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**ASSESSMENT OF STAFF MEMBERS' UNDERSTANDING OF GENDER MAINSTREAMING
AND CONTRIBUTION TO GENDER EQUALITY
MINISTRY OF GENDER EQUALITY, NAMIBIA**

A Research Project
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DEDICATION

This research is dedicated to my mother, brothers and sister for their support and encouragement.

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List of Abbreviations

CEDAW	Convention on the Elimination of All Forms of Discrimination Women
ECOSOC	Economic Commission and Social Council
LaRRI	Labour Resource and Research Institute
MGECW	Ministry of Gender Equality and Child Welfare
NGM	National Gender Machinery
NGP	National Gender Policy
NLFS	Namibia Labour Force Survey
NPC	National Planning Commission
OVC	Orphans and Vulnerable Children
SADC	Southern African Development Community
UN	United Nations
UNAM	University of Namibia
UNDP	United Nations Development Program
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund

ABSTRACT

The study which was conducted in Windhoek in the Ministry of Gender Equality and Child Welfare looked into the understanding of staff member of gender mainstreaming and their contribution to gender equality in Namibia. The Ministry was established in 2000 with the mandate to ensure gender equality and equitable socio-economic development of women and men and the well-being of children. In 2003, a study was conducted by the University of Namibia to assess the status of gender mainstreaming in my organisation and several weaknesses were found such as lack of trained staff members and financial constraints to implement gender mainstreaming programmes. Now, in 2011, I wanted to take stock and see if improvement were made.

However, gender mainstreaming in Namibia is still hampered by lack of expertise, lack of interest and cultural attitudes constraints in the field of gender.

The study focused on several questions: Field of specialization of staff members in the ministry, their understanding of gender mainstreaming, workshop attended on gender mainstreaming, their duties and responsibilities, program contribution to gender equality as well as challenges faced in implementing gender mainstreaming programmes. Random sampling was used to select respondents for this research. This thesis provides findings and analysis of responses to the study, as well as conclusions and recommendations.

The results of the research indicated that the Ministry is committed to the promotion of gender equality. The study also revealed that policies and programmes are in place to ensure that gender is mainstreamed in all sectors. Limited capacity and lack of trained personnel on gender issues remain a challenge for the ministry which affects the implementation of gender mainstreaming programmes. It was clear that some staff members in other directorates had limited understanding of gender mainstreaming. It is for this reason that the study recommends that the Ministry should build capacity on gender mainstreaming for all staff members in order to enhance their knowledge and understanding on gender mainstreaming, and analysis in order to contribute effectively to gender equality in Namibia. There is a need for government to allocate adequate resources for gender mainstreaming due to the fact that most funding has been moved to cater for orphans and vulnerable children to change in donor interests with priorities on HIV/AIDS.

CHAPTER 1: INTRODUCTION

1.1   Background Information

Namibia being a signatory to the Millennium Declaration of 2000, participated in the 1995 Beijing United Nations Fourth World Conference on Women with other member states. The Beijing Platform for Action, which was an outcome of this gathering, is a powerful platform and agenda for the empowerment of women. Gender Mainstreaming was identified as the most important mechanism to reach the ambitious goal of gender equality. Throughout the process, international institutions have provided a variety of support to governments and civil society alike, be it analytical, institutional, or financial in nature. The platform calls for the integration of gender perspectives in all policies and programs, mainly on concrete measures to address the areas of concern such as women and poverty, Education and Training of women, Women and Health, Violence against Women, Women and Armed Straggle Conflict, Women and the economy, Women in Power and Decision Making, Institutional mechanism for the advancement of women, Human rights of women, Women and the media, Women and the environment as well as the Girl-Child. The priority The platform, called among others, for action to protect and promote the human rights of women and the girl child as the integral part of the universal human rights; to eradicate the persistent and burden of poverty on women; to remove all obstacles to women full participation in public life and decision making at all level including the family; to eliminate all forms of violence against women; to ensure equal access for girl children and women to education and health services; to promote economic autonomy for women and ensure their access to productive resources.

The platform therefore places heavy responsibilities on governments in partnership with NGO's and civil society to effectively implement policies and measures called upon in the documents. Namibia is then required to report on the progress that they have made so far in their country. Based on this Namibia compiled and adopted the first National Gender Policy in 1997. This marked an important step towards the attainment of gender equality in Namibia. The policy was aimed at closing the gaps which were created by past socio-economic, political and cultural inequalities which existed in the Namibian society. The policy document provided a framework to guide the implementation of programmes aimed at meeting expectations of the Namibian people, especially women, to attain fundamental freedoms and be equal to their male counterparts with regard to participation in all developmental programmes and nation building efforts. In order to realize the goals and objectives set out in the National Gender Policy, the National Gender Plan of Action was formulated as a five year plan covering the period 1998 to 2003 and was adopted later in 1998. By adhering to a process of consultation, the current National Gender Policy and Plan of Action have been reviewed. The findings emanating from the review process indicate that the level of success achieved has been more in some areas of implementation such as education than in other areas of concern. It was also found that there are many factors which hindered the full implementation of the policy and accompanying action plan. These include inadequate knowledge of gender mainstreaming, lack of skills regarding gender analysis and poor coordination between the stakeholders and the Ministry of Gender Equality, as a lead agency.

Since the policy was formulated in 1997. There are new and emerging issues at national, regional and global level which might influence the attainment of gender equality. Among them are the worsening of HIV/AIDS pandemic, international economic development issues, globalization and climate change and human trafficking.
All these factors have a disproportional and direct impact on the livelihoods of women and girl – children. While these issues present challenges they also provide opportunities for the Ministry of Gender Equality to address issues of gender equality in Namibia.

