



Republic of Namibia

NATIONAL GENDER POLICY

(2010 - 2020)

**Ministry of Gender Equality and Child Welfare
(MGE CW)**

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It is of the utmost importance to the Namibian Government to improve the status of women in society and to eradicate injustices of the past. To this end, measures have been put in place to ensure equitable access to economic resources and opportunities, as well as social justice for both women and men.

The guiding principles of the National Gender Policy are informed by national and international legal instruments for the promotion of gender equality, which the Namibian government has signed. These include the SADC Declaration on Gender and Development and its Addendum on the Prevention and Eradication of Violence against women and children; the SADC Protocol on Gender and Development; The Beijing Declaration and Platform for Action (BPFA); The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW, 1997) and its Optional Protocol; and The Millennium Development Goals (MDGs), among others.

Therefore 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 that these would facilitate gender equality and women's empowerment.

The implementation of the National Gender Policy will create the necessary synergies for the achievement of national development objectives through the framework of the National Development Plans (NDPs), which are the main instruments for implementing policies and programmes to achieve Vision 2030. In the Third National Development Plan (NDP3), five core areas were identified which are to be mainstreamed through sector programmes and programming processes. They include Gender, HIV and AIDS, Poverty, Environment, and Information Communication Technology (ICTs).

This National Gender Policy seeks 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 and contribute towards the implementation of the National Gender Policy through organisational structures and policies, and to avail the required resources within their programmes for effective implementation of the National Gender Policy.



HIFIKEPUNYE POHAMBA

PRESIDENT OF THE REPUBLIC OF NAMIBIA

PREFACE

The National Gender Policy was designed with the objective to effectively contribute to the attainment of the objectives of Vision 2030, in order to create a society in which women and men enjoy equal rights and access to basic services. It serves also to provide opportunities for women and men to participate in and contribute towards the political, social, economic and cultural development of Namibia.

When a review of the first gender policy of Namibia – formulated in 1997 - was carried out, it emerged that progress in the advancement of gender equality was made in the economic, political and legal spheres. More specifically, the review process showed that notable progress was evident in the area of education. For example, the enrolment of girls in schools now matches or surpasses that of the boys at every level. This demonstrates the likelihood of achieving the engendered MDG targets on education by 2015. Progress was also made in the area of legal reforms, with the development of a legal framework through laws seeking to address gender inequalities and issues of economic and social injustices, brought about by past discriminatory laws and cultural practices, patriarchal ideologies and historical imbalances.

Despite the progress made, many challenges remain in programming for gender equality. Women in Namibia are facing increased prevalence of HIV and AIDS, high rates of gender based violence (GBV), and continued pervasive gender- and intra-household inequalities, which exacerbate poverty. This is more pronounced among the 44 per cent female-headed households in rural areas. Other developmental challenges include a high maternal mortality rate and the sexual exploitation of women and girls. Women continue to be under-represented at most levels of decision-making, both in the public and private sectors, on special

committees, religious groups, Boards and other institutions in Namibia. Likewise, within the family setting, gender inequalities continue to undermine women's financial independence and personal autonomy, thus 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 focus on the following key programme areas: 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; 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 for policies, programmes and structures of line Ministries and stakeholder institutions. Responsibility for the implementation of the National Gender Policy lies with all stakeholders identified in Chapter 5. They will also be accountable for gender equality results. It is incumbent on partners to develop plans, budgets and strategies to operationalise 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 all the stakeholders who provided valuable input during the compilation of this Policy. Furthermore, I wish to express my appreciation to MDG-F for their support during the formulation of the National Gender Policy.



HON. DOREEN SIOKA

MINISTER OF GENDER EQUALITY AND CHILD WELFARE

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LIST OF ABBREVIATIONS

AIDS	Acquired Immuno-Deficiency Syndrome
ALAN	Association for Local Authorities in Namibia
BPFA	The Beijing Declaration and Platform for Action
CBO	Community-Based Organisation
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
COSDECs	Community Skills Development Centres
CRC	Convention on the Rights of the Child
CSOs	Civil Society Organizations
EMU	Emergency and Management Unit
FAWENA	Forum for African Women Educationalists in Namibia
FBO	Faith-Based Organisation
GBV	Gender Based Violence
GMBS	Gender and Media Baseline Study
GMS	Gender Management System
HIV	Human Immuno-deficiency Virus
ICT	Information and Communication Technology
KRAs	Key Result Areas
LAC	Legal Assistance Centre
MAWF	Ministry of Agriculture, Water and Forestry
MBESC	Ministry of Basic Education, Sport and Culture
MDGs	Millennium Development Goals
MGECW	Ministry of Gender Equality and Child Welfare
MHETEC	Ministry of Higher Education, Training and Employment Creation
MOHSS	Ministry of Health and Social Services
MRLGHRD	Ministry of Regional, Local Government, Housing and Rural Development
MTP3	Medium-Term Plan 3
NANGOF	Namibia Non-Governmental Organisations Forum
NASOMA	National Social Marketing Association
NAWA	National Association of Women with AIDS
NDP	National Development Plan
NGC	National Gender Commission
NGMP	National Gender Mainstreaming Programme
NGO	Non-Governmental Organisation
NGP	National Gender Policy
NGPA	National Gender Plan of Action
NIED	National Institute for Education Development
NLFS	Namibia Labour Force Survey
NPC	National Planning Commission
NYS	National Youth Service

OPM	Office of the Prime Minister
OVC	Orphans and Vulnerable Children
PEP	Post-Exposure Prophylaxis
PGC	Parliamentary Gender Caucus
PPR	Program on Poverty Reduction
PRM	Programme Results Matrix
SADC	Southern African Development Community
SIAPAC	Social Impact Assessment and Policy Analysis Corporation
SMEs	Small and Medium Enterprises
SOE	State-owned Enterprise
SRH	Sexual and Reproductive Health
STIs	Sexually Transmitted Infections
STDs	Sexually Transmitted Diseases
TWG	Thematic Working Groups
TOTs	Training-of-Trainers
UDHR	Universal Declaration on Human Rights
UN	United Nations
UNAM	University of Namibia
UNFPA	United Nations Population Fund
UNSCR	United Nations Security Council Resolution
UNTOC	United Nations Convention against Transnational Crime
VTC	Vocational Training Centre
WCPU	Women and Child Protection Unit

1. BACKGROUND

1.1 Introduction

The First National Gender Policy was compiled and adopted in 1997. This marked an important step towards the attainment of gender equality in Namibia. It was aimed at closing the gaps which were created by past socio-economic, political and cultural inequalities which existed in the 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 with regard to participation in all developmental programmes and nation-building efforts. In order to realise the goals and objectives set out in the National Gender Policy, the National Gender Plan of Action - formulated as a five-year Plan covering the period 1998 to 2003 - was adopted a year later, in 1998. By adhering to a process of consultation, the current National Gender Policy and the Gender Plan of Action have now been reviewed. The findings emanating from the review process indicate that the level of success achieved has been more in some areas of implementation than in others. It was also found that there are many factors which hindered the full implementation of the Policy and the accompanying Action Plan. These include inadequate knowledge of gender mainstreaming, a lack of skills regarding 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 which might influence the attainment of gender equality. Among them are the worsening of HIV/AIDS pandemic, international economic development issues, globalisation and climate change, and human trafficking. All these factors have a disproportional and direct impact on the livelihoods of women and girl-children. While these issues present challenges, they also provide opportunities to address issues of gender equality.

This Policy is designed to provide guidance for stakeholders and institutions at all levels, and to ensure that they always consider a gender perspective in their planning and programming processes. The 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 of gender perspectives in the broad development framework, which will be in line with the objectives of NDP3, as well as the aspirations of Vision 2030. This will depend on effective implementation and the efficient utilisation of the allocated resources, leading to the creation of a society in which women and men enjoy equal rights and equal access to basic services, as well as opportunities to participate in and contribute towards the political, social, economic and cultural development of Namibia.

