place according to the traditions of the community, and in Namibia they are not registered. According to the 2001 census, of the Namibians aged 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 (see next section) it also stated that this did not "sufficiently address discrimination in the family" and needed amendment.<sup>3</sup>

In 1997 the Legal Assistance Centre 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.

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

In partnership with the civil society organisation the Legal Assistance Centre, the Law Reform and Development Commission is investigating the status of cohabitation in Namibia and considering proposals for law reform.<sup>4</sup>



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

<sup>2</sup> CEDAW/C/1997/L.1?add2, 14 July 1997, para 43 and 56.

<sup>3</sup> CEDAW/C/1997/L.11?add2, 14 July 1997, para 37 and 59.

<sup>4</sup> See the Legal Assistance Centre website at: <[www.lac.org.na/projects/grap/grapcohab.html](http://www.lac.org.na/projects/grap/grapcohab.html)> Last accessed 7 February 2011. See also the Law Reform and Development Commission website at <[www.lawreform.gov.na/pdf/Project9CohabitationInvestigations.pdf](http://www.lawreform.gov.na/pdf/Project9CohabitationInvestigations.pdf)> Link broken when accessed 7 February 2011.

The **Communal Land Reform Act 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 same protections are extended to widowers.)

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. Some 45% of households in Namibia are headed by women, most of whom do not receive maintenance for their children from the absent fathers.

The Native Administration Proclamation (1928) made different rules for civil marriages in the North. In June 2003, racially discriminatory provisions in the Native Administration Proclamation 15 of 1928 were challenged in the High Court (*Berendt & Another v Stuurmann & Others* 2003 NR 81 (HC)). The High Court declared specific sections of this law to be in conflict with the Namibian Constitution.<sup>5</sup> The High Court ordered that the Proclamation be repealed or amended by Parliament. Parliament enacted the **Estate and Succession Amendment Act of 15 of 2005**. The Act allows for small estates to be handled by the Magistrates Court, thus increasing accessibility for many people, particularly women, whilst giving 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 but 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>6</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.

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>7</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.



Headwoman, Rebecca Kambundu from Shambyu is one of the few women in traditional leadership structures. Photo: Gender Links

The **Maintenance Act (2003)** 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 recognise a parent's liability.

#### Other law reforms affecting working women

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

The Labour Act passed in 1992 prohibits discrimination in any aspect of employment on the basis of sex, marital status, family responsibilities and sexual orientation (amongst 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 first Labour Act provided for three months of maternity leave for any woman who has been employed for at least one year by the same employer. 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

<sup>5</sup> The court ruled that the following provisions were discriminatory: 18(1), 18(2) and 18(9) and the regulations made under section 18(9).

<sup>6</sup> Estate and Succession Amendment Act of 15 of 2005, section 1(2).

<sup>7</sup> Legal Assistance Centre. (2010). Namlex. Index to the Laws of Namibia. 2010 Update. Windhoek, Namibia: Legal Assistance Centre. At page 141. Available at: <<http://www.lac.org.na/laws/namlex.html>> Last accessed 14 February 2011.

financed by matching employer and employee contributions.

The **Labour Act 11 of 2007** (which came into force in 2009) provides improved provisions for maternity leave for women. Women who have worked for more than 6 months for the same employer are entitled to maternity leave (previously a woman had to work for her employer for 12 months), and discrimination on the grounds of present, past or future pregnancy is forbidden. Both male and female employees are entitled to compassionate leave in the case of the death or serious illness of a close family member. Discrimination on the grounds of pregnancy and HIV status is now

prohibited, in addition to discrimination on the basis of sex, marital status and family responsibilities (which were covered by the previous law). Sexual harassment in the workplace is defined and prohibited.

### Violence against women

Following on years of lobbying from a broad range of groups, parliament passed a Combating of Rape Bill (2000). This defines sexual acts that previously did not meet the legal definition of rape. The new act also makes marital rape illegal. The Combating Domestic Violence Act (2003) has a broad definition of domestic violence that includes physical, sexual and economic abuse (see GBV section).

**Table 1.3: Summary of law reform agenda**

Discriminatory legislation	Comments
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.
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.

Source: Constitution of Namibia.

### Difficult areas of law reform

There are many difficult areas of law reform that are not specifically addressed by the SADC Gender Protocol. As in all SADC countries, there remain a number of what the LAC calls "Topics at the far edge of the political agenda."

### Abortion

This is currently covered by the Abortion and Sterilisation Act (1975). This outlaws abortion in most circumstances, unless the pregnancy endangers the mother's life or is a threat to her physical and mental health; there is a serious risk that child welfare will suffer from a serious, permanent physical or mental defect or the pregnancy results in rape or incest.

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.

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>9</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>10</sup> However due to funding constraints, the implementation of the policy has been slow.

<sup>8</sup> Unravelling Taboos, Gender and Sexuality in Namibia, LaFont S, and Hubbard D, edited, Gender and Advocacy Project, Legal Assistance Centre.

<sup>9</sup> Child Care and Protection Bill. (2010). Revised final draft. June 2010. Provision 204.

<sup>10</sup> For a discussion on how the previous guidelines may have impacted on the incidence of illegal abortion, see Legal Assistance Centre. (2008). School Policy on Learner Pregnancy in Namibia: Background to Reform. Windhoek, Namibia: Legal Assistance Centre. 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.

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.

### Baby dumping and infanticide

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 includes a provision that will allow a parent to leave a child at a designated safe place without committing an offence of abandonment.<sup>11</sup> The Legal Assistance Centre 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-judgmental support for pregnant women; safe havens for unwanted infants; adoption and fostering arrangements.

### 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 Legal Assistance Centre 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 decriminalisation combined with a policy of compassionate discouragement.<sup>12</sup>

### Sexual orientation

Homosexuality is illegal in Namibia.

## 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>13</sup>

<sup>11</sup> Child Care and Protection Bill. (2010). Revised final draft. June 2010. Provision 210.

<sup>12</sup> "Whose Body is It", Commercial Sex Work and the Law in Namibia, 2002, Legal Assistance Centre, funded by Austrian development Foundation.

<sup>13</sup> Marital Property in Civil and Customary Marriages, LAC, p 60.



## Marriage and family laws; widows and widowers; the girl and boy



*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.*

There are two kinds of marriages in Namibia: civil marriage and customary marriage. Civil marriage takes place when a man and a woman are married by a marriage officer. Civil marriages are registered and the couple will have a marriage certificate.

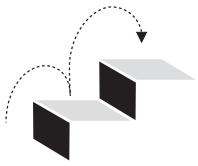
Customary marriage takes place when a man and a woman are married according to the customs of their community, without a marriage officer. Customary marriages are potentially polygamous and are not registered. As mentioned in earlier sections, this raises several issues, summarised also in Table 1.4.

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

Provision	Yes/No	Explanation
<b>Marriage</b>		
No person under the age of 18 shall marry.	Yes	The Namibia law is based on the idea of "minors" and "majors". Anyone under the age of 21 is a minor and people become "majors" on their 21st birthdays. International Law and Convention on the Rights of the Child defines a Child as anyone under the age 18 (The Namibian)
Every marriage takes place with the full consent of both parties.	Yes	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.	NO	There are two kinds of "marriages" in Namibia. Civil (registered) and Customary (not registered).
Parties have reciprocal rights and duties towards their children including when spouses separate, divorce or have marriages annulled.	Yes	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 decision on behalf of the child. This is being re-inforced by the Child Maintenance Act.
Maintenance orders are enforced.	Yes. But not always implemented	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.

Provision	Yes/No	Explanation
Married women and men have the right to decide whether to retain their nationality or acquire spouse's nationality.	No	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.	No	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 diseased spouse.
A widow automatically becomes guardian or custodian of her children, unless otherwise determined by a court of law.	No	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.	Yes/no	Property grabs in some communities like the <i>Oshiwambo</i> tribes continue to happen.
A widow shall have access to employment and other opportunities.	Yes	
Widows shall have the right to an equitable share in the inheritance of her husband's property.	Yes	In laws, but not in practice, especially if this is a polygamous marriage.
Widows shall have the right to remarry any person of their choice.	No	In some communities the practice is that widows are inherited by the brother such as in the <i>Otjiherero</i> tribe
Widows shall be protected from all forms of violence and discrimination.	Yes	
<b>Girl and boy child</b>		
Eliminating all forms of discrimination against the girl child.	Yes	The Children's Act of 33 of 1960 has been replaced by a new Child Care and Protection Act. The Ministry of Gender Equality and Child Welfare should ensure that this new law contains a provision explicitly addressing consent to medical to minors.
Girls have the same rights as boys and are protected from harmful cultural attitudes.	Yes and No	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.	No, in general	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, 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.  Protocol on the Convention Against transnational organized crime, to prevent , suppress and Punish Trafficking in persons, especially Women and children 2000,  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.	Yes/no	Need for youth friendly facilities.

Source: Gender Links 2012.



## 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.

- There needs to be a review of legislation on abortion.
- 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; there is a need for costing and budgeting to implement gender-related laws and policies.



Forgotten by families

Anushka Virahsawmy





## CHAPTER 2

# Governance

## Articles 12-13



Namibian Member of Parliament, Ndapewa Nombilli, arguing a point at the 50/50 seminar organised by the GMDC at the Gender Links offices.  
Photo: Jabulani Sithole

### KEY POINTS

- Namibia's SGDI score for gender and governance of 58 % shows that the country has made some progress in women's representation though there is still a long to go achieve the full rating of 100%. The country ranks six out of the 15 SADC countries.
- Based on the citizen's score card (CSC) that gauges women and men's perceptions of the country's performance towards meeting the targets on gender and governance, Namibia scored 61 %
- Performance in terms of at the different levels of governance in politics is varied. Only 19% of cabinet ministers, 25% of parliamentarians and 42% of the councillors are women.
- Namibia has a legislated quota at the local level hence the higher proportion of women.
- In the two main parties in Namibia, there is an under presentation of women in political party structures.
- 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.

Table 2.1: SGDI and CSC score for governance sector

	SGDI	CSC
Scores	58%	61%
Ranks	6	8

Table 2.1 shows the SGDI for Namibia is 58% just above the halfway mark of the SADC target to achieve the 50:50 ratio of women and men in all decision-making positions by 2015. The country is doing well at the local level with

women representation at 42%. However, women are under-represented in cabinet and parliament. Namibia ranks six out of the 15 SADC countries, with a score comfortably above the 47% regional average.

The citizen scorecard captures the qualitative nuances not necessarily captured by the SGDI. The rating is based on perceptions of women and men on the country's progress towards achieving the SADC Gender Protocol targets related to gender and governance.

## Participation



*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.*

Despite the 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 level (where Namibia has a legislated quota). A decline in women's representation in the national parliament in the 2009 elections caused serious concern and has underscored the need to resuscitate the 50/50 campaign.

### Gender and political parties

There is an under-representation of women in the two main parties in Namibia within the party structures. Males dominate in the top decision making positions of these two political parties, with only one out of six women in the top party structures in both cases.

**Table 2.2: Overview of women in politics in Namibia**

Level of government	Members/Cllrs	No of women	% women
Cabinet	26	5	19%
National Assembly	78	19	24%
National Council	26	7	27%
Regional Council	107	13	12%
Regional Governors	3	13	23%
Local Authority	323	135	42%
Mayors	8	30	27%

Source: Gender Links 2011.

**Table 2.3: Representation of women and men in key party structures**

Party	Head		Treasurer		Secretary general		4th top position		5th top position		6th top position	
	M	F	M	F	M	F	M	F	M	F	M	F
SWAPO	✓		✓			✓	✓		✓		✓	
Congress of Democrats	✓			✓	✓			✓	✓			✓

Parliament website (2009).

The Gender Research and Advocacy Project of the Legal Assistance Centre in Namibia compiled a comparison of gender issues in ten of Namibia's 14 political parties, published in Issue No. 7 of *Election Watch* produced by the Institute for Public Policy Research (IPPR). The Namibian newspaper also did a gender analysis of party manifestoes 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 is presented in the manifesto of the National Unity Democratic Organisation of Namibia (NUDO), but on

the whole, the parties' manifestos fail to mainstream gender throughout their policy discussions.<sup>1</sup>

References to women are found in discussions of gender-based violence; on increased representation of women in decision-making bodies, and a few make reference to women's economic contribution or their role in child-bearing. But gender issues are not integrated into the parties' discussions of broad issues like health, land ownership, agricultural production, environmental issues and economic and development policies.<sup>2</sup> Table 2.4 provides a summary of a gender analysis of the party manifestos.

<sup>1</sup> Gender Research & Advocacy Project of the Legal Assistance Centre, in *Election Watch*, Issue No 7, 2009, Produced by the Institute for Public Policy Research (IPPR).

<sup>2</sup> Gender Research & Advocacy Project of the Legal Assistance Centre, in *Election Watch*, Issue No 7, 2009, Produced by the Institute for Public Policy Research (IPPR).

**Table 2.4: Gender in political party manifestos**

PARTY	GENDER ISSUES IN PARTY MANIFESTOS
All People's Party (APP)	<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> <li>• Gender issues are not specifically mentioned in any other sections of the manifesto.</li> </ul>
Congress of Democrats (CoD)	<p>The manifesto includes section entitled "Valuing the Contribution of Women". This section says that women constitute the majority of the population but that society "still does not fully value the contribution of our women." It notes that women are victims of "violence, rape and passion murders" and asserts that "Government has done little over the last 20 years to mainstream women's causes into the country's development agenda". It cites the following specific policies:</p> <ul style="list-style-type: none"> <li>• "Put a premium on women's contribution to society. This is the only way in which we can benefit from the contribution and ingenuity of more than half of our citizens."</li> <li>• "Working with NGOs and CBOs to remove all legal impediments raising barriers to equal participation by women."</li> </ul> <p>The section on skills development and employment notes that "a growing number of our women are reduced to prostitution" as a result of poverty and unemployment. Amongst the health problems cited in the section on poverty and welfare are maternal mortality, infant mortality and teenage pregnancies.</p>
Communist Party	-
Democratic Party of Namibia (DPN)	-
Democratic Turnhalle Alliance (DTA) of Namibia	<p>The manifesto includes a section entitled "Gender issues" in the section of the document on basic principles of policy. This section says that the DTA "is committed to the total elimination of all forms of discrimination against women and their complete recognition in all spheres of society." The DTA recognises women's careful role in the domestic, economic and political spheres, and promises to "actively pursue equal rights for women before the law". It furthermore "recognises the leading and stabilising role of the women of Namibia in society and will support their cause in all walks of life". There are no other specific mentions of gender. A summarised version of the manifesto published by the party contains no references to gender issues at all.</p>
Monitor Action Group (MAG)	<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>
Namibia Democratic Movement for Change Namibia	<p>The manifesto includes a section on "Women empowerment." It says that the party will set up a commission which will promote the 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, NDP pledges 50/50 men and women on its party lists for Parliament and local authority elections.</p>
National Unity Democratic Organisation of Namibia (NUDO)	<p>Nudo's overall aim includes a commitment to create a society "where justice is accessible and the rule of law applied to all" irrespective of gender. The manifesto contains a lengthy section on "Gender and Women Empowerment" which opens with the statement that Nudo "is truly committed to equality between women and men". Because women constitute a majority of the population, "all problems affecting Namibian society are affecting women the most". The manifesto also cites specific problems affecting women: domestic violence, rape, poverty and unemployment (especially amongst rural women), HIV and AIDS (which affects women most severely), illiteracy and ignorance. These problems make women more prone to alcohol and drug abuse. Ignorance of their rights causes women to be lacking in self-confidence. It cites gender disparities in access to power and decision-making across various spheres as a source of differentiated development for males and females.</p> <p>The manifesto states a commitment to "revitalizing women's roles in social, economic, cultural and political arenas", and says that under a Nudo government "women shall be free to choose their own paths to self-fulfillment and responsibilities to their families and communities". It cites the following specific policies:</p> <ul style="list-style-type: none"> <li>• Strengthen legal instruments to protect women, review and repeal laws which discriminate on the basis of gender and strengthen legal obligations of paternity</li> <li>• Require equality in property and inheritance rights</li> <li>• Introduce a human rights education programme that will sensitise society to women's rights</li> <li>• Introduce special schemes for female-headed households</li> </ul>



PARTY	GENDER ISSUES IN PARTY MANIFESTOS
	<ul style="list-style-type: none"> <li>• Remove barriers to women's access to credit and provide training to increase the productivity of women in the informal sector</li> <li>• Provide incentives to companies and groups that support women's economic projects, especially in rural areas</li> <li>• Introduce special health clinics for women, increase women's capacity to promote their own health and ensure the delivery of sexual and reproductive health services</li> <li>• Make education and training more accessible to women and make educational curricula gender-sensitive at all levels, starting with pre-school</li> <li>• Train women in assertiveness &amp; leadership to increase their self-confidence so that they can compete effectively with men for leadership positions in schools</li> <li>• (10) Use short-term affirmative action to facilitate women's entry into fields where they are most under-represented</li> <li>• (11) Introduce education programmes that raise women's political consciousness and educate both women and men to recognise the abilities of female candidates</li> <li>• (12) Implement quotas in the electoral system to ensure fair representation of women in local and national government.</li> </ul> <p>The foreword to the manifesto notes Nudo's concern "for women who have been marginalised". The section on education mentions the problem of teenage pregnancies. The section on disabilities identifies women with disabilities as a priority group (amongst others).</p>
Rally for Democracy and Progress (RDP)	<p>The manifesto contains a section on "Women and Youth". With respect to women, under the subheading "prevention of violence against women and children", RDP promises to promote public awareness of the evils of violence and crime against women and children. Related policies are:</p> <ul style="list-style-type: none"> <li>• To "introduce awareness programmes at all levels of the educational system"</li> <li>• To collaborate with community, traditional and religious leaders and NGOs "to fight the scourge of violence" and</li> <li>• To "impose stiffer sentences on those who rape women and children".</li> </ul> <p>Under the subheading "women's empowerment", RDP promises to increase the role of women in government "to participate in key decisions and make policy work", in order to address the concerns of women more adequately and boost development by improving the health and education of women.</p> <p>Related policies are:</p> <ul style="list-style-type: none"> <li>• To strive for at least 50% representation of women in government, and the party's own "political and organizational activities"</li> <li>• To "promote and increase the retention of women in education"</li> <li>• To "increase public information to stop practices that harm or discriminate against women"</li> <li>• To "make reproductive and other female health issues central to social and health policy"</li> <li>• To "enact legislation to safeguard the dignity and rights of women and to "effectively return" to affirmative action policies for women"</li> </ul> <p>The section of health mentions the increase in infant and maternal mortality, and specifically mentions the prevention of mother-to-child transmission as a component of its HIV and AIDS strategy. The section on the economy mentions homeless women and youth as the two priority groups for a national housing strategy. The section on corruption and crime once again highlights violence against women and children.</p>
Republican Party of Namibia (RP)	-
SWANU of Namibia	The manifesto does not mention gender. However, the section on health mentions the promotion of preventing mother-to-child transmission as a component of an educational programme on HIV and AIDS.
SWAPO Party of Namibia	<p>The manifesto includes a section on "Promotion of Gender Equality and Equity", which says that "gender mainstreaming and the equitable representation of women in positions of power will remain a priority" and that SWAPO Party will "intensify the implementation of laws and programmes to combat violence against women and children and will ensure that offenders in this regard shall face the full force of the law." It cites the following strategies:</p> <ul style="list-style-type: none"> <li>• continue to improve policies affecting professional and working women, "including the improvement of maternity leave benefits and the creation of child-friendly working environments"</li> <li>• "provide leadership to all structures of society in gender mainstreaming along with equal access for women to all socio-economic and political activities and in the enforcement of laws prohibiting gender-based violence"</li> </ul> <p>Both the section on economic management and sustainable growth and the section on social upliftment and empowerment mention the need to ensure that finance for small and medium enterprises is available to female entrepreneurs (amongst others). The section on health pledges to improve and expand reproductive healthcare for pregnant women to reduce maternal mortality rates.</p> <p>There are two points pertaining specifically to women in the section of the manifesto on past achievements:</p> <ul style="list-style-type: none"> <li>• HIV prevalence in pregnant mothers fell from 22% in 2002 to 17.8% in 2008.</li> <li>• In 2005, Namibia exceeded the SADC target of 30% women representation in parliament, reaching 30.8%</li> </ul>
United Democratic Front of Namibia (UDF)	-

### Gender in electoral processes

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

Elections for the National Assembly are run on a simple Proportional Representation (PR) system. 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.

Each region is run by a regional council whose members are elected on a constituency-based or First Past the Post (FPTP) system. The political head of the region is a governor, elected by the councillors from among themselves.

Since independence, Namibia has been reforming its system of local government to devolve more responsibility to local level. The Decentralisation Policy (March 1998) 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 is no lower or upper tier 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 that receives the most votes is elected as long as the candidate has over half the support. In National Assembly and Local Authority elections a proportional representation (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. The most recent elections took place in 2009, with all three levels of government holding elections.

The PR system at national level is conducive to greater women's participation, but as this has not been accompanied by either a voluntary or a legislated quota, Namibia has fallen short of achieving the 30 percent mark on this front.

Typical of FPTP systems that are not accompanied by any quota, the representation of women is lowest at the Regional Council level.

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

### Legislated quota at the local level

Since the 2009 elections, women's representation in top-level positions has increased; there are now more female mayors and council chairpersons. The Gender Links' Gender and Governance's Centres of Excellence in gender mainstreaming in local government project in partnership with Botswana Association of Local Authorities (BALA) is contributing to creating awareness on the importance of equal representation of women and men in decision-making in local government structures.

Deputy Mayor of Lobatse town, Malebogo Kruger challenges the Setswana proverb which says "*ga di etelelwe ke namagadi pele*" (women cannot lead). A member of BDP, Kruger represents the Peleng East ward, and is one of the five women in the 13 member council, and has had to develop the skill of making her voice heard in council where men have dominated discussions and sought to marginalise the women. She says in cases where there has been intimidation and attempts to block her advancement of an agenda within



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

council, "I faced it head on." She refuses to believe that she belongs to the "weaker sex," and she points to the need to have a mix of skills and tact to have influence and a strong presence in council.

She is upfront on the many challenges women face entering politics; "finance is an issue - it is very expensive to campaign." Some of the considerations include transport, communications, publicity materials (although political parties often provide basic publicity materials for all their candidates). In her case Kruger also had support staff and a small office to manage the mobilisation of the electorate.

She is also clear about focusing on strategic ways of reducing women's poverty. She points out that when she works with women from poor communities, she does not take out money from her pocket to give them, she tries to create opportunities for them to be economically empowered and self sufficient. Likewise Salome Lesole, BDP councillor Central District Council, assists men and women from the Basarwa community with marketing their products in Orapa town. This is more sustain-able than providing aid.

Kruger lives in Thema, and has noted that it is a new area and there is very little street lighting, so she has

been pushing for something to be done in order to increase women's safety, particularly those coming from work or market places in the evenings.

Councillor Maleboge Kruger says, "The training I received improved my campaign skills. I became confident in public speaking and became one of the best public rally speakers." The advocacy skills she acquired also improved her house-to-house campaigns during the 2009 elections. As a result of the gender training workshops she became a trainer and advocate for the mainstreaming of gender issues in local government. In 2010 she was nominated deputy Mayor and deputy secretary general of the BDP. She in turn encouraged other women in her party to stand for councillor positions. In 2009, 50% of the women candidates won the primary elections.

In the Lobatse Town Council, the Mayor and deputy mayor are women and 46% of the councillors are women; they have the highest representation of women out of all the councils.

Like 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 has been a substantial proportion of women at this level for some time also 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.

The Election Commission of Namibia consists of 5 Commissioners (three male and two female).

### South Africa and Namibia debate legislated quotas and draft 50/50 layperson bills

Prompted by recent electoral declines in women's political representation, activists in Namibia and South Africa have revitalised draft layperson 50/50 bills as a possible way to get more women elected.

South Africa's May 2011 elections saw the proportion of women in local government drop from 40% to 38%. In Namibia, the decline following the 2009 national elections was even worse, from 30.9% to 23%.

This spurred a national debate about 50/50 legislated quotas at national and regional-level elections. In contrast, Namibia has adopted affirmative action legislation at the local authority level, which has ensured more than 40% representation of women in local councils since 1998. These figures show that without affirmative action legislation, reaching parity at the national and regional levels by 2015 will be impossible. The next elections are scheduled for 2014.

South Africa currently holds local elections under a mixed system and employs a PR system at the national level. The ruling ANC party has applied a voluntary quota. Those gains made in increasing women's representation in political decision-making positions in the country have largely been achieved because of political will on the part of the ANC.

The Commission for Gender Equality (CGE) and the National Democratic Institute (NDI) strategised about how to push forward the campaign for 50/50 quotas in South African electoral laws during a roundtable discussion on International Women's Day on 8 March 2012.

The campaign has recently received renewed interest and the Independent Electoral Commission's Chair, Pansy Tlakula has spoken out about the need for a legislated quota system to achieve parity in women's



representation in the country. The Ministry of Women, Children and Persons with Disability also addressed the issue in green paper discussions which led to the draft of a Women's Empowerment and Gender Equality Bill. In a televised interview on 4 March 2012, the deputy minister said the bill will be tabled by March 2013.

Meanwhile in Namibia, NANGOF Trust, the Namibia focal point of the Southern Africa Gender Protocol Alliance, with support from the regional Alliance Secretariat and the regional governance cluster, took advantage of public consultations on electoral reforms to submit demands for a 50/50 legislated quota there.

The Alliance delivered the formal submission to Sacky Shangala, chairperson of Namibia's Law Reform and Development Commission, at a consultative meeting on 14 March 2012. This is part of a submission that will eventually be presented to the minister of justice.



A Namibian woman calls for 50/50 legislated quotas while sporting a zebra list campaign t-shirt. Photo: Liz Frank

The campaign builds on work begun in 2002. The team provided Shangala with a copy of the research paper on 50/50 options for Namibia that was commissioned by Sister Namibia and produced by the Legal Assistance Centre under the banner of the Namibian Women's Manifesto Network in 2002.

Shangala welcomed the submission and supporting documents and asked the women's organisations to commission a lawyer to review the draft 50/50 bill in the current context of impending electoral law reform.

Namibia and South Africa are among the 13 SADC countries which have signed, and nine that have ratified, the SADC Gender Protocol, a binding instrument that calls on States to put in place measures to increase women's representation in decision-making positions in all SADC countries by 2015. A key target is achieving gender parity in all areas of decision making by 2015.