The National Gender Policy is formulated to provide guidance for stakeholders and institutions at all level, and to ensure that they always consider a gender perspective in their planning and programming processes. The priority for Namibia in the policy are; Gender, Poverty and Rural Development, Gender, Education and Training, Gender, Health, Reproductive Health and HIV/AIDS, Gender- Based Violence, Gender Trade and Economic Empowerment, Gender, Governance and Decision-Making, Gender, Media, Information and Communication, Gender, and the Environment, The Girl-Child, Gender, Legal Affairs and Human Rights, Gender, Peace-Building, Conflict Resolution, and Natural Disaster Management and Gender Equality in the Family, (NGP, 2010,p.9).

This study is organised into five chapters: Each chapter contains several themes. Chapter one is an introductory part of the thesis. It provides brief background information of Namibia, problem statement, objective of this study, research questions, significance of the study, scope and limitations of the study and organisation of research report. Chapter two covers conceptual framework and literature review. This chapter presents several concepts about gender mainstreaming and gender equality. It also covers literature undertaken that are relevant to this study. Chapter three presents the methodology used in conducting this research. It covers the selection of the study area, research strategy, sources of data collection, methods of data collection and data analysis. Chapter four presents findings from data collection and discussion of the findings with support from literature review. Chapter five presents the conclusion and recommendations from the study.

1.2   Political Administrative Situation
After independence, Namibia adopted a constitution, which is the fundamental law of the country. Gender equality is enshrined in the constitution, which declares that discrimination based on sex is against the law. Furthermore, it recognizes the previously disadvantaged positions of black men and women and encourages the implementation of affirmative action policies, which advance women's social status and roles within society (Namibian Constitution 1990: Article 10 and 23).

1.3   Socio-Economic Situation
The Namibian Population and Housing Census found that there were an estimated 2million people living in Namibia. Of this total, Namibia as with most of other African countries in Southern Africa has a predominantly agrarian economy. The agricultural sectors are divided into the commercial and subsistence sectors. The majority of the population is rural and depends upon subsistence agriculture, often in conjunction with cash income, pensions and remunerations. Approximately 64% of Namibians live in the rural areas (NLFS 2000). Of those 36% have no source of income other than subsistence agriculture (NPC 2001:184). Subsistence agriculture accounted for approximately 2.8% of Namibia's GDP, while commercial agriculture accounted for 2.9% of the GDP (UNDP 2001:165).Subsistence agriculture is labour intensive.

Recent gender disaggregated data on subsistence agricultural production and home production work in the northern areas indicate that male and female workloads are gender stereotyped. In most communities women and girls are responsible for about 75% of workforce that fetch water and collect firewood (LeBeau 2003). Females are also responsible for as much as 90% of subsistence agriculture for some tasks, but no less than 60% for others. Males primary agricultural roles are looking after livestock (about 60% of the workforce) plowing the fields (about 58% of the workforce).

Females in female-headed households are more likely to cross these persuasive gendered boundaries while males in male-headed households are not, probably because there are females present in the male-headed households who will do these tasks (LeBeau 2003). Male-headed households also have more cash income, livestock and crops available for household's consumption; meaning that they are wealthier than female-headed households are (ibid).

Data from 2002 study conducted by the Institute for Public Policy Research (IPPR) also shows that the majority of rural domestic tasks such as fetching water and collecting firewood are done by female (61%, IPPR 2002). Moreover, making and selling crafts 73 percent, caring for the sick 61 percent, caring for children 68 percent and maintaining a household 78 percent are also done by female –a significant proportion of which is done by the girl child. In addition, cultivating fields such as hand tilling, planting, weeding and harvesting is done by females).

Although the United Nations Development Programme (UNDP) defines Namibia as a medium human development country, data indicates that Namibia has a Gini- coefficient of 0.70, one of the highest in the world. This indicates a high disparity between a small wealth sector and a poor large sector of the population. (UNDP 2003) The UNDP indicates that Namibia's Human Poverty Index (HPI) is 37.8 percent ranking in 62 out of 175 countries (ibid). However, when examining Namibia's Human Development Index, Namibia has a rating of 65 percent, ranking it 114 out of 173 countries (UNDP 2001). The difference in these two figures indicates the skewed nature of income distribution in Namibia.

1.4   Women's Status and Role
Namibia has a long history of several forms of social and distribution and structural inequalities, including gender inequality. Many challenges women face in contemporary Namibian society have been influenced by the historical imbalances of power between women and men, social structural factors such as poverty, unemployment and related social problems (UNDP 2001).

1.5   Cultural Aspects of Gender Inequalities

Many people have used traditions, customs and culture to justify patriarchy. Often, culture is represented as a static ideology that cannot be changed because it has always been this way; therefore, the argument goes that patriarchy should not be changed because it is part of the prevailing culture. As a result of culture and traditional beliefs, women have been conditioned in their mind set they are inferior to men and patriarchy system which gives more power and control to men over women.

There are eleven ethnic groups in Namibia, all of which exhibit gender inequality to a lesser or greater extent. For many contemporary Namibian cultures, women are viewed as second class citizens and at worst as men's properties (LeBeau 2001). Gender relations also differ somewhat by urban and rural domicile. Although women in the urban areas have greater independence, for many women in traditional Namibian society, there is rarely a time when they are not under the direct or indirect rule of a man. Women are subject to control by their husbands or male

members of the extended family or kinship group, as well as male members of the larger community. Within marriage women are subordinated to men and have little or no decision-making power (Iipinge and LeBeau 1997).