1.3 Legal and Policy Context

The Namibian Constitution provides the foundation for principles of gender equality in Namibia. Article 10 of the Constitution states that:

“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”.

In addition, Article 23(3) states that: *“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”.*

Another relevant provision of the Constitution is Article 95(a), which stipulates that:

“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”...

These constitutional provisions form the basis of the commitment of the Namibian government to the improvement of the status of women in society, and to the eradication of the injustices of the past. Towards this end, measures have been put in place to promote economic and social justice for women.

The National Gender Policy conforms to the provisions of several national, regional and international legal instruments which the Namibian government has adopted, signed and/or ratified 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 Protocol on Gender and development
- The Beijing Declaration and Platform for Action (BPFA)
- The Convention on the Elimination of All Forms of discrimination Against Women (CEDAW, 1997), and its Optional Protocol
- The Millennium Development Goals (MDGs)
- 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 Convention against Transnational Crime, 2000 (UNTOC) and the Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, known as the Palermo Protocol
- 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 (UDHR)
- International Covenant on Civil and Political Rights (ICCPR)
- International Covenant on Economic, Social and Cultural Rights (ICESCR)

National Policy Frameworks adopted by the government for promoting gender mainstreaming in Namibia include the National Development Plans (NDPs), and Vision 2030 which recognises the NDPs as the main instruments to implement policies and programmes to achieve the Vision. The Third National Development Plan (NDP3) represents 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 Gender, HIV and AIDS, Poverty, the Environment, as well as Information, Communication and Technology. The Gender Policy seeks to create an enabling environment for institutions and sectors to mainstream gender perspectives in line with the NDP directives.

CHAPTER 2

2. SITUATION ANALYSIS

Overall, the assessment of achievements of gender equality efforts in Namibia provides a mixed picture of the progress and obstacles encountered during the implementation of the first National Gender Policy and the Second National Development Plan (NDP 2). Significant progress in the 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 Namibia's development programmes.

2.1 Progress, Achievements and 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. Legal reforms were carried out in order to address gender inequalities and redress issues of economic and social injustices brought about by past, discriminative cultural practices, patriarchal ideologies and historical imbalances. This led to the enactment of new laws. However, significant challenges remain. The maternal mortality rate is high, reported cases of rape have increased 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.

2.1.1 Poverty and Rural Development

Poor households (including the severely poor) currently make up around 28% of all households in the country, while the severely poor households stand at 4%. The 2008 MDG Country Progress Report indicates that both figures have decreased significantly since the beginning of the 1990s. The 2012 target of reducing the number of severely poor households in the country has already been achieved. We believe that meeting the target for reducing the number of the poor households, is possible.

Despite progress made, challenges and obstacles remain on the way to achieving gender equality. Women in Namibia continue to experience pervasive gender and intra-household inequalities. This contributes greatly towards 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 in rural population is the result of migration by men to urban areas in search of employment. In the populous northern regions of the country 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 and pension remuneration. However, 36% of rural Namibians have no source of income other than that which comes from their involvement in subsistence agriculture.

2.1.2 Gender, Education and Training

Namibia has recorded encouraging results in terms of the enrolment of girls compared to boys from primary school through to tertiary education. There are 102 girls for every 100 boys in primary school. For every 100 boys in secondary school, there are 113 girls. This trend continues right through to tertiary education where female students outnumber their male counterparts. Despite the high enrolment figures of girls at the primary and secondary education levels, there are still disparities among the administrative regions of the country. For instance, the enrolment figures for girls in Omaheke stands at 50.1%, in Caprivi it is 48.5%, while in Khomas Region the figure is 51.7%. These were statistics for school enrolment during 2006¹. Male and female learner retention rates are approximately equal. However, female learners face unique challenges in completing their education; these include inadequate prevention and management of learner pregnancies, economic pressures on young girls from family members and financial dependence on older men (“Sugar Daddies”).

There has been a steady increase in enrolment of female students in various fields of study. In the humanities and social sciences the figure grew from 51% in 1997 to 67% in 2007; Medical and Health Services as fields of study increased from 81% in 1997 to 89% in 2007; the field of Economics Management Science attracted 46% of students in 1997 and this increased to 58% in 2007; Education grew from 52% in 1997 to 75% in 2007; Science as a field of study grew from 37% in 1997 to 49% in 2007; Law, as a field selected by students, grew from 45% in 1997 to 60% in 2007; and Agriculture as a field of study grew from 36% in 1997 to 46% in 2007. It is only the Centre for External Studies which experienced a decline from 75% in 1997 to 66% in 2007. Graduation figures of men in relation 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 educational and employment sectors, including the traditionally female-dominated sectors such as teaching and nursing. In 2007, only 465 men graduated in comparison to 934 females.

According to the Second Progress Report for Namibia (2008) on the Millennium Development Goals, 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 the Kunene and Omaheke Regions having the lowest rates (68% and 74 %, respectively), while the Karas (96%), Khomas (97%) and Oshana Regions (96%) had the highest rates. Similarly, Community Skills Development Centres’ (COSDECs) reports indicate that about 55% of students were females in 2005/06. However, the situation in Vocational Education and Training Centres seems to be different. In these institutions more male than female students enrolled in 2005/06, namely 67% and 33%, respectively.

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

Namibia has expanded its Primary Health Care Programme in addition to introducing initiatives to address health issues such as HIV and AIDS, safe motherhood, tuberculosis and malaria. In the area of gender and health, indicators show that the overall fertility rate has dropped from an average of

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

6.1 in 1991 to 4.1 in 2001, and 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. Another factor which could contribute to the decrease in the fertility rate is the impact of AIDS and the fear of contracting HIV. The Maternal Mortality Ratio in Namibia has increased from 271 deaths per 100,000 live births in the year 2000, to 449 per 100,000 in 2006, while contraceptive usage stands at 65% in urban areas and 45% in rural areas. Furthermore, 93% percent of births in urban areas are assisted by skilled birth attendants compared to 66% of births in rural areas. These statistics indicate 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, with women accounting for 53% of all reported new HIV cases. In 1992, the HIV prevalence rate among pregnant women was 4.2%. Within ten years it increased to 22%, in 2002. The 2004 prevalence rate was 19.7%, while the 2006 prevalence rate increased to 19.9%. Women who die from AIDS are, on average, 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 less to spend. In this context HIV and AIDS constitute a serious challenge not only to health but also to development as a whole.

2.1.4 Gender Based Violence (GBV)

Gender Based Violence (GBV) and sexual exploitation include domestic violence and rape. Sexual exploitation may include commercial sex work, coercive sexual relationships, transactional relationships and human trafficking. Research indicates that, globally, human trafficking has reached epidemic proportions over the last decade. At both national and regional levels, trafficking in persons is recognised as a growing problem necessitating urgent responses in terms of policies and legal frameworks to guide programming. In the SADC Region, 'women and girls are the majority of those trafficked for the purpose of sexual exploitation; men are trafficked for the purposes of labour, while children are generally trafficked for domestic servitude and child-minding'.² 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 and sexual exploitation through the Combating of Rape Act No. 8 of 2000 and the Combating of Domestic Violence Act No. 4 of 2003. 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 in terms of the protection of vulnerable members of society. They must, however, 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 in all regions of the country over the years, namely, from 564 in 1991 to 778 in 1997, 901 in 2001 and 1,100 in 2006.

² Draft 10-Year SADC Strategic Plan of Action on Combating Human Trafficking, Especially Women and Children – 2009-2019.

Reported cases of assault with intent to do grievous bodily harm are the most prevalent and rampant type of GBV. In 2005, 6,637 cases of this form of violence were perpetrated against women, while 3,350 cases were perpetrated 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 that the sex workers would often settle for less in situations where they are threatened, bribed or simply desperate. Perceptions of the acceptability of violence must also change. Currently, 41% of Namibian men and a third of Namibian women believe that wife-beating (battering) is justified for one or other reason.

