



"Ntkozo"

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## CHAPTER 4

# Productive resources and employment, economic empowerment

## Articles 15-19



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

Photo: David Mutani Xoagub

### KEY POINTS

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

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

	SGDI	CSC
Score	57%	57%
Rank	13	10

Table 4.1 shows that the SGDI score at 57 % is the same with the citizen score (CSC). The SGDI, based on empirical data, is a composite of the following indicators: the female share of economic decision-making positions; the ratio of the female labour force participation to male labour force participation; the female/male unemployment rate; the female share of non-agricultural labour and length of maternity leave.

When rating the government using the citizen scorecard, citizens may have taken into account qualitative indicators such as poverty levels, access to productive resources, and women's economic literacy. According to the citizens, Namibia is only a little over the halfway of where the country needs to be by 2015.

### Background

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

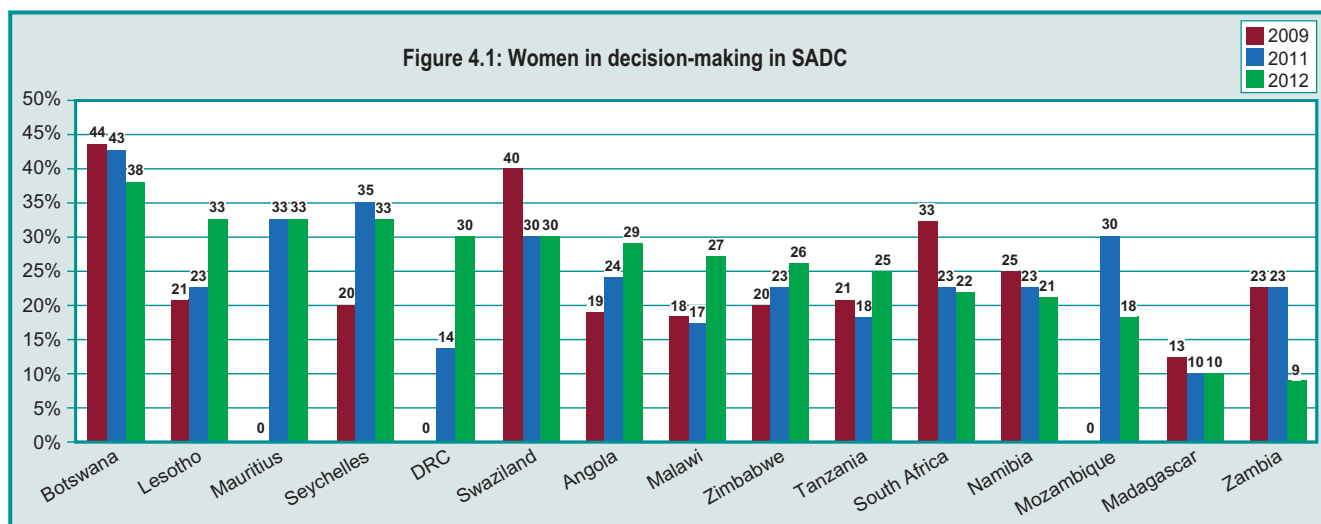
Namibia has a small population of 1.8 million people of which 51.3% are women. Women and girls constitute the majority (52%) residing in the rural areas and they contribute to agricultural production through subsistence farming. Women head 39% of all households, 43% in the rural and 32% in the urban areas. A high number of women are employed in the informal sector but their work is not recognised. The formal sector still tends to favour men over women in high paying or high profile positions, while women's employment is concentrated in low paid positions. Women account for 47% of people employed in the non-agriculture sector and the target of 50% gender parity by 2015 is likely to be achieved (Poverty Bulletin, National Planning Commission, December 2009, Pg3).

## Women and men in economic decision-making



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

### Regional comparison of women in decision making in SADC



Source: Gender Links Regional Barometer Report, 2012.