In urban areas, the situation is pretty good for women due to available opportunities, but in rural areas things are getting worse, due to men migrating to towns and some to mining companies in search of employment. This contributed to the vulnerability of poverty for rural women as they are left with the burden of caring for children and the elderly at the same time cultivating the fields.

In most ethnic groups in Namibia, women are primarily stereotyped in relation to their domestic, reproductive and household productive roles (Iipinge 1997). Women are typically responsible for maintaining household, caring for children and subsistence crop production. In general, women have little or no decision-making powers, especially in relation to finances while men are primarily stereotyped in terms of their decision making capacity and their role as heads of the household. In general they are considered to have overall power within the household (Iipinge, 2000).

Racial and class stratification had a substantial gender element. Even in pre-colonial Namibia, women were awarded a status inferior to that of men, although the extent differed between the various communities. (LaRRI, 2009). During colonial era, women's traditional subordination was retained and deepened through new forms of oppression. The migrant labour system in particular had a detrimental effect on women as it forced them to take over tasks traditionally performed by men. They had to cope with the burdens of child-rearing, tending to subsistence crops and running extended households. Dependent on meager remittances from their husbands, a system of patriarchal domination, which was already been a feature of pre-colonial Namibia, was entrenched.

Where employment was available to black women, it came in the form of jobs as domestic workers, as well as cleaners in companies. At the time of independence, a large number of black women were employed as domestic workers, facing long hours of work, extremely low wages and total absence of benefits and job security (LaRRI, 2009).

Describing Namibian society around independence, (UNICEF, 1992:23) noted:
"The typical black Namibian family lives in a rural area and is headed by a woman. Her husband is away for most of the year, employed or looking for employment in the city, or in a diamond, uranium, tin, or copper mine of the south, leaving the women responsible for raising the children and farming the family's plot of a few hectares."

1.6   The National Gender Machinery
The term national machinery for the advancement of women referred to the mechanisms established by government to promote and support the achievement of gender equality, including through implementation of the commitment made at global processes, such as the four world conference on women, (Reeves and Baden, 2008).

In recognition of the consequences of Namibia's historical legacy and resulting social neglect of majority of women, the women's desk was set up immediately after independence in 1990, which later become the department of Women Affairs in the office of the President, with the mandate to:
• Advocate and lobby for policy and law reforms that enhance women's equal and full participation in all spheres of life.
• Embark on programmes that promote no-violence, peace and culture of dialogue at all levels.

- Lobby for the inclusion of women in decision making at all levels.
- Facilitate the implementation of national, regional and international instruments.
- Coordinate both the NDP1 and the public section investment programme.
- Facilitate opportunities for external support and inter-country, regional and international cooperation (MGECW Country Report, p. 3).

The Department of Women Affairs was elevated into a fully-fledged government Ministry of Women Affairs and Child Welfare in the year 2000. In 2005, The Ministry's name was changed to the Ministry of Gender Equality and Child Welfare with a mandate of mainstreaming gender into the development processes. The Ministry operates through four directorates namely, Gender Equality, Child Welfare Services, Community and integrated early child hood Development and Administration and General Services.

To enable the Ministry to carry out this mandate, policies have been formulated and structures established to carry out the implementation of programmes.

Functions of the MGECW are:
Gender Equality and Women's Empowerment
- To improve the status of women
- To promote positive cultural practices and beliefs
- To facilitate the development of gender responsive policies and laws
- To ensure gender mainstreaming at all level

Child Welfare
- To empower communities to take care of OVC
- To strengthen implementation and coordination of services
- To ensure care and protection of children

Community and Early Childhood Development
- To protect equal access and control over resources for development
- To improve access to ECD services
- To strengthen coordination and accessible services for the communities
- To improve management of IECD programmes
- To improve implementation of community development programme

Administration and General Services
- To improve the efficiency and effectiveness of service delivery
- To mainstream HIV/AIDS programmes
- To improve coordination of activities
- To improve ICT usage and access
- To improve staff competencies
- To improve cooperation with stakeholders
- To facilitate the development and acquisition of specialised skilled staff
- To ensure budget planning and control
(MGECW Country Report, 2010, p.6).

Another vital structure for promotion of gender equality is the parliamentary Gender Caucus. The Parliamentary Gender Caucus in particular, plays an important role to enhance communication between the parliament and other stakeholders in formulating laws of the country so as to facilitate the goal of gender equality and women's empowerment through ensuring that laws enacted are gender responsive.

The judiciary also plays a very important role as the executioner of enacted laws by ensuring that the rights of women and children are upheld and justice is seen as done, especially in gender based violence cases. The judiciary also works at ensuring that when such cases are brought before the courts, they receive priority attention.

The appointment of Gender Focal Persons has been ongoing since 1998. The cabinet directive on the appointment of GFP on managerial levels is towards influencing critical decisions from a gender perspective. A gender Focal Person is senior technical person, who will be responsible for day to day gender mainstreaming in their sector/institutions.

