



Republic of Namibia

DRAFT

NATIONAL GENDER POLICY

(2008-2018)

Ministry of Gender Equality and Child Welfare

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Foreword

The Namibian Government, through the Constitution, commits itself to continued improvement of the status of women in the society and to eradicating the injustices of the past. To this end measures have been put in place to ensure economic and social justice to women equally with men.

The guiding principles of the National Gender Policy are informed by international and national instruments which the Namibian government has signed for the promotion of gender equality, these include; SADC Declaration on Gender and Development and its Addendum on the Prevention and Eradication of Violence against women and children,. SADC Gender Protocol, The Beijing Declaration and Platform for Action (BPFA)

The Convention on Elimination of All Forms of discrimination Against Women – (CEDAW, 1997) and its Optional Protocol and The Millennium Development Goals among others.

The overarching goal of the National Gender Policy is to achieve gender equality and the empowerment of both female and male persons in Namibia. In this respect, the policy framework provides mechanisms and guidelines for all sectors and other stakeholders for planning, implementing and monitoring gender equality strategies and programmes in order to ensure effective strategies for gender equality and women’s empowerment

Implementation of the National gender Policy will provide synergy to the achievement of National Frameworks; National Development Plans (NDPs which are the main instruments for implementing policies and programmes to achieve Vision 2030. The Third National Development Plan (NDP3) identified five core areas which are to be mainstreamed through sector programmes and programming processes. They include 1) Gender, 2) HIV and AIDS, 3) Poverty, 4) Environment and 5) Information, Communication, and Technology.

The Gender Policy strives to create an enabling environment for sectors to mainstream gender in line with NDP directives.

I call upon all stakeholders identified in the implementation framework to support/contribute to the implementation of the National gender Policy through organizational structures, policies, and to allocate resources within their programmes for effective implementation of the gender Policy.

Honourable Marlene Mungunda

MINISTER

Preface

The National gender Policy is designed with the objective of guiding the attainment of Vision 2030 and its aspiration for a society in which women and men will have equal rights and equal access to basic services as well as opportunities to participate in and contribute to the political, social, economic and cultural development of Namibia.

The first National gender Policy was formulated in 1997, its review indicated that progress in advancement of gender equality has been made in economic, political and legal spheres. Notable Progress has been in the area of education where the enrolment of girls in schools now matches or surpasses boys at every level, this indicates the possibility of meeting the gendered MDG targets on education by 2015. Progress was also made in the area of Legal reforms; where legal framework has been developed through laws that seek to address gender inequalities and redress issues of economic and social injustices brought about by discriminative cultural practices, patriarchal ideologies and historical imbalances. This is an indication of increased recognition of the need to address gender issues in the country's development programmes.

Despite progress made significant challenges remain in programming for gender equality. Women in Namibia continue to experience pervasive gender and intra-household inequalities contributing to income poverty. This is more pronounced among the 44% of female headed households in rural areas. Other developmental challenges include high maternal mortality ratio increased prevalence of GBV and sexual exploitation of women and girls, women continue to be under-represented at most levels of decision making in public and private sector, special committees, religious groups, boards and other institutions in the community. Challenges remain in family context where gender inequalities continue to undermine women's financial independence and personal autonomy, thereby affecting their ability to exercise rights in other spheres.

In order to address gender inequality and promote women's empowerment, the National Gender Policy will address the following key programme areas: Poverty and Rural Development; Education and Training; Health, Reproductive Health and HIV/AIDS; Gender-Based Violence; Trade and Economic Empowerment; Governance and Decision-Making; Media, Information and Communication; the Environment; Issues of the Girl-Child; Legal Affairs and Human Rights; Peace Building, Conflict Resolution, and Natural Disaster Management; and Gender Equality in the Family Context.

As proposed in the guiding principles, programming for gender equality will be guided by a mainstreaming strategy in policies, programmes and structures of line Ministries and among stakeholder institutions

Responsibility for the implementation of the National Gender Policy lies with all stakeholders identified in chapter 5. They will be responsible for the implementation of the NGP and will be accountable for gender equality results. It is incumbent on partners to develop plans, budgets and strategies to operationalize the Gender Policy at the sector programme level.

I would like to express my sincere gratitude to the staff of the directorate of gender equality and the stakeholders who provided valuable inputs and to UNFPA for their support to the process of the policy formulation

Sirkka Ausiku

PERMANENT SECRETARY

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TABLE OF ABBREVIATIONS

ALAN	Association for Local Authorities in Namibia
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
CRC	Convention on the Rights of the Child
EMU	Emergency and Management Unit
FAWENA	Forum for African Women Educationalist in Namibia
GBV	Gender Based Violence
ICT	Information, Communication and Technology
KRA	Key Result Areas
LAC	Legal Assistance Centre
MAWRD	Ministry of Agriculture, Water and Rural Development
MBESC	Ministry of Basic Education Sport and Culture
MGECW	Ministry of Gender Equality and Child Welfare
MHETEC	Ministry of Higher Education, Training and Employment Creation
MOHSS	Ministry of Health and social Services
NDP 3	National Development Plan – Third
NANGOF	Namibia Non -Governmental Organizations
NGO	Non Governmental Organization
NGPA	National Gender Plan of Action
NGC	National Gender Commission
NGP	National Gender Policy
NPC	National Planning Commission
NIED	National Institute for Education Development
NYS	National Youth Service
NASOMA	National Social Marketing Association
NAWA	National Association of Women with AIDS
OPM	Office of the Prime Minister
PEP	Post Exposure Prophylaxis

PPR	Program on Poverty Reduction
SADC	Southern African Development Community
SIAPAC	Social Impact Assessment and Policy Analysis Corporation
TWG	Thematic Working Groups
UNFPA	United Nations Population Fund
UNAM	University of Namibia
UN SCR	United Nations Security Council Resolution
WCPU	Women and Child Protection Unit

CHAPTER 1

1.0. BACKGROUND

1.1. *Introduction*

The First National Gender Policy was compiled and adopted in 1997. This marked an important step in the journey to the attainment of gender equality in Namibia. It aimed at closing the gaps that were created by socio-economic, political and cultural inequalities that existed in Namibian society. The Policy document provided a framework to guide the implementation of programmes aimed at meeting expectations of the Namibian people, especially women, to attain fundamental freedoms and to be equal to their male counterparts in participation in all developmental programs. In order for the goals and objectives set out in the National Gender Policy to be realized, the National Gender Plan of Action was adopted a year later in 1998. This was formulated as a five year plan covering the period 1998 – 2003.

The current National Gender Policy and the Gender Plan of Action have now been reviewed through a consultative process. Findings indicate that while some areas of concern have recorded more successes in the implementation than others, there are many factors that hindered full implementation of the policy and the accompanying action plan. Such factors include inadequate knowledge on gender mainstreaming, lack of skills for gender analysis, and poor coordination between the stakeholders and the MGECW as the lead agency.

Since the first Policy was formulated in 1997, there are new and emerging issues at national, regional and global level that have implications for gender equality. Such issues include the worsening situation on HIV and AIDS, international economic development issues, globalization and climate change—all of which have disproportional impacts on women and girls. While these issues provide challenges, they also provide opportunities within which to address issues of gender equality.

This policy is designed to provide guidance to stakeholders at all levels and to ensure a gender perspective in their planning and programming processes. Priority areas of focus for Namibia in this policy include:

- ❑ Poverty and Rural Development
- ❑ Education and Training
- ❑ Health, Reproductive Health and HIV and AIDS
- ❑ Gender-Based Violence
- ❑ Trade and Economic Empowerment
- ❑ Governance and Decision Making
- ❑ Media, Information and Communication
- ❑ Environment
- ❑ Issues of the Girl-child

- ❑ Peace Building and Conflict Resolution, and Natural Disaster Management
- ❑ Legal Affairs and Human Rights
- ❑ Gender Equality in the Family Context

A multi-sectoral approach to the implementation of the policy will be strengthened to ensure effective service delivery for gender and women's programmes.

1.2 Intended Policy Outcome

The goal of this policy document is to guide actions towards the integration and mainstreaming gender perspectives in the broad development framework, which will be in line with aspirations of Vision 2030 and NDP3 goals. Once this is done and adequate resources are allocated, we expect to have:

- ❑ A society in which women and men will have equal rights and equal access to basic services as well as opportunities to participate in and contribute to the political, social, economic and cultural development of Namibia in line with national development goals and Constitutional provisions.

1.3 Legal and Policy Context

The Namibian Constitution provides the foundation for principles of gender equality in Namibia:

All persons are equal before the law. No persons may be discriminated against on the grounds of sex, race, colour, ethnic origin, religion, creed or social or economic status. (Article 10)

In the enactment of legislation and the application of any policies and practices contemplated by [the Constitution], it shall be permissible to have regard to the fact that women in Namibia have traditionally suffered special discrimination and that they need to be encouraged and enabled to play a full, equal and effective role in the political, social, economic and cultural life of the nation. (Article 23(3))

The State shall actively promote and maintain the welfare of the people by adopting, inter alia, policies aimed at the following: enactment of legislation to ensure equality of opportunity for women, to enable them to participate fully in all spheres of Namibian society... (Article 95(a))

The Namibian Government, through the Constitution, commits itself to continued improvement of status of women in the society and to eradicating the injustices of the past. In this respect measures have been put in place to ensure economic and social justice to women.

The National Gender Policy is in conformity with several international and national instruments which the Namibian government has signed for the promotion of gender equality, these include;

- ❑ SADC Declaration on Gender and Development and its Addendum on the Prevention and Eradication of Violence against women and children.
- ❑ SADC Gender Protocol
- ❑ The Beijing Declaration and Platform for Action (BPFA)

- ❑ The Convention on Elimination of All Forms of discrimination Against Women – (CEDAW, 1997) and its Optional Protocol
- ❑ The Millennium Development Goals
- ❑ The Convention on the Rights of the Child (1990)
- ❑ The Protocol to the African Charter on Human and Peoples’ Rights on the Rights of Women in Africa (2003)
- ❑ The UN Security Council Resolution 1325 on Women, Peace and Security (2000)
- ❑ The International Conference on Population and Development (1994)
- ❑ The Universal Declaration on Human Rights
- ❑ International Covenant on Civil and Political Rights
- ❑ International Covenant on Economic, Social and Cultural Rights

National Frameworks include Namibia’s Vision 2030 of 2004, which sees the National Development Plans (NDPs) as the main instruments to implement policies and programmes to achieve the Vision. The Third National Development Plan (NDP3) is the first systematic attempt to translate the Vision 2030 objectives into concrete policies and actions. NDP3 identified five core areas which are to be mainstreamed through sector programmes and programming processes. They include 1) Gender, 2) HIV and AIDS, 3) Poverty, 4) Environment and 5) Information, Communication, and Technology. The Gender Policy strives to create an enabling environment for sectors to mainstream gender in line with NDP directives.

CHAPTER 2

2.0 SITUATION ANALYSIS

Overall, assessment on achievements of gender equality in Namibia provide a mixed picture on the progress and obstacles met during implementation of the first gender policy and the implementation period for the second National Development Plan (NDP 2). Significant progress in advancement of gender equality has been made in economic, political and legal spheres. This is an indication of increased recognition of the need to address gender issues in the country’s development programmes.

2.1 *Progress and Achievements*

Legal reforms have been made seeking to address gender inequalities and redress issues of economic and social injustices brought about by discriminative cultural practices, patriarchal ideologies and historical imbalances. Some of these laws include:

- ❑ **Combating of Domestic Violence Act** (No. 4 of 2003) – makes domestic violence a specific crime and has a broad definition of domestic violence that includes physical abuse, sexual abuse, economic abuse, intimidation, harassment and serious emotional, verbal or psychological abuse.
- ❑ **Maintenance Act** (No. 9 of 2003) – provides that both parents have a legal duty to maintain their children who are unable to support themselves, regardless of whether the children were

born inside or outside of a marriage and whether or not parents are subject to any other system of customary law which may not recognise one or both parents' liability to the child.

