



REPUBLIC OF NAMIBIA

GENDER ANALYSIS OF NAMIBIA'S 2015/16 BUDGET AND 2015/16- 2017/18 MEDIUM TERM EXPENDITURE FRAMEWORK FOR SEVEN MINISTRIES

BY

MINISTRY OF GENDER EQUALITY AND CHILDWELFARE

WITH UNDP SUPPORT



DISCUSSION DRAFT

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Abbreviations

DHS	Demographic and Health Survey
EFA	Education for All
FY	Financial/Fiscal Year
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GRB	Gender Responsive Budgeting
MC	Male Circumcision
MEAC	Ministry of Education, Arts and Culture
MGECW	Ministry of Gender Equality and Child Welfare
MHETI	Ministry of Higher Education, Training and Innovation
MOD	Ministry of Defence
MoF	Ministry of Finance
MoHSS	Ministry of Health and Social Services
MoSS	Ministry of Safety and Security
MTEF	Medium Term Expenditure Framework
MWT	Ministry of Works and Transport
NAMPOL	Namibian Police
NCS	Namibian Correctional Service
NDF	Namibian Defence Force
NDHS	Namibia Demographic and Health Survey
NPC	National Planning Commission
NSA	Namibia Statistics Agency
NSF	National Strategic Framework
O/M/As	Offices, Ministries and Agencies
PON	Polytechnic of Namibia
SME	Small and Medium Term Enterprises
UNDP	United Nations Development Programme
VIP	Very Important Persons

1.0 Introduction

Cabinet Decision No. 2nd/11.03.14/007 directed all government Offices, Ministries and Agencies (O/M/As) to comply with Gender Responsive Budgeting (GRB) guidelines. Subsequently, the Ministry of Finance (MoF) Treasury Circular/Budget Circular for the 2015/2016 Budget and the 2015/16-2017/18 Medium Term Expenditure Framework (MTEF) emphasized in paragraph 12, that budget proposals for O/M/As were to adhere to GRB Guidelines as per Cabinet Decision No. 2nd/11.03.14/007. The circular urged O/M/As to seek guidance from the Ministry of Gender Equality and Child Welfare (MGECW) to comply with the guidelines. This was the first country Budget Call Circular to incorporate a gender paragraph since the inception of GRB in Namibia in 1998. To support the integration of gender into the country budgeting process, the MGECW prepared and circulated *Gender Responsive Budgeting Guidelines* to O/M/As in August 2014.

As a follow-up, the MGECW with support of the United Nations Development Programme (UNDP) commissioned analyses of the respective budgets and MTEF proposals in 2015 for seven Ministries, which collectively are allocated about 70% of the total expenditure budget. The purpose was to assess progress in the implementation of the Cabinet Directive on GRB and adherence to Paragraph 12 of the Budget Call Circular. The analyses was to come up with strategies for addressing challenges found and map out means of strengthening GRB in Namibia. Box 1 below is the extract from the first Gender Responsive Budget Call Circular for Namibia followed by Table 1 showing the percentage share of the various ministries of the national expenditure budget.

Box 1: Extract of Paragraph 12 of the Namibia 2015/16 Budget Call Circular

12. Gender Responsive Budgeting

12.1 All O/M/As are hereby Reminded that their budget proposals should adhere to Gender Responsive Budgeting (GRB) guidelines, as per Cabinet Decision No. 2nd/11.03.14/007.

21.2 In complying with this decision, O/M/As are urged to seek Guidance from the Ministry of [Gender Equality and Child Welfare].

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Table 1: Total Expenditure for the 2015/16-2017/18 MTEF: Global (Development and Operational)

VOTE NR	Description	Budget		Estimate		Estimate	
		2015/16 N\$000	%	2016/17 N\$000	%	2017/18 N\$000	%
1	President	715,068	1.1	763,671	1.1	766,881	1.1
2	Prime Minister	616,675	1.0	536,065	0.8	486,207	0.7
3	National Assembly	209,501	0.3	188,864	0.3	199,393	0.3
4	Auditor General	84,725	0.1	89,378	0.1	91,124	0.1
5	Home Affairs and Immigration	518,858	0.8	579,775	0.9	482,402	0.7
6	Police	4,772,679	7.5	4,715,483	7.1	4,804,182	7.2
7	International Relations & Cooperation	936,159	1.5	979,602	1.5	992,131	1.5
8	Defence	7,229,351	11.4	7,248,802	10.9	7,361,527	11.0
9	Finance	3,891,261	6.2	3,518,973	5.3	3,569,354	5.3
10	Education, Arts and Culture	11,321,689	17.9	12,238,476	18.4	12,434,512	18.6
11	National Council	146,272	0.2	152,235	0.2	144,414	0.2
12	Gender Equality and Child Welfare	821,270	1.3	831,692	1.2	856,924	1.3
13	Health and Social Services	6,489,082	10.3	6,651,870	10.0	6,634,300	9.9
14	Lab., Industrial Relations & Emp. Creation	351,264	0.6	259,146	0.4	216,496	0.3
15	Mines and Energy	295,172	0.5	3,011,266	4.5	2,609,621	3.9
16	Justice	736,631	1.2	663,994	1.0	675,632	1.0
17	Urban and Rural Development	3,121,810	4.9	2,746,140	4.1	2,634,112	3.9
18	Environment and Tourism	642,521	1.0	705,960	1.1	612,804	0.9
19	Industrialization, Trade and SME	990,070	1.6	1,133,168	1.7	1,147,811	1.7
20	Agriculture, Water and Forestry	2,415,159	3.8	2,846,702	4.3	2,491,267	3.7
21	Namibian Correctional Service	850,559	1.3	801,248	1.2	771,235	1.2
22	Fisheries and Marine Resources	352,803	0.6	335,405	0.5	339,239	0.5
23	Works	726,668	1.1	693,822	1.0	681,055	1.0
24	Transport	4,468,823	7.1	5,368,967	8.1	6,206,038	9.3
25	Land Reform	1,077,933	1.7	791,671	1.2	799,900	1.2
26	National Planning Commission	247,959	0.4	260,956	0.4	275,668	0.4
27	Sport, Youth and National Service	507,570	0.8	532,368	0.8	500,581	0.7
28	Electoral Commission	278,960	0.4	275,425	0.4	278,743	0.4
29	Info. & Communication Technology	603,974	1.0	583,609	0.9	571,384	0.9
30	Anti-Corruption Commission	53,248	0.1	53,584	0.1	53,926	0.1
31	Veterans Affairs	833,616	1.3	856,641	1.3	862,932	1.3
32	Higher Education, Training & Innovation	4,032,279	6.4	4,025,187	6.0	4,013,722	6.0
33	Poverty Eradication & Social Welfare	2,714,173	4.3	2,062,439	3.1	2,107,648	3.2
34	Public Enterprises	26,343	0.0	9,734	0.0	9,891	0.0
35	Attorney General	135,152	0.2	135,399	0.2	132,670	0.2
	ALL VOTES	63,215,277	100	66,647,502	100	66,815,726	100

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From Table 1 above, the percentage share of expenditure by the MGECW is projected to fall marginally in the 2016/17 Financial Year (FY) but regain its 1.3% share in 2017/18 FY. However, the absolute amount allocated is projected to rise progressively from 821 to 856 million over the medium term.

Notably, funds allocated to the MGECW are spent on four programme areas with Promotion of Gender Equality and Women's Empowerment programme¹ taking 2.1% of the ministry budget in 2015/16, which is projected to fall to 1.7% in 2017/18. This fall is also in absolute terms from 16 million in the 2015/16 FY to 14 million in the medium term. Table 2 below shows the breakdown of the MGECW Budget by programme over the MTEF period and traces trends from the 2012/13 FY. It shows a declining trend for allocation to gender equality and women's empowerment from a peak of 2.5% in the FY 2013/14.

¹ The Directorate of Community Empowerment Activities has a component on the Empowerment of women that has not been included in the calculations.

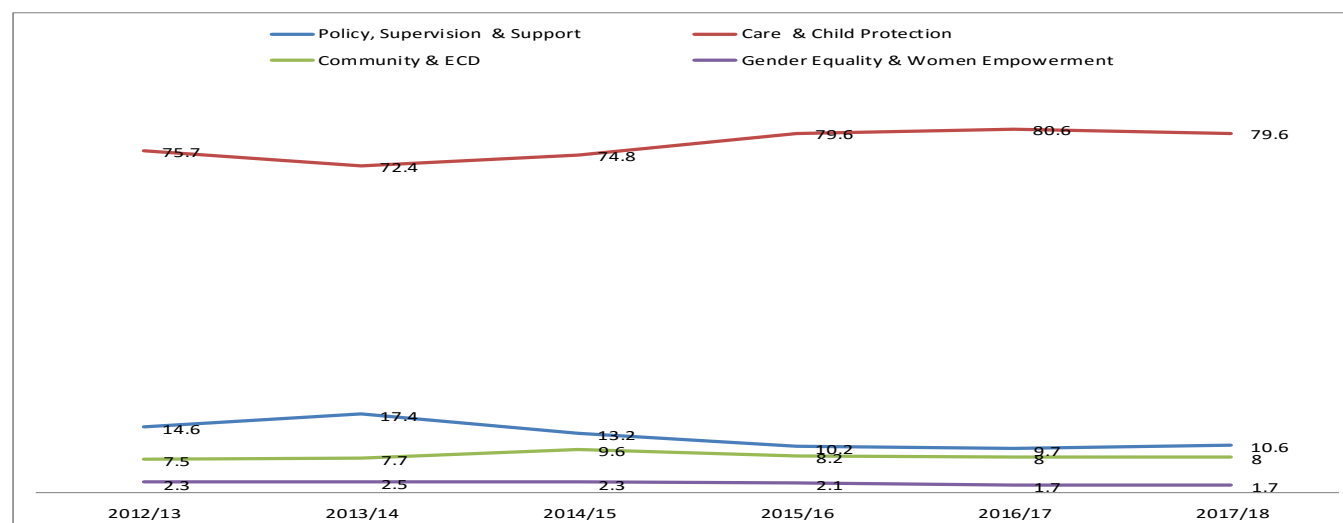
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Table 2: Breakdown of the MGECW Budget (2012/13-2017/18)

Programme Name	Actual		Actual		Budget		Budget		MTEF Projections			
	2012/13	%	2013/14	%	2014/15	%	2015/16	%	2016/17	%	2017/18	%
Policy, Supervision and Support Services	76,211,077	14.6	98,115,493	17.4	95,379,000	13.2	83,501,000	10.2	80,337,000	9.7	91,228,000	10.6
Care and Protection of Children	95,811,450	75.7	406,926,671	72.4	539,305,000	74.8	653,566,000	79.6	670,311,000	80.6	682,442,000	79.6
Support Community and Early Childhood Development	38,996,865	7.5	43,130,420	7.7	69,559,000	9.6	67,244,000	8.2	66,872,000	8.0	68,672,000	8.0
Promotion of Gender Equality and Empowerment of Women	11,918,062	2.3	14,197,516	2.5	16,858,000	2.3	16,959,000	2.1	14,172,000	1.7	14,582,000	1.7
Totals	522,937,454	100.0	562,370,100	100.0	721,101,000	100.0	821,270,000	100.0	831,692,000	100.0	856,924,000	100.0

From Table 2 above, it can be seen that while the amount of money allocated to the MGECW from 2012/13 FY has been increasing, both the absolute amount and proportion of money allocated directly to the promotion of gender equality and the empowerment of women has been falling. The following graph illustrates the trends more clearly:

Figure 1: Trends in Percentage Expenditure to MGECW Programmes from 2012/13 to 2017/18



1.1. Budgets of O/M/As Analysed

The MGE CW commissioned analyses of budgets for seven O/M/As whose votes, total budget and estimates for the medium term are presented below (for both the operational and development budget).

Table 3: Budget Allocation to Seven Top O/M/As 2015/16-2017/18 (N\$ 000)

Vote No.	Name of O/M/A	2015/16 (budget)		2016/17 (estimate)		2017/18 (estimate)	
		Amount	%	Amount	%	Amount	%
6	Department of Police	4,772,679	7.5	4,715,483	7.1	4,804,182	7.2
8	Ministry of Defence	7,229,351	11.4	7,248,802	10.9	7,361,527	11.0
9	Ministry of Finance	3,891,261	6.2	3,518,973	5.3	3,569,354	5.3
10	Ministry of Education, Arts and Culture	11,321,689	17.9	12,238,476	18.4	12,434,512	18.6
13	Ministry of Health and Social Services	6,489,082	10.3	6,651,870	10.0	6,634,300	9.9
21	Namibian Correctional Service	850,559	1.3	801,248	1.2	771,235	1.2
23	Department of Works	726,668	1.1	693,822	1.0	681,055	1.0
24	Department of Transport	4,468,823	7.1	5,368,967	8.1	6,206,038	9.3
32	Ministry of Higher Education, Training and Innovation	4,032,279	6.4	4,025,187	6.0	4,013,722	6.0
	Total for Selected Votes	43,782,391	69.3	45,262,828	67.9	46,475,925	69.6
	Overall Total (MTEF)	63,215,277		66,647,502		66,815,726	

Note:

- 1) Both the Department of Police (Vote 6) and the Namibia Correctional Service (Vote 21) are under the Ministry of Safety and Security that together was allocated 8.8% of the expenditure budget in FY 2015/16, which is expected to drop over the medium term to 8.4% in FY2017/18.
- 2) Both the Department of Works (Vote 23) and the Department of Transport (Vote 24) are under the Ministry of Transport and Works, which together was allocated 8.2% of the expenditure budget in 2015/16 and is expected to rise over the medium term to 10.3% of the total budget. While allocation to works will slightly reduce, the increase will be for the transport department.

The seven ministries selected for analysis take an allocation of close to 70% of the total budget as shown in the Table 3 above, which is projected to remain almost the same over the next three years. These ministries (O/M/As) therefore are allocated what constitutes the “**mainstream**” of the Namibia budget and if the allocated financial and other resources are utilized in a manner that is gender responsive in line with their mandates, they could immensely contribute to a positive transformation of gender relations, gender equality and the empowerment of women and girls. Failure to recognise and address relevant gender gaps could even make the expenditure to contribute to the worsening of gender inequality.

2.0 Methodology and Limitations

2.1 Methodology

The approach taken to analyse the budgets allocated to the seven selected ministries combined two broad methods that have been utilised to conduct gender assessments of budgets since the 1980s namely the three expenditure approach developed by Australian Economist Rhonda Sharp and the Five Steps Approach developed by a South African Economist Buddlender Debbie. These are elaborated on further below. However, since the first gender responsive budget circular for Namibia was issued for the first time beginning with FY 2015/16, the monitoring and evaluation steps in the Buddlender Framework were not applied in this analysis as it would be premature to assess full budget implementation before the accountability report is made and also to examine impact which can be best assessed after a time period that is longer than one year. The analyses therefore excluded tracking **actual** gender expenditures as well as examining the closure of gender gaps resulting for gender responsive spending.

The methodology involved the following key steps:

- 1) Analysis of the gender situation in the ministry to identify major gender gaps and underlying drivers of discrimination and gender inequality if any, including those that have an origin in the social norms and beliefs.
- 2) Examination of the legal and policy framework that provides the overall operating environment under which the ministry operates. In this, the team classified the laws and policies into the following categories:
 - a. gender blind -if there was no recognition for gender at all;
 - b. gender neutral – if there was recognition of gender in the analysis but no remedial interventions are provided;
 - c. Gender specific – if there was at least one intervention that addresses specific needs of women, men, girls or boys; and
 - d. Gender Responsive – if there was recognition of gender gaps and there are interventions to address the gaps.
- 3) Analysis of allocations adopted Rhonda Sharp’s methodology to examine if there were any expenditures that are:
 - a. Gender Specific – directed at addressing specific needs of women, men, girls or boys
 - b. Gender Equity – if there is any expenditure to address gender imbalances in the public service
 - c. Mainstream expenditures – if there was any expenditure allocation that responds to gender gaps within the mainstream budget.

This was principally a desk-review of literature (list attached) but supplemented with a few interviews mainly to clarify gaps if any.

2.2 Limitations

A key limitation of this exercise is that it was too ambitious: 28 working days assessing seven ministries with a total of 9 votes was rather ambitious. Henceforth, most of the analysis is snap-shot in a way that is restricted to highlighting key gaps but not deep enough to unravel all the major aspects. However, despite this limitation, major observations are made and recommendations put up to strengthen GRB in Namibia. It is also suggested that this exercise should be repeated at least every year over the medium term to further identify lessons, trends and appropriately support respective O/M/As.

