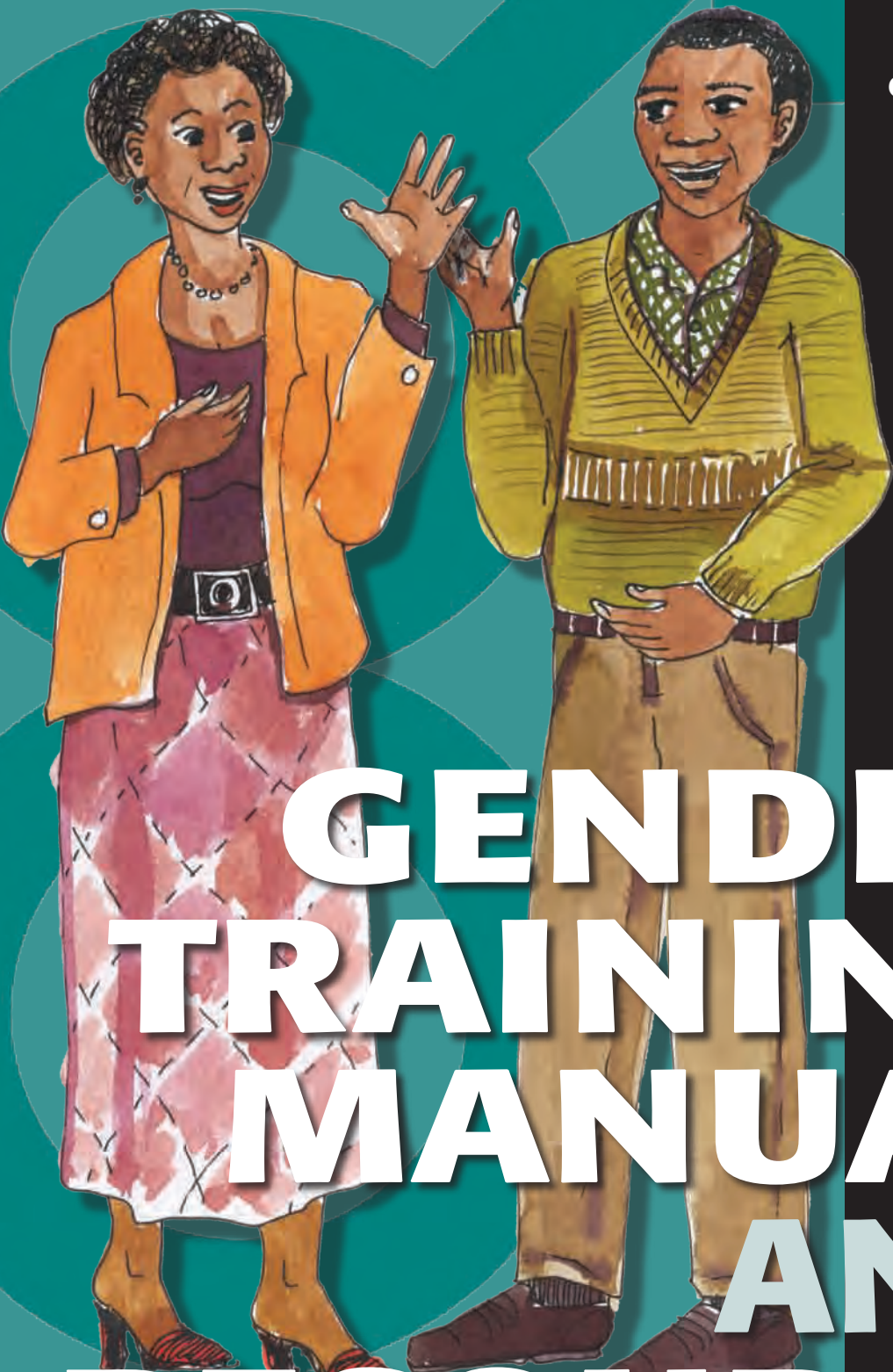




**Ministry of  
Gender Equality  
& Child Welfare**

**GOVERNMENT  
OF THE  
REPUBLIC OF  
NAMIBIA**

An illustration of a woman and a man standing and talking. The woman, on the left, has short dark hair and is wearing an orange blazer over a dark top and a pink patterned skirt. She is gesturing with her hands. The man, on the right, has short dark hair and is wearing a yellow sweater over a patterned shirt and tan trousers. He is also gesturing with his hands. They are set against a teal background with a large, faint white arrow pointing upwards and to the right.

# **GENDER TRAINING MANUAL AND RESOURCE GUIDE**



# ACKNOWLEDGEMENTS

This Manual was prepared by the Legal Assistance Centre (LAC).

Friedrich-Ebert-Stiftung (FES) and UNDP supported the project financially.

The Manual was written by Dianne Hubbard, Anne Rimmer and Wairimu Munyinyi of the LAC. Adelheid Awases provided the first draft of the Module on Gender Mainstreaming.

The following persons at the LAC provided expertise, research and support:

- Dianne Hubbard
- Anne Rimmer, a Development Worker funded by International Cooperation for Development (ICD) through Progressio
- Wairimu Munyinyi, a volunteer funded by Voluntary Services Overseas (VSO)
- Professor Suzanne LaFont, visiting academic
- Mercedes Ovis
- Naomi Kisting
- Elizabeth Fischer, intern through the Human Rights Program and Summer Public Interest Fund at Harvard Law School
- Nermeen Saba Arastu, intern funded by the University of Pennsylvania Law School International Human Rights Fellowship

The Manual was based on a draft prepared by staff from the Ministry of Gender Equality and Child Welfare and Gender Focal Points in various ministries. We wish to thank the following people who contributed to this first draft, and those who commented on the LAC's final draft:

- Mr Victor Shipoh, Ministry of Gender Equality and Child Welfare
- Ms Rosina Mabakeng, Ministry of Gender Equality and Child Welfare
- Ms Elizabeth Kakukuru, Ministry of Gender Equality and Child Welfare
- Ms Christine Mbala-Liswaniso, Ministry of Gender Equality and Child Welfare
- Ms Julieth Karirao, Ministry of Gender Equality and Child Welfare
- Ms Sophia Kavaongelwa, Ministry of Gender Equality and Child Welfare
- Ms Monalisa Zatjirua, Ministry of Gender Equality and Child Welfare
- Ms Johanna Ndumbu-Likando, Ministry of Gender Equality and Child Welfare
- Ms Letisia Alfeus, Ministry of Gender Equality and Child Welfare
- Ms Lena Kauluma, Ministry of Gender Equality and Child Welfare
- Ms Belinda Karuaera, Ministry of Gender Equality and Child Welfare
- Ms Elizabeth Loss, Ministry of Youth, National Service, Sport and Culture
- Ms Eveline January, Ministry of Health and Social Services

We would like to thank the staff at the regional offices of the Ministry of Gender Equality and Child Welfare and Gender Focal Points in ministries who took the time to answer our questionnaires and be interviewed.

We would also like to thank others who shared suggestions with us and contributed to this project, in particular Otilie Abrahams of the Namibian Girl Child Organisation and Liz Frank of Sister Namibia.

The layout of the Manual is by Perri Caplan, and the illustrations by Nicky Marais.

Printed and bound by \_\_\_\_\_

ISBN 99916-63-15-0



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# PREFACE

Namibians will never be truly liberated in our beautiful land while gender inequality limits the capacity for development of over half of our population.

The Namibian Constitution enshrines gender equality, and many laws have been passed which give substantive meaning to this laudable concept.

The National Gender Policy 1997 and the National Gender Mainstreaming Plan have provided a clear and visionary framework for the transformation of gender relations. Some ministries have risen to the challenge and created gender mainstreaming policies and plans.

However women are still struggling for true liberation. Women are still the face of poverty in Namibia. Women are still struggling against discrimination in schools, workplaces and in the home. Women and girls are still exposed to and intimidated by the threat of sexual abuse and violence.

Gender equality is a pre-requisite for sustainable development. If men and women do not have equality in the social, economic and cultural spheres of life, development will be limited.

More practical strategies and resources are required to inform, educate, and train our communities and those working with them on how to empower girls and women.

This Gender Training and Resource Guide is a tool for empowerment. It combines facts, resources and action-orientated exercises designed to understand, challenge and address inequality in all aspects of life.

It is a truly Namibian Guide – speaking to us about our experience – and how we can transform our lives.

This Gender Training and Resource Guide would not have been possible without financial support from UNDP and Friedrich-Ebert-Stiftung (FES). We thank them for their generous assistance. The Legal Assistance Centre completed the first draft prepared by the Ministry of Gender Equality and Child Welfare. We thank them for the professionalism and creativity they brought to bear in the task of producing this fundamental tool for our transformation process.



Marlene Mungunda  
MINISTER OF GENDER EQUALITY AND CHILD WELFARE



# INTRODUCTION

**T**his Gender Training Manual and Resource Guide is intended to be used by personnel from the Ministry of Gender Equality and Child Welfare as well as by other relevant stakeholders to guide them in conducting gender sensitization and related workshops.

The manual will help the facilitators and participants to understand the concept of gender and to apply gender analysis to issues such as violence against women and children, sexual and reproductive health and environment among others.

The guide has two parts. **Part One** contains tips on training for workshop facilitators. This part of the guide explains different training techniques and gives advice on conducting successful training sessions. **Part Two** contains thirteen modules. Eleven modules reflect the main subject areas in the National Gender Policy. There is also one module on Gender Mainstreaming and one module on Monitoring and Evaluation. These modules can be used independently or in combination with each other, depending on the trainer's knowledge and planned workshop. The modules in this manual are presented in the same order as the topics appear in the National Gender Policy, but they can be used for training sessions in any order.

Note that the “target groups” in each module are suggestions only. Each trainer should identify the key target groups for each topic in the relevant sector or community. For example, if “sugar daddies” are a destructive phenomenon in a particular community, the trainer may want to consider how to involve men from that community in a training workshop, and not just boys and girls, teachers, parents and leaders as suggested in the module on the girl child.

There is a list of resources at the end of each chapter. This list includes publications and organisations which are relevant to the topic discussed. These lists are not intended to be comprehensive. They are intended as starting points to assist trainers and participants who want to study a particular topic more deeply.





**Part  
1**

# **TIPS FOR SUCCESSFUL GENDER TRAINING**





## 1. TRAINING METHODOLOGIES

This section discusses guidelines for training techniques. Each of the modules in Part Two of the manual includes training exercises, but as a facilitator you should feel free to adapt these or to create new ones based on your experience.

The materials in the modules are designed to avoid a lecturing presentation style. The training approach in this manual encourages interactive and participatory learning by participants. This is because adults remember:

- 30% of what they hear
- 40% of what they see
- 70% of what they find out for themselves.

Adults learn best:

- if they want and need to
- by linking learning to past, present or future experience
- by practicing what they have been taught
- with help and guidance
- in an informal and non-threatening environment.

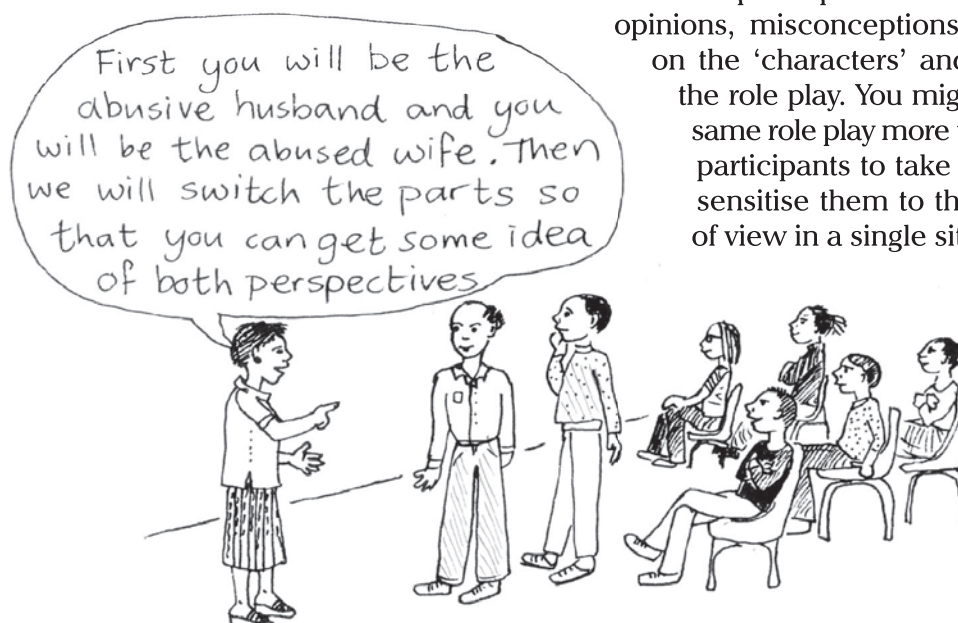
If the facilitator appears open and succeeds in creating a friendly atmosphere, the participants will be more willing to actively engage with the issues, disclose their feelings, ask questions, and participate in the discussions.

The following are some of the different training methods that you can use:

### Role plays

Role plays present participants with a situation to act out in front of the group. They are spontaneous and stem from the individual's personal experience or perceptions of the topic or character. This is a technique that gives people an opportunity to assume the role of another person – to feel like, behave like, and sound like someone else. Role-playing has no set outcome, but is built on a set scenario. It allows participants to 'try out' a kind of behavior, express a feeling, or experience a point of view. Following the role play, the trainer should lead a guided discussion on relevant aspects of the role play. Discussions

can consist of participants' emotional responses, opinions, misconceptions, and comments on the 'characters' and the situation in the role play. You might want to do the same role play more than once and ask participants to take different parts, to sensitise them to the different points of view in a single situation.



## Brainstorming

Brainstorming allows the facilitator to collect and assemble participants' knowledge, attitudes, and beliefs in an informal and spontaneous manner. Often this assembly of information combines for a comprehensive whole. Brainstorming gets participants thinking at the same time about the same topic, setting a foundation for discussion. Following the brainstorming session, the facilitator must lead a guided discussion of relevant aspects of the topic, clarify misconceptions, complete and complement information, expound on the subject or develop the ideas, such as through prioritisation or by developing an action plan.

To facilitate brainstorming, the facilitator should remember the following tips:

1. Don't criticise anyone's suggestions during the brainstorming.
2. Don't alter or edit the ideas. Take them just as they come.
3. Encourage far-fetched ideas. They may trigger more practical ones.
4. The more, the better. Don't stop until the group runs out of ideas.
5. Record all ideas as they are presented on a flip chart or a chalkboard where everyone can read them.

## Discussions

Through discussion, participants share facts and thoughts to clarify their own ideas and to better understand the feelings and values of others. A well-informed group makes for a more fruitful exchange. Stimulating questions add direction.

## Lectures

A lecture is a structured and orderly presentation of information, opinion, theory, or fact delivered by an individual speaker. It is a fairly formal teaching technique. Lectures and talks should be used sparingly – they are particularly useful to introduce topics and to present more technical information. Despite the somewhat more formal style of lectures, they can involve participant interaction and contribution by allowing time for comments, questions and feedback. The creative use of visual aids can help capture audience attention.

## Films

Films provide an alternative training medium. The use of films will depend on the availability of appropriate films, as well as electronic equipment, venue, and utilities. If the trainer has access to the necessary resources, films frequently provide a fine complement to the curriculum. Note that it is not necessary to show an entire film – an extract can be viewed and used as the basis for discussion.

Films can be used to introduce new topics, to supplement work in process, or to summarise a subject. They can dramatise an event by involving the viewer in the action, and by engaging the viewer's emotions. Careful selection, review, and preparation are essential. In selecting a film, it is important to first view the film yourself, then consider:

1. Does the film fulfill a particular purpose?
2. Are the situations relevant?
3. Are the content and the required comprehension level appropriate for your audience?
4. Could the major points of the film be addressed more effectively through another medium (book, chart, etc.)?
5. What supplementary materials do you need to prepare for pre- and post-film discussion?

## Story telling

Stories can be tools for teaching. They help bring ideas to life. Story telling is useful because it lets us put new ideas in a familiar yet adventurous setting. It allows people to see how new and old ideas fit together in specific situations. Also, stories are a traditional form of learning that most people have experienced since childhood. Some stories teach a lesson, or moral, which is stated at the end. These can be make-believe stories with animals, imaginary stories about people, or true stories. Some stories do not give any simple answers or morals, but instead point to existing problems.

### Sample story

This story is fun yet provocative.

## WHAT DO WOMEN REALLY WANT?

Young King Arthur was ambushed and imprisoned by the monarch of a neighbouring kingdom. The monarch could have killed him, but was moved by Arthur's youthful happiness. So he offered him freedom, as long as he could answer a very difficult question. Arthur would have a year to figure out the answer; if, after a year, he still had no answer, he would be killed.

The question was: What do women really want?

Such a question would perplex even the most knowledgeable man, and, to young Arthur, it seemed an impossible query. Well, since it was better than death, he accepted the monarch's proposition to have an answer by year's end. He returned to his kingdom and began to poll everybody: the princess, the prostitutes, the priests, the wise men, the court jester.

In all, he spoke with everyone but no one could give him a satisfactory answer. What most people did tell him was to consult the old witch, as only she would know the answer. The price would be high, since the witch was famous throughout the kingdom for the exorbitant prices she charged. The last day of the year arrived, and Arthur had no alternative but to talk to the witch. She agreed to answer his question, but he'd have to accept her price first.

The old witch wanted to marry Gawain, the most noble of the Knights of the Round Table and Arthur's closest friend! Young Arthur was horrified: she was hunchbacked and awfully hideous, had only one tooth, smelled like sewage water, often made obscene noises...

He had never run across such a repugnant creature. He refused to force his friend to marry her and have to endure such a burden.

Gawain, upon learning of the proposal, spoke with Arthur. He told him that nothing was too big a sacrifice compared to Arthur's life and the preservation of the Round Table.

Hence, their wedding was proclaimed, and the witch answered Arthur's question: What a woman really wants is to be able to be in charge of her own life.

Everyone instantly knew that the witch had uttered a great truth and that Arthur's life would be spared. And so it went. The neighbouring monarch spared Arthur's life and granted him total freedom.

What a wedding Gawain and the witch had! Arthur was torn between relief and anguish. Gawain was proper as always, gentle and courteous. The old witch put her worst manners on display. She ate with her hands, belched and farted, and made everyone uncomfortable.

The wedding night approached: Gawain, steeling himself for a horrific night, entered the bedroom. What a sight awaited! The most beautiful woman he'd ever seen lay before him! Gawain was astounded and asked what had happened.

The beauty replied that since he had been so kind to her (when she'd been a witch), half the time she would be her horrible, deformed self, and the other half, she would be her beautiful maiden self. Which would he want her to be during the day and which during the night?

What a cruel question? Gawain began to think of his predicament: During the day a beautiful woman to show off to his friend, but at night, in the privacy of his home, an old spooky witch? Or would he prefer having by day a hideous witch, but by night a beautiful woman to enjoy many intimate moments?

What would you do? What Gawain chose follows below, but don't read his answer until you've made your own choice.

Noble Gawain replied that he would let her choose for herself.

Upon hearing this, she announced that she would be beautiful all the time, because he had respected her and had let her be in charge of her own life.

## Case studies

Simply written, short, practical and realistic case studies will help thinking, analysis, "for and against" discussion and genuine efforts to find solutions to problems.

### Sample case study

**Here is a case study from Module 3 on Education and Training.**

Cornelia is an 11-year-old San girl. Her parents did not go to school, and they say that education teaches the young to disrespect their elders. The family lives in a village many kilometers from the nearest school. The authorities have arranged for Cornelia to start school and live in the school hostel. The school and hostel fees will be waived because of the family's poverty. Cornelia has now started Grade 1. Her young classmates tease her for being so much older and bigger than they are. Cornelia has no money – she cannot even buy sanitary towels. She is miserable. Her parents say if she leaves the school and comes home, they will arrange a marriage for her soon.

**What can be done to help in this situation?**

## Group work

Divide people into small groups so they can discuss an issue in depth, create an action plan, design a role play – or any other activity. Make sure that the group's activity and expected outcome are VERY clear before the group work begins.



## Quizzes

Quizzes can be a way of checking what people already know about a subject, or testing what they have learned in the training. Asking people to do the quiz in pairs generates more discussion.

### **SAMPLE QUIZ: Is this domestic violence?**

This quiz comes from Module 5 on Violence against Women and Children.

To check if participants have understood the types of domestic violence and the need for there to be a “domestic relationship”, ask the following questions under the heading: Is this domestic violence and if so, what kind of abuse is it?

1. A child has been naughty and his mother refuses to give him pocket money that week.  
(Answer: No. This is not economic abuse – domestic violence is not about petty things or about parents reasonably punishing children.)
2. A teenage girl finishes a relationship with a boy. The ex-boyfriend follows her around, watching who she talks to and where she goes.  
(Answer: Yes. This is harassment.)
3. A woman is living with a man. She says she doesn’t want to have sex with him because he has other girlfriends. He says unless she has sex with him he will have sex with her daughter.  
(Answer: Yes. This is sexual abuse and intimidation.)
4. A boss says she will not promote her male assistant unless he has sex with her.  
(Answer: No. These two people are not in a domestic relationship, but this would be sexual harassment under the new Labour Act, 2004 – not yet in force as of June 2006.)

## Reviews

It is essential to check what participants have learned. If the training takes place over more than one day, split the group into small teams and ask different teams to present what happened yesterday morning or yesterday afternoon. A quicker method is to ask each individual “what did we do yesterday/earlier? What did you learn?”

## **2. CREATING A POSITIVE LEARNING ENVIRONMENT**

An essential step in an effective training session is to create an environment in which participants feel comfortable, safe and motivated to participate. You can do this in a number of ways:

- by arranging the room or area where you are training so that it is conducive to participation
- by conducting some warm-up activities to set the tone
- by listening carefully to participants, accepting the fact that they may experience some initial discomfort
- by answering participants’ questions honestly
- by talking about yourself as a person in appropriate ways
- by setting clear ground rules.

## Room set-up

- Check that chairs are in an appropriate pattern. Rows of chairs are not good for training. The two best patterns are a “V” shape with the wide part of the “V” towards the trainer, or a horseshoe shape (if there are more than 12 participants).
- Check the temperature and noise levels – can you adjust them?
- Is drinking water available?



## Warm-up activities

At their best, warm-up activities break the ice, decrease tension, help participants get to know one another, and increase energy for the upcoming program. Participants find out through experience that they will have fun while they learn. But at their worst, warm-ups can be embarrassing and inappropriate. Consider your audience carefully – especially noting if there are people with disabilities who might be excluded if you use certain warm-ups. If possible, make warm-up activities relate to the programme to come. Below are two suggestions for warm-ups.

### WARM-UP QUIZ

Give the participants a list of questions. They must walk around the room and talk to everyone there to find the answers. This is a sample quiz for social workers for a workshop on domestic violence:

1. Who in this room has been a social worker for the longest time?
2. Who in this room has been a social worker for the shortest time?
3. Who had to travel the furthest distance to come here?
4. Who has the most children?
5. What are all the types of domestic violence listed in the Combating of Domestic Violence Act?

### WARM-UP QUESTIONS

Each participant is asked to say his or her name and to think of 3 important questions they could be asked about their life. Then they should write the answers to these questions on a flip chart. The other participants experiment with different questions to find out what questions the words are answering.

For example the participant writes:

- 12 years
- Opuwo
- mother.

Participants can ask (for example):

- How old is your oldest child?
- How long have you been married?
- Where were you born?
- Where are you working now?
- Who is the most important person in your life?

## Ground rules

Equally important in setting the tone is the establishment of ground rules. Ground rules help participants behave in ways that are respectful of one another, feel safe to express their honest feelings or pose questions that they might be afraid to ask. They help you as the trainer, because if participants “misbehave”, other participants will often point this out – if not, you should!

### SOME RECOMMENDED GROUND RULES

1. No insults or teasing.
2. Respect other people’s opinions.
3. There are no stupid questions.
4. Cell phones off.
5. Punctuality.
6. If someone doesn’t feel comfortable talking about a topic, they can pass.
7. No “mini meetings” (small groups chatting whilst in main session).

## Evaluation

All workshops should be evaluated by both the participants and the trainer. The participants get the chance to evaluate what they have learned, and to give valuable feedback to the trainer about how the training could have been improved. The trainer gets the opportunity to find out how the participants experienced the training, and to gain insights into how to improve such workshops in the future. The trainer’s evaluation is also an opportunity to note interesting comments or stories which may be followed up in the future.

For some communities, a verbal evaluation may be best. Ask “what was good about the workshop?” and “what could have been improved?” and write the answers on a flipchart. Anonymous written evaluations may work best for the participants in other groups. Below are sample evaluation forms for participants and trainers.

### EVALUATION FORM FOR PARTICIPANTS

**Combating of Domestic Violence Act 2003**

**Training for social workers**

**Venue: Windhoek Country Club**

**Date: 11<sup>th</sup> May 2006**

1. Overall, did the training meet your expectations? ☐ Yes ☐ Partly ☐ Not at all  
Comments: .....
2. Are any parts of the Combating of Domestic Violence Act still unclear? If yes, which parts?  
.....
3. How was the facilitator?  
.....
4. How could the training have been improved?  
.....  
.....

Thank you for completing the form.

## EVALUATION FORM FOR TRAINER

1. **Overall topic(s) of workshop**

.....

2. **Facilitators and their specific topic** (eg topic they gave input on) **or role** (eg small group facilitator, interpreter):

Name: ..... Topic/role: .....

Name: ..... Topic/role: .....

3. **Location of workshop** (town and region):

.....

4. **Information on participants**

Number of men: ..... Number of women: .....

Specific target group (if any) (eg police, social workers, traditional leaders):

.....

Language(s) of workshop participants: .....

Approximate age range of participants: .....

5. **Length of workshop** (in hours or days): .....

6. **Language(s) used in presentation of workshop:** .....

7. **Materials used (type of material and language)**

.....

8. **Feedback on materials used**

a) What information should be added to the materials?

b) Was any information unclear?

c) How did the participants respond to the illustrations?

d) What other materials or languages were requested/needed?

.....

.....

.....

9. **Issues raised by participants**

a) Summarise key questions asked by participants **on any topic**, regardless of whether these relate to the subject of the workshop or to some unrelated matter.

b) Summarise key problems and concerns expressed by participants **on any topic**.

.....

.....

.....

10. **Requests from participants for other workshops?**

.....

11. **Did you consider the workshop to be successful? Why or why not?**

.....

.....

**Workshops CAN have an impact on people's lives. At a community workshop on gender and domestic violence, one of the male participants said at the end:**

**"Now that I understand how damaging my behaviour has been for the whole family, I am going to try to talk to my wife instead of being abusive."**

**Part  
2**

# **GENDER TRAINING MODULES**







# Module 1

# WHAT IS GENDER?

## AN EXPLANATION OF GENDER CONCEPTS

### 1.1 Objectives of the module

- To assist the trainer to understand more complex gender concepts
- To help participants understand the difference between sex and gender
- To enhance the participants' understanding of gender concepts.

### 1.2 Target group

- All the participants targeted by the other modules and for any gender sensitisation training workshop.

### 1.3 Gender concepts

The following ice-breakers should be used to help participants understand the differences between sex and gender.

#### 1.3.1 TRAINING EXERCISE: Name game ice-breaker

**Objective:** To introduce participants to each other and to consider some gender stereotypes.

**Time:** Depends on number of participants – approx 3 minutes per participant, plus 15-30 minutes for discussion.

1. Ask participants to introduce themselves by the name they would like to be known by in the workshop. They should write their name on a small piece of paper.
2. Ask each participant to explain what their name means and why that name was chosen for them.
3. Ask participants to discuss the differences in names between men and women.

**Note for facilitator:** In most cultures female and male names are very different. Girls are often given names that relate to attractiveness, kindness and obedience. Boys are given the names of famous fighters, names that express strength and power, or names that describe the joy the boy brings to the family. These names can be a signal of expectations starting from birth about the way we will behave. “Patience” will be expected to behave differently from “Victor”.

### 1.3.2 TRAINING EXERCISE: Definition of sex and gender

**Objective:** To educate participants about the difference between sex and gender.

**Time:** 2 hours.

1. Ask 2 participants (male and female) to come and sit in front of the audience.
2. Give the participants in the audience cards and marker pens.
3. Ask them to write any differences which they see or know of between these two individuals in terms of their physical appearance, behaviours, attitudes etc.
4. Ask them to place the cards on the individual's body on the area where they think that the difference lies.
5. Divide a flip chart into 4 sections: male permanent; female permanent; male changeable/not permanent; and female changeable/not permanent.
6. Ask the participants which attributes are solely related to the male and cannot apply to the female, and vice versa. For each attribute, ask whether it is permanent or changeable and then write it on the flip chart in the relevant section.
7. Explain what sex is and what gender is (see below) and point out that the participants have identified these concepts themselves.

#### DEFINITION OF SEX

Sex refers to the universal biological characteristics which are used as the basis for classifying humans as female or male.

#### DEFINITION OF GENDER

Gender refers to the behavioural norms and social roles associated with men and women in a particular community. These are not universal, but are learnt or acquired. They vary from one society to another and change over time.

**These definitions are based on those used by the World Health Organisation, the International Labour Organisation and other United Nations agencies.**



The term “gender” is used to describe those characteristics of women and men that are socially constructed, in contrast to those that are biologically determined. People are born female or male, but learn to be girls and boys who grow into women and men. They are taught what the appropriate behaviour and attitudes, roles and activities are for them, and how they should relate to other people. These learned attributes are what make up gender identity and determine gender roles.

**World Health Organisation Gender Policy, 1998**

Women and men are different biologically but all cultures interpret and elaborate on these innate biological differences into a set of social expectations about what behaviours and activities are appropriate, and what rights, resources, and power they possess.

**World Bank, 2001**

“Gender” refers to the social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, as well as relations between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through socialisation processes.

**UN Office of the Special Adviser on Gender Issues and Advancement of Women, 2006**

While biological attributes can sometimes be altered, biological sex is essentially fixed. In contrast gender definitions are in a constant state of flux in response to changing social and economic conditions. For example, in situations of war, women may take on roles believed in some societies to be traditionally male, such as heads of households or soldiers. Because gender is constructed by society and not fixed, stereotypical constructed notions of male and female roles can be challenged and do change over time. When we say that men and women are not the same, we refer not only to their biological sex differences and functions, but also to their different roles that have been created by society. Women and men have different needs because of their sex and gender differences.

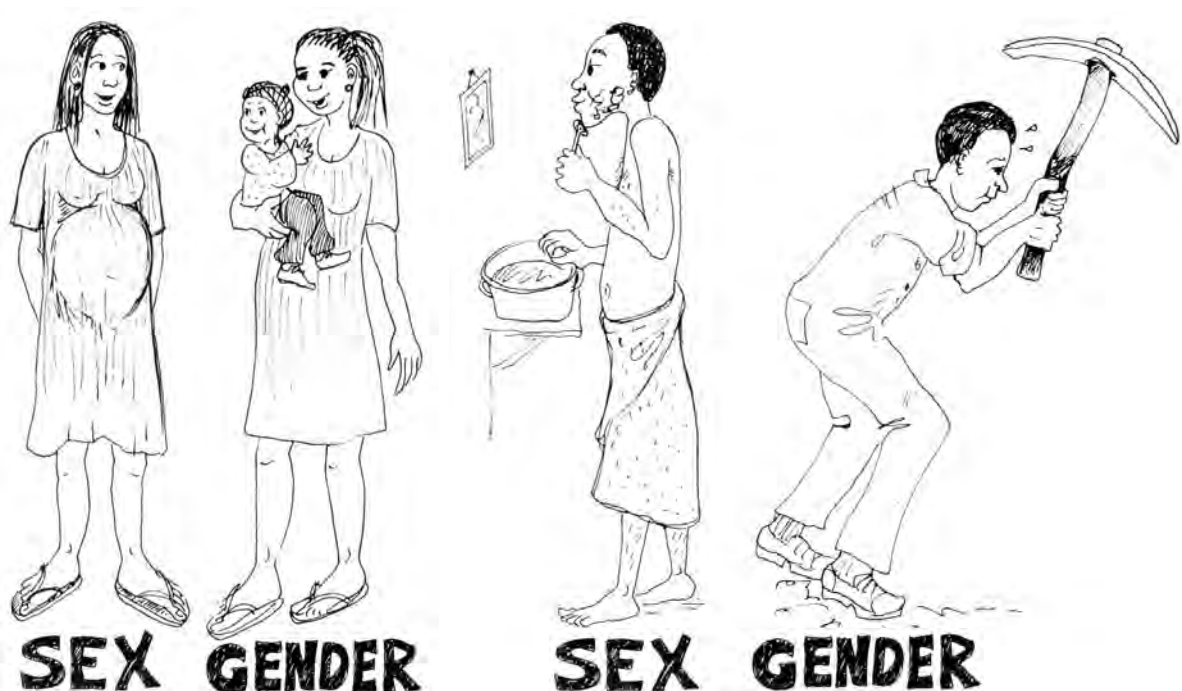
### 1.3.3 TRAINING EXERCISE: Gender quiz – a follow up to exercise 1.3.2

**Objective:** To check that participants have grasped the difference between sex and gender.

**Time:** 1 hour.

The objective of this quiz is to find out how well the participants have grasped the definitions of sex and gender. The facilitator reads the following statements to the group. Participants should stand if a statement is about gender, and keep seated if it is about sex. If disagreement occurs, ask participants to justify their opinions, and make sure that you correct incorrect responses.

- Women give birth to babies, men don't. (sex)
- Little girls are gentle and timid; boys are tough and adventurous. (gender)
- In many countries women earn 70% of what men earn. (gender)
- Women can breastfeed babies; men use a bottle to feed babies. (sex)
- Women play the major role in raising children. (gender)
- Men are decision-makers. (gender)
- In Ancient Egypt, men stayed at home and did weaving. Women handled the family business. Women inherited property; men did not. (gender)
- Boys' voices break at puberty; girls' voices don't. (sex)
- Women are sometimes forbidden from working in dangerous jobs such as underground mining; men work at their own risk. (gender)



### 1.3.4 TRAINING EXERCISE: Gender activity clock

**Objective:** To help participants understand the impact of gender on the lives of women and men.

**Time:** 2 hours.

Split the participants into groups. Give each group 2 pieces of flip chart paper and ask them to draw 1 large clock on each. The clocks should show the numbers. Give each group a topic (some groups can do the same topic), such as:

- A woman with children in a poor family based in a rural area, then the husband/father in the same family.
- A working woman with children in a rich family based in an urban area, then the husband/father in the same family.
- A grandmother in a rural area, then her husband (the grandfather).
- A teenage girl, whose mother has HIV/AIDS, then her teenage brother.
- Ask the participants to agree what the family is like (number of children, what kind of house they live in, if they have livestock, a car, a washing machine, etc). Then ask them to agree on the roles, tasks and responsibilities of the females, writing them next to the time on the clock that they would normally start and finish each activity. Then they should do the same for the males.

Ask the groups to put up their clocks on the wall, and invite everyone to look at the results. Ask:

- What struck you most as you looked at the amount of time spent by women and men on each activity?
- What roles and responsibilities were common to both women and men?
- In what ways did money or lack of it contribute to the time women and men spent on each activity?

### 1.3.5 TRAINING EXERCISE: Gender role play

**Objective:** To give participants a personal understanding of how gender impacts on daily life.

**Time:** 2 hours

This is another exercise that will help participants understand how gender impacts on daily life. Split the participants into groups of about 5 people (including both men and women). Ask each group to devise a role play based on a typical scene in the home. But all the male participants must play female roles (mother, daughter, sister etc) and all the female participants must play male roles (father, son, brother etc). Ask the participants to make sure they include a young boy and young girl.

After each role play, discuss the roles played in terms of “what was sex?”, “what was gender?” Ask those acting – “how did it feel?” Women will often say they felt powerful, men will often say they felt stupid. Discuss why this is. Make the point that female gender roles are not valued as much by society as those of men.

Finish off this exercise by asking each participant to name a woman they admire (living or dead, famous or known only to them). Ask what qualities they admire in this person. At the end make the point that women make valuable contributions to society and, once the barriers are removed to their advancement, can achieve even more.

See the Glossary at the back of the manual for an extensive list of gender concepts.

# Module 2

# GENDER MAINSTREAMING

## 2.1 Objective of the module

- To enable participants to develop skills of gender analysis and gender mainstreaming.