- **Combating of Rape Act** (No. 8 of 2000) – internationally one of the most progressive laws on rape. The Act gives greater protection to young girls and boys against rape, provides for stiffer minimum sentences for rapists and defines marital rape as an offence in the eyes of the law.
- **Married Persons Equality Act** (No. 1 of 1996) - specifies equality of persons within civil marriage and does away with the legal definition of a man as head of the house. The Act also provides women married in community of property equal access to bank loans and equal power to administer joint property and stipulates that immovable property should be registered in both spouses' names
- **Affirmative Action (Employment) Act** (No. 29 of 1998) – identifies affirmative action as a set of measures to ensure that all Namibians have equal employment opportunities and are equitably represented in the workforce, focusing on previously disadvantaged groups such as women and the disabled.
- **Communal Land Reform Act** (No. 5 of 2002) – gives widows the right to remain on land allocated to their deceased husbands in rural areas and rules that the right to remain on the land is not affected by re-marriage.
- **Labour Act** (No. 11 of 2007) –provides for maternity leave (with the addition of maternity benefits under the Social Security Act 34 of 1994) and prohibits discrimination on the basis of pregnancy, as well as providing stronger protection against sexual harassment in the workplace.

These laws have far reaching effects on gender relations. They create a legal basis for gender equality and provide formal recourse for justice. However, inconsistent implementation and ineffective enforcement efforts continue to undermine the ability of these laws to achieve gender equality.

2.2 Challenges in Gender Equality

The struggle for gender equality in Namibia over the last decade has achieved mixed results. Women are thriving in certain sectors of society and key policy objectives have been achieved. For instance, the enrolment of girls in schools now matches or surpasses boys at every level. However, significant challenges remain. The maternal mortality ratio is high, reported cases of rape have been increasing annually and women continue to be under-represented in decision-making roles in Namibia. There are areas of Namibian society, such as higher education, where boys and men also face gender-based challenges. The following analysis provides a brief portrait of the current situation of women in Namibian society.

2.2.1 Poverty and Rural Development

Poor households, including the severely poor, currently make up around 28% of all households, while the severely poor households are at 4%. MDG country progress indicates that both figures have decreased significantly since the beginning of the 1990s. The 2012 target for the severely poor households has already been achieved, and meeting the target for the poor households is possible.

Despite progress made, challenges and obstacles remain in the way of gender equality. Women in Namibia continue to experience pervasive gender and intra-household inequalities contributing to income poverty. Poverty is most pronounced among the 44% of female headed households in rural areas. Approximately 67% of the population live in rural areas, a decline from 72% in 1991. About 52% of the population in rural areas are female. This slightly skewed sex ratio is the result of men migrating to urban areas in search of employment. Particularly in the populous north where 42.6% of the population live, women who care for small children and the elderly are the main participants in subsistence agriculture and maintain rural homesteads while men are away in urban areas. Most rural Namibians depend on subsistence agriculture, often in conjunction with cash income, pensions and remunerations. However, 36% of rural Namibians have no source of income other than subsistence agriculture.

2.2.2 Gender, Education and Training

Namibia has done well in terms of enrolment of girls compared to boys at primary through tertiary levels. 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 right through to tertiary education where female students outnumber male students. Despite the high enrolment of females at primary and secondary levels, there are still disparities between regions [Omaheke (50.1%), Caprivi (48.5%) and Khomas (51.7%) in 2006¹]. Male and female learner retention rates are approximately equal. However, female learners face unique challenges in completing their education, including factors such as inadequate prevention and management of learner pregnancies, economic pressures on young girls from family members and financial dependence on older males (“sugar daddies”).

There has been a steady increase in enrolments for female students in various fields of study as follows: Humanities and social science (51% in 1997, 67% in 2007); Medical and health services (81% in 1997, 89% in 2007); Economics management science (46% in 1997, 58% in 2007); Education (52% in 1997, 75% in 2007); Science (37% in 1997, 49% in 2007); Law (45% in 1997, 60% in 2007); Agriculture (36% in 1997, 46% in 2007); Centre for External Studies (75% in 1997, 66% in 2007). Graduation rates of men relative to women at the University of Namibia in all faculties have been decreasing in recent years, necessitating action to ensure that men continue to be represented in all education and employment sectors, including those traditionally female sectors such as teaching and nursing. In 2007, only 465 men graduated in comparison to 934 females.

According to the Millennium Development Goals Second Progress Report for Namibia (2008), the national literacy rate in 2006 was higher for females (94%) than for males (91%). However, there are regional disparities in the literacy rates with Kunene and Omaheke having the lowest rates (68% and 74 % respectively) while Karas (96%), Khomas (97%) and Oshana (96%) have the highest rates. Similarly, Community Skills Development Centres (COSDECs) reports indicate that about 55% of students were females in 2005/6. However, the situation in Vocational Education and Training Centres seems to be different with more male students than female students having enrolled in 2005/6, at 67% and 33% respectively.

2.2.3 Gender, Health, Reproductive Health, and HIV & AIDS

¹Emis Education Statistics 2006, Ministry of Education, 2008 Edition

Namibia has expanded its Primary Health Care Programme and has developed programmes to address health issues such as HIV and AIDS, safe motherhood, tuberculosis and malaria. In the area of gender and health, indicators show that an overall fertility rate has dropped from average of 6.1 in 1991 to 4.1 in 2001 and to 3.7 in 2006. This can be attributed to women's greater participation in the formal economy, higher levels of education and better access to and utilisation of contraceptives, as well as the impact of AIDS and fear of contracting HIV. The Maternal Mortality Ratio in Namibia has increased from 271 deaths per 100 000 live births in 2000 to 449 per 100 000 in 2006, while contraceptive usage is at 65% in urban areas and 45% in rural areas. Additionally, 93% percent of births in urban area are assisted by skilled birth attendance compared to 66% of births in rural areas. This information indicates that more needs to be done to improve maternal health in the rural areas.

Namibia also has one of the highest HIV prevalence rates in the world, and women account for 53% of all reported new HIV cases. In 1992, the HIV prevalence among pregnant women was 4.2%, and rose to 22% in 2002. The 2004 prevalence rate stood at 19.7%, while the 2006 prevalence rate increased to 19.9% in 2006. Women who die from HIV and AIDS are an average of 5-10 years younger than men. The percentage of young women living with HIV is 29 percent compared to only 8 percent for young men. Some of the consequences of HIV and AIDS include the domestic burdens of women and girls as they have to provide the lion's share of home-based care for those who are ill, as well as support for affected families. Female-headed households and poorer women are more affected by this as they have few resources and time to spend. In this respect HIV and AIDS constitutes a serious challenge not only to health but to development as a whole.

2.2.4 Gender Based Violence

Gender based violence and sexual exploitation take many forms in Namibia. Gender based violence includes domestic violence and rape. Sexual exploitation may include commercial sex work, coercive sexual relationships, transactional relationship or even human trafficking. All of these issues continue to affect Namibian women and prevent them from living in a safe and healthy environment.

Namibia now has a strong legal framework to address various forms of Gender-Based Violence (GBV) and sexual exploitation through the Combating of Rape Act and the Combating of Domestic Violence Act. However, problems with ineffective implementation and inconsistent criminal enforcement remain significant barriers to protecting Namibian women from all forms of GBV. Women and Child Protection Units (WCPUs) represent progress towards the protection of vulnerable members of society, but must be strengthened in order to effectively carry out their mandated roles.

Despite stronger laws, the prevalence of GBV has increased in Namibia over the last decade. For instance, reported cases of rape or attempted rape per region have increased over time, from 564 in 1991, 778 in 1997, 901 in 2001, to 1100 in 2006. Reported cases of assault with intent to do grievous bodily harm are the most prevalent and rampant type of GBV. In 2005 alone, a total of 6637 cases of this form of violence were perpetrated against women, 3350 cases were reported against men, 241 against young girls, and 131 against young boys. Sex work is also becoming more prominent and detrimental to a larger subset of women. A recent report estimates that sex workers in Windhoek earn an average of N\$30 per sex act, and they will often settle for less in

situations where they are threatened, bribed, or simply desperate. Perceptions of the acceptability of violence also must change. Currently, 41% of Namibian men and 1/3 of Namibian women believe wife beating is justified for one or more reasons.

2.2.5 Trade and Economic Development

The 2004 Namibia Labour Force Survey (NLFS) recorded a total number of 369,863 private households, with the number of persons in these households numbering about 1.7 million. Most of the population lives in the rural areas, 63.2 % as compared to 36.8% in the urban areas. The Khomas region where the capital Windhoek is situated has the largest population of about 61646 private household with 253,277 persons. In 2001 there was a total sex ratio of 95 women for every 100 men, while the latest NLFS indicates a decline to 91.3 women per 100 men. Thus, there are still more women than men in Namibia.

Currently women's participation in the labour force is lower than that of men, at 49% to 60% respectively. Gender variations also occur when a comparison is drawn between subsistence agriculture 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 labor and only 29% from subsistence farming. The overall share of women aged 15+ in wage employment in non-agricultural sectors is relatively low at 47%.

2.2.6 Decision-Making and Political Power

As a signatory to the SADC gender protocol, the government has committed itself to achieve target of 50% representation by 2015. However, this goal has not yet been achieved. Women's representation and participation in decision making at parliament and managerial levels has fluctuated over time and across sectors. By 2008, women representation in Parliament reached 30.8%. However, a closer analysis reveals significant disparities: there are only 5 female ministers out of 22, 5 deputy ministers out of 20, and only 7 female members of the National Council out of 26. Women are under-represented in Regional Councils where only 13 out of 107 councillors are female and there are only 3 women amongst the 13 regional governors. However, women are well represented in Local Authority Councils—primarily as a result of affirmative action initiatives established in the Local Authorities Act—where they constitute 45% of all councillors. A closer look reveals that only 8 out of 30 mayors are female whereas at the deputy mayor level, the ratio is 50/50.

2.2.7 Gender, Media Information and Communication

Although the majority of Namibians are women and are concentrated in the rural areas, the Namibian Media are strongly biased towards urban settings in their coverage. More than 40 percent of their stories are about the Khomas region, Windhoek in particular- a figure that rises to nearly 60 percent when national stories are included. The Gender and Media Baseline Study of 2003 (GMBS) found that only 19 percent of news sources pertain to women and that women are typically portrayed as victims, objects of beauty or in unusual stories rather than as spokespersons. Current media coverage of women gives us little insight into women's contributions to the development process. Although there are a fair number of women working in the media in Namibia they are still under-represented in decision-making positions and issues that affect women more than men are not given equal priority in media coverage.

Media also fail to adequately cover issues of HIV and AIDS. Only 4% of stories in all media monitored focus on or mention HIV and AIDS, and stories of women with HIV and AIDS are almost nonexistent. As an example of this extreme situation, a one-month analysis of media sources showed that men constituted 100% of all those living with HIV and AIDS quoted in the media, in sharp contrast to the rest of the SADC region, where women with HIV and AIDS constituted 52% of such sources (GMBS). However, media outlets are increasingly making an effort to be gender sensitive and to promote media diversity, pluralism, self-sufficiency and independence.

2.2.8 Gender and the Environment

Due to Namibia's location within arid and semi-arid zones, the country is characterised by low rainfall and frequent drought conditions. The majority of Namibians lead a rural life style. Their livelihood mainly depends on the natural environment for food, shelter and a number of other products and resources essential for their wellbeing, including grazing, firewood, water and fruits. Women are the primary users of the environment. In most rural communities, women and girls constitute 75% of the workforce that fetch water and collect firewood. Fetching water is primarily a female task given that 36% of rural households have daughters fetching water, as compared to 15% which have sons fetching water. The Namibian government has made great strides in amending the Nature Conservation Ordinance 4 of 1975 thereby allowing for a progressive policy of Community-Based Natural Resource Management. It is hoped that these programmes, combined with adequate female representation in their implementation, will contribute to greater recognition of the role of women in the protection, management, and use of the environment.