The role of GFP is also to:
- Implement the gender policy in their sectors and institutions
- Liaise with the Ministry of Gender Equality in matters related to implementation of the National Gender Policy and National Gender Plan of Action
- Ensure integration and mainstreaming of gender concerns in institutional policies, programmes, budgets and annual work plans
- Ensure sector compliance with national commitments as upheld in NDP3, Poverty Reduction Strategies and in the Millennium Development Goals as they relate to the goal of gender equality
- Build in-house capacity for gender analysis of sector programmes
- Liaise and coordinate with stakeholders on gender issues related to the sector
- Ensure that data and information is collected and used in respective institutions is disaggregated by sex
- Develop indicators to be used in the monitoring and evaluation of the sector programme
- Monitor sector progress towards gender equality goal
- Attend meetings and workshops on gender related issues organised by the MGECW as a lead agency. (MGECW Country Report, 2010, p.6).

The development of the Gender Mainstreaming Programme (GMP) 2003 was also a crucial development towards creating an enabling environment for gender equality, as it aimed at creating adequate capacity and mechanism to facilitate the integration of gender concerns and perspectives in policies and programmes at all levels and in all sectors of development. The GMP also aimed to:
- Promote and ensure gender balance in all sectors of development including political and decision making levels.
- Create capacity for generating and disseminating gender disaggregated data and information in order to enhance a clear understanding of socio-economic issues and gender responsive development planning
- Influence changes in negative cultural attitudes and strengthen institutional structures and policies into gender responsive/sensitive mechanism that will facilitate implementation of gender equality and equity programmes in all sectors of development.

- Enhance measures to promote women's positive image and human rights, to strengthen their economic capacity and networks and ensure women's `equal access to resources and` services for full participation in all power and decision making structure (MGECW Country Report, 2010, p. 6).

One of the milestones was the establishment of the National Gender Machinery, a Women's Desk in the Office of the President in 1990 by the President of Namibia. This was a symbol of political will and commitment towards gender equality and women empowerment.
Another milestone was the ratification of the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) in 1992, as well as the establishment of the first ever Women and Child Abuse Centre in 1993 now called the Women and Child Protection Unit to address the issues of violence against women and children (MGECW 1995-2009).
Poverty amongst the poor households has been reduced from 38 per cent in 1993/4 to 28 per cent in 2003/4 respectively. MDG country report of 2008 indicates that both figures have decreased significantly since the beginning of 1990s and that the 2012 target for the severely poor households has already been achieved. Women's representation in political and decision-making has steadily increased over the years for example; from 6.9% to 33% for females.
There has been steady improvement in the area of Access to Sexual Reproductive Health services by women resulting in low fertility and birth rates from 6.1 in 1991 to 3.7 in 2006. Women's accessing ante natal and post natal care has also increased from 56% to 70% in 2006. At independence, Namibia inherited a number of laws and policies that were discriminatory in nature against women and girls, the law reform process therefore, ensured that these laws are repealed and amended and new laws enacted where there was a vacuum, to promote, protect and uphold the equal human rights of women, girls, men and boys (MGEC Namibia Country Report, 2010, p. 1).

The ration of female to every 100 male in primary education stands at 98, in secondary education at 117, and in tertiary education at 88. The target to have gender parity in education has been achieved in secondary education, and it is likely to be achieved at for primary education, and it will possible be achieved at tertiary level. The Education Management Information System (EMIS) indicated that nationally, there are 103 literate women to 100 men; the gender parity goal has thus been achieved. The proportion of women employed in the no-agricultural sector is 47%, and the target of 50% is likely to be achieved. The gender gap index (2007) by World Economic Forum had shown that, Namibia ranked 29 in terms of progress on gender equality. Literacy rate shows that 83% are female and 87% for male. Enrolment in primary education is 75% for female and 70% male. In secondary education was 44% female and 32% male. Despite these achievements, inequalities remains especially on the ground as many people in rural areas still are still faced with abject poverty, lack of facilities, distance to hospitals and schools, unemployment is rife, migration of men to urban in search of employment and other opportunities, increase in female household with burden of caring for children, the elderly people who are ill. As a result of increase in HIV prevalence, a number of orphans and vulnerable children have also increased dramatically in Namibia. This has also placed a burden, mostly elderly women to care for them with little pension grants of four hundred Namibian dollars only which is not sufficient to cater for their basic needs with the increase in food prices in Namibia, as 80% of food is imported from neighbouring South Africa. Natural disaster such as

flood which, since 2008, has been occurring every rainy season especially in the northern and north eastern areas of Namibia, also has affected the majority of rural peasant farmers mostly women who depend mainly on subsistence crop farming for survival.

1.7   Mechanism for incorporating the gender perspective

Of the utmost importance to the Namibian Government are the improvement of the status of women in society and the eradication of injustices of the past colonial era. To this end, measures have been put in place to ensure equitable access to economic resources and opportunities, as well as social justice for both women and men.

 Among the efforts is the formal development of the National Gender Policy. The guiding principles of the National Gender Policy are informed by national and international legal instruments for the promotion of gender equality, which the Namibian government has signed. These include: the Southern African Development Community Declaration on Gender and Development and its Addendum on the Prevention and Eradication of Violence against women and children; the 2008 SADC Protocol on Gender and Development; The Beijing Declaration and Platform for Action (BPFA, 1995); The Convention on the Elimination of All Forms of discrimination Against Women (CEDAW, 1997) and its Optional Protocol; and The Millennium Development Goals (MDGs), among others.

As Ruppel (2008,p.21) states "thus the overarching goal of the National Gender mainstreaming policy is to achieve gender equality and the empowerment of both female and male persons in Namibia". In this respect, the policy framework provides mechanisms and guidelines for all sectors and other stakeholders for planning, implementing and monitoring gender equality strategies and programmes in order to ensure that these would facilitate gender equality and women's empowerment.