## 2.2 Target groups

- Gender Liaison Officers, and others conducting training in the Ministry of Gender Equality and Child Welfare
- Gender Focal Points in ministries and institutions
- Traditional leaders.

## 2.3 What is gender mainstreaming?

Gender mainstreaming is a strategy for promoting the goal of gender equality and the empowerment of women. It is a process for reflecting on gender inequalities and not an end in itself.

### Gender Mainstreaming: a definition

It is a **process** of assessing the implications for women and men of any planned action (including legislation, policies or programmes) in all areas and at all levels.

It is a **strategy** for making women's as well as men's concerns and experiences an integral dimension of the design, implementation and evaluation of policies and programmes in all political, economic and social spheres, so that women and men benefit equally, and inequality is not perpetuated.

The ultimate **goal** is gender equality.

National Gender Mainstreaming Programme,  
Ministry of Women Affairs and Child Welfare, 2003

In organisations, gender mainstreaming is a process of ensuring that gender equality is part of all activities. For example, gender mainstreaming ensures that ministries, government departments and other organisations take the concerns of their staff (men and women) as well as those of their partners

in development and their beneficiaries (men and women) into consideration. This will ensure full participation of both men and women in development activities and initiatives, thus enabling organisations, programmes and projects to function effectively.

Gender mainstreaming needs a caring, challenging, flexible and empowering environment to flourish. Gender equality creates opportunities for both women and men. Each individual stands to benefit, and therefore each individual must share the responsibility of gender mainstreaming in any organisation or institution – even in the family.

## 2.4 Why is gender mainstreaming important?

The rationale of gender mainstreaming is the recognition that gender equality is integral to development goals.

Social structures recreate inequalities between women and men in terms of access to and control of resources, opportunities for participation in decision making, and participation in the mainstream economy by women as compared to men. The main problem therefore remains that of inequality between women and men.

Gender mainstreaming enables society and institutions to change their ideas, values and cultures, policies and practices in support of equal choices and opportunities for men and women. Equality of both men and women then becomes a central theme in all the activities of organisations and institutions.

### EXAMPLE OF GENDER MAINSTREAMING AND ITS IMPACT

#### Setting up a community garden

A community meeting, which includes all the adults in the village meets to discuss the problem of malnourishment in the village. This particularly affects vulnerable children and HIV positive adults, and the community wants to do something about it. They decide to set up a garden to grow fresh fruit and vegetables to benefit the whole community. A committee is elected, which includes an equal number of men and women (especially those with crop farming experience), to take the project forward.

The committee organises a further consultation to ensure that everyone is involved in the decision-making. Because the men and women may have different views based on their experience, and the women may be too shy to contradict the men, they ask men and women separately the following questions.

- Where should the garden be? At first the headman wants it to be near his homestead, but he is persuaded by the women, who are used to fetching water, that it would be better near the water point.
- What should be grown? Some of the men want to grow fruit and vegetables to sell; some of the women want the food to be only for community members, based on need. After discussion, they come to an agreement that one quarter of the produce will be sold and the money earned will be saved until there is enough money to buy a tractor for the whole village, which each family will be able to use to improve their own farming. The other produce will be given to the poorest members of the community; if there is surplus after that, it will be shared amongst the households.
- What are the tasks that need to be done, when do they need to be done, and who will do them? At first the discussion focuses on traditional roles in that community, with people saying the headman should consult with the Ministry of Agriculture Extension Office to



ask for training, the men should do the plowing and the women should do the planting, the watering and the weeding. After discussion however, it becomes clear that one of the women, who has farming experience, would be the best person to ask the Extension Office for assistance. The men will be busy plowing the mahangu fields when the garden needs plowing, therefore they will teach the women how to plow the garden. And they will all share the tasks of watering the produce, weeding and harvesting on a rotation basis.

- After 6 months, the committee calls a meeting to discuss how the project is going. The community is very pleased with the result, as lots of fruit and vegetables have been grown, although they decide to stop growing one of the vegetables because other vegetables grow better. But the women complain about the process – the men on the rota for watering and gardening are telling their wives and daughters to take on these tasks. They all agree that this has to change, and that one person will be in charge of ensuring that everyone does the tasks they have agreed to do. Best of all, the previously malnourished community members are all healthier – and they work the hardest to keep the gender-mainstreamed garden going!

## 2.5 National policy context

The Namibian Constitution guarantees gender equality and paves the way for interventions aimed at women's empowerment and those which can benefit both women and men. This is further strengthened by the commitments that Namibia has made at regional and international levels – such as the UN Convention on the Elimination of All Forms of Discrimination Against Women, the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa, the SADC Declaration on Gender and Development, and the Beijing Platform for Action.

The Ministry of Gender Equality and Child Welfare is charged with the responsibility to promote gender equality by empowering women through:

- the dissemination of information
- coordination and networking with stakeholders
- **mainstreaming gender**
- promotion of law and policy reform
- monitoring of progress to ensure that women and men can participate equally in the political, economic and social cultural development of the nation.

Namibia's various commitments to gender equality have been consolidated in the **National Gender Policy**, which outlines a framework for action to promote gender equality in various sectors. The National Gender Policy lists the following “**critical areas of concern**” which are based on the areas of concern identified at the international level in the Beijing Platform for Action:

- gender, poverty and rural development
- gender balance in education and training
- gender and reproductive health
- violence against women and children
- gender and economic empowerment
- gender balance in power and decision-making
- information, education and communication
- gender and the management of the environment
- the girl-child
- gender and legal affairs
- monitoring mechanisms.

To facilitate the implementation of the National Gender Policy, a **Gender Mainstreaming Programme** has been developed. The Gender Mainstreaming Programme takes as its starting point a vision of “a nation where men and women are regarded and treated as equals in all matters pertaining to the management of the economy and society, having regard to the full development and effective utilisation of the potentials inherent in both sexes for sustainable development”. It lists the following strategic objectives:

- to create adequate capacity and mechanisms for the institutionalisation of gender mainstreaming
- to promote and ensure gender balance in all sectors of development
- to create capacity for generating and disseminating gender disaggregated data and information for gender responsive development planning, implementation, monitoring and evaluation
- to influence changes in cultural perceptions, attitudes and values
- to enhance measures to improve women’s positive image and human rights as well as to ensure their full participation through building their economic and decision making capacity and their access to and control over resources.

An action plan for gender mainstreaming was developed. This action plan outlines issues, recommendations, specific actions, lead agencies, expected outcomes and timeframes for the period 1998-2003. As of June 2006, the plan was being revised for future time periods. Each institution (ideally both government and non-government) is supposed to identify a person to serve as a “**Gender Focal Point**” who will take responsibility for ensuring that gender mainstreaming is taking place within that institution. The role of Gender Focal Points is described in the National Gender Mainstreaming Programme as the following:

- to embark upon sensitisation and gender awareness campaigns in their institutions
- to review current policies and programmes of their institutions from a gender perspective
- to implement the national gender mainstreaming policy plan in their institutions
- to liaise with the Ministry of Gender Equality and Child Welfare and other stakeholders on relevant gender issues
- to attend meetings and workshops on gender-related issues organised by the Ministry of Gender Equality and Child Welfare.

The Ministry of Gender Equality and Child Welfare conducted a study which revealed that effective gender mainstreaming is possible only if the following steps are taken:

- formulation of a law to reinforce the implementation of the National Gender Policy
- establishment of a Gender Commission to strengthen the existing network of gender committees and gender focal points
- mainstreaming of critical areas of concern into sector mandates in the National Development Plan III, to ensure that sectors pay more attention to gender concerns
- more partnership and networking with parastatals and with civil society organisations to ensure broad implementation of the National Gender Mainstreaming Programme.

***“... I therefore call on every Namibian citizen to make this policy a living document by working vigorously and tirelessly towards equality between men and women.”***

**President Sam Nujoma,  
Foreword to The National Gender Policy, 1997**

## 2.6 TRAINING EXERCISE: Gender activity clock for the family

**Objective:** To help participants understand the impact of gender on the lives of family members as an introduction to the concept of gender mainstreaming.

**Time:** 2 hours 30 minutes.

The facilitator should explain that gender mainstreaming needs to happen in all parts of society, including the family and the community.

Split the participants into groups. Give each group 2 pieces of flip chart paper and ask them to draw 1 large clock on each. The clocks should show the numbers. Give each group the following topic:

- A family living in the rural area. There is a husband and wife, 4 children (2 boys and 2 girls), and a grandmother and grandfather. The family has 50 cattle and grows mahangu. They have a donkey cart but no car, no fridge and no washing machine.

Ask participants to agree on the roles, tasks and responsibilities of the women and girls, writing next to the time on the clock the time that each one would normally start and finish each activity. Then do the same for the men and boys. It works well to use one colour to write up the females' activities and another colour to write up the males' activities, if possible.

Ask the groups to put up their clocks on the wall, and invite everyone to look at the results.

Ask:

- What struck you most as you looked at the amount of time spent by women and girls, and men and boys on each activity?
- If women and girls spend more time on activities such as housework, what are the implications (eg girls cannot spend as much time doing homework, women cannot go to meetings, women may be too tired to have sex with their husbands)?
- What roles and responsibilities were common to both females and males?
- Are males capable (even if it is not usual within the culture) of doing the tasks allocated to females?
- Are females capable (even if it is not usual within the culture) of doing the tasks allocated to males?
- Choose one of the groups' activity clocks. Ask participants "what would you change to promote greater gender balance in the activities in this family?" Note that it is not necessary for each family member to do an equal share of every task, but there should be a reasonable overall balance in the amount of time each one spends on tasks, in accordance with their capacities and needs.
- Ask participants to consider **how** gender balance can be promoted in families (eg through the way children are brought up).
- Explain to participants that the strategies they identify constitute gender mainstreaming in the family. Ask participants to brainstorm how their own community could approach the gender mainstreaming of activities.

## 2.7 Gender analysis

Before embarking on a gender mainstreaming process, it is important to understand gender analysis.

Gender analysis is a process of collecting and analysing information regarding the different needs and concerns of women and men and addressing the barriers that have disadvantaged them.

It includes the methods used to understand the relationships between men and women, their access to and control over resources, their activities, and the constraints they face relative to each other and their community. It can provide information that recognises the differences gender makes relative to race, ethnicity, culture, class, age, disability, and any other status.

### What does gender analysis measure?

- Different needs of men and women (practical and strategic needs)
- Different capacities of men and women
- Different perspectives, roles and responsibilities of men and women
- Different impact of interventions on men and women
- Constraints on and opportunities for men and women

### What questions does a gender analysis ask?

- Who controls what in the society?
- Who has access to what in the society?
- Who is responsible for what in the society?
- Who earns what in the society?
- Who does what in the society?
- Who inherits what in the society?

*Gender Mainstreaming in Civil Society Organisations, NID, 2005*

## 2.8 Frameworks for gender analysis

There are a number of different frameworks for gender analysis. The following exercises are based on some of the different approaches. Understanding some of the different approaches to gender analysis can enable people to choose an approach that seems best for the situation they want to assess.

### 2.8.1 TRAINING EXERCISE: Gender Analysis

**Objective:** To enable participants to conduct a gender analysis.

**Time:** 3 hours

Participants should be split into small groups for this exercise.

**Note:** This can be done as an overall gender analysis, but if participants are only involved in one sector (eg poverty or education), then the analysis may be done only for that sector.

This exercise is based on the **Harvard Analytical Framework**. The Harvard Analytical Framework is useful because it identifies access to and control over resources and benefits in relation to women's and men's responsibilities. It is a good framework to use when you know the group in question (eg a village), but difficult if the group is in a large and diverse one (eg across 6 regions in Namibia).

**Exercise 1:** Ask participants "What do women do in the community? What do girls do? What do men do? What do boys do?" List productive, reproductive, community and political activities and roles of men and women, boys and girls.

Below is a brief, simple example. Note that this could be further disaggregated by age (such as girls, female adults, female elders and boys, male adults and male elders) or other relevant factors.

If you are running this exercise in relation to a real project, you should extend it by adding in the amount of time each spends on each activity (using the Activity Clock described in Training Exercise 2,6 above – noting daily activities as well as seasonal ones, such as ploughing and planting) and where each takes place.

Activity	Women/girls	Men/boys
<b>Productive activities</b> <ul style="list-style-type: none"> <li>planting, weeding and harvesting</li> <li>ploughing fields</li> <li>large stock raising</li> </ul>	X	X X X
<b>Reproductive or household activities</b> <ul style="list-style-type: none"> <li>cooking</li> <li>collecting firewood</li> </ul>	X X	
<b>Community management activities (social/political/religious)</b> <ul style="list-style-type: none"> <li>political activities</li> <li>arranging for weddings/funerals</li> <li>etc.</li> </ul>	X	X

**Exercise 2:** Identify assets (human, natural, social and financial) and list them, then state who has (a) **access to** or (b) **control over** the same assets. This exercise assesses the relative power of community members.

This is a brief example:

ASSETS		
	Women	Men
<b>Land</b>	Access	Access/Control
<b>Equipment</b>	Access	Access/Control
<b>Productive labour</b>	Access/Control	Access/Control
<b>Reproductive labour</b>	Access/Control	Access
<b>Capital</b>	Access	Access/Control
<b>Education/training</b>	Access	Access/Control

Note that situations can differ from women to men and from women to women and men to men. For example, not all women have access to paid work, and when they do, they may not have control over their salaries. In the same way both women and men may have access to training through extension services but most of the extension staff (who are mainly male) may consult males and design support on that basis.

**Exercise 3:** The next step is to list the factors which influence the activities, access and control. These may be social, cultural or economic. Here are some examples:

- social acceptance of a certain gender division of labour (eg childcare is for women so they must stay in or near the home)
- social belief that men attend meetings – so they get education and training even if they are not doing the work
- cultural beliefs (eg that women must milk cows, or that women may not go near cattle)
- economic practice that only men apply for loans
- unemployment which leads to men becoming migrant workers.

**Exercise 4:** The next step is to develop an intervention. In setting project objectives, ensure that they relate to women's needs as identified in the analysis and by themselves.

Review the above 3 exercises and assess your project in the light of the results. For example, a key block to women's poverty may be their lack of access to cattle. If that cultural belief is seen to be changing, then the focus should be on giving women access to education and training on cattle rearing.

## 2.8.2 TRAINING EXERCISE: Problem Analysis Chart

**Objective:** To introduce participants to another technique for analysing gender-related problems.

**Time:** 1 hour

A **Problem Analysis Chart** can help participants to analyse the different components of a gender-related problem, which is helpful to identifying appropriate action to solve the problems. Here is a short example of how to use the chart:

### Problem Analysis Chart

Problem	Causes	Effects	Coping strategies	Recommended action
Lack of access to credit opportunities, therefore women remain poor/disadvantaged	Banks refuse to give credit to women	Cannot open business No motivation to improve situation	Depend on husband or relatives to take care of children and meet personal needs	Establishment of women's savings and credit union which can assemble capital and provide small loans to its members

Participants should divide up into small groups and identify a problem facing women in their own communities, and use the chart to analyse it. There may be more than one cause for the problem. Each cause which is identified should lead to a corresponding action. If the case cannot be addressed immediately, there may be an action which could minimise the **effect** of the problem in the meantime. Actions might also support women in their coping strategies.

Participants should discuss their results with the full group, which should make comments and recommendations.



### 2.8.3 TRAINING EXERCISE: Gender Needs Assessment

**Objective:** To apply the concept of gender needs in assessing the actual and potential impact of projects.

**Time:** 1 hour.

Actions which address strategic as well as practical gender needs will have more impact on gender equality in the long term. The **Moser Gender Needs Assessment** is a useful tool for identifying the different kinds of gender needs.

Explain to participants what practical and strategic gender needs are:

- **Practical gender needs:** Practical gender needs are linked to the needs of women and men in respect of daily life, unsatisfactory living conditions and lack of resources. They address practical, immediate necessities such as water, shelter, food, income and health care.
- **Strategic gender needs:** Strategic gender needs are long-term needs that relate to improving the position or status of women and men. They are less visible and more ideological in that they are about changing power structures and influencing attitudes and behaviour. Examples of strategic gender needs are: the abolition of the sexual division of labour; the co-sharing of domestic work and child care; the removal of institutionalised forms of discrimination relating to rights to own land or property, or access to credit; and freedom of choice over childbearing.

Ask participants which of the following meet practical gender needs, and which meet strategic gender needs. (The answer is the “x” in the box.)

Type of intervention	Practical gender need met	Strategic gender need met	Notes
<b>Location of nursery</b>			
in community	x		
mother's workplace	x		
father's workplace	x	x	The father will become more involved in child care
<b>Skill training</b>			
cooking cakes	x		
dressmaking	x		
carpentry	x	x	Challenges the gender division of labour
<b>Access to credit</b>			
allocated to household	x		
allocated to women	x	x	Develops women's economic independence

Ask the participants to give examples of projects they have worked on. Discuss whether the interventions were designed to meet practical or strategic gender needs.

This exercise is based on the ILO's OnLine Gender Learning & Information Module at <http://www.ilo.org/public/english/region/asro/mdtmanila/training/unit1/exgneeds.htm>



## 2.8.4 Another possible framework

Here is another framework that can be used to carry out gender analysis.

General gender questions to ask	Aspects to consider
<b>Roles and Responsibilities:</b> <ul style="list-style-type: none"> <li>● <b>What</b> do men and women do?</li> <li>● <b>Where</b> do men and women do what they do?</li> <li>● <b>When</b> do men and women do what they do? (Daily time use, seasonal time use)</li> </ul>	<ul style="list-style-type: none"> <li>● <b>Productive roles of men and women</b> (paid work, self-employment, and subsistence production)</li> <li>● <b>Reproductive roles of men and women</b> (domestic work, child care and care of the sick and elderly)</li> <li>● <b>Community participation/self-help activities of men and women</b> (voluntary work for the benefit of the community as a whole such as organising weddings, funerals)</li> <li>● <b>Community politics involvement of men and women</b> (decision-making/representation on behalf of the community as a whole)</li> </ul>
<b>Assets:</b> <ul style="list-style-type: none"> <li>● <b>What livelihood assets/opportunities</b> do men and women have access to?</li> <li>● <b>What constraints</b> do men and women face?</li> </ul>	<ul style="list-style-type: none"> <li>● <b>Human assets</b> – what services, health services, education etc do men and women have access to?</li> <li>● <b>Natural assets</b> – what natural resources do men and women have access to, or are able to contribute? Eg land, labour.</li> <li>● <b>Social assets</b> – what social support networks do men and women have access to?</li> <li>● <b>Financial assets</b> – what access and control do men and women have over capital, income, formal and informal sources of credit etc.</li> </ul>

<p><b>Power and Decision-making:</b></p> <ul style="list-style-type: none"> <li>● <b>What decision-making</b> do men and/or women <b>participate in</b>?</li> <li>● <b>What decision-making</b> do men and/or women usually <b>control</b> (ie able to actively influence decisions)</li> <li>● <b>What constraints</b> do men and women face?</li> </ul>	<ul style="list-style-type: none"> <li>● <b>Household level</b> - what level of control do men and women have in the decisions over household expenditure?</li> <li>● <b>Community level</b> – what level of control over community wide decision-making do men and women have eg decisions on the management of community water supplies</li> </ul>
<p><b>Needs, priorities and perspectives:</b></p> <ul style="list-style-type: none"> <li>● <b>What are</b> women’s and men’s <b>needs and priorities</b>?</li> <li>● <b>What perspectives</b> do they have on appropriate and sustainable ways of addressing their needs?</li> </ul>	<ul style="list-style-type: none"> <li>● What are the <b>“practical”</b> needs of women and men? These address practical, immediate necessities such as water, shelter, food, income and health care. For example, what needs do women have regarding water that differ from men?</li> <li>● What are the <b>“strategic”</b> gender needs (ie those requiring changes to existing gender roles and resources to create greater equality of opportunity and benefit?). An example is accepting women being employed as road builders (abolition of part of the sexual division of labour).</li> </ul> <p><b>Perspectives</b></p> <ul style="list-style-type: none"> <li>● What are the different perspectives of men and women on how projects are delivered – choice of technology, location, cost of services, systems of operation, management and maintenance?</li> </ul>

This table is based on an exercise developed by the UK Department for International Development (DFID), quoted in *Gender Mainstreaming in Civil Society Organisations*, NID, 2005

## 2.9 Developing a Gender Mainstreaming Strategy

Once participants are comfortable with tools for gender analysis, they are ready to move to the exercises on gender mainstreaming.

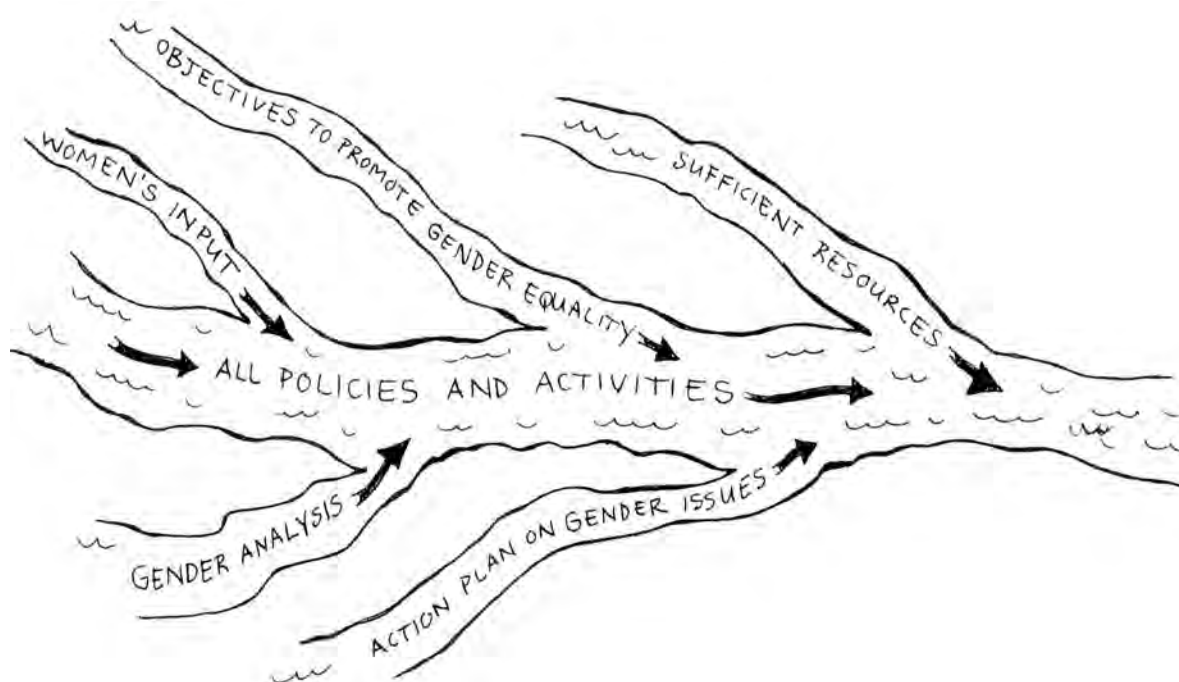
Gender mainstreaming is a strategy for gender equality; therefore each institution or organisation should aim to have a gender mainstreaming strategy and action plan. Once an organisation takes a decision to mainstream gender into its organisational culture, structure, projects and programmes, the following points must be borne in mind:

- Gender analysis and mainstreaming challenges the status quo – the existing power relations within an organisation – and therefore there is bound to be resistance to it. How to deal with resistance can be worked out – the important thing is to be prepared to deal with it.
- Organisations should be willing to build a critical mass of gender advocates who will help the organisation in shaping a better future for women and men.
- Gender equality should be evident in an organisation’s mission and vision statements, and in its policies and regulations. The organisation must also allocate adequate resources to bring about changes.
- Gender mainstreaming should result in a transformed organisation with changes in attitudes and behaviour, including a changed management style which is open to criticism. The transformed organisation should provide platforms for non-stereotyped roles and choices for women and men.

### 2.9.1 What is included in a Gender Mainstreaming Strategy?

A gender mainstreaming strategy includes the following:

- an assessment of the issue of gender inequality in the context of the organisation and its work
- a mission statement on mainstreaming gender equality to ensure that the whole organisation is clear about what is to be achieved
- an action plan in which the strategy will be applied to different parts of the organisation
- clearly identified and quantifiable goals and targets
- strategies for capacity building and implementation
- clear allocation of resources to achieve the objectives
- a division of roles and responsibilities (including senior staff, management, gender focal points, etc) for effective implementation, monitoring and evaluation.



### 2.9.2 Activities to formulate a Gender Mainstreaming Strategy

**Note:** It is important that all staff and relevant stakeholders are involved in discussions about gender mainstreaming in your organisation. Consult them through various means such as workshops, and departmental or individual consultative meetings. Conduct debriefing meetings to inform management and all staff of progress, and involve them in making crucial decisions at each stage.

1. **The first step is to carry out a GENDER SURVEY in your organisation.** This will help establish the starting point for your gender mainstreaming.

#### Carrying out a gender survey

Find out from the personnel office how many women and men are in the organisation.  
Find out if the organisation has gender-sensitive policies and procedures in place.  
Find out about the roles and responsibilities of men and women in your organisation and what problems they experience.

Present the findings for discussion.

2. **Then conduct a SWOT analysis.** SWOT stands for Strengths, Weaknesses, Opportunities and Threats. This refers to the internal strengths and weaknesses of the organisation, and the external threats and opportunities available for the gender mainstreaming strategy to succeed.

### SWOT Analysis

The objectives of a SWOT analysis are to highlight strengths and weaknesses and then devise strategies for making the most of the strengths/opportunities, whilst overcoming the weaknesses/threats.

Ask participants to consider gender mainstreaming.

What are the organisation's internal strengths in relation to gender mainstreaming?

What are its weaknesses?

What are the external (outside of the organisation) threats?

What are the external opportunities?

This can be done in small groups and their comments merged, or in the whole group if not more than 15 people.

Discuss the results. Prioritise actions based on this discussion.

3. **Apply one or more of the TOOLS FOR GENDER ANALYSIS** explained in section 2.8 above to specific problems which are identified during the gender audit or the SWOT analysis.
4. **Use this information to develop a GENDER MAINSTREAMING POLICY.** The policy will identify the **objectives** which your organisation wants to achieve to promote gender equality.

### Example of a Gender Mainstreaming Policy

**The ..... organisation will:**

- build capacity for institutionalisation of gender mainstreaming
- promote gender balance in all sectors
- ensure generation and dissemination of gender disaggregated data for gender responsive development planning
- influence changes in attitudes and behaviour to promote women's image, rights and equal access to resources, services and opportunities.

adapted from the **National Gender Mainstreaming Programme**

### Example of a Gender Mainstreaming Policy

**UNDP Corporate Gender Strategy**

- Develop capacities to integrate gender concerns in all practices and areas and in global, regional and country programmes
- Provide gender-responsive policy advisory services that promote gender equality and women's empowerment
- Support specific interventions that benefit women and scale up and expand innovative models such as those developed by UNIFEM.

See <http://www.undp.un.org/Operations/undp-operations-gender.htm>

5. Develop an **Action Plan** for implementing the Gender Mainstreaming Policy. This last step is crucial, because it identifies *who* is going to do *what*. Without action, there can be no change. The Action Plan should answer specific questions:
- Who will be directly responsible for which outputs/results?
  - Who will collaborate?
  - What is the time period?
  - What will be achieved at the end of the time period?
  - What are the benchmarks along the way (pointers that show the project is going to plan)?
  - Have adequate resources (time, staff, funds, equipment) been provided?

### Example of a Gender Mainstreaming Action Plan

Taken from the **Gender Mainstreaming Action Plan of the Directorate of Rural Water Supply (DRWS) October 2003**

Activities	By whom	When	Indicators for measuring success
1. Review & approve Gender Strategy	National Task Force & Director of DRWS	Before this financial year end	Gender Strategy approved with amendments & revised pamphlets produced
2. Appoint Gender Coordinator at HQ & Regional Gender Facilitators	DRWS	As above	Approved terms of reference & appointments made
3. Conduct gender analysis studies to assess the main problems faced by poor women and men in the rural water sector (pilot first, then nation wide)	National Task Force, Gender Coordinator and Regional Gender Facilitators	April-June 2004	Research plan drawn up including objectives, activities, sampling sites, training required
4. Conduct sub-divisional gender sensitisation meetings to inform and upgrade the skills of staff	Divisional Heads and Gender Coordinator	Ongoing	Plan drawn up to introduce the Gender Strategy & agenda for further meetings

There is also an example of a Gender Plan of Action by the Ministry of Defence/Namibian Defence Force in section 2.11.2 below.



### 2.9.3 TRAINING EXERCISE: Action plan

**Objective:** To learn how to develop a clear plan of action, to focus activities and allow for effective evaluation.

**Time:** 2 hours 30 minutes.

Here is an example of a clear and specific action plan. It is important to include clear statements of who will do what, and to identify who will provide the resources for the action (funding, trainers, materials, etc).

Objective	Action	Who?	When?	Resource Requirements	Indicators of success	End result
To empower women to take out loans	Training programme on how loans work, and on how to fill out loan applications	Name of person or institution	X workshops in X regions by X date	Funding for venue, materials, trainers, transport to workshop	Workshops valued highly by participants in evaluations.  Trainer assessment that participants are competent to apply for loans.	Women empowered with information.
Evaluation	X months later, check how many of the targeted women had successfully applied for loans.	Name of person or institution	Date evaluation will begin and end.	Funding for evaluation, including evaluator.	A significant percentage of women successfully applied for loans.	Woman empowered to take out loans, improve their businesses and financial situation.

Participants should divide up into small groups and make an action plan for an objective they want to achieve in their own communities. Participants should discuss their results with the full group, which should make comments and recommendations.





## Case study – Directorate of Rural Water Supply

The Directorate of Rural Water Supply undertook the process of developing a gender mainstreaming strategy. They took the following steps:

- establishment of a Task Force on gender for planning and feedback
- understanding the National Gender Policy to find out what it says about rural water and rural women
- field visits to selected regional offices of rural water supply for consultation with officers, communities and water point committee members
- workshops on the relevant issues, and on the development of a strategy document
- finalisation of the strategy document and presentation to management for approval

The outcome of this process was a Gender Strategy and a Gender Mainstreaming Action Plan for the Directorate.

**Example:** *With support from the Finnish Government the Directorate for Rural Water Supply developed a project to empower rural women because they are the primary users of water and natural resources. Many rural women prior to this project were not members of water point committees and were not part of the decision making processes. The Directorate wanted to find out what progress has been made since the project's inception. They conducted an evaluation of the ongoing programme to assess the status of rural women in three regions, Omaheke, Karas and Oshana. This evaluation showed that, following sensitisation workshops/meetings with most water point committees where women were encouraged to take up decision-making positions, rural women accounted for 35% of Chairperson positions*

## CHECKLIST FOR INTEGRATING GENDER MAINSTREAMING

1. Do you have a gender mainstreaming policy which covers the internal organisation and the projects, plans and activities of the organisation?
2. Have your organisation's staff and volunteers been inducted and trained on the gender policy, including the use of inclusive and non-sexist language?
3. Does the way your organisation is managed give fair and equal space and time to women and men?
4. Does your organisation have an affirmative action policy?
5. Does the organisation keep and evaluate records that monitor gender issues, such as staff records which clearly contain gender-based statistics?
6. Do you encourage men and women to gain vacant positions in your organisation through:
  - the phrasing of adverts and the variety of media in which they are placed?
  - gender balanced interviewing panels?
  - a minimum quota for women in the short-listing process?
7. Does your organisation adopt family-friendly practices in the workplace and in projects?
8. Have the necessary resources been made available for genuine gender mainstreaming to take place?
9. Has a clear methodology been used for creating and applying a gender mainstreaming strategy?
10. Has a monitoring body or mechanism been created to track the progress of the strategy?

**This checklist is adapted from Namibia Institute for Democracy (NID),  
Draft Gender Mainstreaming & Civil Society Organisations Educational and Training Booklet.**

## Engendering the project cycle

**A project is a set of activities defined to address a particular problem, for example, training rural women to set up their own businesses, over a set period of time. The project cycle is made up of the following stages, and in each stage a number of questions should be raised to ensure that concerns of women and men are taken into consideration:**

- **Project identification:** The problems that women and men face are identified. What are the differences and similarities?
- **Project design:** These problems are used to define objectives, indicators and activities. Does the project recognise the differences between women and men? Is the project addressing practical or strategic needs?
- **Project analysis:** The project document is analysed from various perspectives. Does it include women's and men's concerns and how? Will the project improve the productivity of women and men? Who will share in the project benefits? Whose access and control will be improved? Whose participation will be strengthened? Will the project empower women? Will it have impact on the workloads experienced by women?
- **Project approval:** The project is approved and financial commitments made. It is important to assess who sits on the review/approval committee and how much is allocated for women's and men's activities.
- **Project implementation and monitoring:** Who are the implementing agencies? Are women's and men's organisations involved or given responsibilities? How will the community members who are targeted by the project participate in monitoring? Are the indicators gender-sensitive?
- **Project evaluation:** Who evaluates the project? Are women/gender specialists involved in the evaluation mission and how?

## 2.10 Key challenges for gender mainstreaming

The following are some of key challenges which must be overcome for effective gender mainstreaming:

- Political commitment exists, but progress may be slowed down by negative attitudes (lack of gender awareness and lack of support for gender mainstreaming), often within top management.
- The job descriptions of the Gender Focal Points should be made official and institutionalised.
- Goodwill to improve the gender situation may be wasted without clear gender mainstreaming strategies.
- Appropriate action may not be identified because of the lack of gender analysis knowledge or skills.
- Gender analysis may be weak because of the lack of gender disaggregated data and planning capacity.
- Programme interventions can be hampered by lack of resources and inadequate attention being given to monitoring and impact evaluation.
- There may be resource constraints, such as lack of adequate finance for the desired actions or for the necessary capacity building, or a shortage of experts to back up the process.

The following are some potential pitfalls to be avoided:

- **The problem of “policy evaporation”.** All too often, gender mainstreaming policies “evaporate” before implementation, and remain paper commitments only. Policies ***must include action plans*** with clear procedures and targets as well as designated roles and responsibilities for promotion, implementation and monitoring. These must be based on a clear and realistic analysis and understanding of the organisation, including its decision-making structures, incentive systems, planning routines and history with respect to gender equality.
- **The process is as important as the product.** The value of a gender mainstreaming policy lies at least as much in its formulation as in its existence. The formulation of a mainstreaming policy is a golden opportunity to involve as many staff and (where appropriate) stakeholders external to the organisation as possible. This process promotes widespread “ownership” of the policy; enhances understanding and commitment to gender equality issues; ensures that the policy “fits” with the organisational culture, structures and procedures; and substantially increases the chance that the policy will be implemented. In this context:
  - Mainstreaming policies from other similar organisations can be used for ideas and inspiration, but should never be copied or used as blueprints
  - External consultants may have a useful role to play in *facilitating* a consultation and policy development process, but should never be recruited to *write* a mainstreaming policy.
- **Practice what you preach.** Gender equality in the workplace and gender equality in service delivery are inextricably linked. Agency credibility in presenting a gender equality policy relating to service delivery is assisted if the policy is reflected in or includes measures to promote gender equality in internal staffing and practice.

Source: Department for International Development, UK (DFID), *Mainstreaming: Policy and Legislation, 1999*.

## Considerations for Gender Mainstreaming in Government

- **Fact finding missions:** Ensure that someone with gender knowledge and skills is part of the team.
- **Make terms of reference** for consultants or technical advisors gender-sensitive.
- **Training programmes:** Ensure that training budgets include some days for gender sensitisation and/or skills development in gender analysis.
- **Organisation meetings:** Put gender on the agenda. Share information on gender training, share insights in gender analysis, collect materials and discuss their usefulness to your work.
- **Interagency/ministerial meetings:** Share with colleagues what you have learnt in gender analysis workshops, facilitate joint project planning and information sharing programmes (eg arranging field trips to monitor and analyse gender issues together).
- **Remind management** of their regional and international commitments on gender equality in a non-confrontational manner and brief them regularly on progress of the gender mainstreaming process.
- **Mid-term review meetings with National Planning Commission and Government:** Ensure that gender concerns are included in the review indicators and insist on gender disaggregated data analysis. The process can be enhanced by providing or showcasing success stories of other government departments who have already gone through the mainstreaming process (eg the case study of the gender strategy for the rural water sector).
- **Use monitoring and evaluation** sessions to redefine project objectives, activities and outputs to be gender-sensitive.