While South Africa has a relatively strong showing of women in political decision-making positions, it cannot continue to rely solely on the voluntary efforts of the ANC - 50/50 legislation is necessary to continue to advance women's equality throughout society.

#### Amendments to the Electoral Act 73 of 1998

3.1 The following subsection is inserted as Section 27(1)(A) in the Electoral Act 73 of 1998, as amended:

- “(1) (A) the lists referred to in subsection (1) shall be comprised as follows:
- (a) The numbers of men and women on each party list may not differ by more than one;
  - (b) The names of the men and women on each party list shall alternate, so that each group of two candidates as they appear on the list contains one man and one woman.”

The Women's Legal Centre (WLC) in South Africa tabled compelling legal research indicating that the principle of equality and positive discrimination is firmly established in the country's constitution. In addition, it noted that the Promotion of Equality and Prevention of Unfair Discrimination Act imposes a positive obligation on the state to enact equality legislation - and on political parties to develop equity plans - and provides for affirmative action measures in this regard.

It further noted that international instruments such as the Convention on the Elimination of All forms of Discrimination Against Women, the Beijing Platform for Action, and the 2008 SADC Gender and Development Protocol underscore a state duty to implement measures to promote women's representation, remove barriers, set targets and apply legislative and other measures to attain parity in decision-making positions.

The WLC tabled suggestions that would be necessary to enact a constitutionally sound quota system. These include specific amendments to the Electoral Act, Municipal Electoral Act and Municipal Structures Act. It also proposed provisions and sanctions for non-compliance.

In addition, the group emphasised extending focus beyond numerical targets, noting the importance of creating an enabling environment for women to advance within the political realm. This includes the need for measures to ensure women's access to campaign funding and coaching, child care facilities and maternity benefits. It also requires political parties to squarely address sexual harassment within political parties, and the issue of women's representation in senior party leadership positions.

Following the International Women's Day meeting, the CGE and partners agreed to take forward the development and tabling of legislative proposals for a quota system in meetings with key stakeholders such as the Department for Women, Children and People with Disabilities and the IEC. These stakeholders will engage with political parties and convene public forums to raise awareness about, and build support for, such legislation.

In addition, the CGE was tasked with urgently lobbying the South African government to deposit its instruments of ratification for the SADC Protocol.

Namibia has suggested the following in its layperson's 50/50 bill:

- **National Council:** The two provisions require that regional councils, which have male and female members, must send one male and one female to the National Council. The draft retains the basic election procedures that exist at present. However, the draft requires separate voting for the male representative and the female representative.
- **Local Authorities:** The draft provides for gender-balanced "zebra lists" which alternate women and men candidates on electoral lists. In the case of local

authority councils with uneven numbers of members, the numbers of men and women on the list can differ by one (for example five candidates made up of three women and two men). The draft requires that women's and men's names alternate on each party list so that each group of two contains one candidate of each sex. Parties would be free to choose whether to put a man or a woman at the top of the list. The provision would apply to residents' associations as well as political parties.

- **National Assembly Elections:** This provision provides for "zebra lists" of candidates for the National Assembly. The current law requires that parties submit lists containing at least 24 but not more than 72 names. Thus, parties could submit lists of odd or even numbers of names. In the case of lists with uneven numbers of candidates, the numbers of men and women on the list can differ by one. Parties would be free to choose whether to put a man or a woman at the top of the list.
- **Regional Council Elections:** This requires any political party which contests more than one constituency in a region to include equal numbers of men and women amongst its candidates for that region. If the party fields an uneven number of candidates in that region, the numbers of men and women may differ by one.

While affirmative action measures have helped Namibia boast a strong showing of women representatives at the local level, special measures should also be applied to the regional and national level. South Africa can only guarantee its high level of women's representation in political decision-making if it adopts a legislated quota so that women's representation is not left to the whims of the leaders of political parties.

## 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 females and three males constitute the five-member ECN.

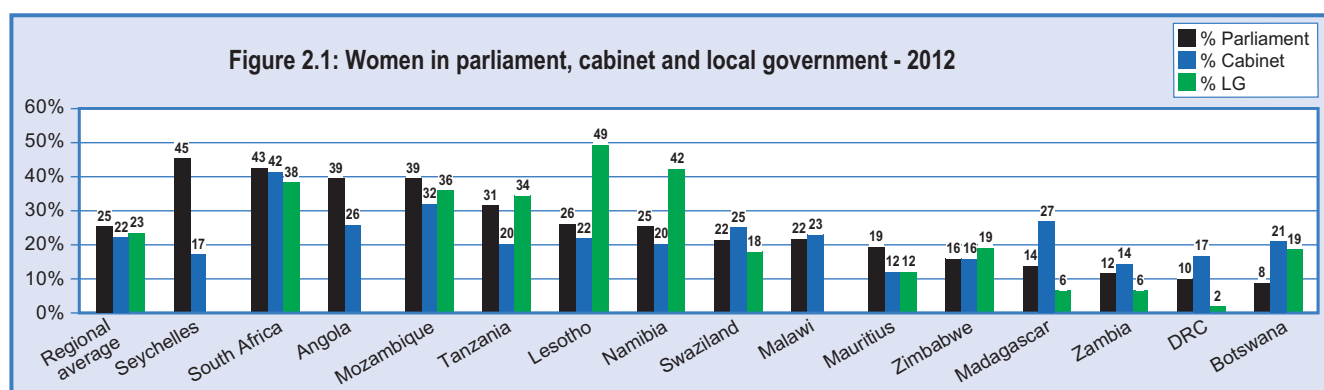
Civil society organisations and opposition parties raised concerns regarding the voters' roll for the elections. One of the concerns was that the voters' roll was not

updated and included names of people who had died. The ECN, however, said that this had no impact on the election processes.<sup>3</sup>

The number of voters on the voters' roll was said to be 822,344, according to information political parties indicated they had received from the ECN.<sup>4</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.

<sup>3</sup> Updated voters' roll hard to keep because people die everyday - ECN, Africa Elections Project/Namibia, <http://www.africanelections.org/namibia/news/page/php?news=4732>

<sup>4</sup> Nangula Shejavali, Opposition parties claim 'possible rigging', The Namibian, Tuesday December 1, 2009.



Source: 2012 SADC Gender Protocol Barometer, Gender Links.

Figure 2.1 highlights that Namibia with a 25% proportion of women in parliament is doing much better compared to other SADC countries. However, this is a far cry from the 50% target in the SADC Gender Protocol. Political parties and government will have to redouble efforts to reach gender parity in this sphere of decision making.

Table 2.5 shows that between 1994 and 2009 there have been a marginal increase of 4% and that in 2009 the representation of women dropped from 26.9% to 24.4%. The figures below exclude non-voting appointments by the President. It will take nothing short of a miracle to achieve parity by 2015.

**Table 2.5: Comparison of women's representation in the national assembly between 1994 and 2009<sup>5</sup>**

Year	Total seats	Women's seats	% women
2009	78	19	24.4
2004	78	21	26.9
1999	75	18	25
1994	75	13	17.3

**Table 2.6: Global and regional ranking of women parliamentarians**

Country	Women in lower or single houses (%)				Global rank				SADC rank			
	2009	2010	2011	2012	2009	2010	2011	2012	2009	2010	2011	2012
Seychelles	23.5	23.5	24	45	41	43	42	5	7	7	7	1
South Africa	44.5	44.5	43	42	3	3	4	7	1	1	1	2
Mozambique	34.8	39.2	39.2	39	15	9	10	12	3	2	2	3
Angola	37.3	38.6	38.6	38.6	9	10	11	15	2	3	3	4
Tanzania	30.4	30.7	35	36	23	23	15	18	4	4	4	5
Lesotho	25	24.2	24.2	26	28	40	40	42	6	6	6	6
Namibia	26.9	26.9	25	25	21	32	39	45	5	5	5	7
Malawi	20.5	21.2	21.2	22	52	54	52	56	8	8	8	8
Mauritius	17.1	18.8	18.8	19	66	72	60	72	9	9	9	9
Madagascar			12.5	18			90	75			13	10
Zimbabwe	15.2	15.0	15	15	78	80	75	88	11	11	10	11
Swaziland	13.8	13.6	13.6	14	83	87	84	92	12	12	12	12
Zambia	16	15.2	15.2	12	77	79	81	103	10	10	11	13
DRC	8.4	7.7	8.4	8.9	108	110		114	14	14	15	14
Botswana	11.1	7.9	7.9	7.9	95	114	114	122	13	13	14	15

Source: www.ipu.org, accessed 30 June 2012.

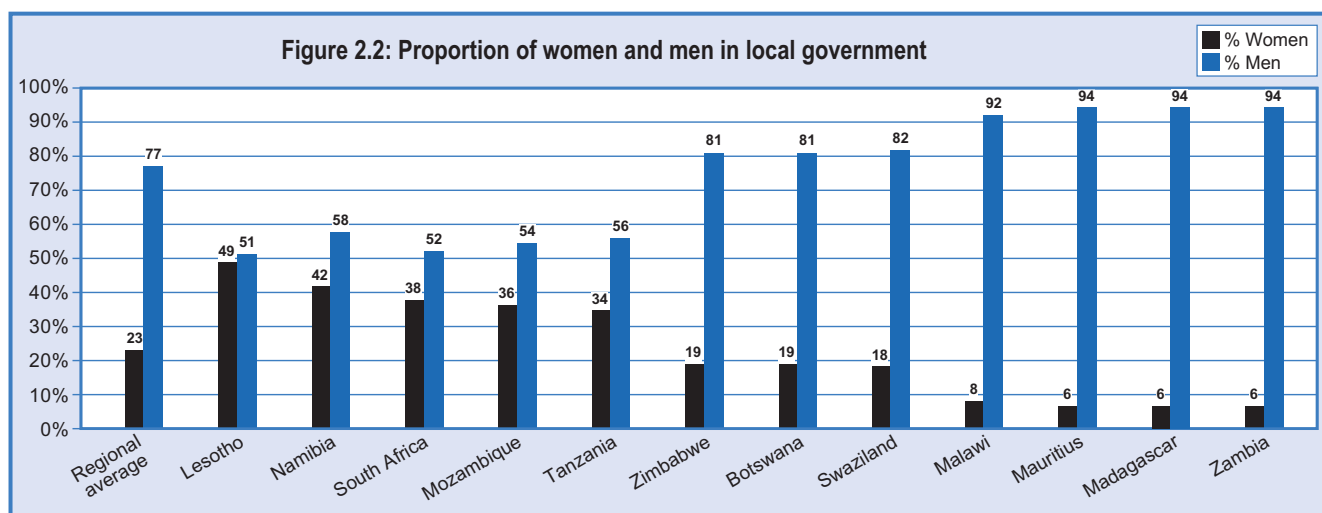
Table 2.6 shows that at 25%, Namibia ranks seventh compared to other SADC countries with regard to women's representation in parliament in the lower or

single house only. South Africa, with 44% of women in parliament, is closest to achieving the 50% target.

<sup>5</sup> [http://www.ipu.org/parline-e/reports/arc/2225\\_94.htm](http://www.ipu.org/parline-e/reports/arc/2225_94.htm)



## Local government



Source: 2012 SADC Gender Protocol barometer.

Figure 2.2 shows women in local government in all SADC countries that have council structures. Namibia has the second highest female representation in local government in the region. This has been fairly consistent over time between 40% and 42%.

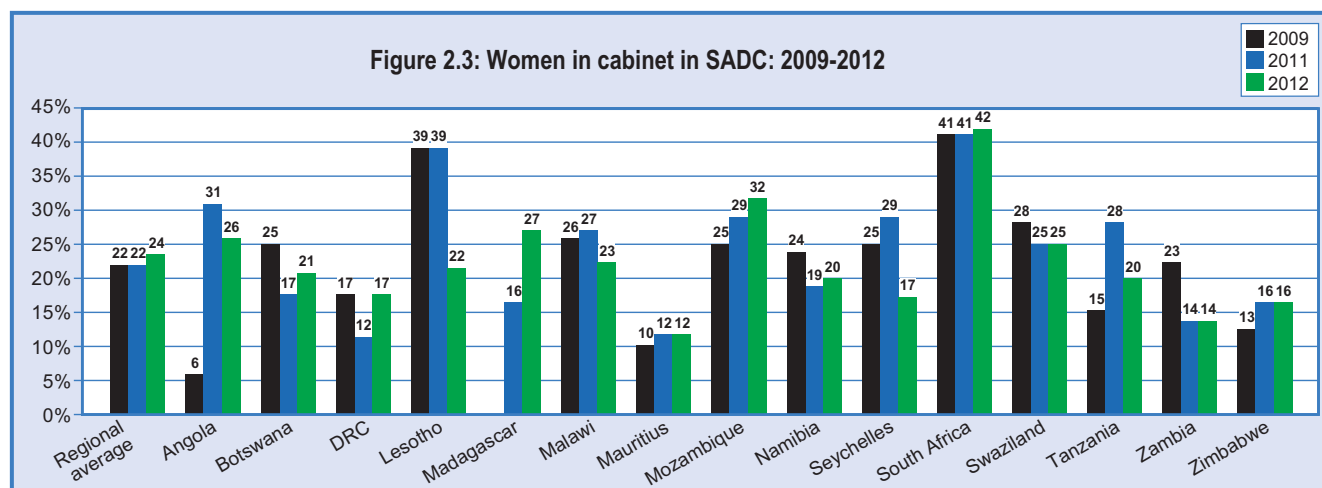
What is of concern is that only SWAPO has adopted the zebra system hence women's political participation has not advanced beyond 40%. Women are also under represented in key decision-making positions such as mayors and chairs of councils. The representation of women at the local level is also in stark contrast to the regional councils (12% women) where elections are held on a FPTP basis.

## Cabinet

	No of women	No of men	Total	% women	% men
Ministers	5	22	27	19%	81%
Deputy ministers	5	18	23	22%	78%

Table 2.7 shows that women are under-represented in cabinet: 20% overall, 19% ministers; 22% deputy ministers, even though this is an area where change

could possible come about quickly as these are presidential appointees.



Source: 2012 SADC Gender Protocol Barometer.

Figure 2.3 shows that Namibia has been inconsistent in terms of women representation in cabinet. At 20%, the country is slightly below the regional average of 24%.

The variations however do not translate into large numbers, given the small size of cabinets.

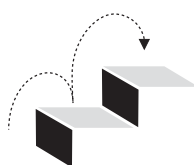
## The public service

**Table 2.8: Women and men in the public service**

	No of women	No of men	Total	% women	% men
Secretary to cabinet	0	1	11	0	100
PS	6	21	27	22	78
DPS	4	19	23	17	83
Under Secretary/Regional Officer	10	32	42	24	76
Directors	100	107	57	32	68
Deputy Directors	107	191	298	36	64
Total				32	68

Source: Namibia Country Report 1995 to 2009 on the Implementation of the Beijing Platform for Action.

Table 2.8 shows that Namibia has achieved 30% women in the public service. This is still far from the 50/50 by 2015 target. But if sufficient mechanisms and political will to transform is there the country could come close to achieving gender parity within the next few years.



## 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 political decision making positions at national level.
- There is need to educate political parties so that they mainstream gender sufficiently and effectively in all party structures and policies.
- There is need to carry out voter education so that they vote for women.
- Parties should ensure that debates on socio-economic issues such as health, land ownership, agricultural production, environmental issues and economic and development policies are gender responsive.
- Training for women aspiring candidates so that they have confidence to enter into politics.



"Sarah"

Anushka Virahsawmy





## CHAPTER 3

# Education and training

## Article 14



Our children are our future. Members of the Ama Buruxa cultural group from Maltahohe participate in cyber dialogues during 16 Days of Activism campaign - Johannesburg, December 2007.

*Photo: Mariette Van Dyk*

### 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 is in the top five of the best performing countries in this sector.
- At 64%, 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, quality of education among other factors not captured by the SGDI.
- Literacy levels between women and men are close at 88% and 89% respectively.
- Girls are performing better than boys in all levels of schooling.
- Namibia has a pregnancy policy to reintegrate girls who become pregnant back into the education system.
- At 65%, Namibia has more female primary school teachers.
- All schools have a life-skills programme that includes gender and HIV and AIDS.
- Retention is an issue; girls drop out due to teenage pregnancy, early marriage and HIV/AIDS. Girls and women tend to be responsible for caring for sick family members.
- Gender-based violence in school is a serious problem. Many pupils at all levels suffer physical and sexual abuse in school. Teachers are usually responsible.

**Table 3.1: SGDI and CSC on education**

	SGDI	CSC
<b>Scores</b>	99%	64%
<b>Rank</b>	4	10

Table 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 is in the top five of best performing SADC countries 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 the citizens do not give a high score. Rather they gave a score of 64%, placing Namibia at number 10 out of the 15 SADC countries according to the CSC. There are still many challenges in the education and training sector such as gender violence in schools, teenage pregnancies and retention.

### Background

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.

Girls drop out of school due to pregnancies and take 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.



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

## 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 education sector: 2009**

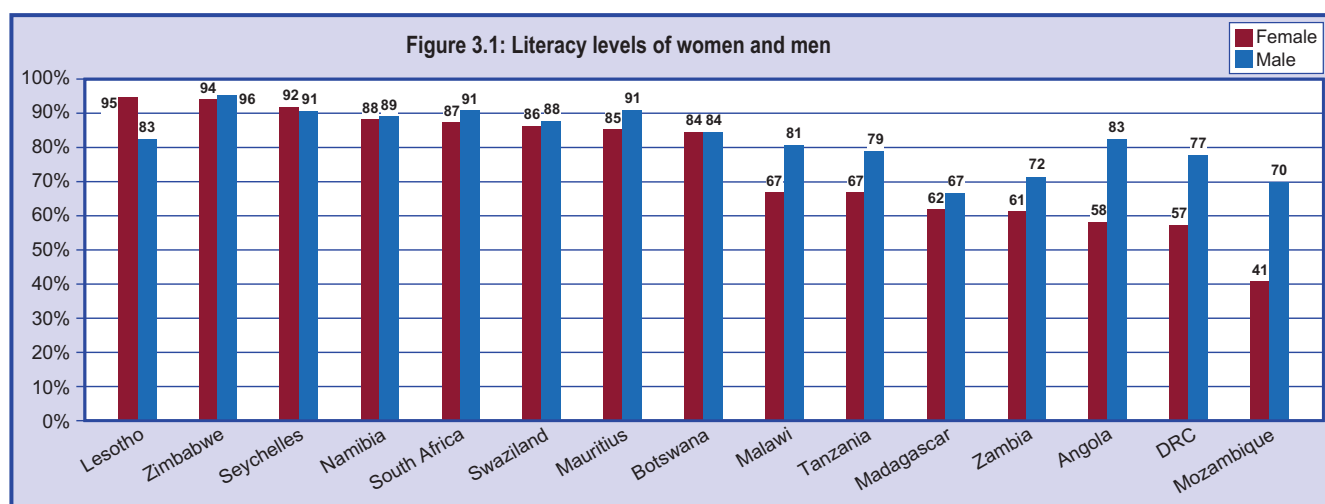
Type of Data	% Women/girls	% Men/boys
Literacy	88%	89%
<b>Enrolment</b>		
Primary School (2008)	49%	51%
Secondary School (2008)	53%	47%
Tertiary level *	59%	41%
Vocational	69%	31%

Sources: Namibia Country Report 1995-2009 On the Implementation of the Beijing Platform for Action; Beijing +15; Ministry of Gender and Child Welfare; January 2010.

\* The numbers for enrolment at Tertiary level are from three institutions, University of Namibia, Polytechnic of Namibia and The International University of Management.

<sup>1</sup> Namibia Constitution.

## Literacy

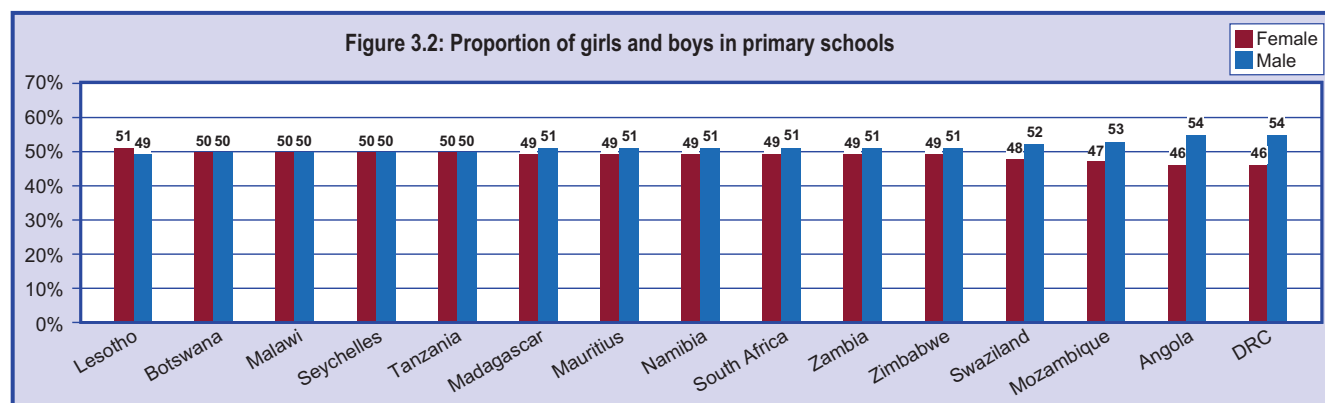


Source: Gender Links Regional Barometer Report, 2012.

**Namibia along with all other SADC countries except Seychelles, have lower literacy levels for women:** Figure 3.1 shows that with the exception of Seychelles, women in Southern Africa have lower literacy levels than men. The gap between women and men in

narrow in Namibia but is very worrying in some SADC countries. For example in Mozambique, only 33% of women are literate compared to 57% of men. Likewise, DRC, Angola, Zambia, Tanzania, Malawi, and Madagascar all have significant gender literacy gaps.

## Primary school



Source: Gender Links Regional Barometer Report, 2012.

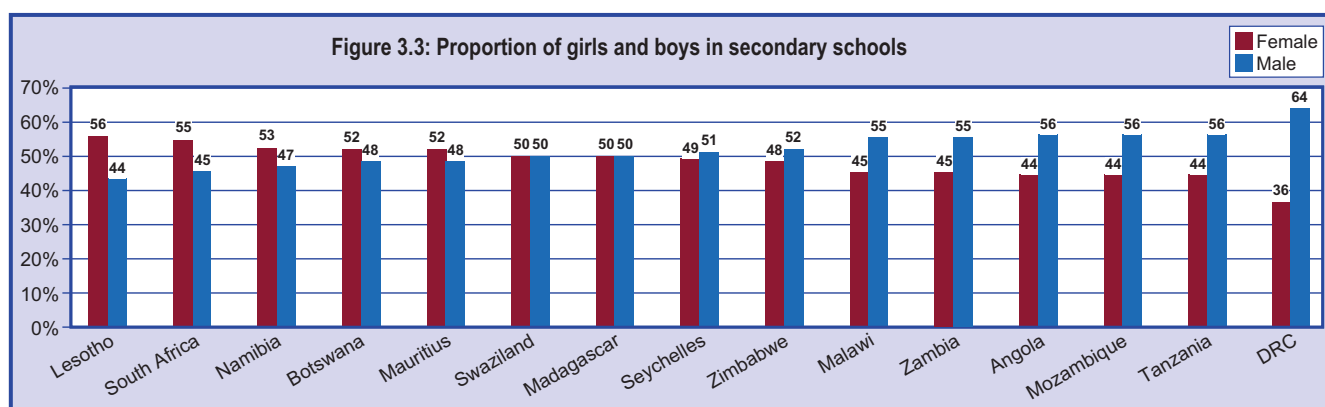
**Namibia almost achieving gender parity:** Primary education continues to be Southern Africa (and Africa's) greatest success story. Namibia is almost at gender parity in primary school along with most SADC countries, there are now roughly equal numbers of boys and girls at primary schools. The widest gaps are in Angola and

DRC, where girl learners still comprise 46% and 45% of primary school-goers in classrooms respectively.

In primary school, it is almost a 50/50 split in the numbers of male and female learners, with 50.5% male learners and 49.5% female learners.



## Secondary school

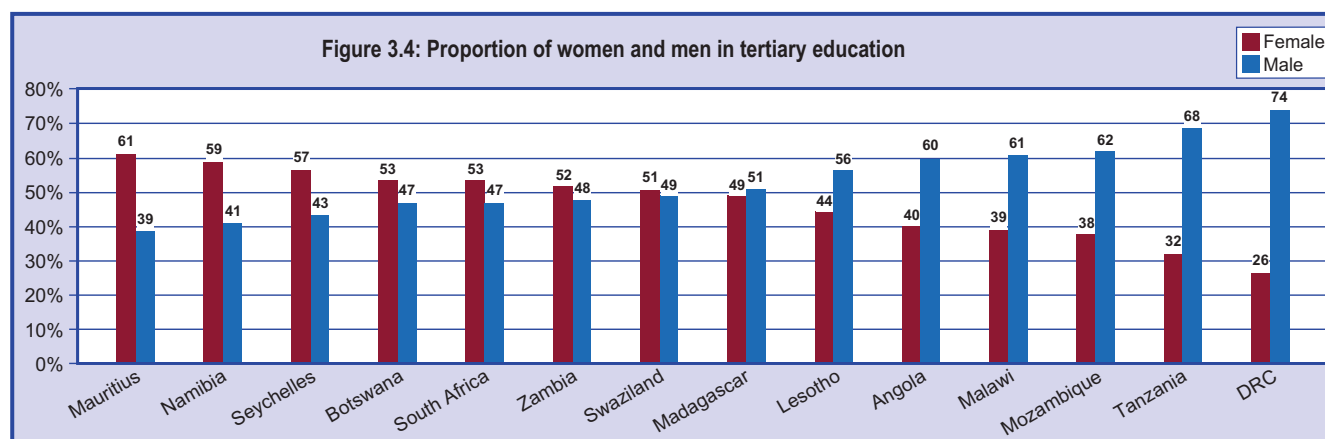


Source: Gender Links Regional Barometer Report, 2012.

**Namibia has slightly more girls than boys at secondary level:** Namibia along with Botswana and South Africa have slightly more girls than boys which is consistent with demographics. Lesotho has a considerably higher proportion of girls than boys in secondary school (56% girls) as a result of boys herding

cattle. Seychelles and Swaziland have an equal number of girls and boys in secondary school. The fact that the gender gap at secondary school level is rapidly narrowing this sets SADC countries apart from their counterparts in the rest of Africa.