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

Gender equality as enshrined in the Namibian constitution, as well as the prohibition of gender discrimination and the aim to ensure equal participation by women not only in politics, but also in the economy and society at large, as expressed in NDP3 and vision 2030, still pose a major challenge (Ruppel, 2008, p.28).

1.8   Research Problem

The government of Namibia through the creation of the Ministry of Gender Equality and Child Welfare has put in place policies aimed at enhancing gender mainstreaming in the country's development programmes. Despite these policies being in place, gender inequality still remains pervasive and has consistently impacted negatively on women and girls. There is a pervasive

negative attitude to gender equality leading to the marginalisation of gender programs due to cultural and traditional perceptions of the society on gender including the staff members of the Ministry of Gender Equality and Child Welfare. Gender Mainstreaming still remains a challenge due to lack of qualified staff trained in the field of gender. In 2003, an assessment was made on gender mainstreaming in the Ministry, since then, it is not clear what the results are to date.

1.9   Research objective
The main objective the study was to develop recommendations for the Ministry of Gender Equality and Child Welfare to contribute to gender mainstreaming in its organisation. The specific objectives of the study were:

i.   To assess the status of gender mainstreaming in the Ministry of Gender Equality and Child Welfare.
ii. To assess staff members' understanding of gender mainstreaming.
iii. To assess the staff contribution to gender equality in order to provide recommendations for program intervention.

1.10 Main and sub Research Questions

1. Which improvements have been made in terms of gender mainstreaming in the Ministry of Gender Equality since 2003?
   i.   What are staff members of the Ministry's education background?
   ii. Have staff members of the Ministry attended any training on gender mainstreaming?
   iii. What are staff member's responsibilities in the Ministry?

2. What do staff members of the Ministry understand by gender mainstreaming?
   i.   How do their activities or program contributes to gender equality?
   ii. What are the limitations and constraints in implementing gender mainstreaming programmes?

CHAPTER 2: LITERATURE REVIEW

This chapter deals briefly with review of relevant literature of the studies conducted on gender mainstreaming that are deemed relevant to the assessment of gender mainstreaming capacity and understanding of national gender machineries to implement gender mainstreaming and activities that contribute to gender equality goal. Furthermore the two concepts of gender mainstreaming and gender equality definitions are also provided below.

Gender mainstreaming was established as an intergovernmental mandate in the Beijing Declaration and Platform for Action in 1995 and again in the ECOSOC Agreed Conclusion in 1997. The mandate for gender mainstreaming was considerable strengthened in the outcome of the General Assembly special session to follow-up the Beijing Conference (2005). Gender mainstreaming is not being imposed on governments by the United Nations. Member states have been involved in the intergovernmental discussions on gender mainstreaming since 1990s and have, in consensus, adopted mainstreaming as an important global strategy for promoting gender equality.

2.1   Definition of gender mainstreaming
Gender Mainstreaming have been defined as a strategy which aims to bring about gender equality and advance women's rights by infusing gender analysis, gender sensitive research, women's perspectives and gender equality goals into mainstream policies (Sweetman, 2005).

The Economic Commission and Social Council (ECOSOC) define gender mainstreaming as the 'process of assessing the implications for men and women of any planned action, including legislation, policies and 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 in the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is gender equality, (ECOSOC agreed conclusion 1997/2).

Within the European Union context the final report of the Group of Specialists on Gender Mainstreaming of the Council of Europe has proven an important reference point for gender mainstreaming definition, especially because it has been extensively quoted in this Council of Europe report. Gender mainstreaming is defined as the recognition, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels and at all stages, by the actors normally involved in policy-making (Council of Europe, 1998, p.15).

Again gender mainstreaming is understood:

As a process of which all policies at all levels and all stages are the object and gender equality is an integral part of the definition, explicit attention to the actors who has to carry out gender mainstreaming and also puts more emphasis on the fact that gender mainstreaming implies an alteration of the policy process by pointing to the elements of reorganisation and improvements.

United Nations Development Programme (UNDP, 1997) defines Gender Mainstreaming as 'Taking account of gender concerns in all policy, programme, administrative and financial activities, and in organisational procedures, thereby contributing to a profound organisational transformation.'

The mainstream is defined as an 'interrelated set of dominant ideas and development directions and the decisions or actions taken in accordance with such ideas and directions'. There are two aspects therefore to the mainstream: ideas (theories and assumptions) and practices (decisions and actions).

As elaborated by UNDP, gender mainstreaming then is a process which encourages or ensures:
a) The legitimacy of gender equality as a fundamental value that should be reflected in development choices and institutional practices;
b) That gender equality is recognised not as a 'women issues' but as a societal one;
c) That gender equality is goals influence economic and social policies that deliver major resources; and
d) Women participate as decision makers about social values and development directions.

Gender mainstreaming requires two levels of activity within the UNDP framework:
a) data collection and analysis of gender differences and relationships, most importantly with regard to the interaction of production and reproduction; and
b) The incorporation of this understanding into the work programme, principally by the deployment of strong skills in advocacy and in participatory and consultative policy and planning methodologies. Gender mainstreaming initiatives are strengthened by the existence of analytical skills (socio and economic analysis) communication/advocacy; and decision –making skills within the bureaucratic mechanism mandated to advance gender equality.

The United Nations definition of gender mainstreaming will be adopted and used in this research. Gender Mainstreaming is not an end in itself, but a means to an end. Gender Mainstreaming does not entail developing separate women's projects within work programmes, or even women's components within existing activities in the work programmes. It requires that attention is given to gender perspectives as an integral part of all activities across all programmes. This involve making gender perspectives what women and men do and resources and decision making processes they have access to more central to all policy development, research, advocacy, development, implementation and monitoring of projects. Gender involves external and internal mainstreaming. External mainstreaming meaning that gender should be mainstreamed in policies, plans and programmes of other sectors outside the ministry. However, for the purpose of this research the focus was on internal mainstreaming within the ministry of gender equality.