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

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

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

	Male	Female
Minister of Finance		✓
Deputy Minister of Finance	✓	
Permanent secretary/DG	✓	
Minister of Mines and Energy	✓	
Deputy Minister of Mines and Energy	✓	
Permanent Secretary/DG	✓	
Minister of Trade and industry or	✓	
Deputy minister of trade and industry		✓
Permanent secretary/DG	✓	
Minister of Lands & Resettlement	✓	
Deputy minister of Lands & Resettlement	✓	
Permanent secretary/DG		✓
Governor of the central or reserve bank	✓	
Deputy governor of the reserve bank	✓	
TOTAL	11	3
PERCENTAGE	79%	21%

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

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

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

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

	No of women	No of men	Total	% women	% men
Private sector	820	1632	2452	33% (2006)	67% (2006)
Directors of Boards	46	216	262	18% (2006)	82% (2006)
CEOs					
Parastatals	202	745	947	21% (2006)	79% (2006)
Board of Directors in Parastatals	71	176	247	29% (2006)	71% (2006)
Public sector	209	566	775	27%	73%

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

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

Dr Tjingaete, former Auditor General and current director of NEPRU argued that one possible reason is

that "men tend to lobby for positions and often do so forcefully. Also, Namibia has no discussions and debates on gender targets and when these do happen, they are not sustained and tend to be driven by civil society" (Dr F Tjingaete, Director of NEPRU, personal interview, 25 June 2009)

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

## Gender budgeting



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

Budgets are a government's most important policy instrument, shaping social and economic development and reflecting priorities for action. They outline how much will be spent on health care, military or education, what taxes may be introduced, increased or decreased, strategies for increasing employment or access to housing, and every other activity of the government. Although budgets may appear to be gender-neutral policy instruments, expenditures and revenue collection can have different effects on women and men.

Innovative gender-responsive budget analysis happening in Namibia and elsewhere in the region provides an approach to explore and highlight how these resource collections and allocations may affect genders differently. It looks not only at funding levels for the various ministries, but also at spending priorities within ministries. That helps governments develop wise policies that contribute to the development of all citizens, ensure that adequate funds are available for programmes they are developing and acts as a marker for commitments to gender equality.

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

more efficient use of government resources, advocates argue, gender budgeting benefits men and women alike.

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

The aim of the Task Force is to:

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

### ***Namibia along with Seychelles have made great strides in the past two years to promote gender budgeting:***

As part of developing their respective national costed gender-action plans in 2011 and 2012 respectively, the two countries have made great strides in building capacity of government officials and civil society leaders in gender budgeting and costing implementation of the SADC Gender Protocol targets.

The national action-plan development process ensured that identified actions were costed and existing budget lines from the national budget noted where there were opportunities to fund the action. Where money was not already available, the amount required was noted and potential sources identified. That could be either from the national treasury or from development partners. Read detailed progress on this initiative in Chapter 10 on implementation.

## Time use - multiple roles of women



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



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

CEDAW general recommendations 16 and 17 also recognise the problem of unpaid women workers in rural and urban family enterprises and in the domestic context and recommend the collection of time-use data for time spent on activities both in the household and on the labour market.<sup>1</sup>

The 2006 inter-censal demographic survey provides the latest data on distance to water sources. This report does not disaggregate the data by sex, but the 2006-2007 Demographic and Health Survey states that, in households where water must be fetched, it is collected by females in 28.7% of households and by males in 11.6% of households.<sup>2</sup>

The inter-censal survey shows that 43.5% of households have water on the premises; according to the 2006-2007 Demographic and Health Survey, drinking water is available on the premises in 81% of urban households and 32% of rural households.<sup>3</sup> The inter-censal survey found that in 36.7% of households people travel 500m or less to collect water and in 4.6% of households people travel more than 1 km to collect water. Assessment by urban and rural localities shows that in more than 7% of rural households, people travel over 1 km to collect water. Assessment by region shows that in the rainy season in 18.3% of households in the Kavango region people travel more than 1 km to collect water compared with 0.4% of households in the Khomas and Hardap regions.<sup>4</sup>

The Labour Force Survey reports that 28% of women and 31.7% of men are employed but are available for and would prefer to work more hours.<sup>5</sup>

## Economic empowerment



*The Protocol provides that state parties shall, by 2015, adopt policies and enact laws which ensure equal access, benefits and opportunities for women and men in trade and entrepreneurship, taking into account the contribution of women in the formal and informal sectors; Review national trade and entrepreneurship policies, to make them gender responsive; Introduce affirmative action measures to ensure that women benefit equally from economic opportunities, including those created through public procurement processes.*

### Trade and entrepreneurship

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

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

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

<sup>2</sup> Ministry of Health and Social Services. (2008). Namibian Demographic and Health Survey 2006-07. Windhoek, Namibia: Ministry of Health and Social Services. At page 17. Remaining percentages are for water collected by "other" people (report does not specify who this may be given that options for male/female children or females/males over the age of 15 are given), water on the premises or missing data.