## Tertiary education



Source: Gender Links Regional Barometer Report, 2012.

**Namibia is among seven SADC countries with a higher proportion of women than men at tertiary level:** In nearly half of all SADC countries, tertiary institutions have equal numbers or more women, than men. Seven SADC countries (as compared to five last year) now have higher proportions of women than men at tertiary level. These are Seychelles, Namibia, Mauritius, South Africa and Botswana joined by Zambia and Swaziland.

### Student's funding mechanisms

Education in Namibia government schools is free up to Grade 10 and compulsory. Government education guidelines say that no child will be turned back, because of a parent failing to pay school development funds. However, the practice in some schools is that children are not given their school reports until outstanding fees are paid up. The Constitution stipulates that the Minister may partially or fully exempt any learner or any category of learners from payment of tuition, boarding or any other fees.

The government and other nongovernmental organisations like Forum for African Women Educationalists Namibia (FAWENA) provide annual

bursaries to students who perform well. Access to these bursaries is open for both girls and boys.

## Challenging stereotypes



*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.*

**Table 3.3: Gender disaggregated data on school administration**

Staff category	No of women	No of men	Total	% women	% men
Principals					
Teachers	12 921	7909	20 830	62%	38%
School governing bodies/Boards					

Source: Education Stats , 2008.

According to the statistics on teachers, there are more women in the profession than men. It would be interesting to see whether this representation translates to greater women representation at the administration level, but we were not able to access the data.

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.

**Table 3.4: Women and men in university faculties**

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%

University of Namibia (2007).

Source: MGECW-Progress Report on the Implementation of the Solemn Declaration on Gender Equality in Africa, Nov 2009, p.19.

Girls tend to opt for Humanities and Social Sciences faculties. In terms of curriculum development, the department has an Education and Training Sector Improvement Programme as well as the Programme

Quality Assurance Directorate which is also 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.

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 International University of Management enrolled 44% male and 56% female, while at the Polytech 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.

In terms of measures to improve performance, there are extra classes which are part of primary and secondary education. FAWENA organises specific Science and Mathematics classes over holidays for females. These classes take place over May and August holidays.

### Policy on teenage pregnancy

Official statistics on pregnancy-related school dropouts in Namibia for 2007 show that 1,465 learners dropped out for this reason. 96% of them were girls. There are large regional disparities, with pregnancy-related drop-

outs being highest by far in Kavango and Ohangwena, followed by the regions of Omusati, Oshikoto, Oshana and Caprivi. Information from other sources indicates that the official figures may be an underestimate. Other sources tell us that Namibian women continue to give birth at fairly young ages, although there is some improvement on this point in the post-independence era.

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.

### 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 are 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.



GL Namibia country Manager Sarry Xougus-Elsies with members of the Arandis junior council - September 2010.  
Photo: Laurentia Golley



Some parents protect teachers who have been found to be having sexual relations with learners because they see them as a source of income. There are also cases where learners do not reveal the true identity of the father to protect him from losing his job.

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.



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

Photo: Laurentia Golley

### "Sexually Transmitted Marks" - who is to blame? by Sheena Magenya

The latest "trend" from institutions of higher learning is that students and lecturers are exchanging a lot more than knowledge and information. It is 'alleged' by some students that lecturers are soliciting sexual favours from students in exchange for better academic pass marks in their respective courses. Who is responsible for this trend, which in a doctor-patient relationship is deemed unethical?

Sex-for-marks, often dubbed "Sexually Transmitted Marks" (STM) is a well-known phenomenon. The University of Namibia (UNAM) and Walter Sisulu University (Mthatha campus, South Africa) made the news in 2011 with the sex-for-marks scandal. Cases have also been reported in Malawi and Zimbabwe.

In the Namibian case, the probe conducted by the university did not yield any result, as no students came

forth with information. The university exonerated the lecturers.

The STM case in Namibia is a typical case of sexual harassment in tertiary institutions. A research conducted by Gender Links in 2010 titled *Gender in Media Education (GIME): An audit of Gender in Journalism and Media Education and Training* found out that sexual harassment is rife in tertiary institutions. Of the 25 institutions audited in Southern Africa 11 (44%) have sexual harassment policies while 56% do not.

UNAM for instance addresses sexual harassment in the Disciplinary Codes of Conduct that apply to both staff and students. The document also defines sexual harassment; sets out procedures of dealing with sexual harassment cases and the punishment to be

administered. However, the GIME research also found out that sexual harassment policies are not well known or enforced.

The problem at stake is that lecturers involved in such relationships justify it and claim that it involves two consenting adults having a relationship or engaging in consensual sexual relations. Many students agree with this. However, with cultures and practises that blur lines between what is seen as sexually appropriate behaviour still in practise, these expressions come as no surprise.

As a facilitator in a focus group discussion with female students on the issue, I learnt that some female students had a hard time recognising some male advances as sexually provocative.

"We deal with the male students who fondle our buttocks. It's the same when you leave campus, the taxi drivers do the same and shout obscenities at us. We're just used to it," said one student. Another one added, "It's what men do. We have learned to ignore them."

Compared to the lewd advances of fellow students and other men in public, the subtle coercion that lecturers might apply is not easily identified as inappropriate or as sexual harassment, even though the student in question is not entirely comfortable with the situation.

Sexual harassment and exploitation has become normalised by a society whose culture allows men to inappropriately touch or communicate with women, and teaches women to quietly tolerate it.

Sadly, the sex-for-marks syndrome perpetuates the culture of silence and increases cases of sexual harassment in tertiary institutions. Investigations have been called for, but an air of denial still hangs.

A UNAM professor affirmed this when he pointed out that he did not see anything wrong engaging in a relationship with his student who is of age. "We have

some very mature students here, and it is not illegal for two consenting adults to be in a relationship. What if she's the one that proposes the relationship?"

Many people, lecturers and students alike, feel the same - that the fault is as much

the students' as it is the lecturers'. If people are going to take the lecturers to task then the students should also be taken to task.

There is a modicum of truth in these sentiments, but these should be seen rather as a focus on the dual accountability on the conduct of both the students and lecturers, not as a way to exonerate the actions of the lecturers, which are engrained in power relations. Sounds simple enough, but if you have students that don't know what sexual harassment is, how can they report it?

The STM problem in many ways reflects the patriarchal dominant nature of relationships in society, whether sexual or otherwise. Lecturers, doctors and managers among others, regardless of sex or age or cultural orientation, are in a position of power over their students, patients and employees respectively.

There is a patriarchal understanding of power that it can and should be abused and exploited for self-serving reasons. This myopic understanding of power is what has lecturers justifying sex-for-marks.

On the other hand, young women are taught directly by their culture and indirectly by pop-culture that sex and their superficial sexuality is a tradable commodity and can be used as a means to an end.

So how did our conversation with the lecturer end? Despite reminding him that he is a signatory to a code of conduct that required him to always be professional in his activities as a lecturer; and that a lecturer sleeping with a student, whether of age or if she initiated it is abuse of power, he remained adamant.

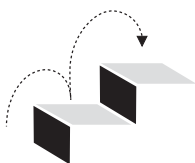
Thus any attempt to present sexual harassment in a perpetrator-victim frame will do it no justice. It is but a minor reflection of a bigger problem, the institutionalisation of patriarchy and the sexualisation of the female body.

Until a social and cultural system that presents a different understanding of power and gender relations, women and men will continue to exploit whatever leverage they have to get their way. Sexual harassment in institutions of higher learning will only end if young women understand what sexual harassment is and learn not to abuse their sexuality in order to attain a qualification.

*Sheena Magenya is a freelance journalist based in Namibia. This article is part of the Gender Links Opinion and Commentary Service, bringing you fresh views on everyday news.*



Sheena Magenya.  
Photo: [www.paynamibia.com](http://www.paynamibia.com)



## Next steps

- More research is needed to assess the extent and nature of sexual violence at schools in the country; and efforts need to continue to make schools safe. This could include a nationwide campaign against sexual, physical and emotional abuse in schools targeting teachers and communities.
- 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 the issue of teachers molesting students.
- Review of curriculum and syllabus to ensure that gender is mainstreamed.





"Ntkozo"

Anushka Virahsawmy





## CHAPTER 4

# Productive resources and employment, economic empowerment

## Articles 15-19



Women selling spare parts in a shop in Windhoek, Namibia.

Photo: David Mutani Xoagub

### KEY POINTS

- At 57%, the SGDI score of for productive resources and employment, economic empowerment places Namibia at number 13 in the SADC region and 14 percentage points below the regional average.
- The CSC score is the same as the SGDI at 57%. This is based on citizen perceptions of the country's performance towards meeting the targets of the SADC Gender Protocol on economic justice.
- Namibia has one of the lowest proportions of women in economic decision-making positions at 21%, a two-percentage decrease from 23% in 2011.
- In Namibia women's labour-force participation is 50% compared to 62% of men.
- Women account for 47% of people employed in the non-agriculture sector.
- Overall women head 39% of all households, and 43% in the rural and 32% in the urban areas.

**Table 4.1: Productive resources and employment, economic empowerment**

	SGDI	CSC
Score	57%	57%
Rank	13	10

Table 4.1 shows that the SGDI score at 57 % is the same with the citizen score (CSC). 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.

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. According to the citizens, Namibia is only a little over the halfway of where the country needs to be by 2015.

## Background

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

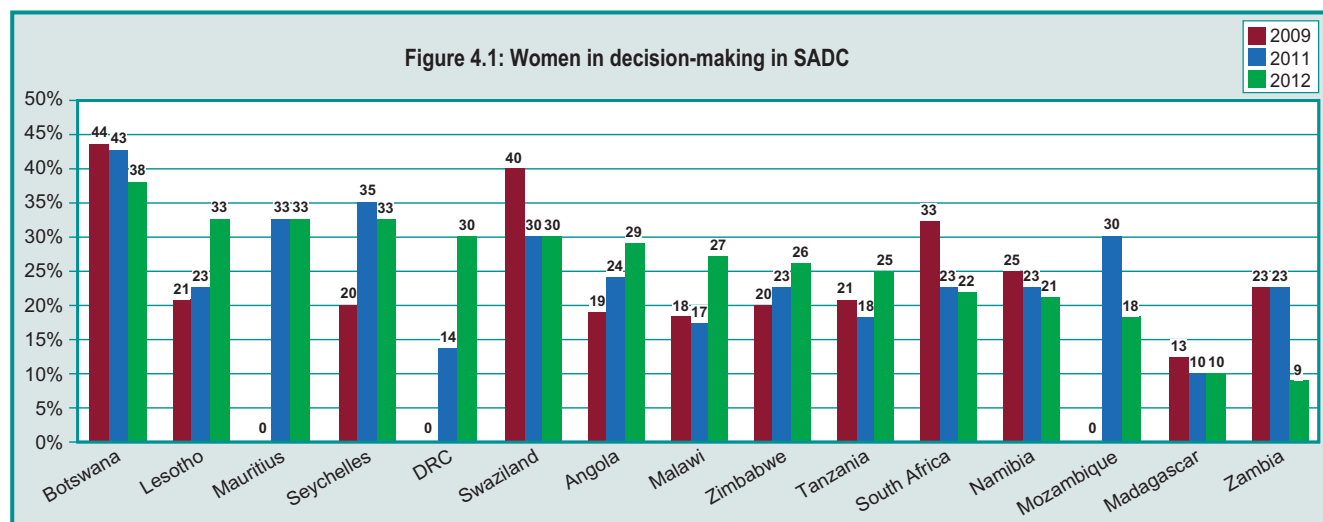
Namibia has a small population of 1.8 million people of which 51.3% are women. Women and girls constitute the majority (52%) residing in the rural areas and they contribute to agricultural production through subsistence farming. Women head 39% of all households, 43% in the rural and 32% in the urban 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 (Poverty Bulletin, National Planning Commission, December 2009, Pg3).

## 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.*

## Regional comparison of women in decision making in SADC



Source: Gender Links Regional Barometer Report, 2012.

Figure 4.1 shows that at 21 %, Namibia ranks 11 out of the 15 SADC countries when measuring women in

decision-making positions. Women representation has fallen from 25% in 2008 to the current 21%.

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

	Male	Female
Minister of Finance		✓
Deputy Minister of Finance	✓	
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	✓	
TOTAL	11	3
PERCENTAGE	79%	21%

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

Table 4.2 shows that women constitute 21% of the economic decision-makers in Namibia. Currently, the Minister of Finance Honourable Saara Kuugongelwa-

Amadhila the fifth Minister of Finance since independence is the first woman in this position.

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

	No of women	No of 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 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 fifty percent of their management as women, followed by the Electricity Control Board with 40%, while the Electoral Commission and the Namibia Tourism Board have more women than men in the senior management, with 60 percent 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" (Dr F Tjingaete, Director of NEPRU, personal interview, 25 June 2009)

In the public sector the proportion of women in management positions in government offices, ministries and agencies varies from 5% in Ministry of Defence to 75% in the Ministry of Gender.

## 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. That 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, for example, 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, Deputy Minister of Gender Equality & Child Welfare 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 stakeholders 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.

**Namibia along with Seychelles have made great strides in the past two years to promote gender budgeting:** As part of developing their respective national costed gender-action plans in 2011 and 2012 respectively, the two countries have made great strides in building 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 already available, the amount required was noted and potential sources identified. That could be either from the national treasury or from development partners. Read detailed progress on this initiative in Chapter 10 on implementation.

## 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.*





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

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>1</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, it is collected by females in 28.7% of households and by males in 11.6% of households.<sup>2</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>3</sup> The inter-censal survey found that in 36.7% of households 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>4</sup>

The Labour Force Survey reports that 28% of women and 31.7% of men are employed but are available for and would prefer to work more hours.<sup>5</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; Introduce affirmative action measures to ensure that women benefit equally from economic opportunities, including those created through public procurement processes.*

### 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 to conduct 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.

<sup>1</sup> Committee on the elimination of discrimination against women. (1999). General Recommendation No. 16 and 17 (tenth session, 1991). Available at: <<http://www.un.org/womenwatch/daw/cedaw/recommendations/recomm.htm#recom16>> Last accessed 14 February 2011.

<sup>2</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>3</sup> Ibid at page 16.

<sup>4</sup> National Planning Commission. (2010). 2006 Namibia inter-censal demographic survey : analytical report. Windhoek, Namibia: Central Bureau of Statistics. At page 52.

<sup>5</sup> Ministry of Labour and Social Welfare. (2008). Namibia labour force survey. Windhoek: Ministry of Labour and Social Welfare. At page 65.

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 which is followed by mentoring sessions; 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) primary export market research and 2) participation in trade fairs and exhibitions.

None of the specified requirements, criteria for assessment and procedures for assistance has any gender specific provisions. This 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.

### 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 percent 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 per cent).
- A substantial number of informal activities are operated from within the operator's homes (26,5 per cent).
- Most of the informal economy operators do not have employees.

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 to access 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.



Women form the majority of informal traders.

Photo: Gender Links

The majority of their clients (61 percent) were located in urban areas, while 39 percent 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 to 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>6</sup>

<sup>6</sup> Republic of Namibia, Country Gender Profile, African Development Bank, May 2006.

The Ministry of Trade and Industry and the Ministry of Gender Equality and Child Welfare have programmes in place to encourage small and medium enterprises run by women. In 2008 a total of 38% of SMEs were run by women.<sup>7</sup>

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

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

### 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

which is no 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 like 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.

## 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 operated 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 operated by individuals who hold title deeds to the land. (Robin Sherbourne, Guide to the Namibian Economy 2009)

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.

<sup>7</sup> National Planning Commission. (2008) Third national development plan 2007/2008-2011/12. Volume I. Windhoek, Namibia: National Planning Commission. At page 259.



The Agricultural (Commercial) Land Reform Act No.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 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.

**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>8</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>9</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>10</sup>

During the period under review various projects on agronomy, livestock and auctions were also conducted. There was 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>11</sup>



A group of women living with HIV.

Photo: Laurentia Golley

<sup>8</sup> Ministry of Gender Equality and Child Welfare. (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: Ministry of Gender Equality and Child Welfare. At pages 11-13 and 57-60.

<sup>9</sup> Ministry of Lands and Resettlements. (2008). Annual report 2007/2008. Windhoek, Namibia: Ministry of Lands and Resettlements. At page 17.

<sup>10</sup> Legal Assistance Centre. (2005). Our Land We Farm: An analysis of the Namibian Commercial Agricultural Land Reform Process. Windhoek, Namibia: Legal Assistance Centre. At page 32.

<sup>11</sup> Ministry of Agriculture, Water and Forestry: Projects and Progress for the Directorate of Rural Development Co-ordination 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: Ministry of Gender Equality and Child Welfare. At page 15.



**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>12</sup>

**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>13</sup> The Government has made great strides to channel funds to the rural areas for development purposes, through equity participation in Agribank.<sup>14</sup> According to the most recent statistics received from Agribank (2004/2005), 28.3% of Affirmative Action Loans are accessed by women.<sup>15</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 businesses initiatives of the community are annually assessed by the Ministry.<sup>16</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>17</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 Legal Assistance Centre 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>18</sup>

## 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 and maternity and paternity benefits.*

The Preamble of the Labour Act, 2007 (Act No.11, 2007) commits 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.

**Table 4.4: Women and men in employment**

	No of women	No of men	Total	% women	% men
*Employed	59 921	78 465	138 386	43%	57%
Unemployed					
Self employed	44 894	40 408	85 302	52%	48%

\*Employment Equity Commission, Annual Report 2007-2008.

<sup>12</sup> Ministry of Agriculture, Water and Forestry. (2009). Projects, achievement and progress for the Directorate of Rural Development. At page 4.

<sup>13</sup> Ministry of Agriculture, Water and Forestry Annual Report 2005-2006

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

<sup>15</sup> Interview, Mr. Mwazi, Agribank 2008.

<sup>16</sup> Ministry of Gender Equality and Child Welfare pamphlet on income generating activities.

<sup>17</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. At page 39.

<sup>18</sup> Ibid 30-33.

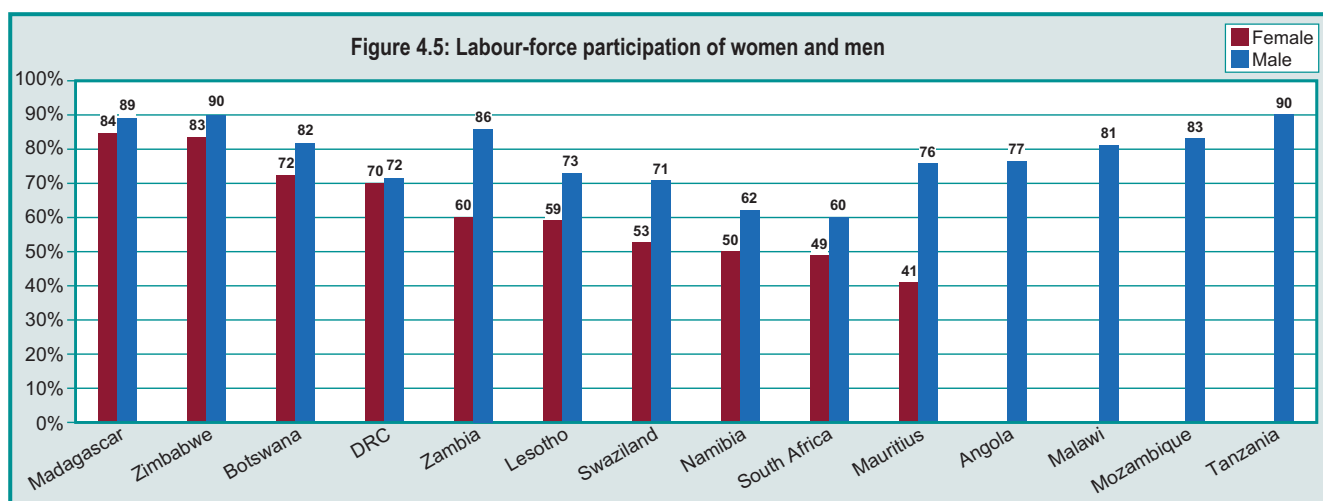
Table 4.4 shows that men constitute 57% of those employed in Namibia, compared to 43% of women. Women on the other hand constitute 52% of the self employed compared to 48% men. Women have lower participation rates in the private sector (35.7% versus 48.2% than men) but they have higher participation rates in government.

Nationally, women are most commonly employed in private households (19.4%) and in the wholesale and retail sector (18.0%). In contrast men are most commonly

employed in the agriculture (22.1%), wholesale and retail sector (12.9%) and construction (11.4%) industries.

In the rural areas women are most commonly employed in education (22.9%), wholesale and retail sector (19.6%) and agricultural sector (19.4%). Men are most commonly employed in agriculture (51.9%). In the urban areas women are most commonly employed in private households (22.2%) and in the wholesale and retail sector (17.1%). Men are most commonly employed in hotels and restaurants (22%) and the wholesale and retail sector (17.2%).<sup>19</sup>

## Labour force participation



Source: Gender Links (2012).

Figure 4.5 shows that, at 50% labour force participation for women in Namibia lags behind that of men (62%) like in the rest of SADC. Labour-force participation refers to the number of people employed within an economy, and those who are unemployed, but are looking for work. People of working-age are considered to be between the ages of 16 and 64. Students, homemakers and retired people under the age of 64 are not counted as part of the labour force.

Women predominate in the employment categories of human health and social work activities and men in industries of such as construction, transport and storage, business services, Legal and related services sector.

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, 1998 (Act 29 of 1998) 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, 2007 (Act No. 6 of 2007) 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.

Based on the analysis alongside, the conditions of employment do seem to be gender responsive in the work place policies in the country, with the provision of paternity leave being a gap at this point.

<sup>19</sup> Ibid at table 5.2b.

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

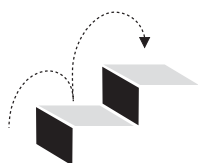
	No of women	No of men	Total	% women	% men
<b>Agriculture, forestry and fishing</b>	35	648015			
Fishing (2699)	4801				
Mining and quarrying	1091	6971	8062	14%	68%
Manufacturing	3642	3408	7050	52%	48%
Electricity, gas, steam and air conditioning supply					
<b>Water supply; sewerage waste management and remediation activities</b>	1306	3093	4399	30%	70%
Construction	440	4435	4875	9%	81%
Wholesale and retail trade; repair of motor vehicles and motorcycles	6864	9144	16008	43%	57%
Transportation and storage	408	3062	3470	12%	88%
Accommodation and food service activities					
Information and communication					
Financial and insurance activities	4617	3411	8028	58%	42%
Real estate activities					
Professional, scientific and technical activities					
Administrative and support service activities					
<b>Public administration and defence; compulsory social security</b>	23371	16322	39693	59%	41%
Education	1108	1141	2249	49%	51%
Human health and social work activities	740	226	966	77%	23%
Arts, entertainment and recreation					
Other service activities	10037	13386	23423	43%	57%
(Services sector)					
Activities of households as employers; undifferentiated goods -and services - producing activities of households for own use					
Activities of extraterritorial organisations and bodies					
Tourism & hospitality sector	1765	2157	3922	45%	55%
Private sector, Legal and related services sector	1031	5431	6462	16%	84%

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

**Table 4.6: Conditions of employment**

Provision	Yes/No	Provisions
Maternity leave	Yes	A female worker who has worked continuously for at least 12 months period for the same employer has a right to take 3 months of unpaid maternity leave. In the case of Namibia the Social Security Commission will pay 80% of her normal pay for the maternity leave period. Maternity leave should be taken 4 weeks before the expected date of birth until 8 weeks after the birth.
Paternity leave	No	The Labour Act is silent on this matter.
Sexual harassment	Yes	Has clause in the Labour Act that says that this practice is rampant in Namibia, but can be very blatant or subtle. [Does the Act say this? Acts do not usually describe the situation.] It is very difficult to define it in terms of acceptable and unacceptable behaviour, but a primary element of sexual harassment is deliberate and unwelcome conduct of a sexual nature.
Night work	Yes	If a worker's normal shift at night (any hours between 20h00 and 07h00) she/he has the right to earn 6% more per hour than a day-shift worker doing the same job. The Act is not explicit about gender or women specifically.
Same retirement age and benefits for women and men	Yes	Not specific, but for both male and female 55 yrs early retirement; and at 60 yrs full retirement with same benefits.

Labor Act/Reviewed 2007/8 (2007).

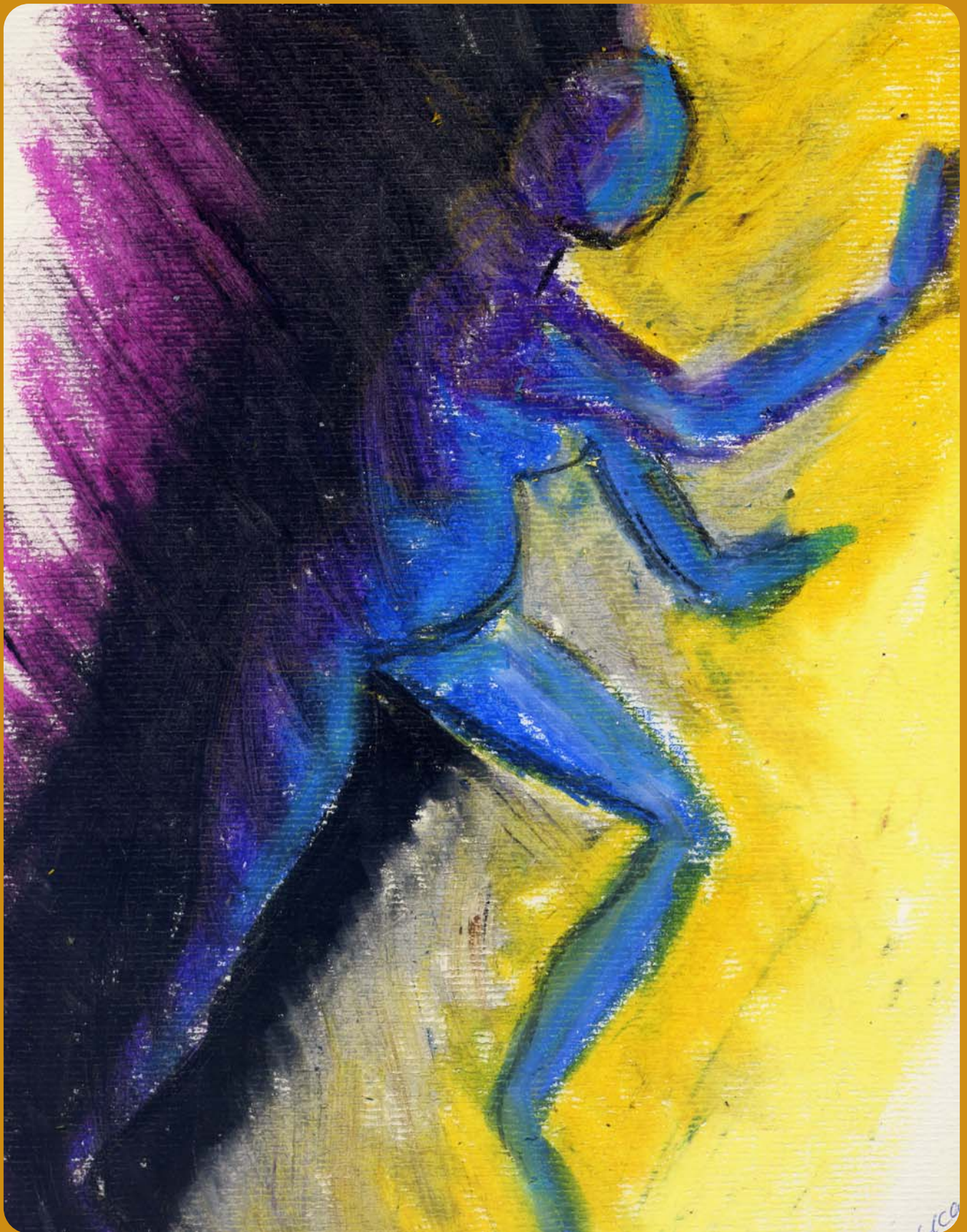


## Next steps

- 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.