## 2.11 Case studies

### 2.11.1 UNDP Namibia: beginning the gender mainstreaming project

#### “Gender becoming the country office buzz word”

“Conscious of the need to build capacities for gender mainstreaming, UNDP in April 2005 launched a corporate gender capacity-building project, inviting country offices to submit proposals for funding. UNDP Namibia was selected as one of the country offices to benefit from funds under the project. The proposal submitted by the country office focused on extensive training for all staff as well as UN and external partners. The proposal also highlighted the importance of formulating a country office gender mainstreaming strategy and action plan to provide the office with a framework for gender mainstreaming. Country office staff were involved already during the drafting of the proposal to ensure staff ownership of and interest in the process and that their needs were catered for to as great an extent as possible. It was also decided that gender equality would be integrated as a learning target for all staff and that staff completing training sessions should be awarded with certificates for their time and commitment.

Conscious of the limited timeframe for implementation, the country office then embarked on an intensive preparation and implementation process.

The first major activity, the **gender sensitisation training**, which took place in Windhoek on 18-26 July 2005, was successful. It was attended by most staff (programme and operations), gender focal points of other UN agencies and project staff from line ministries and civil society organisations. The two-day training for three separate groups included an introduction to gender concepts and tools and gave participants a good foundation for the process to come. Feedback from participants was very positive and gender issues became a topic discussed in the office corridors.

The sensitisation training was followed by a 6-day **gender mainstreaming training**. Again, all staff as well as partners were invited to the training which started with a one-day introduction to gender mainstreaming concepts after which operations and programme split into separate groups for the hands-on exercises including gender mainstreaming into all practical areas and the use of gender mainstreaming tools and frameworks appropriate for these.

Training staff of different working backgrounds and with different levels of knowledge of gender and gender mainstreaming was a challenge. The success of the training was ensured by careful planning and very practical, hands-on training sessions relevant to staff members' work.

The capacity building project is time-bound but the country office's commitment to gender mainstreaming isn't. In order to make gender mainstreaming a priority also in the future, the country office is formulating a **gender mainstreaming strategy and action plan** covering all programmatic areas as well as internal aspects of the organisation. The on-going formulation of the strategy is a highly participatory process with input from all staff on their opinions about gender issues and the manner in which the office addresses them.

The need for knowledge in **gender budgeting** has been highlighted in the office due to the support provided to national counterparts in this area. The capacity building project will therefore include a gender budgeting training scheduled for November 2005. The training will include project partners from the Ministry of Gender Equality and Child Welfare as well as key partners from other line ministries.

The final activity under the capacity building project will be that of drafting a **guide summarising the experiences and lessons learned from the exercise**. The aim of the guide, which will be shared by partners both in-country and outside Namibia, is to share information with partners embarking on a similar exercise.”

## 2.11.2 Ministry of Defence (MOD) and Namibian Defence Force (NDF) Gender Plan of Action 2001-2005

The following is taken from the MOD/NDF Gender Plan of Action, 2001-2005. This is being reviewed as of June 2006.

The Ministry of Women Affairs and Child Welfare, through the Act of Parliament adopted a National Gender Policy which requires all state departments and agencies to implement this policy. The MOD and NDF are under obligation to draw up a strategy on how to mainstream gender within their structure.

The MOD through its Gender Desk organised a series of workshops for MOD/NDF personnel for gender sensitisation and mainstreaming activities. A Plan of Action was produced which defined a set of strategic objectives designed to cut across all MOD Departments and NDF Formations and Units. Gender equality is a fundamental human right for all Namibian citizens and uniformed personnel are no exception.

The following Vision and Areas of Concern were identified:

**Vision** – eradicate Gender imbalances within the MOD/NDF. (The workshop participants strongly recommended a target date of 2010 be set to achieve at least 50% representation of women at Management Cadre level of both MOD and NDF.)

### Areas of Concern –

- 1 Representation of Women at Decision-Making Bodies
- 2 Education and Training
- 3 Equal Opportunities
- 4 Women Empowerment

### Extract from Plan of Action

Policy Area	Objectives	Strategy	Activities	Time frame	Cost & Constraints	Opportunities	Actors	Monitoring & Evaluation
Representation of women at decision-making level.	By 2005 we achieve 20% of women at Management Cadre Level	<ul style="list-style-type: none"> <li>• Sensitise all policies and plans</li> <li>• Implement Affirmative Action</li> </ul>	<ul style="list-style-type: none"> <li>• Provision for the promotion of females to Management Cadre Level</li> <li>• Train women to build up their management &amp; leadership skills</li> <li>• Potential candidates understudy earmarked positions</li> </ul>	Train about 25% female members in each unit by 2005	<ul style="list-style-type: none"> <li>• Budget provision for Gender Mainstreaming at the Ministerial Level</li> <li>• Lack of gender structures within the units.</li> </ul>	<ul style="list-style-type: none"> <li>• Vacancies available</li> <li>• Internal transferences</li> <li>• Promotion and posting</li> </ul>	Hon Min PS CDF SMC Unit Comdrs MOD Gender Focal Point	<ul style="list-style-type: none"> <li>• Commanders at all levels</li> <li>• Regular reports for progress, setbacks &amp; feedback.</li> <li>• Establishment of evaluation team within and outside the unit.</li> </ul>
Empowerment	Eradicate self-inferior complex among service women by 50% by 2005	<ul style="list-style-type: none"> <li>• Capacity building</li> <li>• Create opportunities for self development</li> </ul>	<ul style="list-style-type: none"> <li>• Organise gender awareness dialogue, direct consultation, workshops on empowerment, leadership, negotiations and advocacy.</li> <li>• Train women to build up their Management &amp; Leadership Skills.</li> <li>• Increase awareness of cultural practices that stop women from taking up leadership positions.</li> </ul>	2001 – 2003  2005	<ul style="list-style-type: none"> <li>• Military Traditions and Cultural practices</li> <li>• Lack of empowerment approach</li> </ul>	<ul style="list-style-type: none"> <li>• Promotions and transferences.</li> <li>• Gender Focal Point Meetings</li> </ul>	Hon Min PS CDF Comanders at all levels Gender Reps	All levels of command to produce yearly report on progress made on gender empowerment.

## 2.12 RESOURCES

### Publications:

- Ministry of Gender Equality and Child Welfare, *National Gender Policy*, 1997. (See contact details below.)
- Ministry of Gender Equality and Child Welfare, *National Gender Mainstreaming Plan*, 1998-2003. (See contact details below.)
- Namibia Institute for Democracy (NID), *Gender Mainstreaming & Civil Society Organisations – Educational and Training Booklet*, 2005. Available from:

#### **Namibia Institute for Democracy (NID)**

29 Feld Street, Windhoek

PO Box 11956, Klein Windhoek

Tel: 061 229 117 / Fax: 061 229 119

Email: [nid@nid.org.na](mailto:nid@nid.org.na)

Website: [www.nid.org.na](http://www.nid.org.na)

- *Oxfam Gender Training Manual*. This manual contains a number of training modules on analytical frameworks, plus many other useful training modules.  
See [www.oxfam.org.uk/publications](http://www.oxfam.org.uk/publications).

### Key organisations:

- **Ministry of Gender Equality and Child Welfare** has offices in all regions. Staff can provide advice and training.

#### **Ministry of Gender Equality and Child Welfare**

Juvenis Building, Independence Avenue

Private Bag 13359 Windhoek

Tel: 061 283 3111 / Fax: 061 238 941

E-mail: [genderequality@mgecw.gov.na](mailto:genderequality@mgecw.gov.na)

- **FAWENA (The Forum for African Women Educationalists in Namibia)** is the Namibian chapter of regional NGO, FAWE. Its programmes focus on empowerment activities for the girl child. FAWENA also provides gender sensitisation training for teachers.

#### **FAWENA**

c/o Ministry of Education

Government Office Park

Luther Street

Windhoek

Tel: 061 293 3143

E-mail: [fawena@mec.gov.na](mailto:fawena@mec.gov.na)

- **University of Namibia (UNAM)** conducts research and provides training, education and information.

#### **UNAM**

Gender Training & Research Unit, Multi-Disciplinary Research Centre; and Faculty of Medical and Health Science – Gender Issues

Windhoek Campus

Mandume Ndemufayo Avenue

Pionerspark

Private Bag 13301 Windhoek

Tel: 061 206 3111

- **UNDP** is drafting a guide to its own gender mainstreaming process as of May 2006.

**UNDP**

Sanlam Centre

Independence Avenue

Private Bag 133290, Windhoek

Windhoek

Tel: 061 204 6111

Fax: 061 204 6203

E-mail: [fo.nam@undp.org](mailto:fo.nam@undp.org)





# Module 3

## GENDER, POVERTY AND RURAL DEVELOPMENT

### 3.1 Objective of the module

- To equip participants with knowledge and skills, and to enable them to address both strategic and practical needs in order to reduce poverty and promote sustainable development.

- **Practical gender needs:** Practical gender needs are linked to the needs of women and men in respect of daily life, unsatisfactory living conditions and lack of resources. They address practical, immediate necessities such as income, water, shelter, food and health care.
- **Strategic gender needs:** Strategic gender needs are long-term needs that relate to improving the position or status of women and men. They are less visible and more ideological, in that they are about changing power structures and influencing attitudes and behaviour. Examples include the abolition of the sexual division of labour and the removal of institutionalised forms of discrimination relating to rights to own land or property.

### 3.2 Target groups

- Farmers (men and women)
- Extension workers
- Committee members – conservancies, villages, water etc
- Gender Focal Points
- Youth
- Politicians
- Schools and other learning institutions.

### 3.3 What is poverty?

The National Planning Commission defines poverty based on food consumption – a household is defined as poor if 60% of its income is spent on food and extremely poor if it spends 80% of its income on food.

The conventional meaning of poverty has been seen to be largely “consumption and income poverty” – that is, a lack of income and thus a lack of means to consume goods and services. This approach restricts the gender analysis of

poverty because even if women and men have similar incomes, their experiences in terms of poverty can be vastly different, based on their different responsibilities and capabilities in the context of consumption patterns.

In recent years, the definition of poverty has been expanded and reshaped as “human poverty”. Human poverty refers to the denial of opportunities and choices or capabilities for living a tolerable life. This definition facilitates a better appreciation of the way in which gender affects poverty as it includes issues such as poverty of decision-making power, poverty of time, poverty of means of self-determination. All of these are influenced by one’s gender.

### 3.3.1 TRAINING EXERCISE: What is poverty?

**OBJECTIVE:** To give participants the opportunity to reflect on what poverty means for them.

**TIME:** 1 hour.

Ask participants to write down on a card “what poverty mean to me”. Stick the cards up on a flip chart and ask everyone to look at the responses. Are all the responses in terms of income and spending power, or did some participants identify other types of poverty? Are any of the responses gender-related, eg “poverty of decision-making in relation to when to have sex”? Remind participants about the concept of human poverty described above.

You may want to use some of the following quotes to show how different people perceive poverty:

*Don’t ask me what poverty is because you have met it outside my house. Look at the holes and count the number of holes. Look at my utensils and the clothes that I am wearing. Look at everything and write what you see. What you see is poverty. Kenya, 1997*

*Poverty is humiliation, the sense of being dependent and being forced to accept rudeness, and indifference when we seek help. Latvia 1998*

*If you are hungry you will always be hungry, if you are poor you will always be poor. Vietnam 1999.*

*Poverty is inherited. If you were born poor to a poor father he cannot educate you and cannot give you land, or very little land of poor quality; every generation gets poorer. Uganda 1998*

*We may be poor in material things, but we are rich in the eyes of God. Kenya 1996*

*I think poverty is something that begins at birth. Some people are unlucky from the day they are born. They will go anywhere in the world. Brazil 1995*

## EXAMPLES

### Methods to explore how the poor perceive poverty

There are several methods that have been used to explore how the poor perceive poverty. The World Bank conducted participatory assessments in Zambia and Burkina Faso using these methods which the facilitator can adopt to the local situation:

1. **Wealth-ranking technique:** Villagers in Zambia were asked to sort a stack of cards, each labeled with the name of a head of household, into piles according to the relative wealth of the households, using any criteria of wealth they wished.

*Findings:* Participants identified wealthy households as those with the biggest fields, enough money to dress well and give to the poor. Those identified as being poor were mainly female-headed households, people living by themselves, or those dependent on relatives or neighbours for their daily needs.

Ranking exercises are good for facilitating frank group discussions on poverty, especially among groups for whom poverty as a topic is sensitive and difficult.

2. **Point-and-shoot technique:** This was carried out in Burkina Faso and it involved lending 'point-and-shoot' cameras to representatives of communities. The representatives comprised men, women and children who had never used a camera before.

The representatives then took pictures of what they thought constituted poverty in their communities. The films were then developed locally and the prints distributed for discussion by the communities involved. The prints were later shared with some of the country's senior policymakers.

### 3.3.2 TRAINING EXERCISE: Brainstorm on poverty

**Objective:** To understand the causes of poverty.

**Time:** 1 hour.

Ask the participants to brainstorm the causes of poverty in their own community. They may make some of the following points:

- **Outward migration to urban areas** has created many female-headed households. This leads to a shortage of adult labour.
- **Female-headed households** account for 42.9% of rural households. They support more dependants and are also more prone to malnutrition.
- **Rising unemployment** translates into reduced funds and cash income within households.
- **A declining natural resource base**, which is due to drought, erosion, deforestation and increasing population pressure in the country, limits productive capacity.
- **Unsustainable farming practices** are utilised, especially due to a lack/absence of alternatives. Note that even in times when the agricultural production is good, it is still inadequate to meet the basic food needs for Namibians.
- **A lack or a low level of education and technical skills** limits many people's possibility of being gainfully employed. Most persons in this category have to rely on casual employment in low status jobs. This means that their income is low and rarely sufficient to support them and their families.
- The **HIV/AIDS** pandemic has deprived many children of their parents, and impoverished communities through the loss of wage earners and labour.

## 3.4 Why is gender, poverty and rural development important?

According to the National Gender Policy, about two-thirds of all Namibians live in conditions of poverty, with women being disproportionately represented amongst the poor. The gender disparities in economic power-sharing between the different cultural groups and different sexes have contributed to the poverty of women. In order to eradicate poverty and achieve sustainable development, all women and men, regardless of their status, must participate fully and equally in the formulation of economic and social policies and strategic planning.

**Feminisation of poverty:** This term refers to the fact that women have a higher incidence of poverty, that women's poverty is usually more severe than that of men and that greater poverty among women is particularly associated with the rising rates of female-headed households. Feminisation of poverty has been associated with the absence of economic opportunities for women and women's lack of access to and control of economic resources.

The Beijing Platform for Action gives an international overview of the intersection of gender and poverty:

More than 1 billion people in the world today, the great majority of whom are women, live in unacceptable conditions of poverty, mostly in the developing countries. Poverty has various causes, including structural ones.

Poverty is a complex, multidimensional problem, with origins in both the national and international domains. The globalisation of the world's economy and the deepening interdependence among nations present challenges and opportunities for sustained economic growth and development, as well as risks and uncertainties for the future of the world economy. The uncertain global economic climate has been accompanied by economic restructuring as well as, in a certain number of countries, persistent, unmanageable levels of external debt and structural adjustment programmes.

In addition, all types of conflict, displacement of people and environmental degradation have undermined the capacity of Governments to meet the basic needs of their populations.

Transformations in the world economy are profoundly changing the parameters of social development in all countries.

One significant trend has been the increased poverty of women, the extent of which varies from region to region. The gender disparities in economic power-sharing are also an important contributing factor to the poverty of women. Migration and consequent changes in family structures have placed additional burdens on women, especially those who provide for several dependants.

Macroeconomic policies need rethinking and reformulation to address such trends. These policies focus almost exclusively on the formal sector. They also tend to impede the initiatives of women and fail to consider the differential impact on women and men. The application of gender analysis to a wide range of policies and programmes is therefore critical to poverty reduction strategies. In order to eradicate poverty and achieve sustainable development, women and men must participate fully and equally in the formulation of macroeconomic and social policies and strategies for the eradication of poverty.

The eradication of poverty cannot be accomplished through anti-poverty programmes alone but will require democratic participation and changes in economic structures in order to ensure access for all women to resources, opportunities and public services.

## **ARE PEOPLE IN NAMIBIA GETTING RICHER OR POORER?**

Research on household income and expenditure shows that during the ten years from 1993/94 to 2003/04, the number of poor households in Namibia has fallen, and the gap between rich and poor has closed. According to the preliminary data from the latest survey, the number of poor households in Namibia (those which spend more than 60% of their income on food) has dropped from 38% to 28%. The number of severely poor households (those which spend more than 80% of their income on food) has fallen from just under 9% to just under 4%.

The gap between rich and poor in a country is measured internationally by a number called the Gini coefficient. This is a scale that ranges from 0 (perfectly equal) to 1 (totally unequal), meaning that a low score is desirable. Namibia's score was 0.7 in 1993/94, and appears to have now fallen to 0.6. This is extremely dramatic in international terms.

These changes have baffled local economists. Job creation in formal employment is stagnant at best, and the rate of unemployment has actually risen over the ten years in question. Government pensions have not risen sufficiently to account for the change. Some say that the earlier survey might have overestimated poverty to begin with, because people may have been reluctant to disclose their income fully to officials, especially so soon after independence. Others say that informal employment, which is hard to capture accurately in surveys, may be the hidden factor.

Another theory is that urban poverty in Namibia is not well captured by the international measures of poverty, because urban dwellers who have to spend money on rent, transport, water and electricity may go hungry even if the percentage of income that they spend on food does not fit the percentages used to describe poverty.

It may be that the poorest people in Namibia are simply, as the statistics suggest, less poor than in the past.

summarised from “A statistical mystery”, *Insight magazine*, May 2006.

## 3.5 The effects of poverty

The Beijing Platform for Action (1995) includes the following statement about the effects of poverty: “Poverty has various manifestations, including lack of income and productive resources sufficient to ensure a sustainable livelihood; hunger and malnutrition; ill health; limited or lack of access to education and other basic services; increasing morbidity and mortality from illness; homelessness and inadequate housing; unsafe environments; and social discrimination and exclusion. It is also characterised by lack of participation in decision-making and in civil, social and cultural life... While poverty affects households as a whole, because of the gender division of labour and responsibilities for household welfare, women bear a disproportionate burden, attempting to manage household consumption and production under conditions of increasing scarcity. Poverty is particularly acute for women living in rural households.”

### 3.5.1 TRAINING EXERCISE: The impact of poverty on women and men

**Objective:** To understand the gender dimensions of poverty.

**Time:** 1 hour

Split the participants into groups. Give each group a sheet of paper. Ask the groups to think about ways that poverty affects men and women differently. They should list the ways in which poverty affects women in one column and the way poverty affects men in another column, then share their lists with the whole group. The facilitator can combine all the ideas into a large list on a flip chart. Give participants an opportunity to discuss the items in each column, and to debate whether or not they are true for Namibia. Here are a few examples of the many items which might be included on the lists:

- Sons may be favoured over daughters when there are limited family resources for things like food and school fees. This can affect girls’ health and opportunities for girls.
- Women are often expected to assume responsibility for “making ends meet” in situations of crisis, meaning that they must combine work in formal or informal sectors with an unequal division of household labour. This “time poverty” can in turn have consequences for their personal health and development.
- International research shows that women are more likely than men to spend money on children. Men are sometimes socialised to feel that it is their responsibility to ‘provide’ for the family. Poverty can cause them to feel less ‘masculine’ and disempowered. They may consequently seek affirmation of their masculinity in other ways, such as irresponsible sexual behaviour or domestic violence.

There have been reports of physical and financial abuse against elderly women in cases where large numbers of dependants rely on the old age pension. Elderly women are often more vulnerable to this kind of abuse than elderly men.





### 3.5.2 How do men and women respond to poverty?

Consider the survival strategies that women and men tend to adopt to deal with poverty:

#### Women

- Migration/urbanisation
- Employment in informal sector
- Prostitution/exchange of sex for financial security
- Early marriages and child bearing

#### Men

- Migration/urbanisation
- Employment, possibly casual or seasonal
- Violence, stemming from frustration or feelings of powerlessness

### 3.5.3 TRAINING EXERCISE: Responses to poverty by women and men

**Objective:** To understand women's and men's coping strategies for poverty.

**Time:** 1 hour.

Ask participants to discuss the gender implications of the following article. What factors might make men turn to theft and women to prostitution?

#### Theft, prostitution on rise as hunger bites

**HARARE** – Theft, prostitution and child labour are some of the means hunger-stricken communities in Zimbabwe are using to cope with the effects of drought and food shortages, according to a recent United Nations report.

A humanitarian situation report published this week by the UN relief and recovery unit in Harare and the Famine Early Warning Systems Network cited a UN report which identified several 'coping mechanisms' that people are resorting to, to ensure personal survival.

"Stealing is one of the coping strategies by people in both rural and urban areas," said the report, adding that the thieves' main targets are grain and stock.

Hunger has also forced villagers to poach wild animals, particularly in newly resettled farms, while others take to prostitution.

"Prostitution has generally increased in urban areas and growth points (rural service centres)," said the report.

A drought, the worst in a decade in southern Africa, coupled with two years of con-

troversial government-led land reforms, have plunged Zimbabwe into an increasingly dire humanitarian situation, experts say.

Young children who should be going to school are forced to work either as traders or in illegal gold-panning activities in rivers to try to make ends meet for their families.



“Young children in both rural and urban areas are being used as part of the survival system. They are sent selling a variety of goods,” said the report.

The report said some Zimbabweans have been “seeking relief from food insecurity and economic stress beyond their borders”, with

many leaving the country to do menial jobs in neighbouring countries or further afield.

“Remittances from relatives working outside the country form an important aspect of the survival strategies,” it said...

*The Namibian, 12 July 2002*

### 3.5.4 TRAINING EXERCISE: Women’s practical and strategic needs

**Objective:** To enable participants to analyse women’s practical and strategic needs in terms of poverty.

**Time:** 1 hour.

Remind participants of the definitions of women’s practical and strategic needs. Ask participants to describe what women’s practical and strategic needs are in their community in relation to poverty. Write the responses up in two columns (one for practical need and one for strategic needs) and see if everyone agrees about the placement of the needs which have been identified. Encourage group discussion where there is disagreement.

### 3.5.5 TRAINING EXERCISE: Gender dimensions of poverty reduction strategies

**Objective:** To assist participants to critically analyse proposals aimed at reducing poverty.

**Time:** 1 hour 30 minutes.

Ask participants to brainstorm some ways of reducing poverty. Split them into groups and ask them to discuss the following questions for each idea:

- How would this help female-headed households?
- How would this help a grandmother looking after grandchildren?
- How would this help an unemployed school dropout?
- What other gender implications could there be?

You can use the proposal for a Basic Income Grant (below) as one of the ideas.

### Basic Income Grant (BIG)

There is a proposal under discussion in Namibia for a Basic Income Grant (BIG). (Be sure that participants understand that – as of June 2006 – this is just an idea being put forward by some groups in Namibia.) The BIG would be a monthly cash grant (eg N\$100) that would be paid by the state to every Namibian citizen regardless of age or income. In the case of children under age 18, the child’s the care-giver would receive the grant on behalf of the child. In practice that means if there are 6 people living in a household and the level of grant is set at N\$100, this household in total would receive N\$600 per month from the state. Any money paid to people who are not really in need would be re-collected through the tax system. The main benefit of the grant is its ability to improve everyone’s life by reducing poverty and inequality. Everybody would at least get some money to support him/herself. In addition, a BIG should redistribute income from the rich to the poor people in Namibia and by doing so make Namibia a more just and equal society.



### 3.5.6 TRAINING EXERCISE: Budgeting

**Optional additional exercise:** If you are training participants from a poor community with little education, you can assist them with budgeting skills by carrying out the following additional exercise.

**Objective:** To give participants experience in managing a budget.

**Time:** 1 hour.

Refer to Training Exercise 3.5.4 above (on the gender dimensions of poverty reduction strategies). Split the participants into groups. They should imagine that they are a grandmother, Lucia, who earns a pension of N\$370 pm. Lucia looks after 3 of her grandchildren. Her daughter sends her N\$130 pm to help. Lucia's monthly income is therefore N\$500. Decide how she should budget for the following items:

- rent
- water and electricity
- food
- clothing
- school fees
- school uniforms
- health care.

Discuss the results.

## 3.6 What is rural development?

There are many urban women and men living in poverty. But poverty in rural areas requires special attention because of the stagnation of rural development in many countries.

Rural development refers to the process of improving the socio-economic and political aspects of rural communities. It is a development strategy that has a bias for improving agriculture and other informal occupations which are common in rural areas.

### 3.6.1 Why is poverty worse in rural areas?

Vision 2030 explains some of the reasons why poverty is worse in rural areas:

- Commercial farms occupying 44% of Namibia's land are owned by just over 4000 farmers, while communal land – which is often of poorer quality and less developed – occupies 41% of Namibia's land and supports 95% of the nation's farming population.
- In rural areas, the main source of income is subsistence farming (51%), compared to cash wages as the source of 27% of income with business accounting for only 5%. In urban areas this pattern is reversed, with subsistence farming accounting for only 2% of income, compared to cash wages at 77% and business at 8%. Self-employment in rural areas is constrained by lack of access to credit, technical and management services. Private sector investment in rural areas is minimal.
- Rural populations are more disadvantaged in terms of income, education, health care, electricity provision, water and sanitation supply and employment opportunities. The gap in rural-urban income and living standards encourages rural-urban migration.
- Food insecurity is a situation where households cannot provide enough food to ensure that all of their members can stay healthy. It can be a temporary or a chronic problem. Rural households are particularly vulnerable to food insecurity as a result of variable

rainfall, cycles of drought, environmental degradation and lack of cash income which can be used to supplement subsistence agriculture. About 49% of rural households suffer from food insecurity, as opposed to about 16% of urban households.

### **3.7 Gender dimensions of rural poverty**

Rural poverty has a disproportionate impact on women. For example, according to Vision 2030, 44% of female-headed households depend on subsistence agriculture and 28% rely on wage employment, while only 29% of male-headed households depend on subsistence farming and 50% rely on wage employment. Female-headed households are more vulnerable to food insecurity than male-headed households.

Lower living standards in rural areas can have a disproportionate impact on women. For example, according to Namibia's 2000 Demographic and Health Survey, 95% of households in urban areas have access to safe drinking water within 15 minutes during the rainy season, as compared to 68% of rural households. During the dry season, the difference widens, with only 48% of rural households being able to get water within 15 minutes from home. This is just one example of a disparity which has a particular impact on women's workloads.

Another example relates to the collection of wood by women for use as fuel. Only 37% of Namibian households had electricity in 2000 – 73% of households in urban areas as compared to only 13% of households in rural areas. The pace of electrification is more rapid in rural areas, in an attempt to narrow this gap, but 86% of rural households in 2000 still had to rely on wood as the main fuel for cooking.

#### **3.7.1 Division of labour by gender**

The Food and Agricultural Organisation points out that rural labour falls disproportionately on women throughout Africa. While the gender division of labour in rural areas differs from country to country, and even within the same country, some generalisations can be made.

- Women are almost exclusively responsible for domestic tasks, including food processing, cooking, cleaning, child care, water and wood collection.
- Women are involved in both domestic and productive activities. This means that they frequently work longer hours than men.
- In many countries, women are generally responsible for the production of food crops, while men are responsible for cash crops or work in formal employment.
- Particular agricultural tasks tend to be dominated by women, including weeding, harvesting, transportation, processing and storage.
- In many countries women tend to be responsible for small stock, while men are responsible for larger animals such as cattle.
- In some countries where fishing is part of the rural economy, women are confined to processing and marketing, although there are countries where women take part in all aspects of fishing, or even dominate certain types of fishing.

Many of these gender-based divisions of labour affect women's access to cash income, as well as their status within the family and the community.

#### **3.7.2 Rural women's access to agricultural resources and services**

One key factor in the position of rural women is their lack of equal access to agricultural resources and services.

**Land:**

The rights to households for crop production, grazing and access to common pasteurage is granted by traditional authorities in most communal areas. Women within these settings usually gain indirect access to land use through men as wives, daughters and sisters. The security of tenure they have over this land is vague in practice, due to the discriminatory marriage customs and inheritance systems in most communities. The **Communal Land Reform Act 5 of 2002** says that widows may continue to occupy the land allocated to their husbands, even if they re-marry after their husband's death. But there are still social and cultural barriers to the implementation of this legal provision. For example, a woman who is perceived as receiving some financial benefit from her husband's death may be accused of causing his death by witchcraft.

**Livestock:**

Female-headed households normally own fewer livestock and are more likely to own no cattle at all. They therefore have less access to food, income from the sale of animals, meat and by-products, dung for fertiliser, draught power and social and cultural status. In other households, decision-making power over cattle often lies with male members of the family. Women in some communities are beginning to brand livestock which belongs to them, to increase their ability to control this asset.

**CASE STUDY/DISCUSSION ON A DEVELOPMENT PROJECT****Northern Regions Livestock Development Project (NOLIDEP)**

This project was set up with the objective of promoting economic advancement through development of semi-commercial range management schemes in targeted communities in the regions of Kunene, Okavango, Caprivi, Omusati, Oshana, Oshikoto and Ohangwena. The beneficiaries were households within these communities that were identified as most vulnerable to food security, water shortages and rangeland degradation.

The original objective was later refined, with the new objective being to improve the economic and social well-being of the rural population in the Northern Communal Areas by promoting increased livestock production and greater productivity and ensuring development of a sustainable range management system with more equitable distribution of assets and resources.

Ask participants to discuss the differences between the first and second objectives. Why do they think the objective was redefined and what can they learn from this?

Poor livestock performance has been blamed on the ineffectiveness of the technical extension system. This resulted from shortages of qualified field personnel, transport, support facilities and adequate extension packages. There was also a lack of resources for recruitment of professional staff that prevented the Ministry of Agriculture, Water and Rural Development from operating effectively.

This project included several forms of capacity-building. Agricultural extension technicians participated in a study tour. Staff from the Directorate of Extension and Engineering were trained in financial control and use of computers. In-service training in farming systems and range resource management, community empowerment and gender awareness was provided to ministry staff. Staff training included a workshop on water point development, nursery management and poultry farming. There was also a study on animal traction in South Africa and Zimbabwe. Two of the staff were supported in first degree studies.

Farmer to farmer study tours were also organised with training in improved animal health and breeding, poultry farming, cattle selection, cattle grading, book-keeping and small business management. The farmer groups included women group members and members of farm unions.

Ask participants to identify constraints to the extension system and what can be done to improve it. What kind of training is important for extension workers? What kind of training is important for farmers?

By 1999, progress had been made in community institutional development, with farmers' associations being formed in Kunene Region. The Kunene North Communal Farmers Union (KUNOCOFU) went on to involve the community in the construction of a 50 km road to improve the access to markets. It also took an interest in livestock marketing and the role of the Meat Corporation in local cattle sales. In the North Central Region a working group on community-based organisations (CBOs) was established in the Farming Systems Research and Extension Unit. In turn nine CBOs were formed. These CBOs purchased small livestock and distributed 241 goats to women and 10 donkeys to men. Finally, in Caprivi, community development committees were formed. The Likwaam farmers' cooperative concentrated on feed lots, quarantine and water point development and purchased small livestock for 52 beneficiaries.

What were the achievements for the regions involved? How did men and women benefit? How does this project operate as a poverty reduction strategy? What are some of the lessons that participants can learn from the NOLIDEP project?

### **Credit:**

Access to credit through banks and government institutions which require title deeds as security has been a major hindrance for most women in Namibia. Further, prior to the **Married Persons Equality Act 1 of 1996**, there were serious legal constraints for married women, who required the consent of their husbands to enter into contracts and loans. In practice women still find it difficult to access credit in the rural areas.

However other forms of collateral have been identified in order to benefit small farmers. For instance, since 1992 the Ministry of Agriculture, Water and Rural Development has provided loans to small-scale farmers, mostly for purchase of livestock. But, because control of livestock is still a male province, the benefits of this programme accrue mainly to men. There have been some positive initiatives for women. For example, a credit union movement active in the southern communal areas and in the Owambo region, has 70-80% female participation.

### **The impact of training for women in numeracy and simple bookkeeping**

The Food and Agricultural Organisation regional office for Africa has produced training packages in numeracy and simple bookkeeping that aim at enhancing women's managerial skills for small-scale enterprises. The impact of the training includes increased skills and knowledge, greater trading skills, higher returns, and improved self-esteem and general well-being of the women. Women who participated in these trainings wanted to enrol or keep their children in schools and some were able to help their children with maths homework, thus leading to a desire for continuous learning that is crucial in the fight against poverty.

### **Extension services and agricultural training:**

Few agricultural extension programmes and services take into account the activities and priorities of women farmers. Most agricultural extension workers are male, and women still comprise a smaller percentage of the enrolment at agricultural colleges (although their presence has increased in recent years).

## GREEN SCHEME

The Green Scheme was established within the Ministry of Agriculture, Water and Rural Development with the mission to enhance socio-economic development and upliftment of Namibia's rural communities. The strategy entails the creation of an enabling, commercially viable environment through an effective public-private partnership to stimulate increasing private sector investment in the irrigation sub sector.

The guiding principles of the Green Scheme are as follows:

- promotion of the objectives of the National Development Plan.
- encouraging the use of cost-efficient irrigation methods that use low volumes of water to maximum effect, coupled with a water pricing policy based on the scarcity of water and long-term environmental sustainability.
- support for the development of a sustainable and competitive agricultural sector.
- social upliftment of the rural community through the development of an efficient economic environment.
- promotion of the small, medium and micro enterprise sector.
- promotion of irrigation development
- facilitating the empowerment of small-scale irrigation farmers.

There are a number of Green Scheme sites in Namibia.

### 3.7.3 TRAINING EXERCISE: Appropriate technologies

**Objective:** To consider the use and promotion of appropriate technologies.

**Time:** 1 hour 30 minutes.

The following case study is typical of the experiences of women in Kavango and illustrates how insufficient farm power and lack of appropriate technologies contribute towards low agricultural production and the resultant widespread poverty amongst farming households, characteristic of this region. The majority of farmers in Kavango use draught animal power to grow their staple crop, millet. Oxen are the most widely used draught animals, even though other animal power sources, such as donkeys and horses, are available. Women's access to oxen is generally limited due to the costs of oxen and implements, and because women generally do not own cattle. Women also appear to be afraid to work with oxen; as a result, animal traction in Kavango tends to be a male dominated technology with men doing the plowing and women doing the planting and weeding mainly by hand:

#### Women farmers in Kavango

Kasiku's husband is a farmer in Kavango, but she does most of the farm operations. Her husband does the plowing and she does the planting and weeding mostly by hand. Before the start of the rainy season she collects cattle manure. After a day of weeding crop fields, she collects firewood and water which is used for cooking. She transports baskets of cattle manure, bundles of firewood and containers of water on her head – a time consuming, physically exhausting and potentially dangerous task. For the past three years their production of millet has been very low, leaving very little to sell. They barely make enough money and this year they do not know where they will get the necessary money to pay towards their children's education.

Her neighbour, Kudumo, also assists her own husband in the farm operations, but with the added burden that her husband works in Windhoek. To assist in her tasks, Kudumo now makes use of donkeys. The donkeys are used to plough the fields, as pack animals and to transport Kudumo's sick children to the nearby clinic. Kudumo told Kasiku that the donkeys are not only 'friendlier' to work with, but are cheaper to acquire and require less maintenance. Kasiku too would like to assist her husband with the plowing but has always been scared of working with oxen and feels intimidated by their large horns. Kudumo's crop last year was so plentiful that she has managed to buy the more improved, lighter weeding implements presently available on the market, allowing her to weed crop fields more efficiently. Kudumo has told Kasiku that if the rainfall is good this year, she will make enough money to send her eldest child to attend high school in Windhoek. As Kudumo has more time on her hands, she now participates in community development programmes, something that Kasiku would also like to do.