A second limitation was that most Ministries did not grant time for interviews to clarify the information despite repeated requests. Some never provided all the required information such as annual work plans and policies for the team to analyse. The information provided here is therefore within the context of the limited sources available. It is possible that if the whole range of information was accessible, conclusions could have been different. Some of these limitations are highlighted under each of the respective ministry sections that follow.

3.0 Assessment Results per Ministry/Vote

3.1 Ministry of Safety and Security (Votes 6 and 21)

The MoSS has two votes namely Vote 6: Departments of Police and Vote 21: Namibian Correctional Service. The discussion below is restricted to information that was available. For instance, the analysis team did not access the Affirmative Action Reports of the MoSS.

3.1.1 Key Gender Issues in the MoSS

3.1.1.1 Staffing

Table 4: Ministry of Safety and Security Workforce Profile²

JOB CATEGORY	RACIALLY DISADVANTAGED		RACIALLY ADVANTAGED		PERSONS WITH DISABILITY		NON NAMIBIANS		TOTAL		% FEMALE
	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	
Executive Directors											
Senior Management											
Middle Management											
Specialised/Skilled/Senior Supervisory											
Skilled											
Semi-Skilled											
Unskilled											
Total Permanent											
Casual/temporary and seasonal											
TOTAL											

Source: Ministry of Safety and Security Workforce Profile Report

² Information for this table is not yet available

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3.1.1.2 GBV Cases and Survivors

Records of the NAMPOL Crime Prevention Unit indicate an increase in reported GBV cases as seen in Table 5 below.

Table 5: GBV Cases in Namibia 2011-2014

GBV Case	2011	2012	2013	2014	TOTAL
Abduction	16	10	16	19	61
Abortion and Sterilization Act,18/1978	18	29	22	19	88
Arson (Domestic Violence)	18	18	39	40	115
Assault Common	521	682	954	1367	3524
Assault w/I to Rape	10	5	4	5	24
Assault GBV (D/V)	447	559	650	755	2411
Att. Murder	20	28	72	67	187
Att. Rape	277	272	238	218	1005
Bestiality	0	0	0	21	21
Bigamy	20	15	12	11	58
Children's Act,33/1960	45	25	16	26	112
Concealment of Birth	21	21	33	26	101
Crimen Injuria (D/V)	112	180	185	293	770
Cruelty to, ill treatment and neglect of children	34	30	39	73	176
Illicit Carnal intercourse (No Co-operation)	4	4	0	13	21
Illicit Carnal Intercourse where there is co-operation	1	0	1	3	5
Incest	4	10	5	9	28
Indecent assault	159	124	112	82	177
Kidnapping	108	89	94	73	364
Malicious damage to property	121	127	245	218	711
Murder (D/V)	17	23	52	46	138
Other indecent, immoral and sexual offences for immoral purpose	10	6	5	5	26
Other un-natural sexual offences indecent, immoral and sexual offences for immoral purpose	2	2	0	11	15
Pointing of fire arm(D/V)	8	19	19	15	61
Rape	1,085	1,119	1,043	1,073	4,320
Total	3,078	3,397	3,847	4,488	14,810

Source: Namibia Police Crime Prevention Unit 2014

While Table 5 above does not show whether the victim or survivor is male or female, there are some important observations to make on reported crimes:

1. Arson in domestic violence more than doubled from 18 cases in 2011 to 40 cases in 2014
2. GBV related assault in domestic violence rose from 447 cases in 2011 to 755 in 2014.
3. Attempted rape after periods of stagnation slightly fell from 277 in 2011 to 218 in 2014.
4. Crimen injuria in domestic violence sky-rocketed from 112 to 293 in the period 2011 and 2014.

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5. Murder cases related to domestic violence more than tripled from 17 cases in 2012 to 52 in 2013 and reduced slightly to 46 in 2014.
6. Cases of pointing a fire arm in situations of domestic violence almost doubled from 8 in 2011 to 15 in 2014 after peaking at 19 both in 2012 and 2013.
7. Rape cases do not show a sign of reduction. Having risen from 1,085 in 2011 to 1,119 in 2012, the 2014 figure of 1,073 is almost the same as for 2011 at 1,085.

While it is likely that many cases went unreported to police, Table 5 shows a general rise in reported cases of GBV in Namibia. GBV violates human rights; it presents a significant public health challenge with civic, social, political, and economic consequences for individuals, communities and whole societies.

GBV manifests itself in different forms: Physical, Psychological, economic and Sexual and it takes place in both private and public spheres, among children, youth, adults and the elderly. The various forms of GBV lead to death, physical injuries and mental harm. GBV limits access to education, has medical and legal costs, it reduces labour force productivity and lowers income.

While men and boys are affected by GBV, women and girls are the most at risk and most affected.

Survivors of GBV can suffer sexual and reproductive health consequences, including forced and unwanted pregnancies, unsafe abortions, traumatic fistula, sexually transmitted infections including HIV, and even death.

More information on GBV is presented under the section for MoHSS.

3.1.2 Legal Framework

Key Laws Related to the MoSS

1. Police Act No. 19 of 1990
2. Combating of Domestic Violence Act No. 4 of 2003
3. Combating of Rape Act No. 8 of 2000
4. Correctional Service Act No. 9 of 2012

While the Police Act is stated in gender inclusive language, the Combating of Domestic Violence Act and the Combating of Rape Act, have gender specific provisions. The Correctional Services Act has a gender specific provision in Section 17, *which stipulates that "male and female inmates must be kept apart and confined in separate correctional facilities or separate parts of the same correctional facility, except for the purposes of training and then only under strict supervision."*

3.1.3 Policy Framework

Key Policies of the NCS

1. Namibian Prison Service Training Policy 2003
2. Namibian Prison Service Recruitment Policy 2003

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3. Namibian Correctional Service Code of Conduct 2014 Namibia Correctional Service Policy on Injuries of Offenders and the Payment of Ex-Gratia Compensation 2015
4. The Namibian Prison Service Grievance procedure Manual 2007
5. The Namibian Prison Service Policy on Investigations of Incidents 2012
6. The Namibian Prison Service Promotion Policy Issued by the Office of the Commissioner (2007)

NAMPOL Policy Priorities as presented in the MTEF 2015/16-17/18

1. Develop a national Crime Combating Strategy and 30% implementation by 2015/2016
2. To use 2% of operational budget to fill at least 4.5% of 22 837 vacant posts
3. To use 5% annually of the operational budget to train and develop 29% of the current workforce of 15 538
4. To prevent the growth of reported crime from increasing with more than 5% annually commencing with the reported total of 90 675 cases during 2010/2011 as the baseline.
5. To achieve the clearance rate of all cases with 30% annually
6. To increase the number of investigating officers by training 50% annually, using the total of 1243 strength in 2012/2013 as a baseline
7. To construct fifteen (15) police stations, Seven (07) Regional Headquarters and one (1) Police, National Headquarters, eighty four (84) barracks

3.1.4 Programme Level Sensitivity to Gender

Key Programmes of the NAMPOL

1. Programme 01: Combating of Crime
2. Programme 02: VIP Protection Services
3. Programme 03: Training and Development
4. Programme 04: Forensic Science Services
5. Programme 05: Coordination and Support Services

Key Programmes of NCS

1. Programme 01: Safe Custody and Rehabilitation
2. Programme 02: Re-integration
3. Programme 03: Supervision and Support Services

3.1.4 Expenditure Priorities

A: NAMPOL

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Table 6: NAMPOL Budget Priorities for 2015/16 FY

Rank	Programme Name	Allocation N\$.	%
1	Programme 01:Combating of Crime	3,798,181,281	79.6
2	Programme 05:Coordination and Support	436,032,613	9.1
3	Programme 02:VIP Protection Services	376,694,926	7.9
4	Programme 03:Training and Development	133,946,272	2.8
5	Programme 04: Forensic Science Services	27,823,908	0.6
	Total	4,772,679,000	100.0

Table 7: NCS Budget Priorities for 2015/16 FY

RANK	Programme Name	Allocation N\$.	%
1	Programme 1: Safe Custody and Rehabilitation	734,874,000	86.4
2	Programme 3: Supervision and Support Services	108,514,000	12.8
3	Programme 2: Re-integration	7,171,000	0.8
	Total	850,559,000	100.0

As seen from the above tables, NAMPOL priorities spending 79.6% on combating crime followed by 9.1% on coordination and support. Most of the “gender-related” activities are budgeted for under this priority programme, implying a focus in the mainstream. However, see note below.

All activities that seemingly address gender are of a development nature and under Programme 01: Combating of Crime. All these are shown in the table below.

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Table 8: Gender Related Activities Budgeted for in 2015/16 – 2017/18 under Crime and Prevention

No.	Activity	2015/16	2016/17	2017/18
1	Construction of Station for police men and women	1,661,000	0	0
2	Construction of boundary wall at Outjo Police Station for Women and Child offices	70,017,000	50,000,000	50,000,000
3	Provide Police Station to Oshikuku Community for Police men and women	8,000,000	10,000,000	10,000,000
4	Training facility to the Nepara area for Police men and women	0	0	5,500,000
5	Construct housing accommodation for police men and women in remote areas	69,170,000	50,000,000	50,000,000
	Total	148,848,000	110,000,000	115,500,000

Source: MTEF (15/16-17/18) Development Programmes

Note:

Indication of the above as gender related expenditures is because they bear the words “women” and “men”.

While the Police Department should be acknowledged for making progress on gender sensitive language, these allocations could be classified as gender responsive if they indicated the gender gaps they are responding to, which have to be articulated in the MTEF or planning documents.

The police department effort needs to be complemented by training in GRB from the MGECW especially in doing gender analysis and identification of gender issues that require budgeting for.

Gender issues that are relevant to the Police Department are not only of a development nature but are also present in operational aspects such as in recruitment, deployment, promotion, service delivery, and gender based violence including sexual harassment as well as gender sensitivity of the legal and policy framework among others. Some of these gender issues are not only external to the force but may also afflict members of NAMPOL as well.

3.1.5 Overall Conclusion

Due to limited skills, the O/M/A especially NAMPOL made effort in incorporating gender responsive language in the budget documents but could not comply fully with GRB guidelines. There is need to build on the good will demonstrated by the O/M/A to further strengthen GRB skills and practice in the medium term. The priority focus areas by the MoSS can provide key entry points for gender mainstreaming and indeed GRB for instance with respect to NAMPOL, interventions can include:

1. Integrating gender into the process of developing a national Crime Combating Strategy.
2. Ensuring that there are gender considerations in planned recruitments to fill vacant posts.
3. Ensuring that training and development of the current workforce is gender balanced and includes training in relevant gender skills and gender responsive budgeting.

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4. Ensuring that gender based crimes such as GBV are part of the effort to prevent the growth of reported crime from increasing.
5. To achieve the clearance rate of all cases ensuring that a monitoring mechanism is in place to ensure that gender related cases are inclusive of these efforts.
6. Ensuring that the increase in the number of investigating officers by training is gender balanced and includes training and expertise in investigating gender related crimes.
7. Ensure that construction takes into account gender needs with respect to design and contracting.

3.1.6 Looking Forward

3.1.6.1 Recommendations for MoSS

1. MoSS should disaggregate the GBV data it collects by sex to provide more enriching information on all the relevant indicators to ease monitoring and planning appropriate gender responsive interventions.
2. The effort by police to adopt a gender sensitive language is commendable. However, there is need to undertake deeper gender analysis to identify concrete gender gaps that relate to the Ministry to inform programming beyond a mention of men and women in the policy and budget documents.
3. The MoSS and the police department in particular should in collaboration with the MGECW budget for, organise and conduct training and workshops on: gender awareness, gender mainstreaming, gender responsive budgeting and planning as well as on GBV until a critical mass of officers (usually 30% minimum) is reached.
4. Conduct a gender analysis research for NAMPOL and NCS to generate planning information
5. Conduct a gender review of policies, programmes and laws and ensure that any future revisions or formulations are gender responsive.

3.1.6.2 Recommendations for MGECW

1. The MGECW should conduct a comprehensive nation-wide GBV indicator survey to further inform interventions on GBV across the board.
2. The MGECW should design and implement a sustained gender skills development programme with the MoSS to strengthen the already commendable efforts. The programme shall be more robust if it targets all O/M/As working on justice, law and order including police, correctional service, ministry of Justice and other agencies such as NGOs working in the same area.

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3.2 Ministry of Defence (Vote 8)

3.2.1 Key Gender Issues in the Ministry of Defence (MOD)

3.2.1.1 Staff Profile

Table 9: Ministry of Defence Civilian Workforce Profile 2012/2013

JOB CATEGORY	RACIALLY DISADVANTAGED		RACIALLY ADVANTAGED		PERSONS WITH DISABILITY		NON NAMIBIANS		TOTAL		% FEMALE
	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	
Executive Directors	1	0	0	0	0	0	0	0	1	0	0
Senior Management	4	3	1	0	0	0	0	0	5	3	38
Middle Management	0	3	0	0	0	0	0	0	0	3	100
Specialised/Skilled/Senior Supervisory	1	6	0	0	0	0	0	0	1	6	86
Skilled	19	50	0	0	0	0	0	0	19	50	72
Semi-Skilled	7	7	0	0	0	0	0	0	7	7	50
Unskilled	629	1,172	0	0			2	0	642	1,174	65
Total Permanent	661	1,241	1	0	13	2	0	0	675	1,243	65
Casual/temporary and seasonal	0	0	0	0	0	0	0	0	0	0	
TOTAL	661	1,241	1	0	13	2	0	0	675	1,243	65

Source: Ministry of Defence Civilian Workforce Profile (01/12/2012-30/11/2013).

3.2.1.2 Other Key Gender Issues

From the Ministry of Defence (2015) *Situational Analysis Report on Gender Audit Representation in the Namibian Defence Force*; the following gender issues are identifiable;

1. Men occupy higher ranks such as those of Major and Brigadier General. Only one woman has so far attained the rank of Brigadier General.
2. More men attend qualifying courses than women; for instance, no woman so far has been sent for training to the War College.
3. With regard to UN Operations, more women are deployed as staff officers, whereas men are deployed as military observers.
4. 123 female members attended other trainings apart from basic recruits compared to 643 male counterparts.
5. Certain international courses offered by other countries prefer men to be trained to women.
6. The reproductive rights of women are not accommodated in the NDF policies.
7. The Defence culture and environment, military traditions believe that women cannot be sent to hotspots in the battle field.

3.2.2 Legal Framework

Relevant Law

The relevant law namely the Defence Act, No. 1 of 2002 neither explicitly states gender issues to be addressed in the MOD nor talks about women, men, girls, boys and gender.

3.2.3 Policy Framework

MoD Policies

- Draft Human Resource Policy (Undated)

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- Defence Policy, 2011

Policy Priorities

From the MTEF (2015/16-17/18), the MoD outlines the following as its priorities:

Priority 1: Human Capital: Train and Maintain adequate and competent workforce in the sector

Priority 2: Strengthen National and Territorial Integrity

Priority 3: Recruitment of 1,000 per year over the MTEF period

Priority 4: Training: Specialization of at least 50% of MOD personnel by 2016/17

Priority 5: Education: Upgrading of at least 45% of MOD personnel who want to further their qualifications at tertiary institutions by 2016/17

Priority 6: Infrastructure development: To improve and maintain existing infrastructure by 2016/17

Priority 7: Research and development: Carry out research on modern equipment and acquire 20% of Defence Equipment by 2016/17

Gender Responsiveness in MOD Policies

The Defence Policy (2011: 36) in the General Defence Objectives explicitly indicates that:

“Gender Balance: The Namibian Defence Force had since its establishment, made women part of its workforce. Its commitment to making military career attractive to women shall be reinforced, to ensure that women are accorded equal and equitable employment opportunities within the structures and hierarchy of the MOD/NDF”

The Defence Policy also recognises that gender is one of the measures in the Affirmative Action Act No. 29 of 1998 as well as promises to implement the Act in Objective No. 10 where it states that the: “MOD/NDF shall implement the Affirmative Action Plan through appropriate programmes ...with the purpose of redressing the socio-economic livelihood of the vulnerable groups by the creation of equal employment opportunities.

(Defence Policy, 2011: Page 36)

The policy acknowledges women and children as vulnerable members of society and indicates on page 34 s that, “all men and women wishing to join the Defence Force for purposes of pursuing a military career in any of the Arms of Service of the NDF, shall do so at their free will.”