"Zarina"

Anushka Virahsawmy





# CHAPTER 5

## Gender Based Violence

### Articles 20-25

Photo: Colleen Lowe Morna



#### KEY POINTS

- With a CSC score of 59%, citizens perceive that country is making some progress towards addressing gender violence as specified in the SADC Gender Protocol but acknowledges a lot still needs to be done if the country is going to achieve full marks. This places Namibia at number eight out of the 15 SADC countries based on perceptions.
- Parliament passed the Combating of Rape Act in 2000.
- Namibia has not criminalised marital rape.
- Namibia does not have a law on human trafficking.

**Table 5.1: CSC scores on gender based violence**

	SGDI	CSC
Scores	N/A	59%
Ranks	N/A	8

Table 5.1 shows that overall citizens scored government's performance at 59%. Both women and men's ratings were close 58% and 59% respectively.

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.

Although Namibia has made some progress in addressing GBV, other countries in SADC received higher scores putting Namibia in eighth place. Citizens appreciate that more needs to be done before 2015, particularly increasing community awareness on GBV and supporting survivors of GBV.

### Extent of gender-based violence



*The Protocol urges Member States to endeavour to reduce current levels of gender-based violence by half by 2015.*



Women demand an end to gender based violence at a march organised by the Women's Affairs Department - Gaborone, November 2011.

*Photo: Roos van Dorp*

Violence against women continues to be a problem in Namibia and a review of the data suggests that the prevalence of GBV in Namibia is not decreasing.

**Table 5.2**

Key area	Number/%
No of reported rape cases in last year	1100
No of rape cases that get withdrawn	Unknown
% rape cases withdrawn	20%
Number of convictions	Unknown
% conviction rate	16%

*Source: Rape in Namibia: An Assessment of the Combating of Rape Act 8 of 2000, Gender Research and Advocacy Project, Legal Assistance Centre .*

Police statistics indicate that approximately 1100 cases of rape and attempted rape are reported each year. This represents approximately 60 rapes per 100 000 people. Women account for 92-94% of victims of rape and attempted rape and one third of all cases of rape or attempted rape involve children under the age of 18. Research based on police dockets indicates that the perpetrator was known to the victim in at least 67% of cases.<sup>1</sup>

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>2</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>3</sup>

<sup>1</sup> Legal Assistance Centre. (2006). Rape in Namibia. An assessment of the Operation of the Combating of Rape Act 8 of 2000. Windhoek, Namibia: Legal Assistance Centre. 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. At pages 5, 7, 8 and 181.

<sup>2</sup> Ibid at 383.

<sup>3</sup> Legal Assistance Centre. (2009). *Withdrawn: Why complainants withdraw rape cases in Namibia*. Windhoek, Namibia: Legal Assistance Centre. 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.

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.<sup>4</sup>

## 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 5.3: Key indicators against the SADC Gender Protocol**

Targets	What is in place?
<b>LEGISLATION</b>	
Laws on Domestic violence	Combating of Domestic Violence Act (No. 4 2003)
Laws on Sexual assault	Yes, Combating Rape Act 1999
Comprehensive treatment, including PEP	Only in policy
Specific legislative provisions to prevent human trafficking	No specific
Sexual harassment	Labour Act, partly addressed in the Domestic Violence Act and Rape Act

Source: WAD, 2011.

## Response and support



*The SADC Protocol provides that by 2015 state parties shall: Enact and enforce legislation prohibiting all forms of gender-based violence; ensure that laws on gender-based violence provide for the comprehensive testing, treatment and care of survivors of sexual assault; review and reform their criminal laws and procedures applicable to cases of sexual offences and gender based violence; enact and adopt specific legislative provisions to prevent human trafficking and provide holistic services to the victims, with the aim of re-integrating them into society; enact legislative provisions, and adopt and implement policies, strategies and programmes which define and prohibit sexual harassment in all spheres, and provide deterrent sanctions for perpetrators of sexual harassment.*

<sup>4</sup> Ibid at 5.



**Table 5.4: 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>5</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. <sup>6</sup>	Raise awareness on the existence of the national GBV database so that more citizens use it.
Comprehensive testing, treatment and care of survivors of sexual offences - emergency contraception.	Domestic Violent Act and Rape Act 2000 Health policy	Most Namibian women do not know about post-exposure prophylaxis (PEP) - massive public campaign is required.
Access to Post-Exposure Prophylaxis for survivors of GBV.	Health Ministry Policy. Administered in 72hours 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 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 gender based violence?	Domestic Violence Act	

Provisions	What is in place?	What needs to be put in place?
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.
<b>Human trafficking</b>		
Specific legislation to prevent human trafficking.	None but the Prevention of Organised Crime Act of 2004 which came into force in May 2009 criminalises trafficking and in June 2009 the government commissioned a "Baseline Assessment of Human Trafficking in Namibia."	A Law on Trafficking
Mechanisms to eradicate national, regional and international human trafficking networks.	None	In response to recommendations in the Baseline Study the government has: created 15 places of safety for victims of human trafficking have been identified in all 13 regions.
Harmonised data collection on trafficking.	None taking place.	<i>Training:</i> Key service providers, social workers, police, custom exercise officers, immigration officers, the judiciary, gender liaison officers and traditional leaders have received training from the Ministry of Gender Equality and Child Welfare on human trafficking. So far, 121 persons have been trained in this regard (71 women and 50 men).
Capacity building, awareness raising and sensitisation campaigns on trafficking.	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.	
<b>Sexual harassment</b>		
Adopt laws, policies, programmes that define and prohibit sexual harassment.	<b>Labour Act 11 of 2007</b> (which addresses sexual harassment in the workplace).	Awareness raising programmes that brings together government, civil society and the private sector on sexual harassment in the work place.
<b>Support services</b>		
Cases on GBV to be heard in a gender sensitive environment.	Rape Act and Domestic Violence: The Act places a responsibility on 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 Rape Act, the LAC recommended that the Victim Support programme described in Chapter 7 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.  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.
Special counseling services.		Ensure that all service providers are sensitive to, and respectful of victims of GBV. Ensure that victims of GBV can have after-hours access to services. Ensure that WCPU staff members have sufficient training and counseling support.
Dedicated and sensitive services provided by police units; health; social welfare.	<b>Women and Child Protection Units:</b> The Government is considering the feasibility of expanding the services offered at the Woman and Child Protection Units. Police Women and Child Protection Unit.	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.
Accessible information on services available to survivors of gender based violence.	Domestic Violence Act.	Improve communication to the public about service provision, decisions, procedures and statistics.

Provisions	What is in place?	What needs to be put in place?
Accessible, affordable and specialised legal services including legal aid to survivors of gender based violence.	Ministry of Justice: Legal Aid Directorate.	Work towards ensuring that statements from victims of GBV can be taken in their local languages. Ensure that investigations of GBV cases are conducted in a timely and thorough manner. Minimize the use of postponements as stalling tactics.
Specialised facilities, including support mechanisms, for survivors of GBV.	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>7</sup> The Government is also in the process of identifying places of safety for victims of GBV in all 13 regions.	Establish and support One-Stop Centres for GBV survivors and capacity building efforts in the community-based organizations, etc to improve GBV service delivery. Develop and implement strategies or programs on economic empowerment of GBV survivors. Expand literacy programs to cover topics on GBV nationally.
Rehabilitation and reintegration facilities for survivors of GBV.		Encourage employer's assistance programs that include GBV support for both the victim and perpetrator. Establish victim support programs and a network of victim volunteers to offer information and support to rape complainants and other GBV victims.
<b>Training of service providers</b>		
Gender sensitisation training for all service providers engaged in the administration of justice, such as judicial officers, prosecutors, police, prison, welfare and health officials?		In conjunction with higher education institutions, develop a career progression structure for all stakeholders within government structures.
Community sensitisation programmes for survivors of gender based violence.	Ministry of Gender and Child Welfare (MGEWCW)	Send out frequent circulars on points of misunderstanding on the laws.
Formal training programmes for service providers.	Ministry Of Education	Provide a quota and bursary at University of Namibia for social work students, implement the program for auxiliary social workers, and re-examine conditions of service and career opportunities for social workers.

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.

## Prevention



*The Protocol provides for measures, including legislation to discourage traditional and cultural practices that exacerbate GBV and to mount public campaigns against these.*

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>8</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>9</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

<sup>5</sup> Ministry of Gender Equality and Child Welfare. (2009). Progress report on the implementation of the solemn declaration on gender equality in Africa. See the Ministry of Gender Equality and Child Welfare website at: <[www.mgecv.gov.na/documents/Database%20GBV.pdf](http://www.mgecv.gov.na/documents/Database%20GBV.pdf)>. Last accessed 7 February 2011.

<sup>7</sup> 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. At page 64.

<sup>8</sup> Ministry of Gender Equality and Child Welfare. (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. Ibid at 62.



27.6% of the male respondents).<sup>10</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>10</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>12</sup>

**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 Gender Links and its partner organisations. To date two Namibian editions of the *"I" Stories* have been published (2006 and 2008). The publications share firsthand accounts from men and women affected by GBV.<sup>13</sup>

The Legal Assistance Centre 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 Legal Assistance Centre 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>14</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



Sarry Xoagus-Eises leading a protest march against GBV.

Photo: Gender Links

<sup>10</sup> Ibid at 61.

<sup>11</sup> Ibid at 49.

<sup>12</sup> Ministry of Health and Social Services. (2008). Namibian Demographic and Health Survey 2006-07. Windhoek, Namibia: Ministry of Health and Social Services.

<sup>13</sup> Gender Links. (2008). The *"I" stories*. Namibian girls come out of the box on gender based violence. Volume 2. Location of publication not reported: Gender Links.

<sup>14</sup> Namibian Breweries Limited. (2008). Ontap. Getting it all out there. 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)> Last accessed 10 February.

- 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 and students so that they are equipped to demand responsible journalism.

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 increase in knowledge of the 16 Days. Slots have been given to some NGOs on radio. GEMSANam with the University of Namibia Gender Research Unit has worked on the SADC Protocol on Gender and Development radio programmes. GEMSANam board members have been commissioned to carry out these activities on a weekly basis.

Samy Xoagus-Eises and Emily Brown presented papers on the media's role in helping to end GBV in Namibia and 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. Southern Times Newspaper in Namibia has been a great partner to the Opinion and Commentary Services of Gender Links in re-publishing various articles from all over the world. There has definitely been change over the past year, especially in the Informat Community Newspaper, the Namibia Sun.

## Integrated approaches



*The SADC Protocol on Gender and Development calls on states to adopt integrated approaches, including institutional cross sector structures, with the aim of reducing current levels of gender-based violence 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>15</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>16</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

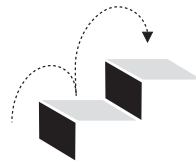
address the links between GBV and poverty and GBV and culture, and to endeavour to ensure that school dropouts are reintegrated into the education system as a means of discouraging criminal behaviour.<sup>17</sup> A number of these recommendations have been put into action as detailed below.

**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.

<sup>15</sup> 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. At page 64.

<sup>16</sup> Ministry of Gender Equality and Child Welfare. National conference on gender-based violence. Windhoek 19-22 June 2007. Windhoek, Namibia:

Ministry of Gender Equality and Child Welfare. At page iii.  
<sup>17</sup> Ibid at 34-35.



## Next steps

### Scope and forms of violence against women addressed

- Domestic Violence
- Rape and attempted Rape
- Sex Work
- Passion Killing
- Baby Dumping
- Human Trafficking
- Child Trafficking
- Forced Marriages

- 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, and more funds are needed to open more shelters that cater for the GBV survivor and any children.
- The government and NGOs need to organise more comprehensive GBV awareness campaigns on GBV.
- The country needs to criminalise marital rape.
- 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.





A different kind of family

Anushka Virahsawmy



## CHAPTER 6

# Health

## Article 26



Nurses at the Outjo hospital in action.

*Photo: David Mutani Xoagub*

### KEY POINTS

- Namibia's SGDI for the health sector is 68%, which places the country at number five out of the 15 SADC countries in the region.
- Namibia is among the SADC countries with the most comprehensive health systems.
- Citizens were slightly more critical rating the country 55% based on their perceptions of the country's progress towards meeting the health targets in the SADC Gender Protocol set for 2015. This is slightly lower than the 56% regional average.
- The maternal mortality rate for Namibia is 449 deaths per 100 000 live births.
- About 46% of the population access contraception.
- Abortion is illegal unless on specific medical grounds.
- Skilled personnel attend to 81% of births.
- On average, there is 32% total coverage of sanitation facilities in rural and urban areas. However, the gap between rural sanitation coverage - 17% and urban coverage 57% is worrisome.



**Table 6.1: CSC scores on health**

	SGDI	CSC
<b>Scores</b>	68%	55%
<b>Ranks</b>	5	12

Table 6.1 shows that at 68%, the SGDI ranks the country fifth in the region. The SGDI measures the percentage of women aged 15 to 49 years who use a modern form of contraception; the maternal mortality ratio and births attended by trained midwives or nurses.

The CSC score of 55% is considerably lower than the SGDI and is one of the lowest in the region at number 12. Government is making efforts to improve the health of mothers, young children and adolescents. Some initiatives have begun to target men more successfully



It is something to ponder on that women in rural areas travel long distances to access health services. Rebecca and Bertha of Tsumeb village discuss issues affecting them.  
Photo: Susan Tolmay

too. However, citizens probably took into account some of the challenges. For example, the SGDI does not take into account that abortion remains illegal in Namibia. Authorities permit abortion only on certain medical grounds. Two practitioners must approve abortion after rape or incest in writing. The written approval can take time leaving the girl and women more vulnerable to unsafe abortions.

Also, many women are unaware and do not have access to the female condom, particularly in the peri-urban and rural areas. It is expensive too.

### 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, Newborn and Child Health.<sup>1</sup>

The Government places maternal and child health 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 services during pregnancy, safe midwifery, delivery services during labour and post natal care services.

## Sexual and reproductive health



*The Protocol provides for state parties to by 2015, adopt and implement legislative frameworks, policies, programmes and services to enhance gender sensitive, appropriate and affordable quality health care; reduce the maternal mortality ratio by 75% and ensure the provision of hygiene and sanitary facilities.*

<sup>1</sup> World Health Organisation. (2009). *Maternal and child health in Namibia*. Second edition. Namibia: World Health Organisation. At page 29.

<sup>2</sup> Ministry of Health and Social Service. (2008). *Health and social services system review*. Windhoek, Namibia: Ministry of Health and Social Services. At page 12.

**Table 6.2: Key sexual, reproductive and health indicators**

Indicators	Country statistics
Current maternal mortality rate (out of 100 000)	449
% Births attended by Skilled Personnel	81%
% Contraceptive use among sexually active women 20-24 (in case of Namibia is 15-24 men and women)	46%
Total coverage of sanitation facilities	32%
Urban coverage	57%
Rural coverage	17%

Source: 2012 SADC Gender Protocol Barometer.

Maternal mortality has risen from 271 out of 100,000 in 2000 to 449 out of 100 000 in 2006, despite high ante natal coverage (95.6%) and almost 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 1150 mobile clinics (no mobile clinics were previously reported) since the second and third MDG report.<sup>3</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>4</sup>

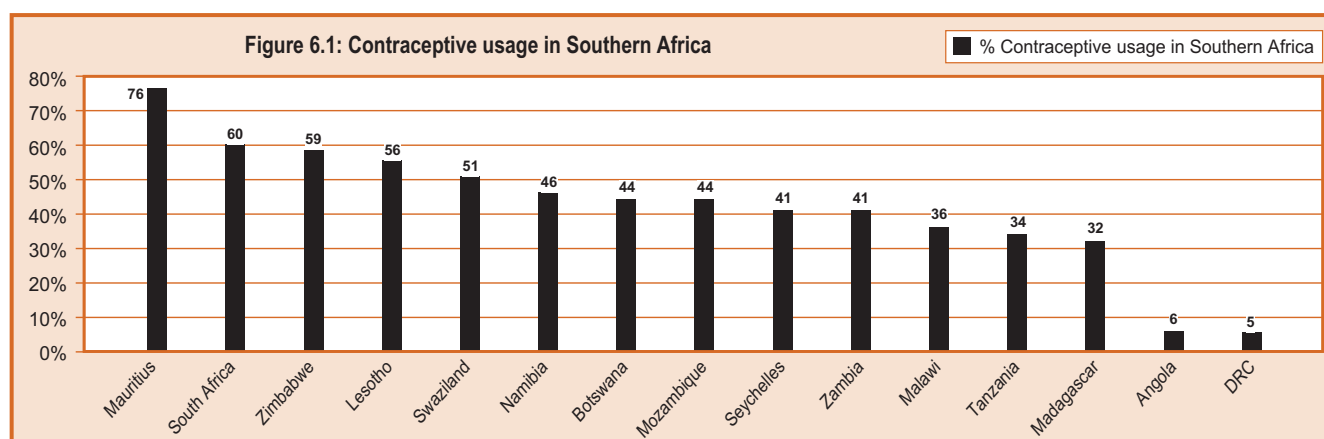
The 2006-2007 Demographic and Health Survey reports that 70.4% of women report at least one of seven specified problems accessing healthcare services: (1) getting permission to go for treatment; (2) getting money for treatment; (3) distance to a health facility; (4) having to take transport; (5) not wanting to go alone; (6) concern that no female service provider will be available; and (7) concerned that no service provider will be available at all.<sup>5</sup>



Nurses attending to a baby in an infant incubator.

Photo: David Mutani Xoagub

## Family planning and contraceptive Usage



Source: SADC Gender Protocol Barometer, 2012.

<sup>3</sup> Ministry of Health and Social Services. (2008). *Namibia Demographic and Health Survey 2006-2007*. Windhoek, Namibia: Ministry of Health and Social Services. At page 3.

<sup>4</sup> Ministry of Health and Social Services. (2008). *Namibia Demographic and Health Survey 2006-2007*. Windhoek, Namibia: Ministry of Health and Social Services. At page 242.

<sup>5</sup> Ibid at page 128.



As highlighted by Figure 6.1 Namibia ranks six in SADC, with only 46 % of the population using contraception. 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%).<sup>6</sup> A total of 65.7% of sexually active women use a form of modern contraception.<sup>7</sup>

The percentage of men involved in family planning campaigns is rising. On family planning, there is 81% of condom use. The male condom is the contraceptive method used the most and profile of the users is aged between 15-24 yrs and beyond.

Contraceptive campaigns do include information on the female condom, namely the femidom. In 2000 an NGO, Women's Action for Development (WAD) selected some women from some regions to test the femidom. 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. National Social Marketing Programme (NASOMA) also distributed 1,595,277 condoms and 19,446 femidoms.<sup>8</sup>

Education on family planning has been included in Safe Motherhood programmes (discussed below). The importance of family planning and sex education has also been recognised in the Ministry of Education policy for the prevention and management of learner pregnancy.

### Maternal health

Research shows that approximately 95% of women receive antenatal care from a skilled service provider, an increase from 91% as previously reported. The greatest improvements have been seen in the Omaheke (19 percentage points) and Kavango and Caprivi regions (10 percentage points).

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 antenatal care from a doctor compared with 7% of women in rural areas. However whilst 69% of mothers receive antenatal care from nurses and midwives in urban areas, 86% of women in rural areas receive such care from nurses and midwives.

Access to antenatal care has been correlated to education - 15% of women without education fail to access

antenatal care compared with only 4% of women with education.<sup>9</sup>

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 is seen since 2000 with 71% of women receiving antenatal care before six months compared with 69% of women in 2000. Seventy percent of women make the WHO-recommended four antenatal visits.<sup>10</sup>

The percentage of women receiving assisted deliveries by trained personnel has risen from 75% in 2000 to 81.4% in 2006-07. Postnatal services were provided to 65% of women within two days of birth. Approximately 20% of women did not receive any post-natal care.<sup>11</sup>

### 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.<sup>12</sup>



Immunisation against communicable and the killer diseases before getting pregnant is one way of combating maternal deaths.

Photo: Laurentia Golley

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 percent 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>13</sup> The MoHSS conducted a needs assessment for

<sup>6</sup> Ibid at 54.

<sup>7</sup> Ibid at 58.

<sup>8</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>9</sup> Ibid at 115-117.

<sup>10</sup> Ibid at 118-119.

<sup>11</sup> Ibid at 123-124.

<sup>12</sup> Ibid at 131.

<sup>13</sup> Ibid at 113.

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 due to immunodeficiency and these diseases contribute to the increase in maternal mortality.<sup>14</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>15</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>16</sup>

### 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>17</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. Supporting statement by government: (Namibia).

In a statement at the 1994 International Conference on Population and Development in Cairo, then Minister of Health and Social Services Nicky Iyambo stated that, "On the question of abortion, the position of Namibia is that it can only be performed under strict medical supervision within the confines of the laws, which state that consent to abortion can only be given in cases of rape, incest and when the life of the mother is in danger. Mr. President, ladies and gentlemen it must be clearly understood that Namibia does not promote abortion as a means of family planning but as a public health issue."

Namibia has had some debates and campaigns on the termination of pregnancy. Sister Namibia, a women rights feminist organization, lobbied for safe abortions in Namibia. It was tabled in National Assembly but voted against by the majority of members. This vote was based on the grounds of religion and certain cultures.

## 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.

Furthermore, menstruation, pregnancy, and post-natal care become increasingly difficult for women without proper hygiene and sanitary facilities, as does caring for family and community members living with HIV. According to the World Health Organization, almost

<sup>14</sup> Ministry of Health and Social Services. (2006). *Report on needs assessment for emergency obstetrics care*. Windhoek: Ministry of Health and Social Services. Windhoek, Namibia: Ministry of Health and Social Services. At page 87 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>15</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>16</sup> National Planning Commission. (2008). *Second Millennium Development Goals Report*. Namibia. Windhoek, Namibia: National Planning Commission. At page 29.

<sup>17</sup> Ibid at 13.

one tenth of all global deaths can be avoided by providing clean drinking water, better sanitation and improving water resources management to provide reduce incidence of water-borne diseases and cases of accidental drowning.

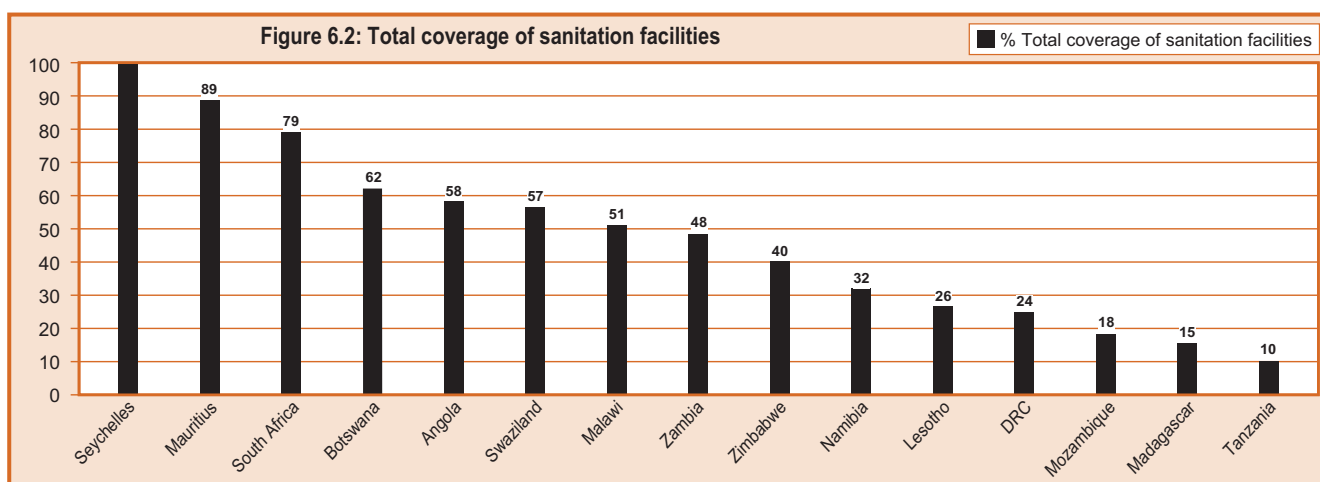
Household sanitation is everyone's responsibility, but the reality is that women, especially those in rural areas, bear a disproportionate burden of household responsibilities. Tasks such as cooking, cleaning, care giving and caring for children are easier where there is running water. Inadequate sanitation also impacts on women and girls' personal safety. Women's risk of experiencing rape and sexual assault are reduced when toilets and water supplies are located close to home, and where they do not have to leave their homes at night to access these. Women thus have a vested interest in ensuring that there are developments in

sanitation in their countries, and their energies should be harnessed to implement national and community projects to improve sanitation. Although providing hygiene and sanitation facilities are provisions of the protocol, the developments have been slow.