Kasiku says that, unlike Kudumo's husband, her husband sees himself as a cattle-keeper and hesitates to purchase donkeys, as he is concerned that the neighbours may consider them poor. When she points out that the neighbours are doing well despite owning donkeys, he tells her: "One cannot get meat from donkeys." Kasiku does not own any oxen, but says even if she were allowed to she would be too scared to plough the fields with the oxen. She hopes that her husband will change his mind and acquire donkeys to lessen her workload. "Donkeys are so much cheaper to buy", she says.

Ask participants to discuss:

- How does your community farm? Does it use all the resources available?
- What were coping strategies in the past for farming (eg organised communal work)? Are they still used? If not, why not?
- What appropriate technologies are under-used in rural communities in Namibia?
- Why are they under-used?
- What actions can be taken to promote the use of appropriate technologies in rural communities, and in your community specifically?
- How can communities network and support each other better?

The facilitator can refer to Module 10, section 10.9 on Gender and the Environment for examples of alternative technologies.

## 3.8 Action on poverty and rural development

Addressing poverty and rural development are enormous tasks. But there are many small steps forward that can be taken one at a time. Both women and men in the affected communities should be consulted about planned interventions.

### 3.8.1 TRAINING EXERCISE: Review government action on poverty and rural women

**Objective:** To gain experience in reviewing standards and policies and their implementation, and take action.

**Time:** 2 hours.

1. Divide participants into two groups.



2. Using the hand-out below, distribute Article 14(2) of the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) to one group and ask them to discuss it. Remind participants that the government has ratified CEDAW and therefore committed itself to promoting the rights of rural women. Ask this group to decide if rural women are currently enjoying the rights listed. If not, what could be done to make those rights a reality in Namibia?
3. Using the handout below, distribute section 3.7 of the National Gender Policy to the other group. This document relates to strategies to improve women's access to savings and credit facilities. Ask this group to discuss whether these strategies have been implemented. If not, what should be the next steps?
4. Ask the participants of both groups to imagine that they are members of a monitoring committee for the document in question. Each group should report on their findings and make suggestions on what measures the government could introduce to implement its commitments.
5. The full group should consider the 'reports' of the two small groups and develop an action plan which can be submitted to the relevant ministries or other stakeholders for follow-up. The action plans can also be used as the basis for lobbying and advocacy campaigns.

### **CEDAW, Article 14(2)**

States Parties shall take all appropriate measures to eliminate discrimination against women in rural areas in order to ensure, on a basis of equality of men and women, that they participate in and benefit from rural development and, in particular, shall ensure to such women the right:

- (a) To participate in the elaboration and implementation of development planning at all levels;
- (b) To have access to adequate health care facilities, including information, counselling and services in family planning;
- (c) To benefit directly from social security programmes;
- (d) To obtain all types of training and education, formal and non-formal, including that relating to functional literacy, as well as, inter alia, the benefit of all community and extension services, in order to increase their technical proficiency;
- (e) To organise self-help groups and co-operatives in order to obtain equal access to economic opportunities through employment or self employment;
- (f) To participate in all community activities;
- (g) To have access to agricultural credit and loans, marketing facilities, appropriate technology and equal treatment in land and agrarian reform as well as in land resettlement schemes;
- (h) To enjoy adequate living conditions, particularly in relation to housing, sanitation, electricity and water supply, transport and communications.

### **Other relevant CEDAW articles**

**Article 13(b):** This guarantees women's rights to bank loans, mortgages and other forms of financial credit.

**Article 16(h):** This promises women the same rights as men in respect of ownership, acquisition, management, administration, enjoyment and disposition of property.



## National Gender Policy, section 3.7

### Strategies to Provide Access to Savings and Credit Facilities

Women, particularly those from rural and urban remote areas have no access to credit facilities to establish small-scale business. The Government through its various organs shall:

- Enhance the access of women and men, including women entrepreneurs, in rural and remote urban areas to financial services by strengthening links between the formal banks and intermediary lending organisations and agencies to be established within reach of the rural communities.
- Engage in purposeful training for women and intermediary institutions with a view to mobilising capital for those institutions and increasing the availability of credit to women.
- Encourage all financial institutions to use methods that are effective in reaching men and women living in poverty, including developing innovations to reduce banking bureaucracy, and transaction costs.
- Request banks to simplify banking practices, for example reducing the minimum deposit and other such requirements, that have prevented disadvantaged groups, and in particular women from opening bank accounts.
- Encourage participation and joint ownership, and mainstreaming of women clients in the decision-making of institutions providing credit and other financial services.
- Develop through research, conceptual and practical methods for incorporating gender perspectives into all aspects of economic policy-making, including planning and programming.
- Establish a Gender Development Fund to ensure development of sustainable gender-sensitive activities aimed at eradicating poverty.

### 3.8.2 TRAINING EXERCISE: Strategies to address rural poverty

**Objective:** To develop ideas on practical ways to address poverty in rural areas.

**Time:** 2 hours.

Split the participants into 3 groups. If there are both female and male participants, make sure at least one group is only women.

Ask participants to brainstorm what should be done to address issues of rural poverty at 3 levels – at the individual (eg education), community (eg stopping property grabbing) and policy levels. List these on a flip chart.

Take feedback from the groups and discuss. Ask each participant to decide on 3 priorities from the combined lists, and make a tick next to each. When the whole group has finished ticking their priorities, pick the top 3 priorities.

Give one priority to each group and ask them to draw up an action plan – see example below:

Objective	Action	Who?	When?	End result
To set up a basket making & selling project	Invite trainer to advise on setting up project.	Suggestions on who from community	Next month	Community knows what is required
	Collect resources to make baskets, decide on designs and where they will be marketed. Decide who will be paid what from the proceeds and who will manage the finances.	Group	One month	
	Make sample baskets and market them.	Group	One month	Baskets in production

### 3.8.3 TRAINING EXERCISE: Allies for fighting poverty

**Objective:** To identify stakeholders that can help address poverty and rural development.

**Time:** 1 hour.

Ask participants to brainstorm to identify stakeholders operating in their areas which are addressing poverty and rural development. What do these allies do? How can they help with the participants' plans?

If some details are not known, ensure that named participants will follow up and get the missing information within a certain timeframe, and agree how they will communicate this information to the others.

You can read the following case study to participants at the end as an example of a positive initiative.

#### Case study: Fighting poverty through milk production

**4 June 2004, Rome** – Poor farmers in northern Namibia will benefit from a new project agreed by FAO and the Government of Namibia to help develop the country's dairy industry, FAO said today.

Northern Namibia suffers from a high level of poverty and food insecurity. Agricultural productivity is low and unemployment is high. Appropriate farming methods as well as marketing infrastructure are needed.

The aim of the FAO project is to improve the income and livelihoods of livestock farmers in the northern region of Namibia. This will be done by training farmers and others in improved milk production and in the collection, processing and marketing of milk and value-added milk products.

FAO said experience shows that small farmers can improve their earnings from dairy products by up to 50 percent when they are directly involved in processing and marketing their own surplus milk.

#### Improved food security

Currently Namibia imports large quantities of food products. There is considerable potential for developing the dairy sector, and this would improve food security in the country, strengthen livelihoods and raise nutritional status, FAO said.

However, there is very little knowledge of proper milk handling among farmers, and with the milk still being processed in the traditional way, hygiene and safety measures are often not applied.

There is also widespread consumer perception that locally produced dairy products are unhygienic and unsafe, and so the public often chooses imported milk products even though they are more expensive.

#### **High potential for beneficiaries**

The project will demonstrate improved, low-cost, practical technologies for small-scale milk collection and on-farm processing and marketing of butter, buttermilk and fresh cheese.

A public awareness campaign will be launched to raise confidence in the safety of locally produced and processed milk and in its high nutritional value.

***Some of the main beneficiaries of the project will be women, who do most of the cattle milking in the region. Providing them with training in milk processing and marketing will help them increase and stabilise their incomes.***

Urban consumers including schoolchildren will indirectly benefit from safer and better quality products as more milk becomes available at affordable prices.

**FAO**, <http://www.fao.org/newsroom/en/news/2004/42710/index.html>

## **3.9 RESOURCES**

### **Publications:**

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- Lucy Edwards, “HIV/AIDS, Poverty and Patriarchy: A Gendered Perspective”, !Nara Training Centre: Windhoek, 2004.
- A Eide and others, *Living Conditions among People with Disabilities in Namibia*, SINTEF/ UNAM: Oslo, Norway, 2001.
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- Food and Agriculture Organisation (FAO), *A synthesis report of the Africa Region – Women, agriculture and rural development*, 1995, available for free from this website: <http://www.sadl.uleth.ca/nz/collect/faodocs/import/www.fao.org/docrep/x0250e/x0250e00.htm>.
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- V Katjiuanjo, E Ndauendapo and E Shipiki, *Demographic and Housing Characteristics of Agricultural Labourers in the Commercial Farming Districts of Namibia*, Legal Assistance Centre, 1997.
- D LeBeau, and P Mufune, “The Influence of Poverty on the Epidemiology of HIV/AIDS and its Subsequent Reinforcement of Poverty among Economically Marginalised Families in Northern Namibia”, in Mulinge, Munyae and Pempelani Mufune (eds), *Debt Relief Initiatives and Poverty Alleviation*, Africa Institute of South Africa/SAUSSC: Pretoria, South Africa, 2004.
- Legal Assistance Centre, *Guide to the Communal Land Reform Act 5 of 2002*, 2003.
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- Legal Assistance Centre, *Regional assessment on the Status of the San: A gender perspective*, 2001.
- Legal Assistance Centre, *Our land we farm: an analysis of the Commercial Agricultural Land Reform process*, 2003.
- Ministry of Agricultural Water and Rural Development (MAWRD), *The Impact of HIV/AIDS on Gender Burdens and Household Incomes in Kavango: Technology and Policy Implications*, Discussion Paper No 4, MAWRD: Windhoek, 1999.
- Ministry of Gender Equality and Child Welfare, *Child Welfare Grants* (leaflet).
- Evangelical Lutheran Church in the Republic of Namibia (ELCRN), *Access to Government Grants*, 2005, (manual).
- Evangelical Lutheran Church in the Republic of Namibia (ELCRN), *The Basic Income Grant in Namibia Resource Book*, Windhoek 2005. ELCRN also has leaflets explaining the proposal for the Basic Income Grant in different languages.

### Key organisations:

- **Ministry of Agriculture, Water and Rural Development** manages and utilises water and agricultural resources to achieve sound socio-economic development by facilitating the empowerment of communities to manage their agricultural resources in a sustainable way, ensuring progressive improvement in households food security and nutrition and access to reliable water supply for households and other economic uses. The Department of Agriculture and Rural Development is responsible for animal health, agricultural research and training, agricultural extension and engineering, planning and policy and administration.

#### Ministry of Agriculture, Water and Rural Development

Government Office Park

Luther Street

Private Bag 13184

Windhoek

Tel: 061 208 7111

Fax: 061 208 7787

- **Ministry of Gender Equality and Child Welfare** has offices in all regions. Staff can provide advice and training. The Ministry also administers certain grants which can help to alleviate poverty.

#### Ministry of Gender Equality and Child Welfare

Juvenis Building

Independence Avenue

Private Bag 13359

Windhoek

Tel: 061 283 3111

Fax: 061 238 941

E-mail: [genderequality@mgecw.gov.na](mailto:genderequality@mgecw.gov.na)

- **Ministry of Health and Social Services (MoHSS)** coordinates nutrition programmes.

#### Ministry of Health and Social Services

Ministerial Building

Harvey Street

Private Bag 13198

Windhoek

Tel: 061 203 2000

Fax: 061 203 2334

- **Ministry of Mines and Energy** facilitates and regulates the responsible development and sustainable utilisation of mineral, geological and energy resources. Its Solar Revolving Fund falls under the Namibia Renewable Energies Programme (NAMREP) of the Ministry of Mines and Energy and it provides loans to the public to buy solar home systems and solar water heaters

**Ministry of Mines and Energy**

1 Aviation Road  
Private Bag 13297  
Windhoek  
Tel: 061 284 8111  
Fax: 238643/220386  
E-mail: [info@mme.gov.na](mailto:info@mme.gov.na)  
Website: <http://mme.gov.na>

- The **Directorate of Youth, Ministry of Youth, National Service, Sport and Culture** offers training in alternative methods of horticulture.

**Directorate of Youth**

**Ministry of Youth, National Service, Sport and Culture**

NDC Building, Goethe Street  
Private Bag 13391  
Windhoek  
Tel: 061 270 6111  
Fax: 061 245 939

- The **Food and Agriculture Organisation of the UN (FAO)** helps member countries in devising agricultural policy, supporting planning, drafting effective legislation and creating national strategies to achieve rural development and hunger alleviation goals. The FAO disseminates data to aid development on its website, publishes hundreds of newsletters, reports and books, distributes several magazines, creates CD-ROMS and host several electronic forums.

**Food and Agriculture Organisation of the UN (FAO)**

Sanlam Building, 154 Independence Avenue  
PO Box 24185  
Windhoek  
Tel: 061 229220  
Fax: 061 225726  
E-mail: [FAO-NA@fao.org](mailto:FAO-NA@fao.org)  
Website: <http://www.fao.org>

- **Integrated Rural Development and Nature Conservation (IRDNC)** strives to improve the lives of rural people by diversifying the socio-economy in Namibia's communal areas to include wildlife and other valuable natural resources.

**Integrated Rural Development and Nature Conservation (IRDNC)**

PO Box 24050  
Windhoek  
[irdnc@iafrica.com.na](mailto:irdnc@iafrica.com.na)

- The **Joint Consultative Committee – Promoting Small and Micro Enterprises** is a non-profit, nationwide association of small and micro enterprises (SMEs). Core activities include networking between local financial and non-financial service providers; financial and other service provision to SMEs; research on issues related to the SME sector in Namibia; capacity enhancement of service providers; assisting in monitoring and evaluation of organisations; business advisory service; information collection, production, dissemination; and operation of the Small Business Information Centre.

### **Joint Consultative Committee**

95 John Meinert Street  
PO Box 23653  
Windhoek  
Tel: 061 220545  
Fax: 061 237-394  
E-mail: [jcc@iafrica.com.na](mailto:jcc@iafrica.com.na)  
Website: <http://www.jcc-smepromotion.org.na>

- **NACOBTA's** central objective is to provide rural communities with a voice in the tourism industry. The services it provides to beneficiaries are training in tourism, business skills, and tour guiding; advice on business plans, product development, administrative financial systems, performance indicator data systems, and management structures; marketing; sourcing funding for tourism infrastructure and product development.

### **NACOBTA**

3 Weber Street, Eros  
PO Box 86099  
Windhoek  
Tel: 061 250558  
Fax: 061 222647  
E-mail: [office.nacobta@iway.na](mailto:office.nacobta@iway.na)  
Website: <http://www.nacobta.com.na>

- The **Namibia Development Trust (NDT)** supports the participation of local communities in land issues and provides assistance to established and emerging conservancies in southern Namibia. It is involved in environmental awareness, promotion and training programmes.

### **Namibia Development Trust**

57 Pasteur Street, Windhoek West  
PO Box 8226  
Bachbrecht  
Windhoek  
Tel: 061 238 002/3  
Fax: 061 233261  
E-mail: [info@ndt.org.na](mailto:info@ndt.org.na)  
Website: <http://www.ndt.org.na>

- The aims of the **Namibia Nature Foundation (NNF)** are to promote sustainable development, the conservation of biological diversity and natural ecosystems, and the wise and ethical use of natural resources. Its services include project and programme co-ordination, facilitation and support, financial services and accountability in the management and administration of funds, knowledge of the Namibian environment, biodiversity conservation and sustainable development issues, experience in project and programme planning, development, management and administration.

### **Namibia Nature Foundation**

4<sup>th</sup> Floor, Kenya House, Robert Mugabe Avenue  
PO Box 245  
Windhoek  
Tel: 061 261778  
Fax: 061 248344  
E-mail: [sw@nnf.org.na](mailto:sw@nnf.org.na)  
Website: <http://www.nnf.org.na>

- The **Namibian National Farmers Union** is a federation of regional farmers, particularly communal farmers. Its central role is to serve as a mouthpiece for communal land and emergent farmers. Its services include advocacy and lobbying, training and capacity building, institutional support, business advice, education, and other special projects relating to agriculture.

**Namibian National Farmers Union**  
 4 Asalidoesab Street, Windhoek West  
 PO Box 3117  
 Windhoek  
 Telephone: 061 271117  
 Fax: 061 271155  
 E-mail: [nnfu@mweb.com.na](mailto:nnfu@mweb.com.na)

- **Namibia Rural Development Project (NRDP)** works with rural households and community-based structures. Its key services are small business management training, mentoring of SMEs and capacity building of HIV and AIDS groups.

**Namibia Rural Development Project (NRDP)**  
 PO Box 24886  
 Windhoek  
 Tel: 061 23 7279  
 Fax: 061 23 4378  
 E-mail: [nrdp@iafrica.com.na](mailto:nrdp@iafrica.com.na)

- **PENDUKA** is a non-profit making, non-governmental development project working with women's groups in the rural, underdeveloped areas of Namibia. Over 500 women, working in 16 different groups all over Namibia, have been trained in different needlework skills and are paid a fair rate for the items that they make. Priority is given to disabled women and women suffering from tuberculosis (TB), or TB and HIV.

**Penduka**  
 PO Box 7635  
 Katutura  
 Windhoek  
 Tel/Fax: 061 257210 / 260142

- **Renewable Energy Information Network of Namibia (REINNAM)** is a non profit organisation based at the Polytechnic of Namibia which provides education and technical assistance on renewable energy.

**REINNAM**  
 Polytechnic of Namibia  
 Private Bag 13388  
 Windhoek  
 Tel: 061 2072088  
 Website: <http://www.polytechnic.edu.na/reinnam>

- **Rural People's Institute for Social Empowerment (RISE Namibia)** is a non-governmental community development agency. Its mission is "to facilitate a process that develops sustainable organisational human resources capacity at grassroots level, through a series of tailor-made training and mentoring". For the past few years it has organised rural household/small-scale farmers into savings and credit associations to access credit for household and agricultural inputs.



**RISE**

PO Box 50155

Bachbrecht

Windhoek

Tel: 061 23 6029

Fax: 061 23 2597

E-mail: [rise-ww@iafrica.com.na](mailto:rise-ww@iafrica.com.na)

- **Small Business Credit Guarantee Trust (SBCGT)** facilitates and assists small entrepreneurs to have access to commercial loans from formal financial institutions.

**Small Business Credit Guarantee Trust (SBCGT)**

Private Bag 13340

Windhoek

Tel: 061 24 3970

Fax: 061 243 5266

E-mail: [info@sbcgt.org.na](mailto:info@sbcgt.org.na)

- **Women's Action for Development (WAD)** is a self-help organisation which aims at uplifting the socio-economic and socio-political situation of primarily Namibian rural women. It is active in 8 regions of the country, namely Omusati, Kunene, Erongo, Otjozondjupa, Omaheke, Khomas, Karas and Hardap, and intends to expand eventually to all 13 regions. WAD assists small businesses to set up, eg a butchery and a sewing project supporting mosquito nets.

**Women's Action for Development**

Swabou Building, 25 Schonlein Street, Windhoek West

PO Box 370

Windhoek

Tel: 061 22 7630

Fax: 061 23 6372

E-mail: [wad@mweb.com.na](mailto:wad@mweb.com.na)

# Module 4

## GENDER BALANCE IN EDUCATION AND TRAINING

### 4.1 Objective of the module

- To sensitise participants on the importance of ensuring equal opportunity, access and retention in education of girls and women, boys and men.

### 4.2 Target groups

- Teachers/lecturers
- Learners/students
- Parents
- School boards
- Educational officers

### 4.3 What is gender balance in education and training?

Gender balance in education and training can be defined as follows:

“... girls and boys are offered the same chances to go to school and ... enjoy teaching methods and curricula free of stereotypes, and academic orientation and counseling unaffected by gender bias. Most fundamentally, it implies equality of outcomes in terms of length of schooling, learning achievement and academic qualifications and, more broadly, equal job opportunities and earnings for similar qualifications and experience.”

*UNESCO Education For All Global Monitoring Report, 2003/4*

As the National Gender Policy explains, education is a human right and an essential tool for achieving the goals of equity, development and peace. Non-discriminatory education benefits both girls and boys and thus ultimately contributes to more equal relationships between women and men. Equality of access to and attainment of qualifications is necessary if more women are to become agents of change. Women’s literacy is an important key to improving health, nutrition and education in the family and to empowering women to participate in decision-making in society. Investing in formal and non-formal education and training for girls and women, with its exceptionally high social and economic return, has proved to be one of the best means of achieving development and economic growth that is both sustained and sustainable.

Unfortunately, discrimination in girls' education still persists due to traditional attitudes, early marriages and pregnancies, gender-bias in teaching and curricula materials and sexual harassment.

In addition, girls are involved in heavy domestic work from a very early age. They are expected to manage both educational and domestic responsibilities, which often leads to poor academic performance and early drop-out. The importance of ensuring access for and retention of girls and women at all levels of education and in all academic areas needs to be emphasised.

## 4.4 Legal framework

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Article 20 of the Constitution states:

- (1) All persons shall have the right to education.*
- (2) Primary education shall be compulsory and ... will be provided free of charge.*
- (3) Children shall not be allowed to leave school until they have completed their primary education or have attained the age of 16 years, whichever is the sooner...*

The Constitution is reinforced by the **Education Act 16 of 2001**, which provides in section 53 that education is compulsory for every child from the beginning of the year in which the child turns 7 until the last school day of the year in which the child turns 16, or until the child has completed primary education (whichever comes first). Section 53(3) of this Act states that parents must make sure that their children are in school. If they do not, the Minister of Education is supposed to issue a written warning to them. Keeping a child home from school without cause or employing a child under age 16 during school hours is a criminal offence (section 77(1)(g)).

Section 38(1) of the Education Act states:

*All tuition provided for primary and special education in state schools, including all school books, educational material and other related requisites, must be provided free of charge to learners until the seventh grade, or until the age of 16 years, whichever occurs first.*

Section 25 of the Education Act allows schools to establish school development funds for the development of school facilities and for educational, sport and cultural activities at school. However, the school board is obliged to inform all school parents about the procedure for the full or partial exemption of those who are unable to pay the school development fund contribution.

The regulations issued under this Act say that a learner may not be denied enrolment at a state school solely on the ground that the parent has failed to pay the full annual contribution to the school development fund. They also say that a principal or teacher of a state school may not, in any way, prejudice a learner or discriminate against a learner because a parent has failed or refused to pay the school development fund contribution for that learner.

The school development fund contribution for each learner may not be more than N\$500/year for secondary schools, or N\$250/year for primary schools. If both biological parents of a learner are deceased, the learner is classified as an orphan and the school board must fully exempt the learner from payment of contribution to the school development fund if there is proof that there is no provision for the learner's education.

The procedures for exemptions for orphans and poor children are not well-utilised, due to lack of awareness and schools' reluctance to inform parents of the possibility of exemptions.

## 4.5 Policy framework

There are numerous policy frameworks that guide the planning and implementation of education in Namibia.

### 4.5.1 National Policy Options for Educationally Marginalised Children (2000)

This policy was developed to ensure equal access and opportunity to education as outlined in the Constitution. It provides temporary policy options to achieve 100% enrolment in school for educationally marginalised children including:

- teenage mothers
- children of farm workers
- children in remote areas, eg San and Ovahimba
- street children
- children in informal settlement (squatter camps)
- children with impairments (physical or mental)
- children of families in extreme poverty.

### 4.5.2 Policy on Pregnancy Amongst Learners (Circular Formal Education 5/2001)

The alarming numbers of learners who are forced to terminate or suspend their education due to pregnancy highlights the need for a clear policy on this topic. The policy on pregnancy has been in draft form since 1997. In 2001, the Ministry sent out a circular called “Implementation of the Policy on Pregnancy Amongst Learners”, which set forth the following “temporary guidelines”:

- *A pregnant girl should be allowed to attend regular classes at least until her pregnancy is visibly clear.*
- *Girls who fall pregnant should be allowed to return to normal schooling after spending at least a year with the baby.*
- *Pregnant school girls [should] be allowed to attend special afternoon/evening classes and they should also be allowed to sit for examinations.*
- *The same conditions should apply to the schoolboy who is held responsible for the pregnancy.*

The application of these guidelines by different schools seems to be inconsistent, with some schools incorrectly believing that they are *required* to suspend pregnant learners as soon as the pregnancy begins to “show”, while others allow pregnant schoolgirls to attend classes until just prior to delivery.

### 4.5.3 Code of Conduct for Teaching Service, Ministry of Education (2004)

This details the minimum standards that teachers must adhere to in relation to learners and includes this rule:

- *[Teachers] may not become involved in any form of romance or sexual relations with a learner or sexual harassment or abuse of a learner”.*

### 4.5.4 Namibia Student Financial Assistance Fund (NSFAF) (1997)

The NSFAF is a replacement of the public service bursary scheme. The policy of the NSFAF is to ensure and guarantee equal distribution of funds to students throughout all regions, and to increase the number of students who have access to financial support from the scheme. The supported fields of study are, in order of priority:

1. Teacher education (majoring in mathematics, science, English and computer science)
2. Medical and related sciences
3. Agriculture and veterinary science

4. Natural science, computer technology and information and technology
5. Engineering and related fields
6. Communication, conservation, tourism, hospitality and information science
7. Law
8. Economics, commerce and accounting
9. Police and strategic studies
10. Public administration and personnel management
11. Humanities, social work, nursing
12. Culture, sports and art.

What is the representation of males and females in the above fields? Research has shown that although girls and women are taking part in all disciplines, they are predominantly visible in fields that are traditionally considered to be “feminine”, such as nursing, teaching and social work. The implication of such unequal participation implies that fewer women would receive loans since such fields are lower on the priority list. It is imperative that females and males are given equal opportunity and access to all fields of studies.

## 4.6 Gender balance in education – the facts

### 4.6.1 Primary and secondary education

Namibia has made excellent progress since Independence in education. It spends approximately 1/3 of its Gross National Product on education. The number of children being enrolled in Namibian primary schools is amongst the highest in Africa. But marginalised children – those in the Himba and San communities, orphans and vulnerable children, and children living in extreme poverty – are most likely to miss out.

Some children are still not able to access free primary education due to poverty and so do not receive the formal education to which they are entitled. In 2002, the Ministry of Basic Education and UNICEF commissioned NEPRU to conduct a study on the costs of School Development Fund (SDF) exemptions for orphans and vulnerable children. Contributions to School Development Funds (SDFs) are not technically “school fees”, but the required “contributions” to these funds have excluded some children from receiving primary education. The NEPRU study found that SDF costs in state primary schools ranged from N\$5 (in Caprivi) to N\$1,380 (in Windhoek) per year.

Schools had different procedures for exemption from the School Development Funds. These procedures were found to be often informal and not clear to 37% of the parents interviewed in the report:

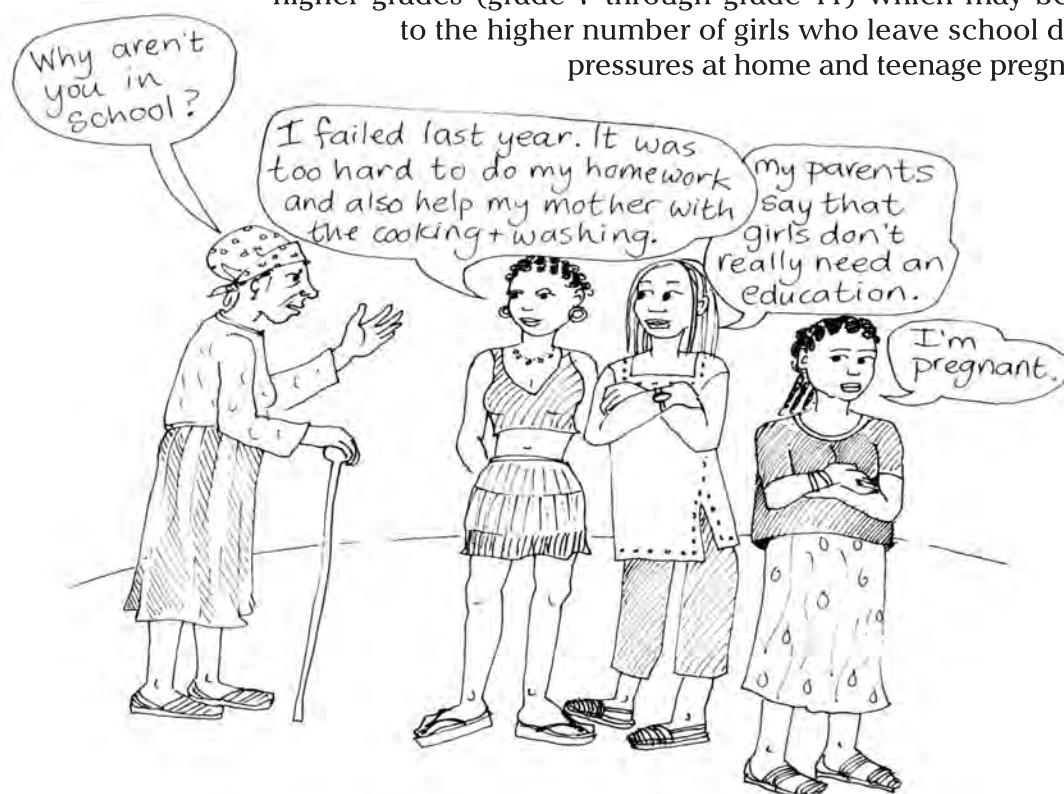
*The 27 community leaders/traditional leaders interviewed furthermore indicated that they knew of 642 cases of learners dropping out of school because they are unable to pay SDF. Community leaders in the rural areas knew of more cases than their urban counterparts with 96% of the reported cases.*

*Many of the organisations we spoke to provided many examples when schools indirectly exercise their power to select applicants and ration school places according to the potential ability to pay. This is despite declared government policy that no one can be turned away because of inability to pay SDF.”*

**Godana & Kalili, Study to Cost School Development Fund  
Exemption for Orphans and Other Vulnerable Children, 2003**

Overall school enrolment for girls is higher than that for boys – 75% of school-age girls are in school, compared with 72% of school-age boys. But this positive statistic obscures the fact that boys are more likely to move from junior secondary school to senior secondary school – 56% of boys move up, compared to 42% of girls.

For all Namibian schools, at all levels of learning, more females than male learners are promoted every year (87.1% as compared to 85.8%). Girls have higher promotion rates in the lower grades, figures which may be distorted due to the higher percentages of boys leaving school in those grades; while there is a lower promotion rate for girls in the higher grades (grade 7 through grade 11) which may be due to the higher number of girls who leave school due to pressures at home and teenage pregnancy.



#### 4.6.2 TRAINING EXERCISE: Gender disparities in higher grades

**Objective:** To consider actions to improve female performance in higher grades.

**Time:** 1 hour.

Consider the following table and the accompanying observation:

**TABLE 4A: Promotion, repetition and school-leaving for girls**

Girl learners	Promotion (%)		Repetition (%)		Leavers (%)	
	1997	2001	1997	2001	1997	2001
Grade 1	85.5	81.7	12.3	15.6	2.2	2.7
Grade 2	89.5	89.0	8.7	10.8	1.8	0.3
Grade 3	88.4	88.8	10.3	10.4	1.3	0.9
Grade 4	80.9	88.6	15.5	10.9	3.6	0.4
Grade 5	84.6	77.3	11.2	18.7	4.3	4.0
Grade 6	84.1	81.1	9.7	14.3	6.2	4.6
Grade 7	80.3	78.7	12.1	14.5	7.6	6.8
Grade 8	76.4	69.0	14.3	20.9	9.4	10.1
Grade 9	79.7	71.3	12.3	17.3	8.1	11.4
Grade 10	49.3	58.0	18.8	4.2	31.9	37.7
Grade 11	93.1	95.1	0.7	1.5	6.2	3.4

Source: MBESC 1998: 54-60; MBESC 2002a:56



In every grade, starting with grade 1 and 2, girls are more likely to be promoted than boys. At about grade 6 to 7 the promotion rate is approximately equal. Thereafter, male learners are more likely to be promoted than female learners.

Ask participants to discuss action plans to improve female performance in the higher grades. Each participant (or each small group of participants) should list five actions which could assist female learners to stay in school and move up through the higher grades. This list should say who would be responsible for each action.

### 4.6.3 TRAINING EXERCISE: Regional disparities in gender and education

**Objective:** To understand the reasons for regional disparities in gender and education.

**Time:** 2 hours.

The overall statistics on males and female performance in primary and secondary school also hide regional disparities. The Rundu educational region has the largest gender gap between girls and boys. In 2001, girls accounted for 49.5% of primary school learners, 46.6% of junior secondary school learners and only 37.8% of senior secondary school learners. The Ministry of Basic Education and Culture and UNICEF commissioned field research in the Rundu Educational region in an effort to find out the reasons for this gender gap.

**Discuss the gender implications of the following statements and statistics from the study:**

- Available data suggests that both boys and girls in Kavango region continue to be disadvantaged in educational terms, as evidenced by a high rate of unqualified teachers and unfavourable patterns of learner flow.
- The recent insecurity on the border area to Angola caused major disturbances to the operation of schools in affected areas during the year 2000. Fortunately the situation had largely stabilised during 2001... The increased presence of soldiers in the area however is an element relevant to girls' education.
- Teachers and school managers attribute the lower performance of girls across all subjects mainly to girls themselves, as well as to parents' lack of support. They perceive girls to have a lower self-esteem and assertiveness compared to boys. In addition, they opine that girls view education as a lower priority than what is commonly termed 'social life', as evidenced by the low attention they pay to class and homework, by absenteeism, and by the fact that they engage in sexual relationships from an early age.
- Female learners in grades 6 to 12 were also interviewed: Virtually all girls who participated in the focus groups professed that they valued education very highly indeed, stating that they aspired not just for completion of Grade 12 but for tertiary education... Factors cited as affecting girls more than boys were unsafe hostels in which girls are prone to sexual harassment by learners and adult men, teachers seeking relationships with girls, pregnancy as well as inadequate equipment in schools and hostels (lack of mattresses, lack of chairs). A high number of girls stated that the amount of domestic work they were compelled to do at home interfered with their schoolwork. Some also noted that parental poverty caused the termination of school careers, as households were unable or unwilling to pay school fees. In addition, parents' inability to meet girls' needs (clothes, cosmetics) was given as one of the reasons why girls aspired to relationships with adult men who could provide such items. They acknowledged, however that this 'sponsor' phenomenon has become a norm among peers, and that girls themselves actively sought out boyfriends that were in a position to treat girls to 'social life' and entertainment. The risk of falling pregnant as a result of



*sexual relationships was mentioned almost fatalistically as a natural consequence, albeit a dire one. This contrasts with the apparent general awareness of contraception methods.*

**Felton and Haihambo-Muetudhana,**  
*Girls' Education in Rundu Educational Region,*  
**MBESC and UNICEF, 2002**

Then ask participants to identify factors affecting gender balance in education in their own regions or communities, and to create actions plans for addressing them.

#### **4.6.4 Tertiary education**

Women's enrolment in tertiary educational institutions has shown a marked improvement over the last few years in colleges of education, vocational education and training, the University of Namibia and the Polytechnic of Namibia, as well as smaller institutions such as colleges of agriculture, national health training centres and the Namibian Institute of Mining and Technology. For example, in 2002, women constituted 62% of enrolments at UNAM. Although for some courses (such as science and agriculture) male enrolments outnumbered female by 61% to 39%, the numbers of women enrolling for these courses are increasing. Similarly, male enrolment is increasing in courses such as nursing which have traditional been seen as leading to 'female' professions. (Iiping and LeBeau, *Beyond Inequalities*, 2005)

The lack of female role models can still be problematic:

*Girls mentioned a number of professional career ambitions, including some not traditionally female ones (such as law, nature conservation, journalism, piloting besides nursing, teaching, clerks and secretaries). By contrast the role models that were generally mentioned did not reflect professional or education status, but were female family members (mothers or sisters). Teachers were one of the few non-family role models mentioned. (Felton and Haihambo-Muetudhana, *Girls' Education in Rundu Educational Region*, MBESC and UNICEF, 2002)*

#### **4.6.5 National Literacy Programme**

This programme, established by the Ministry of Basic Education and Culture, caters for the education needs of adults and out-of-school youth. The majority of participants in this programme are women. It includes a 3-stage Adult Basic Education Programme which includes learning how to read and write in mother tongue and basic English, numeracy skills and knowledge and skills in various subjects such as agriculture, health, small-scale businesses and civics. Although male enrolment in these programmes has increased, figures still reflect that nationally, significantly more women enrol for these programmes than men. For example, in 2001, 69.5% of the 11 405 people tested in Stage 3 of the programme were women.