Though with some hitches, the policy shows progress on gender inclusive language. For instance Page 35 indicates that public relations services shall be strengthened at every level of command, in order to foster good

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public image of the MOD/NDF by creating opportunities for members of the public to interact with men and women in uniform.

Further on Page 35, with regard to recruitment it is stated that: the constant wastage of *manpower* (sic) through deaths, resignations and discharges should be compensated by the recruitment process where eligible young men and women in our society would be called upon to fill the posts left by others.

On Rapid Mobilisation the Defence Policy (2011 Page 38) indicates that “should the manpower (sic) requirements be below the threshold levels after the reserve units have been committed, the conscription of eligible and able-bodied young men and women from the mainstream civil society shall be considered as a strategic option for purposes of ensuring the survival of the nation.”

Page 48, the Policy indicates that “The envisaged modern equipment of the NDF will require men and women with necessary skills and competencies to man (sic) and operate them.”

The MOD Draft Human Resources Policy (undated) has provisions that are gender inclusive such as:

General Principle No. 37 states that: “unless a member is staffed in a promotional post, he or she cannot lay claim to promotion on grounds that he or she possesses all the qualifications for promotion.”

General Principles No. 38 is inclusive stating that “The most suitable candidate for promotion irrespective of race or gender should possess the appropriate qualifications, relevant experience, capabilities and proficiency, as well as the potential and capacity to function at the next higher level”.

The policy also provides that “members are entitled to maternity leave as provided by the labour Act and rules governing the public service.”

MOD Plans

Ministry of Defence Annual Work Plan 2015/16

Ministry of Defence Strategic Plan (*does not explicitly address gender issues in the MOD*)

Gender Responsiveness in MOD Programmes

The MoD Programmes Are:

Programme 01: Training and Capacity Building

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Programme 02: Land Operations

Programme 03: Airspace Protection

Programme 04: Military Health Support

Programme 05: Offshore Defence

Programme 06: International Deployment

Programme 07: Supervision and Support Services

Within the **MTEF 2015-16-2017/18, page 121**; the MOD makes gender provisions under Programme 01, Training and Capacity Building. The objective for the programme aims to capacitate all service men and women in uniform and civilian employees with professional skills and knowledge to improve productivity. Similarly, to build a professionalized Force, the NDF in its development programmes proposes to construct a “hospital (to) avail better health care to the serving men and women and their families (**MTEF Development Programmes, Page 118**).

However, it is in the NDF/MOD Gender Work Plan that gender activities and corresponding budget allocations are more explicitly stated. The following table shows the budgeted and actual expenditures by October 2015. The FY ends 31st March 2016.

Table 10: MOD/ NDF GENDER WORK PLAN FOR 2015/16 FY

ACTIVITIES	OBJECTIVES	TIMELINE	Budget N\$	
			ESTIMATE	Actual
Formulation of MOD/NDF Gender Policy	<ul style="list-style-type: none"> Lobbying for support and approval Mobilizing for resources Carrying-out GM based research Formulating MOD/NDF Gender policy 	2015	450 000	
GM within the MOD/NDF	<ul style="list-style-type: none"> Raise awareness through training, Workshops, Seminars and Networking Forums 	On going	520,000	
Establish a Gender Resources Centre within the MOD/NDF	<ul style="list-style-type: none"> Lobbying for support and approval Mobilizing resources. 	2015	500,000	
Training of GM Monitoring and Evaluation officers	<ul style="list-style-type: none"> Build capacity for monitoring and evaluation of the implementation of the GM programmes in MOD/NDF. Ensure that they are in line with National, Regional and international instruments 	On going	300,000	
Training of TOT	<ul style="list-style-type: none"> Train Trainer of Trainers on training techniques and GA tools. 	On going	254,000	
Training of Gender Auditors	<ul style="list-style-type: none"> To be able to use SPSS program. 	On-going	164,000	
Men and women forums and workshops	<ul style="list-style-type: none"> To share information on gender and other issues 	On-going	200,000	
Situation Analysis	<ul style="list-style-type: none"> For Gender centre. 	Jan 2015		232,500.00
Gender Auditing and Survey	<ul style="list-style-type: none"> To avail the integration of assess gender in MOD/NDF recruitment training, appointment, posting and promotion. To create a gender data base. 	Feb 2015		418,725.50
2 nd Women information Sharing	<ul style="list-style-type: none"> Share information on gender and other issues 	April 2015		53,730.00

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GBV workshop	<ul style="list-style-type: none"> To implement recommendations from the 2nd National Conference on GBV. 	June 2015		5,592.00
GBV workshop	<ul style="list-style-type: none"> To implement recommendations from the 2nd National Conference on GBV 	June 2015		10,484.00
Gender mainstreaming on governance , peace and security	<ul style="list-style-type: none"> Assess progress regarding the implementation of policy commitments on gender equality integration in MOD/NDF operations. To provide guidance on how to move forward with the strategy on gender mainstreaming in MOD/NDF. 	July 2015		647, 687. 40
TOTAL				2,388,000
				1,368,718.90

Gender related activities are budgeted for under main divisions 02, 05, 06, 08 sub vote 27, and funds are made available when requested from other main divisions.

3.2.4 Expenditure Priorities

Rank	Programme Name	Allocation N\$.	%
1	Programme 2: Land Operations	4,271,147,000	59.1
2	Programme 7: Supervision and Support Services	1,260,052,000	17.4
3	Programme 5: Offshore Defence	511,507,000	7.1
4	Programme 3: Airspace Protection	478,417,000	6.6
5	Programme 1: Training and Capacity Building	462,553,000	6.4
6	Programme 4: Military Health Support	136,035,000	1.9
7	Programme 6: International Deployment	109,640,000	1.5
	Total	7,229,351,000	100.0

As shown in the MTEF, land operations are allocated 59% of the budget followed by Supervision and support services at 17%.

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Table 11: Gender Related Activities Budgeted for in 2015/16 – 2017/18 MTEF

No.	ACTIVITY	OBJECTIVES	2015/16		2016/17	2017/18
			ESTIMATE (N\$)	Actual Expenditures	ESTIMATE	ESTIMATE
1.	Construction of a general referral hospital to cater for all three (3) arms of service namely; Army, Air Force and navy for VIP's and foreign dignitaries which will avail better health care to the serving men and women and their families	To construct a general referral hospital to cater for all three (3) arms of service namely; Army, Air Force and navy for VIP's and foreign dignitaries which will avail better health care to the serving men and women and their families		3,000,000.00	50,000,000	46,020,000
2.	Formulation of MOD/NDF Gender Policy.	Lobbying for support and approval. Mobilizing for resources. Carrying-out GM based research Formulating MOD/NDF Gender policy	450,000	-	-	-
3.	GM within the MOD/NDF	Raise awareness through training. Workshops, Seminars and Networking Forums	520,000	-	-	-
4.	Establish a Gender Resources Centre within the MOD/NDF	Lobbying for support and approval. Mobilizing resources.	500,000	-	-	-
5.	Training of GM Monitoring and Evaluation officers	Build capacity for monitoring and evaluation of the implementation of the GM programmes in MOD/NDF. Ensure that they are in line with National, Regional and international instruments	300,000	-	-	-
6.	Training of TOT	Train Trainer of Trainers on training techniques and GA tools.	254 000 00	-	-	-
7.	Training of Gender Auditors	To be able to use SPSS program.	164 0000 00	-	-	-
8.	Men and women forums and workshops	To share information on gender and other issues	200 000 00	-	-	-
9.	Situation Analysis	For Gender centre.	-	232,500.00	-	-
10.	Gender Auditing and Survey	To avail the integration of assess gender in MOD/NDF recruitment training, appointment, posting and promotion. To create a gender data base.	-	418,725.50	-	-
11.	2 nd Women information Sharing	Share information on gender and other	-	53,730.00	-	-

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No.	ACTIVITY	OBJECTIVES	2015/16		2016/17	2017/18
			ESTIMATE (N\$)	Actual Expenditures	ESTIMATE	ESTIMATE
		issues				
12.	GBV workshop	To implement recommendations from the 2 nd National Conference on GBV.	-	5,592.00	-	-
13.	GBV workshop	To implement recommendations from the 2 nd National Conference on GBV	-	10,484.00	-	-
14.	Gender mainstreaming on governance , peace and security	Access progress regarding the implementation of policy commitments on gender equality integration in MOD/NDF operations. 18. To provide guidance on how to move forward with the strategy on gender mainstreaming in MOD/NDF.	-	647, 687.40	-	-
TOTAL			2,388, 000	1,368,718. 90	50,000,000	46,020,000³

Source: MTEF (15/16-17/18) Development Programmes P 118; MOD/ NDF GENDER WORK PLAN 2015

The Ministry of Defence allocates more to gender activities than is indicated above. However, the use of gender neutral language makes it difficult to identify all the gender related allocations as well as the needs of women and men, boys and girls being addressed by respective budget allocations. More gender activities are being funded through other programmes though they do not reflect in the budget. Training will make the gender allocations more visible with time.

³ This figure is however not clearly disaggregated to show how the project addresses gender gaps and issues, which is required to be fully gender responsive.

3.2.5 Overall Conclusion

The MOD has made tremendous effort and progress in complying with GRB Guidelines. The ministry compiled a 2015 *Situational Analysis Report on Gender Audit Representation in the Namibian Defence Force* using Ministry's resources. The ministry has budgeted for the Gender Unit Programmes and Activities which are explicitly indicated in the budget estimates. Additionally, funds are drawn across ministry votes to support gender programmes when required such as for transportation and stationery. The MOD conducts in-house research and capacity development on gender and has a Gender Unit with a budget, to train staff on Gender and GRB. MOD is a good practice example where designating senior committed staff to gender that are well placed to influence decisions can yield results.

The ministry however has more to do to create a more sustainable gender responsive institution most of which suggestions are already made and known to the ministry staff (see below).

3.2.6 Looking Forward

3.2.6.1 Recommendations for the MOD

1. The MOD should explore alternative possibilities for specialized training for women including in-country or finding other countries which accommodate skilling women.
2. Develop and implement a MOD Gender Policy as already proposed in the work plan
3. Conduct motivational events for women and girls on building careers in Defence as well as show case women role models in the armed forces to promote both entry and good performance
4. The MOD should conduct training to further raise gender consciousness in the NDF for both men and women as well provide functional training in gender mainstreaming and gender responsive planning and budgeting to women and men officers until a critical mass of at least 30% across the board is attained.

3.2.6.2 Recommendations for the MGECW

1. The MGECW should continue to provide technical support to the MOD in its initiatives on gender responsive planning, budgeting and programming
2. The MGECW should assist where required to develop training materials, tools and guidelines to further enhance gender capacity development for the MOD including supporting building partnership in and outside the country on gender, peace and security
3. The MOD should be paired with MOSS for mutual learning and re-enforcement of their experiences for progress on the gender equality terrain.
4. The MGECW should utilise the MOD staff as Trainers and Resource Persons on GRB in related OMA's especially the MOSS.

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3.3 Ministry of Finance (Vote 9)

3.3.1 Key Gender Issues in the MoF

3.3.1.1 Staffing

Table 12: Ministry of Finance Workforce Profile⁴

JOB CATEGORY	RACIALLY DISADVANTAGED		RACIALLY ADVANTAGED		PERSONS WITH DISABILITY		NON NAMIBIANS		TOTAL		% FEMALE
	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	
Executive Directors											
Senior Management											
Middle Management											
Specialised/Skilled/Senior Supervisory											
Skilled											
Semi-Skilled											
Unskilled											
Total Permanent											
Casual/temporary and seasonal											
TOTAL											

Source: Ministry of Finance Affirmative Action Report

3.3.2 Legal Framework

Relevant laws are:

- Transfer Duty Act No. 1 of 1959
- Income Tax Act No. 24 of 1981
- Petroleum Taxation Act No. 3 of 1991
- State Finance Act No. 31 of 1991
- State Finance Act 31 of 1991
- Stamp Duty Act No. 15 of 1993
- Public Service Act No. 13 of 1995
- Tender Board Act No 16 of 1996
- Value added Tax Act No.10 of 2000
- Anti- Money Laundering and Combatting of Financial Terrorism Act 29 of 2004
- State-owned Enterprises Governance Act No. 2 of 2006

All the above Acts could be classified as gender blind, implying that none recognises or addresses any relevant gender issues. However the Ministry of Finance has tabled the Public Procurement Bill in Parliament, which has provisions on gender. If the relevant provisions are enacted, it will be a gender responsive law.

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3.3.3 Policy Framework

- Macroeconomic Policy Framework, 2012/13-2014/15
- Fiscal Policy Framework, 2011/12-2013/14
- The MTEF 2015/16-2017/18
- Namibia Public Private Partnership Policy, (undated)

3.3.4 Key Ministry Programmes

The key MoF Programmes over the medium term are:

- PROGRAMME 01: Economic Policy Advice
- PROGRAMME 02: Revenue Management
- PROGRAMME 03: Government Expenditure Management
- PROGRAMME 04: Public service Employee Medical Aid Scheme
- PROGRAMME 05: Government Procurement Management
- PROGRAMME 06: Policy Supervision and Support Services

(MTEF, 2015, p.128-146)

None of the programmes articulates issues of gender.

3.3.5 Expenditure Priorities

Table 13: MOF 2015 Expenditure Priorities

Rank	Programme Name	Allocation N\$	%
1	Programme 4: Public Service Employee Medical Aid Scheme	2,158,162,000	55.5
2	Programme 3: Government Expenditure Management	913,320,000	23.5
3	Programme 2: Revenue Management	524,114,000	13.5
4	Programme 6: Policy Supervision and Support Services	277,995,000	7.1
5	Programme 1: Economic Policy Advice	9,074,000	0.2
6	Programme 5: Public Procurement Management	8,596,000	0.2
	Total	3,891,261,000	100.0

The above table shows that the medical aid takes more than half of the MOF expenditure budget (55.5%) followed by government expenditure management (13.5) and Revenue Management (23.5%).

3.3.6 Compliance with GRB Guidelines

The MoF complied with guidelines by for the first time issuing a Budget Circular for 2015/16 FY and the MTEF 2015/16-17/18 with gender provisions since the introduction of GRB in Namibia in 1998. The gender provision which should be included in budgeting guidelines every FY was omitted in the 2016/15 budget call circular, which may reduce compliance with GRB across O/M/As.

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However due to capacity gaps in terms of GRB skills and tools, the MoF compliance was limited to the issuance of a circular but no gender activities were identified and budgeted for within the Ministry Vote 9. Similarly, the MoF did not incorporate gender into the national budget cycle to promote GRB across O/M/As. The following table that is extracted from the Namibia GRB guidelines and constructed from the Budgeting Cycle provided by the MoF, shows various steps and makes suggestions on how GRB can be incorporated at each of them:

Table 14: Key Budgeting Steps/Processes, suggestions on incorporation of Gender and Key Actor (s)

No.	Key Step/Process	What can be done to mainstream gender perspectives	Main Actor(s)
1	Macro-Economic Framework	Model for gender equality and equity	MoF
2	Issuing Budget Call Circular	Incorporate a GRB requirement	MoF
3	Preparations of budget proposals	Include activities addressing gender gaps and issues with respect to programmes in respective O/M/As based on evidence. Cost the activities accordingly.	Every Vote/O/M/A
4	Budget Hearings	Explanation on how gender has been addressed in each budget proposal	MoF, NPC, MGECW and respective O/M/A
5	Finalisation of the MTEF	Ensure that gender perspectives are incorporated in programme descriptions and the % of the budget allocated to gender activities is explicitly shown under each vote	MoF, NPC and respective O/M/As
6	Approval of the National Budget by Parliament	Depending on the enabling law, parliament oversight role should include debating and checking if GRB has been adhered to	Parliament
7	Monitoring and control	In checking budget compliance, ensure that funds allocated to gender activities are spent as planned	MoF, NPC, Auditor General and MGECW
8	Budget evaluation	Periodically check if gender gaps are being closed and gender equality promoted as resources are spent as budgeted. Use lessons learnt to feed into future budgeting cycles as appropriate	NSA, MGECW and respective O/M/As

Source: Namibia GRB Guidelines 2014

3.3.5 Overall Conclusion

The strategic action of issuing the first gender responsive Budget Call Circular by the MoF provided a strong motivation for compliance amongst government O/M/As, though implementation was uneven across units. The MoF however is also a budget holder of Vote 9 which should adhere to GRB guidelines. Furthermore, the ministry's central role in budgeting implies that it has to play a greater role by ensuring together with the MGECW that GRB is adhered to at different stages of the budgeting cycle. The table above makes some suggestions and more recommendations are made below.