2.2   The importance of gender mainstreaming

Throughout the world, women suffer disadvantage. There are differences from country to country and region, because disadvantages are caused by cultural, historical and social factors which are common to in the Namibian society. Nonetheless, agreements have been made by, for instance, the United Nation member's states on improving the position of women and on the efforts government and non-governmental, private and multilateral organizations must make towards this goal. Many government donors and governments follow a twin-track policy based on these international agreements. The Ministry of Gender Equality and Child Welfare in Namibia's gender policy is aimed at gender mainstreaming and improving the position of women. Continual investment in women is called for, so that they themselves can help shape the mainstream.

Gender mainstreaming is important because inequalities in the access to development resources and opportunities hamper economic efficiency and sustainability (FAO, 2001). Women and men have different roles, rights and responsibilities. Rural women often have less access to productive natural resources and opportunities such as education and training, credit, capital, land and decision –making authority. Gender mainstreaming requires a planning process that promotes the well-being and empowerment of both women and men. Gender should be mainstreamed at the earliest possible point in the projects and programme cycle, as it can fundamentally affect the entire projects/programme concept and structure. It is not one time exercise during the project programme planning phase, rather an integral part of the entire planning and implementation process and continues throughout the life of the project or programme.

According to UNESCO (2003), gender mainstreaming increasingly helps to highlight the following qualities in an organization:

- The focus of equal opportunities policy, and views on equitable distribution of resources; whether policy takes account of the aspirations, interests and perceptions of men and women;
- Support for equal opportunities policy and gender mainstreaming at all levels of the organisation;
- Availability of resources, both financial and human, to formulate and implement policy;
- Engendering of knowledge, skills and attitudes on emancipation and gender equality, and availability of gender expertise;
- Identification of responsibilities and accountability for gender policy and gender mainstreaming.

The Essential Principles of Gender Mainstreaming

Gender mainstreaming is an intervention to ensure that women influence and participate in developmental efforts. It is more than just having equal numbers of women and men in structures, but it also involves altering policies and institutions so that they promote gender equality. As such, it is not an end in itself, but a means to achieve gender equality. According to Council of Europe (1998, p.17), an efficient gender mainstreaming specifically involves:

- Focusing on the roles played by women in sustainable development and ensuring that these roles are acknowledged;

- Proving that the voices of women and men are heard equally and that both have an equal say in decision-making in various aspects of life;
- Ensure that in all sectors, policy formulation is undertaken on basis of sex-disaggregated data and with an awareness concerning the differential impacts of policy decisions on the lives of men and women;
- Ensuring that the delivery of government services and allocation of resources are equitable among women and men and among different social groupings according to age, race/ethnicity, class and other differences;
- Empowering women to define and articulate their needs and acquire new skills, experience and self-confidence;
- Ensure that the language used in policy statements and other documents is gender-sensitive.

The Council of Europe further stated that gender mainstreaming is a gradual and continuous process for change that requires follow-ups and constant input by organizations. A major dimension of a gender strategy mentioned is building ownership. Which entails that the goal of gender mainstreaming has to be shared by all the staff working in the organization at all levels; they should understand why gender mainstreaming is important and should know the tools for application of gender mainstreaming strategy to their work. It is very important that all staff members to have a basic knowledge of how to mainstream gender in their own activities and programmes.

2.3 Gender Equality

Gender Equality means that men and have equal rights, opportunities and conditions for realising their full human rights and for contributing to, and benefiting from economic, social, cultural and political development (SADC Secretariat, 2009).

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

2.4 Principles of Gender Equality

The principles are derived from the provisions of the 1990 Constitution of Namibia, Vision 2030, as well as national and international legal frameworks and instruments to which Namibia subscribed. The following principles should be internalised and considered as partners design, implement and evaluate programmes.
- Gender Equality between Women and Men: Gender equality is an important principle and a prerequisite for sustainable development and economic growth in Namibia. It implies a situation of equal opportunities and participation and equitable distribution of resources between men and women.

- Women's Rights are Human Rights: Women's rights are enshrined in the Constitution of Namibia and, as a general rule, a human rights approach should be adopted in programme design.

- Gender Mainstreaming will be adopted and upheld as a strategy for strengthening women's empowerment, and illuminate gender inequalities in all sectors and instructional policies, laws and programmes. Such strategy will promote gender analysis of all programmes and the use of gender disaggregated data to inform planning and policy development.

- Resource Allocation: Implementation of gender policy is a national responsibility, and all sectors are responsible for providing budgetary and human resources needed for its implementation.

- Affirmative Action should be instituted as a necessary measure to fast track equality. This is an important and necessary strategy in redressing historical imbalances and for enhancing women's empowerment.

- Customary, Cultural and Religious Practices should not discriminate against women. While it is recognised that there are customary and traditional practices that guide ways of life among communities, such practices should not contradict the interpretation, promotion and protection of women's rights and gender equality.

- Role of Men: Recognition of the role of men and boys in mitigating gender based violence, HIV/AIDS and promoting gender equality, is an important part of the strategy.

- Gender Based Violence: Advance the principle of Zero-Tolerance for gender based violence at all levels.