2.1.5 Trade and Economic Development

The 2004 Namibia Labour Force Survey (NLFS) recorded a total number of 369,863 private households, with about 1.7 million residents. The majority of the population lives in the rural areas, namely 63.2 % as compared to 36.8% in the urban areas. For example, the Khomas Region where the capital city, Windhoek, is located, has the largest population of about 61,646 private households with 253,277 persons. In 2001, there was a total sex ratio of 95 women for every 100 men. However, in the latest NLFS the aforesaid figure has dropped to 91.3 women per 100 men.

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

2.1.6 Decision-Making and Political Empowerment

Women's representation and participation in decision-making in Parliament and managerial levels have fluctuated over time, as well as across sectors. By 2008, women representation in Parliament reached 30.8%. A closer analysis, however, 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. Women, however, are well represented on Local Authority Councils where they constitute 45% of all Councillors. This is primarily as a result of affirmative action initiatives enacted in the Local Authorities Act. However, upon closer scrutiny, it emerges that only 8 out of 30 mayors are female, while at the Deputy Mayor level, the ratio is 50/50. As a signatory to the SADC Protocol on Gender and Development, the Government has committed itself to achieving the target of 50% representation of women in decision-making positions by 2015.

2.1.7 Gender, Media, Research, Information and Communication

While the majority of our population comprises women who live in rural areas, the local media display a strong urban bias in their coverage. More than 40 percent of news stories in the media cover events or are related to events in the Khomas Region, Windhoek, in particular. This figure 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 are women, and that women are typically portrayed as

victims, objects of beauty or in unusual stories rather than as spokespersons or in a professional capacity. Current media coverage of women gives little insight into women's contributions to the development process. Although there are a number of women working in the media industry in Namibia, they are still under-represented in decision-making positions, and the issues which affect women more than men are not given equal prominence in media coverage.

The 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 non-existent. 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.

2.1.8 Gender and the Environment

Due to Namibia's topography of arid and semi-arid areas, the country receives low rainfall and experiences frequent drought. The majority of Namibians live in rural areas. Their livelihood depends mainly on the natural environment for food and shelter. Other resources essential for daily sustenance and wellbeing, including grazing, firewood, water and fruits, also come from the natural environment. Women are the primary users of these environmental resources. In most rural communities, women and girls constitute 75% of the workforce responsible for fetching water and collecting 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. Through amendments to the Nature Conservation Ordinance No. 4 of 1975, the government has opened up new opportunities for community members to benefit from the utilisation of natural resources. The law has put in place a progressive policy of Community-Based Natural Resource Management, whose flagship is the establishment of Community Conservancies. The Community Conservancies have already started to generate remarkable benefits for their members many of whom are women. It is also hoped that these programmes, combined with adequate female representation in their implementation, would contribute towards greater recognition of the role of women in the protection, management and sustainable utilisation of the environment.

2.1.9 The Girl-Child

Although Namibia has made progress in terms of enrolment of girls in primary school, they tend to gradually drop out in upper primary and high school as a result of pregnancy, poverty, HIV and AIDS, sexual harassment, early marriages and other cultural practices. Educational marginalisation, gender insensitive teaching and learning methodologies are exacerbated by the low status afforded to women and girls. The number of girls dropping out of school is still high, threatening retention rates and the completion of studies by girl-children at upper primary and secondary levels. Teenage pregnancy is reported to be the main cause of school drop-out by girls³ with a rate of 23.9% in the Kavango Region and 21% in the Ohangwena Region⁴. Early marriage is yet another factor in female school drop-out rates. 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 years, 1.7% of girls are married compared to 0.1% of boys.⁵

³Ministry of Education (MoE) (2008a).

⁴Ministry of Education (MoE) (2007).

⁵Ministry of Health and Social Services (MHoSS), Namibia Demographic and Health Survey (2000).

The Government and relevant stakeholders are implementing measures to address the challenges faced by girl-children. Some of the policies being implemented include the education sector HIV and AIDS Policy, the National Policy on Orphans and Vulnerable Children and the Education-for-All Policy.

The Government adopted the Educational Sector Policy for Prevention and Management of Learner Pregnancy in Namibia which provides teenage mothers access to education before and after giving birth.

Education before giving birth: the pregnant girl may choose to continue with her education at school until 4 weeks before her expected due date, as certified by a health care provider, or take a leave of absence from an earlier date if this is advised by a health care provider on medical grounds, or if she feels unable or unwilling to continue attending school during any stage of pregnancy.

Education after giving birth: The girl may continue with her education after giving birth provided that:

- a social worker (or Principal if no social worker is readily available) is satisfied that the infant will be cared for by a responsible adult.
- a health care provider provides a statement that the learner-parent is in a suitable health and wellbeing
- a health care provider provides a statement that the infant is in a suitable state of health and wellbeing
- The learner-parent and her parents, primary caretaker or guardian provide a signed statement with an exposition on how the infant will be cared for and an undertaking to maintain open communication with the school.

2.1.10 Gender, Legal Affairs and Human Rights

Namibia has a comprehensive legal framework and a bouquet of laws to promote gender equality and protect the rights of women. Several laws have been enacted for this purpose including the Combating of Rape Act, the Domestic Violence Act and the Maintenance Act. Policies have also been put in place including the policy on Learner Pregnancy as well as the National Policy on Orphans and Vulnerable Children (OVCs). However, major hurdles still exist for gender equality within the legal domain. To overcome these hurdles, Namibia must effectively implement the existing 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 the effective realisation of the human rights of women in Namibia. As a signatory to the SADC Protocol on Gender and Development and other regional and international instruments, Namibia is obliged to ensure a comprehensive legal framework protecting the fundamental rights of both sexes, as well as effective access to the justice system.

Namibia enacted new laws in order to address gender inequalities and redress issues of economic and social injustices brought about by past, discriminative cultural practices, patriarchal ideologies and historical imbalances. These include;

- Combating of Domestic Violence Act (No. 4 of 2003). This legislation makes domestic violence a specific crime and has a broad definition of domestic violence which includes physical abuse, sexual abuse, economic abuse, intimidation, harassment and serious emotional-, verbal- or

psychological abuse.

- Maintenance Act (No. 9 of 2003). This law provides that both parents have a legal duty to provide for their children who are unable to support themselves, regardless of whether the children were born inside or outside of marriage, and whether or not parents are subject to any other system of customary law which might not recognise one or both parents' liability to the child.
- Combating of Rape Act (No. 8 of 2000). Even from an international perspective, this is one of the most progressive laws on rape. The Act gives greater protection to young girls and boys against rape. It provides for more stringent 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). This Act specifies equality of persons within civil marriage and does away with the legal definition of a man as head of the household. The Act also provides women who are married in community of property equal access to bank loans and equal power to administer joint property. It stipulates that immovable property may be registered in both spouses' names.
- Affirmative Action (Employment) Act (No. 29 of 1998). This Act 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). This legislation gives widows who reside in rural areas the right to remain on land allocated to their deceased husbands. It also provides that the right of a widow to remain on the land, is not affected by re-marriage.
- Labour Act (No. 11 of 2007). This law provides for maternity leave (with the addition of maternity benefits under the Social Security Act No. 34 of 1994), and prohibits discrimination on the basis of pregnancy, as well as providing stronger protection against sexual harassment in the workplace.
- The Children's Status Act (No. 6 of 2006). This Act provides for equal treatment of children born outside marriage in relation to those born in a marriage; especially on issues of inheritance. The Act also provides for equal guardianships and custody for unmarried parents.

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

2.1.11 Women and Peace-Building, Conflict Resolution and Natural Disaster Management

Namibia is a signatory to UN Security Resolution 1325 on Women, Peace and Security. In this respect, the government has committed itself to mainstreaming gender in peace-keeping activities, and promoting the participation of women in institutions and decision-making bodies that are involved in peace-keeping and crisis prevention missions. Although Namibia is not engaged in any major conflict, Namibian citizens have participated in peace-keeping and conflict resolution missions in Africa and other parts of the world. Gender sensitisation is important to ensure the protection of women's rights in conflict areas.