3.3.6 Looking Forward

3.3.6.1 Recommendations for MoF

1. The MoF should take steps to ensure that members of staff across programmes are capacitated and skilled to ensure compliance with GRB.

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2. MoF should solicit technical support from the MGECW to strengthen its GRB capacity with respect to the different stages of the Budgeting Cycle ranging from the formulation of the macro-economic framework to evaluation.
3. At the initial stage of the process, the MoF should ensure that its strategic role of issuing a gender responsive budget call circular is sustained throughout all the years, so that O/M/As do not perceive it as a “one-off” activity that was only intended for 2015/16 but rather understand it as a permanent budgeting requirement.
4. The MoF should work with the MGECW on a mechanism of ensuring that Budget hearings include a dialogue on aspects of compliance with GRB.
5. The Gender Focal Person/Point in the MoF needs establishing and/or strengthening. The Ministry could explore a possibility of setting a gender focal committee with sufficiently senior representation from all the ministry programmes.

3.3.6.2 Recommendations for MGECW

1. The MGECW should continuously engage with and collaborate with the MoF at the most senior technical and political level to ensure that GRB implementation is continuously strengthened in the country.
2. The MGECW should solicit for adequate technical support for the Ministry of Finance and other organisations, till the country sufficiently institutionalises GRB.
3. The MGECW and the MoF should collaborate to commission a gender analysis of the MoF to identify concrete gender issues to inform evidence-based programming.

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3.4 Ministries of Education (Votes 10 and 32)

Education sector from the FY 2015/16 has two votes namely Vote 10 for Ministry of Education, Arts and Culture (MEAC) and Vote 32 for Ministry of Higher Education, Training and Innovation (MHETI). For purposes of this analysis, the two ministries were analysed together as MHETI is still in formative stages. Altogether, education ministries have an allocation of about 25% of the total expenditure budget, which shows government prioritisation of the sector. Hence, education is the first as per government budget expenditure priorities.

An examination of the context that applies to education shows various gender gaps that should provide a basis for gender responsive planning and budgeting. Based largely on gender analysis reports, research, and sector statistics from various institutions, the following sections highlight some gender issues that require attention.

3.4.1 Staffing in the Education Sector

Table 15: Ministry of Education Workforce Profile for the period 01 July 2012 to 30 June 2014

Job Category	2013			2014		
	Men	Women	%women	Men	Women	%women
Senior Management	48	23	32.4	44	23	34.3
Middle Management	1,155	1,899	62.2	1193	1,950	62.0
Specialized /Skilled /Senior Supervisory	439	736	62.6	424	690	61.9
Skilled	7,852	12,317	61.1	7,635	12,231	61.6
Semi-skilled	569	1,544	73.1	490	1,401	74.1
Unskilled	2,183	3,495	61.6	2,021	3,195	61.3
Total Permanent	12,246	20,014	62.0	11,807	19,490	62.3
Casual/Temporary and Seasonal	8,342	13,659	62.1	8,831	14,359	61.9
Total	20,588	33,673	62.1	20,638	33,849	62.2

Source: MOE, Affirmative Action Reports, 2011 and 2014

Overall, the percentage of women in the education ministries as of June 2014 was 62%. Women constitute over 60% of staff across all levels except for senior management where the proportion increased slightly from 32.4% in 2013 to 34.3% in 2014. The Ministry could examine why men are underrepresented in staffing.

3.4.2 Key Gender Issues in Primary and Secondary Education

3.4.2.1 Enrolment

Table 16: Changes in Female and Male Enrolments in Primary and Secondary Schools from 2010-2012

Level	Primary			Secondary		
	2010	2011	2012	2010	2011	2012
Female	200,276	201,140	204,061	93,155	96,571	96,860
Male	206,259	207,664	211,393	81,105	84,836	86,085
Total	406,535	408,804	415,454	174,260	181,407	182,945
Female %	49.3	49.2	49.1	53.5	53.2	52.9

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Source: EMIS 2010-2012:45

The above table indicates a rise in the proportion of girls to a level where they overtake boys especially in secondary school level enrolment.

The Education Management Information System Report (EMIS 2012 page 45) notes that *“lower promotion rates and higher school leaving rates of males in lower primary and junior secondary grades resulted in female enrolments having been higher than male enrolments in upper primary and junior secondary.”*

3.4.2.2 Promotion, Repetition and School Leaving

Table 17: Promotion, Repetition & School Leaving Rates (Grade 1-11) 2009 and 2010

Grade	Promotion Rates %		Repetition Rates %		School Leaving Rates %	
	Female	Male	Female	Male	Female	Male
Total	76.5	80.1	16.9	14.0	6.6	6.0
Grade 1	74.1	79.5	22.6	17.7	3.3	2.9
Grade 2	82.8	88.2	16.2	10.9	1.0	0.9
Grade 3	82.8	89.3	15.5	10.0	1.7	0.7
Grade 4	83.6	88.9	15.7	10.5	0.8	0.6
Grade 5	69.3	78.1	26.1	18.4	4.6	4.6
Grade 6	78.4	83.2	17.8	14.0	3.8	2.8
Grade 7	80.6	83.0	13.7	12.0	5.7	5.0
Grade 8	63.7	66.9	27.4	25.5	9.0	7.6
Grade 9	72.1	71.5	20.1	21.0	7.8	7.5
Grade 10	57.7	56.6	9.0	11.3	33.4	32.0
Grade 11	96.7	95.5	1.4	2.2	1.9	2.4

Source: EMIS 2010

Table 18: Promotion, Repetition & School Leaving Rates (Grade 1-11) 2010 and 2011

Grade	Promotion Rates %		Repetition Rates %		School Leaving Rates %	
	Female	Male	Female	Male	Female	Male
Total	79.1	75.9	16.4	18.9	4.9	5.1
Grade 1	80.0	73.8	17.5	23.5	1.5	2.3
Grade 2	88.1	82.3	11.4	16.6	-0.3	0.2
Grade 3	90.6	84.3	8.7	14.3	0.4	0.7
Grade 4	88.3	83.3	10.5	15.7	0.8	0.9
Grade 5	79.2	71.7	17.8	24.6	3.3	4.6
Grade 6	83.6	79.4	13.2	16.3	2.6	2.6
Grade 7	84.9	82.8	11.4	12.3	4.4	5.7
Grade 8	58.5	57.0	33.4	34.5	6.1	7.4
Grade 9	64.2	65.9	28.3	26.6	7.6	6.6
Grade 10	56.7	58.4	25.2	21.6	36.7	39.9
Grade 11	95.5	96.4	2.6	2.4	3.1	0.7

Source: EMIS 2011

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Table 19: Promotion, Repetition & School Leaving Rates (Grade 1-11) 2011 and 2012

Grade	Promotion Rates %		Repetition Rates %		School Leaving Rates %	
	Female	Male	Female	Male	Female	Male
Average	79.8	76.4	14.5	17.4	5.8	6.2
Grade 1	80.2	74.5	17.5	23.0	2.4	2.5
Grade 2	88.7	83.1	11.5	16.8	-0.2	0.2
Grade 3	91.1	85.1	9.0	14.3	0.0	0.7
Grade 4	89.1	83.1	10.1	16.3	0.8	0.6
Grade 5	79.6	70.5	18.1	25.5	2.3	4.0
Grade 6	84.1	80.0	13.3	17.0	2.6	3.1
Grade 7	86.8	85.1	10.0	11.6	3.2	3.3
Grade 8	60.2	58.2	31.0	32.3	8.8	9.6
Grade 9	68.2	69.7	24.4	23.0	7.5	7.2
Grade 10	54.5	57.0	11.6	9.1	33.9	33.9
Grade 11	94.9	94.4	2.7	2.6	2.4	2.9

Source: EMIS 2012

The above four tables indicate that proportionately more boys are repeating or dropping out of school than girls across all primary and secondary level grades especially since 2010 .

2.4.2.3 Adult Literacy

According to the 2011, Namibia Census Report, the literacy rate in Namibia for the population 5 years and above was 85.3%. The rate was marginally higher for men (85.4%) than for women (85.1%). The literacy rates were higher in urban (93%) than in rural (79%) areas. Khomas had the highest literacy rate of 95% while Kunene had the lowest (59.4%). The largest differences between female and male literacy rates were in Caprivi (Zambezi) and Kavango regions where the male literacy rate exceeds the female literacy rate by 3.4 and 3.7 percentage points, respectively. In the Oshikoto region the literacy rate for women was also slightly higher than for men. The above figures almost imply that adult literacy classes should be equally important to men as they are to women.

3.4.2.4 Adult Education

Table 20: Adult Upper Primary Education Enrolment by Sex and Region, 2011

Regions	Total	Female	Male	% Female
Caprivi	277	184	93	66.4
Erongo	39	26	13	66.7
Hardap	51	17	34	33.3
Karas	378	202	176	53.4
Kavango	625	355	270	56.8
Khomas	496	276	220	55.6
Kunene	165	114	51	69.1
Ohangwena	1,491	1,177	314	78.9
Omaheke	19	16	3	84.2
Omusati	1,270	1,031	239	81.2

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Oshana	779	174	605	22.3
Oshikoto	982	759	223	77.3
Otjozondjupa	238	155	83	65.1
Total	6,810	4,486	2,324	65.9

Source: EMIS 2012

Overall, women constitute 66% of enrolment in adult literacy. There is however significant variations across regions with women constituting 84% of enrolment in Omahake region while in Hardap, women enrolled in adult education are only 33%.

Table 21: Test Results of the National Literacy Programme by sex

Region	Total Number Tested	Female %	Male %
	3,804	60.6	39.4
Zambezi	206	79.1	20.9
Erongo	79	46.8	53.2
Hardap	93	60.2	39.8
Karas	56	55.4	44.6
Kavango	110	63.6	36.4
Khomas	527	52.9	47.1
Kunene	604	65.6	34.4
Ohangwena	423	75.4	24.6
Omaheke	429	49.4	50.6
Omusati	421	61.8	38.2
Oshana	98	78.6	21.4
Oshikoto	412	51.9	48.1
Otjozondjupa	346	47.4	52.6

Source: EMIS 2012

With the exception of Erongo, Omaheke and Otjozondjupa regions, women are the majority of the candidates that take adult literacy tests.

3.4.2.5. Teenage Pregnancy

Table 22: Percentage of Teenage Women age15-19 who have begun child bearing by Region

Region	Year	
	2007	2013
Zambezi ⁵	29.7	28.1
Erongo	14.6	15.2
Hardap	19.2	19.3
//Karas ⁶	13.2	17.6
Kavango	34.0	34.4
Khomas	6.3	12.3

⁵Known as Caprivi in 2006/07 NDHS

⁶Known as Karas in 2006/07 NDHS

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Kunene	30.5	38.9
Ohangwena	10.0	22.7
Omaheke	27.1	36.3
Omusati	9.3	11.1
Oshana	9.3	9.0
Oshikoto	13.6	13.2
Otjozondjupa	26.5	23.6
Urban	11.8	16.7
Rural	17.9	20.3
Namibia	15.4	18.6

Source: NDHS 2006-07 and 2013

The above table shows that teenage pregnancy rates have been rising nation-wide from 15.4% to 18.6% over the 2006 to 2013 period with Ohangwena and Khomas regions having the highest increases in the teenage pregnancy rates (where rates increased by 127% for Ohangwena and 95% for Khomas).

In 2013, Kunene had the highest proportion of teenage pregnancy in Namibia (39 percent), followed by Omaheke (36 percent). Oshana has the lowest proportion of teenage pregnancy (9 percent).

Teenage pregnancy is more than three times higher among young women in the lowest wealth quintile than among those in the highest wealth quintile.

There is need for the Ministry of Education, Art and Culture to work with relevant O/M/As such as the MGECW to design and implement a multi-sectoral programme to address teenage pregnancy.

Equally important is to design and implement a programme that specifically addresses the issue of high school dropout rates by boys, especially after upper primary and in secondary school as well as increasing the enrolment and completion rates of men in adult literacy.

As the following table shows, learner pregnancy is a major reason for girls to drop out of school and not a major problem for boy school going children. The table further corresponds with the fact that in regions where teenage pregnancy is high, school dropout for girls due to pregnancy is also high namely: Ohangwena and Kavango. If these figures were collected for 2015, it is probable that the new trends in teenage pregnancy as shown above would be replicated in the table below. The Table below also shows that the total number of girls dropping out of school for 2011 and 2012 is the same at 1,431.

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Table 23: Male and Female Dropout Due to Pregnancy Reason by Region

Region	2011				2012			
	Female	Male	Total	Female %	Female	Male	Total	Female %
Zambezi ⁷	68	1	69	98.6	50	0	50	100.0
Erongo	29	2	31	93.5	49	1	50	98.0
Hardap	34	0	34	100.0	32	1	33	97.0
//Karas ⁸	23	0	23	100.0	34	1	35	97.1
Kavango	333	15	348	95.7	318	8	326	97.5
Khomas	80	1	81	98.8	72	0	72	100.0
Kunene	51	0	51	100.0	60	0	60	100.0
Ohangwena	261	0	261	100.0	256	1	257	99.6
Omaheke	24	0	24	100.0	34	0	34	100.0
Omusati	178	13	191	93.2				
Oshana	95	1	96	99.0				
Oshikoto	173	1	174	99.4				
Otjozondjupa	82	0	82	100.0				
National	1,431	34	1,465	97.7	1,406	25	1,431	98.3

Source: EMIS 2011 and 2012

(Note: There are empty cells in the above because the original EMIS (2012) Table omits figures for those regions.

EMIS (2012) reports that the major reason for female learner dropout is pregnancy, accounting for 26% of overall female dropout, a figure which the report indicates could be higher if schools strictly reported on pregnancies without concealment. As the above table shows, dropping out of school due to learner pregnancy predominantly affects girls and a very limited number of boys.

3.4.2.6 Girls and boys Scholarship programme

By 2010, the girls and boys scholarship programme was paying direct costs for school **and** 1,200 girls (including 200 girls with special needs) and 100 boys had benefited. This indicates that 92% of the scholarships went to girls and only 8% to boys⁹.

⁷Known as Caprivi in 2006/07 NDHS

⁸Known as Karas in 2006/07 NDHS

3.7 Key Gender Issues in University and Tertiary Education

3.7.1 Enrolment

A: Polytechnic of Namibia

Table 24: Enrolment by School and Sex, 2015

SCHOOL NAME	FEMALE	MALE	TOTAL	% FEMALE
Computing and Informatics	315	693	1,008	31.3
Engineering	270	908	1,178	22.9
Health and Applied Sciences	357	259	616	58.0
Human Sciences	917	797	1,714	53.5
Management Sciences	4,401	2,721	7,122	61.8
Natural Resource and Spatial Science	448	574	1,022	43.8
Total	6,708	5,952	12,660	53.0

Source: Polytechnic Enrolment Report 2015

While overall enrolment at the polytechnic of Namibia in 2015 is such that females constitute slightly more than males (53%), women form the majority in the School of Management Sciences, School of Health and Applied Sciences and in the School of Human sciences. Conversely, males far outnumber females in the School of Engineering (at 77.1 % to 22.9%) as well as in the School of Computing and Informatics (69.7% to 31.3%). There is more gender balance in the School of Natural Resource and Spatial Science but still women only constitute 43.8% of the enrolled.

Table 25: Enrolment by Offering Type and Sex, 2015

Offering Type	Female	Male	Total	Female %
Distance	1,738	1,086	2,824	61.5
Part-Time	1,759	1,551	3,310	53.1
Full-Time	3,249	3,366	6,615	49.1
Total	6,746	6,003	12,749	52.9

Source: Polytechnic Enrolment Report 2015

Six out of every ten students enrolled on long distance education at the Polytechnic of Namibia are women while 53% of the part-time students are women. Men are slightly more than women amongst the full time students at 49.1%.

⁹Republic of Namibia (2010) Gender Needs Assessment and Gender Strategy Report for Ministry of Education, MGECW, page 10.

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The following table further indicates that women are more strongly represented at Honours Degree (60.8%), Bachelor Degree (55.4%) and Integrated Honours Degree (51.3%) levels. Women still constitute the minority at all the other course offerings with the lowest being at Doctoral level where females are only 29.4%.