- Promote Partnerships and collaboration: Gender equality can be achieved only through broad-based collaboration with stakeholders at different levels including civil society, traditional authorities and faith-based groups, in the implementation and monitoring of gender mainstreaming programmes (NGP, 2010, p. 22).

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

South African Research and Documentation Centre in collaboration with the University of Namibia (SARDC/UNAM) conducted a study on Capacity Needs Assessment for the National Gender Machinery in 2003. The findings were that in Namibia, the Ministry of Gender Equality is the primary line ministry for the National Gender Machinery (NGM) supported by other government institutions, non-governmental organisations, donor agencies, parastatals, political parties and civil society. This report specifically analyses the activities of the Ministry of Gender Equality and those of other national gender machinery and stakeholder institutions. The most pressing area of concern is a lack of qualified staff trained in the field of gender as well as lack of legal instrument for the implementation of gender policies and programs. The report recommends that Namibia adopt a National Gender Act of Parliament which should stipulate gender mainstreaming activities, provide time line for implementation and contain adequate monitoring and accountability mechanism for national gender machinery. In addition, a SWOT analysis was carried out to assess the existing capacity for gender mainstreaming. The results of the SWOT analysis showed clearly that although there is commitment to women's advancement and gender equality and equity, this commitment has yet to translate into tangible results. The analysis further showed that in order to ensure effective gender mainstreaming in programs, plans and policies at all levels in Namibia (MWACW Capacity Needs Assessment Report, 2003,p. 12).

Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis again was carried by the then Ministry of Women Affairs with technical assistant from United Nations Economic Affairs (UNECA) to assess the existing capacity for gender mainstreaming.

The analysis further showed that in order to ensure effective gender mainstreaming in programs, plans and policies at all levels in Namibia, there must be:

a) Systematic and consistent capacity building for gender mainstreaming at all the levels in both the public and private institutions.

b) Institutional transformation and adequate resource allocation for gender mainstreaming ;

c) Systematic gender – focused research to provide data that would enhance the relevance of development planning for national gender equality and equity commitments;

d) Effective and systematic gender responsive programme design, implementation and monitoring and evaluation;

e) Deliberate and systematic empowerment of women, in order to expedite their advancement as a strategy for achieving the national vision of gender equality and equity by the year 2030;

f) An effective gender Management System should be put in place (Iipinge, 2003, p. 57).

The capacity needs assessment study further indicated that National Gender Machinery component stakeholders also identified several human resource challenges. Some of these challenges arise from the lack of adequate funding, while others arise from the structure of the National Gender Machinery.

1. The Ministry of Women Affairs and Child Welfare is significantly understaffed. Many personnel are in charge of multiple functions and find that they cannot properly focus on any particular issue. In addition, the structure of the MWACW was not finalised to deal with gender issues in Namibia.
2. The Gender Focal Points were not appointed from within the ministries management and thus lacked adequate influence on decision-making. Gender Focal Points neither appointed by nor accountable to the Ministry, thus there is no enforcement mechanism for ensuring gender is mainstreamed in the relevant ministries.

3. The functioning of Gender Focal Points is inhibited by a number of factors including: a lack of support from their ministries; their relatively low position within management structures; lack of awareness concerning GFPs among ministerial staff; insufficient budgeting; inadequate training; no monitoring and accountability; and no formalised guidelines. In addition, parastatals, political parties, NGOs and private sector did not have GFPs, which means no progress towards gender mainstreaming (Iipinge, 2003).

The above mentioned study recommended the following;

1. Namibia needs a National Gender Act of Parliament, which stipulates gender mainstreaming activities, provide time lines for implementation and contains adequate monitoring and accountability mechanisms for the National Gender Machinery component stakeholders.
2. A National Gender Commission consisting of representatives from the Ministry of Women Affairs and Child Welfare as well as all component stakeholders should be constituted with immediate effect. This commission would then become responsible for coordinating efforts, networking, sharing of human resources and information dissemination. This body should not seek to dictate component stakeholder's activities, but should rather function to facilitate collaborative efforts in information sharing. However, some component stakeholders raise the concern that a coordinating body might try to control activities of component members and that some duplication of efforts is desirable because it leads to checks and balances within the systems. It is clear that what it needed is coordination and collaboration, without control by any one component of the National Gender Commission would assist with drafting a National Gender Act and monitoring the Act implementation (MWACW Gender mainstreaming Programme, 2003, p. 13).

The United Nation World conferences on women in Copenhagen (1980), Nairobi (1985) and Beijing (1995) called for an increase and strengthening of national machineries to support women's advancement and gender equality. A number of constraints in the national machineries established were identified in this process particularly related to mandate, location, power and resources. Many national types of machinery were contained by lack of political will and commitment at the highest level, insufficient understanding of gender equality and gender mainstreaming among government structures, unclear mandates, and structural and communication problems within and among government agencies. Other constraints included a lack of financial resources', lack of expertise and conflicting demands on scarce time and resources of the national machineries. The Meeting recommended the following taking into account good practice and lessons learned government should;

- Provide mandatory training on gender mainstreaming to all governmental bodies, including at the local level, to ensure understanding of their roles and responsibilities;
- Provide national machineries with adequate human and financial resources to enable them to respond more effectively to the challenges of changed global and national environments and to enhance their important monitoring and reporting role.
- Strengthen capacity of national machineries to undertake gender analysis, and to develop the methodologies and tools needed to play a catalytic role in gender mainstreaming across all sectors of government in collaboration with line ministries.
- Support the maintenance of strong women in development or gender equality units within multilateral and bilateral institutions, provide capacity-building and support to national machineries in critical areas such as poverty reduction strategies, MGDs, sector-wide approaches and national planning and budgeting processes.
- Lastly, is support the creation of a global database of national mechanisms for promoting gender equality, hosted by an independent body, to facilitate the monitoring of new development (UN, 2005, p.5).