2.2.9 The Girl-Child

Although Namibia has made progress in terms of enrollment of girls in primary school, they tend to gradually drop out in upper primary and high school due to pregnancy, poverty, HIV and AIDS, sexual harassment, early marriages and other cultural practices, low status of women and girls, educational marginalization, gender insensitive teaching and learning methodologies and poor performance. The number of girls dropping out of school is still quite alarming, threatening the retention and completion of the girl-child at upper primary and secondary levels. Teenage pregnancy is reported to be the main reason for girls dropping out of school² with a rate of 23.9% in the Kavango Region and 21% in Ohangwena Region³. Early marriages are yet another factor in female school drop-outs. Although there are laws in place that set the minimum age for civil marriage at 18, girls as young as 13 are being married under customary law. In the age group 15-19, 1.7% of girls are married compared to 0.1% of boys.⁴

The Government of the Republic of Namibia has put policies in place and has mandated relevant stakeholders to address the issue of the Girl-Child. Some of these policies include the Education Sector HIV and AIDS Policy, the National Policy on Orphans and Vulnerable Children and the Education for All Policy. Furthermore, the Government has entered a joint initiative with

² Ministry of Education (MoE) (2008a).

³ Ministry of Education (MoE) (2007).

⁴ Ministry of Health and Social Services (MHoSS), Namibia Demographic and Health Survey (2000).

relevant stakeholders to assist economically disadvantaged girls to obtain exemptions from paying school-related expenses.

The Government has also adopted a policy allowing teenage mothers to return to school after spending one year with their babies; however, this policy is currently under review in an effort to provide more flexibility and shorter periods of absence from school.

2.2.10 Gender, Legal Affairs and Human Rights

Namibia has a comprehensive gender-equal legal and policy framework. Great strides have been taken in enacting laws such as the Combating of Rape Act, the Domestic Violence Act and the Maintenance Act as well as policies on Learner Pregnancy and Orphans and Vulnerable Children (OVCs). However, major legal hurdles for gender equality in legal affairs remain. Furthermore, Namibia must effectively implement these progressive laws and policies throughout the country and at all levels of society. Access to justice and legal literacy, particularly for rural women, also continue to limit effective realisation of the human rights of women in Namibia. As a signatory to the SADC Gender Protocol, Namibia has a special obligation to ensure a comprehensive legal framework protecting the fundamental rights of both genders as well as effective access to the justice system.

2.2.11 Women and Peace-Building and Natural Disaster Management

Namibia is a signatory to UN Resolution 1325. In this respect, the government has committed itself to mainstreaming gender in peace keeping activities and promoting participation of women in institutions and decision making bodies in peace keeping and crisis prevention. Although Namibia is engaged in no major conflicts, Namibian citizens assist in peace-keeping and conflict resolution missions throughout Africa. Gender sensitisation is important to ensure protection of women's rights in conflict areas.

Women do not currently play a significant role in natural disaster management. As any natural disaster will necessarily impact women and the family, it is important that women be consulted in effective management strategies.

2.2.12 Gender Equality in the Family Context

The family remains the cornerstone of Namibian life, and gender equality in the family context is vital to ensuring equal rights of women in society overall. Namibia has developed a strong legal framework to promote gender equality within the family. Laws such as the Maintenance Act, the Married Persons Equality Act and the Children's Status Act promote equal rights and responsibilities of married persons and parents in the family context, but little has been done to remove gender discrimination under customary law. .

Despite progress since independence, the family remains a key site of gender inequality. Attitudes and cultural perceptions continue to promote unequal power relationships in the family. For instance, the Demographic and Health Survey 2000 found that 15% of Namibians do not believe a woman may refuse to have sex with her husband and 16% of men believe that a husband has the right to have sex with women other than his wife if his wife does refuse to engage in sex with him on some occasion. In addition, issues such as cohabitation, customary marriage and divorce, inheritance, and the rights of children, particularly step-children, have not yet been sufficiently addressed in the law or policy framework.

CHAPTER 3

3.0 POLICY FRAMEWORK – VISION, GOAL, OBJECTIVES AND GUIDING PRINCIPLES

3.1 *Vision*

The revised National Gender Policy derives its vision from Vision 2030 and the Namibian Constitution. The National Gender Policy envisions a Namibia that is a just, moral, tolerant and safe society with legislative, socio-economic and political structures in place to eliminate marginalization while ensuring peace, equality and equity between females and males in all spheres of life.

3.2 *Goal*

To achieve gender equality and the empowerment of women in the socio-economic, cultural and political development of Namibia.

3.3 *Purpose and objectives of the Gender Policy:*

3.3.1 *Purpose*

The overarching goal of the National Gender Policy is to achieve gender equality and the empowerment of both female and male persons in Namibia. To that end, the policy framework aims to serve the following purposes:

1. To provide mechanisms and guidelines for all sectors and other stakeholders for planning, implementing and monitoring gender equality strategies and programmes in order to ensure effective strategies for gender equality and women's empowerment
2. To create an enabling environment for the empowerment of women in order to ensure their full participation in socio-economic and decision making processes in all sectors and at all levels.
3. To define mechanisms and structures for institutional frameworks to coordinate and guide implementation of gender equality programmes amongst partners and in the society, and to monitor and evaluate gender programming.
4. While the policy aims at addressing gender equality, it is important to note that due to continuing inequality affecting women more than men in access to opportunities in decision making, access to resources and unequal gender relations the policy will give a focus to women's needs in order to close the equality gaps.
5. Provide guidelines for the implementation, monitoring and evaluation of regional and international instruments.

3.3.2 Policy Objectives

1. Reduce and eventually eradicate poverty through improving access and control to productive resources and services such as land, credit, markets, employment and training for women.
2. Recognize the unique situation of rural women in Namibia and strengthen institutional mechanisms to address their needs.
3. Reduce gender inequalities in education, increase completion rates for girls and improve women's access to Vocational Training, Science and Technology.
4. Improve women's and girl's reproductive rights, health and HIV and AIDS status.
5. Reduce the prevalence of gender-based violence and increase protection for women and children.
6. Improve access and control to productive resources and services such as land, credit, markets, employment and training for women.
7. Increase women's access to all levels of decision-making and participation in political and public spheres.
8. Promote women's access to information communication technology and eliminate negative media portrayals of women and girls.
9. Enhance the role and benefits of women in environmental protection and management.
10. Promote and protect the rights of girls and eliminate discrimination against them in education and training and in the family.
11. Promote the human rights of women and eliminate social, cultural and economic discrimination against women. Focus on implementation and enforcement of current laws, and increase women's access to justice.
12. Increase and strengthen women's participation in conflict resolution and promote women's contribution to peace building and natural disaster management.
13. Promote gender equality in family relationships, and provide greater protection especially for women in all spheres of family life, including marriage, divorce, maintenance, and inheritance.

3.4 Principles of Gender Equality

The principles enumerated here are intended to guide sector programmes among partners and stakeholders in the different interventions they will be undertaking to promote gender equality and women's empowerment. These principles are derived from the provisions of the Constitution of Namibia, Vision 2030 and national and international legal frameworks that Namibia has committed itself to. The following principles should be taken on board as partners design, implement and evaluate their programmes.

- **Gender equality between women and men.** Gender equality is an important principle and a prerequisite for sustainable development and economic growth in Namibia; it implies a situation of equal opportunities and participation and equitable distribution of resources between men and women.

- ❑ **Women's rights are human rights.** Women's rights are enshrined in the Constitution, and where possible a human rights approach should be adopted in programme design.
- ❑ **Gender Mainstreaming** will be adopted and entrenched as the strategy for creating/strengthening women's empowerment and eliminating gender inequalities in all sector and institutional policies, laws, and programmes. The strategy will promote gender analysis of all programmes and use of gender disaggregated data to inform planning and policy development.
- ❑ **Resource Allocation.** Implementation of the Gender Policy is a national responsibility and all sectors will be responsible for providing budgetary and human resources as necessary for its implementation.
- ❑ **Affirmative Action** will be instituted as a necessary measure to fast track equality. This is an important and necessary strategy in redressing historical imbalances and for enhancing women's empowerment.
- ❑ **Customary, cultural and religious practices should not discriminate against women.** While it is recognized that there are customary and traditional practices that guide ways of life among communities, such practices should not contradict the interpretation of women's rights and gender equality.
- ❑ **Role of Men.** Recognition of the role of men and boys in mitigating gender-based violence, HIV and AIDS and promoting gender equality is an important strategy.
- ❑ **Gender-Based Violence.** Advance the principle of zero tolerance for gender-based violence at all levels.
- ❑ **Promote Partnerships and Collaboration.** Gender equality can only be achieved through broad-based collaboration with stakeholders at different levels including civil society, traditional authorities and faith-based groups in the implementation and monitoring of the National Gender Policy.

These principles and subsequent programmes should be cognizant of the differential impacts of interventions on different categories of women, based on factors such as class, culture, religion, race, disability and geographic location.

CHAPTER 4

4.0 POLICY PROGRAMME AREAS, OBJECTIVE AND STRATEGIC ACTIONS.

The Namibia National Gender Policy has identified the following key programme areas for reducing gender inequalities: Poverty and Rural Development; Education and Training; Health, Reproductive Health and HIV/AIDS; Gender-Based Violence; Trade and Economic Empowerment; Governance and Decision-Making; Media, Information and Communication; the Environment; Issues of the Girl-Child; Legal Affairs and Human Rights; Peace Building, Conflict Resolution, and Natural Disaster Management; and Gender Equality in the Family Context. The proposed strategic actions and interventions are informed by the Situation Analysis in Chapter 2. In view of the cross cutting nature of gender concerns, responsibilities for implementation of the strategic actions lies with all stakeholders, including the government, civil

society and the private sector. A multi-sectoral approach to the implementation of the policy will be strengthened to ensure effective service delivery for gender and women's programmes.

4.1 Gender, Poverty and Rural Development

Policy Objective: *Reduce gender inequalities and improve access to productive resources to enable poor women and girls to move out of poverty.*

The 2001 Population and Housing Census registered 67 percent of Namibia's population as rural dwellers (down from 72 percent in 1991) with 85 percent of the country's poor people—defined as those living in households that spend 60 percent of their total income on food—in rural areas. Therefore, poverty in Namibia is mainly a rural phenomenon, and rural residents across the country are worse off than their urban counterparts. Rural populations are more disadvantaged in terms of income, education, health care and employment opportunities outside the subsistence-farming arena. Poverty is complex and has many causes and outcomes. Gender analysis indicates that poverty is linked to the unequal access to and distribution of resources, a lack of control over productive resources and limited participation in political and economic institutions. Women, particularly those from rural and urban remote areas, have no access to credit facilities to establish small scale businesses.

Poverty assessment reports by the NPC invariably point to differential access to productive resources among women in the different communities in Namibia. This has implications for the livelihoods of a majority of those affected. The causes of this gender differentiation can be categorized as structural, referring to legislation and macroeconomic policies and cultural practices limiting women's entitlements in terms of access to land and discriminating against women in inheritance practices. As part of cultural expectations, women spend a lot of time on unpaid tasks—referred to as the 'care economy'; this includes tasks such as household work and subsistence farming, which are neither recognized nor valued as work. Studies providing comparisons of men and women's time use indicate that women spend more time than men on reproductive work and this denies them opportunities to engage in more productive activities. Reducing poverty will require investments in women and girl's education and training, health, employment, access to resources, improved livelihoods and reduction of their vulnerability to violence.

Strategies

1. Review, analyze and modify policies and programmes on poverty reduction to ensure that they take women, and particularly rural women, into account in effective ways.
2. Restructure, target and allocate necessary financial, technical and human resources to incorporate women in the development of agricultural, mining, tourism and finishing sectors, which currently are among the backbone of the Namibian economy, in order to appropriately ensure household and food security for the purposes of attaining food self-sufficiency in the nation.
3. Adopt specific measures to address women and youth's unemployment, in particular their long term employment status.
4. Increase agricultural services that will improve the knowledge, skills in farming and fishing practices of women, youth and farm laborers, by ensuring that extension service officers have

a gender proportion which mirrors the population they serve and are trained to provide gender-sensitive services.