Currently, women do not play a significant role in natural disaster management. Since any natural disaster would necessarily impact on women and the family, it is important that women be consulted before deciding on effective management strategies.

2.1.12 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 for women in our society. Namibia has developed a strong legal framework to promote gender equality within the family. Statutory 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. Unfortunately, little has been done to remove gender discrimination in the context of customary law and traditional practices.

Despite progress achieved during the post-independence dispensation, attitudes and cultural perceptions continue to promote unequal power relationships in the family. 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 refuses to engage in sex with him on a particular occasion. In addition, issues such as customary marriage and divorce, inheritance and the rights of children have not been sufficiently addressed as yet in the law or policy framework.

CHAPTER 3

3. POLICY FRAMEWORK – VISION, GOAL, OBJECTIVES AND GUIDING PRINCIPLES

3.1 Vision

The revised National Gender Policy derives its direction and focus from Vision 2030 and the Namibian Constitution. This Policy envisions the creation of a society that is just, moral, tolerant and safe, and where legislative, socio-economic and political structures are in place to eliminate marginalisation, 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:

- 3.3.1.1 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.
- 3.3.1.2 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.
- 3.3.1.3 To define mechanisms and structures for institutional frameworks that can coordinate and guide implementation of gender equality programmes amongst partners and in the society, and to monitor and evaluate gender programming.

- 3.3.1.4 While the policy aims to address 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 highlight women's needs in order to close the inequality gaps.
- 3.3.1.5 Provide guidelines for the implementation, monitoring and evaluation of regional and international instruments.

3.3.2 Policy Objectives

- 3.3.2.1 Reduce and, eventually, eradicate poverty by improving access to and control of productive resources and services such as land, credit, markets, employment and training for women.
- 3.3.2.2 Strengthen institutional mechanisms to address the needs of women.
- 3.3.2.3 Reduce gender inequalities in education, increase school completion rates for girls and improve women's access to vocational training, science and technology.
- 3.3.2.4 Improve women's and girls' reproductive rights, health and HIV and AIDS status.
- 3.3.2.5 Reduce the prevalence of gender based violence, and increase protection for women and children.
- 3.3.2.6 Improve access to and control of productive resources and services such as land, credit, markets, employment and training for women.
- 3.3.2.7 Increase women's access to all levels of decision-making and participation in the political and public spheres.
- 3.3.2.8 Promote women's access to information and communication technology, and eliminate negative media portrayals of women and girls.
- 3.3.2.9 Enhance the role and benefits of women in environmental protection and management.
- 3.3.2.10 Promote and protect the rights of girls and eliminate discrimination against them in education and training, and in the family.
- 3.3.2.11 Promote the human rights of women and eliminate social, cultural and economic discrimination against women, with specific focus on implementation and enforcement of current laws, and increasing women's access to justice.
- 3.3.2.12 Increase and strengthen women's participation in conflict resolution and promote women's contribution to peace-building and natural disaster-management.

3.3.2.13 Promote gender equality in family relationships, and provide greater protection for women in all spheres of family life, including marriage, divorce, maintenance and inheritance.

3.4 Principles of Gender Equality

The principles enumerated in this Policy are intended to guide sector programmes among partners and stakeholders in the different interventions they will undertake to promote gender equality and women's empowerment. These principles are derived from the provisions of the Constitution of Namibia, Vision 2030 as well as national and international legal frameworks and instruments to which Namibia subscribes. The following principles should be internalised and considered 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 of Namibia and, as a general rule, a human rights approach should be adopted in programme design.
- **Gender Mainstreaming** will be adopted and upheld as the strategy for strengthening women's empowerment, and to eliminate gender inequalities in all sectors and institutional policies, laws and programmes. Such a strategy will promote gender analysis of all programmes and the 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 needed 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 recognised that there are customary and traditional practices that guide ways of life among communities, such practices should not contradict the interpretation, promotion and protection 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 part of the strategy.
- **Gender Based Violence:** Advance the principle of zero-tolerance for gender based violence at all levels.
- **Promote Partnerships and Collaboration:** Gender equality can be achieved only 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 recognise differential impact of interventions on different categories of women, based on factors such as class, culture, religion, race, disability and geographic location.

4. POLICY PROGRAMME AREAS, OBJECTIVES 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, responsibility 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 overcome poverty.

The 2001 Population and Housing Census registered 67 percent of Namibia's population as rural dwellers (down from 72 percent in 1991). Eighty-five (85) percent of the country's poor people -defined as those living in households that spend 60 percent of their total income on food – are 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. The 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 categorised as structural, referring to legislation and macro-economic policies and cultural practices limiting women's entitlements in terms of access to land and discriminating against them in terms of inheritance practices. As part of cultural expectations, women spend vast amounts of time on unpaid tasks - referred to as the 'care economy'. These include tasks such as chores in the home and subsistence

farming, neither of which is recognised 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 girls' education and training, health, employment, access to resources, improved livelihoods and a reduction in their vulnerability to violence.

Strategies

- 4.1.1 Review, analyse and modify policies and programmes on poverty reduction to ensure that these take women, and particularly rural women, into account in effective ways.
- 4.1.2 Restructure, target and allocate necessary financial, technical and human resources to incorporate women into the development of agricultural, mining, tourism and the fishing sectors, which currently form part of the backbone of the Namibian economy, in order to appropriately ensure household and food security for the purpose of attaining food self-sufficiency in the nation.
- 4.1.3 Adopt specific measures to address women and youth's unemployment, in particular their long-term employment status.
- 4.1.4 Increase agricultural services that would improve the knowledge, skills in farming and fishing practices of women, youth and farm labourers, by ensuring that extension service-officers have a gender proportion which mirrors the population they serve and are trained to provide gender-aware services.
- 4.1.5 Introduce measures to integrate men and women living in poverty and socially marginalised groups into productive employment and mainstream economic activities.
- 4.1.6 Enable women to have access to land and affordable housing. This can be realised by, among others, removing all obstacles to access which have so far hindered women's ability to obtain land and housing.
- 4.1.7 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 the rural areas.
- 4.1.8 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, in order to eradicate poverty.
- 4.1.9 Undertake time-use studies to provide statistical means to recognise and make visible the work done by women, including unpaid and domestic work, and their contribution towards national economies.
- 4.1.10 Promote access to modern, appropriate and affordable technology and support services.
- 4.1.11 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 organisations and agencies to be established within reach of the rural communities.
- 4.1.12 Provide training for women and intermediary institutions with a view to mobilising capital for those institutions, and to increase the availability of credit to women.

- 4.1.13 Encourage all financial institutions to use methods that are effective in terms of reaching men and women living in poverty, including developing innovations to reduce banking bureaucracy and transaction costs.
- 4.1.14 Request banks to simplify banking practices, for example, reducing the minimum deposit and other requirements, that have prevented disadvantaged groups - women in particular - from opening bank accounts.
- 4.1.15 Encourage participation, joint ownership and the mainstreaming of women in decision making positions in institutions providing credit and other financial services.
- 4.1.16 Establish a Gender Development Fund to ensure the development of sustainable gender-awareness activities aimed at eradicating poverty.

4.2 Gender, Education and Training

Policy Objective: Reduce gender inequalities in education, improve school 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 among 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 recognises 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 at eliminating gender disparities at all levels of education no later than 2015, to comply with the MDGs 2 and 3 on “Education for All” and “Gender Equality and Women’s Empowerment”, respectively.

Despite the overall improvement in the education of girls, significant regional disparities remain a serious concern. Therefore, there is a need to improve access, equity and quality of education in all regions, particularly in science, mathematics and technological subjects, for girls and women. Other challenges and constraints, in relation to education, include cultural practices, bias, stereotypes which negatively influences access, retention and development of girls across the school curriculum; sexual harassment in educational institutions which could result in pregnancies and exposure to HIV, and inadequate gender-responsive pedagogy in primary, secondary and tertiary institutions.