### **4.7 Gender biased attitudes, practices and beliefs of society towards education**

Gender biased attitudes, practices and beliefs are played out in the home, in educational establishments, in the media and in society at large. There is no doubt that gender discrimination also exists in the educational system. This can be manifested in many ways including teaching methods, curricula, school books and career advice.

In particular, women and girls have been traditionally excluded from the disciplines of science and technology due to gender-based differences in roles, responsibilities and expectations. Today, it is evident that girls and women can equally undertake studies and work in fields related to science and technology. However, a lot still needs to be done to encourage girls and women to realise their untapped capabilities and potentials.

*Traditionally, girls enrolled for subjects such as home economics, needlework, hotel management, catering, etc. To correct this trend, FAWENA (the Forum for African Women Educationalists in Namibia) in partnership with the Ministry of Basic Education, Sport and Culture, coordinates with principals to identify girls who are facing challenges in mathematics and science subjects to offer tutoring sessions after school. These extra classes are conducted a few weeks before they sit for the final examination, after the May/August school holidays. Girls take these classes seriously, as the majority of those who signed up participated actively in the programs. (Republic of Namibia, CEDAW 2<sup>nd</sup> & 3<sup>rd</sup> Country Report, 2004. See also 3.11 of this Module for a fuller case study of this initiative.)*

#### 4.7.1 TRAINING EXERCISE: Gender stereotypes

**OBJECTIVE:** To understand the gender stereotypes relating to education and how to challenge them.

**Time:** 2 hours.

Ask participants to brainstorm and discuss the following questions:

##### 1. What are the gender biased attitudes, practices and beliefs of society towards education?

Make sure the following stereotypes are covered:

- Girls will get married and stay at home to raise children, so they do not need as much education as boys.

**Note:** More than half (54%) of women aged 15-49 in Namibia have never married. The idea that girls do not need to be prepared to support themselves because there will be someone else to “provide” for them is clearly a myth.

- Girls are most suited to do “caring jobs” – such as nursing or social work.
- Girls are not good at maths and science.

##### 2. How can these stereotypes be changed?

Mention the following points:

- the importance of initiatives to build the confidence and self esteem of girls, through initiatives such as girls’ clubs. (See section 3.12 at the end of this chapter for details on the Namibian Girl-Child Organisation and FAWENA.)
- the need for gender-neutral advice on careers
- the need for girls to be brought into contact with successful women in the community as role models, including those working with science and technology (for example, inviting such women to be speakers at schools).

##### Ideas for activities promoting science and technology for boys and girls:

- Hold discussions with principals, teachers, school boards and educational officers on ways to promote science and technology – particularly for girls.
- Invite a speaker skilled in science and technology to give motivational talks to learners or students. Identify a woman for this role if possible.
- Younger children will enjoy “science fun days” where people involved in science such as pharmacists or agricultural extension officers give demonstrations of science at work in daily life.

### 4.7.2 TRAINING EXERCISE: Case studies on portraying gender-biased attitudes, practices and beliefs of society towards education

**OBJECTIVE:** To identify and challenge gender biases in education.

**TIME:** 1 hour 30 minutes.

The facilitator can read or give as a handout the case study below. Discuss with participants:

- What are the underlying gender biases?
- Do they have any basis in fact?
- What would you advise should be done in this situation?

#### Case study 1:

Ingrid is a girl in Grade 8 who lives in a rural area in the north. She enjoys maths at school and comes top of her class. Her mother has been a domestic worker since the age of 15, and her father is a truck driver who is away most of the week. The time has come to make a decision about what subjects to take in the future. Her mother wants Ingrid to take crafts and technology, which is in one package offered by the school – she knows she can help Ingrid with her homework in this subject. But Ingrid wants to take accounting, which is in a different package.

#### Case study 2:

Cornelia is an 11-year-old San girl. Her parents did not go to school, and they say that education teaches the young to disrespect their elders. The family lives in a village many kilometers from the nearest school. The authorities have arranged for Cornelia to start school and live in the school hostel. The school and hostel fees will be waived because of the family's poverty. Cornelia has now started Grade 1. Her young classmates tease her for being so much older and bigger than they are. Cornelia has no money – she cannot even buy sanitary towels. She is miserable. Her parents say if she leaves the school and comes home, they will arrange a marriage for her soon.

### 4.7.3 TRAINING EXERCISE: Role play depicting gender-biased attitudes in a family in the community

**Objective:** To identify and challenge gender biases about education in the family.

**Time:** 2 hours.

Participants should brainstorm biases about education in the family. Some examples might be:

- Children should spend time on housework and looking after the cattle – even if that means they do not have enough time for homework.
- Girls do not need as much education as boys as they will get married and leave the family,

Ask participants to split into groups and give each group a topic to develop a role play around, based on the results of the brainstorm, showing attitudes and practices in a family setting in their own community. After each role play ask: “What are the problems here? What can be done?”



## 4.8 Sexuality education

### 4.8.1 Definition

Sexuality education (sometimes called sex education, relationship or family life education) is a process of acquiring information and forming attitudes and beliefs about sex, sexual identity, relationships and intimacy. Key influences on shaping learner's attitudes, beliefs and behaviours on sexuality are peers, schools, the media, parents, churches and communities.

### 4.8.2 Components of sexuality education

Sexuality education includes a broad range of topics:

- Sexual development and sexuality: discussion of biological characteristics, sexual violence and gender roles
- Female and male reproductive system: structure and functioning of reproductive systems, hormones and the menstrual cycle
- Conception, pregnancy and birth, caring for a new born child
- Family planning and contraceptives
- Sexual transmitted infections, including HIV
- Inherited characteristic and genetic variation
- Human evolution.

Ministry of Basic Education, 1997

Development of general life skills such as communication, negotiation, decision-making, assertion and recognition of peer pressure from other people is also a crucial component of sexuality education.

### 4.8.3 TRAINING EXERCISE: Dealing with disapproval of sex education

**Objective:** To consider how best to deal with disapproval of sex education.

**Time:** 1 hour 30 minutes.

Split the participants into groups of 4. Two people in each group are parents who are complaining that their children are being taught about topics which are taboo to discuss outside of the family. The other two are teachers who have to respond to the complaint. Act out the role plays.

Ask:

- What arguments might influence the parents most?
- How can the parents be involved in some way?

An **alternative or additional session** on this topic (which is short enough to fit into a school lesson – 45 minutes) is to organise a debate amongst learners on “Does sex education promote early sexual activity amongst young people?”

#### 4.8.4 TRAINING EXERCISE: Sexual harassment in schools

**Objective:** To identify types of sexual harassment in schools and how to address the issue.

**Time:** 1 hour 30 minutes.

Ask participants (who will be school learners) to identify types of sexual harassment which take place in schools. These may include sexual remarks from boys, sexual approaches from teachers and gang rape (“tournaments”).

Ask participants to draw up a Sexual Harassment Policy for their school which should clarify what is unacceptable behaviour and what penalties may be imposed.

(**Note:** The Code of Conduct for the Teaching Service, 2004, from the Ministry of Education explicitly prohibits love affairs and exploitative acts between a teacher and a learner.)



#### 4.9 Strategies for gender balance in education

The National Gender Policy sets forth the following goals for the elimination of gender disparities in education:

- *Ensure access and maintain female and male participation rates in primary, secondary and tertiary education, in particular for the most disadvantaged groups.*
- *Eliminate gender disparities in access to all levels of education, from early years of schooling and continuously, so that both girls and women, boys and men have access to career*

*counseling, training, bursaries and by adopting purposeful positive action in favor of girls and women.*

- *Strive to provide opportunities to gender sensitise the communities at grassroots, schools and work-places through seminars, workshops and campaigns through the media for the purpose of stressing the need for support from parents, and the community at large, to understand the importance of girls' and women's access to education.*
- *Promote, in collaboration with all stakeholders, means to eliminate barriers that hinder the schooling of pregnant adolescents and young mothers by developing policies, establishing accessible and affordable child-care facilities within the community and putting in place parental counseling facilities.*

The government's Education For All (EFA) National Plan of Action 2002-2015 has the following goals (backed up by objectives and programmes):

1. Expanding and improving comprehensive early childhood care education, especially for the most vulnerable and disadvantaged children.
2. Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete free and compulsory primary education of good quality.
3. Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes.
4. 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.
5. Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015 with focus on ensuring girls' full and equal access to and achievement in basic education of good quality.
6. Improving every aspect of the quality of education and ensuring excellence so that recognised and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.

#### **4.9.1 TRAINING EXERCISE: Strategies for gender balance in education**

**Objective:** To consider strategies for achieving gender balance in education.

**Time:** 1 hour.

Read the strategies from the National Gender Policy to the participants. Ask if these goals have been achieved in their communities. If not, each participant should list one concrete action which they could personally take to move towards each of the goals.

Ask each participant to explain why they chose that action. Consider all the actions together and discuss how the participants can work together to achieve their objectives.

#### **4.10 Case study**

##### **Kavango girls show maths and science are female**

Fifty-four girls, 6 teachers, 5 days, 3 subjects and lots of brain power – this was the first vacation school for the Kavango Girls Education Project. The project was set up in response to a field study into the difficulties faced by girls in the Kavango Region. Education statistics show the



Kavango has the lowest percentage of female learners in all mainstream secondary school phases in Namibia – falling to 38.8% in senior secondary school (EMIS 2001). The Kavango Girls Education Project is supported by UNICEF and covers a wide range of activities from community sensitisation to improving the hostel environment.

The Forum for African Women Educationalists in Namibia (FAWENA) has a proven track record in supporting initiatives to help girls in Windhoek with revision in Mathematics and Science, and was keen to extend this programme to the regions. The main purpose of the recent vacation school in Kavango Region was to provide focused revision in Mathematics, Physical Science and English for grade 12 girls. The plan was to put the girls into groups depending on their level of entry exam, and for them to work together with qualified teachers two hours on each subject each day. They would be given a pack of Maths and Physical Science Exam Papers, a Maths set, and writing implements. All they needed to bring was enthusiasm and brain power.

As there were only 74 girls in the whole region taking the Science subjects in Grade 12, all were invited. The time was fixed for Monday 2nd to Friday 6th September. The Maths and Physical Science teachers were in Namibia as volunteers with VSO, while the English teachers were from Rundu Senior Secondary School and St Boniface. The venue was Maria Mwengere Senior Secondary School, about 15 km outside of Rundu.

Information letters were sent out, lessons prepared, caterers chosen, and stationary bought. Then it was just a question of waiting. Registration was due to start on Monday from 11 am, but some girls already arrived on Sunday afternoon. Transport proved to be difficult. A government combi set off on Monday to collect the girls, and was not seen again! We resorted to driving around Rundu looking for girls carrying bedding and bags, and asking them if they were going to the Vacation School. Some girls headed for the Youth Centre instead of the school. Eventually we had 54 girls signed up, and on Tuesday morning we had a slightly delayed opening ceremony. Traditional leader Angelina Matumbo Ribebe and Mr Kantema, Director of Rundu Educational Directorate, gave words of encouragement, and we started officially with lessons.

Everyone we spoke to saw the need for the Project, and was enthusiastic about its success. However, it was not enough to give academic support while ignoring the social context that makes many young women vulnerable to teenage pregnancy, domestic violence and HIV/AIDS. In addition to the classes, there were sessions on these issues. A member of Lironga Eparu, an organisation for people living with HIV and AIDS, gave a moving talk, and Women's Solidarity did sessions on relationships and domestic violence.

The evaluation forms were very positive, with many rating the standard of teaching and the materials as excellent. The greatest number of negative comments was for the venue, mainly due to mosquitoes, a lack of cleanliness and problems with the water supply. Areas for improvement included the length of the lessons – two hours is a long time to concentrate on one subject; the need to cover biology because it is compulsory in the Science Field; and the inclusion of the science subjects at the higher level (HIGCSE). Many comments mentioned the need to make this an annual event so that others girls could benefit.

The spirit of the school can be summarised by the comments from one girl. She said that she was pleased to find that she had a bed, and there was lots of food. She had anticipated that she would be sleeping on the floor and have nothing to eat. In spite of that, she came. With such determination and willingness to succeed in school, we owe the young women of the Kavango the opportunity to make the most of their abilities.

*Sister Namibia magazine, March 2003*



## 4.11 RESOURCES

### Publications:

- Leitisia Alfeus, *Formal Education: A panacea for teenage pregnancy*, unpublished Master's thesis, 2003.
- Silke Felton and Cynthy Haihambo-Muetudhana, *Girls' Education in Rundu Educational Region*, UNICEF: Windhoek, 2002 (See contact details for UNICEF below.) The paper is also available for free from the website [http://www.unicef.org/evaldatabase/files/NMB\\_02-800.pdf](http://www.unicef.org/evaldatabase/files/NMB_02-800.pdf)
- T Godana & N Kalili, *Study to Cost School Development Fund Exemption for Orphans and Other Vulnerable Children*, NEPRU/UNICEF, Windhoek, 2003. (See contact details for UNICEF below.)
- C D Kasanda and C Shaimemanya, "Factors hindering the provision of quality education for girls in Namibia", in B Otaala, and L Mostert (eds.), *Issues in Education: An Occasional Publication of the Faculty of Education*, 1998, University of Namibia and the National Institute for Educational Development.
- Ministry of Basic Education Sport and Culture (MBESC), *Education for All: The Year 2000 Assessment*, MBESC, Windhoek, 2001.
- Ministry of Basic Education Sport and Culture (MBESC), *National Policy Options for Educationally Marginalized Children*, MBESC, Windhoek, 2000.
- Ministry of Basic Education Sport and Culture (MBESC), "Draft Policy on Pregnancy Among Learners in Schools", Discussion document for regional workshops, MBESC, Windhoek, 1995.
- Petrina N Mwetulundila, "Why girls aren't fully participating in science and mathematics in Namibia?", Educational Development & Support Network, Journal 11, Article 4, 2002, available for free from this website: [www.edsnet.na/Resources/Reform%20Forum/journal11/](http://www.edsnet.na/Resources/Reform%20Forum/journal11/)
- Gerald Erich Tjipueja, Provision of equal access to boys and girls in formal schooling in Namibia, Journal 14, Article 4, 2002, available for free from this website: [www.edsnet.na/Resources/Reform%20Forum/journal14/](http://www.edsnet.na/Resources/Reform%20Forum/journal14/)
- UNESCO, *Education For All Global Monitoring Report, 2003/4*. (See contact details for UNESCO below.)
- E Von Wietersheim, *Educationally Marginalised Children in Namibia: An Inventory of Programmes, Interventions and Data*, UNICEF/MBESC, Windhoek, 2003.

### Key organisations:

- The **Ministry of Education** is responsible for formal education for children as well as for adult education. It makes special efforts to reach educationally marginalised children, including children of farm workers, San children, Ovahimba children, street children and children in squatter areas. It also promotes equitable access to education for learners with disabilities.

**Ministry of Education**  
Government Office Park  
Luther Street  
Windhoek  
Tel: 061 293 3111  
Fax: 061 22 4277

- The **National Institute for Educational Development (NIED)** mobilises both human and physical resources in improving the quality and relevance of education in Namibia through innovative curriculum and materials development, research in education and training, and by linking the Ministry of Education to the local community and Namibia to the international community in these fields. It has Teacher Resource Centres throughout the nation.

**National Institute for Educational Development (NIED)**

Voortrekker Road  
Private Bag 2034  
Okahandja  
Tel: 062 50 2446  
Fax: 062 50 2613  
E-mail: [nrooi@nied.edu.na](mailto:nrooi@nied.edu.na)  
Website: [www.nied.edu.na/](http://www.nied.edu.na/)

- The **Forum for African Women Educationalists in Namibia (FAWENA)** is the Namibian chapter of the regional NGO, Forum for African Women Educationalists (FAWE). Its programmes focus on empowerment activities for the girl child, including support for girls through the setting up of girls' clubs and the provision of scholarships for girls from marginalised communities (400 girls are currently benefiting from FAWENA scholarships). FAWENA also provides gender sensitisation training for teachers.

**FAWENA**

c/o Ministry of Education  
Government Office Park, Luther Street  
Windhoek  
Tel: 061 293 3143  
E-mail: [fawena@mec.gov.na](mailto:fawena@mec.gov.na)

- The **Namibian Girl-Child Organisation (NGCO)** aims to prepare girl children to take leadership positions, demonstrate that early motherhood is not a viable option, reduce drop-out rates for girls and work together to solve problems facing the girl child in order to educate, empower and liberate the girl child so she can take her rightful place in Namibian society. NGCO clubs exist in a number of schools.

**Namibian Girl-Child Organisation (NGCO)**

c/o Jakob Marengo Tutorial College, Mungunda Street  
Khomasdal  
Windhoek  
Tel: 061 262 2021  
E-mail: [nagirlch@iway.na](mailto:nagirlch@iway.na)

- **UNICEF** works with others to overcome the obstacles that poverty, violence, disease and discrimination place in a child's path.

**UNICEF**

1st Floor, Sanlam Building, 154 Independence Avenue  
PO Box 1706  
Windhoek  
Tel: 061 204 6111  
Fax: 061 204 6206  
E-mail: [nmbregistry@unicef.org](mailto:nmbregistry@unicef.org)

- **UNESCO** is collaborating with the Ministry of Education to ensure that the national "Education For All" plan of action is owned by all relevant stakeholders (non-governmental and civil society partners, institutions of higher education and the private sector) and that both technical and financial support is provided.

**UNESCO**

Oppenheimer House, 5 Brahms Street, Windhoek West

Tel: 061 291 7000

Fax: 061 291 7220

E-mail: [windhoek@unesco.org](mailto:windhoek@unesco.org)

- **Working Group of Indigenous Minorities in Southern Africa (WIMSA)** has a student support programme which works with secondary schools and tertiary institutions to assist more young San to successfully complete higher education and further training.

**WIMSA**


8 Bach Street, Windhoek West

PO Box 80733

Windhoek

Tel: 061 244909

E-mail: [wimsareg@iafrica.com.na](mailto:wimsareg@iafrica.com.na)



# Module 5

## GENDER AND REPRODUCTIVE HEALTH

### 5.1 Objectives of the module

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- To develop an understanding of gender in relation to sexual and reproductive health.
- To identify strategies for promoting sexual and reproductive health issues and exercising sexual and reproductive health rights.

### 5.2 Target groups

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- Health workers
- Girls and boys (in and out of schools)
- Traditional birth attendants
- Communities (especially women of child-bearing age)
- Church and traditional leaders

### 5.3 What is reproductive health?

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**Note to trainer:** Do not use the following as an introduction if you are going to use Training Exercise 5.3.1 below – if you do, you will be giving participants the answers.

According to the World Health Organisation, **reproductive health** is a state of physical, mental, and social well-being in all matters relating to the reproductive system at all stages of life. Reproductive health implies that people are able to have a satisfying and safe sex life and that they have the capability to reproduce and the freedom to decide if, when, and how often to do so. Implicit in this are the rights of men and women to be informed about and to have access to safe, effective, affordable, and acceptable methods of family planning of their choice, and the right to appropriate health-care services that enable women to safely go through pregnancy and childbirth.

**Reproductive health care** is defined as the constellation of methods, techniques, and services that contribute to reproductive health and well-being by preventing and solving reproductive health problems. It also includes **sexual health**, the purpose of which is the enhancement of life and personal relations, and not merely counseling and care related to reproduction and sexually transmitted infections.

### 5.3.1 TRAINING EXERCISE: Understanding the concepts

**Objective:** To enable participants to understand key issues of gender and reproductive health.

**Time:** 1 hour 30 minutes.

For the following categories, split participants into groups and ask them what they understand by the following terms: health; sexuality; sexual health; and reproductive health. Then give the definitions below and discuss.

#### A. HEALTH

“Health is a state of complete physical, mental and social well-being and not merely the absence of disease or infirmity.” (Constitution of World Health Organisation – WHO).

#### B. SEXUALITY

Sexuality is the reflection of the total sensory experience of who we are as human beings. It involves the whole mind and body and not just the functions of the reproductive organs. It involves giving and receiving sexual pleasure and enables reproduction.

- Sexuality starts before birth and lasts a lifetime.
- It is shaped by the ways in which we have been socialised, by our values, norms, beliefs, emotions, attitudes, physical appearance, personality, likes and dislikes and our spiritual selves.
- It is influenced by ethical, cultural, economic, religious, moral and social factors.

#### C. SEXUAL HEALTH

The World Health Organisation defines sexual health as the integration of the physical, emotional, intellectual and social aspects of sexual being in ways that are positively enriching and that enhance personality, communication and love. Every person has a right to receive sexual information and to consider sexual relationships for pleasure as well as for procreation.

Sexual health is:

- The ability to express one’s sexuality free from the risk of sexually transmitted infections, unwanted pregnancies, coercion, violence and discrimination.
- Having an informed, enjoyable and safe sex life, based on a positive approach to sexual expression and mutual respect in sexual relationships.

#### D. REPRODUCTIVE HEALTH

“Reproductive health is a state of physical, mental, and social well-being in all matters relating to the reproductive system at all stages of life. Reproductive health implies that people are able to have a satisfying and safe sex life and that they have the capability to reproduce and the freedom to decide if, when, and how often to do so.” (World Health Organisation)

## 5.4 Why is gender and reproductive health important?

As the National Gender Policy points out, Article 95 of the Constitution states that “the State shall actively promote and maintain the welfare of the people by adopting policies aimed at ... enactment of legislation to ensure that the health and strength of the workers, men and women, and the tender age of children are not abused...”.

Both women and men have the right to good physical and mental health. People’s health involves emotional, social and physical well-being. People’s states of health are determined

in part by the social, political and economical context of their lives. The attainment of good health involves more than just physical health – it also requires equality, development and peace.

Women have different and unequal opportunities for the protection, promotion and maintenance of their health. Health programmes often perpetuate gender stereotypes, fail to consider socio-economic differences among women and fail to take account of the fact that some women and men lack autonomy on health-related issues.

There are many social and economic factors which have an adverse impact on women's health, such as their unequal share of family responsibilities in the home, the prevalence of poverty and economic dependence amongst women, negative attitudes towards women and girls, racial and other forms of discrimination, the limited power that women and girls have over their sexual and reproductive lives and their limited influence in decision-making. Sexual and gender-based violence -- including psychological and physical abuse, rape, sexual abuse and exploitation -- also place the mental and physical health of girls and women at high risk.

Discrimination against girls in favour of boys in access to nutrition and health-care services endangers their current and future well-being. Conditions that force girls into early marriage, pregnancy and child-bearing and subject them to harmful practices such as sex work interfere with their health. The trend towards early sexual experiences, combined with a lack of health information and services, increases the risk of unwanted teenage pregnancies, unsafe abortions, HIV/AIDS infection and sexually transmitted infections.

Men and young boys must be trained to respect women and to share responsibility in matters of sexuality and reproduction. Girls and women must be educated to respect themselves, to understand their own sexuality and the working and development of their bodies – this can create an important source of empowerment.

Often women, including women with disabilities, have no control over their reproductive health. Men and women should have equal rights to safe, effective, affordable and acceptable methods for regulating fertility, and women must have access to appropriate health-care services that will guarantee safe child-bearing and safe motherhood.

In order to clearly understand gender in relation to reproductive health, the application of a gender analysis is important. This gives a better understanding of the roles of men and women in reproductive health issues; identifies who has access to and control over reproductive health; identifies the practical and strategic health needs of men and women and finally, shows how this access and control can be improved to enable equal access to and control over reproductive health issues. (See Training Exercise 6.4.)

Women and men also need to understand that equal relationships between them in matters of sexual relationships and reproduction, including full respect for the integrity of the person, require mutual respect. Sexual behaviour and the consequences that come with it should be a shared responsibility between both partners. Both partners, whether male or female, should be aware of their sexual and reproductive rights:

- the right to exercise control over their bodies, including their fertility
- the right to decide how, with whom and when to have sex
- the right to make choices about their sexuality
- the right to enjoy sex
- the right to protect themselves from STIs including HIV/AIDS
- the right to access user-friendly services that help them deal with their sexual health concerns.

### 5.4.1 TRAINING EXERCISE: Relations between gender and reproductive health

**Objective:** To enable participants to develop an understanding of gender and reproductive health as integrated concepts.

**Time:** 2 hours.

The facilitator should present an overview of Gender and Reproductive Health, based on section 5.4 above.

Ask participants to brainstorm situations in reproductive health care where the needs of people have not been met. These will be used in the role plays. Examples could be:

- a 39-year-old woman, who works as a domestic workers, seeking ways to avoid having more children
- a 19-year-old man seeking treatment for HIV/AIDS-related symptoms
- a 16-year-old orphaned girl in grade 10, who is pregnant and seeks advice.

Split the participants into groups, which should ideally comprise both men and women. Each group is required to prepare a role play that demonstrates a situation in reproductive health care using one example from the brainstorm.

The groups should present the role plays in plenary, and then:

- Discuss the identities, attitudes, and characteristics – both positive and negative – demonstrated by each actor.
- Analyse the power relations between the actors. If the key actor was of the opposite gender, what might change?
- Discuss ways in which the positive aspects can be reinforced in order to improve services.
- Discuss what impedes improvements in reproductive health care and ways of changing or overcoming these factors.

### 5.4.2 TRAINING EXERCISE: Gender analysis of sexual and reproductive health

**Objective:** To enable participants to analyse sexual and reproductive health issues from a gender viewpoint.

**Time:** 2 hours.

Work with the following table. Ask participants to consider the questions in the left-hand column in relation to sexual and reproductive health. The comments in italics in the right-hand column are some suggested answers.

After participants have completed this exercise, ask them to identify what needs to change in order for there to be gender equality in sexual and reproductive health.



QUESTIONS TO CONSIDER	ASPECTS TO CONSIDER
<b>Roles and Responsibilities:</b> <ul style="list-style-type: none"> <li>● <b>What</b> do men and women do?</li> </ul>	<ul style="list-style-type: none"> <li>● <b>Reproductive roles of men and women</b> (<i>Men impregnate women; women bear and look after children.</i>)</li> <li>● <b>Community participation/self-help activities of men and women</b> (<i>Women care for children, including orphans and pregnant women in the community.</i>)</li> </ul>
<b>Assets:</b> <ul style="list-style-type: none"> <li>● <b>What assets/opportunities</b> do men and women have access to?</li> <li>● <b>What constraints</b> do men and women face?</li> </ul>	<ul style="list-style-type: none"> <li>● Both have access to health and education services, but women may find it more difficult to use the services because of lack of transport and money.</li> </ul>
<b>Power and Decision-making:</b> <ul style="list-style-type: none"> <li>● <b>What decision-making</b> do men and/or women <b>participate in</b>?</li> <li>● <b>What decision-making</b> do men and/or women usually <b>control</b> (i.e. consider their different abilities to actively influence decisions)?</li> <li>● <b>What constraints</b> do men and women face?</li> </ul>	<ul style="list-style-type: none"> <li>● Whether to have sex? Whether to use contraceptives and if so, which? Whether to have children and if so, when? What type of medical support they want for child-bearing?</li> <li>● Often it is the man who controls decision-making. However, this can depend on many factors – age of the men and women, relative equality in their relationship, access to finances, clinics and advice.</li> <li>● Gender-stereotyped roles where the man is seen as the decision-maker; lack of access to contraceptives (for financial or other reasons); lack of access to preferred medical advice and treatment.</li> </ul>
<b>Needs, priorities and perspectives:</b> <ul style="list-style-type: none"> <li>● What are the “<b>practical</b>” needs of women and men? Practical needs refer to the needs that exist within the context of existing gender roles, responsibilities, access and resources.</li> <li>● What are the “<b>strategic</b>” needs of women and men? Strategic needs refer to changes to existing gender roles and resources to create greater equality of opportunity and benefit.</li> </ul>	<ul style="list-style-type: none"> <li>● Some examples might be mobile clinics which do not require access to transport or money for transport; more women doctors whom women may feel more comfortable with; forms of contraception which women can use without men being aware of them.</li> <li>● For example, changes in gender stereotyping so that any woman can agree with her partner if and when to have sex, if and when to use condoms or other contraceptives, if and when to have children.</li> </ul>

This table is based on an exercise developed by the UK Department for International Development (DFID), quoted in *Gender Mainstreaming in Civil Society Organisations*, NID, 2005

### 5.4.3 TRAINING EXERCISE: The promotion of sexual and reproductive rights in health care services

**Objective:** To consider the best ways to promote sexual and reproductive health in health care services.

**Time:** 2 hours.

Divide the participants into groups. Give one case study hand out to each group, and ask one person to read it to the group. The participants in each group should then discuss the following questions, before presenting at plenary:

- Was the provider able to recognise and respect the identity and needs of the user?
- Were the provider and the patient able to share information and knowledge?
- Did they provider help the patient to communicate?
- What should each provider have done or not done?

#### Case study 1

Kamiah is a 37 year old Herero woman, who works as a domestic worker for a family in Klein Windhoek. She is a mother of four children, who have to stay with Kamiah's mother on the farm. Every end of the month, she travels to the farm to see them. Kamiah is separated from her husband because she could no longer put up with his promiscuous ways, and she had to drop out of school early as a result of an unwanted pregnancy. However, she has recently developed a relationship with John who works as a taxi-driver. They are sexually involved but Kamiah does not want to conceive, as she will not be able to maintain another child. She also believes that it would be unwise for her, at her age, to bear another child.

Kamiah decides to seek birth control advice from the clinic. She takes the day off and, dressed in her traditional outfit, goes to the hospital. When it is her turn to be attended, Kamiah is shocked to find that the doctor is a young man, probably eight years her junior. She wonders how she can discuss birth control with him. After listening to her, the doctor wonders why she is still interested in birth control. And if she is separated from her husband, who is she sleeping around with? He makes it clear that the fight against HIV/AIDS will continue to be an uphill task if women like her do not change their ways. He does however discuss the various forms of birth control available.

Kamiah makes a choice for using the pill. While examining her to, the doctor comments that her dress is too heavy and asks why she cannot dress normally, like other women. As she leaves, the hospital, Kamiah feels labeled as a 'loose woman'. She also feels that the doctor disrespected her cultural background by suggesting she should dress 'normally'. She is not sure whether to go ahead and use the pill.

#### Case study 2

Patricia is a 15 year old orphan. She never knew her father, and her mother died of cancer. The family discussed her situation and it was agreed that she should go and live with her 45-year-old uncle in Keetmanshoop.

She felt very isolated going to live in another part of Namibia, away from her friends and other relatives. Her uncle started sexually abusing her and she was too scared of him and of being destitute to seek help from anyone.

Her uncle had had many girlfriends during his life. He was concerned that he might be HIV positive, but did not want to take the test himself. He took Patricia to the Voluntary Testing Centre so that she could be tested – then, he told himself, he would find out if it was likely that he had the virus. Patricia did not want to be tested but she was too scared to say “no” to her uncle and he sat with her until it was Patricia’s turn to see the nurse. The nurse took Patricia into the counseling room and asked her why she thought she might have the virus. Patricia started crying and could not answer. The nurse said “if you are having sex then it is a good thing to be tested, but if you won’t talk to me there’s nothing I can do to counsel you”. Then Patricia was given the test.

Later she found out that she was HIV positive. Her uncle threw her out on the streets.

## 5.5 Sexually Transmitted Infections (STIs) and HIV/AIDS

HIV is sexually transmitted in the same way as STIs. Therefore, people who are at risk of STIs are also at risk of HIV because sores or discharges from the vagina or penis may facilitate the transmission of the HIV virus.

Reduction of STIs will also reduce HIV transmission. Therefore it is important to have an understanding of STIs in order to develop strategies to prevent STIs, including HIV.

### HIV/AIDS

There is sometimes confusion about what HIV is, and what AIDS is.

**HIV:** Human Immunodeficiency Virus. This is the virus that leads to AIDS. HIV destroys a certain type of blood cells (known as T-cells or CD4 cells) that help the body fight off infection. A person can be infected with HIV for many years before any symptoms occur, and during this time, an infected person can unknowingly pass the infection on to others.

**AIDS:** Acquired Immune Deficiency Syndrome. This is the stage when the body’s immune system fails as a final result of HIV infection. A person with AIDS is susceptible to all kinds of other infection and diseases, like tuberculosis and pneumonia. At present, there is no cure for AIDS, and most people with HIV infection will eventually die from an AIDS-related illness. However, with the advancements in HIV/AIDS treatments, people who are HIV positive can lead dramatically extended and fulfilling lives.

AIDS (Acquired Immune Deficiency Syndrome) is now clearly known as being the terminal condition caused by HIV (Human Immunodeficiency Virus). Once someone is infected with the virus, it quickly attacks cells of the immune system, especially so-called CD4 cells. As a result, numbers of CD4 cells initially drop rapidly, but later increase once the body develops antibodies against HIV. This is the first stage of infection.

Antibody levels usually remain high during the second, long chronic phase of infection. This second stage typically lasts 8 to 10 years, but it can be shorter for people in poor health or longer for healthier people. The HIV virus gradually gains the upper hand as the numbers of CD4 cells steadily drop during the second, chronic phase.

The third and final stage is full-blown AIDS, which begins when the immune system fails. Few CD4 cells remain and sufferers are then very susceptible to any infection. Anyone with AIDS can expect to die within two years, the actual death being caused by infectious diseases such as pneumonia, tuberculosis, and gastroenteritis.

*Health in Namibia: Progress and Challenges,  
Ministry of Health & Social Services, 2001*

HIV is transmitted to people in different ways. The most common forms of transmission in Namibia are:

- transmission through sexual intercourse (having unprotected sex with an infected partner).
- mother to child transmission during pregnancy, delivery and breastfeeding. About 30 to 40% of babies born to infected mothers will be infected if the mother is not given medication to prevent this.

### 5.5.1 TRAINING EXERCISE: HIV Risk Game

**Objective:** To clarify facts and opinions on the transmission of HIV.

**Time:** 1 hour

Prepare three flip charts, labeled:

- High Risk Behaviour
- Low Risk Behaviour
- No Risk Behaviour

Distribute smaller cards to the participants, with the following behaviors (in **bold** – the points not in bold are the answers). Add other cards based on your experience of what the participants may believe which needs to be challenged.

1. **Having sex under the influence of alcohol or drugs**
  - High risk: When someone is under the influence, they may overlook safer sex practices such as using a condom.
2. **Donating blood**
  - No risk. Donating blood does not pose a risk of HIV transmission, as new disposable needles are used for each donation.
3. **Taking care of someone who has AIDS**
  - No risk, provided general precautions are observed.
4. **Having STIs**
  - High Risk if you are sexually active as the sores caused by STIs create a perfect entry way for HIV.
5. **Having unprotected sex with your spouse.**
  - High risk if you are not sure that your spouse is faithful.

Ask participants to form a large circle. Each of them then decides what risk behaviour is implied on their cards.

Ask them to pin them under the respective charts, explaining the reasons for their response. Ask the group if they agree.

Clarify any wrong answers.

### 5.5.2 TRAINING EXERCISE: Quiz on HIV/AIDS and other STIs

**Objective:** To check understanding of risks of HIV and STIs.

**Time:** 30 minutes.

Ask participants to discuss in pairs the following statements. They should say if they are true or false. Discuss and correct any wrong answers.

#### Statements about STIs

- Only sex workers and men/women sleeping around get STIs. (False)
- Having an STI means being HIV+. (False)
- You can share your STI treatment drugs with a friend who has an STI. (False)
- A traditional healer can cure an STI. (False)
- It's caused when someone gives you the evil eye. (False)
- You always know when you have an STI. (False)
- If you only have sex with the person you love you will not get an STI. (False)
- If you have herpes but don't have any sores, it is safe to have unprotected sex. (False)
- You can catch an STI through sexual touching, without penetration of the vagina by the penis. (True)

#### Statements about HIV/AIDS

- You can catch it in the toilet. (False)
- Sleeping with a virgin cures AIDS. (False)
- AIDS can be cured. (False)
- If someone looks healthy he/she cannot have AIDS. (False)
- Condoms are not safe. (Used properly, condoms provide a high level of protection but are not 100% safe.)
- The female condom is more expensive than the male condom, which affects women's ability to control safer sex. (True)
- Anal sex is not safe. (True)
- Oral sex is not safe. (True)
- HIV/AIDS is a disease of the poor. (False)
- You can only get HIV through sex. (False)
- You can get HIV through mosquito bites. (False)
- You cannot get it the first time you have sex. (False)
- An estimated 40% of reported rapes in Namibia involve victims under age 18, which means they may have been exposed to HIV through the rape. (True)

### 5.5.3 Gender and HIV/AIDS

Women are more vulnerable to HIV infection than men, for both biological and gender-related reasons. There are also certain gender-related factors which can affect sexual risk-taking by men.