5. Introduce measures to integrate men and women living in poverty and socially marginalized groups into productive employment and mainstream economic activities.
6. Enable women to have access to land and affordable housing. This can be attained by, among other things, removing all obstacles to access which have so far hindered women's ability to obtain land and housing.
7. Collaborate with stakeholders to improve the delivery of health, education and social services so that women and girls living in poverty, including those with disabilities, have access to such facilities, particularly in rural areas.
8. Develop and revise laws, policies and other practices to ensure that gender perspectives are incorporated into all aspects of economic policy-making, including planning and programming, in order to ensure equal rights and access to economic resources to eradicate poverty.
9. Undertake time-use studies to provide statistical means to recognize and make visible the work done by women, including unpaid and domestic work, and their contribution to national economies.
10. Promote access to modern, appropriate and affordable technology and support services.

Access to savings and credit facilities

1. Enhance the access of women and men, including women entrepreneurs, in rural and remote urban areas to financial services by strengthening links between the formal banks and intermediary lending organizations and agencies to be established within reach of the rural communities.
2. Provide training for women and intermediary institutions with a view to mobilizing capital for those institutions and increasing the availability of credit to women.
3. Encourage all financial institutions to use methods that are effective in reaching men and women living in poverty, including developing innovations to reduce banking bureaucracy and transaction costs.
4. Request banks to simplify banking practices, for example reducing the minimum deposit and other such requirements, that have prevented disadvantaged groups, women in particular, from opening bank accounts.
5. Encourage participation, joint ownership and mainstreaming of women in decision-making positions in institutions providing credit and other financial services.
6. Establish a Gender Development Fund to ensure development of sustainable gender sensitive activities aimed at eradicating poverty.

4.2 Gender, Education and Training

Policy Objective: Reduce gender inequalities in education, improve completion rates for girls and increase women's access to Vocational Training, Science and Technology.

Education is a fundamental human right and a tool for transformation in the process of achieving gender equality objectives. In addition, research indicates that literacy of women is an important key to improving health, nutrition and education in the family and to empowering women to participate in decision-making processes.

In this regard, the government of Namibia recognizes the central role that education plays in improving opportunities for all its citizens for employment and economic well-being. Education patterns indicate that Namibia has done well in terms of enrolment of girls and boys at primary, secondary and tertiary levels. This can be attributed to the Government's promotion of the importance of education for all since Independence. Namibia aims to eliminate gender disparities at all levels of education no later than 2015 to comply with the Millennium Development Goals 2 and 3 on "Education for All" and "Gender Equality and Women's Empowerment".

Despite an overall improvement in the education of girls, significant regional disparities remain a serious concern. There is therefore a need to improve access, equity and quality of education in all regions, particularly in science, mathematics and technology subjects, for girls and women. Other challenges and constraints in relation to education include: cultural practices and stereotypes which have a negative influence on access, retention and development of girls across the school curriculum; sexual harassment in educational institutions sometimes resulting in pregnancies and exposure to HIV; and inadequately gender-responsive pedagogy in primary, secondary and tertiary institutions.

Strategies

1. Strive for balanced male-female participation rates in pre-primary, primary, secondary, and tertiary education, in particular for the most disadvantaged and marginalized groups.
2. Eliminate gender disparities in access to all areas of pre-primary, primary, secondary and tertiary education by ensuring that from early schooling and continuously, both girls and boys, and men and women, have access to career guidance, training, bursaries and loans.
3. Enhance gender sensitization in communities at grassroots, schools and work-places through seminars, workshops and media which stress the need for support from parents and the community at large, and assist the public to understand the importance of girls and women's access to education.
4. In collaboration with all stakeholders, eliminate barriers that hinder the schooling of pregnant adolescents and young mothers by establishing accessible and affordable child-care facilities within the community and putting in place counselling facilities for learners and their families.
5. Establish programmes aimed at empowering boys to share responsibility for the prevention of teenage pregnancies, as well as programmes that encourage young fathers to take up parental responsibility.

Strategies to eradicate illiteracy

1. Continue to fully support efforts towards improving the implementation of the literacy programme for both women and men.
2. Support efforts to eradicate gender bias in literacy materials, and promote the production of literacy materials that are gender sensitive.

3. Encourage adult and family involvement in learning activities so as to promote literacy for all people in Namibia especially for men, the disadvantaged and marginalized groups.
4. Recognize that in order for women and men with disabilities to participate in educational programmes, especially those which are meant to address literacy and development of business skills, educational media should be made accessible in a form that those with disabilities can use such as literature in Braille or large print or on tape for the blind, and media in sign language for the deaf.

Strategies to improve women's access to vocational training and science and technology fields

1. Promote and improve girls' and women's access to, enrolment in and completion of courses of study at Vocational Training Centres.
2. In collaboration with all stakeholders, provide information to girls and women on the availability and benefits of vocational training and training programmes and opportunities in science and technology available in Namibia and elsewhere.
3. Improve and enhance access and retention of women and girls in science, mathematics and technology-related fields through motivation and affirmative action.
4. Encourage gender-balanced participation in all apprenticeship programmes.
5. Award scholarships and bursaries to girls and women in fields traditionally dominated by men such as Science and Economics.
6. Support financially, training programmes for women and men who are unemployed, particularly in rural areas, to equip them with knowledge and skills that will improve their employment and entrepreneurial opportunities.
7. Promote and encourage participation, particularly by women, in research related to food production and in agricultural, extension and education programmes.

Strategies for gender-sensitive education and training

1. 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.
2. Develop training programmes to sensitize students, teachers, principals and school boards on gender issues.
3. Ensure, through affirmative action, that female educators, teachers and professors take up management roles at various levels in the education continuum.
4. Remove, in collaboration with all stakeholders, all legal and social and cultural barriers to sexual and reproductive health education.
5. Support gender studies and research activities that can be used as a tool to make the school curricula gender-responsive and to address the problems that force girls and women out of education.

4.3 Gender, Health, Reproductive Health and HIV and AIDS

Policy Objective: Improve women and men's health including reproductive health and prevention/management of HIV and AIDS.

Achieving gender equality and women's empowerment cannot be done without improving women's well-being throughout their lifecycles. The Reproductive Health Policy of Namibia indicates that reproductive health covers maternal and infant mortality and cancers of the reproductive system (for example cervical, breast and prostate cancers). It also includes sexually transmitted diseases, HIV and AIDS and adolescent health. Improving sexual and reproductive health and rights are a strategic priority for achieving gender equality and empowering women. The MDG Report notes that when inequality limits women's access to economic resources, this compromises their sexual and reproductive autonomy. In such situations, women and girls are often coerced into unwanted sexual activities.

While efforts have been made to improve the health sector, other basic amenities are lacking especially in the rural areas. Namibia has a limited infrastructure with which to provide people, especially the rural populations, with formal housing, electrification, transportation, and access to water and sanitation facilities. Lack of these basic amenities can have a detrimental effect on rural health. Again, because more women than men live in the rural areas and female-headed households tend to be poorer than male-headed households, a lack of rural healthcare infrastructure disproportionately affects women and female-headed households.

Challenges in the area of reproductive health and HIV and AIDS include high maternal mortality at 449 deaths per 100,000 births, and adolescent pregnancy currently at 15% for girls between the ages of 15 and 19. Adolescent pregnancy has negative consequences for girls; this includes high risks to their health as they are biologically not mature enough to handle pregnancies and high school drop-out rates limiting their opportunities for economic development. Girls are also at an increased risk of contracting STIs, including HIV.

There are many root causes contributing to the high HIV prevalence rate in Namibia. These include: the low socio-economic status of women, which causes gender inequality and poverty; gender-based violence exacerbated by cultural definitions of manhood and masculinity; high rates of STIs; unwanted pregnancies, unsafe abortions; poor ante- and post-natal care; a general lack of decision-making power for women in issues regarding sexuality; and biological factors which increase susceptibility of girls and women to HIV and AIDS. Despite intensive education and awareness efforts, there are people who still do not have complete and accurate information about HIV and AIDS. This is particularly true among rural women.

Other factors leading to poor women's health include harmful traditional practices such as early marriages and dry sex. There is limited research on the magnitude and types of harmful practices in Namibia but several media reports and public outcry indicate that dry sex, widow inheritance, initiation ceremonies for girls and women, treatments for infertility involving sex and unconventional treatments often administered by traditional healers are practiced in Namibia. Because of traditional gender roles, women and girls are expected to provide care for those infected and affected by HIV and AIDS. This creates a time burden on women, leaving them with less time to earn an income or learn new skills. It also leads to girls having less time to attend school.

Strategies

1. Review and incorporate strategies to incorporate women's health issues into existing legislation and policies with the goal of ensuring increased sexual and reproductive rights as well as physical, social and mental health for girls and women.

2. Develop programmes, in collaboration with stakeholders and particularly women's organizations, on gender-responsive health services and sexual and reproductive health rights, including a rights-based approach to HIV and AIDS.
3. Ensure that men and women have equal access to Sexual and Reproductive Health (SRH) care services including family planning and HIV and AIDS treatment.
4. In collaboration with stakeholders, equip all health care providers through appropriately-designed gender-sensitive primary health-care training in the area of reproductive health and rights including HIV and AIDS.
5. Conduct research and raise public awareness on the impact of abortion and infanticide, and on other options for dealing with unwanted pregnancies.
6. Establish a common understanding and redefine concepts of manhood and masculinity through Sexual Reproductive Health education.
7. Advocate legislation that will eliminate environmental and occupational health hazards in the work-place and elsewhere with the intention of protecting women and men, particularly pregnant women.
8. Support all stakeholders working with women's and men's sexual reproductive health and rights by establishing networks aimed at improving coordination and collaboration.
9. Reinforce laws and reforms, and promote practices that aim at eliminating discrimination against women and encourage both men and women to take responsibility for their sexual and reproductive behaviour.
10. Disseminate Sexual Reproductive Health (SRH) information, including HIV and AIDS information, through public health campaigns designed to ensure that women and men, particularly the youth, can acquire accurate knowledge about health issues and the ability to act in accordance with their knowledge.
11. Intensify programmes to alert all people to the extent of the HIV and AIDS pandemic in Namibia.
12. Ensure, in line with other National Policies such as the National Population Policy for Sustainable Human Development (1996), that comprehensive factual information is available, and that the full range of reproductive health care services, such as family planning, parental care, ante-natal, delivery and post-natal care, prevention and treatment of sexually transmitted infections—most importantly HIV and AIDS—and other reproductive and sexual health conditions, are accessible and affordable to all users.
13. Create awareness through the media for the community at large, families and especially medical practitioners, that people with disabilities have the right to health.

4.4 Gender Based Violence

Policy Objective: *Reduce the prevalence of gender based violence and increase protection for women and girls.*

Gender based violence refers to all forms of violence that happen to women, girls, men and boys because of the unequal power relations between them. Causes of gender based violence include customs, traditions and beliefs, illiteracy and limited education, unequal power relations, and the

low status of women. The two most common forms of GBV in Namibia are rape and domestic violence, both of which disproportionately affect Namibian women. However, domestic violence has a significant impact on Namibian children as well. Children in abusive homes are more likely to be abused themselves and children exposed to abusive relationships may be more likely to become abusers themselves later in life. Stalking, emotional abuse, and sexual exploitation are also linked to gender based violence.

Sexual exploitation is yet another manifestation of unequal power relations and can take many forms, such as commercial sex work, coercive sexual relationships, economic exploitation and transactional relationships, and human trafficking. Transactional relationships are an especially serious issue. This is particularly prevalent in the case of orphans and vulnerable children (OVCs), but affects girls and women at all ages. Action must be taken to educate young people to avoid this approach.

Gender-Based Violence and sexual exploitation remain serious concerns in Namibia. This is evidenced by recent statistics showing an increase in the number of rape and domestic violence cases reported annually. While Namibia has made great strides in achieving formal protection for women against GBV through new laws such as the Combating of Rape Act and the Combating of Domestic Violence Act, effective implementation and consistent enforcement of these laws is lacking. Laws combating sexual exploitation and some forms of gender based violence such as stalking are less developed and should be a core focus in the fight for gender equality. Concerted action around these issues is vital because women continue to suffer disproportionately and without adequate remedy, and current cultural norms reinforce the acceptability of gender-based violence, particularly in rural communities.