Broad Strategies

- 4.2.1 Strive for balanced male-female participation rates in pre-primary-, primary-, secondary- and tertiary education, especially for the most disadvantaged and marginalised groups.
- 4.2.2 Eliminate gender disparities in access to all areas of pre–primary, primary-, secondary- and tertiary education, by ensuring that as of early school-years and continuously, both girls and boys, men and women, shall have access to career guidance, training, bursaries and loans.

- 4.2.3 Enhance gender sensitisation in communities at grassroots level, school and tertiary education level, and the work-place, through seminars, workshops and media which stress the need for support from parents and the community-at-large, and to assist the public in understanding the importance of girls' and women's access to education.
- 4.2.4 In collaboration with all stakeholders, eliminate barriers that interrupt 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.
- 4.2.5 Establish programmes aimed at empowering boys to share responsibility for the prevention of teenage pregnancies, as well as programmes that encourage young fathers to assume parental responsibility.

Strategies to eradicate illiteracy

- 4.2.6 Continue to fully support efforts towards improving the implementation of the literacy programme for both women and men.
- 4.2.7 Support efforts to eradicate gender bias in literacy materials, and promote the production of literacy materials that are gender sensitive
- 4.2.8 Encourage adult and family involvement in learning activities in order to promote literacy for all people in Namibia especially for men, the disadvantaged and marginalised groups.
- 4.2.9 Recognise that in order for women and men with disabilities to participate in educational programmes - especially those which are meant to address literacy and the development of business skills - educational media should be made accessible in a form that facilitates use by people with disability, such as literature in Braille or large print, or on tape for the blind, and media content which is in sign language, for the deaf.

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

- 4.2.10 Promote and improve girls' and women's enrolment in and completion of courses of study at Vocational Training Centres (VTCs).
- 4.2.11 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.
- 4.2.12 Improve and enhance access and retention of women and girls in science, mathematics and technology-related fields through motivation and affirmative action.
- 4.2.13 Encourage gender-balanced participation in all apprenticeship programmes.
- 4.2.14 Award scholarships and bursaries to girls and women in fields traditionally dominated by men, such as Science and Economics.
- 4.2.15 Support, financially, training programmes for women and men who are unemployed, particularly in rural areas, to equip them with knowledge and skills that would improve their employment and entrepreneurial opportunities.
- 4.2.16 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 materials

- 4.2.17 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.
- 4.2.18 Develop training programmes to sensitize students, teachers, principals and school Boards on gender issues.
- 4.2.19 Ensure, through affirmative action, that female educators, teachers and professors take up managerial roles at various levels in the education hierarchy.
- 4.2.20 Remove, in collaboration with all stakeholders, all legal, social and cultural barriers to sexual and reproductive health education.
- 4.2.21 Support gender studies and research activities which 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 the education structures.

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 life cycle. 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 (STDs), HIV and AIDS and adolescent health. Improving sexual and reproductive health and rights are a strategic priority for achieving gender equality and the empowerment of women. The 2008 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, electricity, transportation, and access to water and sanitation facilities. A lack of these basic amenities could have a detrimental effect on the health of rural communities. 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 which stands at 449 deaths per 100,000 births, and adolescent pregnancy which currently stands at 15% for girls between the ages of 15 and 19 years. Adolescent pregnancy holds negative consequences for girls; this includes high risks to their health as they are biologically not mature enough to cope with pregnancy, and high school drop-out rates which limit 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 on 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 population.

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 with 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

- 4.3.1 Review and incorporate strategies on 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.
- 4.3.2 Develop programmes, in collaboration with stakeholders and particularly women's organisations on gender-responsive health services and sexual and reproductive health rights, including a rights-based approach to HIV and AIDS.
- 4.3.3 Ensure that men and women have equal access to sexual and reproductive health (SRH)-care services, including family-planning and HIV and AIDS treatment.
- 4.3.4 In collaboration with stakeholders, equip all health-care providers through appropriately-designed gender-aware primary health-care training in the area of reproductive health and rights including HIV and AIDS.
- 4.3.5 Conduct research and raise public awareness on the impact of abortion and infanticide, and on other options for dealing with unwanted pregnancies.
- 4.3.6 Establish a common understanding and redefine concepts of manhood and masculinity through Sexual Reproductive Health education.
- 4.3.7 Advocate for the legislation that would eliminate environmental and occupational health hazards in the workplace and elsewhere, with the intention of protecting women and men, particularly pregnant women.
- 4.3.8 Support all stakeholders working with women's and men's sexual reproductive health and rights by establishing networks aimed at improving coordination and collaboration.
- 4.3.9 Reinforce laws and reforms, and promote practices which seek to eliminate discrimination against women and encourage both men and women to take responsibility for their sexual and reproductive behaviour.

- 4.3.10 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.
- 4.3.11 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 healthcare services, such as family planning, parental care, ante-natal care, 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.
- 4.3.12 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 (GBV)

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 more than men. 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 of all ages. Action must be taken to educate young people to avoid this scenario. While information has been scarce on human trafficking, emerging research and documentation in the region indicate that this is a growing problem exacerbated by high poverty levels, gender inequality, unemployment, and limited opportunity for the poor. To address this problem, it is important to put in place a comprehensive and multi-sectoral approach addressing prevention, advocacy and awareness-raising, rehabilitation, integration and repatriation, as well as instituting comprehensive legislation that criminalise human trafficking for ease of prosecuting offenders.

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 taken 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 are lacking. Laws combating sexual exploitation and some forms of gender based violence, such as stalking and trafficking, 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 an adequate remedy. Also, current cultural norms reinforce the acceptability of gender based violence, particularly in rural communities.

Strategies for laws and policies

- 4.4.1 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.
- 4.4.2 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.
- 4.4.3 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.
- 4.4.4 Strengthen labour laws and the Public Service Act of 2007 to address issues of sexual harassment in the workplace. Ensure that all institutions have in place policies that define and prohibit sexual harassment.
- 4.4.5 Strengthen laws and policies prohibiting sexual harassment in educational settings, including harassment amongst learners and sexual harassment by teachers and staff.
- 4.4.6 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 emergency contraception and access to post-exposure prophylaxis (PEP) at all health facilities to reduce the risk of contracting HIV and other STIs.

Strategies for access to legal and social services

- 4.4.7 Increase the 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, in order to enable them to recover and live normal life.
- 4.4.8 Support WCPUs with adequate funding to facilitate their work, and provide appropriate training to enable them to attend to GBV cases with compassion and professionally. Ensure that WCPUs are welcoming places for women and children.
- 4.4.9 Encourage health facilities to strengthen the management of sexual violence and rape, including the provision of emergency contraception and PEP for HIV/AIDS.
- 4.4.10 Provide functional, accessible, affordable and specialised legal services, including legal aid, to survivors of gender based violence and sexual exploitation.
- 4.4.11 Provide appropriate training for service providers involved in combating gender based violence and sexual exploitation, including the police, the judiciary, health- and social workers.

Strategies for education and awareness

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.

- 4.4.12 Raise awareness of women's right to be protected from violence and sexual exploitation through education and awareness campaigns.
- 4.4.13 Provide women with information on how to access justice, through seminars, campaigns and programmes aimed at reaching grassroots levels.
- 4.4.14 Support community-based education programmes such as campaigns to raise awareness on GBV, to disseminate information on GBV (including its causes and consequences), and to prevent GBV
- 4.4.15 Research the extent and magnitude of human trafficking in all its forms, and provide holistic services to survivors.
- 4.4.16 Strengthen data-collection mechanisms to improve availability and access to data for purposes of effective programming and monitoring of all types of GBV.