Improved coverage of sanitation facilities will lead to a healthy nation.

Photo: Trevor Davies

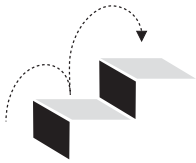


Source: 2012 SADC Gender Protocol Barometer.

Figure 6.2 shows that overall the coverage of sanitation facilities in Namibia is 32%. On closer analysis, rural coverage is 17% compared to 57% urban coverage of sanitation facilities. There is a need to accelerate efforts

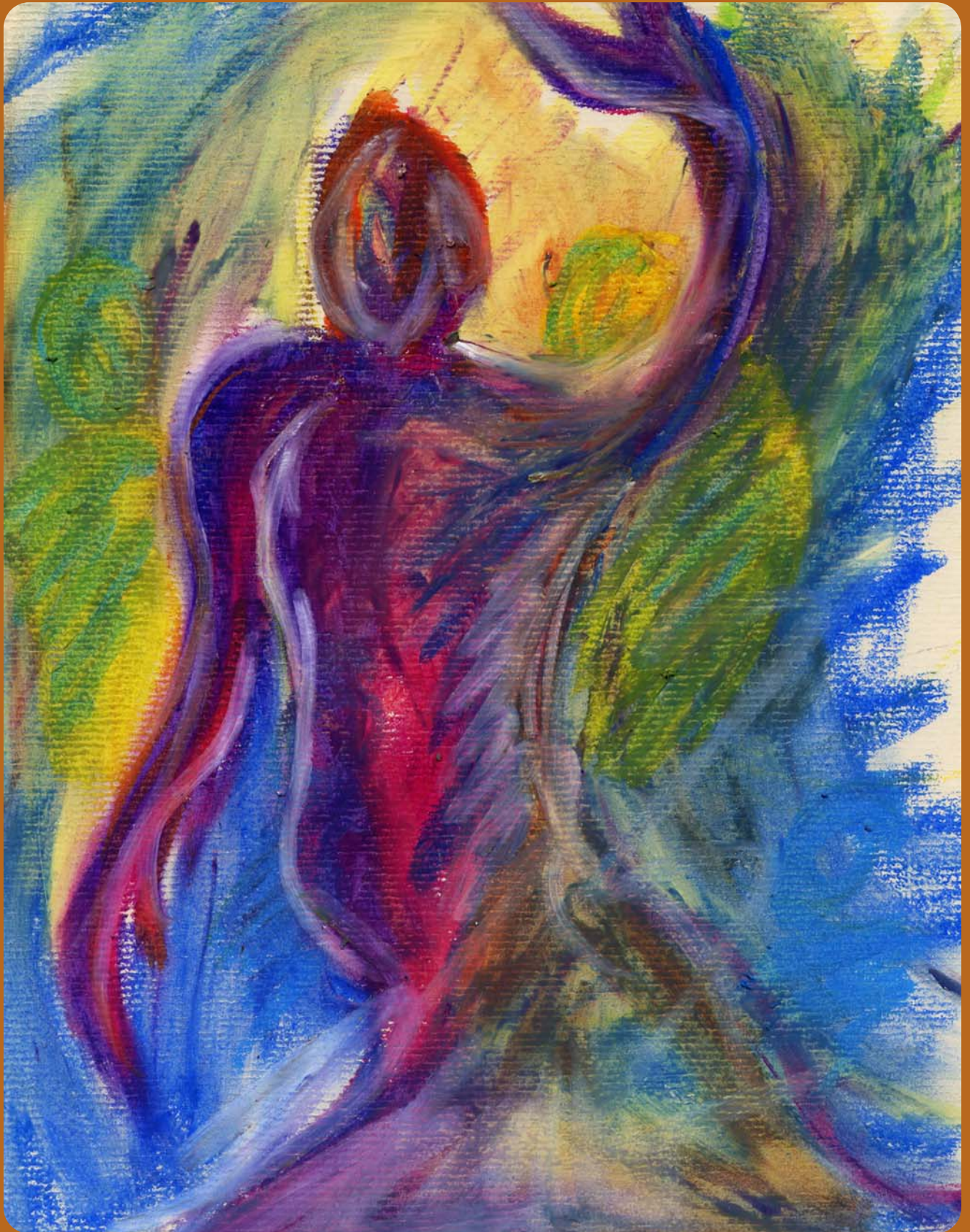
by putting in human, financial and technical resources to improve the facilities if the country is going to meet the targets of the SADC Gender Protocol by 2015.





## 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.
- An increase of emergency obstetrics care as a means to reduce the current Maternal mortality of 449 per 100 000 live births
- 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.



"Anita"

Anushka Virahsawmy





# CHAPTER 7

## *HIV and AIDS*

### *Article 27*



March to commemorate World AIDS Day in Arandis - December 2010.

*Courtesy: Sarry Xoagus-Eises*

#### **KEY POINTS**

- At 71 %, the SGDI on HIV and AIDS puts the country at number four out of the SADC region in terms of progress towards achieving the SADC Gender Protocol targets relating to the sector based on empirical data.
- The citizen score is lower at 66% based on citizens' perception of government's performance in the area. Namibia is one of only five SADC countries where citizens' score is lower than the SGDI.
- Namibia has a low HIV and AIDS prevalence rate of 13% of the population HIV positive.
- Gender inequalities continue to drive the pandemic in Namibia.
- In 2011, more than 90% of HIV-positive mothers received anti-retroviral drugs for PMTCT.



**Table 7.1: HIV and AIDS  
SGDI and CSC scores**

	<b>SGDI</b>	<b>CSC</b>
<b>Scores</b>	71%	66%
<b>Ranks</b>	4	7

Table 7.1 shows that at 71 %, the SGDI on HIV and AIDS is higher than the CSC at 66%.

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.

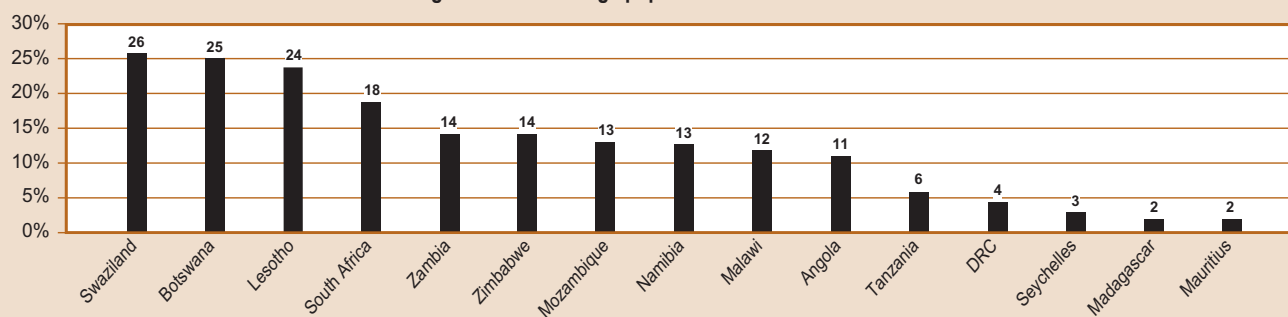
### The current situation

**Table 7.2: Key Gender, HIV  
and AIDS Indicators**

	<b>% women</b>	<b>% men</b>
Extent of comprehensive knowledge on HIV and AIDS	83%	86%
HIV infection	13%	
Share of HIV infection	59%	41%
Voluntary Counselling and Testing	68.8%	31.2%
On ARV treatment	84%	
HIV positive pregnant women receiving PMTC	90%	

Source: 2012 SADC Gender Protocol Barometer; UNGASS 2010 country report; IAS 2009 fact sheet on HIV and AIDS in sub-Saharan Africa.

**Figure 7.1: Percentage population infected with HIV**



Source: 2012 SADC Gender Protocol Barometer.

Figure 7.1 shows that Namibia has the eighth highest HIV and AIDS prevalence rate in the region. 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>1</sup>

In line with the CEDAW committee general recommendation number 15,<sup>2</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>3</sup> The policy is accompanied by a multi-sectoral national plan with a monitoring and evaluation framework.<sup>4</sup> The report recognises the need to collect gender disaggregated data. The Government also runs information campaigns through the media and extensively distributes free male and female condoms as discussed above.

<sup>1</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 and 15.

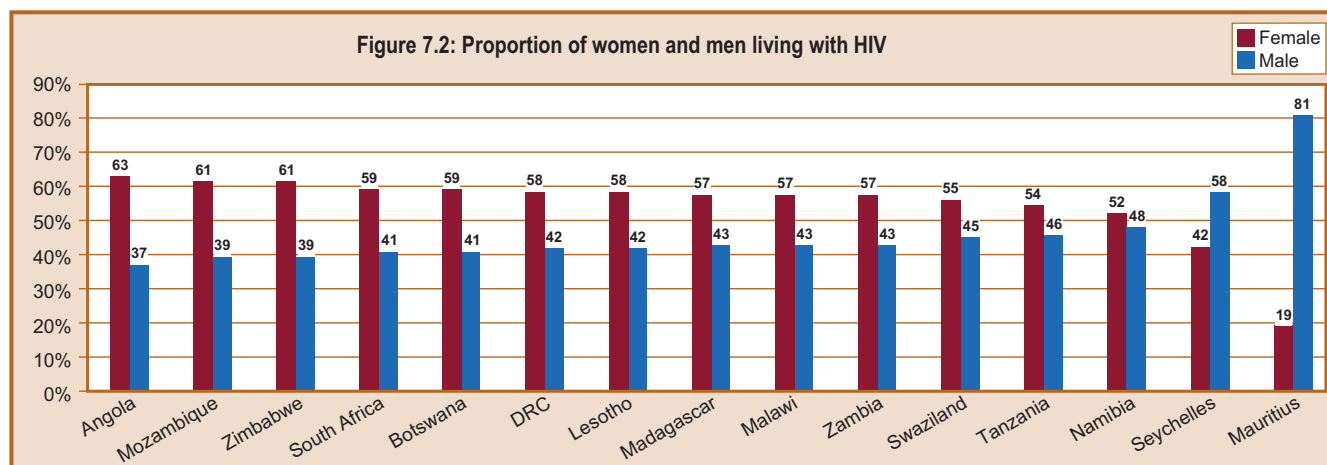
<sup>2</sup> Committee on the elimination of discrimination against women. (1999). General Recommendation No. 24 (seventh session, 1988). Available at: [www.un.org/womenwatch/daw/cedaw/recommendations/recomm.htm#recom15](http://www.un.org/womenwatch/daw/cedaw/recommendations/recomm.htm#recom15) Last accessed 14 February 2010.

<sup>3</sup> Ministry of Health and Social Services. (2007). *National Policy on HIV and AIDS*. Windhoek, Namibia: Ministry of Health and Social Services.

<sup>4</sup> Directorate for Special Programmes. (2006). *Plan for National Multisectoral Monitoring and Evaluation of HIV/AIDS*. Windhoek, Namibia: Ministry of Health and Social Services.

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>5</sup>



Source: UNAIDS 2010.

Figure 7.2 shows that women are more vulnerable to HIV infection than men in all SADC countries except the island countries Seychelles and Mauritius. Women make up 59% of those living with HIV in Namibia compared to 41% men. The fact that it is more women

who access treatment, counselling and are on ARVs and PMTCT is also worth noting but it is not entirely surprising as most HIV tests are done on pregnant women and the prevalence rate of HIV is higher with women.

## 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.*

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>6</sup>

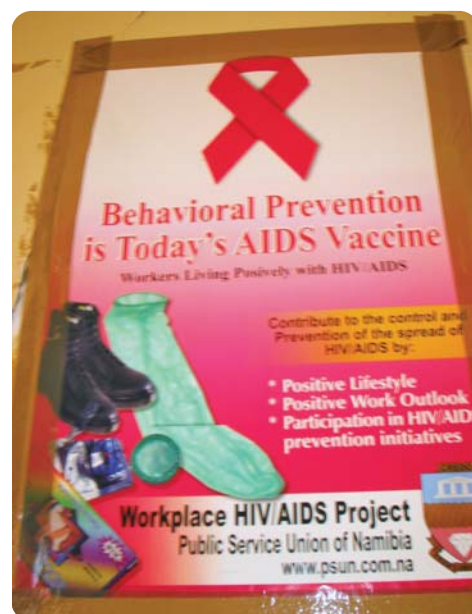


Photo: Sarry Xoagus Elsie

<sup>5</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>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 ix.

## PMTCT

The Government has also 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 has achieved the target of providing approximately half of all HIV-positive pregnant women with this treatment.<sup>7</sup> All pregnant women are routinely offered syphilis testing.<sup>8</sup>

According to the MDG Namibia report of 2008, in 2006, 92% of women who started antenatal care (ANC) took an HIV test. Seventy-nine percent 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.

## Treatment

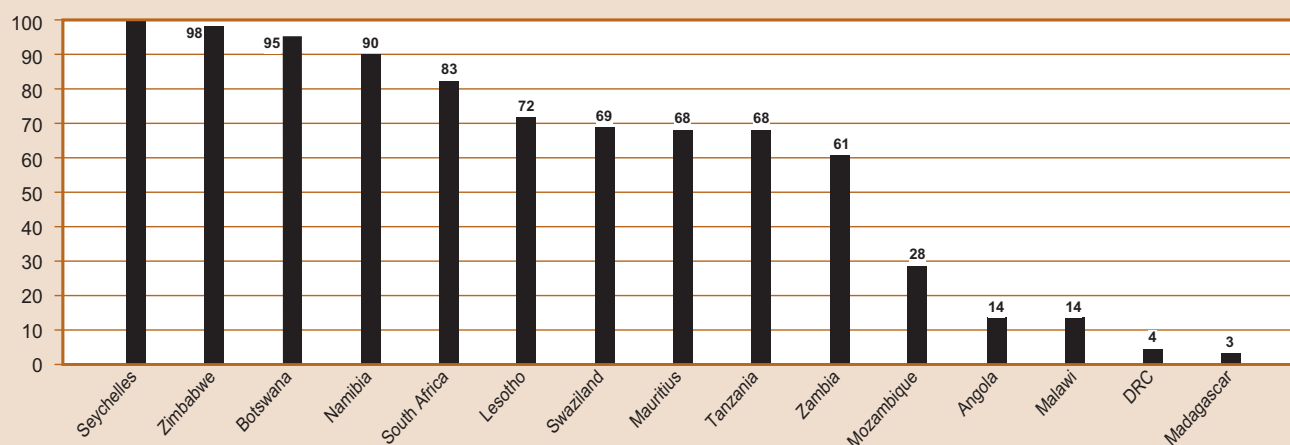


*The Protocol requires state parties to ensure universal access to HIV and AIDS treatment for infected women, men, boys and girls.*

The HIV and AIDS national policy provides for the access to HIV and AIDS treatment. There is a huge gender

gap in terms of access to treatment this mainly received by women who go for voluntary testing and get PMTCT.

Figure 7.3: Percentage pregnant women living with HIV on PMTC



Source: UNAIDS 2010, WHO 2011, ZHDS 2010-2011.

### Namibia comes fourth in providing access to PMTCT:

Across the SADC region coverage ranges from 3% to around 100%, with the lowest percentages in DRC and Madagascar. In Namibia at least 90% of pregnant women living with HIV receive PMTCT.

### Care work

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

<sup>7</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; 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>8</sup> World Health Organisation. (2009). *Maternal and child health in Namibia*. Second edition. Namibia: World Health Organisation. At page 26.



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

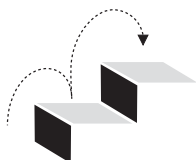
Living with HIV and AIDS (ICW). Finally, GEMSA held interviews with the Global Fund, with three members of the Primary Health Care (PHC) Directorate (which oversees community based health care (CBHC)) in the Ministry of Health and Social Services (MoHSS), and with the permanent secretary from the Ministry 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 has developed a new policy on CBHC released in March 2008; it provides ample support and recognition of caregivers in the country.

The new policy aimed to standardise and professionalise home-based care. Government and key stakeholders have made efforts to operationalise 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 progress 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 (roughly USD \$31-62).
<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 psycho-social 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.



#### Next steps

- There is need to find innovative ways to address the gender dynamics that fuel women's vulnerability to getting infected by HIV.
- 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.
- IEC campaigns should effectively mainstream gender concerns to empower girls and boys on the importance of negotiating and practicing safe sexual relations.
- The Government, NGOs and churches need to increase support for the rising number of orphans.
- 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 in care work to ease the burden of home and community based care on girls and women.





"Nicole"

Anushka Virahsawmy





## CHAPTER 8

# Peace building and conflict resolution

## Article 28



Women police officers receive gender training in Outjo, Namibia.  
Photo: Gender Links

### KEY POINTS

- The overall CSC score for peace building and conflict resolution sector for Namibia is 78% in terms of citizen's perceptions of the country's performance towards achieving the SADC Gender Protocol targets for this sector. This puts the country ahead of the rest of the other 14 SADC countries.
- Research shows that the proportion of women in the defence force is 26%, 31% in the police force and 54% of those deployed as peacekeepers.
- The Namibian Ministry of Defence has a recruitment policy that stipulates a minimum intake of 10% women.

**Table 8.1: Women and men's perception of the peace building and conflict resolution sector**

	SGDI	CSC
Score	N/A	78%
Rank	N/A	1

Table 8.1 shows that the overall the citizen score for peace building and conflict resolution sector for Namibia is 78%. This puts the country

in first place. Citizens acknowledge that progress made in mainstreaming gender in the peace and security sector but more needs to be done if the country is going to meet the 50/50 women in decision making in the peace and security sector by 2015.

While it may eventually be possible to calculate an empirical score for this sector, the researchers found it difficult to access data that could also be comparable across all SADC countries.



## 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.*

### 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 to of implementation.

### Defence Force Act

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

Namibia's Police Act 19 of 1990 is gender sensitive and the recruitment policy provides for the entry of women into the service.

## Representation

### Defence forces

**Figure 8.1: Representation of women in the defence force**

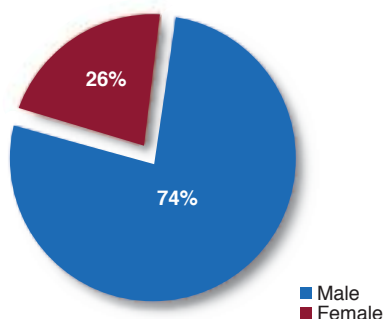


Figure 8.1 shows that Namibia has a proportion of 26% women in the defence force. The country is the second highest in terms of women representation in sector in the SADC region. There are two brigadier generals in the Namibian Defence Force. The Namibian Ministry of Defence has a recruitment policy that stipulates a minimum intake of 10% women. This policy has shown dividends. The country also has a female Deputy Defence Minister, Lempy Lucas.

Progress in enrolling more women in the defence forces can be attributed to the impact of UNSCR 1325. The instrument has had an impact on increasing the number of women in the region's defence forces according to an Institute of Security Studies assessment.

### Police services

**Figure 8.2: Representation of women in the police force**

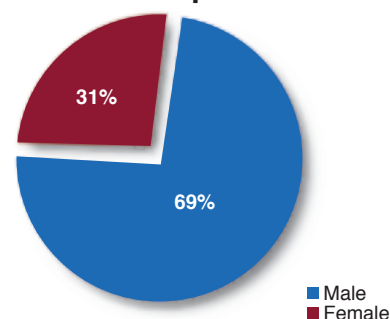


Figure 8.2 shows that Namibia in 2009 had a proportion of 31% women representation in the police force. This places the country at number three after Seychelles and South Africa. It could not be ascertained whether there has been an increase because gender disaggregated figures were not available last year.

### Namibia: Karas police chief welcomes new recruits

Armas Shivut, Karas Police Regional Commander, welcomed 135 new recruits on 28 March 2012. The recruits recently completed six months of training at the Joseph Pius Kaundu and Ondangwa police training centre.

Reminding the 46 women and 89 men (women formed 34%) that the basic mission of police is to prevent crime

and disorder, Shivute said: "the public are the Police and the Police are the public, and both share the same responsibility for community safety."

He emphasised that it requires commitment, dedication, unity, morale and maximum discipline for the force to succeed in maintaining law and order. "Comply with all administrative, operation, disciplinary, protocol as

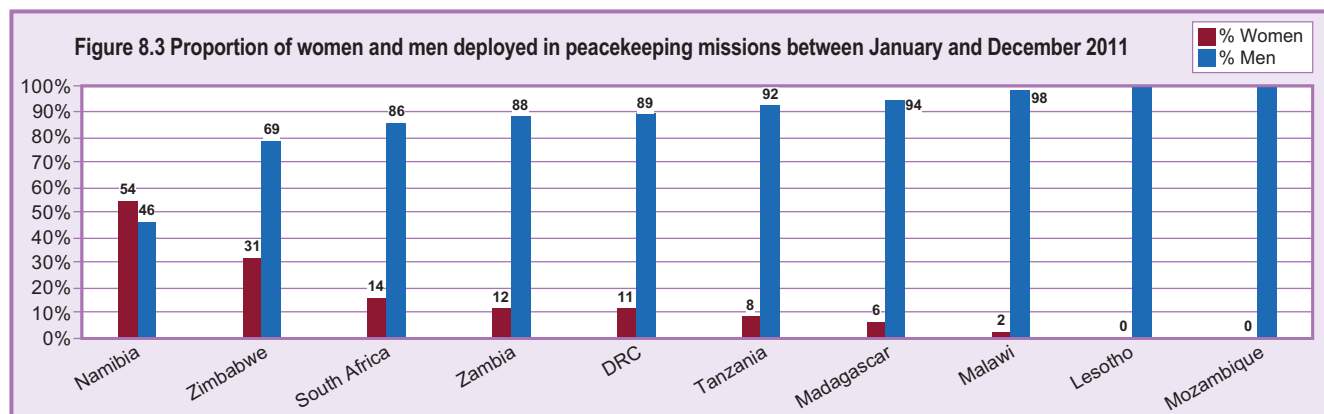
well as rules, regulations and standing orders which are governing the Namibian Police Force," he added.

Warning the new uniformed men and women against tribalism, Shivute urged officers to be guided by the

"constitutional principles of non-discrimination on the ground of sex, race, colour, ethnic origin, social, marital or economic status." According to Shivute, the new recruits will undergo a month-long induction programme before being deployed to police stations in the region.

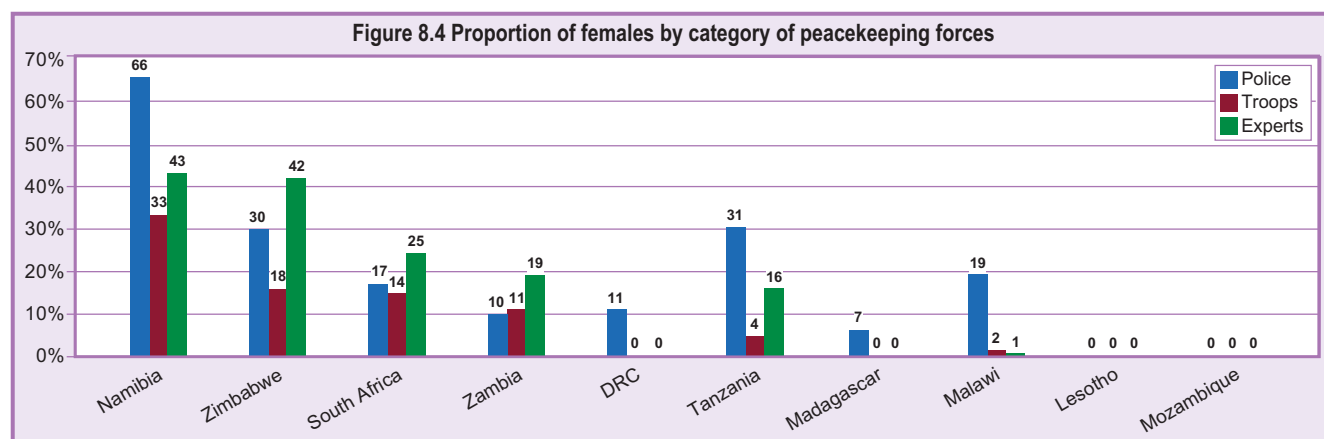
Source: [http://www.namibian.com.na/index.php?id=28&tx\\_ttnews\[tt\\_news\]=95335&no\\_cache=1](http://www.namibian.com.na/index.php?id=28&tx_ttnews[tt_news]=95335&no_cache=1)

## Peacekeeping missions



Source: Calculated from UNDPKO 2011 monthly statistics.

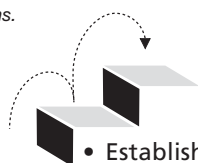
Figure 8.3 shows that Namibia deployed the highest proportion of women peacekeepers between January and December 2011 compared to other SADC countries where data was available.



Source: Calculated from 2011 UNDPKO Monthly Statistics for Peace missions.

A closer analysis of Namibia's deployment in Figure 8.4 indicates that more women police were deployed (66%), up from 55% in 2011.