#### Risks for women

Nearly 60% of the people infected with HIV in Sub-Saharan Africa are women. Women and girls are biologically, socially and economically more vulnerable to HIV infection than men. It is estimated that women are from 2 to 5 times more likely to contract HIV from men than vice versa.

There are some of the biological reasons for women's greater risk:

- There is a greater exposed surface area in the female genital tract than in the male genital tract.
- There are higher concentrations of HIV in semen than in vaginal fluids. There is a larger amount of semen exchanged during intercourse than vaginal fluids, vaginal tissue absorbs fluids more easily than the skin of the penis does, and semen may remain in the vagina for hours following intercourse.
- The soft tissue in the female reproductive tract tears easily, producing a transmission route for the virus.
- When a woman is raped, or pressured to have sexual intercourse which she does not want, this may lead to tiny injuries to the female genital tract that facilitate entry of the virus. This is because the vagina is less likely to be lubricated during unwanted sex, meaning that the vaginal tissue is likely to tear more easily. Forced sex may also involve violence which leads to vaginal injuries.
- Women often have STIs that are left untreated, which increases vulnerability to HIV. This is because STIs are more likely to occur in women without noticeable symptoms, and also because women may be too embarrassed or ashamed to visit a clinic for screening and treatment for STIs.
- Younger women are even more biologically vulnerable to HIV infection because they have less mature genital tissue. Their reproductive tracts contain fewer layers of a certain kind of cell which gives some protection against viral infection in the vaginas of adult women.

All over the world, social factors stemming from gender inequalities also make women particularly vulnerable to HIV infection. These factors arise from gender inequalities in societies:

- Worldwide, 80% of women newly infected with HIV are women who are practicing monogamy in a marriage or a long-term relationship (*Newsweek*, 5 June 2006). Women are often expected to remain monogamous, while multiple partners are tolerated or even encouraged for men.
- The threat of physical violence, the fear of abandonment, or the loss of economic support can act as significant barriers that prevent women from negotiating condom use, discussing fidelity with their partners, or leaving relationships they perceive to be risky.
- Cultural norms which make the discussion of sexual matters taboo in some communities often deny women knowledge of sexual health. In some communities, women who discuss these issues freely would be seen to be of loose morals.
- When women possess knowledge of sexual health, it is often considered inappropriate for them to reveal this knowledge, which makes partner communication about risk and safety impossible.
- Women often have little control over their bodies and little decision making power; men make most decisions about when, where, and how to have sex.
- Social pressure to bear children may also affect women's choice concerning the relative importance of pregnancy versus protection from disease.
- Women are at greater risk than men for rape, sexual coercion, or being forced into sex work.

Lack of economic power can also lead to vulnerability for several reasons, including:

- Some women are forced to enter into sex work or sexual partnerships in hopes of bartering sex for economic gain or survival. The "sugar daddy" syndrome is one manifestation of this.



- Many women are at risk simply because they are economically dependent on their husbands for survival and support, which limits their decision-making and negotiating power.
- Sex workers in general are at an extremely high risk for infection, particularly when they do not have the ability to negotiate with clients who refuse to wear a condom.

All of these factors increase women's risk of being infected with HIV.



### Risks for men

A variety of gender-related factors also put men at risk for infection. Socially ingrained concepts of masculinity and common attitudes and behaviors can translate into risk behaviors that threaten men's health and the health of their partners.

For example, ideas of "masculinity" that expect men to be experienced and knowledgeable about sex may have the result that men – especially young men – fail to seek information about HIV for fear of admitting a lack of knowledge. Attitudes about masculinity encourage men to show their sexual prowess by having multiple partners, and by consuming alcohol or other substances that may contribute to risk-taking behavior. Men are often socialised to be self-reliant, not to show emotion, and not to seek assistance in times of need or stress. These stereotypes do not encourage men to access health information and services.

In many cultures, communities deny the existence of men who have sex with other men, or attach a strong stigma to gay relationships. Discrimination and stigmatisation against men who have sex with other men contribute to denial and secrecy, making it difficult to reach these men with HIV prevention interventions.

#### 5.5.4 ISSUE FOR DISCUSSION: The myth that sex with a virgin is a cure for HIV/AIDS

In some African countries with a high prevalence of HIV, young girls who are assumed to be virgins risk being raped because of a belief that sex with a virgin can cleanse the HIV infection.

**This is not true.** Ask participants to discuss the following questions:

1. Is this myth present in Namibia? If so, where does it come from?
2. If so, what can be done to inform people that it is not true? If not, consider what action you would suggest in other countries where this myth may be operating.

Participants should identify which actions should be taken by men, by women or by both.

## 5.6 Family planning (male and female)

You can use the following for a presentation on methods of family planning. According to the 2000 Demographic and Health Survey carried out by the Ministry of Health and Social Services, only 38% of the women who are using modern methods of contraception were informed about the potential side effects of the chosen method, and only 40% were informed about alternative methods. Therefore there is clearly a need for more complete information on this issue.

### Importance of using contraception

It is important to use contraceptives because they prevent pregnancy and in the case of condoms also HIV/AIDS. Contraceptives also make it possible for families to space their children and also control how many children they are going to have (family planning). Being able to plan for the number of children one wants to have is important because children are a responsibility and it is important to have only those that one can provide for without compromising on their basic needs and rights to food, shelter, clothing, education and good health.

Both women and men need to understand the various contraceptives and how they work, regardless of who actually uses them. This is part of taking joint responsibility for contraception.

**Note to facilitator:** Women and men may be more comfortable splitting into groups by sex for the discussion of details concerning the different contraceptives. Both women and men should discuss contraceptives which are used by males and females.

### Contraceptives that also protect against HIV/AIDS and other STIs

#### ● Abstinence

Abstinence is about not engaging in any penis-vagina contact. This could be to avoid unwanted pregnancies and contracting of STIs. It could also be due to one's socio-cultural or religious convictions that require one to abstain until marriage. This method is cost free and fool-proof against contraction of STIs and pregnancies. However it requires a high level of self-control and consistency which may be difficult especially when under the influence of alcohol or drugs. In Namibia's context of violence against women and girls and unequal powers of decision-making about sexual health, abstinence is not always a course that women and girls are free to choose.

*Advantages:*

- Abstinence is cost-free and fool-proof against STIs and pregnancies if one is totally abstaining.
- It has no physical or hormonal side effects.
- It can be reversed immediately.

*Disadvantages:*

- Women and girls are not always free to choose this option.

#### ● Male condoms

A male condom is also known as a sheath or a rubber and is usually 7 inches long. It covers most of the penis and protects the woman's internal genitalia from coming into contact with semen during sexual intercourse.

If a condom is torn, brittle, stiff, or sticky, throw it away and use another.

The condom should be placed on the penis as soon as the penis is erect, *before* the penis is near the vagina. Men leak fluids from their penises before and after ejaculation. These

fluids can carry enough sperm to cause pregnancy and enough germs to pass sexually transmitted infections.

Place the unrolled condom on the tip of the penis. Roll the condom all the way to the base of the penis. Leave about one-half inch of empty space at the tip. Hold the tip of the condom when putting it on so that it does not fill with air and burst.

After intercourse, hold onto the condom at the base of the penis as the penis is withdrawn from the vagina. Remove the penis from the vagina soon after ejaculation, taking care not to spill semen near the opening of the vagina. If the man loses his erection before withdrawing the penis from the vagina, the condom may slip off. Discard the used condom in a waste basket. Do not use it again.

Some couples lubricate the outside of the condom to make it easier for the penis to enter the vagina. Many condoms are pre-lubricated. Lubrication helps prevent rips and tears, and it increases sensitivity. If you choose to lubricate a latex condom, do not use oil-based lubricants (such as petroleum jelly, cold cream, butter, or vegetable oil). These damage latex and can cause the condom to tear. Instead you may use contraceptive foam or jelly, saliva, or water-based lubricants.

Male condoms are inexpensive and offer the best protection against sexually transmitted diseases as well as pregnancy. However, they must be used every time a couple has sex. Some men say that condoms take the pleasure away from sex and are therefore reluctant to use them. It becomes difficult, then, for some women to bargain with their partners on the importance of using a condom, and they find themselves exposed to contracting HIV and other STIs and the possibility of an unplanned pregnancy.

### **Putting on a condom**

- Pull back the foreskin, unless circumcised, before rolling on the condom.
- Place the rolled condom over the tip of the hard penis.
- Leave a small space at the tip to collect semen.
- Pinch the air out of the tip with one hand while placing it on the penis.
- Unroll the condom over the penis with the other hand.
- Roll it all the way down to the base of the penis.
- Smooth out any air bubbles. (Friction against air bubbles can cause condom breaks.)



### **Taking off a condom**

- Pull out before the penis softens.
- Don't spill the semen – hold the condom against the base of the penis while you pull out.
- Throw the condom away.
- Wash the penis with soap and water before embracing again.

### **If a condom breaks ...**

... during intercourse, pull out quickly and replace it. Men should be able to tell if a condom breaks during intercourse. To learn what it feels like, men can break condoms on purpose while masturbating.

... and semen leaks out, wash the semen away with soap and water.

... and semen leaks into the vagina during a woman's fertile period, ask a reproductive health clinician for information about starting emergency contraception within 120 hours.

#### *Advantages:*

- Condoms prevent STIs including HIV/AIDS and pregnancy, when used correctly.
- They can be used immediately after childbirth as they have no effect on breast milk, unlike oral contraceptives. They also offer protection against infection in the uterus which can occur easily after a woman has given birth.
- There are no hormonal side effects and usage can be stopped any time.
- They are easy to keep at hand in case sex occurs unexpectedly. They can also be used without having to consult a health care provider.
- Condoms are easy to obtain and are sold in many places.

#### *Disadvantages:*

- Latex condoms and some forms of lubricants may cause itching and allergic reactions in some people.
- There is the small possibility of the condom slipping off or breaking during sexual intercourse.
- Condoms can weaken if stored for too long or exposed to too much heat or humidity which may contribute to them breaking.
- Some people still associate condom use with loose sex while some are embarrassed to buy condoms or to ask that their partner uses them.
- A couple may not always have a condom at hand for them to engage in safe sex.
- Free condoms are not available everywhere and the cost factor may hinder some people from using them especially if they have little or no income.

### ● **Female condoms**

A female condom is a strong, loose-fitting polyurethane sheath that is 17 cm long with a flexible ring at each end. Polyurethane is a soft, thin plastic that is stronger than latex, which is used to make most male condoms. Polyurethane conducts heat, so sex with the female condom can feel very sensitive and natural. Polyurethane has no smell. The inner ring slides in place behind the pubic bone. The outer ring is soft and remains on the outside of the vagina during sexual intercourse. It covers the area around the opening of the vagina (the vulva). It can prove pleasurable for men as well as women. It protects the vagina, cervix and external genitalia, affording extensive barrier protection.

#### *Advantages:*

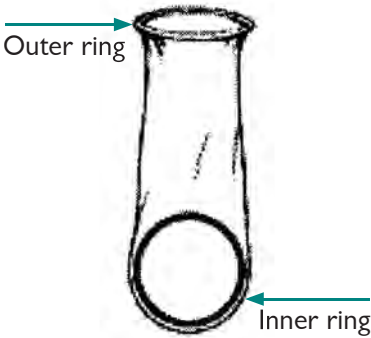
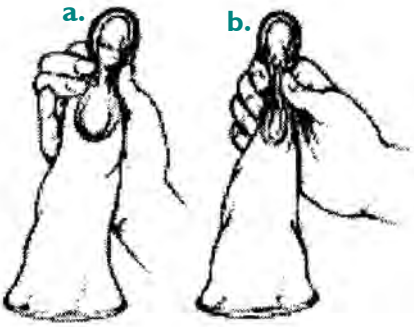
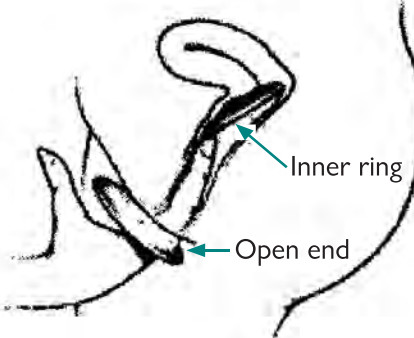
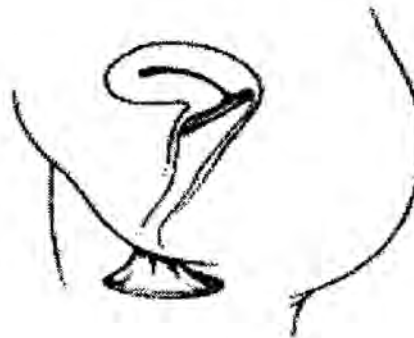

- Use of the female condom is controlled by the woman.
- It is designed to prevent both STIs and pregnancy.
- Usage of the female condom is not inhibited by any prevailing medical condition unlike other forms of contraceptives.
- There are no allergic reactions that come with its usage.

#### *Disadvantages:*

- The female condom is expensive and its cost may put it out of reach for many women.
- They are not as readily available as the male condoms,
- They are only effective if they are used every time a woman engages in sex.
- Some men are not comfortable with the idea of a female condom and may resist its usage.

### **Demonstration of the female condom**

The facilitator should demonstrate the correct insertion of the female condom. Ask volunteers to re-demonstrate the correct use of the female condom.

<p><b>1. OPEN END (Outer Ring)</b></p> <p>The open end covers the area around the opening of the vagina. The inner ring is used for insertion and to help hold the sheath in place.</p>	 <p>Outer ring</p> <p>Inner ring</p>
<p><b>2. HOW TO HOLD THE SHEATH</b></p> <p>a. Hold inner ring between thumb and middle finger. Put index finger on pouch between other two fingers, (or) b. Just squeeze.</p>	 <p>a.</p> <p>b.</p>
<p><b>3. HOW TO INSERT THE CONDOM</b></p> <p>Squeeze the inner ring. Insert the sheath as far as it will go. It's in the right place when you can't feel it. Don't worry – it can't go too far, and IT WON'T HURT!</p>	 <p>Inner ring</p> <p>Open end</p>
<p><b>4. MAKE SURE PLACEMENT IS CORRECT</b></p> <p>Make sure the sheath is not twisted. The outer ring should be outside the vagina</p>	
<p><b>5. REMOVAL</b></p> <p>Remove before standing up. Squeeze and twist the outer ring. Pull out gently. Dispose with trash, not in toilet.</p>	



### 5.6.1 TRAINING EXERCISE: Alternative or additional activity on the use of the female condom

**Objective:** To enable participants to understand the step-by-step use of the female condom.

**Time:** 45 minutes.

Give the talk on the female condom in section 5.6 above. Have cards with the following instructions and give one to each participant (if there are 13 participants) or a pair of participants, or a mix of single and paired participants.

1. Check expiry date.
2. Discuss condom use with your partner.
3. Have condom with you.
4. Hold the sheath with the open end hanging down.
5. Squeeze inner ring for insertion and make sure the inner ring is at the closed end.
6. Find a comfortable position to insert the sheath, eg squat, sit with knees apart or stand with one foot on a chair.
7. Insert in vagina.
8. Push inner ring as far up into the vagina as it will go.
9. Outer ring stays outside the opening of the vagina.
10. Outer ring covers opening of vagina during sex.
11. After intercourse, remove condom by twisting outer ring one full turn to stop the contents from spilling.
12. Gently pull out the condom.
13. Wrap the condom in a paper and throw it away. Do not flush it down the toilet.

Ask participants to form a line in the correct order that describes the step-by-step use of a female condom.

## Contraceptives that do NOT protect against HIV/AIDS and other STIs

The male and female condoms have the advantage of protecting against both pregnancy and sexually transmitted infections, including HIV. There are other contraceptives for women which can protect against pregnancy – but these contraceptives do NOT protect against HIV and other sexually transmitted infections.

Before deciding on what form of contraception to use, women should consult with a health care provider and explain their medical history, preferences and lifestyle.

### ● Diaphragm

This is a shallow, dome shaped rubber cap with a flexible rim, covered with spermicide. It is fitted within the vagina and covers the cervix so sperm cannot reach the uterus. The diaphragm blocks the cervix and prevents sperm from entering the uterus. The spermicide immobilises and kills the sperm, making it unable to fertilise an egg.

How to use the diaphragm:

- Hold the diaphragm with the dome down like a cup.
- Squeeze about a tablespoon of spermicide into the cup of the diaphragm and around the rim.
- Press the opposite sides of the rim together and with the dome side toward the palm of the hand, push it into the vagina as far as it goes.
- Use a finger to make sure the diaphragm covers the cervix.



- For each additional act of intercourse a woman should not remove the diaphragm but instead use an applicator to add spermicide .
- After sex, the diaphragm should be left in place for at least 6 hours but never for more than 24 hours as this might increase the risk of toxic shock syndrome.

*Advantages:*

- A diaphragm protects against pregnancy and some forms of STIs like gonorrhea and chlamydia, but not against HIV and herpes.
- It can be inserted two hours before sex.
- No hormonal side effects or effect on future fertility.
- It can usually not be felt by either partner during intercourse.

*Disadvantages:*

- A diaphragm does not give protection against HIV and herpes.
- It must be fitted in a clinic or by a doctor, and it may require refitting from time to time.
- Use of a diaphragm may increase the risk of bladder infections.
- Some women may have allergic reactions to the rubber of the diaphragm or the spermicide used.
- The diaphragm must be inserted every time a woman has sex. It should not be used during menstruation and some women may find it difficult to insert.
- It can be accidentally pushed out of place during some sexual positions.
- It can be messy.

## ● **Intra-uterine device (IUD)**

An IUD is a small, flexible plastic device that often has copper wire or a nylon tail. It is inserted into a woman's uterus through her vagina by a physician or trained nurse. The IUD remains in the woman's uterus for as long as she wants protection against pregnancy. The IUD works by preventing the sperm from moving into a woman's reproductive tract. It irritates the lining of the uterus slightly, making it unable to accept the implantation of a fertilised egg. IUDs have a string attached that hangs down through the cervix into the vagina. A woman can make sure the IUD is in place by feeling for the string in her vagina. A clinician uses the string to remove the IUD. Some people refer to an IUD as "the loop".

*Advantages:*

- An IUD provides long lasting continuous protection against pregnancy. It does not have to be inserted before each act of intercourse but remains in place.
- On average, an IUD lasts 10 years.
- A woman needs only to have her IUD removed to restore her ability to become pregnant.
- The ability to become pregnant returns quickly when the IUD is removed.

*Disadvantages:*

- Not all women have uteruses that adjust well to the use of an IUD and it may be expelled or cause discomfort.
- Women using IUDs have a slightly higher risk of pelvic infections, which could lead to permanent infertility or even death if untreated. The IUD is not recommended for teenage girls whose uteruses are more likely to get infected.
- It is possible for the IUD to slip out of the uterus totally or partially without the woman's knowledge, thus making her vulnerable to pregnancy. If pregnancy occurs, a doctor must see if the IUD can be removed to avoid any risk of complications during the pregnancy.
- It does not protect against STIs and is not recommended for women with recent STIs or multiple sex partners.
- A woman cannot stop the use of an IUD on her own, once it is inserted. She must go to a trained health care provider to have it removed.
- It can cause heavier menstrual bleeding or spotting between menstrual periods.

## ● **Norplant (implant)**

This method of family planning is relatively new. As of June 2006, it is only available from private hospitals in Namibia. The Norplant is also known as an implant and is made up of capsules shaped like small matchsticks, which contain the hormone progesterone. These are put under the skin of a woman's upper arm. The progesterone is diffused into the blood stream through the walls of the capsules over an effective five years, if left in place. Norplant stops ovulation in about half of all the cycles, and it keeps the cervical mucus too thick for sperm to penetrate even when an egg might have been released.

### *Advantages:*

- This method is very convenient and reliable.
- It is easily reversible because the implant can be removed even before the five year period has expired.

### *Disadvantages:*

- Irregular bleeding and spotting are common, especially in the first three months after insertion.

## ● **Pill (oral contraceptive)**

This consists of a prescription for a month-long series of pills that are taken every day to:

1. prevent ovulation, i.e. the monthly release of an egg from the ovaries
2. thicken the cervical mucus to make it harder for the sperm and egg to meet
3. hinder egg implantation in the uterus if egg fertilisation occurs.

There are different kinds of pills which can be used, each with somewhat different risks and benefits.

### *Advantages:*

- This method is very reliable if the pills are taken every day.
- Many women find it convenient.
- It can lead to lighter periods and fewer menstrual cramps.
- Some types of pill help give protection against some diseases, such as cancer of the ovaries and ovarian cysts.

### *Disadvantages:*

- Many women find the pill-taking schedule a nuisance. The reliability of the pill is reduced if pills are missed. Vomiting can interfere with the pill's protection.
- Some women may experience side effects such as headaches, tender breasts, nausea, bleeding between periods, loss of sexual desire or depression.
- There are a number of health risks, such as possible high blood pressure, gall bladder problems, circulatory problems and liver problems.
- It can take up to six months for normal menstrual periods and fertility to return after discontinuing the pill.

## ● **Injections**

There are several types of injections which can be obtained at clinics in Namibia:

1. Depo Provera is given every three months.
2. Nuristerate is given every two months.

### *Advantages:*

- This method is very convenient and reliable. It provides continuous protection, and is mistake-proof and effort-free other than the periodic visits to the doctor or clinic.

### *Disadvantages:*

- It is necessary to return to the doctor or clinic regularly for the injections.
- Injectable contraceptives can cause light and irregular periods and some women actually stop menstruating all together.

- Users of injectables are also at a higher risk of developing certain forms of cancer.
- It can be difficult to conceive immediately after one discontinues this method.

### ● **Spermicides**

Spermicides come in the form of jellies, foams, suppositories or a thin square film like a piece of paper. They can usually be purchased without a prescription at any chemist. They kill sperms. However, they are not very effective unless used with one of the barrier methods, such as condoms.

### ● **Withdrawal method**

This is when a man ejaculates outside the vagina during intercourse so that sperm is not deposited in the woman's vagina. It is normally used by couples who are not using any other form of contraception method, for health or religious reasons. This method is not very reliable because it requires perfect timing and self control on the part of both partners and it is possible for some of the sperm and semen to be released into the vagina before ejaculation.

### ● **Rhythm method**

This is also known as the “fertility awareness” or “natural child spacing” or the “safe period”. It involves a woman monitoring her own fertility and identifying the days in each cycle when an egg is likely to be ready for fertilisation and timing sex accordingly. It involves keeping records of the dates of menstruation, day to day changes in cervical mucus and/or body temperature, mid-cycle cramps (if the woman gets them) and any other physical clues that can help pinpoint the time of egg release.

A disadvantage of this method is that women have to keep records for several months before they can rely on it. It can also be unreliable, because various kinds of stress can throw the regular cycle off course. Women with irregular cycles should not use this method.

### ● **Male sterilisation**

Male sterilisation is also referred to as a vasectomy. This method of male contraception is permanent and is therefore ideal for men who decide not to have any more children. Male sterilisation/vasectomy involves cutting and tying off the tubes through which sperm travel to enter the semen released during sexual intercourse. The procedure is safe, quick and simple. Note that vasectomy is not castration and does not affect the man's testes or sexual ability.

*Advantages:*

- It is highly effective.
- It does not interfere with a man's ability to have sex and there are no apparent health risks.

*Disadvantages:*

- This method is rarely reversible and men should be absolutely sure they do not want any children in the future before going for the procedure.

### ● **Female sterilisation**

Female sterilisation is also referred to as tubal ligation or “tying the tubes”. It is a safe and simple operation for women where the fallopian tubes are cut and tied off to prevent an egg from reaching the uterus or being reached by sperm. After this, a woman continues to ovulate but her body simply absorbs the egg cells. Tubal ligation does not affect hormone production in women and therefore has no effect on femininity or sexual desire.

*Advantages:*

- It is very effective.
- It does not interfere with a woman's ability to have sex.

- It has no effect on breast milk and no known long term side effects.
- It helps protect against ovarian cancer.

*Disadvantages:*

- It can rarely be undone, and women must be sure about not wanting any children in the future before going for this operation.

## ● **Emergency contraception (“morning-after pill”)**

The morning after pill is a form of emergency contraceptive that is intended to help people prevent unintended and unwanted pregnancies after unprotected sex has already taken place. Emergency contraceptives refer to a variety of oral pills that must be taken shortly after the unprotected sex. The first dose should be taken within 72 hours and the second dose 12 hours after the first dose. They work as follows:

1. They inhibit ovulation in cases where the woman is due to ovulate within the next few days after intercourse.
2. The progestin in the pills slows the speed at which the egg passes through the fallopian tube to the uterus.
3. The pills also make the uterus less receptive to implanting the egg.

Emergency contraceptives should not be used as a method of family planning, but as a backup in cases of contraceptive failure (eg a condom that breaks).

In Namibia, emergency contraceptives are available only at the Women and Child Protection Units for provision to survivors of rape. State clinics that offer family planning services do not provide emergency contraceptives.

### **5.6.2 TRAINING EXERCISE: Control over contraception**

**Objective:** To explore how forms of contraception interact with control over sexual and reproductive choices.

**Time:** 1 hour

Divide participants into small groups and ask them to consider the different forms of contraception discussed above:

- abstinence
- male condoms
- female condoms
- diaphragms
- IUDs or loops
- Norplant
- oral contraceptive pills
- injections
- spermicides
- withdrawal method
- rhythm method
- female sterilisation
- male sterilisation
- emergency contraception.

Ask participants to discuss the following questions:

1. Which contraceptive method do women usually prefer and why?
2. Which ones do men prefer and why?
3. Which contraceptive methods involve physical side effects or potential health risks for women?
4. Which contraceptive methods involve physical side effects or potential health risks for men?

5. Which methods can men use without their partner's knowledge?
6. Which methods can women use without their partner's knowledge?
7. Is it equally important for women and for men to be able to use contraception without their partner's knowledge?
8. Can women protect themselves against HIV without their partner's knowledge?
9. Can men protect themselves against HIV without their partner's knowledge?
10. Is it equally important for women and for men to be able to use contraception that protects against HIV without their partner's knowledge?
11. List some ways that women and men can be encouraged to take joint responsibility for family planning and protecting themselves against HIV transmission.

Read the information in the box below to participants.

### Microbicides

These are experimental contraceptives for women which could also prevent the sexual transmission of HIV and other STIs. A microbicide is a colourless, odourless cream or gel that a woman could apply to her vagina – even without her partner's knowledge. **This kind of contraceptive is being tested, but it is not yet available** (as of June 2006). This kind of contraceptive could empower women to protect themselves against HIV even if they are not in a position to negotiate condom use with their partners.

Microbicides could also be important for men. The protection of most microbicides which are currently being tested will be bi-directional – meaning that they will reduce the risk of infection for both sexual partners. Some men may also welcome a method of protection against HIV other than condoms, as some men perceive condoms as a barrier to intimacy and sexual pleasure.

It is unlikely that microbicides will match the efficacy of male and female condoms for HIV prevention. Logically, it is safer to keep a virus from coming into contact with the body than to try and disable it once it is there. But, for men and women who do not use condoms consistently, microbicides could offer an important alternative for reducing the risk of HIV transmission.

Then ask participants to discuss what impact this development might have on women's sexual health, on men's sexual health and on sexual and gender relations between men and women.

## 5.7 Maternal health and fertility

### Maternal health

Measures that can prevent and reduce health risks to expectant mothers and their children are known as maternal and child care. Maternal and child care are inter-related. Aside from a mother's anguish at having an ill child or losing a child through death, having healthier children who survive will probably mean that women will end up giving birth fewer times and thus reducing their own health risks.

According to *Health in Namibia* (published by the Ministry of Health and Social Services), the following steps can be taken to improve the health of mother and child: A mother can have her condition checked and monitored during pregnancy by attending antenatal care clinics, and she can deliver her baby with the assistance of trained health workers. Once the

baby is born, a mother can have the child weighed regularly to monitor its nutritional status and development, and the child can be immunised against various childhood illnesses. The mother can also breastfeed her child to pass on antibodies that will help protect the child against infections. These are examples of the ways in which risks associated with bearing children can be reduced and prevented.

The incidence of maternal deaths in Namibia (deaths from pregnancy or its complications) was somewhere between 271 and 300 per 100 000 live births as of 2005. Another way of looking at this is that maternal deaths account for approximately 10% of all deaths to women age 15-49 in Namibia, according to the *Namibia Demographic and Health Survey 2000*. The main risk factors for women are lack of access to antenatal care and medical assistance at delivery.

The majority of pregnant women in Namibia do receive antenatal care. A national survey of women in Namibia in 2000 found that 91% had antenatal care during their most recent pregnancy. Better-educated women and women living in urban areas were most likely to have had antenatal care. By contrast, rural women living far from any health facility were unlikely to benefit from antenatal services. About 10% of all pregnant women tested during antenatal visits suffer from anaemia, largely as a result of poor nutrition and illnesses such as malaria. Addressing this can improve the health of both mother and child.

Medical assistance at delivery can reduce the chance of problems from complications. According to the *USAID Country Health Statistical Report, Namibia, 2005*, 75.5% of deliveries were assisted by a health professional. Of these, 10.7% deliveries were carried out by doctors.

Teenage mothers are more likely than older mothers to suffer complications during delivery that can affect their health and the health of their babies. Another consequence of teenage pregnancy is that young mothers are less likely to complete their basic schooling. Also, care given by very young and less educated mothers tends to expose their children to higher risks.

Looking at the nation as a whole, the *2000 Demographic and Health Survey* found that the typical age for first birth was 21, and that 85% of the girls between ages 15-19 in the survey had not yet given birth. However, this overall data can hide the fact that there are significant numbers of girls who give birth at a very young age – particularly in certain regions. According to *Health in Namibia*, the greatest percentages of very young mothers (under the age of 15) are in eastern Kavango, in north-eastern Otjozondjupa, and at a few other locations in the north. There are also high proportions of mothers aged 15-19 in Ohangwena, Caprivi and in parts of Kunene.

Postnatal care services are important for treating any complications that arise from pregnancies or deliveries, and also for the health of the newborn baby. Although the utilisation of post-natal care in Namibia is rising, the 2000 survey found that most mothers (52%) still do not seek post-natal care.

Birth spacing also affects maternal health. Short intervals between births are bad for maternal health and also reduce the children's chances of survival. Average birth intervals are quite long in Namibia. It is typical for children to be born almost 4 years apart, and only 14% of births occur within two years of the previous birth. Urban women tend to have longer birth intervals than rural women.

Violence against women is another factor affecting maternal health. A World Health Organisation study in Windhoek found that 1 in 3 women experience physical or sexual violence or both from intimate partners. Of the women in the study who had ever been pregnant, 6% reported being beaten *whilst pregnant* (and 89% of these women said the abuser was the father of the unborn child).



## Fertility rates and preferences

According to the *2000 Demographic and Health Survey* by the Ministry of Health and Social Services, the total fertility rate in Namibia in 2000 was 4.2 births per woman overall – but an average rural woman will give birth to two more children than an average urban woman.

The total fertility rate for Namibia is going down. In 1992, it was 6.1 children per woman, and in 2000 it had dropped to 4.2 children per woman.

Fertility preferences refer to how many children men and women would ideally like to have. The 2000 survey asked women and men whether they would like to have another child or would prefer not to have any more children at all. Almost half of the women surveyed said that they wanted no more children or that they had already been sterilised (48%), while only 27% of the men gave this answer.

The survey report states: “It is clear from these observations that family size norms are declining in Namibia and there is an increased desire to control fertility, especially among the younger age groups and those without children or with only one or two children. The challenge will be to ensure the availability of cost-effective family planning services so as to enable women to achieve their fertility preferences.”

### 5.7.1 TRAINING EXERCISE: Role plays exploring the gender dimensions of fertility and family planning

**Objective:** To examine some of the information given in section 5.7 from a gender perspective.

**Time:** 1 hour.

Ask participants to explore the following questions in relation to the material in section 5.7. It may be more interesting if the men play the roles of the women and vice versa in at least some of the role plays.

#### 1. What role should men play in improving maternal health?

Ask two participants to stage a role play as a husband and a pregnant wife. Let the husband first act out a supportive role with respect to maternal health. Then give two other participants a chance to do the same role play, but this time let the husband act in an unsupportive way.

Ask participants to discuss the following questions:

- What person in the family usually makes decisions about antenatal care and postnatal care? Why?
- Are resources for food in a household divided equally between men and women? Are pregnant and breastfeeding women usually given extra food for good nutrition?
- Do male or female family members assist pregnant and breastfeeding women with their chores to give them more of a chance to rest?

#### 2. Why do you think that more women than men want to limit family size?

Ask two participants to stage a role play as husband and wife with three children. The husband wants more children but the wife does not. Both husband and wife should give reasons for their wishes. Then give two other participants a chance to do the same role play, but this time let the wife be the one who wants more children while the husband does not.

Ask participants to discuss the following questions:

- What usually happens if a husband wants more children but his wife does not?
- What effect would it have on fertility preferences if household chores and child-rearing responsibilities were shared 50/50 between mothers and fathers?
- Who usually bears the financial costs of additional children: the mother or the father?



## 5.8 Abortion

Abortion is regulated in Namibia by the **Abortion and Sterilization Act 2 of 1975**, which allows abortion only in certain narrowly-defined situations -- serious threat to the woman's life or health, serious threat of permanent damage to the woman's mental health, a serious risk that the child will suffer from a mental or physical defect that will result in serious and irreparable handicaps; or cases where the pregnancy is the result of rape, incest or intercourse with a woman who has a severe mental disorder.

If a woman wants to have an abortion for one of these reasons, she needs to see a doctor. In all these circumstances, two other doctors have to write a letter to confirm that the factors warranting a legal abortion are present. If the woman's mental health is involved, one of these doctors must be a state psychiatrist.

Where the pregnancy has resulted from a crime a certificate from a magistrate is also required. But it is not necessary to lay a criminal charge with the police before getting a legal abortion – if the woman can provide a good reason why she has not done this.

The complicated procedure for obtaining permission for a legal abortion has the result that legal abortion is in practice readily available only to educated, privileged women, thus perpetuating race and class discrimination. Rural women without easy access to multiple doctors or a psychiatrist are particularly disadvantaged by the existing procedural requirements.

If an abortion is performed without the proper legal permission, both the doctor and the woman can be found guilty of a crime. Any person who assists a woman to get an illegal abortion can also be found guilty of a crime.

The situations in which a woman can have a legal abortion in Namibia are very limited. Some people try to perform abortions on themselves by – for example – taking mixtures varying from battery acid to hair relaxer, taking tablets such as cockroach poison, putting various substances into the vagina or throwing heavy items repeatedly on the stomach. Such methods can be very dangerous and even fatal. People who perform illegal abortions on pregnant women do not have to comply with medical standards and health requirements. They may lack sufficient medical training or be unable to provide a safe and healthy environment in which to perform an abortion.

Women who do not get permission for an abortion in Namibia can go to other countries where the laws are different. For example, in South Africa abortion is the free choice of the mother in the early stages of pregnancy. But this safe option is available only to women with resources to travel.

A draft law which would have allowed abortion for any reason during the early stages of pregnancy was proposed by the Ministry of Health and Social Services in 1996, and then withdrawn by the Minister in 1999 on the grounds that a majority of the Namibian population would not favour this law.

A study published by the Ministry of Health and Social Services in 2002 indicated that illegal abortions are a significant problem for women in Namibia, although it is not possible to say from this research how often illegal abortions take place. The Minister stated at the launch of the study that its findings were “only the first step in addressing the situation of unwanted pregnancy and its consequences”, adding that she hoped “they will convince the majority of the general public in supporting the government to make appropriate decisions so that we can protect women in Namibia against the consequences of unsafe termination of pregnancy, including death.”

Some countries where the laws provide for a broader right to abortions have been successful in discouraging abortions without making them illegal. For example, they provide family life

education in schools, make family planning methods more accessible, provide counseling about options to abortion and make it possible for young mothers to continue with their education.