Table 26: Enrolment by Qualification Type and Sex, 2015

Qualification	Female	Male	Total	Female %
Bachelor Degree	5,416	4,359	9,775	55.4
Certificate	74	93	167	44.3
Diploma	482	498	980	49.2
Doctoral Degree	5	12	17	29.4
Higher Certificate	10	21	31	32.3
Honours Degree	299	193	492	60.8
Integrated Honours Degree	39	37	76	51.3
Introductory Courses	66	219	285	23.2
Masters Degree	93	130	223	41.7
Post Graduate Certificate	12	15	27	44.4
Professional Bachelor Degree	230	394	624	36.9
Non Diploma Purposes	20	32	52	38.5
Total	6,746	6,003	12,749	52.9

Source: Polytechnic Enrolment Report 2015

B: University of Namibia

Table 27: Enrolment by Faculty/School and Sex

Faculty/School Name	Female	Male	Total	Female %
Agriculture & Natural Resource	357	285	642	55.6
Economics & Management Science	2,044	1,560	3,604	56.7
Education	2,479	1,339	3,818	64.9
Engineering & IT	79	267	346	22.8
School Of Nursing & Pub Health	857	187	1,044	82.1
School Of Medicine	191	91	282	67.7
School Of Pharmacy	51	25	76	67.1
Humanities And Social Sciences	1,355	587	1,942	69.8
Law	473	409	882	53.6
Science	877	753	1,630	53.8
Foundation Programmes	96	80	176	54.5
External Studies – UNAM	2,038	1,056	3,094	65.9
Grand Total	10,897	6,639	17,536	62.1

Source: UNAM Enrolment Report 2013

Overall, the enrolment at UNAM by 2013 showed that women outnumbered men at 62.1% of the total in all faculties except in one namely the Faculty of Engineering and Information Technology (IT), where females were

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far under-represented at 22.8% of the total. The highest proportions of women (82.1%) are in the School of Nursing and Public Health followed by the Faculty of Humanities and Social Sciences at 69.8%.

Table 28: Enrolment by Qualification type and Gender

Qualification type	Female	Male	Total	Female %
Doctorate	68	80	148	45.9
Masters	313	246	559	56.0
Post-Grad Diploma	120	75	195	61.5
Post-Grad Certificate	24	-	24	100.0
Bachelor degree	7,689	4,633	12,322	62.4
Diploma	2,086	1,254	3,340	62.5
Certificate	447	170	617	72.4
Foundation programmes	116	162	278	41.7
Other	34	19	53	64.2
Grand Total	10,897	6,639	17,536	62.1

Source: UNAM Student Enrolment Report 2013

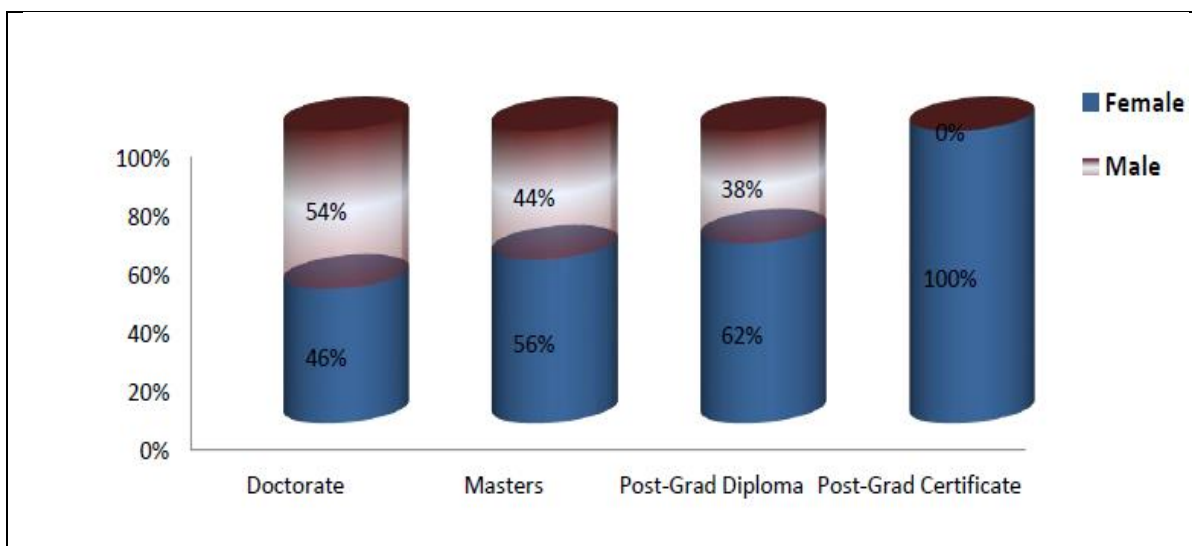
As the above table shows, with the exception of the foundation programmes where women constitute 41.7% and the doctoral degree courses where women are 45.9%, in all other UNAM courses women are the majority constituting 62.1% overall.

Table 29: Post and Undergraduate Enrolment by Faculty and Sex, 2013

Faculty School Name	Post Graduate				Under Graduate				Overall	
	Female	Male	Total	Female%	Female	Male	Total	Female%	Total	Female %
Agriculture & Natural Resource	9	16	25	36.0	348	269	617	56.4	642	55.6
Economics & Management Science	194	220	414	46.9	1,850	1,340	3,190	58.0	3,604	56.7
Education	104	60	164	63.4	2,375	1,279	3,654	65.0	3,818	64.9
Engineering & IT	1	1	2	50.0	78	266	344	22.7	346	22.8
FHS: School Of Nursing& Public Health	90	19	109	82.6	767	168	935	82.0	1,044	82.1
FHS: School Of Medicine	-	-	-		191	91	282	67.7	282	67.7
FHS: School Of Pharmacy	-	-	-		51	25	76	67.1	76	67.1
Humanities And Social Sciences	61	41	102	59.8	1,294	546	1,840	70.3	1,942	69.8
Law	5	9	14	35.7	468	400	868	53.9	882	53.6
Science	60	35	95	63.2	817	718	1,535	53.2	1,630	53.8
Foundation Programmes	-	96	96	-	80	-	80	100.0	176	45.5
External Studies - UNAM	1	-	1	100.0	2,037	1,056	3,093	65.9	3,094	65.9
Grand Total	525	497	1,022	51.4	10,356	6,158	16,514	62.7	17,536	62.0

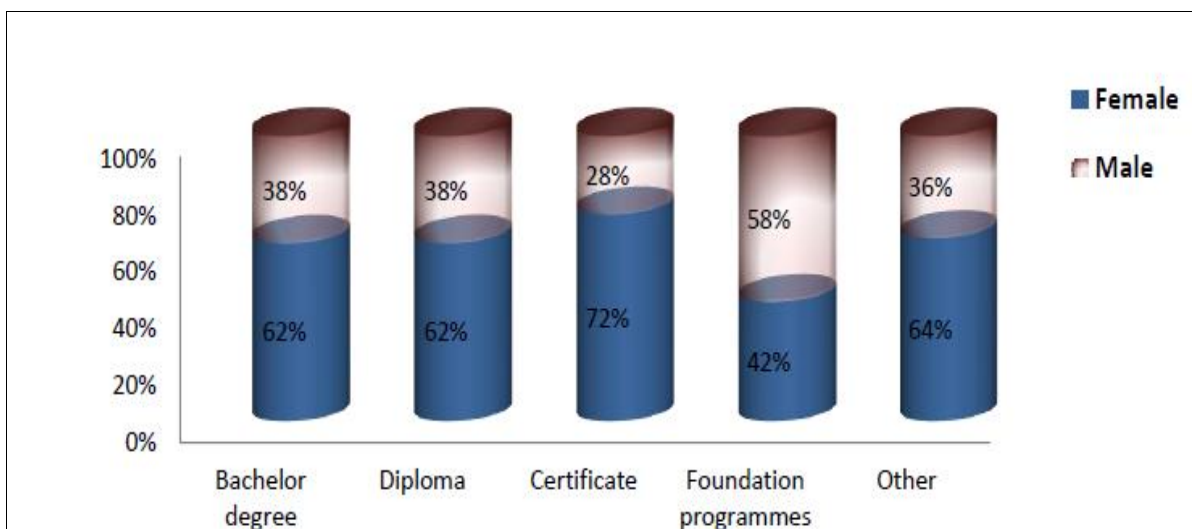
Source: UNAM Student Enrolment Report 2013

Figure 2: Postgraduate Enrolment by Qualification Type and Sex



Source: UNAM Student Enrolment Report 2013

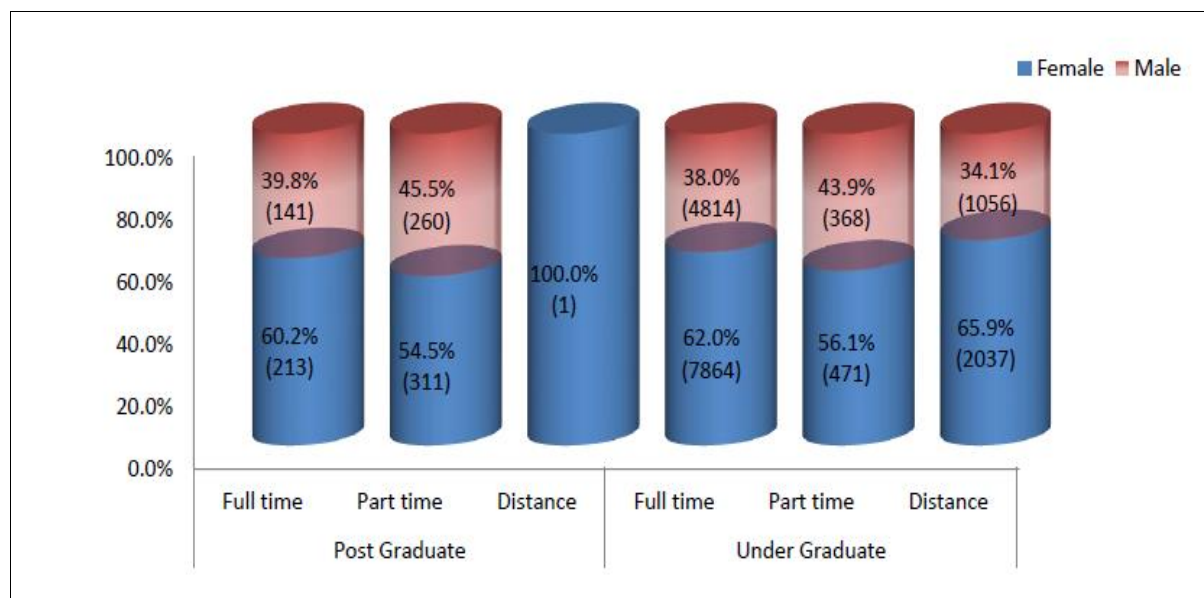
Figure 3: Undergraduate Enrolment by Qualification Type and Sex



Source: UNAM Student Enrolment Report 2013

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Figure 4: Enrolment by Offering, Graduate Level by Sex



Source: UNAM Student Enrolment Report 2013

The above three figures only go to confirm the dominant female enrolment across undergraduate and graduate programs as well as all levels of degrees and certificates including for part-time, full time and distance programmes.

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3.7.1 Retention and Dropouts

Dropout Rate 2010-2011 – (All Awards)	Enrolled 2010 (Base Year)		Graduated 2010		Expected to Return 2011		Returning Students		Dropout		Dropout Rate		Retention Rate	
	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male
Business & Management	5,051	2,968	836	444	4,215	2,524	4,109	2,196	691	613	16.4%	24.3%	83.6%	75.7%
Communication	220	213	35	39	185	174	153	158	47	39	25.4%	22.4%	74.6%	77.6%
Engineering	189	646	32	101	157	545	154	470	21	127	13.4%	23.3%	86.6%	76.7%
Health & App Science	176	159	3	3	173	156	167	137	9	22	5.2%	14.1%	94.8%	85.9%
Information Technology	300	542	85	112	215	430	235	408	35	91	16.3%	21.2%	83.7%	78.8%
Natural Resources & Tourism	435	495	143	127	292	368	320	316	50	114	17.1%	31.0%	82.9%	69.0%
Total	6,371	5,023	1,134	826	5,237	4,197	5,138	3,685	853	1,006	16.3%	24.0%	83.7%	76.0%

Table 30: Retention/Dropout Rates per Faculty and Sex 2006-2010

Source: Polytechnic of Namibia Enrolment Report 2015

From the above Table, the dropout rate for males even at the Polytechnic of Namibia is higher than for females. Similarly retention rates for males are lower than for girls.

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3.7.2 Graduation

Table 31: Graduation Awards by Offering Type and Sex

Offering Type	Female	Male	Total	% Female
Distance	297	129	426	69.7
Full-Time	724	502	1,226	59.1
Part-Time	365	300	665	54.9
TOTAL	1,386	931	2,317	59.8

Source: Polytechnic Graduation Report 2015

Table 32: Age of Graduates by Sex

Age Group	Female	Male	Total	% Female
19-24	728	425	1,153	63.1
25-29	299	252	551	54.3
30-34	166	102	268	61.9
35-39	116	100	216	53.7
40-44	54	39	93	58.1
45-49	20	9	29	69.0
50+	3	4	7	42.9
TOTAL	1,386	931	2,317	59.8

Source: Polytechnic Graduation Report 2015

Table 33: Awards by Qualification Type and Sex

QUALIFICATION TYPE	NUMBER		TOTAL	Female %
	FEMALE	MALE		
Bachelor Degree	651	370	1,021	63.8
Certificate	168	137	305	55.1
Diploma	430	269	699	61.5
High Certificate	20	55	75	26.7
Honours Degree	60	47	107	56.1
Integrated Honours Degree	12	5	17	70.6
Masters Degree	4	7	11	36.4
Professional Bachelor Degree	41	41	82	50.0
TOTAL	1,386	931	2,317	59.8

Source: Polytechnic Graduation Report 2015

The above three tables indicate higher graduation rates for women across the various age groups except for those above 50 years where men are in the majority. Furthermore with the exception of the higher degree

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certificate and the Masters, degree, women are the majority except for the professional Bachelor degree where females constitute 50% of the awardees.

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Table 34: 2012 Graduation by Faculty and Sex

Faculty School Name	Female	Male	Total	Female %
Economics & Management Science	335	206	541	61.9
Education	152	53	205	74.1
Engineering & IT	10	20	30	33.3
Faculty of Health Sciences	197	58	255	77.3
Humanities and Social Sciences	171	56	227	75.3
Law	90	53	143	62.9
Science	64	66	130	49.2
External Studies- UNAM,	505	190	695	72.7
Grand Total	1,524	702	2,226	68.5

Source: UNAM Graduation Report, 2012

At UNAM, the 2012 graduation report indicated that every ten graduates, 7 were women. With the exception of Engineering and IT where women constituted 33.3% of the graduates, in Science they were almost half at 49.2%, while in the rest of the faculties, women were clearly the majority.

Table 35: Graduates by Graduate level and Sex 2002-2012

Graduate level	Sex	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Post Graduate	Female	46	25	30	18	39	33	27	25	52	81	110
	Male	57	14	25	16	38	27	33	32	27	63	51
Post Graduate Total		103	39	55	34	77	60	60	57	79	144	161
	Female %	44.7	64.1	54.5	52.9	50.6	55.0	45.0	43.9	65.8	56.3	68.3
Under Graduate	Female	682	980	845	822	797	801	807.0	948	1,154	1,786	1,477
	Male	378	454	484	425	452	375	432.0	559	606	1,083	699
Under Graduate Total		1,060	1,434	1,329	1,247	1,249	1,176	1,239	1,507	1,760	2,869	2,176
	Female %	64.3	68.3	63.6	65.9	63.8	68.1	65.1	62.9	65.6	62.3	67.9
Grand Total		1,163	1,473	1,384	1,281	1,326	1,236	1,299.0	1,564	1,839	3,013	2,337

Source: UNAM Student Graduation Reports 2002-2012

The above table indicates higher graduation rates for women that have been consistent for over a period of ten years. While the percentage of women has been fluctuating since 2002, for the majority of the years, more women than men have been getting postgraduate qualifications at UNAM.

The Analysis Team did not obtain figures for the International University of Management or for Namibians Graduating from outside the country to obtain a full picture. However information from the above two universities largely paints a picture that in favour of women except for a few areas. In all men are finding it hard

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to enrol and graduate while a sizeable proportion are dropping out of school across primary, secondary and University levels.