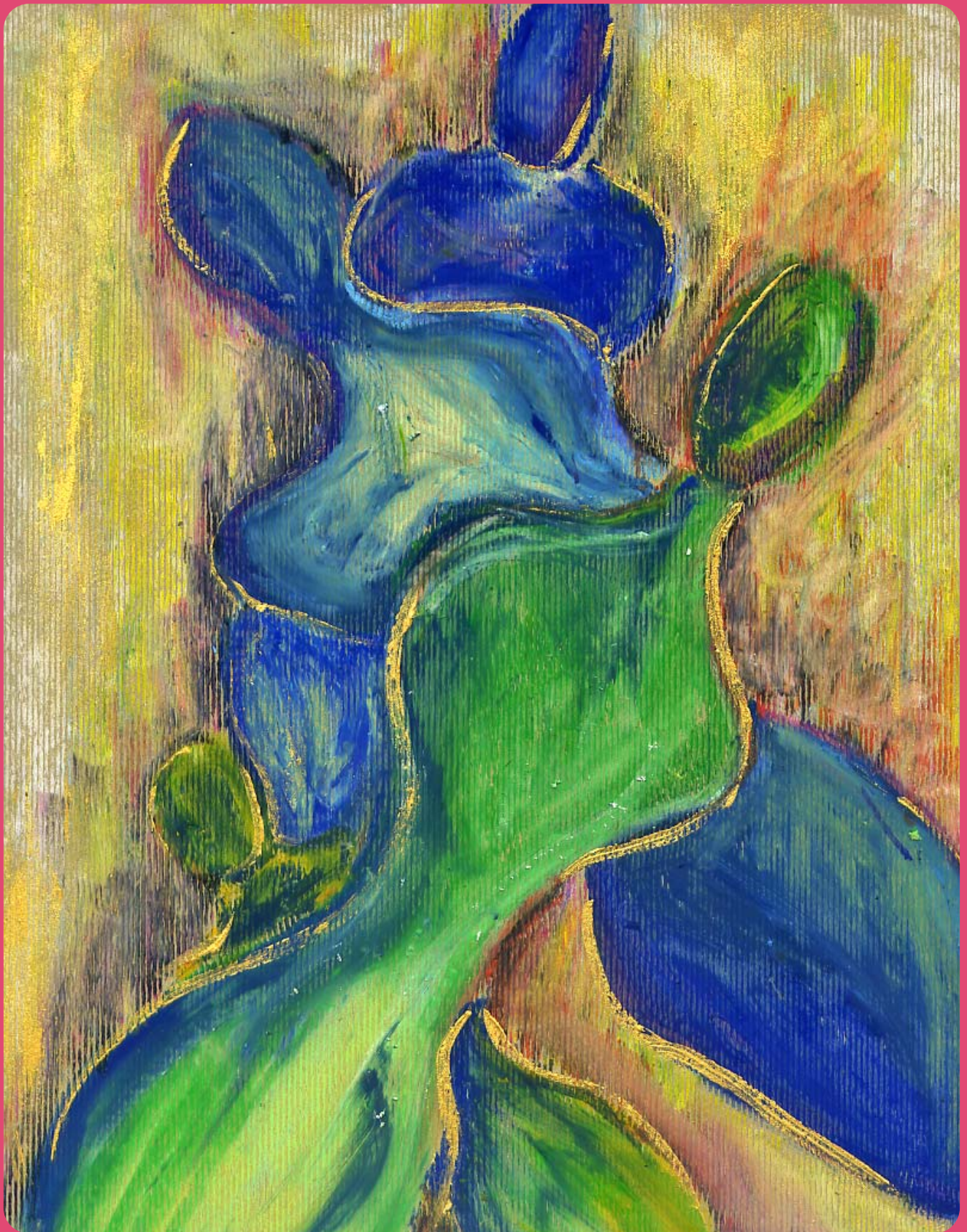
The numbers of women deployed can only improve in Namibia and elsewhere by increasing the intake of women into the security services and ensuring that they receive the necessary training and opportunities to be deployed. It is also important to examine the conditions under which women are deployed to determine if they are gender sensitive.



## Next steps

- Establish Gender Focal Points within each Ministry addressing issues of peace and security such as Home Affairs, Ministry of Defence among others.
- 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



Multi-tasking - Stella Kavendjii a Namibian singer goes on air with baby at Base FM.  
Photo: Colleen Lowe Morna

### KEY POINTS

- The SGDI score of 78% on media is relatively high placing Namibia in fourth position compared to the rest of the SADC countries.
- While the SGDI is based on empirical data, the citizens based on their perceptions of the country progress in meeting the media targets in the SADC Gender Protocol gave the same mark according to the citizen scorecard.
- The Namibian Constitution guarantees its citizens freedom of expression.
- According to a gender and media in education study conducted in 2010, female students comprise 60% of the students in the media department.
- 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.
- Articles about GBV or that mention GBV account for 4% of topics covered; which is at parity with the regional average.
- 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%) 29% 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 has decreased to 26% in the 2010 GMPS

**Table 9.1: Media, information and communications SGDI and CSC scores**

	SGDI	CSC
<b>Scores</b>	78%	78%
<b>Ranks</b>	4	1

At 78%, Table 9.1 shows that the SGDI score is relatively high. Except in the area of women as news sources, Namibia has performed well in terms of promoting gender equality on many fronts in the media sector putting the country in fourth place.

The SGDI score is based on women's representation in the media at different levels, on the board of directors; in management; as teachers and students in media institutions; and the use of women versus men as news sources.

Interestingly citizens gave the country the same score (CSC) as the SGDI, scoring 78%. 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.

### 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 in societies 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 mindsets, but have not always been strategic in engaging with the fourth estate.

Figure 9.1 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 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 on going 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 be within the media: that is in its institutional make up, as well as in media content.

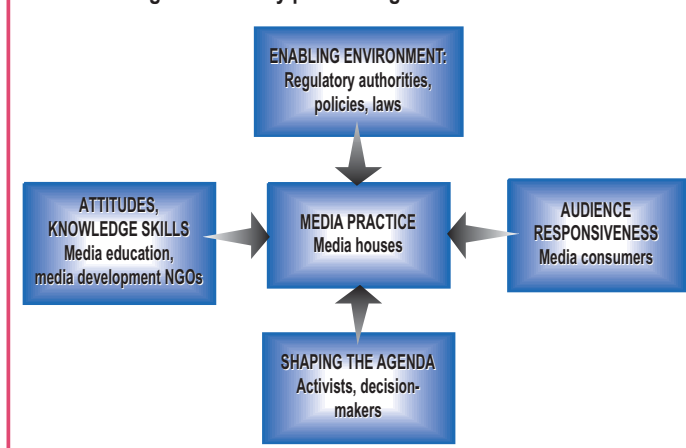
There is only one time bound media target in the Protocol: the achievement of gender parity in media decision-making by 2015. The wording of the provisions is careful not to be prescriptive or make assumptions about the extent to which government can regulate or influence the media (especially the private media). However, the provisions are significant in that:

- They cover both media content and the institutional makeup 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, that form the basis of advocacy and training efforts, and that make it possible to monitoring progress in this sector are summarised in Table 9.1 on key indicators

## Media regulations in Namibia

**Figure 9.1: Entry points for gender in the media**



*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.*

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 whistleblowers 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 launched frequent verbal assaults on the independent press, notably the *Namibian* and the weekly tabloid *Informante*. Frequent calls were made by SWAPO cadres including MPs to ban *The Namibian's* popular SMS pages as they are deemed to disrespect the SWAPO party and its leaders. Other calls were made to have the popular phone-in-programmes removed off air from the NBC after Party leaders felt that the callers were being disrespectful towards the former President Sam Nujoma.

After President Pohamba took over from the founding president Sam Nujoma in 2004, the political atmosphere appeared to become more open. Citizens for a while felt more confident to speak out. 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, will have 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.

### 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 most comprehensive study yet undertaken of the gender dimensions of journalism and media education and training in tertiary institutions in Southern Africa.



A media student learning the basics of photojournalism.

Photo: Gender Links

University of Namibia (UNAM) and Polytechnic of Namibia (PON) were part of a larger GIME audit that was administered in 25 institutions in 13 countries including Botswana, Democratic Republic of the Congo (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:

### Institutional policy framework

**Neither institution had a gender policy but UNAM recently held a workshop in September 2012 to develop one.** Presently there are slightly more female than male students. Points earned in matriculation exams, qualifications, industry experience and performance in interviews are 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 are 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 are no stand-alone policies on sexual harassment at PON or UNAM.** Sexual harassment can 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 is almost gender parity among staff at both institutions:** Women make up 47% of staff at both PON and UNAM, which is slightly more equitable than the regional average of 38% for female staff. This places 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 are female:** and while there are more female full-time lecturers than males at PON, the two full-time lecturers for media education and journalism training at UNAM are both men.

**There are slightly more female than male students:** Females comprise 60% of the media education and journalism training departments at PON and UNAM, similar to the regional average of 61%.

**There is a disparity between the percentage of female staff (47%) and students (60%) in Namibia:** This shows that while more work can be done, Namibia is progressing much better in terms of an equal staff to student ratio than the rest of the region. For example, DRC has 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 are 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.

**But theoretical underpinnings are provided at UNAM:** Media studies and journalism students at UNAM are 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 discipline such as Politics, Sociology or Psychology. They are introduced to gender issues in these courses, as well as in the content of their media education and journalism programme.

**There is some gender incorporated into course content:** At both PON and UNAM, gender is 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 is dependent upon the

lecturer's personal knowledge and commitment to mainstreaming the topic into lectures, readings and assessments.

**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 Gender Links to mainstream gender into entry-level journalism education, both institutions performed the same 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 and 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.

**Yet both institutions serve as models for mainstreaming:** However, the UNAM HIV/AIDS Policy and PON's pilot project with Gender Links on mainstreaming gender into entry-level journalism education both serve as models for mainstreaming gender in teaching, research and other activities of media education and journalism training departments. The findings of this research have 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 are strategic opportunities to work with the two institutions between 2010-2011 to mainstream gender into media education and journalism training. UNAM begins its curriculum review in 2010, while PON will conduct its next review starting in 2011. PON and Gender Links have also recently signed a Memorandum of Understanding and entered into an official partnership.<sup>1</sup>

### **Teaching/learning**

**There is 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 exist amongst some staff; and no monitoring and evaluation or other mechanisms to systematise how gender is mainstreamed, as 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 are aware of the importance of incorporating gender into their degree programmes, and can apply their basic

<sup>1</sup> Signed in September, 2010.

gender and media understanding to identify gender biases and stereotypes as consumers of Namibia's media.



Salmi Hangula (NBC journalist), interviews Councillor Franco !Gomseb, Deputy Mayor of Outjo. Photo: Sarafina Shindumee

### Prescribed texts/readings/learning materials

**Gender is 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 is missing from the prescribed texts, readings and course materials used in PON and UNAM curriculum.

### Assessments

**Gender is not incorporated as a standard in any systematic way in the media education and**

**journalism training department's assessments or curriculum:** Gender is 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, are the main criteria used by the journalism and media studies departments to evaluate their programmes. Gender is not incorporated into these assessments, nor is 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 is left up to staff and students:** There is 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 is dependent on the lecturers' and students' interest in gender and media issues.

### Research/Publication

**Academic research could be improved:** While there are 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 has not become an area of academic research and scholarship among the lecturers within the institutions' media education and journalism training departments.



### 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 NAMIBIAN 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

CATEGORY	% NAMIBIA		% REGION	
	Female	Male	Female	Male
<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>				
<i>Percentage of women and men in:</i>				
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>				
<i>Top beats covered by women</i>				
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
<i>Top beats covered by men</i>				
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>				
	<b>Namibia</b>		<b>Region</b>	
Existence of a gender policy	27		16	
Existence of a sexual harassment policy	36		28	
Need for or improving existing gender policy	45		68	

The audit of women and men in Namibia media houses is part of the *Glass Ceilings: Women and Men in Southern African Media* conducted by Gender Links (GL). The findings will be used in a global study being carried out by the International Media Women's Federation (IMWF) through the Gender and Media Diversity Centre (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), and second *Southern African Gender and Media Baseline Study* (GMBS) being undertaken in 2009/2010.

The study was made 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 is 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 for their perspectives on 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 are made throughout. This report should be read in tandem with the regional report: *"Glass Ceilings: Women and Men in the Southern African Media."*



Irene Hoaes, a Namibian journalist writes up story at the Gender Links Gender and Media Summit 2010.  
Photo: Trevor Davies

## 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 is part of a regional survey that covered 14 countries in Southern Africa and 33 265 news items.

It is 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 are also made where relevant with the Global Media Monitoring Project (GMMP) that 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.

**Table 9.3: Summary of key findings**

GENERAL MEDIA PRACTICE	GMBS NAMIBIA	GMPS NAMIBIA	GMPS REGIONAL	GMMP GLOBAL
<b>Topics</b>	%	%	%	%
Economics	N/A	15	12	17
Gender equality	N/A	0	1	N/A
Gender violence	N/A	1	1	N/A
Politics	N/A	21	19	28
Sports	N/A	16	18	N/A
<b>Geographic scope of stories</b>	%	%	%	%
International	N/A	29	22	26
SADC	N/A	10	8	N/A
National	N/A	49	42	N/A
Provincial	N/A	3	10	N/A
Local/community	N/A	8	18	N/A
<b>Type of sources</b>	%	%	%	%
Primary sources	N/A	81	69	N/A
<b>Anonymity</b>	%	%	%	
Anonymous sources	N/A	7	18	N/A
Diversity of sources	%	%	%	%
Single source	N/A	58	67	N/A
GENDER IN THE MEDIA	GMBS NAMIBIA	GMPS NAMIBIA	GMPS REGIONAL	GMMP GLOBAL
<b>Who speaks</b>	% women	% women	% women	% women
Overall	19	20	19	24
Private media	N/A	20	19	N/A
Public media	N/A	21	20	N/A
Community	N/A	23	22	N/A
<b>Who speaks on what topic</b>	% women	% women	% women	% women
Economics	13	12	15	21
Education	30	18	24	N/A
Gender Equality	68	82	43	N/A
Gender Violence	17	60	41	N/A
Political stories	12	18	13	18
Sports	20	11	12	N/A
<b>Sex of sources by medium</b>	% women	% women	% women	% women
Print	N/A	20	18	24
Radio	N/A	16	20	19
Television	N/A	22	25	26
<b>Who is seen</b>	% women	% women	% women	% women
Images in newspapers	N/A	26	27	N/A
<b>Ages sources</b>	% women	% women	% women	% women
35 - 49 years	N/A	36	37	N/A
50 - 64 years	N/A	13	20	N/A
65 years or older	N/A	0	0	N/A
<b>Ages - images</b>	% women	% women	% women	% women
35 - 49 years	N/A	19	28	N/A
50 - 64 years	N/A	5	14	N/A
65 years or older	N/A	10	4	N/A
<b>Occupation</b>	% women	% women	% women	% women
Beauty contestant	100	100	73	N/A
Business person	11	14	15	14
Government official	5	14	14	17
Health worker	22	44	27	31
Home makers	0	36	63	72
Politicians	6	12	11	17
Sex worker	0	100	62	39

Sportsperson	21	12	8	11			
Personal identity	%	%	%	%			
Women	6	6	10	N/A			
Men	1	3	5	N/A			
GENDER IN NEWSROOMS	GMBS NAMIBIA	GMPS NAMIBIA	GMPS REGIONAL	GMMP GLOBAL			
Who does what	% women	% women	% women	% women			
All reporters	N/A	42	29	N/A			
TV reporters	56	58	42	44			
TV presenters	47	62	50	52			
Radio reporters	21	75	30	37			
Print reporters	21	32	25	33			
Who reports on what	% women	% women	% women	% women			
Economics	18	33	28	40			
Gender Equality	38	50	32	N/A			
Gender Violence	18	25	38	N/A			
Political stories	17	48	24	33			
Sports	7	39	18	N/A			
Sources and sex of reporter		%W	%M	%W	%M		
Female sources by sex of reporter	N/A	41	9	31	15	28	22
GENDER VIOLENCE AND THE MEDIA	GMBS NAMIBIA	GMPS NAMIBIA	GMPS REGIONAL	GMMP GLOBAL			
GBV stories compared to total	N/A	4	4	N/A			
Advocacy and protest stories	N/A	0	11	N/A			
Who speaks on GBV	% women	% women	% women	% women			
% women in stories on and mention GBV	N/A	27	27	N/A			
Function of GBV sources	% women	% women	% women	%			
Victim/survivor	N/A	24	19	N/A			
Alleged perpetrator/perpetrator	N/A	18	11	N/A			
Who reports on GBV	% women	% women	% women	% women			
Percentage women reporters	N/A	46	35	N/A			
GENDER, HIV AND AIDS AND THE MEDIA	2006 STUDY NAMIBIA	GMPS NAMIBIA	GMPS REGIONAL	GMMP GLOBAL			
	%	%	%	%			
HIV and AIDS coverage compared to total	4	3	2	N/A			
Sub topics	%	%	%	%			
Prevention	52	17	26	N/A			
General	13	45	37	N/A			
Treatment	10	12	12	N/A			
Care, support and rights	18	12	14	N/A			
Impact	6	14	12	N/A			
Geographical scope	%	%	%	%			
International	10	2	12	N/A			
Regional	13	11	8	N/A			
National	68	83	56	N/A			
Local	9	2	15	N/A			
Function of sources	%	%	%	%			
Official and UN Agencies	41	0	19	N/A			
Civil society and NGOs	36	23	18	N/A			
Experts	6	10	17	N/A			
Traditional and religious leaders	5	0	2	N/A			
People living with HIV and AIDS	1	3	7	N/A			
Person affected	5	63	36	N/A			
Sources	% women	% women	% women	% women			
Who speaks on HIV and AIDS	42	26	20	N/A			
Reporters	% women	% women	% women	% women			
Who reports on HIV and AIDS	58	64	37	N/A			



The key findings may be summarised as follows:

### Gender in media content

**There has been a marginal increase in the proportion of women sources from 19% in the 2003 GMBS to 20% in this study.** This is slightly higher than the regional average of 19%. But at 81% of all news sources, men in Namibia still predominate in the news.

**There are differences in the way that print, television and radio access women sources:** At 22%, television has the highest proportion of women sources followed by print at 20%. Radio, a non-visual medium, has the lowest proportion with of women sources (16%).

**Women are more likely to be seen than heard:** Women constitute 26% of all images in newspapers in Namibia (27% in the regional study) compared to 19% of news sources in the print media.

**There are differences across individual media:** Windhoek Observer (29%) has the highest proportion of women sources followed by NBC TV (25%). Base FM, a community radio station, comes in third with 23% women sources. New Era, The Namibian and One Africa TV are lowest with only 18% women sources. Republikein has 19% women sources.

**Women's voices are mostly likely to be heard in the "soft" areas:** These include gender equality (82%) and gender violence (60%). Women's voices are least heard in topics such as land and agriculture (9%), sports (11%) and economics (12%). Women's voices are glaringly absent even in topics like crime which have a marked impact on women's lives.

**The voices of women start to disappear when they reach the age of 50:** The majority of women sources are in the 35-49 age group; after this age women virtually disappear from the news.

**Gender biases in occupational categories are pronounced:** Women predominate 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 are more likely to be identified by a personal tag than men:** 6% of women sources are identified by personal tags such as mother, wife or daughter as compared to 3% of men being identified as father, son or husband.

**But there are some interesting gender benders:** For example men make up 64% of those in the homemaker category in Namibia, a role often associated with women.



Gwen Lister, then Editor of the Namibian addressing women politicians in the Namibian Newsroom, Windhoek, Namibia.  
Photo: Gender Links

## 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:

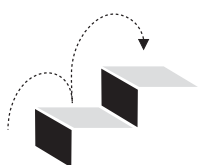
**Gender based violence and stories that mentioned GBV accounted for 4% of the topics covered**, despite being a pre-election period. This suggests that GBV is not regarded as a major political issue in Namibia.

**Women make up only 27% of sources in stories about or that mention GBV**: Men speak for women even on issues that affect them most intimately.

**Survivors constitute almost one quarter (24%) of all sources on GBV**: This is higher than the regional average of 19% and of the proportion on perpetrators whose voices are heard (18%). This suggests that GBV in Namibia is 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 has made a difference.

**Domestic violence and femicide receive the most coverage in Namibia each making up 21% of the total number of stories**. There are no advocacy and protest stories or those relating to care and support of victims/survivors.

**There is gender parity in the coverage of gender based violence**: Women and men reporters cover the topic equally.



### Next steps

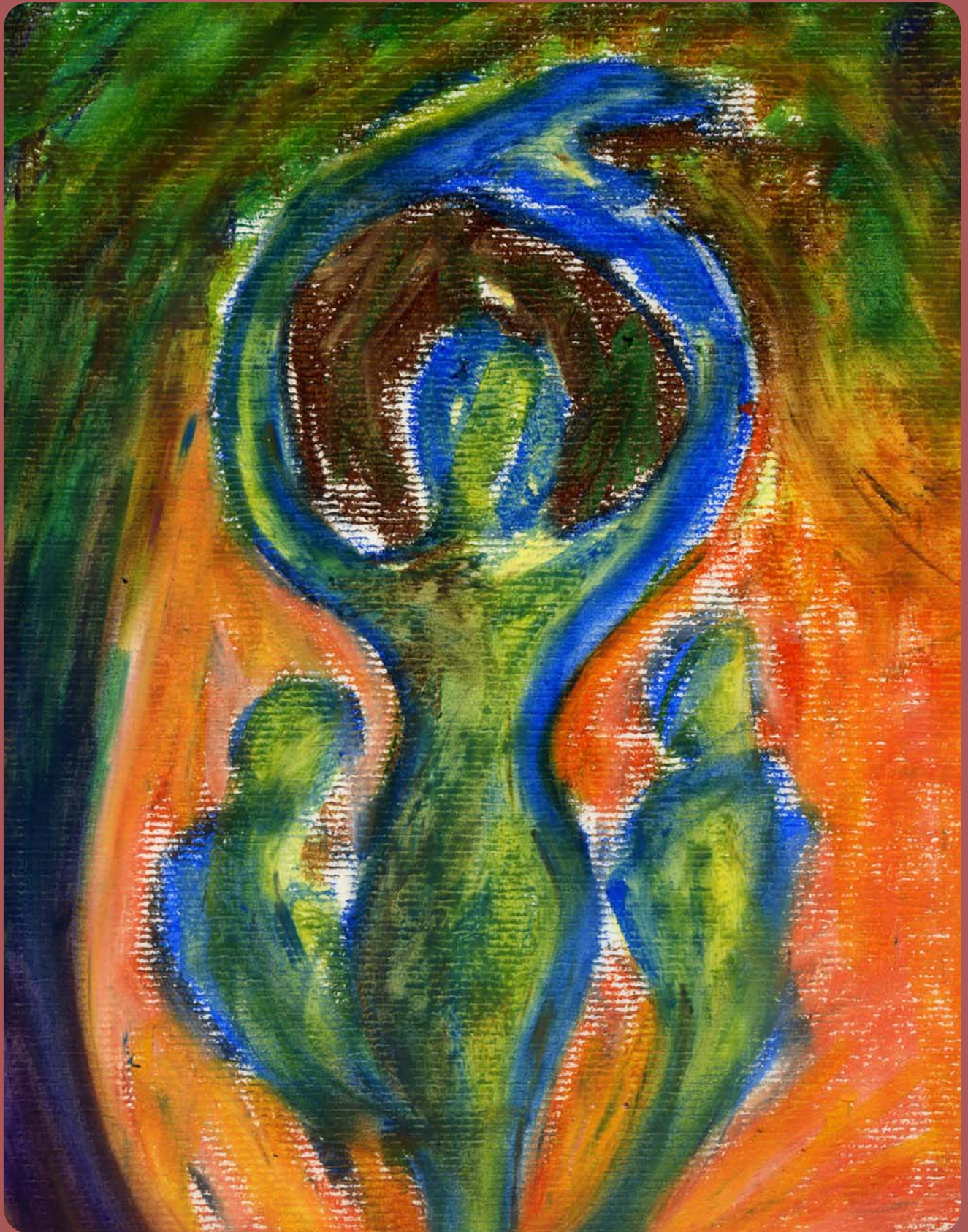
- **Deepen engagement with media decisionmakers**: Many of the policy changes that need to take place continue to be at newsroom level. The Glass Ceiling report provides a major impetus for this work.

- **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.
- **Deepen engagement with media decision-makers**: Many of the policy changes that need to take place continue to be at newsroom level. The Glass Ceiling report provides a major impetus for this work.
- **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.
- **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.
- **Engaging with media regulatory authorities**: Until recently media regulatory authorities have largely been excluded from gender and media debates.

### What governments can do

- Pledging to mainstream gender in all information, communication and media laws.
- Pledging statutory regulatory authorities, and encouraging 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 part of licensing agreements, as well as annual reports stating progress in this regard.
- Pledging to ensure that gender will be mainstreamed in all publicly funded media training institutions, and encouraging privately funded media training institutions to follow suit.





"Isabella"

Anushka Virahsawmy





## CHAPTER 10

# Implementation

### Articles 32-36



Sarry Xoagus-Eises, GL Namibia Manager and Jennifer Mufune former GEMSA Network coordinator sign MOUs during an Alliance annual meeting - Windhoek, August 2010.

*Photo: Colleen Lowe Morna*

#### KEY POINTS

- Namibia is one of 13 SADC countries that have signed and one of 11 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 all line ministries.
- The Ministry of Gender is working hard to increase the capacity of gender focal points.

## 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 is one of the first SADC countries that signed and ratified the SADC Gender Protocol. To date 13 countries have signed and 11 countries have ratified. As of end of November 2012, nine of the 11 countries that have ratified have since deposited their instruments of ratification with the SADC Secretariat. This brings to two thirds majority, the proportion of signatories required to do so - hence the SADC Gender Protocol has entered into force. Two countries - Mauritius and Botswana - have yet to sign.

With only two and a half years before the 2015 deadline for achieving the 28 targets of the Protocol, the next year is critical. Members at the annual meeting of the Southern Gender Protocol Alliance, a civil society network monitoring implementation have planned a series of events, national consultative summits and meetings over the next several months. This will include a regional summit in May 2013 under the banner: *2015, Yes we Must - The SADC Gender Protocol@Work*.

The summit will provide 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."

### 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:

- The 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 established by the SADC Secretariat for the implementation of the Protocol that include a Committee of Ministers Responsible for Gender or Women's Affairs; Committee of Senior Officials Responsible for Gender or Women's Affairs and the SADC Secretariat;
- 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 fact 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;
- Ratification; entry into force within 30 days of two thirds of the member states depositing instruments of ratification;
- The fact that the Protocol remains open for accession by any member state; and
- The depositing of the instrument with the Executive Secretary of SADC who shall register.

Four 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.

## Implementation at national level

**Table 10.1: National gender structures and processes**

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	2010 - 2020 revised and launched in 2012.
Gender action plan	Yes	Namibia one of the first to develop a costed gender action plan in 2011.
Aligned to SADC Gender Protocol	Yes	Aligned thematically and incorporates all 28 targets as part of its indicators.
Report submitted in 2010	Yes	Namibia handed in its report.

Source: Interviews.

Table 10.1 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.

### Namibia realigns its gender policy

Young boys and girls of pre-school age commenced proceedings to celebrate International Women's Day on 8 March 2012 under the theme "Connecting Girls, Inspiring Futures." Their song conveyed a message of love and a strong showing of NGO representatives; members of civil society, members of the diplomatic corps and staff from governmental agencies joined them.

Minister of Gender Equality and Child Welfare Doreen Sioka set the tone for the event when she said: "This is no ordinary day!"