Strategies

Law and policy

1. Continue with law and policy reforms prohibiting all forms of gender based violence and sexual exploitation in homes, work places, schools and communities, and increase implementation and enforcement efforts under existing legislation.
2. Monitor legislation to ensure its effectiveness in eliminating violence against women and children, particularly with respect to the Combating of Domestic Violence Act and the Combating of Rape Act.
3. Ensure that perpetrators of gender based violence and sexual exploitation, including domestic violence, stalking, femicide, sexual harassment, and rape, are adequately and fairly prosecuted and tried by a court of competent jurisdiction.
4. Strengthen labour laws and the Public Service Act to address issues of sexual harassment in the work place. Ensure that all institutions have in place policies that define and prohibit sexual harassment.
5. Strengthen laws and policies prohibiting sexual harassment in educational settings, including harassment amongst learners and sexual harassment by teachers and staff.
6. Review laws and policies on gender-based violence to ensure that they provide for the comprehensive testing, treatment and care of survivors of sexual offences, which shall include including emergency contraception and access to post exposure prophylaxis at all health facilities to reduce the risk of contracting HIV and other STIs.

Access to legal and social services

1. Increase number of shelters and places of safety and ensure that adequate support services are provided, such as medical, psychological, free counselling and legal support for women and children who have been subjected to violence to enable them to recover and return to normal life.
2. Support WCPUs with adequate funding to facilitate their work, and provide appropriate training to enable them to handle GBV cases sensitively and effectively. Ensure that WCPUs are welcoming places for both women and children.
3. Encourage health facilities to strengthen the management of sexual violence and rape, including the provision of emergency contraception and PEP for HIV/AIDS.
4. Provide functional accessible, affordable and specialized legal services, including legal aid, to survivors of gender-based violence and sexual exploitation.
5. Provide appropriate training for service providers involved in combating gender-based violence and sexual exploitation, including the police, the judiciary, health and social workers.

Education and Awareness

1. Work with men as partners in advocacy against gender-based violence, and promote education, training and awareness building for male networks aimed at promoting male involvement in preventing GBV.
2. Raise awareness of women's right to be protected from violence and sexual exploitation through education and awareness campaigns.
3. Provide women with information on how to access justice, through seminars, campaign and programmes aimed at reaching grassroots levels.
4. Support community-based education programmes such as campaigns to raise awareness of GBV, to disseminate information on GBV (including its causes and consequences) and to prevent GBV.
5. Research the extent and magnitude of human trafficking in all its forms and provide holistic services to survivors.
6. Strengthen data collection mechanisms to improve availability and access to data for purposes of effective programming and monitoring of all types of GBV.

4.5 Gender, Trade and Economic Empowerment

Policy Objective: *Improve access and control to productive resources and services such as land, credit, markets, employment and training for women.*

To achieve economic growth, it is important to address the persistent gender inequalities in access to opportunities, productive resources and decision-making. Currently women's participation in the formal labour force is lower than that of men at 49% to 60%. Variations also occur when a comparison is drawn between subsistence and wage employment; 44% of female headed households depend on subsistence agriculture while only 28% make a living from wage employment. In contrast, more than 50% of men depend on wage labour and only 29% on subsistence farming. The overall share of women aged 15+ in wage employment in non-agricultural sectors is relatively low .i.e. at 47%.

Gender dimensions in trade have not been well analyzed in Namibia; however trade policies affect women and men differently due to gender inequalities in access to and control of economical resources and decision-making as mentioned above. In the context of globalization, trade liberalization can affect opportunities and benefits which may enhance the economy or lead to rising inequality and aggravated poverty.

Gender related challenges in trade and economic empowerment include access to, and control of resources such as credit, land, access to information on markets, business skills and support services as well as protective labour laws that benefit women and men equally.

Strategies

1. Enact and review, in accordance with the Namibian Constitution, legislation that will give women equal access to economic resources including access to credit, capital, mortgage, security and training.
2. Analyze from a gender perspective all policies and programmes with respect to their impact on the economy and on gender inequality.
3. Encourage, in collaboration with other stakeholders' technical and financial assistance. Identify individuals and groups which can provide training, career guidance and counselling aimed at the development of women.
4. Encourage existing and upcoming businesses to create value addition and market opportunities especially for women.
5. Create supportive environments for women and men in small and medium enterprises in terms of capacity building.
6. Review and devise mechanisms to enable and ensure the full and equal participation of women in the formulation of economic policies and the management of financial institutions..
7. Allocate public expenditure to enhance and promote women's economic opportunities and avail equal access by women to productive resources.
8. Promote gender sensitive and responsive budgeting processes at the micro and macro levels, including gender-disaggregated tracking, monitoring and evaluation of budget allocations.
9. Create, modify and finance programmes and policies that recognize and strengthen women's vital role in food security.
10. Ensure and enforce implementation of economic policies that have a positive impact on the employment and income of women in both the formal and informal sectors. Adopt specific measures to address women's unemployment
11. Adopt and enforce laws and regulations which ensure that women are not denied employment and promotion due to pregnancies, breast-feeding or family responsibilities.

4.6 Gender, Governance and Decision Making

Policy Objective: *Increase women's participation at all levels of decision-making and provide support for women in governance and decision-making positions.*

Representation and participation of women at all decision making levels is a critical goal for gender equality and women's empowerment in Namibia. Namibia has made great strides in promoting women in positions of local authority and achieving 30% female participation in Parliament. However, women are still under-represented at most levels of decision making: in government, the private sector, special committees, religious groups, boards and other institutions in the community. Women's representation and participation in these governance structures is critical as it ensures that their interests and voices are reflected in these decision-making bodies.

Government recognizes the need to promote equitable gender representation at all levels of decision-making through measures such as affirmative action as well as the improvement of women's social, economic and political status. This Policy will support the SADC Protocol on Gender and Development which recommends that the minimum target for female representation be raised from 30% to 50% in all SADC member states levels by 2015.

Challenges to gender equality in decision-making roles include factors such as cultural perceptions on the role of men compared to women in decision making, uneven participation of women in electoral processes, low educational attainment in some regions, and lack of female empowerment programs. Namibia also faces challenges in ensuring meaningful and qualitative participation of women in decision-making roles. Women must not only be present in positions of power, but their voices must be heard. They are not simply "window-dressing". Increasing the quantity, prominence and authority of women in decision-making positions will entail more adequate training in leadership skills from childhood as well as ongoing training and support for female leaders.

Strategies

1. Encourage the participation of rural women in decision-making roles at local, regional and national levels by helping them overcome cultural, educational, and geographic barriers.
2. Facilitate an enabling environment for women in decision-making positions by engaging in gender-sensitization and by providing skills-training, mentoring, and opportunities for women to take an active and vocal role in important decisions.
3. Create platforms for building women's self-esteem, empowerment and assertiveness. Start empowering women from childhood onwards by providing leadership training and programmes designed to build self-esteem.
4. Discourage cultural practices that perpetuate gender inequality. Women and men must encourage this change in cultural perceptions and must support women in decision-making positions.
5. Create incentives at local levels and give increased recognition to the value of local leaders, both in terms of status and monetary compensation.
6. Educate women on issues affecting their lives to ensure they have the information necessary to make informed decisions and to participate effectively in governance and decision-making processes.
7. Encourage and facilitate participation of women in traditional leadership structures.
8. Strengthen the Parliamentary Gender Caucus to educate and empower female Parliamentarians across political party lines, and provide training for female Parliamentarians

on such subjects as budgeting, speech writing, public speaking, and lobbying and advocacy skills.

9. Encourage female participation in political party structures and ensure that political parties institute a 50/50 zebra system in preparation of their political party lists.
10. Educate women on the importance of voting and encourage their participation in election processes.
11. Ensure that women participate in decision-making in all forums concerned with democracy, security and peace making activities at all levels.
12. Promote women's recruitment at decision making levels at government, the private sector and civil society.
13. Design and make available, in collaboration with other stakeholders, leadership development and empowerment programmes for women of all ages.

4.7 Gender, Media, Information and Communication

Policy Objective: *Promote women's access to information and communication technology and eliminate negative portray of women and girls.*

Media has 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.

Increasingly, Information Communication Technology has improved and diversified the way that messages are transmitted. Media of transmission include television, radio, visual media such as posters and billboards, music, internet, print media and community theatre. This multiplicity of communication channels has broadened issues covered as well as expanding outreach in the rural areas.

The media as identified above has great potential to promote positive images of women. The media can also perpetuate cultural, social, political, and economic stereotypical attitudes and practices, by projecting negative and degrading images of women.

ICTs have great potential to promote women's empowerment through breaking barriers to knowledge and opening new opportunities in education, political participation, health care and income generation. Through ICT, women can access information and opportunities through the Internet without leaving their homes, villages or communities, thus bringing positive change for poor women and men especially in rural areas.

Strategies

1. Make community radio, alternative video, access to television, public call-in stations, community Internet access, computer networking and alternative print media services accessible to both men and women.
2. In collaboration with relevant stakeholders, avail resources and implement programmes that will increase women's access to ICT resources and knowledge, especially to new

communications technologies, in a framework of respect for cultural diversity and for regional and local needs and priorities.

3. Improve women's employment opportunities and career paths in the media industry with guidelines for encouraging women's participation at all levels of decision-making in media enterprises and in senior positions in technology industries and on government-convened advisory boards.
4. Support gender training for journalists and media personnel and sensitize them on how women and men are portrayed, and to what extent and on which issues they are or are not given a voice, including how the lack of women in decision-making position affects media portrayals.
5. Undertake research to identify areas of concern in the media and undertake appropriate follow up actions.
6. Support media organizations in efforts to monitor development issues and thus contribute to the present and future goal of building democracies based on pluralism and a culture of peace.
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.

4.8 Gender and the Environment

Policy Objective: *Enhance the role and benefits of women in the environment.*

Women in Namibia have an important role to play in the management of sustainable environment. This is largely because of their gender roles which include agricultural production where they contribute labour in subsistence farming, fetching water and firewood as well as providing food for their families.

Despite their key role in environment utilization, women continue to be under-represented at policy and decision-making forums on the utilization of natural resources, environmental development, conservation, forestry and water management. Deterioration of natural resources displaces communities, especially those living in poverty, the majority of who are women. Poverty and environmental degradation are closely related. Depletion of natural resources greatly adds to women's poverty and increases the burden of work for women and girls. As a strategy for gender mainstreaming, women should be involved in interventions to achieve the objectives of environmental sustainability

In line with Vision 2030 Namibia is committed to the objective of ensuring the development of Namibia's natural capital and its sustainable utilization for the benefit of the country's social, economic and ecological well-being. NDP 3 translates this vision through its goal of *Productive Utilization of Natural Resources and Environmental Sustainability* which also corresponds to MDG7 of ensuring environmental sustainability.

Gender challenges in environmental management include the low involvement of women in decision making on environmental management, environmental hazards, cultural practices and attitudes on ownership and control of land, inadequate information and education on sustainable

environmental management and the need for gender-responsive environment policies and programmes.

Strategies

1. Ensure women's participation on an equal basis with men in decision making regarding sustainable environmental management, and ensure gender balance in management structures by legislation where appropriate.
2. Evaluate all policies and programmes in terms of their environmental impact and their effect on women's equal access to and use of natural resources.
3. Educate and increase women's access to information and education, including in the areas of science, technology and economics, thus enhancing their knowledge, skills and opportunities for participation in environmental decisions.
4. Promote and protect use of the knowledge, innovations and practices of women of indigenous and local communities and safeguard their existing intellectual property rights.
5. Put 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, in line with the international *Rio Declaration on Environment and Development*.
6. Take measures to empower women as producers and consumers so that they can take effective environmental actions, along with men, in their homes, communities and workplaces.
7. Encourage the design of projects in areas of concern in the areas of environment that would specifically benefit women and create projects to be managed by women.
8. Increase the proportion of women, particularly at grass-roots levels, involved as decision makers, planners, managers, scientists and technical advisers and in the design, development and implementation of policies and programmes for natural resource management and environmental protection and conservation.
9. Ensure adequate research to assess how and to what extent women are particularly susceptible to, exposed to or affected by environmental degradation and hazards, including, as necessary, research and data collection on specific groups of women, particularly women living in poverty.
10. Promote access to safe drinking water and sanitation by committing adequate resources and working closely with civil society to engage in community education.