Strategies for addressing human trafficking

- 4.4.17 Review existing legal frameworks and harmonise them with a comprehensive law that regulates the different aspects of human trafficking in Namibia.
- 4.4.18 Ensure the development of a national policy to guide a multi-sectoral approach to the prevention of human trafficking,
- 4.4.19 Establish a comprehensive directory and referral network comprised of government, the private sector and civil society service providers on human trafficking.
- 4.4.20 Ensure that mechanisms are in place to facilitate assistance to the victim, and which guarantee witness-protection, repatriation and prosecution, as well as programmes and facilities for rehabilitation and integration of victims of trafficking.
- 4.4.21 Provide a coordinated approach to service-delivery aimed at combating human trafficking, especially for women and children
- 4.4.22 Policies and programmes on human trafficking should be child-friendly, and have the needs and welfare of children as central to such programmes.
- 4.4.23 Devise programmes which are gender-aware, taking into consideration those who are most vulnerable in acts of trafficking which are driven by differences in gender, which often occur because of existing gender inequalities among boys and girls, men and women.
- 4.4.24 Implement preventive activities, which include awareness campaigns targeted at educating the general public, especially the most vulnerable and at-risk groups, on the forms of enticement and recruitment methods used by traffickers to ensnare the victim.
- 4.4.25 Facilitate training activities at various levels for communities and service providers - such as law enforcement personnel, customs and immigration officials, social workers, prosecutors and judges, SCO's and the private sector - on investigation, prevention and prosecution of those involved in trafficking of persons, and on the protection of the victims of trafficking, especially women and children.
- 4.4.26 Support capacity-building activities including the TOTs, training materials and devising a curriculum on human trafficking for people who are responsible for issues pertaining to trafficking or law enforcement.

4.5 Gender, Trade and Economic Empowerment

Policy Objective: Improve access and control of 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 accessing opportunities, productive resources and decision-making. Currently, women's participation in the formal labour force is lower than that of men, at 49% to that of 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+ years in wage employment in non-agricultural sectors, is relatively low namely, 47%.

Gender dimensions in trade have not been well analysed 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 globalisation, trade liberalisation can affect opportunities and benefits which might enhance the economy or lead to increased 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

- 4.5.1 Enact and review, in accordance with the Constitution of Namibia, legislation that would give women equal access to economic resources including access to credit, capital, mortgage, security and training.
- 4.5.2 Analyse - from a gender perspective - all policies and programmes with respect to their impact on the economy and on gender inequality.
- 4.5.3 Encourage, in collaboration with other stakeholders, technical- and financial assistance.
- 4.5.4 Identify individuals and groups who can provide training, career guidance and counselling aimed at the development of women.
- 4.5.5 Encourage existing and upcoming businesses to create value-addition and market opportunities, especially for women.
- 4.5.6 Create supportive environments for women and men in small- and medium enterprises (SMEs) in terms of capacity-building.
- 4.5.7 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.
- 4.5.8 Allocate public expenditure to enhance and promote women's economic opportunities and ensure equal access, by women, to productive resources.
- 4.5.9 Promote gender-aware and responsive budgeting processes at the micro- and macro levels, including gender-disaggregated tracking, monitoring and evaluation of budget allocations.

- 4.5.10 Create, modify and finance programmes and policies that recognise and strengthen women's vital role in food security.
- 4.5.11 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. Specific measures are to be adopted to address women's unemployment.
- 4.5.12 Adopt and enforce laws and regulations which ensure that women are not denied employment and promotion due to pregnancy, 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 progress 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 are critical since it ensures that their interests and voices are heard through these decision-making bodies.

Government recognises 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 supports 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, by 2015.

Challenges concerning gender equality in decision-making roles include factors such as cultural perceptions regarding the role of men compared to women in decision-making, uneven participation of women in electoral processes, low educational attainment in some regions, and a lack of women empowerment programmes. Namibia also faces challenges in ensuring meaningful and substantive participation of women in decision-making roles. Women must not only be present in positions of power, but their voices must be heard. 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 women leaders.

Strategies

- 4.6.1 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.
- 4.6.2 Facilitate an enabling environment for women in decision-making positions by engaging them in gender-sensitisation and by providing skills-training, mentoring and opportunities for women to play an active and vocal role in important decisions.

- 4.6.3 Create platforms for building women's and girls' self-esteem, empowerment and assertiveness.
- 4.6.4 Eliminate cultural practices which perpetuate gender inequality in power and decision making at all levels. Women and men must encourage this change in cultural perceptions, and women in decision-making positions must be supported.
- 4.6.5 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.
- 4.6.6 Encourage and facilitate participation of women in traditional leadership structures.
- 4.6.7 Strengthen the Parliamentary Gender Structure(s) to educate and empower female Parliamentarians across political Party lines, and provide training for women Parliamentarians on subjects such as budgeting, speech-writing, public speaking, interviews with the media and lobbying and advocacy skills.
- 4.6.8 Encourage women's participation in political party structures and ensure that political Parties institute a 50/50 zebra system when preparing Party lists.
- 4.6.9 Educate women on the importance of voting and encourage their participation in election processes.
- 4.6.10 Ensure that women participate in decision-making on all forums concerned with democracy, security and peace-making activities, at all levels.
- 4.6.11 Promote women's recruitment for decision-making positions in government, the private sector and civil society.
- 4.6.12 Design and make available, in collaboration with other stakeholders, leadership development - and empowerment programmes for women of all ages.

4.7 Gender, Media, Research, Information and Communication

Policy Objective: Promote women's access to information and communication technology and eliminate the negative portrayal of women and girls

The media have an important role to play in informing and educating society on the situation of women, and on gender issues. Gender concerns in the media include the portrayal of women and girls in the media and women's access to, and awareness of, Information and Communication Technologies (ICTs). Another issue is the representation of women in media houses at managerial level and as decision-makers.

Increasingly, information and communication technologies have improved and diversified the way in which messages are transmitted. Media of transmission include television, radio, visual media such as posters and billboards, music, the Internet, print media and community theatre. The aforesaid communication channels serve to increase the content of issues covered, as well as expand the reach into the rural areas.

The media, as identified above, have great potential to promote a positive image of women. However, the media could 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, healthcare and income-generation. Through ICTs, 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

- 4.7.1 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.
- 4.7.2 In collaboration with relevant stakeholders, avail resources and implement programmes that would increase women's access to ICT-resources and knowledge, especially to new communication technologies, in a framework of respect for cultural diversity, as well as for regional and local needs and priorities.
- 4.7.3 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-driven industries, and on government-convened advisory Boards.
- 4.7.4 Support gender training for journalists and media personnel and sensitise 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 a lack of women in decision-making positions affect media portrayals through especially sources accessed.
- 4.7.5 Undertake research to identify areas of concern in the media and undertake appropriate follow-up actions. For example, are both women and men represented on panels for talk shows or are only males accessed to talk on issues such as, for example, the national budget, affecting women and men equally.
- 4.7.6 Support media organisations 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.
- 4.7.7 Encourage media bodies to review policies on ethical standards, including the principles of gender equality and commitment to gender-aware 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 a sustainable environment. This is largely because of women's engendered roles which include agricultural production, where they contribute towards labour in subsistence farming, fetching water and firewood, as well as preparing food for their families.

Despite their key role in environment utilisation, women continue to be under-represented at policy and decision-making forums on the utilisation of natural resources, environmental development, conservation, forestry and water management. Deterioration of natural resources displaces communities, especially those living in poverty, of whom the majority happen to be women. Poverty and environmental degradation are closely related. Depletion of natural resources adds significantly 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 utilisation for the benefit of the country's social, economic and ecological well-being. NDP 3 translates this Vision through its goal of Productive Utilisation of Natural Resources and Environmental Sustainability, and corresponds to MDG-7, which pertains to 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 towards ownership and control of land, inadequate information and education on sustainable environmental management, and the need for gender-responsive environmental policies and programmes.

Strategies

- 4.8.1 Ensure women's participation on an equal basis with men in decision-making regarding sustainable environmental management, and ensure gender balance in management structures through legislation, where appropriate.
- 4.8.2 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.
- 4.8.3 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.
- 4.8.4 Promote and protect use of the knowledge, innovations and practices of women of indigenous and local communities, and safeguard their existing intellectual property rights.
- 4.8.5 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.
- 4.8.6 Empower women as producers and consumers so that they can take effective environmental action, along with men, in their homes, communities and workplaces.
- 4.8.7 Encourage the design of projects in areas of concern regarding the environment that would specifically benefit women and create projects to be managed by women.
- 4.8.8 Increase the percentage of women, particularly at grassroots level, involved as decision-makers, planners, managers, scientists and technical advisors.
- 4.8.9 Involve women in the design, development and implementation of policies and programmes for natural resource management and environmental protection and conservation and climate change.