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

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

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

The programme's core objectives are: To provide dedicated support to entrepreneurs who run SMEs and ensure that they access financing; training for the entrepreneurs which is followed by mentoring sessions; assistance in providing SME certification for Tender Purpose recognition among several initiatives.

A Directorate of International Trade has an Export Marketing Assistance Programme for Manufacturers (EMAP) whose purpose is to assist exporters of Namibian manufactured products in respect of activities geared towards the development of new export markets. Assistance under the EMAP will be applicable to the following main activities: 1) primary export market research and 2) participation in trade fairs and exhibitions.

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

### **Informal trade**

The 2001 Informal Economy Survey counted 85,302 informal economy operators out of which 40,408 were males and 44,894 were females. The results also show that 56,6 percent of the households are solely depended on income from the informal enterprise activities.

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

- Most enterprises started their activities with own saving (59,1 per cent).
- A substantial number of informal activities are operated from within the operator's homes (26,5 per cent).
- Most of the informal economy operators do not have employees.

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

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

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



Women form the majority of informal traders. Photo: Gender Links

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

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

A survey in 2002 examined 125 Micro Financial Institutions (MFI) of all categories. Women constituted 44% of MFI clients but accounted for only 36% of loan portfolio, suggesting that their loans were smaller. MFI loans were used for trade and commerce, services (12% and 12.7%) followed by manufacturing (7.4%). Other activities included loans for consumption and education. Most loans were offered for three months only while 10% were long term.<sup>6</sup>

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

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

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

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

### Procurement

The Tender Board has 11 (30%) women and 26 (70%) men. Members are nominated and appointed from different ministries at the level of Permanent Secretary and directors. There are two members from civil society and the private sector on the Tender Board. The Act

which is no explicit about gender, is under review and this provides an opportunity to engender the legislative framework. There is no specific information on the proportion of women who run SMEs who have benefited from the tenders.

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

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

## Property and resources



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

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

### Gender and land ownership

Approximately 41% of Namibia's land area consists of communal tenure farms operated by family units on land to which they have user rights, but no title deeds. A further 44% of the total land area is made up of commercial farms operated by individuals who hold title deeds to the land. (Robin Sherbourne, Guide to the Namibian Economy 2009)

In terms of schedule 5 (1) of the Constitution communal land is vested in the Government of the Republic of

Namibia. The Government undertakes to administer this land in trust for the benefit of traditional communities residing on such land and for the purpose of promoting the economic and social development of the Namibian people.

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

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



The Agricultural (Commercial) Land Reform Act No.6, of 1995, provides the legislative basis for the acquisition and distribution of land in the commercial farming area. Likewise, the Communal Land Reform Act provides for guidelines and regulations for acquiring and distribution of land in the Communal areas. Some gender responsive provisions included are:

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

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

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

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

**National conference on women's land and property rights:** The Ministry of Gender Equality and Child Welfare held a national conference on women's land and property rights in 2005. The conference covered five broad themes: Legal issues; Traditional institutions; HIV and AIDS; Namibian experiences; and regional experiences. Conference recommendations included the need for increased training, legal and policy reforms, the establishment of local institutions and mechanisms to protect and strengthen women's rights, and the need for specific support for orphans and vulnerable children.<sup>8</sup>

**Rural Poverty Reduction Programme:** The Ministry of Lands and Resettlement and the National Planning Commission held three workshops in 2007/2008 for

members of communal land boards, regional resettlement committees and Ministerial staff. Approximately half of the 104 attendees (53) were female.<sup>9</sup>

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

The Ministry of Agriculture, Water and Forestry has also embarked on various projects and activities aimed at improving extension capacity and outreach to men and women farming on communal land. Services are aimed at assisting farmers to better organise themselves and to improve farming technologies and practices through self-help groups.<sup>10</sup>

During the period under review various projects on agronomy, livestock and auctions were also conducted. There was significant participation of women in these traditionally male-dominated projects even though men continued to predominate. Women were encouraged to penetrate some of these male dominated projects so as to acquire the technical skills.