3.7.3 Vocational Training

Available statistics from the MGECW (2010); *Statistical Profile of Women and Men in Namibia* for ten¹⁰ Vocational Training Colleges (VTCs) show that women are not yet part of the “technical” vocational field. As such:

- On average women constitute about 32% of the total enrolled students in VTCs.
- VTCs that run courses in office administration, clothing production and community development such as the Zambezi VTC and the Development Aid from People to People have higher representations of women at 52% and 63% respectively.
- VTCs that run courses such as auto mechanic, fitting, electrical works such as Okakarara and Nampower VTCs had 21% and 8% of their enrolment as women respectively.

3.8 Legal Framework

Key Laws for the Education Sector

- i. Archives Act No. 12 of 1992
- ii. Education Act No. 16 of 2001
- iii. Higher Education Act No. 26 of 2003
- iv. Namibia Library and Information Act No.4 of 2000
- v. Namibia Student Assistance Fund Act No. 26 of 2000
- vi. Vocational Education and Training Act No. 1 of 2008

3.9 Policy Framework

Key Policies for Education Ministries

- i. Namibia Ministry of Education Sector Policy for Inclusive Education, 2013
- ii. Namibia Students Financial Assistance Fund (NSFAF) Policy, 2005
- iii. Workplace HIV and AIDS Policy for the Education Sector, 2007
- iv. Education Sector Policy for Orphans and Vulnerable Children (OVC), 2008
- v. Education Sector Policy for the Prevention and Management of Learner Pregnancy, 2010
- vi. National Policy on Adult Learning, 2003
- vii. Policy for Open and Distance Learning in Namibia, 2008
- viii. School Cluster Policy, 2002
- ix. Special Needs Education Policy, 2011
- x. Teenage Pregnancy Policy, 2008

¹⁰The VTCs covered are: Windhoek, Rundu, Zambezi, Valombola, Okakarara, Namibian Institute of Mining and Technology, NamPower, NamWater, Development Aid from People to People (DAPP) and Katutura Youth Enterprise Centre (Kayec).

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- xi. Namibia National Text Book Policy, 2008
- xii. Records management Policy

3.10 Key Education Ministries' Plans

- i. Ministry of Education (MoE) Strategic Plan, 2012-2017
- ii. Education For All (EFA) National Plan of Action 2001 – 2015
- iii. Affirmative Action Plan, 2013/2015

3.10.1 Policies, Plans and Acts with Explicit Gender Provisions

While some Policies, Plans and Acts are stated in gender neutral terms, there is progress in the ministries in terms of gender responsiveness at this level. Below are some examples.

i. Education Sector Policy for the Prevention and Management of Learner Pregnancy, 2010

The policy states that: “education on reproductive issues must emphasize the right to freedom of choice for both boys and girls and respect for the dignity of the individual” (page 12). The policy also has several other provisions that are gender specific or responsive.

ii. The EFA National Plan of Action 2001-2015;

The EFA National Plan of Action aims at:

“Achieving a 50% improvement in levels of adult literacy by 2015 especially for women and equitable access to basic and continuing education for all adults”

“Eliminating gender disparities in primary and secondary education by 2005 and achieving gender equality in education by 2015 with focus on ensuring girl’s full and equal access to and achievement in basic education of good quality”

iii. The Ministry of Education Strategic Plan 2012-2017

This recognizes gender in enrollment and monitoring.

- iv. The Education Sector Policy for OVC, 2008 has gender responsive provisions as well as the National Plan of Action 2001-2015.

The MEAC and MHETI should ensure that all policies, plans and relevant legislation integrate gender perspectives to address the prevailing gender gaps in the education sector.

3.10.2 Programme Level Sensitivity to Gender

A: Education, Arts and Culture

Programme 01: Coordination and Support Services;

The Ministry states that the *“main cross cutting outputs relate to conduct of gender research, strengthening work of gender focal points and placing gender issues as a standing agenda point at the Management meetings of the Ministry to facilitate effective mainstreaming”.*(MTEF 2015/16-17/18 p163).

PROGRAMME 02:Pre-Primary Education and Early Childhood Development

As indicated in the MTEF (2015/16-1/18 page 163), two of strategic activities and outputs to achieve high level outputs relate to gender namely that:

- *“Gender responsive teaching and learning processes implemented at all levels”* and;
- *“Boys and girls empowerment activities implemented in schools.”*

PROGRAMME 03: Primary Education

Among the strategic activities and outputs to achieve high level strategies are two that are gender responsive namely:

- *“Campaigns on girls and boys drop out”*; and
- *“Boys and girls empowerment activities implemented in schools”* (MTEF 2015/16-17/18 page 164).

The third strategic activity is gender specific:

- *“Enforce the implementation, monitoring and evaluation of sectoral policy on Management and prevention of learner pregnancy policy.”* (MTEF 2015/16-17/18 page 164)

PROGRAMME 04: Secondary Education

Strategic Activities and Outputs to Achieve High Level Strategies that are gender related include:

- *“Enrolment, retention and promotion of girls and boys at all levels of education.*
- *Gender responsive teaching and learning processes implemented at all levels.*
- *Campaigns on girls and boys drop out.*
- *Boys and girls empowerment activities implemented in schools.*
- *Enforce the implementation, monitoring and evaluation of sectoral policy on Management and prevention on learner pregnancy policy.”* (MTEF 2015/16-17/18 page 165)

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Although the gender gaps/issues to be addressed by the this project are not articulated in the MTEF document, The Ministry of Education, Arts and Culture proposes a capital project namely construction of ONAWA Secondary School hostel blocks for boys and girls. This is also the only project that explicitly has cost estimates and is included in the Development Budget (MTEF 2015/16-17/18, Development Programmes page 149).

PROGRAMME 5: Information, Adult and Life-Long Learning

Strategic Activities and Outputs to Achieve High Level Strategies under Adult and lifelong learning, include the following:

- “Promotion of Adult upper primary education for people from marginalized and disadvantaged groups especially for men.
- Enhance gender sensitization in communities at grassroots“ level, school and tertiary education, and work place through seminars and workshops.”(MTEF 2015/16-17/18 page167).

PROGRAMME 06: HIV/AIDS Management Unit

Strategic Activities and Outputs to Achieve High Level Strategies include;

- “Boys and girls empowerment activities implemented in schools”.
- Enforce the implementation, monitoring and evaluation of sectoral policy on Management and prevention on learner pregnancy policy (MTEF 2015/16-17/18 p 170).

B: Higher Education, Innovation and Training

PROGRAMME 2: Technical and Vocational Education and Training

Strategic Activities and Output to Achieve High Level Strategies include:

- “Enhance gender sensitization in communities, at tertiary education, and work place through Seminars and workshops.” (MTEF 2015/16-17/18 page 568)

PROGRAMME 4: Higher Education

Strategic Activities and Output to Achieve High Level Strategies include:

- “Gender training provisions for men and women diversified and expanded.
- More women enrolled in engineering and IT field at Higher Institutions of learning.

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- Enhance gender sensitization in VET, and tertiary education, and work place through seminars.” (MTEF 2015/16-17/18; page 569)

PROGRAMME 6: Research, Technology, Science and Innovation

Strategic Activities and Output to Achieve High Level Strategies include:

- Promote gender analysis in research projects. (MTEF 2015/16-17/18; p569)

NOTE: Both MEAC and MHETI make good progress from identification of gender gaps, incorporation of gender in some policies and plans, to formulation of broad strategies and outputs. There is need to move beyond this point, to **explicitly** address gender and allocate required funds in the operational plans, which could be at division level or lower (such as in Annual Work Plans of the Ministry), depending on the nature of the proposed interventions

3.11 Priority Expenditures

A: Education, Arts and Culture

Rank	Programme Name	Allocation N\$.	%
1	Programme 3: Primary Education	6,607,253,000	58.4
2	Programme 4: Secondary Education	3,510,869,000	31.0
3	Programme 5: Information ,Adult and Life Long Learning	592,700,000	5.2
4	Programme 1: Policy Coordination and Support Services	359,802,000	3.2
5	Programme 2: Pre Primary Education	238,391,000	2.1
6	Programme 6: HAMU	12,674,000	0.1
	Total	11,321,689,000	100.0

B: Higher Education, Innovations and Training

Rank	Programme Name	Allocation N\$.	%
1	Programme 3: Higher Education	3,365,109,000	83.5
2	Programme 2: Vocational Education and Training	520,877,000	12.9
3	Programme 4: Research Technology Science, Innovation	76,359,000	1.9
4	Programme 1: Policy Coordination and Support Services	69,934,000	1.7
	Total	4,032,279,000	100.0

3.12 Conclusion

Overall, the Ministry of Education, Arts and Culture and the Ministry of Higher Education, Training and Innovation partially complied with GRB guidelines. Both ministries identified some gender issues in the analysis of the situation that relates to the education sector followed by articulation of strategies in the MTEF document and various policy documents and plans. This effort makes gender issues visible in the education sector. The MEAC also explicitly allocated some money to a capital project that was probably gender responsive though the

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gender gap being addressed was not articulated. However adherence to the full cycle of GRB by the Ministry was problematic as it is not possible to pinpoint the allocations made to the identified gender gaps and proposed gender responsive strategies and outputs.

As such it is not explicit regarding how the visible gender gaps as identified by the education sector ministries in the situation analysis are being financed. The education ministries should move beyond identification of gender gaps and formulation of relevant gender strategies to design activities and explicitly allocate funds to them. Interviews with some staff members indicated that funds are allocated and spent on gender-related activities. However, while this is believable, verification was not possible due to inaccessibility to supporting evidence.

3.13 Suggestions for Moving Forward

3.13.1 Recommendations for Ministries of Education

1. The MEAC and MHETI should **explicitly** allocate and document funds that are allocated to gender activities for ease of tracking and monitoring interventions in education against identified gender gaps.
2. The MEAC and MHETI should confront the gender gaps identified in the sector including areas where boys and men are disadvantaged with programmes to avoid reversed inequality. Currently, women are disadvantaged in senior management and enrolment in science and technical disciplines, but men and boys are also disadvantaged in employment in the Ministry and enrollment, retention and graduation across the board.
3. As a big sector both in scale and function, drawing about 25% of the national budget the sector, the MEAC and the MHETI should work on and explore possibilities of strengthening the gender focal points/persons including examining possibility of setting up a gender unit with staff members devoted to the gender aspects within the education sector.
4. The MEAC and the MHETI should develop an education sector gender policy to guide the implementation of gender activities in education.
5. The Ministry of higher education is in its formative stages and can take the opportunity to ensure that its programmes, policies and activities mainstream a gender perspective from the start including adopting gender responsive budgeting. These efforts will help address the gender gaps that pertain at that level such as in enrolment, scholarships, graduation, retention and vocational fields among others.

3.13.2 Recommendation for MGECW

- i. The MGECW should continue to work with the Ministries' of education to further refine and strengthen the efforts at GRB so far, as the sector promises to bear a greater potential to be a point of good practice.

3.5 Ministry of Health and Social Services (Vote 13)

The MOHSS is a very important contributor to addressing gender inequality. Vote 9 is allocated % depicting its prioritisation by government.

3.5.1 Situation analysis: Key Gender Issues and gaps in the Health Sector

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Table 36: Workforce Profile of Women and Men in the MHSS from 2000 to 2014

Year	2000				2005				2009				2014			
	Women	Men	Total	Women (%)	Women	Men	Total	Women (%)	Women	Men	Total	Women (%)	Women	Men	Total	Women %
Senior Management	15	13	28	53.6	11	10	21	52.4	24	12	36	66.7	16	23	39	41.0
Middle Management	57	54	111	51.4	57	52	109	52.3	17	21	38	44.7	67	102	169	39.6
Specialized/ Supervisory	174	88	262	66.4	187	87	274	68.2	39	51	90	43.3	250	261	511	48.9
Skilled	1,580	399	1,979	79.8	1,572	429	2,001	78.6	291	145	436	66.7	2,767	1,183	3,950	70.1
Semi-Skilled	1,874	680	2,554	73.4	1,897	696	2,593	73.2	469	439	908	51.7	2,066	781	2,847	72.6
Unskilled	2,764	1,949	4,713	58.6	2,715	1,929	4,644	58.5	1,673	605	2,278	73.4	2,896	1,797	4,693	61.7
Total	6,464	3,183	9,647	67.0	6,439	3,203	9,642	66.8	2,513	1,273	3,786	66.4	8,062	4,147	12,209	66.0

Source: MHSS, Affirmative Action Reports, 2000-2014

The above table shows a general declining trend regarding women's participation in the ministry senior positions. From the above table the following can be observed:

1. Overall, women constitute the majority of the MOHSS workforce at 66%. However this is because women are the majority among the unskilled (61.7%), the semi-skilled (72.6%) and among the skilled category (70.1%).
2. A notable worrying trend in the staff profile of the ministry is that the percentage of women in senior positions has been consistently falling from a majority to a minority in period from 2000 to 2014, thereby worsening gender gaps at that level.
3. Women in the Senior Management of the MOHSS rose from 53.6% in 2000, to 66.7% in 2009, but drastically reduced to 41% in 2014.
4. At the middle management level, the percentage of women similarly reduced from 51.4% in 2000 to 39.6% in 2014.
5. Among the specialised/supervisory staff of the MOHSS, the percentage of women also reduced from 66.4% in 200 to 48.9% in 2014.
6. Among the unskilled, the only level where there was an increase in the period under consideration, women were 58.6% in 2000 and rose to 61.7% in 2014

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Table 37: Distribution of health professionals in the public and private sector

Health Professionals	Total for Namibia	Female	Male	% Female
Enrolled nurses	4,380	3,639	741	83
Registered nurses	4,016	3,495	521	87
Number of doctors	1,001	299	702	30
Number of medical interns	51	22	29	43
Number of social workers	336	270	66	80
Overall Total	9,784	7,725	2,059	79

Source: MGE CW (2010) Statistical Profile on Women and Men in Namibia

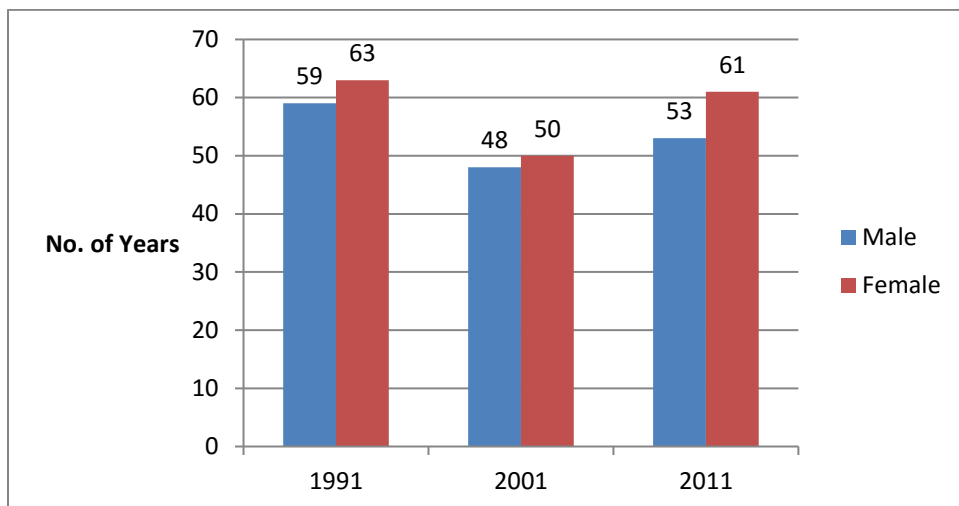
From the above Table, women are the majority amongst health professionals at 79% in 2010 mainly working as nurses and social workers but constitute only 30% of the doctors.