4.9 The Girl-Child

Policy Objective: Promote and protect the rights of girls and eliminate discrimination against them in education and training.

Data and information from the Ministry of Education indicate that there is significant improvement in the position of the girl-child with regard to access to education and that enrolment for females at all school levels has improved. In the context of Millennium Development Goal 2, Namibia aimed to eliminate gender disparities in primary and secondary education preferably by 2005 and at all levels of education no later than 2015. The country report

indicates that there is positive progress towards meeting the MDG targets on universal access to education.

The occurrence of teenage pregnancies is still a grave concern in the country and there are few or no programs to support pregnant learners and learner-mothers. There is also little change of attitude towards girls who fall pregnant. However, the Ministry of Education's current Learner Pregnancy Policy makes provision for teenage mothers to return to school after being with their infants for at least a year. That policy is currently under review, to provide for more flexibility and to encourage pregnant learners to stay in school as long as possible and to return to school as soon as possible, without compromising the health and safety of the infant.

Families hard hit by poverty have also been unable to send or keep their children in school due to the cost of living, hindering girls' active participation in education. The impact of HIV and AIDS is one of the major contributing factors to girls dropping out of school, because they have to care for siblings and sick family members. Early marriage in some communities is another reason for school drop-outs. Sexual abuse and sexual exploitation of girls by male learners and male adults (including teachers) are other contributing factors that lead to school drop-outs and may also lead to teenage pregnancies and HIV infections. These factors also have negative consequences on the health, emotions and general performance of girls at school.

Moreover, the constant portrayal of girls and women in socially constructed stereotypical roles as cleaners, caregivers and secretaries in teaching and learning materials, in the media and in society at large does not encourage girls to study science, mathematics and technology subjects.

In addition, the girl-child continues to face challenges from her childhood into her adulthood with many negative socio-cultural attitudes. Child labour is also another challenge where the girl-child is expected to contribute to household chores even at the expense of school work. Discrimination against girls therefore does not only reinforce gender inequalities, but also undermines girls' integrity and self-esteem.

As a means to creating a safe and secure Namibian society for both girls and boys, the Government has put in place a legal framework, consistent with the Namibian Constitution, for the safeguarding and protection of children and their socio-economic rights. This child rights framework is currently being improved and revised, through the new Children' Status Act and the Child Care and Protection Bill which is under discussion. Namibia is also a signatory to the United Nations Convention on the Rights of the Child and is committed to its full implementation.

Strategies to promote and protect the rights of girls and to eliminate discrimination against them in education and training.

1. Implement fully the Convention on the Rights of the Child through appropriate legislative, administrative and all other measures, which shall ensure the fostering of enabling conditions that encourage full respect for the rights of children.
2. Strengthen effective implementation and monitoring of laws pertaining to child-support, and encourage financial, psychological, moral and spiritual support by both parents.
3. Eliminate injustice and obstacles faced by the girl-child in relation to inheritance.

4. Implement and monitor policies, plans of action, and socio-cultural, economic and educational programmes aimed at enhancing the survival, protection, development and advancement of the girl-child.
5. Finalise, implement and monitor a revised Ministry of Education Policy on Learner Pregnancy which focuses on prevention and management and encourages pregnant learners to remain in school as long as possible and to return to school as soon as practicably possible after delivery, and establish programs to support the pregnant learners and young parents in continued education in a safe environment and to prevent future pregnancies.
6. Create and enforce regulations that are aimed at encouraging educational institutions and the media to adopt and project balanced, unsteretyped images of girls and boys and to eliminate degrading and violent portrayals of girls and women.
7. Implement, monitor and evaluate policies and programmes that enable girls to develop confidence and self-esteem and to learn to take responsibility for their own lives in order to take charge of their own life decisions.
8. Promote and support campaigns that focus on educating the public on the importance of girls' health as well as the need to eliminate harmful cultural practices against the girl-child.
9. Integrate and reinforce gender awareness training in all teaching training programmes so as to equip teachers with the essential skills and materials for gender-sensitive teaching.
10. Promote the training of teachers and relevant stakeholders in gender responsive education around the sexual maturation of both girls and boys.
11. Encourage and support equal participation of girls and boys in extracurricular activities such as sports, art, drama, debate, etc.
12. Reinforce and implement laws aimed at protecting the girl-child in the household and the society at large from all forms of physical and mental violence, injury, abuse including sexual abuse and rape, child labour, maltreatment, neglect and exploitation.
13. Protect girls from economic exploitation, trafficking and all forms of violence, including sexual abuse.
14. Ensure and encourage families to send their children, especially girls and children with disabilities, to school.
15. Conduct research to establish the magnitude of violence and cultural discrimination against the girl-child.

4.10 Gender, Legal Affairs and Human Rights

Policy Objective: Promote the human rights of women and ensure legal protection of women's rights through an enhanced legal framework, effective implementation of laws and policies, and meaningful access to the justice system.

Realization of women's human rights is an important step towards attaining gender equality. Namibia has one of the most progressive legal systems in Africa, set upon the foundation of a progressive and comprehensive Constitution with a strong prohibition against sex discrimination and specific authorisation of affirmative action for women. New laws such as the Combating of Domestic Violence Act, the Combating of Rape Act, the Married Person's Equality Act, and the

Maintenance Act provide broad protection and fair treatment for both men and women. New policies, including the Policy on Orphans and Vulnerable Children and the revised Education Sector Policy on Learner Pregnancy (still undergoing consultation), show a true commitment to addressing the most pressing needs of marginalized groups in Namibia.

Namibia is also a signatory to several regional and international instruments such as CEDAW, the SADC Declaration on Gender and Development and its Addendum on Prevention and Eradication of Violence Against Women and Children, the SADC Gender Protocol, the Beijing Declaration and Platform for Action, the African Regional Platform for Action, and the African Charter on Women's Rights, all of which uphold the principles of gender equality. These instruments have greatly contributed to Namibia's national vision of full gender equality and have provided guidelines for national gender equality legislation, programmes and policies.

Despite government's efforts to enact laws and adhere to international agreements designed to protect women from discriminatory practices, the challenges of gender inequality persist. Most critically, *implementation* of progressive gender-related laws remains lacking due to shortages in funding and human resources, inadequate training, and insufficient monitoring. As an example, many Magistrates Courts lack the proper forms under the new Maintenance Act of 2003 and are thus using the old forms, denying women and children in those regions effective protection under the new maintenance laws. Furthermore, significant legal battles remain, such as those confronting issues of customary laws and harmful social practices; protection of children, particularly step-children; power-sharing and decision-making; and equality in the family.

The lack of meaningful access to justice and lack of legal literacy are also significant barriers to full protection of the human rights of women. Many women, especially in rural areas, are still not aware of their rights and legal entitlements. They also lack the resources and sufficient proximity to courts to enable them to effectively access the justice system. The system of legal aid is not sufficiently funded nor staffed to provide services to the most marginalized groups of women, particularly rural women. Attitudes and behaviour of individuals and government institutions continue to perpetuate inequality in access to legal rights.

Strategies

Legal affairs and human rights

1. Work with civil actors and Law Reform and Development Commission to continuously review and amend or repeal all existing discriminatory laws and policies, and to revise laws which do not adequately serve the needs of both women and men.
2. Identify mechanisms to enforce implementation of laws and regulations that address issues of social and economic justice including right to sexual and reproductive health and poverty reduction in order to promote gender equality.
3. Put identifiable mechanisms in place in all government sectors to monitor the implementation of laws affecting women and children, and to investigate the abuse of women's rights and promote gender equality.

Access to justice and legal literacy

1. Ensure equality in the treatment of women in judicial and quasi-judicial proceedings, including customary and traditional courts.

2. Encourage increased procedural access to justice; this will entail providing facilities geographically accessible to women and ensuring that facilities are adequately staffed and stocked with documents and forms—such as maintenance complaint forms and domestic violence protection order applications —most utilized by women.
3. Encourage substantive access to justice by ensuring that all laws and policies are being enforced to their fullest extent and that actors within the justice system are given the resources, education, ongoing training and support to effectively uphold the laws.
4. Work with the Ministry of Justice and civil actors to ensure that legal aid is available for those women who cannot afford legal representation, including representation in matters which affect women particularly such as divorce, maintenance and domestic violence cases.
5. Increase legal literacy through intensive human rights education and awareness campaigns at all levels of society.
6. Demystify the law-making process by disseminating simple information about the process through the media, in educational material and in all Namibian languages, and by ensuring that women have an adequate opportunity to comment on draft laws which would affect them.
7. Promote education on the human and legal rights of women in the school curriculum at all levels and campaign for gender equality between men and women in public and private spheres.

4.11 Gender, peace building, conflict resolution, and natural disasters

Policy Objective: *Increase and strengthen women's participation in conflict resolution, promote women's contribution to peace building, and involve women in natural disaster management.*

Women are disproportionately impacted by conflict situations and natural disasters. Namibia has enjoyed peace and security since independence. Unfortunately some of her neighbours and the world at large have been going through conflicts and wars. In this respect Namibia has sent peace keepers to such countries as Cambodia, Angola, DRC and Liberia. Namibia is a signatory to the UN Security Council Resolution 1325 that was passed while Namibia was the chair of the UN Security Council in 2000.

Resolution 1325 recognizes the critical role of women in peace-building as well as in conflict prevention, and calls for women's full and equal participation in key institutions and decision-making bodies. The resolution also calls for recognition of the role women play in crisis situations. The resolution emphasizes the use of gender mainstreaming as a strategy to ensure that gender issues are addressed along the prevention-to-relief-to rehabilitation continuum.

Although Namibia is not currently involved in any major conflicts, nor has there been a recent large-scale natural disaster, continued vigilance is warranted. 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.

In the context of armed conflict, available information indicates that conflicts increase the risk and impact of HIV/AIDS by dislocating communities and bringing fighters into contact with civilians. In these situations women and youth are vulnerable to sexual violence and exploitation.

Gender issues are often underestimated and marginalized in international peace operations, relief efforts and integration programmes, and women are largely absent from decision-making on issues of war and peace.

Natural disasters likewise interrupt normal life and lead to significant displacement and chaos. Women in these situations are extremely vulnerable. It is important to not only consider the unique situation of women in armed conflict and natural disasters, but to engage female participation in conflict resolution, peace keeping and natural disaster management. This will ensure that both genders are adequately protected in precarious times.

Addressing gender issues in peace-building, conflict resolution, and natural disaster management will require a concerted effort by Namibian institutions, particularly the Defence and Security Council and Armed Services, as well as the United Nations and NGOs such as the Red Cross.

Strategies

1. Ensure gender mainstreaming in peacekeeping, peace building and natural disaster management.
2. Sensitize forces participating in peace keeping missions in gender issues and ensure that gender sensitization is part of the preparation of troops and police who are participating in peacekeeping missions.
3. Create favourable working environments for women in police and defence forces and encourage women to take up career paths in these areas.
4. Develop an engendered Emergency and Management Unit (EMU). Expand and strengthen existing structures at local, regional and national levels to be able to respond to national natural disasters.
5. Ensure the continuity of family and community life during disaster times, and develop structures to meet the needs of men, women and children.
6. Advocate for more women to be included in peacekeeping missions at all levels of decision making and peacekeeping processes.
7. Ensure that personnel being deployed to conflict areas are aware of the causes of conflict and effective strategies of conflict management.
8. Ensure measures are in place to punish members of Namibian peacekeeping forces and other peacekeepers present in Namibia who are violating human rights, including violations such as sexual exploitation, rape or other forms of gender-based violence.