- 4.8.10 Ensure adequate research to assess how and to what extent women in particular are susceptible or exposed to, or affected by environmental degradation and hazards, including research and data collection on specific groups of women, especially women living in poverty.
- 4.8.11 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. Enrolment for females at all school levels has also improved. In the context of MDG-2, Namibia aimed at eliminating 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 great concern in the country, and there are few or no programmes to support pregnant learners and learner-mothers. There is also little change in 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. The aforesaid Policy is currently under review, in order to provide for more flexibility and to encourage pregnant learners to stay in school for 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, interrupting 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 which might also lead to teenage pregnancies and HIV infections. These factors also hold negative consequences for 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 technological subjects.

In addition, the girl-child continues to face challenges from her childhood into adulthood as a result of the 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 revised and improved, 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

- 4.9.1 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 which encourage full respect for the rights of children.
- 4.9.2 Strengthen effective implementation and monitoring of laws pertaining to child-support, and encourage financial, psychological, moral and spiritual support by both parents.
- 4.9.3 Eliminate injustice and obstacles faced by the girl-child in relation to inheritance.
- 4.9.4 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.
- 4.9.5 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 for as long as possible and to return to school as soon as practicably possible after delivery. It recommends the establishment of programmes to support the pregnant learner and young parents in continuing education within a safe environment, and to prevent future pregnancies.
- 4.9.6 Create and enforce regulations that are aimed at encouraging educational institutions and the media to adopt and project balanced, non-stereotypical images of girls and boys, and to eliminate degrading and violent portrayals of girls and women.
- 4.9.7 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.
- 4.9.8 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.
- 4.9.9 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.
- 4.9.10 Promote the training of teachers and relevant stakeholders in gender-responsive education regarding the sexual maturation of both girls and boys.
- 4.9.11 Encourage and support equal participation of girls and boys in extra-curricular activities such as sport, art, drama, debate, etc.

- 4.9.12 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 and abuse, which include sexual abuse and rape, child labour, maltreatment, neglect and exploitation.
- 4.9.13 Protect girls from economic exploitation, trafficking and all forms of violence, including sexual abuse.
- 4.9.14 Ensure and encourage families to send their children, especially girls and children with disabilities, to school.
- 4.9.15 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

The realisation of women's human rights is an important step towards attaining gender equality. Namibia has one of the most progressive legal systems in Africa, founded upon a progressive and comprehensive Constitution, which prohibits sex discrimination and which authorises 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, the ECD Policy, and the revised Education Sector Policy on Learner Pregnancy (still undergoing review), shows a true commitment to addressing the most pressing needs of marginalised groups in Namibia.

Namibia is 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 Protocol on Gender and Development, 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 contributed significantly 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 ineffective, owing to shortages in funding and human resources, inadequate training and insufficient monitoring. For example, many magistrates courts lack the proper forms under the new Maintenance Act of 2003, and are still using the old forms, denying women and children in those regions effective protection under the new maintenance laws. Furthermore, important 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 a lack of legal literacy are also significant barriers to the full protection of the human rights of women. Many women, especially in rural areas, are still unaware 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 marginalised groups of women, particularly rural women. Attitudes and behaviour of individuals and government institutions continue to perpetuate inequality in terms of access to legal rights.

Strategies for legal affairs and human rights

- 4.10.1 Work with civil actors and the Law Reform and Development Commission to continuously review and amend or repeal all existing laws and policies in order to address discrepancies, and to revise laws which do not adequately serve the needs of both women and men.
- 4.10.2 Identify mechanisms to enforce implementation of laws and regulations that address issues of social and economic justice, including the right to sexual and reproductive health and poverty reduction, in order to promote gender equality.
- 4.10.3 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.
- 4.10.4 Address the dual mode of customary and constitutional laws.

Strategies for access to justice and legal literacy

- 4.10.5 Ensure equality in the treatment of women in judicial and quasi-judicial proceedings, including customary and traditional courts.
- 4.10.6 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 - which are mostly utilised by women.
- 4.10.7 Encourage substantive access to justice by ensuring that all laws and policies are being enforced to the fullest, and that actors within the justice system are given the resources, education, ongoing training and support to effectively uphold the laws.
- 4.10.8 Work with the Ministry of Justice and civil actors to ensure that legal aid is available for women who cannot afford legal representation, including representation in matters which affect women particularly such as divorce, maintenance and domestic violence cases.
- 4.10.9 Increase legal literacy through intensive human rights education and awareness campaigns at all levels of society.
- 4.10.10 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.
- 4.10.11 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 both the public and private spheres.

4.11 Gender, Peace-Building, Conflict Resolution and Natural Disasters Management

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 affected 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 subjected to conflicts and wars. In this respect Namibia has sent peace-keepers to such countries as Cambodia, Angola, the DRC and Liberia. Namibia is a signatory to the UN Security Council Resolution 1325 on Women, Peace and Security that was adopted while Namibia was the Chair of the UN Security Council, in the year 2000.

Resolution 1325 recognises 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 emphasises 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, constant 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 marginalised in international peace operations, relief efforts and integration programmes. Women are also largely absent from decision-making on issues of war and peace.

Natural disasters likewise interrupt normal life and lead to significant displacement and chaos. In these situations women 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 would ensure that both genders are adequately protected during 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

- 4.11.1 Ensure gender mainstreaming in peace-keeping, peace-building and natural disaster management.
- 4.11.2 Sensitise forces participating in peace-keeping missions on gender issues, and ensure that gender sensitisation is part of the preparation of troops and police who are participating in peace-keeping missions.
- 4.11.3 Create favourable work environments for women in police and defence forces, and encourage women to consider career paths in these areas.
- 4.11.4 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.
- 4.11.5 Ensure the continuity of family- and community life during disaster times, and develop structures to meet the needs of men, women and children.
- 4.11.6 Advocate for more women to be included in peace-keeping missions at all levels of decision-making and peace-keeping processes.
- 4.11.7 Ensure that personnel being deployed to conflict areas are aware of the causes of conflict and effective strategies of conflict management.
- 4.11.8 Ensure measures are in place to punish members of Namibian peace-keeping forces and other peace-keepers 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, thus 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 practical scale. The issue of maintenance should also be highlighted, since this is one of the concerns most often cited by women. The new law on the Maintenance Act No. 9 of 2003 is a strong one, but it is not 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 life, thus providing a safe and gender-equal home-setting which is likely to perpetuate itself in future generations. Conversely, harmful practices at home can significantly influence children,

and might 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 life. 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 foundation for gender equality in society as a whole, as evidenced by Articles dealing with “Marriage and Family Rights” and “Widows’ and Widowers’ Rights.” As a signatory to the SADC Protocol on Gender and Development, Namibia has an obligation to strive towards the realisation of the SADC goals, and to ensure gender equality in the family context.

Strategies for laws and policies

- 4.12.1 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.
- 4.12.2 Align Customary Laws with the Namibian Constitution, by removing all components that discriminate against women, to bring customary laws in line with the Namibian Constitution.

Strategies for maintenance

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

Strategies for equality in marriage

- 4.12.6 Reform the law on marriage and divorce and register 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.
- 4.12.7 Work with civil actors to promote education and awareness about gender equality in all familial or intimate relationships, including marriage, customary marriage, and cohabitation, and to encourage young people not to base sexual relationships on financial or transactional considerations.
- 4.12.8 Engage in research and law reform to identify and enact appropriate protections for vulnerable partners in cohabitation relationships of significant duration.

Strategies for Inheritance and widow and widower's Rights

- 4.12.9 Enforce SADC Protocol on Gender and Development provision on widow's and widower's rights, and take effective steps to stop the practice of "property grabbing".
- 4.12.10 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 a fair share of the inheritance upon the death of a partner.