The **Food/Cash For Work Programme** aims to create temporary employment in rural infrastructure development initiatives for the unemployed adult able-bodied people who are severely affected by drought. Between 2001-2006, 752 projects were supported under the programme, including projects such as feeder road establishment and rehabilitation, construction of auction kraals, fencing, water pipeline digging and pipes installation, construction of kindergartens, construction of community halls, construction of VIP toilets and earth dam digging. A total of 26 308 people benefitted from the scheme (13 045 males and 13 263 females).<sup>11</sup>



A group of women living with HIV.

Photo: Laurentia Golley

<sup>8</sup> Ministry of Gender Equality and Child Welfare. (2005). Report on the proceedings of the National Conference on Women's Land and Property Rights and Livelihood in Namibia, with a special focus on HIV/AIDS. Windhoek, Namibia: Ministry of Gender Equality and Child Welfare. At pages 11-13 and 57-60.

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

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

<sup>11</sup> Ministry of Agriculture, Water and Forestry: Projects and Progress for the Directorate of Rural Development Co-ordination as reported in Ministry of Gender Equality and Child Welfare. (2010). National Country Report 2005-2009 on the implementation of the Beijing Platform for Action +15. Windhoek, Namibia: Ministry of Gender Equality and Child Welfare. At page 15.

**Upgrade of facilities:** The Government upgraded three Rural Development Centres at Ongwediva, Okashana and Ben-Hur in 2005. The centres are now more responsive to the needs of rural farmers, especially women.<sup>12</sup>

**Loans:** The Government provides financial assistance to co-operatives through partnerships with the Agricultural Bank of Namibia Loan Guarantee Fund, Bank Windhoek Loan Guarantee Fund and the Rural Micro Finance Task team.<sup>13</sup> The Government has made great strides to channel funds to the rural areas for development purposes, through equity participation in Agribank.<sup>14</sup> According to the most recent statistics received from Agribank (2004/2005), 28.3% of Affirmative Action Loans are accessed by women.<sup>15</sup>

The Ministry of Gender Equality and Child Welfare runs an income-generating activity programme which aims to alleviate poverty by strengthening the earning capacity of poor communities. The programme provides communities with small, non-repayable financial grants and exposes them to technical and entrepreneurial skills. The businesses initiatives of the community are annually assessed by the Ministry.<sup>16</sup> Since 2002 the

scheme has benefited 6208 women. The Ministry also facilitates women's participation in Trade Fairs through financial support and transportation.<sup>17</sup> The Government has conducted gender sensitisation workshops in all 13 regions of Namibia.

### Challenges

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

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

The report recommends that there should be more clarity on gender equality in land policy and legislation, that officials in the Ministry of Lands and Resettlement should receive training on gender issues, and that the principle of gender equality should be better integrated at all levels.<sup>18</sup>

## Employment



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

The Preamble of the Labour Act, 2007 (Act No.11, 2007) commits to advance individuals who have been disadvantaged by past discriminatory laws and practices, and to regulate the conditions of employment of all employees in Namibia without discrimination on grounds

of sex, race, colour, ethnic origin, religion, creed, or social or economic status, in particular ensuring equality of opportunity and terms of employment, maternity leave and job security for women.

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

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

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

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

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

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

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

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

<sup>17</sup> National Council, National Assembly and \*Political Parties, 2009 as reported in Ministry of Gender Equality and Child Welfare. (2010). National Country Report 2005-2009 on the implementation of the Beijing Platform for Action +15. Windhoek, Namibia. At page 39.