Table 38: Selected maternal health indicators, Namibia 1990 – 2011

Indicator	1990	2000	2006	2010/11	2015
Maternal mortality ratio, deaths per 100,000 live births	225 249 (1992)	271	449	180	385 (2013)
Births supervised by skilled health workers (percent)	68	-	81	81 (2007)	88.2 (2013)
Total Fertility rate	5.6 5.4 (1992)		3.6		3.6 (2013)
Unmet need for family planning (percent)	24	13	9		12 (2013)
Contraceptive prevalence rate (percent)	23	-	47	55.1 (2007)	56.1 (2013)
Antenatal care coverage (percent)	56	-	70	70 (2011)	74 (1 visit) 63 (4 visits)
HIV prevalence 15-49 years (percent)					
• National rates (percent)			14	13.4	14.0 (2013)
• Pregnant Women	4.2	19.3	19.9	18.8 (UNICEF 2011)	18.2 (2012)

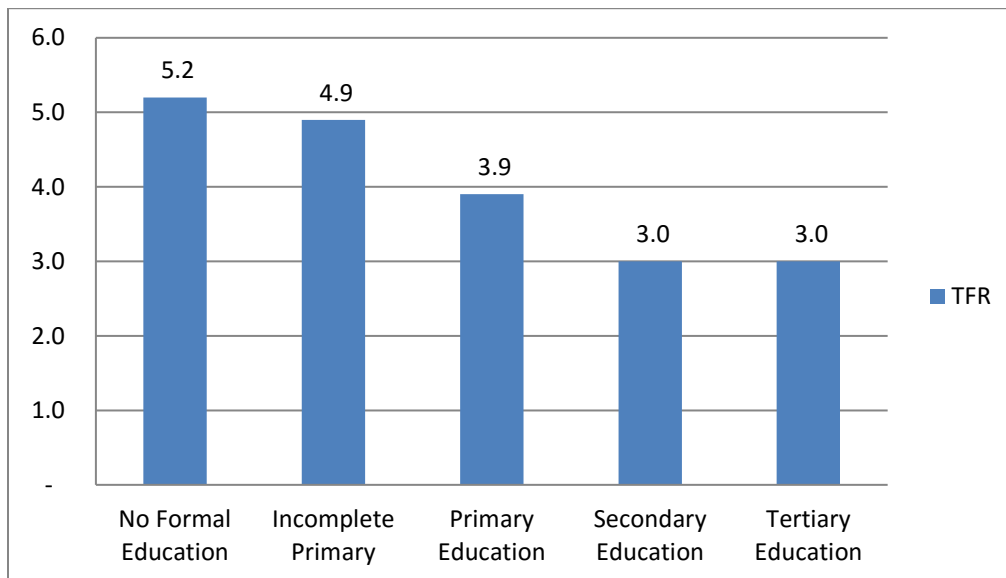
Source: MOHSS, Health and Social Services System Review, 2008, Second MDGs Report of Namibia, 2008, NDP3, 2008, NDP4, 2012, NDHS 2006/07 and 2013

Figure 5: Life expectancy at birth in Namibia



Source: MOHSS, Demographic and Health Survey, 2013.

Figure 6: Total Fertility Rate by Education Level among Women Aged 15-49 in Namibia



Source: Namibia 2011 Census Fertility Report

Total fertility for mothers with no formal education (5.2) is almost double that of mothers with secondary and tertiary education (3.0). The NDHS 2013 report shows similar patterns and also highlights the following key findings.

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1. The total fertility rate for Namibia is 3.6 children per woman. Overall, the TFR declined by 1.8 children per woman between the 1992 and 2006-07 NDHS surveys, from 5.4 to 3.6, with no change in fertility over the last six years.
2. Fertility is considerably lower among urban women (2.9 children per woman) than among rural women (4.7 children per woman).
3. Fertility ranges from 2.6 births per woman in Khomas to 5.3 among women in Ohangwena.
4. Overall, 19 percent of young women age 15-19 have begun childbearing an increase from 15 percent in the 2006-07 NDHS survey, which shows a rise in teenage pregnancy.
5. Teenage pregnancy is more than three times higher among young women in the lowest wealth quintile than among those in the highest wealth quintile.

The Unmet need for family planning

According to the NDHS (2013 p.74);

1. One in two (50 percent) women age 15-49 use a method of contraception.
2. Women in rural areas are less likely to use contraceptive methods than their counterparts in urban areas (43 percent versus 56 percent).
3. Among regions, use of contraceptive methods is highest in //Karas (60 percent) and lowest in Omusati (37 percent).
4. Contraceptive use is positively associated with women's level of education as 34 percent of women with no education use contraceptives, as compared with 58 percent of those with more than a secondary education.
5. Only 40 percent of women in the lowest wealth quintile use contraceptives, compared with 54 percent of women in the highest wealth quintile.

HIV prevalence 15-49 years (percent)

The NDHS (2013, P. 213) shows that:

- HIV prevalence among people age 15-49 is 16.9 percent for women and 10.9 percent for men.
- Among people age 15-49, HIV prevalence is highest for women and men in Zambezi (30.9 percent and 15.9 percent, respectively) and lowest for women in Omaheke (6.9 percent) and men in Ohangwena (6.6 percent).
- Among all respondents age 15-49 who had ever had sex and were tested for HIV, 16.1 percent are HIV positive (19.1 percent of women and 12.6 percent of men)

Violence against Women

The NDHS (2013) has key findings namely that:

1. 32% of ever-married women age 15-49 have experienced physical violence at least once since age 15, and 14 % experienced physical violence within the 12 months prior to the survey.

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2. Overall, 33 percent of ever-married women age 15-49 report ever having experienced physical, sexual, and/or emotional violence from their spouse, and 28 percent report having experienced such violence in the past 12 months.
3. Among ever-married women who had experienced spousal physical violence in the past 12 months, 36% reported experiencing physical injuries.
4. 6% of women reported experiencing violence during pregnancy.
5. 15% percent of Namibian women who have experienced violence have never sought help and never told anyone about the violence.
6. Women age 20-24 are more likely than other women to have experienced physical violence since age 15 (35percent).
7. Rural women (32 percent) are slightly more likely to have ever experienced physical violence than urban women (31 percent).
8. Kavango has the highest percentage of women who have ever experienced physical violence (49 %), followed by Omaheke (42 %). The reported prevalence of Violence is also relatively high in //Karas and Kunene (41 % and 36 %, respectively) but is lowest in Omusati (19 %).
9. Fifty per cent of women who are divorced, separated, or widowed and 37 per cent of women who are currently married or living together with a partner have experienced physical violence since age 15.
10. Currently married women are less likely to have experienced physical violence in the past 12 months (21percent) than formerly married women (23 %).
11. Experiences of physical violence among women increase with the number of living children.
12. While 29% women with no children report to have ever experienced physical violence, this percentage increases to 37 % among those with five or more children.
13. Women who are employed not for cash are more likely than other women to have experienced physical violence since age 15 (34 %), but they are less likely to have experienced violence during the 12 months preceding the survey (9%).
14. Women with no education are more likely than women with at least some education to have experienced physical violence since age 15 (43 %) and to have experienced physical violence in the 12 months preceding the survey (25 %).
15. In general, the percentage of women who have experienced physical violence since age 15 decreases with increasing wealth.

Experience of Different Forms of Violence

Table 39: % of Women Age 15-49 who have experienced different forms of violence by age group

Age	Physical violence only	Sexual violence only	Physical and sexual violence	Physical or sexual violence	Number Women
15-19	26.9	3.0	4.5	34.4	426
15-17	25.6	3.6	4.8	34.1	254
18-19	28.8	2.0	4.1	34.9	173
20-24	31.3	0.8	4.0	36.1	401
25-29	23.5	1.5	5.0	30.0	365
30-39	25.4	2.3	6.4	34.1	605
40-49	24.3	1.6	5.8	31.7	429
Total	26.2	1.9	5.3	33.4	2,226

Source: NDHS 2013

The table shows that 33% per cent of women had experienced physical or sexual violence, with 26% having experienced only physical violence and 2 % having experienced only sexual violence. The percentages of women who

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have experienced physical violence across age-groups, ranges from 25 to 31%, while the percentage of women that have experienced physical or sexual violence ranges from 30% to 36% peaking especially in the younger age-groups.

3.5.2 Legal framework

Key Laws Relevant to the MoHSS

- Public and Environmental Health Act No. 1 of 2015
- National Health Act No 2 of 2015
- Mental Health Act 18 of 1973
- Tobacco Products Control Act No 1 of 2010
- Atomic Energy and Radiation Protection Act No 5 of 2005
- Namibia Institute of Pathology Act No 15 of 1999
- Water Resources and Management Act No 24 of 2004 (*has some gender provision*)
- Labour Act No 11 of 2007 (*has gender provisions on maternity*)
- Hospitals and Health Facilities Act No 36 of 1994
- National Disability Council Act No 26 of 2004

Almost all the relevant laws are stated in gender neutral terms.

3.5.3 Policy Framework

Some Key Health Sector Policies

- National Strategic Framework for HIV and AIDS response in Namibia (2010/11 - 2015/16)
- National Health Policy Framework 2010-2020
- National Policy for Reproductive Health 2001
- National Policy on Community-Based Health Care, 2008
- National Radiation Protection Policy 1994
- Policy on Male Circumcision for HIV Prevention, 2010
- National Referral Policy, 2013
- National Health Care Technology Policy, 2003
- National Public Health Laboratory Policy, 2012

Explicit Gender Provisions in Health Sector Policies

The Guiding principles of the National Health Framework (2010-2010) pay “attention to gender issues and other social determinants of health will ensure that women and men, boys and girls can enjoy a healthy life and have access to health services according to their specific needs.” The policy also recognises the slow progress on addressing maternal mortality.

The National Strategic Framework (NSF) for HIV and AIDS Response in Namibia (2010/11 - 2015/16) “has mainstreamed gender and human rights in all aspects of the response planning and service delivery”.

The NSF states that:

“The capacity of implementing partners will be strengthened to address structural drivers of the epidemic ranging from poverty, gender and income inequalities, to gender violence and other social norms.”

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The Guiding principles of the NSF include: “gender equality, equity, mainstreaming of gender, and human rights”.

The NSF states that: “One of the key strategies in gender mainstreaming is to strengthen the capacity of sectors and other implementing partners to conduct programmatic and budgetary gender analysis.”

Priority actions to increase use of male and female condoms include: Conducting research on correct and consistent use of female and male condoms. This information will be useful if disaggregated by age and gender. The NSF has many other gender related analysis and policy actions proposed.

The National Policy on Community Based Health Care, 2008, has gender provisions:

Principle 7 state that “Gender equality will be promoted in order to achieve an equal basis for development of men and women”. Policy provides that the MGECW “will offer technical support concerning women and children to CHCPs”. The policy also provides that: “it is highly desirable to track the policy’s guiding principles of community involvement, gender equality and collaboration between key partners”.

Policy on Male Circumcision (MC) for HIV Prevention has gender provisions. For instance, to increase male uptake of male circumcision, it proposes that: “Involve women in MC Service programming as partners and mothers.” Policy states that: “Women and girls should be involved in discussions and decisions about MC. Messages targeted directly to women and girls about MC’s risks, benefits, and limitations to both males and females are essential.”

National Policy for Reproductive Health 2001, among its guiding principles is recognition of the “importance of addressing adolescent and gender issues at every stage of implementation.” The policy has many other provisions related to gender.

Programme Level Sensitivity to Gender

In the Programme analysis to the MTEF 2015-2018, the MOHSS recognises gender aspects. For instance the Ministry notes that:

- HIV/AIDS the HIV infection rate remains very high at 18.2% for pregnant women as shown in the 2012 Sentinel Surveillance Survey and calls for large-scale efforts in making Voluntary Counselling and testing more readily accessible as well as the roll out of Voluntary Male Circumcision programme.

Programme 5: Developmental Social Welfare

Among the strategic interventions in this programme that has some explicit gender provisions are the following.

6. Strengthen the role and responsibilities of MOHSS in gender based violence with regard to victims and perpetrators to reduce the number of repeated cases of domestic violence.
7. Strengthen strategies to promote healthy marriage/couple relationships, by equipping social workers with knowledge and skills on advanced marriage and divorce counselling. The high number of broken marriages and consequential high divorce rate is one of the contributing factors for the increase of GBV

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in Namibia. Premarital guidance and counselling will be one of the focus areas of social workers in the MOHSS.

3.5.4 Expenditure Priorities

Table 40: Ranking of Priority Expenditures for MOHSS - 2015/16 FY

Rank	Programme Name	Allocation N\$.	%
1	Programme 2: Curative and Clinical Health Care Services	4,339,138,000	66.8
2	Programme 1: Public Health	1,068,741,000	16.6
3	Programme 3: Health Systems Planning and Management	1,010,245,000	15.7
4	Programme 4: Disability Prevention and Rehabilitation	35,965,000	0.6
5	Programme 5: Developmental Social Welfare	34,993,000	0.5
	Total	6,489,082,000	100

From the above table, curative and clinical health care services are allocated most of the expenditure budget at 67% followed by public health at 17%.

Since the budget allocations do not explicitly indicate expenditure allocation to address gender gaps identifiable in the health sector, it was not possible to identify gender expenditures.

3.5.5 Conclusion

An analysis of the range of documents for the MOHSS shows that there is effort to identify gender issues in the analysis, integration of gender principles and strategies in some policies and plans but not yet in the legal framework.

It is also noted that the MOHSS has made significant contributions to generation of robust gender disaggregated data particularly through the periodic production of the NDHS on various aspects relevant to gender such as: maternal health; teenage pregnancy, access to contraception and gender based violence. This data is significant in gender programming and the MOHSS has spent enormous resources on it as well as on interventions that address needs of women and men.

However, without explicitly indicating how the ministry spends on addressing gender issues identifiable in its robust documents, it is difficult to state the amount of financial and other resources devoted to contributing to closing gender gaps relevant to the sector. For instance, it is important to explicitly track the spending by the ministry on GBV, on addressing maternal mortality, on teenage pregnancy and on addressing gender gaps in women and men's access to contraception among others.

Therefore, implementation of the GRB guidelines by the MOHSS requires strengthening.

3.5.6 Suggestions for moving forward

3.5.6.1 Recommendations for MHSS

1. The MOHSS should endeavour to utilise the robust gender disaggregated information it generates to continuously inform all policy formulation, programme development and implementation as well as strengthen integration of gender in all relevant legislation
2. The MOHSS should work closely with the MGECW to strengthen implementation of the GRB guidelines including explicitly indicating finances allocated to gender activities.
3. The MOHSS should work with the MGECW to further strengthen the functional gender focal point by among others provision of requisite technical assistance and targeted tools to strengthen gender outcomes for the health sector.
4. The MOHSS should take corrective steps to reverse the consistent decline of women's representation at senior management level, where women were recently in the majority but currently are a minority.

3.5.6.2 Recommendations for MGECW

1. MGECW should work with the MOHSS to build on what has already been done to achieve explicit results in gender responsive planning and budgeting as this will improve outcomes in the health sector for the benefit of men, women, boys and girls across the board.

3.6 Ministry of Works and Transport

The Ministry of Works and Transport controls two votes namely: Vote 23 for Department of Works and Vote 24 for Department of Transport.

3.6.1 Situation Analysis: Some Key Gender Issues and Gaps in the Works and Transport Sector

An examination of the context and situation that applies to the ministry shows a range of gender gaps that can inform gender responsive planning and budgeting. Based largely on two reports commissioned by the GIZ and analysis of the sector, the following sections show some key issues that require attention. Additional information is obtained from the 17/9/2015 Focus Group Meeting Presentation on Technical Assistance for the Revision of the 1995, of the Namibia White Paper on Transport Namibia; Segment 1: Social Aspects of Transport. Transport among other aspects is viewed as a tool for promotion of social inclusion and women’s empowerment. The Focus Group Discussion (FGD) among other aspects examined the issue of promoting gender equality in the transport sector.

Table 41: Workforce Profile of Women Men in the MWT 2013

Positions	Year: 2013			
	FEMALE	MALE	Total	FEMALE (%)
Executive Directors	1	1	2	50.0
Senior Management	9	30	39	23.1
Middle Management	7	34	41	17.1
Specialized/Supervisory	65	249	314	20.7
Skilled	263	405	668	39.4
Semi-skilled	143	311	454	31.5
Unskilled	318	410	728	43.7
Total	806	1440	2246	35.8
Staff Training	Information not available			

Source: MWT Affirmation Action Report 01August 2012 to 31 July 2013

Overall, women constitute 35.8% of total staffing in the MWT and most of the women are in the lower categories of semi-skilled and unskilled. There are gender gaps across almost all skills levels from senior management, middle management, specialised/senior supervisory levels, skilled, semi-skilled and unskilled. Of the 78 non-Namibian staff in the MWT, only 8 (10.3%) are women, all of them in the specialised skilled/senior supervisory category.

Despite the gender imbalance in staffing, recruitments bring in more men than women implying that the gender gap is likely to worsen over time. Moreover, the Affirmative Action (AA) report notes that there are no funds for affirmative action specific training and development to designated groups that are available or budgeted for including for women. Moreover monitoring senior staff for compliance with AA provisions is also seen as weak. The current unequal status is likely to remain for long despite the Ministry’s suggestion that it will increase the proportion of women in the next three years to over 60%.