Strategies regarding children

- 4.12.11 Work to enact, implement and enforce laws protecting children and recognising their unique rights.
- 4.12.12 Eliminate unequal treatment of children within the home, for instance by providing greater legal protection for all children and encouraging non-discriminatory treatment of all children in the family, regardless of their sex.
- 4.12.13 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.
- 4.12.14 Protect children from all forms of abuse, including trafficking.

5. 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 operationalise the Gender Policy at the sector programme level.

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

A GMS seeks to establish a comprehensive framework of structures, mechanisms and processes for bringing a gender perspective to all government policies, programmes and projects. Key components of a 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 sensitisation, 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 operationalised at sector levels;
- identify topics in need of gender-aware research and initiate/commission studies by relevant institutions;
- in collaboration with sector institutions, develop monitoring and evaluation tools.
- ensure the establishment of appropriate and effective monitoring and evaluation mechanisms, structures and processes and coordinate the implementation, monitoring and evaluation of the NGP and Plan of Action.

- identify indicators to measure progress in policy areas of concern;
- provide guidelines and technical support on gender mainstreaming to sector institutions, the private sector and civil society, in order to improve their effectiveness;
- ensure sector compliance in implementation of gender equality strategies in line with national commitments such as NDP3, poverty reduction strategies and the MDGs; as well as regional and global gender frameworks; including the SADC gender protocol, CEDAW and BPFA.
- 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.
- Provide progress reports to Cabinet and Parliament

5.2. Permanent Gender Task Force

The MGECW which is the lead agency will establish the National Permanent Gender Task Force as well as a similar structure for the regions. The national and regional task force will oversee the implementation and monitoring of the National Gender Policy. This National Permanent Gender Task force will be an advisory, consultative body, comprising key stakeholders in the government, academic institutions, development partners, NGOs, faith groups, media houses 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 (NGP);
- championing MGECW efforts to the larger group of stakeholders, particularly in the national government;
- providing support in overseeing the monitoring of stakeholder policies and programmes for their compliance with NGP and their impact on women's welfare, generally;
- monitoring compliance with regional and international instruments and their alignment to national programmes;
- reaching out through information to and education of the general public, and promoting gender equality among them;
- assessing proposed laws and their effects on women and appropriate lobbying in Parliament;
- lobbying Parliament and development partners for sufficient funding to achieve gender policy objectives; and
- Advising the MGECW and other stakeholders on gender-related research and data-collection.

5.3 Parliament and the Parliamentary Gender Caucus (PGC)

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 PGC in particular will be vital to enhancing communication between the Parliament and other stakeholders, and should:

- ensure sufficient support for women Parliamentarians and provide proper in-service training to allow them to be active and engaged members of Parliament;
- sensitise 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;
- scrutinise 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 up coming women leaders and support women's empowerment programmes.

5.4 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 a supervisory role in departmental programmes to ensure that they are gender-aware and responsive. The focal points will be responsible for the implementation of the objectives and guidelines of the Gender Policy, within their respective institutions.

The Gender Focal Points/Units should:

- be created/strengthened and headed by a senior technical person, who would be responsible for day-to-day gender mainstreaming in their sector/institution;
- be responsible for the implementation of the Gender Policy in the sector/institution;
- liaise with the MGECW on 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 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 are 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 meetings/workshops on gender-related issues as organised by MGECW, as the lead Agency.
- provide progress reports on the implementation of gender objectives and strategies as per the NGP and as required by the lead agency

5.5 Development Partners

Development partners play an important role in the Gender context, 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 context in the following capacity:

- promote and support gender programme areas of development cooperation and 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.

6. 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 are 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 would seek to measure 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 had enshrined 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 on women in particular, and on 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, MDGs, SADC Protocol on Gender and Development, Vision 2030, CEDAW and CRC.

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

Monitoring and evaluations would also assess the long-term impact 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 gender equality, as measured by the indicators proposed below.

6.3 Monitoring and Evaluation Mechanisms

At this point it is proposed that the lead Agency, MGECW, coordinates with the NPC and sector Ministries to ensure that submissions to the 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 (PRM) (Form L3), which will be submitted to the NPC, annually, for the assessment of 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 categorised 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	INDICATORS
1. Poverty and rural development	<ul style="list-style-type: none"> • 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	<ul style="list-style-type: none"> • 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, Reproductive Health and HIV & AIDS	<ul style="list-style-type: none"> • HIV prevalence rate (% of pregnant women) • Maternal mortality rate • Infant mortality • Contraceptive-use rate, including condom-use
4. Gender based Violence	<ul style="list-style-type: none"> • Prevalence/incidence of GBV • Percentage who received protection services, by sex
5. Gender, Trade and Economic Empowerment	<ul style="list-style-type: none"> • Proportion of population owning land, by sex • Proportion of population accessing and utilising credit schemes • Percentage of women in employment, both wage- and self-employment, by type.
6. Gender, Governance and Decision-making	<ul style="list-style-type: none"> • Proportion of women in politics, decision- making and managerial positions (Government, NGOs, private, parastatal and traditional authority)
7. Gender, Media, Information and Communication	<ul style="list-style-type: none"> • Percentage of women in media organisations
8. Gender and the management of the environment	<ul style="list-style-type: none"> • Proportion of women in managerial positions, environment institutions and Boards.
9. The girl-child	<ul style="list-style-type: none"> • Prevalence of teenage pregnancies
10. Gender, Legal Affairs and Human Rights	<ul style="list-style-type: none"> • Percentage of women girls accessing protection services • Percentage of women aware of their rights
11. Peace-building and natural disasters	<ul style="list-style-type: none"> • Percentage of women in managerial positions in Defence and Protection services • Percentage of peace-building institutions and committees
12. Gender Equality in the family context	<ul style="list-style-type: none"> • Average child maintenance award amounts • Percentage of women receiving inheritance from deceased spouses

6.5 Resources

Resources (financial/human/material) will be required for coordination and review of existing laws, gender equality and women's empowerment programmes, capacity-building for service providers and others, law enforcement and legal machinery, and for training in gender mainstreaming, research, and monitoring and evaluation. Therefore, since gender is a cross-cutting concern, 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 timeframes and resources required. The NGPA will spell out the indicators and targets which will help in the monitoring of policy implementation.

6.7 Timeframe for the Namibia National Gender Policy

The policy timeframe will be 10 years (2010-2020) with a mid-term review. This would correspond with NDP 3 reviews.

GLOSSARY OF GENDER CONCEPTS

Gender: refers to social attributes that are learned or acquired during socialisation 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: It identifies the biological differences between women and men. Only a small proportion of the difference in the roles assigned by gender can be attributed to physical differences based on sex (such as pregnancy and childbirth, or differences in physiology and bodily functions).

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."

Dry Sex: It is 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 the tearing of the condom, if used during the sexual act.

Gender equality: This means that women and men have equal opportunities and enjoy the same status. It means that both can realise their full human rights, their potential to contribute to national, political, economic, social and cultural development, and that both can benefit from such 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 could 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 – both quantitative and qualitative - which show 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 within a given society, and define the ways

in which responsibilities and claims are allocated, and how each is 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 advances, sexually derogatory statements or sexually discriminatory remarks.

Gender roles and responsibilities: These refer to tasks and responsibilities typically undertaken by either women or men as ascribed by society. Such 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 recognise the differences between and the different needs of women and men. It is the beginning of gender-awareness.

Gender-aware: It recognises inclusiveness in terms of language pertaining to women and men, and the visual depiction of women and men as portraying a variety of roles in society, free of stereotypical or a biased depiction of roles. Furthermore, the term implies a consciousness of mainstreaming gender wherever it is required.

Gender responsive: This refers to taking action to correct gender bias and discrimination in order 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 categorised as economic, political or time-related. 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. to sell land. All of this is important since it holds implications for the status and economic wellbeing of women as different to that of men. It is critical that access, control and ownership of resources are 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: It refers to 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 healthcare.

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

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