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

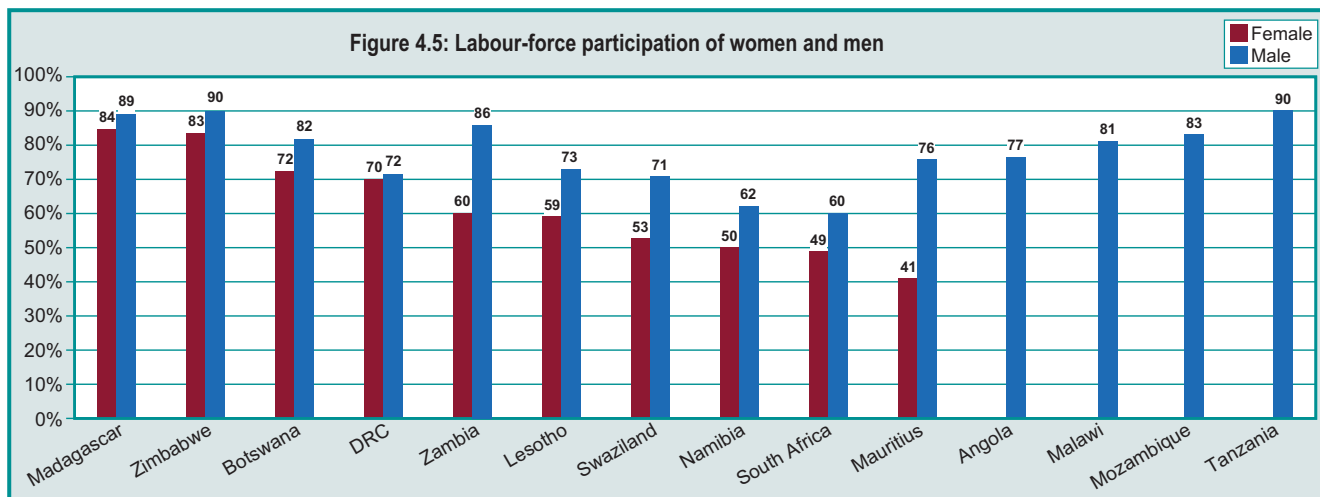
Table 4.4 shows that men constitute 57% of those employed in Namibia, compared to 43% of women. Women on the other hand constitute 52% of the self employed compared to 48% men. Women have lower participation rates in the private sector (35.7% versus 48.2% than men) but they have higher participation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

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

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

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

### Labour force participation



Source: Gender Links (2012).

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

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

There are measures being taken to ensure that occupational segregation and all forms of employment discrimination are eliminated. There is an Affirmative Action (Employment) Act, 1998 (Act 29 of 1998) which

clearly states that the three designated groups will refer to racially disadvantaged persons, women, and persons with disabilities. The Act has a section on preferential treatment of designated groups regarding employment, for instance.

The Affirmative Action (Employment) Amendment Act, 2007 (Act No. 6 of 2007) provides additional powers to the Employment Equity Commission; the delegation of powers to certain persons; the appointment of more than one review officer for a report; the continued submissions of affirmative action plans; and to provide for matters incidental thereto.

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

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

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

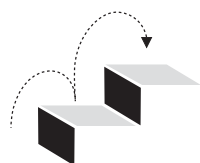
	No of women	No of men	Total	% women	% men
<b>Agriculture, forestry and fishing</b>	35	648015			
	Fishing (2699)	4801			
Mining and quarrying	1091	6971	8062	14%	68%
Manufacturing	3642	3408	7050	52%	48%
Electricity, gas, steam and air conditioning supply					
<b>Water supply; sewerage waste management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

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

**Table 4.6: Conditions of employment**

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

Labor Act/Reviewed 2007/8 (2007).



## Next steps

- Namibia needs to adopt more gender-responsive budgeting as part of their costing, budgeting and resource allocation in all line ministries.
- Collection of time-use data for time spent on activities both in the household and the labour market.

- The government needs to conduct more research and give more support to women who dominate the informal sector.
- Creation of an enabling financial environment which is critical for the successful development and growth of small enterprises in Namibia.
- The Ministry of Lands and Resettlement has embarked on training measures to raise awareness and build capacity of Land Board members, Regional Resettlement Committees and staff members on gender issues.
- Adoption of measures to ensure that occupational segregation and all forms of employment discrimination are eliminated.