4.12 Equality in the Family

Policy Objective: *Ensure gender equality and respect for the important role of women in all aspects of family life, including steps to protect women's rights in respect of marriage, divorce, maintenance, inheritance, and cohabitation.*

Inequality in family law remains a key area of gender-based discrimination and one of the most neglected topics in Namibia to date. Equality in the family is fundamental to gender equality overall, and affects every Namibian woman in multiple ways. Gender inequalities in the family context can undermine women's financial independence and personal autonomy, thereby affecting their ability to exercise rights in other spheres.

Issues such marriage, recognition of customary marriage, divorce, inheritance, cohabitation and children's rights (including step-children) must be addressed on both a policy and a practical scale. The issue of maintenance should also be highlighted, as this is one of the concerns most often cited by women. The new law on maintenance (*Maintenance Act 9 of 2003*) is a strong one, but not being well implemented in practice.

Promoting gender equality in the home not only affects the family in the short term, it also provides a foundation for future gender equality. Children often mimic the environment in which they are raised in their own adult lives, thus providing a safe and gender-equal home setting is likely to perpetuate itself in future generations. Conversely, harmful practices at home can significantly influence children and may perpetuate harmful or discriminatory practices in future generations. This not only applies to overt physical abuse or domestic violence. Children also learn from negative behaviours and attitudes exhibited within the home and are likely to perpetuate those negative behaviours in their own adult lives. Thus, the protection of gender equality in the family also means the protection of gender equality in future generations.

The SADC Gender Protocol recognises the importance of a stable and gender-equal home environment as an important foundational element of gender equality in society overall, as evidenced by articles dealing with "Marriage and Family Rights" and "Widows' and Widowers' Rights." As a signatory to the SADC Gender Protocol, Namibia has an obligation to strive towards realisation of the SADC goals and to ensure gender equality in the family context.

Strategies

1. Ensure the effective implementation of current laws and policies promoting equality in the family, including the Married Persons Equality Act, the Maintenance Act, the provisions pertaining to widows in the Communal Land Reform Act, and the Combating of Domestic Violence Act.
2. Ensure that all discrimination against women under customary law is removed to bring customary law in line with the Namibian Constitution.

Maintenance

1. Lobby for increased funding to ensure the hiring of maintenance investigators in all magistrates courts.
2. Equip all Magistrates Courts with proper maintenance forms, and provide intensified training on the Maintenance Act to magistrates, maintenance clerks, and maintenance officers.
3. Develop an education campaign to inform women and caregivers of their rights regarding child maintenance and to inform men of their obligations under the Maintenance Act.

Equality in marriage

1. Reform the law on marriage and divorce, to recognize customary marriage, to provide better protection for women's property rights in civil and customary marriage and to remove outdated or discriminatory grounds and procedures for divorce.
2. Work with civil actors to promote education and awareness about gender equality in all family intimate relationships, including marriage, customary marriage, and cohabitation, and

to encourage young people not to base sexual relationships on financial or transactional considerations.

3. Engage in research and law reform to identify and enact appropriate protections for vulnerable partners in cohabitation relationships of significant duration.

Inheritance and Widow and Widower's Rights

1. Enforce SADC Gender Protocol policy on widow's and widower's rights, and take effective steps to stop the practice of "property grabbing".
2. Ensure that all close family members who were dependent upon a deceased person are provided with basic maintenance and provide for the equitable division of the property of the deceased in the absence of a will, so that widows and widowers receive fair share of the inheritance upon the death of a partner.

Children

1. Work to enact, implement and enforce laws protecting children and recognising their unique rights.
2. Eliminate unequal treatment of children within the home, for instance by providing greater legal protection for step-children and encouraging non-discriminatory treatment of all children in the family regardless of their sex.
3. Take steps to prevent child abuse in the family context, through community education and effective implementation of laws on child protection, child rape and sexual abuse and domestic violence.

CHAPTER 5

5.0 INSTITUTIONAL FRAMEWORK

Responsibility for the implementation of the National Gender Policy lies with all stakeholders. All partners involved in the Policy areas of concern outlined in Chapter 2 will be responsible for the implementation of the NGP and will be accountable for gender equality results. It is incumbent on partners to develop plans, budgets and strategies to operationalize the Gender Policy at the sector programme level.

In 2003, the MGECSW developed the National Gender Mainstreaming Programme (NGMP) to guide gender mainstreaming strategy at national and regional levels among all stakeholders. The NGMP recommended a Gender Management System (GMS) in order to operationalize the gender mainstreaming strategy in a systematic way in policies, programmes and structures of line Ministries and among other stakeholder institutions.

A Gender Management System seeks to establish a comprehensive network of structures, mechanisms and processes for bringing a gender perspective to all government policies, programmes and projects. Key components of GMS include an Enabling Environment; GMS Structures; GMS Mechanisms and GMS Processes.

The structures suggested within the institutional framework will focus on coordination, research, monitoring and evaluation as well as capacity building as the main mechanisms for implementing the gender policy. This chapter enumerates the institutions and structures and their roles and responsibilities as follows:

5.1 Ministry of Gender Equality and Child Welfare (MGECW)

MGECW will be the lead agency responsible for coordinating and monitoring the implementation of the gender policy. Its roles and responsibilities will be to:

- ❑ provide a framework for the implementation of the NGP, and oversee the establishment of relevant coordinating structures/ committees at all levels
- ❑ undertake capacity building for gender responsive programmes by providing training on gender sensitization, gender analysis, gender budgeting and gender planning to all focal points and stakeholders at all levels;
- ❑ set standards for gender mainstreaming, provide and disseminate gender guidelines, and monitor how these are operationalized at sector levels;
- ❑ identify topics in need of gender-sensitive research and initiate/ commission studies by relevant institutions;
- ❑ in collaboration with sector institutions, develop monitoring and evaluation tools, and ensure the establishment of appropriate and effective monitoring mechanisms, structures and processes;
- ❑ identify indicators to measure progress in policy areas of concern;
- ❑ coordinate the monitoring and evaluation of the NGP and Plan of Action;
- ❑ provide guidelines and technical support on gender mainstreaming to sector institutions, the private sector, and civil society in order to improve their effectiveness;
- ❑ provide guidance on implementing, monitoring and evaluating progress in respect of regional, continental and international instruments promoting gender equality; and
- ❑ advise Cabinet on matters related to gender equality and progress towards meeting the goal of women's empowerment and gender equality.

5.2 Implementation Structures

5.2.1 Sector Ministries

Sector Ministries will be responsible, with support from MGECW, for implementing effective gender policies and ensuring gender mainstreaming within their sectors, and expected to:

- ❑ translate the Gender Policy into sector gender strategies and align it into sector-specific activities;
- ❑ build staff capacity in gender analysis, planning and budgeting;
- ❑ monitor and evaluate sector programmes for their impact on gender equality;
- ❑ commit adequate resources for implementation of gender related activities;
- ❑ create commensurate structures to ensure integration of gender activities and participation of women including at the local council levels.

- ❑ ensure disaggregating of data and information by sex as applicable; and
- ❑ collaborate with gender and women's empowerment organizations such as women's groups, CBOs and NGOs on matters of gender mainstreaming and women's empowerment.

5.2.2 Parliament and the Parliamentary Gender Caucus

Members of Parliament have an important role to play in making laws of the country and can therefore facilitate the goal of gender equality and women's empowerment by ensuring that laws are gender responsive. The Parliamentary Gender Caucus in particular will be vital to enhancing communication between the Parliament and other stakeholders and should:

- ❑ ensure sufficient support for female Parliamentarians and provide proper in-service training to allow female Parliamentarians to be active and engaged members of Parliament;
- ❑ sensitize both female and male Parliamentarians to gender-related issues;
- ❑ monitor all matters pertaining to gender issues and ensure that all laws respect the equal rights of men and women and address the special issues facing women in Namibia;
- ❑ scrutinize national budgets to ensure their gender responsiveness in resource allocations;
- ❑ commit adequate resources and support for implementation of gender related activities;
- ❑ create commensurate structures to ensure integration of gender activities and participation of women; and.
- ❑ provide support for upcoming female leaders and support female empowerment programmes.

5.2.3 Permanent Gender Taskforce

The MGECW will establish a Permanent Gender Taskforce to assist it in implementing and monitoring the National Gender Policy. The Permanent Gender Taskforce will be an independent advisory, consultative and research body, comprising key stakeholders in the government, academic institutions, development partners, and civil society. Responsibilities will include:

- ❑ working in conjunction with the MGECW to ensure the achievement of policy objectives outlined in the National Gender Policy;
- ❑ championing MGECW efforts to the larger group of stakeholders, particularly in the national government;
- ❑ providing an oversight role of monitoring stakeholder policies and programmes for their compliance with NGP and their impact on women's welfare overall;
- ❑ monitoring compliance with of regional and international instruments and their alignment to national programmes;
- ❑ reaching out with information and education to the general public and promoting gender equality among them;
- ❑ assessing proposed laws and their effects on women and lobbying accordingly in Parliament;
- ❑ lobbying Parliament and development partners for sufficient funding to achieve gender policy objectives; and

- ❑ coordinating, in conjunction with MGECW and other stakeholders, gender-related research and data collection.

5.2.4 Gender management team

This will be made up senior managers who will be held accountable for implementation of gender policy objectives and guidelines in their institutions.

5.2.5 Regional and Local Authorities

Gender equality remains a particularly pressing concern at the local level, particularly in rural communities. Regional and local authorities play an important role in implementing gender policy objectives at the community level. They should:

- ❑ working in conjunction with the MGECW; ensure incorporation of the National gender Policy objectives in the programmes of Regional and Local Authorities
- ❑ work to ensure adequate female representation in regional and local councils and other decision-making positions;
- ❑ ensure sufficient support for female decision-makers and provide proper in-service training to allow them to be active and engaged members of regional and local decision-making structures; and
- ❑ in conjunction with civil society, provide education and awareness programs for both men and women on issues pertaining to gender equality.

5.2.6 Political Parties

The involvement of political parties is vital for the realisation of gender equality at all levels of decision-making. Political parties must work together with other key stakeholders to:

- ❑ promote gender equality through participation in all political parties policies, structures, activities and systems;
- ❑ disaggregate data and information by sex where applicable;
- ❑ collaborate with MGECW on matters of gender mainstreaming; and
- ❑ promote affirmative action measures in party structures, processes and mechanisms.

5.2.7 Civil Society

Civil society encompasses Non-Governmental Organisations (NGOs), Faith-Based Organisations (FBOs) and Community-Based Organisations (CBOs). Members of civil society play an important role in developing grassroots gender programmes and addressing unique needs of various populations within Namibia. They should assist with:

- ❑ translate the National Gender Policy into organizational activities and programmes;
- ❑ collaborate with MGECW on matters of gender mainstreaming;
- ❑ disaggregate data and information by sex where applicable;
- ❑ develop programmes and activities in line with the National Gender Policy; and
- ❑ monitor and evaluate sector programmes for their impact on gender equality.

5.2.8 Autonomous government bodies and institutions

Autonomous government bodies and institutions, such as State-Owned Enterprises, have a role to play in ensuring gender equality in their workforces and in the actions they take affecting Namibian women. Autonomous government bodies and institutions will be expected to:

- ❑ translate the National Gender Policy into institution-specific policies, strategies and activities;
- ❑ support staff to build capacity in gender analysis, planning and budgeting;
- ❑ monitor and evaluate sector programmes for their impact on gender equality;
- ❑ commit adequate resources for implementation of gender-related activities;
- ❑ disaggregate data and information by sex where applicable; and
- ❑ collaborate with MGECW on matters of gender mainstreaming.

5.2.9 Media Organizations

Media organizations are an important link in disseminating gender policy objectives to the broader public. The media has a vital role to play in education and awareness campaigns and in facilitating communication between key stakeholders, including women in society at large, particularly in rural areas. The role of the media will be to:

- ❑ translate the National Gender Policy into organizational policies, projects and activities;
- ❑ publicize the policy to inform and educate the public about it;
- ❑ promote the positive coverage of women in the media and eliminate gender stereotypes;
- ❑ increase public awareness of the importance of gender equality;
- ❑ build capacity for gender-sensitive research and reporting;
- ❑ expose cases of gender-based violence; and
- ❑ collaborate with MGECW on matters of gender mainstreaming and women's advancement.