After the presentation of Namibia's first report in terms of the UN Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) in 1997, the committee which monitors this Convention expressed concern about "the current law on abortion in Namibia and the high incidence of illegal abortions".

### **CASE STUDY: Getting a legal abortion after a rape**

Ilda was going home from school late one afternoon when she encountered two brothers whose reputation was not very good in the village. She knew them by face but they had never spoke to each other so when they beckoned that she should stop and wait for them, she was surprised. She continued to walk as if she had not seen them but when she realised they were following her, she broke into a run. The young men were too fast for her and they soon caught up with Ilda and proceeded to rape her repeatedly. A month later, Ilda discovered that she was pregnant and told her mother about the rape. The young men were arrested and charged with the rape. But Ilda was not willing to bear the pregnancy to its full-term. In fact, she was so upset about the rape and pregnancy that she considered committing suicide. *What were her options?*

Under the law, Ilda is entitled to procuring an abortion because she conceived as a result of rape. Ilda was made aware of this provision by the police officer at the Women and Child Protection Unit where she reported the case, and she then went to a magistrate for consent. The magistrate initially claimed not to be aware of such a legal provision. After making some enquiries, the magistrate then told Ilda that he could not proceed without a doctor's certificate. When Ilda and her mother went to the state hospital to get the doctor's certificate, the doctor told them that he could not help without first having a magistrate's certificate. It was only after seeking assistance from the Legal Assistance Centre that Ilda was able to get the permission to procure an abortion. *What kinds of support would have helped Ilda during this difficult time?*

Legal Assistance Centre

### **5.8.1 TRAINING EXERCISE: The right to bodily integrity – issues for discussion**

Abortion is a controversial subject. The point of this discussion should *not* be to explore participants' personal views on abortion, but rather to explore a range of gender issues pertaining to bodily integrity. These issues may help participants to explore their private views on when abortion should be prohibited by law.

The right to bodily integrity (protection against arbitrary violations of the body) is one of the fundamental human rights under international law. For example, article 4 of the African Charter on Human and Peoples' Rights says: "Human beings are inviolable. Every human being shall be entitled to respect for his life and the integrity of his person. No one may be arbitrarily deprived of this right."

Lead participants in a discussion of the following questions:

1. Should it be allowed for someone to force a woman to become pregnant against her will?
2. Should it be allowed for a person to force a pregnant woman to take vitamins? to stop smoking? to refrain from eating or drinking things that might harm the foetus?
3. Who should have a say over whether or not a woman can be forced to continue a pregnancy against her will: the law? her parents? the man who impregnated her?

4. Should it be allowed to force a woman to breastfeed a baby against her will?
5. Should it be allowed to force a man to provide sperm for use in fertility treatments against his will?
6. If a man has already fathered more children than he can support, should the law be allowed to force him to be sterilised? Would your answer be different for a woman?
7. Should the law be able to force a parent to donate a kidney to the parent's child for a kidney transplant that will save the child's life? Would your answer be different if it is the parent who needs the kidney from the child? a sibling who needs a kidney from a sister? a sister who needs a kidney from a brother?
8. Should the law be able to force you to donate blood for the use of a stranger who will die without a blood transfusion?

## 5.9 TRAINING EXERCISE: Gender and decision-making on sexual and reproductive health issues

**Objective:** To explore some of the barriers to women's power to make decisions about sexual and reproductive health.

**Time:** 45 minutes.

Present the following case studies to participants for discussion.

### Case study 1

Goaseb is a thirty year old man who works for a fishing company in Walvis Bay. His wife Martha lives in Khorixas, together with their two children. Goaseb does not want his family to join him at the coast because his job contract will soon be coming to an end and the company has informed him and his colleagues that their contracts will not be extended. Furthermore, his wife is employed as a cashier at one of the supermarkets in her town and it would be difficult for her to get a job at the coast.

Goaseb visits his family twice a month. Sometimes Martha visits him too. It is during one of those visits that Martha found another woman's clothing in her husband's house. She was very upset and confronted him about this. Martha is aware of the dangers of having multiple partners and she fears she might contract HIV. Her husband promised to end the affair but will not agree to go for HIV testing. Martha has asked that they use a condom during sexual intercourse until when they are sure about their status but Goaseb will not hear anything about it. Condoms are to be used on "loose women" not on wives, he reckons, and he says his girlfriend "was a good woman who did not have other partners, besides him".

Martha is adamant that she will not have unprotected sex before they go for testing. Goaseb has threatened to find another woman to meet his needs. The last time he paid his family a visit, he forced Martha to have unprotected sex with him.

1. Is Goaseb's attitude a typical one? Why do some men in Namibia take this attitude?
2. What advice would you give Martha about her options?
3. What can be done to increase gender equality in sexual decision-making?

## Case study 2

Amon has set a condition for his fiancée, Elizabeth, before marrying her. She must conceive and bear a child before he can commit to the marriage. Elizabeth is confused because she fears having a child outside wedlock. And if she fails to conceive, where does that leave her relationship?

1. Why would Amon set such a condition? Is it cultural?
2. What are the choices for Elizabeth?
3. What kind of information would assist Elizabeth to make a wise decision?
4. What advice would you give to Amon, and what advice to Elizabeth?

## 5.10 RESOURCES

### Publications:

These publications may be useful for training purposes:

- *The Essentials of Contraceptive Technology: A Handbook for Clinical Staff*. John Hopkins Population Information Program, 1997. Available at *Sister Namibia* in Windhoek. (See contact details below.)
- Estelle Coetzee in *Sister Namibia*: Vol. 11, No. 1. (May-June 1999), “We call them messing with women’s bodies, They call them immuno-contraceptives”.
- Annette Gabriel in *Sister Namibia*: Vol. 7, No. 5 & 6. (December 1995 – January 1996) “Contraceptive Methods Available in Namibia and how they work”.
- Elizabeth !Khaxas, (ed), *Between Yesterday and Tomorrow: Writings by Namibian Women*, Women’s Leadership Centre, Windhoek, 2005 – a collection of short stories and poems by Namibian women.
- Legal Assistance Centre, *All you need to know about the HIV/AIDS Charter of Rights*, available in English, Afrikaans, Oshiwambo, Otjiherero, Khoekhoegowab, Rukwangali and Silozi.
- Legal Assistance Centre, *HIV/AIDS in the workplace*, available in English, Afrikaans, Oshiwambo, Otjiherero, Khoekhoegowab, Rukwangali and Silozi.
- Legal Assistance Centre, *Training Manual for Trainers on Will Writing and Inheritance in Namibia*, available in English, Afrikaans, Oshiwambo, Otjiherero, Khoekhoegowab, Rukwangali and Silozi.
- Legal Assistance Centre, *Your Guide on how to write a Valid Will*, available in English, Afrikaans, Oshiwambo, Otjiherero, Khoekhoegowab, Rukwangali and Silozi.
- Ministry of Health & Social Services, *A training and resource guide for working with men on issues of human sexuality and reproductive health*, 1997.
- Helliate Rushwaya in *Sister Namibia*: Vol. 9, No. 5 & 6. (November & December 1997), “The Emergency Contraceptive Pill: When morning after means three days later”.
- *Sister Namibia*: Vol. 8, No 1. (March & April 1996), “Contraceptives in Namibia Part II”.

These publications are useful if you want to read more about the issues discussed in this module:

- Heike Becker, “Premarital Sexuality and Customary Law in Northern Namibia” in *Human Rights and Democracy in Southern Africa*, New Namibia Books, Windhoek, 1998.
- Lucy Edwards, “HIV/AIDS, Poverty and Patriarchy: A Gendered Perspective”, !Nara Training Centre: Windhoek, 2004
- Lucy Edwards, “HIV/AIDS, Reproductive and Sexual Autonomy: The limitations of a right based approach”, UNAM, Windhoek, 2005.
- Tom Fox, “The Culture of AIDS – Cultural Analysis and New Policy Approaches for Namibia” in V Winterfeldt and others (eds), *Namibia, Society, Sociology*, UNAM: Windhoek, 2002.
- Pandu Hailonga, *Adolescent Sexuality and Reproductive Behaviour – a social historical analysis in Namibia*, Shaker Publishers, 2005. Due to be reprinted. Copies are lodged with the National Archive, UNAM library and UNFPA.
- Debie LeBeau, “Gender Inequality as a Structural Condition for the Progression of the HIV/AIDS Pandemic in Namibia” in D LeBeau, E Iipinge and Michael Conteh (ed.), *Structural Conditions for the Progression of the HIV/AIDS Pandemic in Namibia*. UNAM: Windhoek, 2004.
- Debie LeBeau (ed.), *2002 Baseline Survey on Sexual and Reproductive Health and HIV/AIDS Among Adolescent and Youth*, UNAM; Windhoek, 2002.
- D LeBeau, T Fox, H Becker and P Mufune, *Taking Risks – Taking Responsibility: An Anthropological Assessment of Health Risk Behaviour in Northern Namibia*, Ministry of Health and Social Services: Windhoek, 1999.
- Selma el Obeid, John Mendelsohn and others, *Health in Namibia: Progress and Challenges*, Ministry of Health and Social Services, 2001.
- Ministry of Health and Social Services, *National Policy for Reproductive Health*, 2001.
- Red Cross, *Namibia’s HIV Action NOW*, booklet is available in six languages: English, Afrikaans, Khoekhoegowab, Oshiwambo, Rukwangali, Silozi, English and Afrikaans. Red Cross, Windhoek.
- Philippe Talavera, *Challenging the Namibian Perception of Sexuality: A case study of the Ovahimba and Ovaherero culture-sexual models in Kunene North in an HIV/AIDS context*, Gamsberg Macmillan: Windhoek, 2002.
- UNFPA/UNAM Research and IEC Material Development Project. *Socio-Cultural Research on Adolescent and Youth Sexual and Reproductive Health: Karas Region, Ohangwena Region and Oshana Region*, UNFPA/ UNAM: Windhoek, 2004.

These publications should be available at the National Library in Windhoek or from the publishers.

- Keulder & LeBeau: *Ships, Trucks and Clubs: The Dynamics of HIV Risk Behaviour in Walvis Bay* (PDF).

This paper summarises the main findings for the Walvis Bay section of a much larger study which looked at the dynamics of HIV risk among fishermen, truck drivers and sex workers. It identifies the reasons why each of the groups is vulnerable, points to efforts to reduce their risk and the challenges faced by those who design and implement these programmes. Available at <http://www.ippr.org.na/Briefing%20Papers/BP36.pdf>



## Videos:

- Home Brewed Productions, **The Worrier** (2001). A young couple coming to terms with a possibility of an HIV/AIDS infection (40 minutes).

Available from:

**Home Brewed Productions**

PO Box 60995

Katutura

Tel: 061 249 883

- Ombetja Yehinga Organisation, **Love can cry** (2002). A collection of short films about HIV/AIDS based on original songs, poems and ideas by learners in Kunene Region.
- Ombetja Yehinga Organisation, **The days are so long**. Relates the story of a young girl infected by HIV, longing for help and support. Luckily, a school mate will react and give her hope and love. (9 minutes)
- Ombetja Yehinga Organisation, **I can't understand**. Relates the true story of Mrs Shipanga, teacher at Alpha Combined School, organising training sessions on HIV/AIDS and condom use with her learners, for rural Ovahimba communities. (11 minutes)
- Ombetja Yehinga Organisation **Amanda**. The story of three wonderful girls from Sesfontein, who adopt respectively abstinence, faithfulness and condom use as a lifestyle. (7 minutes)
- Ombetja Yehinga Organisation, **It is me and you**. Relates the story and struggle of two orphans in Outjo, whose friends organise a large AIDS Awareness Campaign as a symbol of their love and care. (8 minutes)

See contact details for Ombetja Yehinga Organisation below

- Take Control/UNICEF, **Lydia's Room**. A tale of two young women and how they struggle to come to terms with their sister's HIV infection.
- Take Control/UNICEF: **Hans and Ulrike**. A turbulent love story in which Ulrike finds out that she is HIV positive while Hans is in prison.
- Take Control/UNICEF: **Koffie**. A former fisherman in Walvis Bay is living positively with HIV with the help of his girlfriend, Pamela.
- Take Control/UNICEF: **Nelao**. A student at Onguti Secondary School near Ondangwa continues with her life after finding out she and her baby are HIV positive.

Available from:

**Take Control Secretariat**

Ministry of Information & Broadcasting

Private Bag 13344, Windhoek

Tel: 061 283 9111

- Steps for the Future, **House of Love** (2001). Explores the life of sex workers in Walvis Bay, including the threat of HIV/AIDS. (26 minutes)
- Steps for the Future, **Mother to Child** (2001). Looks at the experience of an HIV positive mother finding out how to have an HIV negative child in South Africa. (45 minutes)

Available from:

**Steps for the Future**

Film Resource Unit

PO Box 11065, Johannesburg, 2000

No. 2 President Street, Joburg Building, Newtown, Johannesburg  
South Africa

Tel: 0027 11 838 4280/1

Fax: 0027 11 838 4451

E-mail: zweli@fru.co.za

## Key organisations:

- The **Ministry of Health and Social Services (MoHSS)** has produced training and resource guides on human sexuality and reproductive health that facilitators can refer to during training sessions.

### **Ministry of Health and Social Services (MoHSS)**

Primary Health Care Directorate

Family Health Division

Private Bag 13198

Windhoek

Tel: 061 203 2710

Fax: 061 203 2334

E-mail: [hauala@mhss.gov.na](mailto:hauala@mhss.gov.na)

- The **Take Control Secretariat of the Ministry of Information & Broadcasting**, organises campaigns and produces resources on HIV/AIDS:

### **Take Control Secretariat**

#### **Ministry of Information & Broadcasting**

Private Bag 13344

Windhoek

Government Building, Robert Mugabe Ave

Windhoek

Tel: 061 283 9111

- **Namibia Planned Parenthood Association (NAPPA)** compliments the work of the MoHSS by providing sexual and reproductive health education and services to underserved groups.

### **Namibia Planned Parenthood Association (NAPPA)**

PO Box 10936

Khomasdal

Windhoek

Tel: 061 23 0250

Fax: 061 23 0251

E-mail: [nappa@africaonline.com.na](mailto:nappa@africaonline.com.na)

- **Ombetja Yehinga Organisation (OYO)** aims to decrease the impact of the HIV/AIDS pandemic and related social issues amongst young people in the Kunene, Erongo and Khomas regions. Young people in these regions publish a monthly magazine which often raises issues of reproductive health.

### **Ombetja Yehinga Organisation (OYO)**

PO Box 97217

Windhoek

Tel: 061 254915

Fax: 061 254894

E-mail: [philippe@ombetja.org](mailto:philippe@ombetja.org)

- **Sister Namibia** is a non-governmental human rights organisation which engages in the fields of media, education, research, advocacy and cultural activities in order to promote gender equality.

### **Sister Namibia**

163 Nelson Mandela Avenue, Eros

PO Box 40092

Windhoek

Tel: 061 230 618



# Module 6

## GENDER-BASED VIOLENCE

### 6.1 Objective of the module

- To sensitise participants and equip them with knowledge and insights to enable them to understand their rights and responsibilities to challenge gender-based violence in society.

### 6.2 Target groups

- Boys and girls from age 12 (in and out of school)
- Law enforcement officers
- Teachers
- Political leaders/traditional leaders/church leaders
- Community members.

### 6.3 What is gender-based violence?

**Note for trainer:** During training on gender-based violence, it sometimes happens that participants who have experienced or are experiencing gender-based violence themselves become very upset by discussion of this issue. Be prepared for this. You will need to be supportive without getting emotionally involved. If a participant looks upset, do not ignore the situation but try to speak to her privately. Ask her if she would like to take a break from the training. Tell her you can speak to her about her experience at the tea break or lunch time. It would be very helpful to be able to refer her to an organisation which can help her. (See section **6.9 Resources** below.)

Gender-based violence is violence that is directed against a person on the basis of gender or sex.

The term gender-based violence is most commonly used to refer to violence against women that stems from the unequal power relations between women and men. But not all violent acts committed against women are gender-based violence, and not all victims of gender-based violence are female. Men, women and children can all suffer from gendered forms of violence. For example, violence may be committed against men who do not conform to the view of masculinity which is accepted by their society. Gender-based

violence is different from other types of violence because it is rooted in the behaviours, norms and attitudes that society assigns to people on the basis of their sex. Another side of gender-based violence is that it is mostly men who commit acts of violence against women, children, other men, and themselves.

Gender-based violence plagues every society in every region of the world. It includes physical, sexual, economic and emotional violence. It can be violence in the family, including battering, sexual abuse, marital rape, traditional practices harmful to women and violence-related exploitation. It can be violence within the community, including rape, sexual abuse, sexual harassment and intimidation at work and in educational institutions, trafficking in women and forced prostitution.

***Whether gender violence operates as direct physical violence, threat, or intimidation, the intent is to perpetuate and promote hierarchical gender relations. It is manifested in several forms, all serving the same end: the preservation of male control over resources and power. Although it is most commonly understood as the use of force and physical violence, gender violence may also include emotional and psychological abuse.***

**D Green, *Gender Violence in Africa: African Women's Responses*, 1999**

Participants may be interested to see different approaches to gender-based violence in international and African agreements. An examination of these documents is optional, depending on the group. The information in the boxes could be distributed as hand-outs.

## **INTERNATIONAL DEFINITIONS OF GENDER-BASED VIOLENCE**

In 1993, the United Nations adopted the first international definition of violence against women in its Declaration on the Elimination of Violence against Women:

*any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion, or arbitrary deprivation of liberty, whether occurring in public or private life. (Article 1)*

By using the term “gender-based”, this definition highlights the need to understand violence within the context of women’s and girl’s subordinate status in society. Article 2 of this Declaration listed some of the most common forms of gender-based violence:

*Violence against women shall be understood to encompass, but not be limited to, the following:*

- (a) Physical, sexual and psychological violence occurring in the family, including battering, sexual abuse of female children in the household, dowry-related violence, marital rape, female genital mutilation and other traditional practices harmful to women, non-spousal violence and violence related to exploitation;*
- (b) Physical, sexual and psychological violence occurring within the general community, including rape, sexual abuse, sexual harassment and intimidation at work, in educational institutions and elsewhere, trafficking in women and forced prostitution;*
- (c) Physical, sexual and psychological violence perpetuated or condoned by the State, wherever it occurs.*

The 1995 Beijing Platform for Action adopted the United Nations definition of violence against women, highlighting some additional forms of gender-based violence not explicitly mentioned there, including violations of the rights of women in situations of armed conflict (such as murder, systematic rape, sexual slavery and forced pregnancy), forced sterilisation and forced abortion, coercive or forced use of contraceptives, female infanticide and pre-natal sex-selection.

## GENDER-BASED VIOLENCE IN THE AFRICAN UNION

### Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa

This Protocol, which Namibia has agreed to, defines “violence against women” in Article 1 as

*all acts perpetrated against women which cause or could cause them physical, sexual, psychological, and economic harm, including the threat to take such acts; or to undertake the imposition of arbitrary restrictions on or deprivation of fundamental freedoms in private or public life in peace time and during situations of armed conflicts or of war.*

The Protocol promises that states will treat sexual abuse and violence against women in times of conflict or war as war crimes or crimes against humanity (Article 11.3), and devotes one article entirely to the topic of violence against women:

#### Article 4: The Rights to Life, Integrity and Security of Person

1. Every woman shall be entitled to respect for her life and the integrity and security of her person. All forms of exploitation, cruel, inhuman or degrading punishment and treatment shall be prohibited.
2. State Parties shall take appropriate and effective measures to:
  - a) enact and enforce laws to prohibit all forms of violence against women including unwanted or forced sex whether the violence takes place in private or public;
  - b) adopt such other legislative, administrative, social and economic measures as may be necessary to ensure the prevention, punishment and eradication of all forms of violence against women;
  - c) identify the causes and consequences of violence against women and take appropriate measures to prevent and eliminate such violence;
  - d) actively promote peace education through curricula and social communication in order to eradicate elements in traditional and cultural beliefs, practices and stereotypes which legitimise and exacerbate the persistence and tolerance of violence against women;
  - e) punish the perpetrators of violence against women and implement programmes for the rehabilitation of women victims;
  - f) establish mechanisms and accessible services for effective information, rehabilitation and reparation for victims of violence against women;
  - g) prevent and condemn trafficking in women, prosecute the perpetrators of such trafficking and protect those women most at risk;
  - h) prohibit all medical or scientific experiments on women without their informed consent;
  - i) provide adequate budgetary and other resources for the implementation and monitoring of actions aimed at preventing and eradicating violence against women;
  - j) ensure that, in those countries where the death penalty still exists, not to carry out death sentences on pregnant or nursing women;
  - k) ensure that women and men enjoy equal rights in terms of access to refugee status determination procedures and that women refugees are accorded the full protection and benefits guaranteed under international refugee law, including their own identity and other documents.

## GENDER-BASED VIOLENCE IN THE SOUTHERN AFRICAN DEVELOPMENT COMMUNITY (SADC)

### Addendum on the Prevention and Eradication of Violence against Women and Children

All SADC Heads of State and Government have signed an Addendum to the 1997 Declaration on Gender and Development on the Prevention and Eradication of Violence against Women and Children. This Addendum defines violence as including

*physical and sexual violence, as well as economic, psychological and emotional abuse*

- (a) *occurring in the family, in such forms as threats, intimidation, battery, sexual abuse of children, economic deprivation, marital rape, femicide, female genital mutilation, and traditional practices harmful to women;*
- (b) *occurring in the community, in such forms as threats, rape, sexual abuse, sexual harassment and intimidation, trafficking in women and children, forced prostitution, violence against women in armed conflict; and that*
- (c) *perpetrated or condoned by the agents of the state...*

It recommends the adoption of various measures to respond to and to prevent violence, including:

- the enactment of adequate laws to protect victims and to punish offenders
- the eradication of gender bias in the legal system
- access to counselling, restitution and reparation
- the eradication of elements of traditional norms, religious beliefs and stereotypes which legitimise violence against women and children
- adequate legal, educational, health, social welfare, counselling and other services
- gender sensitisation of service providers
- research on the causes, incidence and consequences of violence against women and children.

This Addendum stresses the need for an integrated approach to these measures, and for the allocation of adequate resources to ensure the implementation and sustainability of the programmes.

### 6.3.1 TRAINING EXERCISE: Identifying gender-based violence

**Objective:** To encourage participants to apply gender analysis to different forms of violence.

**Time:** Flexible, at least 15 minutes.

As an introduction to the topic of gender-based violence, give the participants some of the examples of violence from the list below and ask them to say whether or not the example is a form of gender-based violence.

- Two women and one man are killed in a car hijacking incident. (This is not gender-based violence.)
- A man rapes a woman. (This is gender-based violence. About 95% of all rapes in Namibia are committed against women and girls. Rape often involves ideas about women as objects for the purposes of sexual gratification. Rape is also usually an exercise of power by a man.)
- A man rapes a young boy. (This is also gender-based violence, as the young boy is powerless to stop the perpetrator in the same way as most women who are raped. The perpetrator is using sex as a weapon against someone who is weaker than him.)

- A husband beats his wife when she refuses to have sex with him. (This is gender-based violence. It comes from ideas about wives as property, and the refusal to accept that women have a right to autonomy over their sexuality.)
- A father refuses to provide school fees for his 15-year-old daughter. (This is economic abuse, which is a form of violence. It is probably gender-based violence because it may stem from ideas about the importance of educating boys versus girls, or from the idea that the girl is old enough to find a man to take care of her.)
- A man who is distraught over being unemployed walks into a shop and shoots the three women and two men who happen to be inside before killing himself. (This is not gender-based violence, although the man may be particularly despondent over his unemployment because of the gender stereotype which expects a man to be the breadwinner in the family.)

## 6.4 Why is gender-based violence important?

According to the National Gender Policy on Violence Against Women and Children, gender-based violence against women and children is a violation of Article 8(2)(b) of the Constitution which states that “No person shall be subject to torture or to cruel, inhuman or degrading treatment or punishment”.

Gender-based violence is an obstacle to the achievement of the objectives of equality, development and peace. Gender-based violence against women and children impairs or nullifies their ability to exercise their human rights and fundamental freedoms.

Gender-based violence originates from cultural, traditional and religious attitudes and practices that perpetuate the lower status accorded to women in the family, workplace, the community and society at large. Violence against women and children is made worse by social pressures; women’s lack of access to legal information, aid or protection; inadequate steps to enforce existing laws; and the absence of educational programmes to address violence at all levels.

Gender-based violence is dealt with specifically in two laws in Namibia: the Combating of Domestic Violence Act 4 of 2003 and the Combating of Rape Act 8 of 2000.

### 6.4.1 TRAINING EXERCISE: Gender-based violence in the community

**Objective:** To enable participants to consider the types of gender-based violence that take place in their community and why they take place, and to propose solutions.

**Time:** 1 hour 30 minutes.

Ask the participants to list the types of gender-based violence that take place in their community. Prompt them to include psychological violence (eg excessive jealousy) and economic violence (eg depriving someone of enough to eat) as well as physical violence.

Split the participants into groups and ask each group to perform a role play on one of the types of gender-based violence they identified in the initial brainstorm.

Ask “what are the root causes that lead to this violence?” Ask participants to propose ways of addressing the root causes.

Ensure that participants understand that patriarchy is a social system in which the father is the head of the family and men have authority over women and children. Note that in a patriarchal

society women often behave in a passive way – they avoid conflict, do not express their needs or express their needs in an apologetic manner. This is in contrast to assertive behaviour, which involves standing up for one’s rights, being open and direct, and being able to say “no”.

**Patriarchy:** This literally means “rule by the father”, but more generally refers to a social situation where men are dominant over women in wealth, status and power.

## 6.5 Domestic violence

### 6.5.1 TRAINING EXERCISE: The Combating of Domestic Violence Act 4 of 2003

**Objective:** To enable participants to understand the law on domestic violence.

**Time:** 3 hours

**Introduction:** Domestic violence is violence towards a family member or someone who is in a relationship with the abuser. Although women can be abusers, it is women and children who are most often victims of domestic violence at the hands of men. When children are the victims, the violence is often referred to as “child abuse”. Domestic violence is particularly disturbing because the home and the family should be the place where people can feel the most safe and secure.

Domestic violence is condemned by Namibian leaders. For example, on February 2003, then-President Sam Nujoma said:

*“I would particularly like to express my concern about the recent spate of violent crimes directed against women and children. These crimes represent a gross violation of the fundamental rights of our citizens... These despicable acts of barbarism must therefore be roundly condemned and completely uprooted.”*

However, domestic violence continues to be widespread.

#### Domestic violence figures ‘shocking’

They are figures that were yesterday described as “frightening”: one in five women is in an abusive relationship, and more than a third of women report having suffered physical or sexual abuse at the hands of an intimate partner. .... More than six out of every ten women who find themselves in such violent relationships do not seek help. Further, more than one in every five women in an abusive relationship does not speak to anyone about her situation.

*The Namibian, 26 November 2003, reporting on the results of a World Health Organisation and Ministry of Health and Social Services study entitled An assessment of the nature and consequences of intimate male-partner violence in Windhoek, Namibia*

**Brainstorm:** Ask participants what they understand are acts of domestic violence. Make sure they cover all of the types of domestic violence which are included in the law (see below). Write these up on a flip chart if available, or make a handout of the types of domestic violence.





**Role play:** Alternatively, split the participants into 8 groups and give each group one piece of paper with one type of abuse written on it (eg “physical abuse”, “economic abuse”). Ask participants to act out a role play which describes this type of abuse. Discuss the role plays – adding in anything that has been missed, or correcting anything that was not domestic violence under the law.

### Types of domestic violence:

1. **Physical abuse**, including beating, kicking, burning, choking. This also includes detaining someone by force, or depriving them of food, water, clothes or shelter.
2. **Sexual abuse**, which is rape or forcing someone to engage in any form of sexual contact, or making someone look at sexual material (such as pornographic magazines).
3. **Economic abuse**, including depriving someone of things or money they need to live or should expect to have (such as food or their own wages).
4. **Intimidation**, which is intentionally making someone afraid – by threats or other sorts of behaviour.
5. **Harassment**, which is repeatedly following or communicating with someone in an unwelcome way.
6. **Trespass**, which is entering the home or property of someone without their consent (when they do not share the same home).
7. **Emotional, verbal or psychological abuse**, which requires a **pattern** of serious degrading or humiliating behaviour, such as repeated insults or obsessively jealous behaviour, to be domestic violence under the law.

### Threats or attempts

to carry out any of these acts are also domestic violence.

It is also domestic violence if a **child** is allowed to see physical, sexual or psychological abuse against a family member.



**What is a domestic relationship?** People who are in the following relationships are in what is called “domestic relationships” in terms of the Combating of Domestic Violence Act:

- people who are **married** (civil or customary marriage) or engaged to be married
- people who are **cohabitating** (living together as husband and wife)
- two people who are the **parents of a child** – whether or not they have ever lived together
- **parents and their children**
- other **family members related by blood, marriage or adoption**, IF they live in the same house OR have some other connection between them, such as financial dependency (eg an uncle paying his niece’s school fees)
- **girlfriend and boyfriend.**

The domestic relationship continues for at least one year after separation (divorce, moving out, etc) – but if two people have a child together they have a domestic relationship as long as that child is alive or for at least one year after the child’s death.

### Quiz: Is this domestic violence?

To check if participants have understood the types of domestic violence and the need for there to be a “domestic relationship”. for each example ask them if this is domestic violence and if so, what kind?

1. A child has been naughty and his mother refuses to give him pocket money that week. (Answer: No. This is not economic abuse – domestic violence is not about petty things or about parents reasonably punishing children.)
2. A teenage girl finishes a relationship with a boy. The ex-boyfriend follows her around, watching who she talks to and where she goes. (Answer: Yes. This is harassment.)
3. A woman is living with a man. She says she doesn’t want to have sex with him because he has other girlfriends. He says unless she has sex with him he will have sex with her daughter. (Answer: Yes. This is sexual abuse and intimidation.)
4. A boss says she will not promote her male assistant unless he has sex with her. (Answer: No. These two people are not in a domestic relationship, but this would be sexual harassment under the new Labour Act 15 of 2004 – not yet in force as at June 2006.)
5. A step-father constantly shouts at his step-daughter, swearing at her and telling her she is stupid. (Answer: Yes. This is psychological abuse.)

Ask participants for other examples to discuss.

### What can you do if you are experiencing domestic violence?

Under the law, someone who is experiencing domestic violence can:

- Make an application for a **protection order** at a magistrate’s court (see below for more details).
- If the abuse amounts to a crime (such as hitting which is assault, or stabbing which may be attempted murder, or rape), you can **lay a charge with the police** OR ask the police to give the abuser a **formal warning**.

You can do both of these things at the same time.

### Protection orders:

**Who can apply for a protection order?** Anyone who is experiencing domestic violence. If the person being abused is a minor (under age 21) anyone can ask for a protection order for them. If someone older than 21 is unable to apply for a protection order themselves (for example because they are unconscious or under the influence of alcohol or drugs), someone else can apply on their behalf.

**How do you apply for a protection order?** Go to the magistrate's court. You do not need a lawyer, and the clerk of the court will help you to fill in the forms. You should take any witnesses or evidence (such as medical records) to the court. You may first get an interim (immediate but temporary) protection order and then be called for an enquiry at which the magistrate will listen to both sides of the story and may then grant a final protection order.

**Terms of a protection order:** All protection orders will order the abuser to stop committing domestic violence. A protection order can be adapted to fit the problem. It may include the following provisions:

1. **no weapons** – an order to give a gun or other weapon to the police
2. **no-contact provisions** – ordering the abuser not to come near the abused person or their home or work, or communicate with them
3. **move out of joint household** – if there has been physical violence the abuser can be ordered to move out of the joint household, even if the house is owned by the abuser (in that case it would be only for a period of 6 months)
4. **alternative accommodation** – an order to the abuser to pay rent or arrange another place to stay for the abused person
5. **possession and protection of property** – an order to give the abused person possession of certain property (eg ID card, chequebook, clothes, children's toys) and not to sell or damage any property in which the abused person has an interest
6. **protection of children and maintenance** – the protection order can also include temporary orders for maintenance, or custody of children (day to day responsibility for their care) and access to them (visiting them).

Different parts of the protection order remain in force for different time periods. For example some provisions such as no-contact, can remain in force for up to 3 years, while others, such as maintenance are for only 6 months.



**Some abusers will ignore formal warnings, but the warnings may be helpful in some cases. The complainant is probably in the best position to judge how the abuser will react.**

For a full description of this Act, see **Guide to the Combating of Domestic Violence Act 4 of 2003** – available in *English, Afrikaans, Oshiwambo, Otjiherero and Khoekhoegowab* from the Legal Assistance Centre. (See section **6.9 Resources** below.)

## Group work: What should they do?

Divide the participants into groups of about 5 or 6 people. During your discussions, examples of domestic violence are likely to have been raised. Use these examples for discussion, or the ones below, or use a mix of both. After the group work, participants should report back and then there should be group discussion of the responses.

Ask participants to discuss in groups for each example the question “What should they do?”

1. Martha is living with Rudolph and they have 3 children together. Martha works as a domestic worker 2 days a week and Rudolph is a taxi driver. They live in Rudolph’s house. When Rudolph gets drunk he beats her. The violence is getting worse and more frequent. She is afraid he will kill her. But she is scared to leave because she has very little money and is worried the children will suffer. What should Martha do?

During the follow-up discussion:

- Remind the participants that Martha can ask for a protection order which orders Rudolph to leave the home while she makes alternative arrangements for accommodation.
  - Martha should ask for a maintenance order to be made with the protection order.
2. Petrus is a teacher and is worried about one of his pupils, 7-year-old John. John lives with his uncle while his mother works in Windhoek. John is obviously not fed properly, and comes to school covered in bruises. Petrus has seen the uncle beating John. What should Petrus do?

During the follow-up discussion:

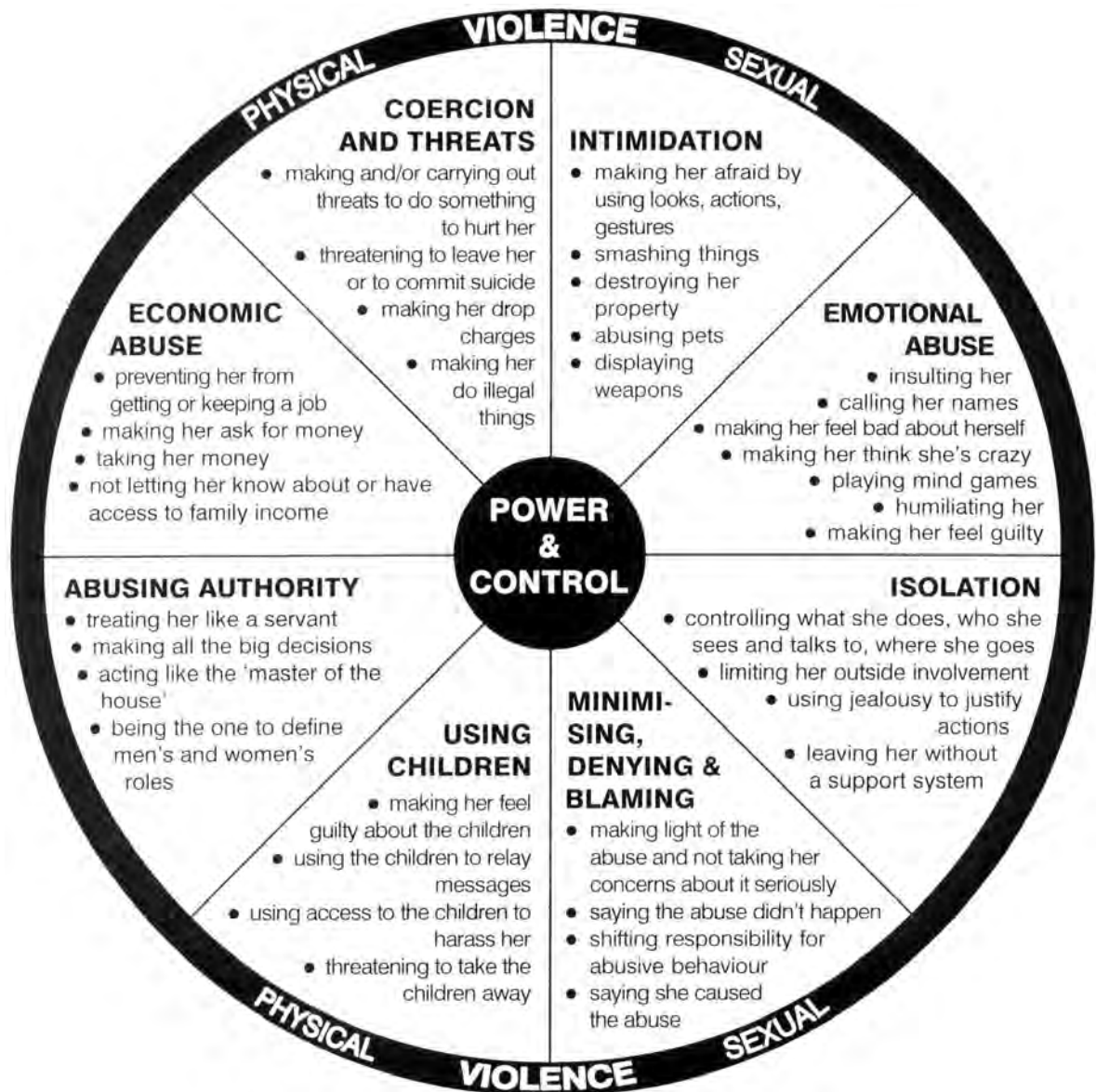
- Remind participants that anyone can apply for a protection order for a minor child or lay a charge with the police in respect of violence against the child.
  - Point out that a social worker should be informed.
  - John’s parents are responsible for providing maintenance for him and failure to do so is a crime in terms of the Children’s Act 33 of 1960. (See section 6.7 below on child abuse.)
3. Amalia is married to a pastor. She is 50 years old. Her husband beats her, locks her in the house when he goes out, and gives her hardly any money for food for the household. Her husband and her children – all of whom are over age 18 – urge her not to tell anyone because it will bring disgrace on the family.