Speaking at the launch of the revised National Gender Policy (2010-2020), President Hifikepunye Pohamba said the policy is one of the Namibian Government's most important interventions to address injustices caused by gender imbalance in society. According to Namibia's head of state, the policy will create synergies for the achievement of national development objectives. Pohamba said violence frequently disrupts lives and, in light of this social reality, government has implemented mechanisms to empower women; namely updating Namibia's Gender Policy.



Deliberate government measures have helped more women take up leadership positions, including Namibia's governor of the Omaheke region (above).  
Photo: Gender Links



Pohamba also took stock of achievements made thanks to the previous Gender Policy (1997) and argued that its implementation had helped increase the number of girls enrolled in primary and secondary school. He said Namibia is on track to achieve the Millennium Development Goals (MDG's), and noted that such achievements should make Namibians proud.

However, Pohamba cautioned that despite the existence of progressive laws, the problem of gender-based violence continues. He said we will live in a better, safer world when women and nations are empowered.

Furthermore, Pohamba said all policies and programmes must consistently reflect a gender perspective: one reason why a gender Task Force/Advisory Board has been established. In addition, he said if policies guide action and the mainstreaming of gender in the National Development framework it will eventually lead to gender equality in Namibia.

Section 42 of the revised Gender Policy, which focuses on gender education and training, states that the government shall "ensure that curricula, textbooks and all teaching/learning materials are free from gender-stereotyped references and illustrations at all levels of education, including teacher training programmes."

### 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 SADC Gender Unit and attended by senior officials responsible for gender/women affairs, and leading civil society organisations, Member States committed to aligning their gender policies and action plans to the Gender Protocol and cost these actions.

The Alliance and other gender NGOs provided technical assistance to the SADC Gender Unit and Member States as part of operationalisation of the SADC Gender Protocol. In the process, Gender Links developed the SADC Gender Protocol Barometer-Policy-Gender action plan-Gender Responsive Building-Capacity Building Model that brings several components together illustrated by Figure 10.1.

**At a glance, Figure 10.1 shows the key components of the model:** The implementation of the SADC Gender Protocol building requires a multi-sectoral approach on existing work.

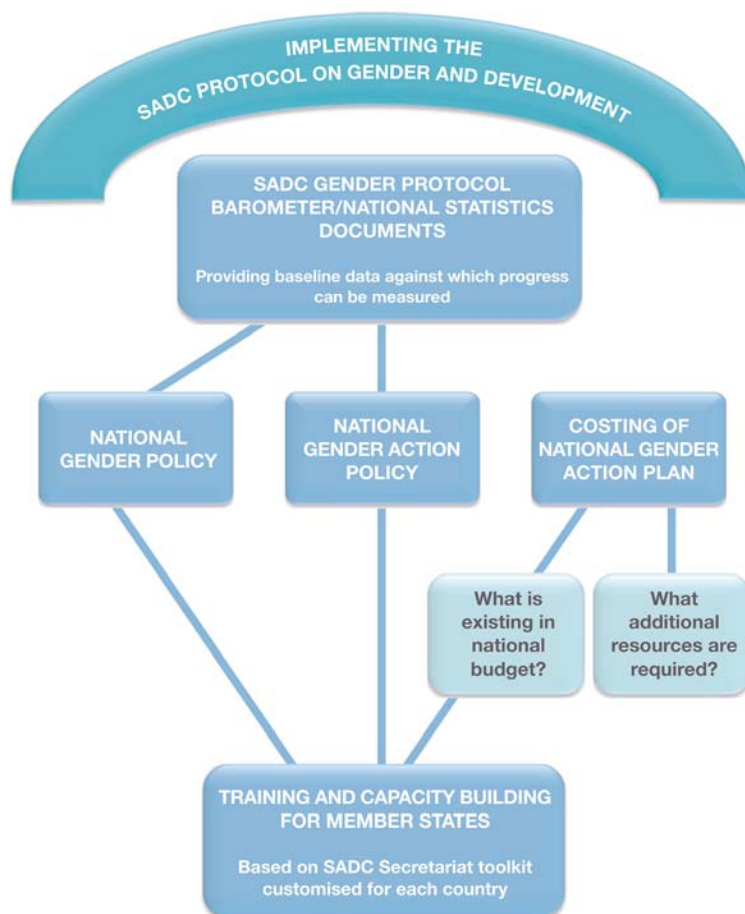
**Implementation of the SADC Gender Protocol:** is the broad objective

**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 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 relevant ministries over time.

**Figure 10.1: Costing model developed by Gender Links**



**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 are the existing resources within national budgets, what 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.

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.

### Namibia and Seychelles first to develop costed gender action plans aligned to the SADC Gender Protocol

Namibia and Seychelles became the first to align the gender action plans to the SADC Gender Protocol targets. The countries followed similar processes but tailored to the country context. Namibia had already begun the process of reviewing its national gender policy but needed to develop a costed gender action plan while Seychelles first drafted a national gender policy before embarking on the costing exercise.



Rosinah Mabokeng, Director of Gender at the Ministry of Gender Equality and Child Welfare during a costing workshop in Namibia. October 2011. Photo: Colleen Lowe Morna

Both countries began with inception meetings between key stakeholders to determine a work plan and agree on process issues. This built on existing processes where the SADC Gender Unit were supporting gender mainstreaming workshops and UNFPA who were supporting gender budgeting processes complemented by Gender Links' efforts to support costing of the SADC Gender Protocol processes at country level.

The process began by reviewing existing country documents with the acknowledgement that a lot of work had already been going on such as existing strategies and action plans of various ministries including the national budgets and Mid-Term Expenditure Framework documents.

Namibia's plan has clustered its actions into six key areas: Rights, education and the girl child, economic justice, governance, media and information and implementation.

On the other hand, Seychelles clustered its key areas into seven with the addition of climate change, nutrition and food security.

The action plans have:

- *Timeframes* that are closely related to the SADC Gender Protocol targets to be achieved by 2015 thus provide a roadmap for achieving these.
- *Baseline data* derived from national statistics from the central statistical offices, existing research and much gleaning from the SADC Gender Protocol Barometers that
- *Cost estimates* - In coming up with the cost estimates, realistic figures were used based on experience and existing budgets. Official from key line ministries and civil society experts who attended the drafting workshops came up with estimated costs and possible sources of funding for circumstances where there are no existing budget lines.

The Namibia process was finalised in December 2011 and the costed gender action plan is awaiting cabinet approval. Seychelles started in November 2011 and a

second draft is now in place. Next steps involve taking the document before the forum for Permanent Secretaries before escalating the document to cabinet level.

There is potential to replicate the process in other SADC countries. Swaziland and Zambia are set to begin their process in August 2012 following the same model with inception workshops scheduled within the August month.

There are many learning points that emerged from the Namibia and Seychelles that can be applied to the

upcoming processes. The key issue is that no countries are ever the same. There is a need to adjust to each country context for the project to succeed.

The approach has ensured that a multi-sector approach is taken as recommended in the SADC Gender Protocol provisions on implementation and final provisions. It is imperative that treasury dedicates financial and human resources to ensure that gender budgeting takes root as an institutional practice that can be applied to all line ministries. It is only then that the 28 targets set for 2015 can be achieved.

**Table 10.2: Namibia and the SGDI**

Sector	SGDI score	Ranking
Education and training	99%	4
Economy, employment and productive resources	57%	13
HIV and AIDS	71%	4
Health	68%	5
Media	78%	4
Governance	58%	6
<b>Overall SGDI score</b>	<b>75%</b>	<b>3</b>

Table 10.2 illustrates that Namibia ranks high in sectors, with an overall ranking of third place in the SADC region. Its low scores in Governance and Economy, employment and reproductive resources influences its overall position. The country is in the top five in four sectors: Education and training HIV and AIDS, health and media. 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.

#### **Civil society**

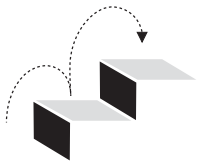
NANGOF Trust is the focal network of the Southern Africa Gender Protocol Alliance in Namibia led by the gender sector. The Alliance is a “network of networks” started as a coalition in 2005 when the campaign for adoption of the SADC Gender Protocol began. As the campaign shifted from signing to ratification to lobbying

for implementation the network reorganised in order to be effective in monitoring implementation.

The role of country networks is to:

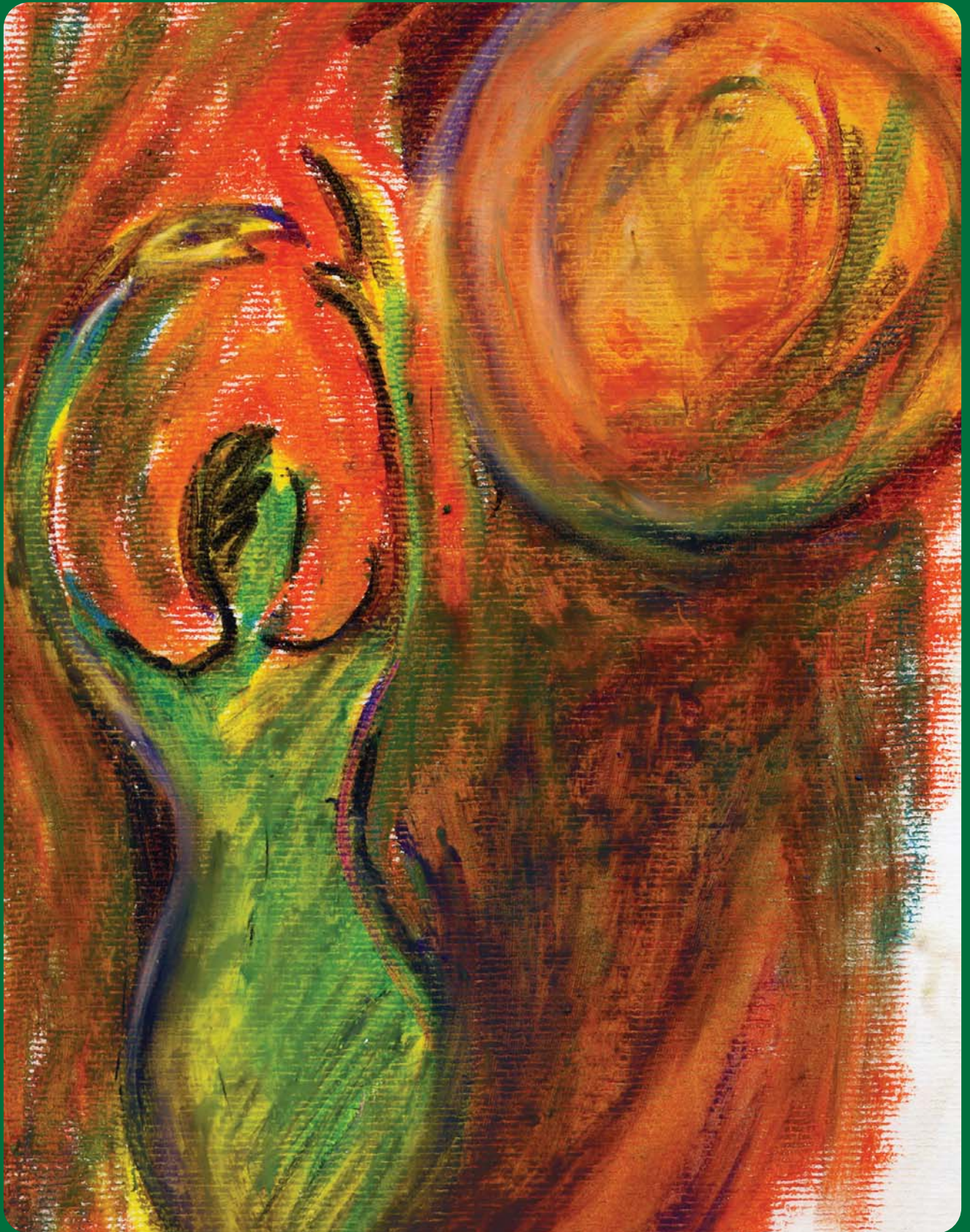
- Organise and mobilise around monitoring implementation of the SADC Gender Protocol using various tools such as the annual SADC Gender Protocol Barometer.
- Develop gender champions at national level for advocacy work on key provisions of the SADC Gender Protocol.
- Organise thematically as a strategy to link to regional level and global level campaigns.
- Advocacy campaigns of hot button issues such as 50/50 campaign for increasing women's 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.





## Next steps

- Implementation of the 2011 costed gender action plan and national gender policy.
- Allocation of adequate human, financial and technical resources for implementation.
- Effective monitoring and evaluation systems to track progress.



Anushka Virahsawmy





# Gender and climate change



Civil society speak in one voice demanding solutions to climate change problems.

Photo: Trevor Davies

### KEY POINTS

- One out of three ministers and two out of three permanent secretaries in the ministries relevant to climate change are women, so women do have a voice but are not yet equally involved in decision making at this level.
- To date, there is no REDD+ project running in Namibia
- 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 comprising 87.4 % are rural households and 15.9% of urban households. (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.





There is no doubt that the overall climate is changing, and this poses serious global challenges. This is because climate change is an

environmental, social, economic, energy, food, political, ethical and moral challenge. It is a crisis perpetuated by the endless pursuit of growth and prosperity.

Ultimately, the world faces not just a climate crisis, but also a crisis of sustainability. The key contributor to global warming is human-induced climate change, because of exploitative, unsustainable economic growth, consumption and production patterns, applied especially by the global North and the elites in developing countries. Women in the south contribute the least to climate change yet feel its effects the most.

Against this background, the Southern African Gender Protocol Alliance has embarked on a campaign for an Addendum to the SADC Gender Protocol on Gender and Climate Change. This underscores the fact 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 yet another

example of how - by being organised and strategic - civil society is yet again prying open democratic spaces and getting gender into key areas of the regional agenda.

There are precedents in the region to governments elaborating on gender instruments in response to civil society demands. In 1998, a year after the signing of the SADC Declaration on Gender and Development, Heads of State adopted an addendum on violence against women and children. Just as women's organisations drafted this addendum, so the Alliance has drafted an Addendum on Gender and Climate Change for consideration by Heads of State through their ministers.

Even before the adoption of this addendum, the Alliance decided in 2012 to include an eleventh 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.

## Representation



*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 11.1: 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>6</b>	<b>3</b>
Proportion	<b>67%</b>	<b>33%</b>

Table 11.1 shows that women make occupy 33% of key decision-making positions in environment and agriculture which are relevant to climate change. In

fact the Minister of Environment and Tourism is a former Minister of Gender Equality and Child Welfare and thus brings insight on gender issues to this position.

## 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 local communities and forest dependent communities; and sharing of benefits, land and forest rights .*

The REDD+ mechanism is a relatively new concept in Namibia. To date, there is no REDD+ project running. However, in other initiatives which are 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. (Source of information: Interview with Jonathan Kamwi, Department of Forestry)

### National Policy on Climate Change for Namibia

The National Policy on Climate Change for Namibia - 2011 includes a section on gender issues and child welfare as follows:

"Namibia's vulnerability and adaptation assessment indicates that the poor and rural populations of Namibia, most of them being women, are most vulnerable to climate change because rural populations 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." (pp 23-24)

The **Proposed Climate Change Strategy and Action Plan, 2009** 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)." (p 27)

The **National Gender Policy 2010 - 2020** includes a section on Gender and the Environment as follows:

"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." (p 36)

Strategies include:

- Ensuring women's participation on an equal basis with men in decision-making regarding sustainable environmental management, and ensuring gender balance in management structures through legislation, where appropriate.



Councillor, Fredrick Gorden Shimanda, stresses a point at a climate change workshop in Okahandja, Namibia.

Photo: Eugene Eiseb

- Evaluating all policies and programmes in terms of their environmental impact, and their effect on women's equal access to and use of natural resources.
- Educating and increasing women's access to information, including in the areas of science, technology and economics, thus enhancing their knowledge, skills and opportunities for participation in environmental decisions.
- Promoting and protecting 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, at work and in other environments, including appropriate application of clean technologies.
- Empowering women as producers and consumers so that they can 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 and creating projects to be managed by women.
- Increasing the percentage of women, particularly at grassroots level, involved as decision-makers, planners, managers, scientists and technical advisors.
- Involving women in the design, development and implementation of policies and programmes for natural resource management and environmental protection and conservation and climate change.
- Ensuring adequate research to assess how and to what extent women in particular are susceptible or exposed to, or affected by environmental degradation and hazards, including 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 to engage in community education.

### 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. Namibian national electricity utility, NamPower, has approved the Renewable Energy Policy Paper which states that the company's target for the renewable is 10% of the total installed capacity and the first target is 40 MW by 2011. However, there is no gender analysis in these policies and mechanisms.

### Community Based Natural Resource Management (CBNRM)

In 1995 and 1996 legislation was passed in Namibia which empowered communal area residents with rights over natural resources. By forming conservancies - registered legal entities with defined land boundaries, management principles and registered members - communities received the rights to manage, use and generate benefits from the natural resources in their area, through trophy hunting, tourism and other

resource uses. The National CBNRM Programme in Namibia is a government programme under the Ministry of Environment and Tourism, run in partnership with a number of stakeholders joined in the Namibian Association of CBNRM Support Organisations (NACSO). (MET website)



Country facilitator, Sarry Xoagus-Eises and Intern, Laurentia Golley on a farm visit, Namibia.  
Photo: Mutani David Xoagub

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. (NACSO website)

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. (IRDNC 2011)



### Country Pilot Programme: Community Based Adaptation to Climate Change

Namibia is one of only ten pilot countries for a worldwide project on community-based adaptation, which looks at measures that can be taken at community level to build resilience against climate change. The two local NGOs implementing this pilot programme, Creative Entrepreneurs Solutions and Omalundu Imuna Kommitiye Elungameno (OIKE), are both founded and led by women in Northern Namibia.

The target communities are mostly subsistence farmers (of whom the majority are women) and 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, Ohangwena, Oshikoto, Oshana and Kavango regions, in northern Namibia.

This Country Pilot Project focuses 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 sources as well as fodder security for livestock/chicken/fish fodder to boost availability of protein nutrition and 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.

## 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 of the country as well as in southern Angola, which displaced thousands of people, mainly women and children, who spent months in evacuation centres, while many men stayed behind to guard their flooded properties. In addition, many communities were cut off and not able to access relief assistance and essential services. Many schools were closed, and livelihoods across these regions were severely disrupted.

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 properties 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 percent) and orphans and vulnerable children (79 percent) support services. Antiretroviral treatment disruption affected 23 percent 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 gender based violence 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.



Climate change hits us so badly: Women protesters at COP17 in Durban demand that their needs be included on global warming agenda.  
Photo: Saeanna Chingamuka

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, gender based violence, 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 recent 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.

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 TOR and roles and responsibilities be established that cover all areas of protection; systems for protection assessment, monitoring, referral and sensitisation be improved; comprehensive training of protection actors at national and regional levels be conducted; resources be mobilised for improved logistics including evacuation, pre-positioning of sufficient family-sized tents and NFIs at constituency level; 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 form 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.

With regard to 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 gender based violence 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.

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.” (p 41)

Strategies highlighted in the policy include:

- Ensuring gender mainstreaming in natural disaster management.
- Developing an engendered Emergency and Management Unit (EMU). 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. (p 42)

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 the view to making 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 compulsory element for all development 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 subjected to be gender proofed.

Methodic assessment of existing tools and methods on gender needs to be made; effective tools and methods should be employed on relevant 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/among gender - drought, flooding, adaptation and disaster risk reduction.

All the above strategies and recommendations can be used as indicators for measuring progress in the years ahead.



Reinhardt Kavendji, Wellness officer at Gobab explaining what climate change means.  
Photo: David Mutani Xoagus

## 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%.*

The Namibia Renewable Energy Programme (NAMREP) was started in 2003 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. (source)

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 over 300 days of sunshine annually, much more could be done to develop solar technologies, and not only for household use. One new noteworthy project in this regard is the Tsumkwe Energy hybrid system that was 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 only used diesel and only operated for 12 hours per day. If proven technically robust, the hybrid system will provide a feasible strategy towards rural off-grid electrification in Namibia and other developing countries.

Another new project is the Combating Bush Encroachment for Namibia's Development, which has installed a 250 kW bush-to-electricity power plant on a commercial farm in Namibia. This will be fueled with invader bush and feed electricity directly into the national grid. This proof-of-concept project will determine the financial feasibility of this approach, assess the technical robustness of the technology and establish Namibia's first Independent Power Producer.

Both the above projects are being implemented through expertise from the Desert Research Foundation of Namibia.

54% of households use wood or charcoal as fuel for cooking, comprising 87.4 percent of rural households and 15.9 per cent of urban households. (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, for example Creative Entrepreneurial Solutions in the North and NaDEET in the South, but their reach is still very limited.

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)

## 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.*

### Community based adaptation to climate change pilot programme

Namibia is one of only ten pilot countries for a worldwide project on community-based adaptation, which looks at measures that can be taken at community level to build resilience against climate change. The two local NGOs implementing this pilot programme, Creative Entrepreneurs Solutions and Omalundu Iimuna Kommitiye Elungameno (OIKE), are both founded and led by women in Northern Namibia.

The target communities are mostly subsistence farmers (of whom the majority are women) and 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, Ohangwena, Oshikoto, Oshana and Kavango regions, in northern Namibia.

This country pilot project focuses 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 sources as well as fodder security for livestock/chicken/fish fodder to boost availability of protein nutrition and 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.

### African Adaptation Project

Namibia is one of twenty countries to take part in the African Adaptation Project, a joint venture between the government of Japan and the UNDP under the Cool Earth Partnership. This project encompasses a wide range of activities and actors, including the Climate Change Adaptation Ambassadors Programme, the Namibia Climate Change Adaptation Youth Action Programme, and the Let's Act to Adapt - Dealing with

Climate Change community information toolkits and training.



The time is now: youth at COP17 demonstrations say planet earth is sitting on a time bomb unless climate change is slowed down.

Photo: Saeanna Chingamuka

- The Climate Change Adaptation Ambassadors Programme has trained 82 selected policy makers from the relevant government ministries on understanding climate change and advocating for adaptation measures. Gender issues, which have been defined a key to the AAP NAM project, were mainstreamed in learning materials and events, and gender reflections were encouraged in the working groups. A separate gender theme paper was also developed, and the selection criteria for the ambassadors included gender balance, where appropriate.

- The Namibia climate change adaptation youth action programme seeks to educate and engage young people on issues of climate change in ways that promote gender equality, equally acknowledge the important role of young women and men, and work towards the empowerment of girls and women.
- The Let's Act to Adapt - Dealing with Climate Change community information toolkits and training designed for the specific environmental conditions of various regions of Namibia include a Gender Screening Tool.

These programmes are driven through partnerships between government, UN Agencies, research institutions, NGOs and CBOs.

In Namibia, media coverage of climate change still occupies a small proportion of total media reporting relative to the scale of the problem, which threatens the lives and livelihoods of thousands of people. Public awareness of climate change may be rising but the understanding of climate change, its causes and consequences, remains low. While the number of climate change journalists is growing in number and experience, and they are creating networks to help each other as they report on climate change, the gendered impact of climate change hardly features in their reportage.

There is a need for training 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.

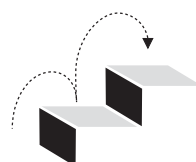
## Gender and climate change financing



*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 that there are no financing initiatives focussing specifically on gender and climate change at present 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 has included gender aspects in the current projects it is supporting, for example under the Africa Adaptation Project as described above.



### 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 women in decision-making through partnerships with the 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 amongst relevant government ministers to run with the campaign for an Addendum.