5.2.10 Development Partners

Development partners play an important role in the Gender Machinery, through finance and implementation of development programmes and coordination with the international community to ensure greater support for gender policy objectives. The development community should be involved in the Gender Machinery in the following capacities:

- ❑ promote and support gender programmes areas in development cooperation partnerships;
- ❑ establish appropriate donor coordination mechanisms for ensuring gender responsiveness of development cooperation and partnerships;
- ❑ collaborate with MGECW on matters of gender mainstreaming; and
- ❑ develop incentives for the promotion of gender equality and women's empowerment in development programmes and policies.

5.2.11 Private Sector

The private sector will be engaged and encouraged to support gender equality. Greater involvement of the private sector will ensure that gender policy objectives are disseminated to the broader public and achieved in practice rather than just on paper. The private sector should:

- ❑ in conjunction with the MGECW, create sexual harassment awareness campaigns and other education programs to promote gender equality in the workplace;
- ❑ disseminate information on laws and policies affecting women in the private sector, including the Labour Act and the Affirmative Action Act; and
- ❑ facilitate opportunities for females to voice complaints and concerns in the workplace and to have their issues addressed in a manner respecting gender equality and the human rights of women.

5.3 Gender Focal Points/Units

A gender mainstreaming approach implies the ability to influence programming processes that include policies, legislation and budgets. A position for gender focal points/units will be created at senior level in all sectors. As part of their responsibilities, gender focal points should be able to make decisions regarding implementation of the National Gender Policy and to provide an oversight role in departmental programmes to ensure that they are gender responsive. Gender Focal Points should:

- ❑ be created /strengthened and headed by a senior technical person, who will be responsible for day-to-day gender mainstreaming in their sector/institution;
- ❑ be responsible for the implementation of gender policy in the sector/institution;
- ❑ liaise with the MGECW in matters related to the implementation of the National Gender Policy and Plan of Action;
- ❑ ensure integration/mainstreaming of gender concerns in the Ministry's/institution's policies, programmes, budgets and annual work plans;
- ❑ ensure sector compliance with national commitments such as NDP3, poverty reduction strategies and the Millennium Development Goals (MDGs) as they relate to the goal of gender equality;
- ❑ build in-house capacity for gender analysis of sector programmes;
- ❑ liaise and coordinate with stakeholders on gender issues related to the sector;
- ❑ ensure that data and information collected and used in their institution is disaggregated by sex;
- ❑ identify indicators to be used in the monitoring and evaluation of sector programmes as they pertain to gender;
- ❑ monitor sector progress towards the goal of gender equality; and
- ❑ attend meeting/workshops on gender-related issues organized by MGECW as the lead agency.

CHAPTER 6

6.0 MONITORING AND EVALUATION

6.1 Introduction

The goal of the National Gender Policy is to create a strategy for achieving gender equality and women's empowerment in socio-economic development in Namibia. In this respect it is important that the implementation and impact of the Policy is effectively monitored and evaluated. This chapter proposes mechanisms and guidelines for such monitoring and evaluation. As enumerated in the institutional framework, responsibility for implementation of the National Gender Policy rests with line ministries, O/M/A and civil society. These stakeholders are equally responsible for the monitoring and evaluation of the specific key areas highlighted in the National Gender Policy. It is however the responsibility of the MGECW as the lead agency to coordinate and lead the process.

6.2 The Objectives of Monitoring and Evaluation

Monitoring and evaluation will aim at measuring the success and impact of the Policy programmes areas, objectives and strategic actions enumerated in chapter 4. These programme areas will be monitored to see how well they have embodied gender equality principles; to measure the effectiveness and impact of the policy and to assess whether, in the long-term, there has been positive impact for women in particular and for society in general. Monitoring and evaluation of the National Gender Policy will be in line with agreed national, regional and international instruments and standards such as NDP3, MTP3, MDG, SADC Gender Protocol, Vision 2030, CEDAW and CRC.

In view of the importance of institutionalizing gender in sector policies and programmes, the National Gender Policy emphasizes the development of structures and mechanisms through which implementation and coordination will take place. In this respect there will be an expectation of the short-term result of having structures, policies and procedures in place for gender mainstreaming.

Monitoring and evaluations will also assess the long-term impacts of the National Gender Policy in respect of the policy objectives presented in this document, including changes in society from the current state of gender inequality to the gender equality as measured by the indicators proposed below in table 6.4

6.3 Monitoring and Evaluation Mechanisms

At this point it is proposed that the lead agency MGECW coordinates with NPC and sector ministries to ensure that submissions to NPC by sector/implementing institutions are gender responsive. As part of its monitoring mechanism NDP 3 expects that each programme identified under a sub-sector within a Key Result Areas or Sub-Key Result Area, develops a Programme Results Matrix or PRM (Form L3), which will be submitted to NPC annually for assessing progress.

According to NPC, the PRM is a detailed performance plan for the programme and will be used for monitoring the implementation and performance of each programme during the NDP3. The information presented in the PRM will include, among others, the following:

- NDP3 goal, indicators, baselines and targets;

- ❑ Sub-sector goal, indicators, baselines and targets;
- ❑ Programme outcomes, outputs, indicators, means of verification and assumptions and risks;
- ❑ Programme activities under each of the outputs; and
- ❑ Programme costs by output categorized into development and operating costs on an annual basis.

The MGECW will liaise with stakeholders and ensure that information submitted for NDP purposes is gender responsive

6.4 Indicators on Gender Equality and Women's Empowerment

POLICY AREAS OF CONCERN	INDICATOR	TARGETS
1) Poverty and rural development	-Proportion below poverty line by sex of household Head. -Proportion accessing basic services by sex -Access to potable water (% households covered)	
2).Gender, Education and Training	Proportion of girls completing tertiary education Proportion of girls completing vocational education Proportion of girls completing secondary education Proportion of girls completing primary education	
3).Gender, Health, Reproductive Health and HIV & AIDS	-HIV prevalence rate (% of pregnant women) -Maternal mortality rate -Infant mortality - Contraceptive use rate including Condom use	
4).Gender-Based Violence	-Prevalence/incidence of GBV -Proportion received protection services by sex	
5).Gender, Trade and Economic Empowerment	-Proportion of population owning land by sex -Proportion of population accessing and utilizing credit schemes -Share of women in employment, both wage and self-employment, by type.	

6).Gender, Governance and Decision Making	Proportion of women in politics, decision making, and managerial positions (Government, NGOs, Private, Parastatal, Traditional Authority).	
7).Gender Media, Information and Communication	-Proportion of women in media organizations	
8).Gender and the Management of the Environment	Proportion of women in managerial positions environment institutions and boards.	
9). The Girl-Child	Prevalence of teenage pregnancies.	
10) Gender, Legal Affairs and Human Rights	-Proportion of women girls accessing protection services. -Proportion of women aware of their rights	
11). Peace building and Natural disasters	Proportion of women in managerial positions in Defense and Protection services Proportion of Peace building institutions and committees	
12) Gender Equality in the Family Context	-Average child maintenance award amounts - Proportion of women receiving inheritance from deceased spouses	

6.5 Resources

Resources (financial/human/material) will be required for coordination, review of existing laws, gender equality and women's empowerment programmes, capacity building for service providers and others, law enforcement & legal machineries, and for training in gender mainstreaming, research, and monitoring/evaluation. In this respect, all stakeholders are expected to provide financial, human and material resources to ensure effective implementation of the National Gender Policy.

6.6 *Implementation Plan*

A National Gender Plan of Action will be developed to outline specific activities required to achieve the policy objectives, define the roles of all stakeholders, the time frames, and resources required. The NGPA will spell out the indicators and targets which will help in the monitoring of policy implementation.

6.7 *Time Frame for the Namibia National Gender Policy*

The policy time frame will be 10 years (2008-2018) with a mid-term review. This should correspond to NDP 3 reviews.

GLOSSARY OF GENDER CONCEPTS

Gender refers to *social* attributes that are learned or acquired during socialization as a member of a given community. Women and men's gender identity determines how they are perceived and how they are expected to think and act. Gender is an analytical tool for understanding social processes and variables such as race and class deployed in the distribution of privileges, prestige, power and a range of social and economic resources. Because gender attributes are learned behaviours, they can and do change over time.

Sex: identifies the biological differences between women and men given by birth. These should not be confused with gender roles

Discrimination: The Convention on Elimination of All Forms of Discrimination Against Women (CEDAW), defines discrimination against women as: "any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other sphere."

Gender equality: This means that women and men have equal opportunities and enjoy the same status. It means that both can realize their full human rights, their potential to contribute to national, political, economic, social and cultural development, and that both can benefit from the results. Gender equality, therefore, is the equal valuing by society of both the similarities and the differences between women and men, and the roles they play.

Gender equity: This implies fairness to women and men. To ensure fairness, measures are often needed to compensate for historical and social disadvantages that prevent women and men from otherwise operating as equals. Such measures can include affirmative action.

Gender analysis: This can be defined as the process by which the differential impact of women and men can be discerned in development. It involves a systematic collection and use of sex disaggregated data, quantitative and qualitative, which shows the different status, conditions, roles and responsibilities of women and men.

Gender relations: These are concerned with how power is distributed between the sexes. They create and reproduce systematic differences in men and women's position in a given society. They define the ways in which responsibilities and claims are allocated and the ways in which each are given value.

Gender-based violence: This means all acts perpetrated against women, men, girls and boys on the basis of their sex which causes or could cause them physical, sexual, psychological, emotional or economic harm, including the threat to take such acts, or to undertake the imposition of arbitrary restrictions on or deprivation of fundamental freedoms in private or public life in peace time and during situations of armed or other forms of conflict or in situations of natural disasters that cause displacement of people.

Sexual harassment: This refers to any unwanted, unsolicited sexual advance, sexually derogatory statement or sexually discriminatory remark.

Gender roles and responsibilities: These refer to tasks and responsibilities typically undertaken by either women or men as ascribed by society. This allocation of activities on the basis of sex is also known as the sexual division of labour and is learned and clearly understood by all members of a given society, The sexual division of labour is perhaps the most significant social structure governing gender relations.

Affirmative action: This is a policy, programme or measure that seeks to redress past discrimination against a specific group through active measures to ensure equal opportunity and positive outcomes for members of that group in all spheres of life.

Gender sensitive: This is the ability to recognize the differences between and the different needs of women and men. It is the beginning of gender awareness and the foundation for gender responsiveness.

Gender responsive: This refers to taking action to correct gender bias and discrimination so as to ensure gender equality and equity.

Gender mainstreaming: This is the process of identifying gender gaps and making women's, men's, girls' and boys' concerns and experiences integral to the design, implementation, monitoring and evaluation of policies and programmes in all spheres so that they benefit equally.

Access to resources: Resources can be categorized as economic, political or time. Economic resources include credit, cash income, and employment while political resources include political representation and leadership. Time is also a critical resource which women often lack. **Access** gives a person the use of a resource e.g. land to grow crops. **Control** allows a person to make decisions about who uses the resource or to dispose of the resource, e.g. sell land. All of this is important as it has implications for the status and economic wellbeing of women as different from men's. It is critical is that access, control and ownership of resources is available to both men and women.

Human trafficking: means the recruitment, transportation, harbouring or receipt of persons, by means of threat, abuse of power, position of vulnerability, force or other forms of coercion, abduction, fraud or deception to achieve the consent of a person having control over another person for the purpose of amongst other things, sexual and financial exploitation. (SADC)

Sexual and reproductive rights: means the universal human rights relating to sexuality and reproduction, including sexual integrity and safety of the person, the right to sexual privacy, the right to make free and responsible reproductive choices, the right to sexual information, and the right to sexual and reproductive health care.

Dry Sex: the practice of drying the vagina through herbs, powders, or cloth prior to having sexual intercourse. This practice can increase friction during intercourse and is claimed to be more pleasurable to the man. However it leads to abrasion of the vaginal wall, increasing vulnerability to HIV infection. It also destroys healthy bacteria in the vagina and increases the probability of condom tears.

Women's human rights: The recognition that women's rights are human rights and that women experience injustices solely because of their gender.

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