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While limited information is available on the gender situation in the MWT, two reports by GIZ have important information namely: German Technical Cooperation (2013) Gender Analysis of the GIZ Transport Project – Namibia and German Technical Cooperation (GTZ) (2009) Analysis: Gender in the Road Sector in Namibia; GTZ Windhoek Office:

Table 42: Comparison between 2009 and 2013 Staff Profiles at the Roads Authority

Job Category	2009		2013	
	Men	Women	Men	Women
Top Management	6 (55%)	5 (45%)	4(36%)	7 (64%)
Senior Management	11 (92%)	1 (8%)		
Middle Management	53 (85%)	9 (15%)		
Specialized / Supervisory	15 (56%)	12 (44%)		
Skilled	82 (83%)	31 (27%)		
Semi-skilled	44 (38%)	72 (62%)		
Unskilled	2 (13%)	13 (87%)		
Total	213 (60%)	143 (40%)		

Source: Gender Analysis 2009 and RA Records 2013¹¹.

Table 43: Staff Profiles at the Roads Contractor Company for 2009 and 2013

Job Category	2009		2013	
	Men	Women	Men	Women
Management	35 (85%)	6 (15%)	37 (79%)	10 (21%)
Specialized/skilled/Senior Supervisory	70 (96%)	3 (4%)	59 (81%)	14 (19%)
Skilled	65 (61%)	41 (39%)	80 (64%)	45 (36%)
Semi-skilled	294 (99%)	4 (1%)	175 (99%)	2 (1%)
Unskilled	403 (89%)	50 (11%)	196 (75 %)	67 (25 %)
Total Permanent	867 (90%)	104 (10%)	547 (80%)	138 (20%)
Casual, Temporary and Seasonal			145 (91%)	14(9%)
Total	867 (90%)	104 (10%)	692(82%)	152 (18%)

Source: Gender Analysis 2009 and RCC

¹¹ The information presented in the table above, covers only management level. Information for other levels was not available.

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Table 44: Number of students enrolled in B. Engineering at PON by sex

Year	Male	Female	Total	Share Female	Total Yearly Increase	% Yearly Increase
2011	56	21	77	27%		
2012	60	30	90	33%	13	6 %
2013	60	32	92	35%	2	2%

Source of data: GIZ Transport Project Records 2013

Table 5 indicates that the number of male B. Eng. at PON outnumbers the female students.

Table 45: Number of students enrolled in M.Sc. Transportation Engineering (PON) by sex

	Male	Female	Total	Share Female	Total Yearly Increase	% Yearly Increase
2011	7	1	8	13%		
2012	4	0	4	0%	-4	-50%
2013	1	1	2	50%	-2	-50%

Source of data: GIZ Transport Project Records 2013

Table 46: Students enrolled in BSc Civil Engineering an UNAM (19BCVE): high education

	Year 1		Year 2		Year 3		Year 4		Total	Share Female	% Female
	Male	Female	Male	Female	Male	Female	Male	Female			
2011	21	2	16	2	7	3	0	0	51	7	14%
2012	12	3	21	2	13	2	7	3	63	10	16%
2013	24	6	14	2	19	2	12	3	82	13	16%

Source: GIZ Transport Project Records 2013

Table 47: Comparison between 2009 and 2013 Member Companies at the Construction Industry Federation

	Total 2009		Total 2013	
	Men	Women	Men	Women
Member Companies	101 (95%)	5 (5%)	225 (92%)	19 (8%)
Member SMEs	11 (85 %)	2 (15 %)	76 (90%)	8(10%)

Data source: Gender Analysis 2009 and CIF Records 2013

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Table 48: Main benefits from the road sector by sex of respondent

	Female		Male		Total	
	No.	%	No	%	No.	%
Employment	0	.0	6	18.8	6	12.0
Increased Income	1	5.6	0	.0	1	2.0
Faster movement	11	61.1	19	59.4	30	60.0
Lower costs/savings	1	5.6	3	9.4	4	8.0
Business	1	5.6	3	9.4	4	8.0
No benefits	4	22.2	1	3.1	5	10.0
Total	18	100.0	32	100.0	50	100.0

Table 49: Challenges faced while travelling on the road by Sex of respondent

	Female		Male		Total	
	No.	%	No.	%	No.	%
High cost of transport	4	8.9	4	7.0	8	7.8
I don't feel safe	7	15.6	6	10.5	13	12.7
Traffic Jams	10	22.2	17	29.8	27	26.5
Noise	2	4.4	3	5.3	5	4.9
Accidents	5	11.1	6	10.5	11	10.8
Limited pedestrian crossing	1	2.2	4	7.0	5	4.9
Inconsiderate users	13	28.9	15	26.3	28	27.5
Bad roads	3	6.7	2	3.5	5	4.9
Total	45	100.0	57	100.0	102	100.0

Figure 7: Accidents Injuries by Sex for the year 2012

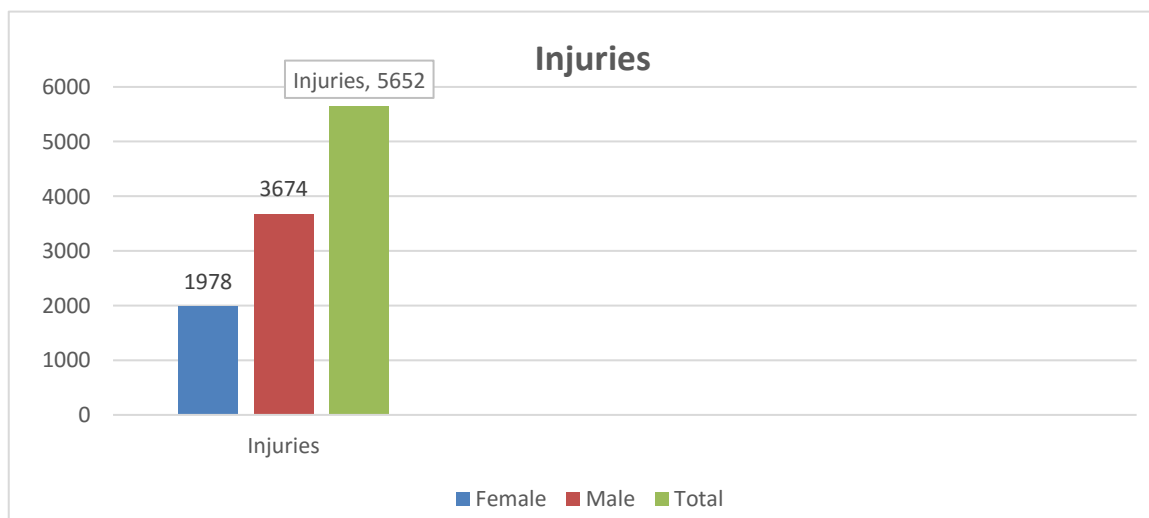
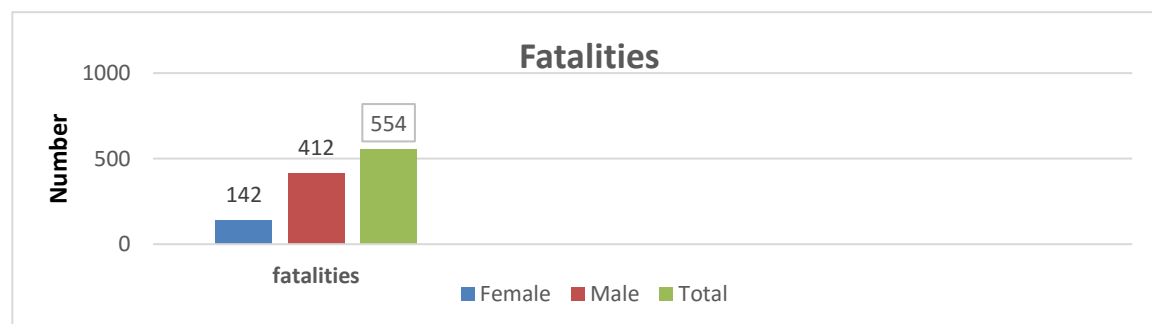


Figure 8: Accident Fatalities by sex



3.6.2. Legal Framework

Key Law	Gender Provision
Aviation Act 74 of 1962, as amended by Civil Aviation Offences Amendment Act 9 of 1992	No gender provisions – gender blind
Motor Vehicle Accident Fund Act No 10 of 2007	No gender provisions – gender blind
Cross-Border Road Transportation Act 18 of 1996	No gender provisions – gender blind
Road Authority Act 17 of 1999	No gender provisions – gender blind
Road Traffic and Transportation Amendment Act number 6 of 2008	No gender provisions – gender blind

3.6.3 Policy Framework

Key Policy	Gender Provision
Maintenance Management Framework (MMF)	No gender provision –gender blind

Table 50: Suggestions on how road transport can be improved by Sex of respondent

Suggestion	Female		Male		Total	
	No.	%	No.	%	No.	%
Widen the roads to reduce traffic jams and accidents	8	34.8	10	28.6	18	31.0
Increase the road network	1	4.3	5	14.3	6	10.3
Increase pedestrian crossings and pavements	2	8.7	2	5.7	4	6.9
Increase taxi ranks especially in remote areas	2	8.7	2	5.7	4	6.9
Decrease taxi fares to affordable levels	3	13.0	1	2.9	4	6.9
Expand public transport facilities	3	13.0	2	5.7	5	8.6
Make provision for safe cyclist lanes	2	8.7	3	8.6	5	8.6
More affordable bus and taxi fares	0	.0	3	8.6	3	5.2
Maintain roads regularly	0	.0	2	5.7	2	3.4
Expand basic services to suburbs to reduce traffic volume	0	.0	2	5.7	2	3.4
Create more speed humps on busy roads to minimise accidents	0	.0	1	2.9	1	1.7
Create more traffic lights at 4-way stops that get very busy	0	.0	1	2.9	1	1.7
Increase bus stops	1	4.3	1	2.9	2	3.4
Educate road users	1	4.3	0	.0	1	1.7
Total	23	100.0	35	100.0	58	100.0

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As derived from the survey report, the priority suggestions for improving road transport sector for women are:

- Widening roads to reduce traffic jams,
- Reducing taxi fares and expanding public transport facilities
- Making provision for safe cyclist lanes.

The priority list for men road users is:

- Widening roads to reduce traffic jams,
- Expanding the road network,
- Lowering taxi and bus fares.

3.6.4 Priority Expenditures

The priority expenditures by each department per programme are as under.

Table 51: Budget Prioritization in MWT for FY 2015/16

Rank (Vote 23: Works)	Programme Name	Allocation	% of vote	% of Total
1	Programme 3: Maintenance of GRN Properties	347,513,000	47.8	6.9
2	Programme 4: Provision of Office Accommodation	135,132,000	18.6	2.7
3	Programme 6: Supervision and Support Services	103,672,000	14.3	2.1
4	Programme 5: Construction, Building Regulation, Coordination and Supervision	90,969,000	12.5	1.8
5	Programme 2: Provision of Stock and Reproduction Services	37,448,000	5.2	0.7
6	Programme 1: Provision of Landscape Garden Maintenance	11,934,000	1.6	0.2
Sub Total		726,668,000	100.0	14.4
Rank (Vote 24 Transport)	Programme Name	Allocation	% of vote	% of Total
1	Programme 6: Planning and development of Transportation infrastructure	1,768,828,000	41.3	35.3
2	Programme 1: Air Transport Administration	1,264,706,000	29.5	25.3
3	Programme 5: Provision and Upgrading of the Railway Network	955,503,000	22.3	19.1
4	Programme 3: Maritime Legislation Administration	159,789,000	3.7	3.2
5	Programme 4: Formulation Transportation Policy and Regulation Oversight	75,888,000	1.8	1.5
4	Programme 5: Meteorological Services Administration	57,164,000	1.3	1.1
Sub Total		4,281,878,000	100.0	85.5
Grand Total		5,008,546,000		100.0

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Examination of the MTEF 2015/16-2017/18, estimates of Income, Revenue and Expenditures and the AWP for the MWT for 2015/16 confirmed with interviews with key staff indicate that there was no expenditures allocated to gender activities despite the various gender gaps as identified in the works and transport sector. Below is a check list that could help improve gender responsiveness in the Transport and works sector.

Check List: Gender Dimensions of Infrastructure

Project Objectives and Target Group

- ✓ Do project objectives explicitly refer to women and men?
- ✓ Does the project design acknowledge that women and men have different needs and priorities in the use of roads?
- ✓ Have both women's and men's needs been considered when designing the infrastructure?

Gender Division of Labour

- ✓ Has sex-disaggregated data been collected on women's and men's activities related to infrastructure?
- ✓ Has consideration been given to tasks currently undertaken by women and men that could be affected e.g. transportation of food and goods to the market?
- ✓ Has consideration been given to providing support services to women to encourage their participation?
- ✓ Will the new infrastructure mean longer working hours for women?

Access to and control over resources

- ✓ Are there opportunities for women to be employed and trained in the construction and operation of the infrastructure?
- ✓ Has on the job training been provided for women to develop technical skills?
- ✓ Will women have access to transport to and from the project site?

Access to and control over the benefits of project impacts

- ✓ Will price and other resources necessary for using the infrastructure restrict poor women's and men's access?
- ✓ Who will have access to and control over transport related resources e.g. vehicles and bicycles?
- ✓ Will the new infrastructure result in unemployment for women who may be currently providing the services?
- ✓ Is there a risk that the introduction of new techniques may displace women from their current position?
- ✓ What remedial measures can be taken for groups that will be disadvantaged as a result of the infrastructure?

Women's Social Status and role as decision makers

- ✓ Will women and men's groups be consulted and involved in decision making about the infrastructure?
- ✓ What opportunities are there to support women as managers of infrastructure?

Project Monitoring

- ✓ Have targets been set for women's and men's participation and benefits?
- ✓ Have gender sensitive indicators been identified and will all data collected be disaggregated by sex?
- ✓ Is gender expertise available through the project implementation?

Adapted from: MGECW (2012) Customised SADC Gender Mainstreaming Toolkit

3.7 Overall Conclusion

The MWT did not comply with the Cabinet Directive and the Budget Call Circular which required all O/M/As to follow GRB Guidelines. As a result, the entire 3 year budget for the departments of Works and Transport has no specific allocations for gender; the respective MTEF section is not informed by any gender analysis.

3.8 Suggestions for Moving Forward

3.8.1 Recommendations for MWT

1. Conduct gender awareness and gender analysis skills training for staff in the MWT from Supervisors to managers until a critical mass of at least 30% is attained.
2. The MWT should work with the MGECW to budget for and commission a comprehensive gender analysis/assessment of the ministry operations to further inform programming.
3. A critical mass (minimum 30%) of staff members of the MWT should be trained in gender responsive planning and budgeting.

3.8.2 Recommendations for MGECW

1. The MGECW leadership should dialogue with the MWT to explore ways of supporting the latter in mainstreaming gender in the ministry activities, planning and budgeting
2. The MGECW should support further gender analysis for the MWT
3. The MGECW should provide the necessary technical assistance and advice on gender awareness and analysis training for the MWT
4. The MGECW should provide practical technical support for the MWT to learn and apply GRB guidelines and strengthen implementation of the Cabinet Directive on GRB

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Republic of Namibia (2015), Estimates of Revenue, Income and Expenditure 01 April 2015 to 31 March 2018, MoF, Windhoek

Legal Documents Consulted

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Police Act No. 19 of 1990

Combating of Domestic Violence Act No. 4 of 2003

Rape Act No. 8 of 2000

Correctional Services Act No. 9 of 2012

The Correctional Service Act 9 of 2012

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People Consulted

Date	Name	Sex	Organization	Position
05/08/2015	Mr. Eugene (Kenneth) Grotzinger –	M	Ministry of Works and Transport	Chief Human Resource Practitioner/Performance Coordinator
05/08/2015	Mr. Chris Mungandjela	M	Ministry of Works and Transport	Chief Finance Officer/Deputy Director Finance and Administration
12/8/2015	Ms. Rauha Haufiku	F	FAWENA	Country Manager
	Ms. Awases Adheleid	F	Ministry of Education, Arts and Culture	Director
18/8/2015	Col. E.P Mboti	F	Ministry of Defence	SSO, Head Gender Division
	Lt. Col. Anne Marry Akeshe Shigwedha	F	Ministry of Defence	SO1 GM, Gender Mainstreaming, Training and Mentorship Officer
	Maj. S Benjamin	F	Ministry of Defence	SO2, RAP, Gender Research, Auditing and Publicity
	Mr. Ananias Abner	M	Ministry of Finance	Deputy Director, Budget Management and Control