# Annex A

## COMPARATIVE ANALYSIS OF THE CSC AGAINST THE SGDI

SPECIFIC TARGETS TO BE ACHIEVED BY 2015	CSI SCORE/10	COMMENT	SGDI SCORE	WHAT THE SGDI MEASURES
<b>ARTICLES 4 - 11: CONSTITUTIONAL AND LEGAL RIGHTS</b>				
✓ Endeavour to enshrine gender equality and equity in their Constitutions and ensure that these are not compromised by any provisions, laws or practices.	6	Namibia's Constitution is the cornerstone of the country's democracy. In the Preamble of the Constitution rights such as the right to life, liberty and the pursuit of happiness are guaranteed regardless of race, colour, ethnic origin, sex, religion, creed or social origin. It establishes the country as a sovereign, democratic and unitary state founded on the principle of "democracy, the rule of law and justice for all". In Article 10 the Constitution guarantees equality before the law and prohibits discrimination on the grounds of sex, race, colour, ethnic origin, religion, creed or social or economic status.		
✓ Review, amend and or repeal all discriminatory laws.	5	Article 14 of the Namibian Constitution provides for equal rights between women and men during and upon dissolution of the marriage. The <b>Children's Status Act (Act No. 6 of 2006)</b> and the <b>Married Person's Equality Act</b> provide gender-neutral provisions on custody and guardianship of children born inside and outside of marriage, including procedures for guardianship after the death of a parent. It also provides for the equal treatment of children born outside of marriage with those born within a marriage, especially on issues such as inheritance. This Act also does away with the legal definition of a man as the head of the household.		
✓ Abolish the minority status of women.	6	Article 23 of the Namibian Constitution recognizes the fact that women in Namibia have traditionally suffered discrimination, and need to be encouraged and enabled to play a full, equal and effective role in political, social, economic and cultural life of the nation. The Married Persons Equality Act provides for equality of women and men in spheres including marriage. Article 95(a) of the Constitution emphasizes the active promotion and maintenance of the welfare of the people by adopting policies which ensure equality of opportunity for women, so that they may participate fully in all spheres of Namibian society. In addition this Article stipulates that Government shall ensure the implementation of the principle of non-discrimination in remuneration of men and women. The Affirmative Action (Employment) Act (No. 29 of 1998) identifies affirmative action as a set of measures that ensure that all Namibians have equal employment opportunities, and are equitably represented in the workforce, focusing specifically on previously disadvantaged groups such as women and the disabled.		
Average	55%		n/a	
<b>ARTICLES 12-13 : GOVERNANCE (REPRESENTATION AND PARTICIPATION)</b>				
✓ Endeavour to ensure that 50% of decision-making positions in all public and private sectors are held by women including through the use of affirmative action measures.	6	Women's empowerment is best achieved if they participate in decision-making processes.		What this score consists of: • Parliament: The percentage of parliamentarians who are women. The



SPECIFIC TARGETS TO BE ACHIEVED BY 2015	CSI SCORE/10	COMMENT	SGDI SCORE	WHAT THE SGDI MEASURES
		<p>The <b>Local Authorities Act 23 of 1992</b> applies affirmative action for women to local government elections, which has had the effect of dramatically increasing women's presence on local councils.</p> <p>By 2008, women held 31% of the seats in the Namibian Parliament. However, only 5 of 22 ministers, 5 of 20 deputy ministers, and 7 of 26 members of the National Council are women. In Regional Councils, only 13 of 107 councilors and only 3 of 13 regional governors are female. Thanks to the affirmative action provisions in the Local Authorities Act, women are well represented in Local Authority Councils, making up 45% of all councilors. Only 8 of 30 mayors are female, while women comprise half of all deputy mayors. Thus, whilst significant progress has been made, the ideal of 50/50 representation has still not been obtained, and many important political party structures are still dominated by men.</p> <p>The <b>Traditional Authorities Act 25 of 2000</b> (replacing Act 17 of 1995) charges traditional authorities to "promote affirmative action amongst the members of that community", and particularly "gender equality with regard to positions of leadership". However, despite, this provision, most traditional authorities are still men and women and in some areas women do not have the same rights as men to speak before traditional tribunals.</p> <p>The Third National Development Plan (NDP3) of the Government has identified gender as one of five core areas to be mainstreamed through sector programmes and programming processes, in order to ensure that women and men are provided with equal opportunities to develop and utilize their skills and talents, and to participate in making decisions that affect their lives.</p>		<p>measure includes both upper and lower houses of parliament for countries that have more than one house.</p> <ul style="list-style-type: none"> <li>Local government: The percentage of local government councilors/ representatives who are women.</li> <li>Cabinet: The percentage of members of the Cabinet who are women. The measure includes deputy ministers and ministers of state where they are members of the Cabinet. Similarly, it includes the President if s/he is a member of Cabinet.</li> </ul>
Average	61%		58%	
<b>ARTICLES 14: EDUCATION AND TRAINING</b>				
✓ Enact laws that promote equal access to and retention in primary, secondary, tertiary, vocational and non-formal education in accordance with the Protocol on Education and Training and the Millennium Development Goals.	6	<p>The Namibian Constitution provides for free primary education (Article 20(2)) and protects against child labour (Article 15). Children also have the right from birth to "a name, the right to acquire a nationality and, subject to legislation enacted in the best interests of children, as far as possible the right to know and be cared for by their parents" (Article 15).</p> <p>At an international level, Namibia is a signatory to the UN Convention on the Rights of the Child (and its Optional Protocols), the African Charter on the Rights and Welfare of the Child and the ILO Convention on the Worst Forms of Child Labour. However, Namibia is not yet a signatory to the Hague Convention on Inter-country Adoption or the Hague Convention on International Child Abduction.</p> <p>The Namibian Constitution provides for free primary education (Article 20(2)) and protects against child</p>		<ul style="list-style-type: none"> <li>Primary school: The number of girls enrolled in primary school expressed as a percentage of total primary school enrolment. Source:</li> <li>Secondary school: The number of girls/women enrolled in primary school expressed as a percentage of total secondary school enrolment.</li> <li>Tertiary education: The number of women enrolled in tertiary education institutions expressed as a percentage of total tertiary enrolment.</li> </ul>

SPECIFIC TARGETS TO BE ACHIEVED BY 2015	CSI SCORE/10	COMMENT	SGDI SCORE	WHAT THE SGDI MEASURES
		<p>labour (Article 15). Children also have the right from birth to "a name, the right to acquire a nationality and, subject to legislation enacted in the best interests of children, as far as possible the right to know and be cared for by their parents" (Article 15). The Ministry of Gender Equality and Child Welfare is currently in the process of preparing a Child Care and Protection Bill which, together with the Children's Status Act discussed above, should provide a solid legal framework based on the best interests of children in Namibia.</p> <p>Amongst the many policies which assist children are the National Policy on Orphans and Vulnerable Children, the Education Sector Policy for Orphans and Other Vulnerable Children in Namibia and the National Policy Options for educationally marginalised children.</p> <p>According to Namibia's Gender Policy, encouraging results have been recorded in terms of the enrolment of girls compared to boys, from primary school through tertiary education. There are 102 girls for every 100 boys in primary school. For every 100 boys in secondary school, there are 113 girls. This trend continues in tertiary education where females outnumber their male counterparts.</p> <p>The Millennium Development Goals Second Progress Report for Namibia (2008) shows that the national literacy rate in 2006 was higher for females (94%) than males (91%)</p> <p>Although Namibia has made progress in terms of the enrolment of girls in primary school, they tend to drop out during upper primary and high School as a result of pregnancy, poverty, HIV and AIDS, sexual harassment, early marriages and other cultural practices. (National Gender Policy)</p> <p>Among the policies being implemented by Government are the Education Sector HIV and AIDS Policy, the National Policy on Orphans and Vulnerable Children, and the Education for All Policy.</p>		
<p>✓ Adopt and implement gender sensitive educational policies and programmes addressing gender stereotypes in education and gender based violence, amongst others.</p>	6	<p>Currently women's participation in the labour force is lower than that of men, at 49% to 60% respectively. Variations also occur when a comparison is drawn between subsistence and wage employment. Studies show that 44% of female-headed households depend on subsistence agriculture and only 28% make a living from wage employment. In contrast, more than 50% of men depend on wage labour and only 29% from subsistence farming. The overall share of women aged 15+ in wage employment in the non-agricultural sector is nearly half at 47.</p> <p>According to Namibia's Gender Policy, significant progress in the advancement of gender equality has been made in economic, political and legal spheres. This has been attributed to increased recognition</p>		

SPECIFIC TARGETS TO BE ACHIEVED BY 2015	CSI SCORE/10	COMMENT	SGDI SCORE	WHAT THE SGDI MEASURES
		<p>of the need to address gender issues in the country's development programmes.</p> <p>Government has entered into partnerships with relevant stakeholders in order to assist economically disadvantaged girls to obtain exemption from paying school-related expenses. Furthermore, the Government has also adopted a policy of allowing teenage mothers to return to school after spending one year with their babies after having given birth. This policy is currently being reviewed in order to provide greater flexibility, and to seek ways in which to ensure shorter periods of absence from school.</p> <p>Namibia has a strong legal framework to address gender-based violence and sexual exploitation through the Combating of Rape Act and the Combating of Domestic Violence Act. Ineffective implementation and inconsistent criminal enforcement, however, hamper progress in terms of protecting women from gender-based violence. While Women and Child Protection Units have contributed towards progress, more such Centres are needed. Currently, 41% of Namibian men and a third of Namibian women believe that wife-battering is justified for one or other reason (National Gender Policy).</p>		
Average	64%		99%	
<b>ARTICLES 15-19: PRODUCTIVE RESOURCES AND EMPLOYMENT, ECONOMIC EMPOWERMENT</b>				
✓ Ensure equal participation by women and men in policy formulation and implementation of economic policies.	6	<p>The National Land Policy and the <b>Communal Land Reform Act 5 of 2002</b> aim to improve gender equality in land rights and tenure security. Women's rights to land in Namibia are shaped by regional and intra-regional differences. Despite progress in gender equality, land rights of women are generally obtained via their relationships with men, such as through their husbands or fathers. Issues such as the dispossession of widows from land they have cultivated, the loss of moveable assets such as livestock by widows through "property grabbing" by their deceased husband's family and land inheritance issues as the HIV/AIDS pandemic take their toll and there are continuing land rights issues for women.</p> <p>The Communal Land Reform Act (Act No. 5 of 2002) gives widows who reside in rural areas the right to remain on land allocated to their deceased husbands. It also provides that the right of the woman to remain on the land is not affected by re-marriage.</p> <p>Namibia still experiences major challenges for the implementation of gender equality in the legal sphere. Access to justice and legal literacy especially for rural women continue to hamper the effective realization of the human rights of women in Namibia. Effective access to the justice system is crucial if gender equality is to be achieved.</p> <p>The majority of Namibia's population lives in the rural areas (63.2%), compared to 36.8% living in</p>		<p>Female share of economic decision making: The number of women occupying high-level economic decision-making positions expressed as a percentage of all such positions in the country. The positions included in the measure are Minister and Deputy Minister of Finance, Minister and Deputy Minister of Trade and Industry/Commerce, Minister and Deputy Minister of Planning Commission, Central Bank, or their equivalents, permanent secretaries</p>



SPECIFIC TARGETS TO BE ACHIEVED BY 2015	CSI SCORE/10	COMMENT	SGDI SCORE	WHAT THE SGDI MEASURES
		urban areas.		
✓ Conduct time use studies and adopt policy measures to ease the burden of the multiple roles played by women.	5	<p>The <b>Labour Act 11 of 2007</b> (replacing the Labour Act No. 6 of 1992) helps to remove barriers to the full participation of women in the labour market. It prohibits discrimination in any aspect of employment on the basis of sex, family responsibilities, HIV status and current, past or future pregnancy (amongst other grounds); prohibits sexual harassment; provides for twelve weeks of maternity leave with associated protections. (Payment of a basic wage during maternity leave is provided through the <b>Social Security Act No. 34 of 1994</b>).</p> <p>Although there are laws in place that set the minimum age for civil marriage at 18 years, girls as young as 13 years are being married under customary law. In the age group 15 - 19 years, 1.7% of girls are married, compared to 0.1% boys (Ministry of Education).</p> <p>However, women and girls still constitute 75% of the workforce that fetches water and collects firewood. Through the Nature Conservation Ordinance 4 of 1975, the government has created new opportunities for communities to benefit from the utilization of natural resource management. This Law has given rise to the policy of Community-based Natural Resource Management, which serves to ensure the establishment of community conservancies. Such Conservancies have already generated remarkable benefits for their members, many of whom are women.</p>		
✓ 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	Approximately 38% of SMEs were owned by women by the end of the Second National Development Plan (NDP2). The NDP3 target is 45%. The <b>Affirmative Action (Employment) Act 29 of 1998</b> attempts to improve the representation of blacks, women and disabled persons in the formal workforce by requiring employers with more than 25 employees to prepare affirmative action plans for increasing the presence of these designated groups. However, enforcement of this law is not yet rigorous.		
✓ Review national trade and entrepreneurship policies, to make them gender responsive.	6	Gender dimensions in trade have not been well analysed in Namibia. Gender-related challenges in trade and economic empowerment include access to, and control of resources such as availability of credit, land, access to information concerning markets, business skills and support services, as well as protective labour laws that benefit women and men equally. Gender-aware and responsive budgeting processes at the micro- and macro-level must be promoted.		
✓ With regard to the affirmative action provisions of Article 5, introduce measures to ensure that women benefit equally from economic opportunities, including through public procurement process.	6	The Affirmative Action Act is essential in order to expedite women's empowerment and to redress historical imbalances. Such practices should serve to protect women's rights and gender equality.		
✓ Review all policies and laws that determine access to, control of, and benefit from, productive resources by women.	5	Trade policies affect women and men differently as a result of gender inequalities in terms of access to and control of economic resources and decision-		

SPECIFIC TARGETS TO BE ACHIEVED BY 2015	CSI SCORE/10	COMMENT	SGDI SCORE	WHAT THE SGDI MEASURES
		making platforms. Access to support services, skills, information regarding markets and credit still need much attention.		
✓ Review, amend and enact laws and policies that ensure women and men have equal access to wage employment in all sectors of the economy.	6	According to Vision 2030, the main focus of the economic policy has been to ensure macro-economic stability for economic growth, poverty reduction and increased employment. While the broader economic policy has been supportive of ensuring a stable and improved investment climate and moderately improved economic growth, Namibia's economic vision still remains central to the need of its desire to enhance the standard of living and improve the quality of life of all the Namibian people.		
Average	57%		57%	
<b>ARTICLES 20-25: GENDER BASED VIOLENCE</b>				
✓ Enact and enforce legislation prohibiting all forms of gender-based violence.	6	More than one-fifth of all violent crime in Namibia occurs within the context of domestic relationships. Domestic violence disproportionately affects women as one Namibian study showed that 86% of victims of such violence were female, compared to only 14% male. The same study found that men commit 93% of domestic violence crimes reported to the police. Assault is the most common type of reported domestic violence crimes. Most domestic violence is perpetrated by boyfriends against their girlfriends, followed by husbands against their wives and brothers against their sisters. Unlike other crimes, the majority of domestic violence incidents take place within the home.  Cabinet recently established a High-level Strategic Inter-ministerial Committee on Domestic Violence and Violence in General, launched by the President in 2008 to advise on GBV. Government also hosted a National Conference on GBV in mid-2007, but the conference recommendations have not yet been translated into national policy.		
✓ Ensure that laws on gender based violence provide for the comprehensive testing, treatment and care of survivors of sexual assault.	6	Health: HIV and AIDS policy and Domestic violence.		
✓ Review and reform their criminal laws and procedures applicable to cases of sexual offences and gender based violence.	6	The <b>Labour Act 11 of 2007</b> contains a broad definition of sexual harassment and forbids sexual harassment in all aspects of employment. However, there is no law forbidding sexual harassment in other contexts.		
✓ Enact and adopt specific legislative provisions to prevent human trafficking and provide holistic services to the victims, with the aim of re-integrating them into society.	6	No Law or Act on trafficking in Namibia. But Namibia is a signatory to the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, which supplements the UN Convention Against Transnational Organised Crime. The <b>Prevention of Organised Crime Act 29 of 2004</b> has been passed by Parliament to give effect to this agreement, but has not yet been brought into force. Namibia is also a party to the ILO Convention on the Elimination of the Worst Forms of Child Labour which address child trafficking. It is also a party to the Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography in terms of the UN Convention on the Rights of the Child, which addresses the sale of children, and the African Charter on the Rights and Welfare of the Child which		

SPECIFIC TARGETS TO BE ACHIEVED BY 2015	CSI SCORE/10	COMMENT	SGDI SCORE	WHAT THE SGDI MEASURES
		deals with the sale, abduction and trafficking of children.  In Namibia, additional provisions on child trafficking are expected to be included in the forthcoming Child Care and Protection Act. The Ministry of Gender Equality and Child Welfare has secured funds to undertake research on trafficking to ascertain the magnitude of the problem.		
✓ Enact legislative provisions, and adopt and implement policies, strategies and programmes which define and prohibit sexual harassment in all spheres, and provide deterrent sanctions for perpetrators of sexual harassment.	6	The <b>Combating of Domestic Violence Act 4 of 2003</b> provides for protection orders for victims of domestic violence, as well as special provisions for criminal offences occurring in domestic relationships.  The <b>Criminal Procedure Amendment Act 24 of 2003</b> provides special procedures to reduce the trauma of court testimony for victims of sexual offences and domestic violence.  The <b>Labour Act 11 of 2007</b> contains a broad definition of sexual harassment and forbids sexual harassment in all aspects of employment. However there is no law forbidding sexual harassment in other contexts. The improved laws and higher sentences for convicted rapists do not appear to have had any significant deterrent effect as yet, and the goal of reducing GBV by half will be extremely challenging for Namibia		
✓ Adopt integrated approaches, including institutional cross sector structures, with the aim of reducing current levels of gender based violence by half by 2015.	6	The improved laws and higher sentences for convicted rapists do not appear to have had a significant deterrent effect as yet, and the goal of reducing GBV by half will be extremely challenging for Namibia. Gender-based violence and sexual concerns in Namibia remain serious concerns in Namibia. While the Combating of Rape Act and the Combating of Domestic Violence Act provide significant protection for women, laws combating sexual exploitation and human trafficking are not sufficiently developed. In rural communities especially, cultural norms still seem to reinforce gender-based violence.		
Average	59%		n/a	
<b>ARTICLES 26: HEALTH</b>				
✓ Adopt and implement legislative frameworks, policies, programmes and services to enhance gender sensitive, appropriate and affordable quality health care.	6	Since Independence, maternal mortality appears to have increased dramatically, from 225/100,000 in 1992 to 271/100,000 in 2000 to 449/ 100 000 births in 2006-07. However, it should be noted that there are great uncertainties related to the data on maternal mortality and it should therefore only be considered indicative. Complications related to pregnancy and childbirth, such as haemorrhage, eclampsia and septicaemia are some of the leading causes of maternal deaths. HIV/AIDS is also contributing considerably to maternal morbidity: more than one in five pregnant women is HIV positive. In addition, poor nutritional status, limited access to services and late referrals are some of the indirect causes of maternal mortality.		Women using contraception: The percentage of women aged 15 to 49 years reporting that they use a modern form of contraception. • Maternal mortality ratio: The number of women who die while pregnant or within 42 days of termination of pregnancy for every 100,000 live births of babies. • Births attended by skilled personnel. The percentage of births in a given year in which the women is assisted by trained staff such as midwives or nurses.



SPECIFIC TARGETS TO BE ACHIEVED BY 2015	CSI SCORE/10	COMMENT	SGDI SCORE	WHAT THE SGDI MEASURES
✓ Reduce the maternal mortality ratio by 75%.	5	<p>According to a recent report on the second report Millennium Development Goals Namibia, maternal mortality has been on the increase since the beginning of the 1990s. At the present it stands at around 450 deaths per 100.000 live births and the report say it is likely that the target of 337 deaths in 100.000 live births will be met. At the same time the proportion of births attended by trained health personnel is steadily increasing and is currently around 80%. It is likely that the target of 95 will be achieved by 2012 target deadline.</p> <p>However, other indicators of maternal mortality show improvements over the decade after Independence. By 2006-07, 95% of Namibian women saw a health professional at least once before giving birth, and 81% of deliveries took place in health facilities. In comparison, about 75% of deliveries were assisted by a trained person in 2000 and 68% in 1992. Traditional birth attendants continue to play a significant role in the remaining proportion of deliveries.</p>		
✓ Develop and implement policies and programmes to address the mental, sexual and reproductive health needs of women and men.	6	The 2006-2007 Namibia Demographic and Health Survey reports that the nearest public health facility for 7 out of 10 households is a clinic. 64% of urban residents and 62% of rural residents live within walking distance of their nearest healthcare facility. Rural Namibians tend to live closer to clinics (as opposed to hospitals).		
✓ Ensure the provision of hygiene and sanitary facilities and nutritional needs of women, including women in prison.	5	<p>In a bid to curb the spread of the HIV/AIDS pandemic, government has launched a series of plans: the National AIDS Control Programme (1990); the First Medium Term Plan (1992-1998) launched in 1992; the Second Medium Term Plan (1999-2004) launched in 1999 and; the Third Medium Term Plan (2004-2009), launched in 2004 and a National HIV and AIDS policy in 2007. Namibia is currently developing a Fourth Medium Term Plan.</p> <p>The objectives of these plans are to: i) reduce the number of HIV infections in both adults and children through preventive efforts; ii) ensure that all Namibians living with HIV and their families have access to services that are affordable, of high quality and responsive to their needs; iii) empower individuals, families and community members with knowledge and skills related to prevention, home-based care and self-protection against HIV/AIDS infection. The Third Medium-Term Plan placed particular emphasis on the monitoring and evaluation of the epidemic.</p>		
Average	55%		68%	
<b>ARTICLES 27: HIV AND AIDS</b>				
✓ Develop gender sensitive strategies to prevent new infections.	6	Namibia's Reproductive Health Policy serves to address sexually transmitted diseases as well as HIV and Aids. The National HIV/AIDS Policy stresses the importance of a concerted effort, through partnerships, in order to curb the impact of HIV and AIDS. In 2008 the UN indicated that while Namibia has access to a great deal of information on HIV		<p>What this score consists of:</p> <ul style="list-style-type: none"> <li>• Comprehensive knowledge on HIV and AIDS: The percentage of women aged 15-who can correctly answer specified questions about HIV and AIDS.</li> <li>• Living with HIV as proportion of total: The number of women who are HIV-positive</li> </ul>

SPECIFIC TARGETS TO BE ACHIEVED BY 2015	CSI SCORE/10	COMMENT	SGDI SCORE	WHAT THE SGDI MEASURES
		and AIDS, there has been little behavioural change. This assessment seems to suggest that attention be given to the structuring of persuasive messages aimed at preventing behaviours which could result in new infections.		expressed as a percentage of all people who are HIV-positive. • HIV-positive pregnant women receiving PMTCT: The number of HIV-positive pregnant women receiving prevention of mother-to-child transmission treatment expressed as a percentage of all HIV-positive pregnant women.
✓ Ensure universal access to HIV and AIDS treatment for infected women, men, boys and girls.	7	<p>In a bid to attack the spread of the HIV/AIDS pandemic, Government has launched a series of plans: the National AIDS Control Programme (1990); the First Medium Term Plan (1992-1998) launched in 1992; the Second Medium Term Plan (1999-2004) launched in 1999 and; the Third Medium Term Plan (2004-2009), launched in 2004 and a National HIV and AIDS policy in 2007. Namibia is currently developing a Fourth Medium Term Plan.</p> <p>The objectives of these plans are to: i) reduce the number of HIV infections in both adults and children through preventive efforts; ii) ensure that all Namibians living with HIV and their families have access to services that are affordable, of high quality and responsive to their needs; iii) empower individuals, families and community members with knowledge and skills related to prevention, home-based care and self-protection against HIV/AIDS infection. The Third Medium Term Plan placed particular emphasis on monitoring and evaluation of the epidemic.</p> <p>The number of Namibians receiving antiretroviral treatment was 52 000 at the end of 2007, up from 9 000 in 2004. The provision of anti-retroviral treatment began in mid-2003 and reached 32 (94%) of 34 public hospitals by 2005, and all hospitals and some clinics by mid-2007.</p>		
✓ Develop and implement policies and programmes to ensure the appropriate recognition, of the work carried out by care-givers, the majority of whom are women; the allocation of resources and psychological support for care-givers as well as promote the involvement of men in the care and support of People Living with HIV/AIDS.	7	The majority of the burden of home-based care falls upon women. Apart from the unavailability of the required resources for the provision of such care, it means that the further development of women is interrupted. Both women and men have to be trained to provide such care, otherwise such care-giving by women could serve to further suppress the progress of women.		
Average	66%		71%	
<b>ARTICLE 28: PEACE BUILDING AND CONFLICT RESOLUTION</b>				
✓ Put in place measures to ensure that women have equal representation and participation in key decision-making positions in conflict resolution and peace building processes, in accordance with UN Council Resolution 1325 on Women, Peace and Security.	8	<p>In 2000 the United Nations Security Council unanimously passed Resolution 1325 on Women, Peace and Security, acknowledging that peace is inextricably linked with equality between men and women. This historic resolution has critical implications for the protection of women in conflict zones and the inclusion of women's groups and civil society in peace processes.</p> <p>To help implement this resolution in Namibia, the Ministry of Gender Equality and Child Welfare has teamed up with Ministry of Defense on mainstreaming peace efforts into military operations</p>		
Average	78%		n/a	

SPECIFIC TARGETS TO BE ACHIEVED BY 2015	CSI SCORE/10	COMMENT	SGDI SCORE	WHAT THE SGDI MEASURES
<b>ARTICLES 29 - 31: MEDIA, INFORMATION AND COMMUNICATION</b>				
✓ Take measures to promote the equal representation of women in ownership of, and decision-making structures of the media, in accordance with Article 12.1 that provides for equal representation of women in decision-making positions by 2015.	8	<p>The Namibian Constitution states that all persons have the right to freedom of speech and expression, which includes freedom of the press and other media (Article 21). Namibia has as yet no law on public access to government information, and only outdated apartheid era laws on pornography.</p> <p>According to the 2003 Gender and Media Baseline Study by Gender Links/MISA, Namibian women constitute only 19% of news sources in the media. The same study shows that both Namibian men and women turn to print or broadcast media as their main news source, meaning that it is imperative that both sexes be given equal coverage in the media.</p> <p>Namibia's National Gender Policy recognizes that media have an important role to play in informing and educating society on the situation of women and on gender issues. Gender concerns in the media include the portrayal of women and girls in the media, and women's access to and awareness of Information Communication Technology (ICT). Another issue is the representation of women in media agencies at managerial levels as decision makers.</p> <p>To this end, Namibia has developed seven strategies to promote women in the media: (1) Make all forms of media accessible to both men and women. (2) Implement programmes that will increase women's access to ICT. (3) Improve women's employment opportunities and career paths in the media industry, especially in decision-making positions. (4) Support gender training for journalists and media personnel on sensitive portrayals of women and men. (5) Undertake research to identify areas of concern in the media and undertake appropriate follow up actions. (6) Support media organizations in their efforts to support development and nation-building issues. (7) Encourage media bodies to review policies on ethical standards, including the principles of gender equality and commitment to gender-sensitive media portrayals of both men and women. There is still a need for action in the media sector before 2015 to ensure equal recruitment and representation of women and men in information and media positions.</p>		<ul style="list-style-type: none"> <li>• Women employees as % of total: The number of women employees working in media institutions expressed as a percentage of all employees in media institutions.</li> <li>• Women as % of board of directors: The number of women directors of media institutions expressed as a percentage of all directors of media institutions.</li> <li>• Women as % of management: The number of women managers in media institutions expressed as a percentage of all managers in media institutions.</li> <li>• Female % of staff in institutions of media learning: The number of female staff in institutions of media learning expressed as a percentage of all staff in institutions of media learning.</li> <li>• Female % of students in institutions of media learning: The number of female students in institutions of media learning expressed as a percentage of all students in institutions of media learning.</li> <li>• Percent women news sources: The number of women referenced as sources in the media expressed as a percentage of all people referenced as sources.</li> </ul>
Average	78%		78%	
<b>OVERALL SCORE</b>	<b>60%</b>		<b>75%</b>	



# Annex B

## 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
			Administrative, scientific and technical
Political power 'Agency'	Public sector		Members of parliament
			Cabinet ministers
			Higher courts judges
			Members of local councils
	Civil society		

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2012 SADC Gender Protocol Barometer

# 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.



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 2012 Heads of State summit, 13 countries had signed and nine countries had ratified the SADC Gender Protocol: two-thirds of the signatories. South Africa and the DRC, two of the countries that have ratified the Protocol, still need to deposit their instruments of ratification with the SADC Secretariat. Barring these technicalities, the Protocol is to all intents and purposes in force. The clock 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 2012 Barometer provides a wealth of updated data against which progress will be measured by all those who cherish democracy in the region. The SADC Gender and Development Index (SGDI) introduced in 2011 complements the Citizen Score Card (CSC) that has been running for four years to benchmark progress. While there are several challenges, the successes to date strengthen our view that change is possible.

**"2015, yes we must!"**