During the follow-up discussion:

- Remind participants that this is both physical and economic abuse.
  - Amalia could apply for a protection order, but in this case perhaps a written warning from the police would be more effective.
  - Amalia could also lay a charge of assault, and when this case comes to court the proceedings will be in private.
- Conclude by explaining or handing out the following three charts:**
- The **Violence Wheel** shows how physical and sexual abuse are related to other forms of power and control in personal relationships.
  - The **Cycle of Violence** shows that as the cycle of violence is repeated, it usually increases in frequency and severity – the “honeymoon” is a short-term phase.
  - There is an alternative! The **Non-Violence Wheel** shows behaviours based on equality rather than power. It provides ideas for setting goals and boundaries in personal relationships.

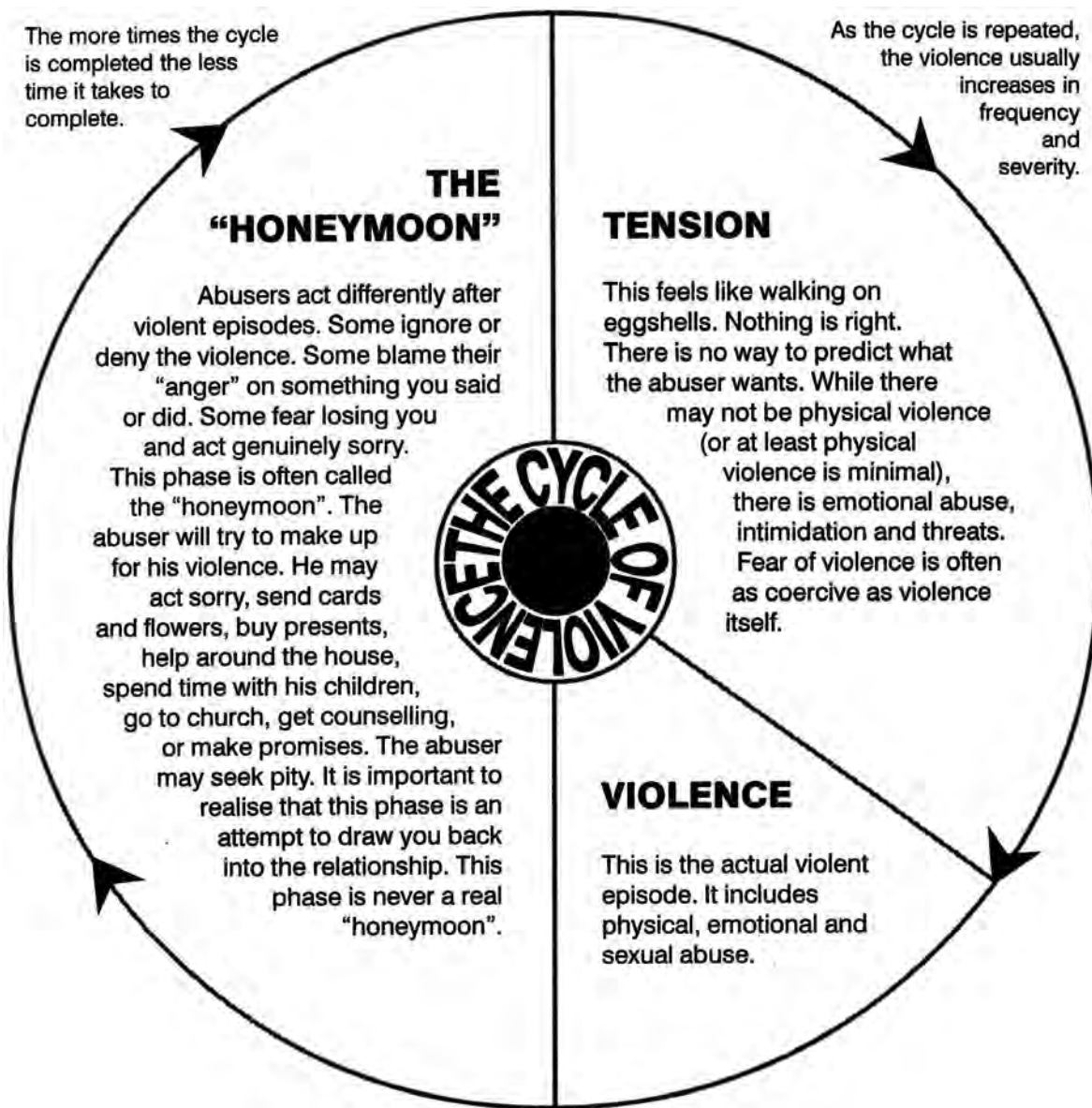


# VIOLENCE WHEEL



The Violence Wheel shows how physical and sexual abuse are related to other forms of power and control in personal relationships. The more subtle forms of control may lead to physical violence, or alternate with outbreaks of physical violence.

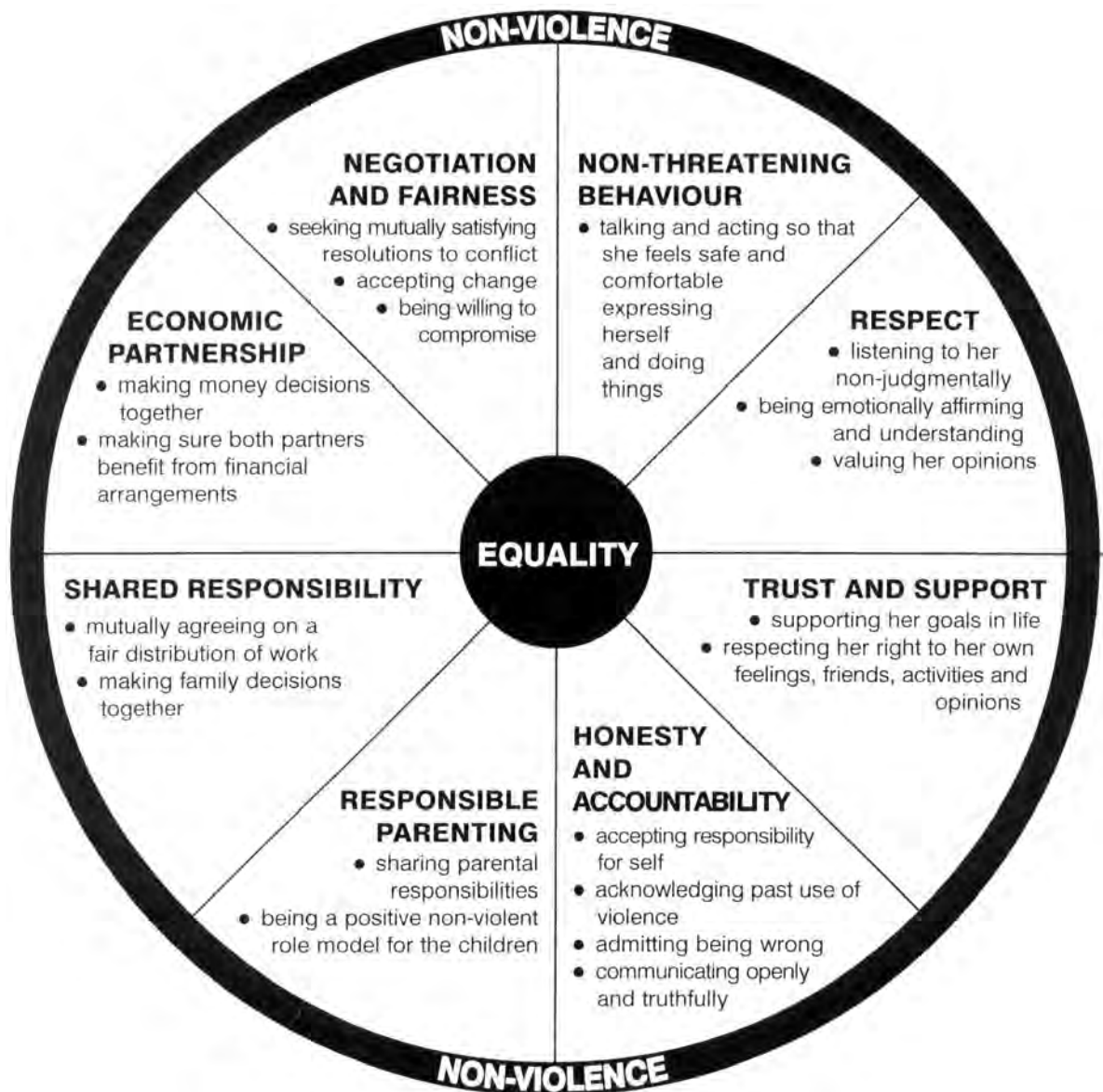
# THE CYCLE OF VIOLENCE



**The cycle of violence is a recurring pattern where the offender swings between affectionate, remorseful and calm behaviour to periods of tension that grow into physical, sexual or emotional violence.**



# NON-VIOLENCE WHEEL



**The Non-Violence Wheel shows behaviours based on equality rather than power. It provides ideas for setting goals and boundaries in personal relationships.**

## 6.6 Rape

### 6.6.1 PRESENTATION AND DISCUSSION: Legal definition of rape

**Time:** 1 hour 30 minutes.

**Training points:** Explain to participants that you will use the legal and technical terms for parts of the body and sexual acts. Although some participants may feel a little embarrassed, this will make the law clear.

#### Introduction:

The definition of rape in the **Combating of Rape Act 8 of 2000** is the “intentional commission of a sexual act under coercive circumstances”. The definition needs further explanation of the meaning of “sexual act” and “coercive circumstances”.

“Sexual act” covers the most intimate kinds of sexual contact, namely:

- the insertion (to even the slightest degree) of the penis into the vagina or anus of another person (with the term “vagina” including the external female genitalia)
- the insertion of the penis into the mouth of another person
- the insertion of any other part of the body into the vagina or anus
- the insertion of any object into the vagina or anus (excluding the insertion of objects as part of normal medical procedures)
- cunnilingus, which is oral stimulation of the genitals
- any other form of genital stimulation.

“Coercive circumstances” includes force, threats of force, and other situations which enable one person to take unfair advantage of another. It includes all the following circumstances listed below, but it can also include other forms of coercion, which are not mentioned in the law.

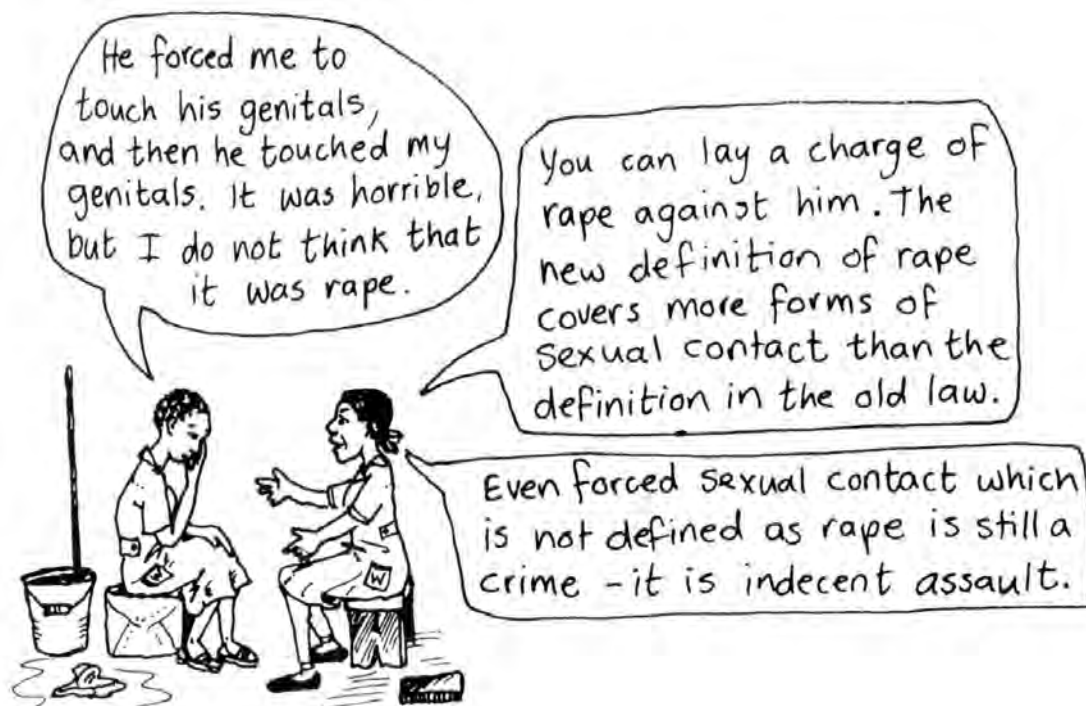
- physical force against the complainant (victim/survivor) or another person
- threats of physical force against the complainant or another person
- threats to cause harm other than bodily harm to the complainant or another person, in circumstances where it is not reasonable for the complainant to disregard the threats
- the complainant is unlawfully detained
- the complainant is –
  - physically or mentally disabled
  - drunk or drugged
  - asleepand cannot understand what is happening or is unable to communicate unwillingness
- the perpetrator pretends to be another person
- the presence of more than one person is used to intimidate the complainant (gang rape)
- the complainant is under the age of 14 and the perpetrator is more than 3 years older

Note also that the **Combating of Immoral Practices Amendment Act 7 of 2000** has given additional protection to boys and girls under the age of 16, where there is sexual contact with someone more than 3 years older. This is a lesser crime than rape, but it covers any “indecent or immoral act” as well as “sexual acts” (which are defined above).

**Emphasise** that there are four key differences between the old definition of rape and the new one:

- The new Act treats males and females equally – it is “gender-neutral”. Now it is possible for men and boys to lay a charge of rape under the Act
- The new Act makes it an offence for a husband to rape his wife.

- The new Act focuses on “coercion”. Under the old law, the focus was on “consent” and in court rape survivors were often asked humiliating questions about their past sexual history, or what they were wearing when they were raped, in an attempt to prove that they consented to this sexual act. Now the focus is on coercion – proving the complainant was subjected to violence, threats, or was taken advantage of.
- The new Act covers a variety of sexual acts. Previously, rape was said to have occurred only when the penis was inserted into the vagina. Sexual assaults on young girls could not be prosecuted as rape if penetration could not be proved. The new Act covers other types of sexual acts, including attempting to penetrate young girls.



### Discussion:

- Ask participants if they have any questions or comments. Discuss.
- To test participants’ understanding, you can ask “Is this rape?”
  - A girl is taken to the riverbed by her boyfriend and when they get there his friends are waiting to have sex with her. She is too scared to say anything and she lets them have sex with her. (Yes)
  - The uncle of a small girl fondles her private parts (Yes)
  - A married woman who is HIV+ has an agreement with her HIV+ husband that they will use condoms so they do not increase their infection level. He comes home drunk and forces her to have sex without a condom. (Yes)

For a full description of this Act, see **Guide to the Combating of Rape Act 8 of 2000** – available in *English, Afrikaans, Oshiwambo, Otjiherero* and *Khoekhoegowab* – from the Legal Assistance Centre. (See section **6.9 Resources** below.)

## 6.6.2 TRAINING EXERCISE: Statistics on rape and attempted rape

**Objective:** To inform participants about the prevalence of rape and consider actions to encourage reporting of rape in communities.

**Time:** 2 hours.

Explain that the number of reported rapes is increasing. Give participants the statistics on rape and attempted rape from Table 1 and Table 2 for their region. Give the statistics of two other regions – the one that has the highest number of rapes, and the one that has the lowest.

**Table 1: Reports of rape and attempted rape by region, 2000-2005**

REGION	2000		2001		2002		2003		2004		2005	
	#	%	#	%	#	%	#	%	#	%	#	%
Caprivi	43	5%	30	3%	43	4%	38	3%	30	3%	29	2%
Erongo	90	10%	79	9%	83	9%	85	8%	83	7%	74	6%
Hardap	77	9%	84	9%	98	10%	95	9%	98	9%	104	8%
Karas	55	6%	76	8%	76	8%	68	6%	78	7%	79	7%
Kavango	71	8%	57	6%	45	5%	51	5%	58	5%	64	5%
Khomas	176	21%	144	16%	150	15%	189	17%	236	21%	216	18%
Kunene	32	4%	79	9%	61	6%	74	7%	61	5%	65	5%
Ohangwena	62	7%	61	7%	62	6%	87	8%	81	7%	107	9%
Omaheke	61	7%	73	8%	62	6%	74	7%	91	8%	86	7%
Omusati	30	4%	34	4%	53	5%	50	4%	65	6%	75	6%
Oshana	45	5%	49	5%	77	8%	105	9%	76	7%	81	7%
Oshikoto	34	4%	56	6%	69	7%	84	8%	88	8%	80	7%
Otjozondjupa	78	9%	79	9%	96	10%	117	10%	106	9%	124	10%
TOTAL	854	100%	901	100%	975	100%	1117	100%	1151	100%	1184	100%

Calculations rounded to the nearest percentage.

**Table 2: Comparison between regional share of reported rape and attempted rape cases & regional share of population, 2000-2005**

REGION	Average percentage of total rape and attempted rape cases, 2000-2005	Percentage of total national population in 2001 census	Difference
Caprivi	3%	4%	+1
Erongo	8%	6%	-2
Hardap	9%	4%	-5
Karas	7%	4%	-3
Kavango	6%	11%	+5
Khomas	18%	14%	+4
Kunene	6%	4%	-2
Ohangwena	7%	13%	+5
Omaheke	7%	4%	-3
Omusati	5%	13%	+6
Oshana	7%	9%	+2
Oshikoto	7%	9%	+2
Otjozondjupa	10%	7%	-3

Population figures are based on Republic of Namibia, 2001 Population and Housing Census: National Report, Basic Analysis with Highlights, July 2003, Table I.2.1, rounded to the nearest percentage.

**Discussion:** Ask participants why there are these differences. Discuss.

**You should make the following points:**

- **Tradition:** This can work in two ways. In the cities, more rape may take place because traditional values are more likely to be ignored. However, in some traditions rape is seen as very shameful for the victim and their family, or a normal part of life, and is thus less likely to be reported in the rural areas where traditional values are strong.
- **Blaming women:** Some people say that women get raped because they wear revealing clothes and go out late at night. But young babies and old women are also raped. And most people are not raped by strangers but by family members or friends. Rape is not a crime motivated by sexual desire, but motivated by anger and a desire to have power over somebody.

Experts believe that most rapes go unreported. Some people believe that the actual number of rapes in Namibia is increasing, whilst others believe more rapes are being reported because Namibia now has improved laws on rape and because people are becoming more educated about this kind of violence. There is no clear evidence to prove either theory is correct. However, compared to other countries, Namibia has a high number of reported rapes relative to its population. About one third of reported rapes in Namibia involve children as the victims/survivors.

**Discussion:** Ask participants what stops people from reporting rape. How can people be encouraged to report rape? Discuss.

**You should make the following points:**

- If rapes are not reported, the rapist is free to rape again.
- The new Act makes it a crime for the media to identify rape victims/survivors, and at the court hearing the rape case will be closed to any outsiders, so victims/survivors should not be afraid of publicity if they report the rape.
- Communities must take a stand and say rape is not acceptable. Families of suspected rapists must not threaten the rape victim/survivor.

**Action plan:** Ask participants to draw up an action plan in groups to encourage victims/survivors of rape to report the rape to the authorities. Action plans should include: who, what, when and how. They should also have a strong component of evaluation built in.

### 6.6.3 TRAINING EXERCISE: What to do if you have been raped

**Objective:** To ensure participants understand what to do if someone has been raped.

**Time:** 2 hours.

Ask participants what they believe someone who has been raped should do.

Check that the following points have been covered:

1. Do not wash or change your clothes or tidy the place where the rape took place.
2. Report the rape at the nearest Women & Child Protection Unit or police station. Take a friend or relative with you for support if possible.
3. Have a medical examination as soon as possible. This can provide importance evidence for the court. The police should arrange the medical examination.
4. Ask the doctor or nurse for PEP (post-exposure prophylaxis). See box below. Ask the doctor for the morning-after pills. These will protect you against pregnancy if taken within 72 hours of the rape occurring. (See Module 5 for more information on this emergency contraceptive.)



## Post-Exposure Prophylaxis (PEP)

PEP is a course of antiretroviral drugs which can give significant protection against HIV infection if it begins within 24-72 hours of the rape – the sooner the better.

PEP treatment for rape survivors is available at all district hospitals, and is offered at no cost. If PEP is not available at the medical centre (such as a clinic) where the survivor seeks help, the medical personnel and the police have a responsibility to make arrangements for the survivor to access it elsewhere.

It is very important for survivors to finish the month-long treatment of PEP, even if they test HIV negative after the assault.

5. Get counseling to help you to deal with the after-effects of the rape. Someone who has been raped will experience many different after-effects, such as crying, shaking, vomiting, loss of memory, feeling fear, guilt, shame, anger, being “frozen” and feeling suicidal. These can continue for many years. Counseling can help a rape survivor deal with these after-effects.



### Example: What should Mary do?

Read the following story to the participants. Ask what they would do.

“Mary, a married woman friend of yours arrives at your home late at night. She is crying and very upset. She and her husband had an agreement to use condoms. Today he lost his job and came home drunk and angry. He tore her clothes off and put his penis in her anus, without using a condom. She has never heard of this kind of sex. She is torn and bleeding and doesn’t know what to do. She does not want to report her husband to the police.”

Ask participants to discuss what advice they would give to Mary.

### You should make the following points:

- Explain to Mary that what happened was rape.
- Be very gentle with Mary, and keep calm yourself.
- If Mary does not want to report the rape, you should not try to force her to go to the police.
- Go with her to a hospital or clinic as she is injured. If Mary knows she is HIV- or if she does not know her HIV status, ask the doctor to give her PEP.
- Encourage her to talk to someone she trusts about the problem, such as a family member who could talk to the husband about his behaviour.
- Arrange counseling for Mary if possible.
- Be supportive, don’t tell anyone else about this situation, and continue to show that you are her friend.



## 6.7 Child abuse

### Definition: Child abuse

The **Children's Act 33 of 1960** defines "ill-treatment or neglect of children" to be: "the neglect, ill-treatment or abandoning of a child if the child is likely to suffer unnecessarily or be injured or detrimentally affected".

- This includes abuse by the child's parent, custodian or guardian, or abuse which the parent, custodian or guardian allows to take place.
- It is an offence under the Children's Act for any person legally liable to maintain a child who, while able to do so, fails to provide that child with adequate food, clothing, lodging and medical aid.
- It is also an offence for a person with responsibility for a child who is unable to provide the child with adequate food, clothing, housing or medical aid, to fail to take reasonable steps to obtain assistance for the child from any other person legally liable to maintain the child, or from any available authority or organisation.

All of the forms of domestic violence defined above can be committed against children. Section 2(2) of the **Combating of Domestic Violence Act 4 of 2003** says that it is also psychological abuse of a child where a person repeatedly –

- (a) causes or allows the child to see or hear the physical, sexual, or psychological abuse of a person with whom that child has a domestic relationship; or
- (b) puts that child, or allows that child to be put, at risk of seeing or hearing such abuse.

Child abuse, like domestic violence against adults, can also involve crimes such as attempted murder, rape, indecent assault or assault.

Some broader definitions of child abuse are contained in the **Convention of the Rights of the Child** which Namibia has ratified. In terms of Article 19(1), governments have a duty to protect children from "... all forms of physical or mental violence, injury or abuse, neglect or negligent treatment, maltreatment or exploitation, including sexual abuse, while in the care of parent(s), legal guardian(s) or any other person who has the care of the child."

This Convention also has separate articles on the protection of children from economic exploitation, drug abuse, sexual exploitation and sexual abuse, abduction, trafficking, torture or other cruel, inhuman or degrading treatment or punishment, involvement in armed conflicts and "all other forms of exploitation prejudicial to any aspects of the child's welfare".

### 6.7.1 TRAINING EXERCISE: Understanding child abuse and the laws against it

**Objective:** To make sure that participants fully understand the concept of child abuse and the protection children have under the law.

**Time:** 2 hours.

#### Legislation to protect children:

The **Combating of Domestic Violence Act 4 of 2003** is dealt with above.

The **Combating of Rape Act 8 of 2000** is dealt with above.

The **Combating of Immoral Practices Act 21 of 1980**, as amended by the **Combating of Immoral Practices Amendment Act 7 of 2000**, provides for penalties of either imprisonment or a heavy fine for any person who commits or attempts to commit a sexual act with a child under the age of sixteen years and who is more than three years older than such a child.

The **Criminal Procedure Amendment Act 24 of 2003** makes special arrangements for children and other vulnerable witnesses who must testify in court. These include:

- use of child-friendly courts
- letting the child give testimony outside of the court, eg in the magistrate's office
- re-arranging court room furniture
- allowing the child close contact with a support person (social worker, parent or friend who is not a witness)
- putting questions to the child through the presiding officer or some other intermediary, such as a social worker or psychologist trained in working with children.

The **Maintenance Act 9 of 2003** rules that parents have a legal duty to maintain their children who are unable to support themselves. Both parents have the responsibility for the support of their children regardless of whether the children are born inside or outside of a marriage and whether or not the parents are subject to any system of customary law.

The **Children's Status Bill** is currently before parliament (as of June 2006). This bill is designed to provide for equal treatment for children born outside of marriage.

The **Child Care and Protection Bill** is likely to be passed in 2006/7 and will replace the Children's Act 33 of 1960. This bill is primarily concerned with children in need of care and protection – particularly abused children. No draft is currently available.

**Brainstorm:** Ask participants to brainstorm the likely effects of child abuse.

You should make sure that the following effects are noted:

- Child behavioural problems – violence, withdrawal, lack of concentration (affecting school work)
- Children who grow up in violent homes are more likely to turn to crime, drop out of school, and form violent families when they grow up.

**Note:** Corporal (physical) punishment has been banned in Namibian schools. However it is still legal for parents to use "reasonable chastisement" (punishment) against their children. This issue may be debated as part of the Child Care and Protection Bill.

**Action plan:** Ask the participants to draw up action plans in groups, on "How we can stop child abuse in our community". Action plans should include: who, what, when and how. They should also have a strong component of evaluation built in. Participants may want to discuss methods of disciplining children other than corporal punishment.

## 6.8 Closing story

Read this story to the participants as an illustration of how knowledge of the law can transform the lives of vulnerable women and children.

"Elizabeth was a 29 year-old unemployed mother of 3. Although Elizabeth passed grade 12, her husband, Augustine, did not want her to work. He was very jealous and did not want her to talk to men. If he thought she had looked at another man, he beat her. The violence started getting worse. Elizabeth asked the advice of her husband's uncle, and her own father. These men both told Elizabeth that being beaten was part of being married. But Elizabeth was worried about the children, who saw her being beaten repeatedly. Ten-year-old Victor was having problems at school. He was always getting into fights with other children. His 8-year-old sister, Erica, was very withdrawn and shy, and cried when she had to go to school. The youngest boy Joel, aged 7, was still wetting his bed and having nightmares – especially on those nights when his father beat his mother.

One Sunday at church, Elizabeth was approached by a neighbour, Linda. Linda had heard screams coming from Elizabeth and Augustine's house. She had also seen Elizabeth bruised and limping after fights with Augustine. Linda told Elizabeth how to apply for a protection order. She went to the court with Elizabeth and made a statement saying she had heard the abuse.

Elizabeth was very scared, but the magistrate told her that he would give her a protection order to help her. Augustine was ordered to move out of the house for 6 months, and to pay maintenance for the children.

Although at first Elizabeth's parents were unhappy about the arrangement, they soon changed their mind. Elizabeth got a job and changed from a timid and frightened woman into a smiling, confident young lady. After some months, it was obvious how happy the children were – they all started doing better at school and playing happily with their friends.

Although it had taken a lot of courage for Elizabeth to take this step, she realised it was the best thing for herself and her children."

## 6.9 RESOURCES

### Publications:

These publications are useful for training purposes:

- Legal Assistance Centre, *Guide to the Combating of Rape Act, 2001* (English, Afrikaans, Oshiwambo, Otjiherero, Khoekhoegowab, Silosi)
- Legal Assistance Centre, *Guide to the Combating of Domestic Violence Act, 2005* (English, Afrikaans, Oshiwambo, Otjiherero, Khoekhoegowab)
- Legal Assistance Centre, *Namibia Domestic Violence and Sexual Abuse Service Directory, 2005* – a directory of services available for victims of domestic violence and sexual abuse.
- Legal Assistance Centre, *Guidelines for Service Providers on the Combating of Rape Act, 2005* – aimed at police, prosecutors, magistrates, medical professionals, social workers and counselors.
- Legal Assistance Centre, *Guidelines for Service Providers on the Combating of Domestic Violence Act, 2005* – aimed at police, prosecutors, magistrates, medical professionals, social workers and counselors.
- Petrus Haakskeen, *So cry the abused mother and child: Poetry on violence against women and children*, published by Legal Assistance Centre, 2003.

The publications above are available from:

#### Legal Assistance Centre

4 Korner Street

PO 604

Windhoek

Tel: 061 223 356

Fax: 061 234 953

E-mail: [info@lac.org.na](mailto:info@lac.org.na)

Website: [www.lac.org.na](http://www.lac.org.na).

- Desert Soul, *Stop the abuse against women*, comic-book style magazine. Due to be published in August 06 in English, Afrikaans, Oshiwambo, Oshihherero and Silozi. Will be available from Namiba Red Cross Society (see address next page).

### Namibia Red Cross Society

Red Cross Centre, Katutura

PO Box 346

Windhoek

Tel: 061 235 226

Fax: 061 228 949

E-mail: [desertsoul1@redcross.org.na](mailto:desertsoul1@redcross.org.na)

Website: [www.ifrc.org](http://www.ifrc.org)

These publications are useful if you want to read more about the issues discussed in this module:

- Rachel Jewkes, SMH Rose-Junius and others, *Child Sexual Abuse and HIV: Study of Links in South African & Namibia*, Medical Research Council, Pretoria, 2003.
- Debie LeBeau, “The Changing Status of Women in Namibia and its Impact on Violence against Women”, in Ingolf Diener and Olivier Graefe (eds), *Contemporary Namibia: The first landmarks of a Post-apartheid Society*, Gamsberg MacMillan, Windhoek, 2001.
- Ministry of Health and Social Services, *An assessment of the nature and consequences of intimate male-partner violence in Windhoek, Namibia: A Sub study of the WHO Multi-Country Study on Women’s Health and Domestic Violence*, 2004.
- SMH Rose-Junius, V Tjapepua, and J de Witt, “An Investigation to Assess the Nature and Incidence of Spouse Abuse in Three Sub-Urban Areas in the Karas Region, Namibia”, 1998
- United Nations Development Programme, *Namibia: Human Development Report 2001: Gender and Violence in Namibia*, UNDP Namibia, 2000.

These publications should be available at the National Library in Windhoek or from the publishers.

### Videos:

These videos are useful for training sessions, as ways to spark discussion and debate.

- Multi-Media Campaign on Violence against Women and Children, ***A Trust Betrayed*** (2000). A Namibian video in English dealing with rape and incest. (60 minutes)
- Legal Assistance Centre, ***Love and Respect*** (2001). A drama about rape and domestic violence available in English, Afrikaans, Otjiherero, Oshiwambo and Khoekhoegowab, particularly suitable for rural audiences. (approximately 1 hour)
- Legal Assistance Centre, ***Whispers in the Wind*** (2002). A drama about domestic violence in Namibia, dealing with child abuse and HIV/AIDS, available in English only. (74 minutes)
- Legal Assistance Centre, ***This is Child Abuse*** (2003). Five short “cartoon” spots on subtle forms of child abuse collected in one video which can be useful to spark discussion on different forms of child abuse. (about 10 minutes)

Copies of all of these videos are available from the Legal Assistance Centre (contact details above).

- Namibian Police/UNICEF: ***The Roles and Functions of the Woman and Child Protection Unit: A documentary on the work of the WACPU in Namibia***, 2005 (26 minutes)

Available from:

D/C Inspector Shatilweh

Namibian Police

Tel: 061 209 4395

## Key organisations:

- **Ministry of Gender Equality and Child Welfare** has offices in all regions. Staff can provide advice and training.

### **Ministry of Gender Equality and Child Welfare**

Juvenis Building, Independence Avenue

Private Bag 13359

Windhoek

Tel: 061 283 3111

Fax: 061 238 941

E-mail: [genderequality@mgecw.gov.na](mailto:genderequality@mgecw.gov.na)

- **Women & Child Protection Units (WACPU)** were established by NAMPOL to provide sensitised and integrated services to victims of violence and abuse. There is a WACPU in every region. The local police will have details of the nearest WACPU.
- **Legal Assistance Centre** can provide advice and training.

### **Legal Assistance Centre**

4 Korner Street

PO 604

Windhoek

Tel: 061 223 356

Fax: 061 234 953

E-mail: [info@lac.org.na](mailto:info@lac.org.na)

Website: [www.lac.org.na](http://www.lac.org.na)

- **LifeLine/Childline Namibia** provides a confidential telephone counselling service, face-to-face counselling by appointment and a number of programmes including the Childline Lifeskills Schools Programme Focusing on the Prevention and Awareness of Sexual Abuse, Molestation, Domestic Violence and HIV/AIDS. LifeLine also has an outreach centre in Rundu (tel: 066 255 354) and offices in Ondangwa (tel: 0652 46252) and Eenhana (tel: 081 127 8272).

### **LifeLine/Childline Namibia**

45 Bismarck Street

PO Box 5477

Windhoek

Tel: 061 22 6889 (office)

061 23 2221 (crisis)

Fax: 061 22 6894

- **The PEACE Centre** (People's Education, Assistance and Counselling for Empowerment Centre) provides counselling for traumatised victims of violence.

### **The PEACE Centre**

26 Rhino Street

PO Box 50617

Bachbrecht

Windhoek

Tel: 061 37 1550

Fax: 061 37 1555

E-mail: [info@peace.org.na](mailto:info@peace.org.na)

- **Philippi Trust** provides counselling based on Christian principles, and training in counselling.

**Philippi Trust**

John Meinert Street

PO Box 4447

Windhoek

Tel: 051 259 291

Fax: 061 259 210

E-mail: [philippi@mweb.com.na](mailto:philippi@mweb.com.na)







The Ministry of Gender Equality and Child Welfare acknowledges and extends its gratitude to the LAC for its assistance in drafting and finalising this *Gender Training Manual and Resource Guide*, and to UNDP and FES for providing financial assistance which made the existence of this valuable publication possible.



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