In 2006, based on the United Nations Environmental Programme (2005) on gender equality in the field of environment, developed a survey on Gender Mainstreaming in Environmental Policies and Programs, targeted at ministries responsible for the environment worldwide. The survey focused on several areas: policy level, organizational issues, resource allocation, expertise and capacity, implementation and methodology, monitoring and evaluation, and enhancement of women's leadership in environment. The outcome is that there is wide range of experiences on gender mainstreaming among environment ministries. Some countries are more advanced in certain areas and could serve as role models. Internal policies in the environment sector, which have been created to enhance gender equity and equality at organizational level. In some instances national gender equality legislation and action plans, including diversity policies and other alternative strategies, inspire measures in the sector. The study concluded that the successful mainstreaming of gender contribute to the efficiency and quality of environmental work and to gender equality society. Gender mainstreaming requires institutional capacity in all of the areas. Institutions must have knowledge base, staff expertise, political commitment, resources, capacity, institutional structure, monitoring systems, and external partners to incorporate gender into all aspects of environmental work.

These studies are relevant to the research problem under investigation. They cover the need for capacity building to mainstream gender effectively across sectors at all levels and programmes implemented that contributes to the ultimate goal of gender equality. Challenges faced by national gender machineries who are ministries and departments dealing with gender mainstreaming.

Operationalisation of gender mainstreaming concept

Gender mainstreaming is a vague concept because of the lack of defined indicators at institutional level. Individual contributions of staff members to gender mainstreaming are hardly measured due to lack of defined indicators. The concept of gender mainstreaming was operationalised in this study by defining the indicators to measure the extent of gender mainstreaming in the ministry. The utilization of gender-sensitive indicators allows for effective monitoring and evaluation of projects or programme activities, which in turn will feed into more effective future planning and programme delivery.

Furthermore, if gender would be mainstreamed in the ministry, then also in the other directorates would be addressed.

Budget
1. Percentage of ministerial budget allocated to gender mainstreaming activities (50% of the total ministerial budget).
2. Number of women benefited from income generating projects funded by the ministry. The focus is on women because they need it more in rural areas.
3. Percentage of ministerial budget allocated to gender mainstreaming training.

Staff members

1. Number of women and men at managerial positions.
2. Number of managers with educational background in gender.
3. Number of women and men in the ministry.
4. Number of women and men with educational background in gender.
5. Number of women and men attended short training on gender.

6. Diversity of staff composition in the ministry is representative of elderly, youth, people living with disabilities, ethnic groups.
7. Coordinated activities for gender mainstreaming.
8. All four departs in the ministry are working on gender equality, have policies and staff trained on gender mainstreaming.
9. Ministry to be led by a married elder man from the rural area to champion gender issues.

Building and facilities

1. Number of offices allocated to women and men.
2. Ratio of women and men with computers and telephone in their office.
3. Number of toilets for women and men.
4. Availability of breast-feeding rooms.
5. Availability of vehicles for staff transportation to carry out gender mainstreaming activities.

Communication

1. Both men and women would speak gender sensitive language.
2. Availability of staff's canteen for men and women to sit together during tea and lunch breaks.
3. Open communication channels: via regular weekly meetings or memorandums and emails.
4. Regular interactions between men and women in the office.
5. Change in attitude: This is needed to work on gender equality although it is difficult to measure attitudes but rather used the number of negative remarks by staff about men and women in the office.

Monitoring and Evaluation

1. Performance management system for measuring both women and men performance.
2. Both women and men receive rewards for good performance.
3. Clearly defined targets for gender mainstreaming in place
4. Availability of instruments for monitoring progress on gender mainstreaming activities.
5. Ministry recognition as a Centre of excellence for training and advice to other organizations.
6. Collection and dissemination of information on gender issues and best practices.
7. Existing network with national machineries for the advancement of women and with all non-governmental organizations, in particular women's organization's non-governmental organizations by coordination of training efforts through a system-wide evaluation of the impact of gender training.
8. Increased percentage of staff uses gender-related tools in their work.
9. Increased percentage of publications is gender-sensitive.
10. Decreased sex ratio gap in relation to the type of meetings attended:
    (Increased percentage of men attends gender-related meetings and increased percentage of women that attend meetings on issues that are usually dominated by men).
11. Increased number of requests for gender capacity-building or gender training.

CHAPTER 3: RESEARCH METHODOLOGY

There is considerable literature that provides a foundation for qualitative research methodologies. Qualitative research an enquiry process of understanding based on distinct methodological traditions of inquiry that explore a social or human problem. The researcher builds a complex, holistic picture, analyses words, reports detailed views of informants, and conducts the study in natural setting (Creswell, 1998).

It also means that the underlying perspective of qualitative research is rooted in exploring the meaning of social reality. Methods vary greatly, with some analysts using structured interviews while others code observed behaviors (Denzin, 1994). With qualitative research you get in-depth interviews, it is more subjective, use of unstructured and semi-structured questionnaire. Qualitative research deals with qualitative information contrary to quantitative that deals with figures and numbers.

3.1. Study Area

The research was conducted in the Ministry of Gender Equality and Child Welfare, located in Windhoek. Windhoek is located in a basin between the Khomas Highland, Aus and Eros Mountains as shown in figure 1 below. It is home to approximately two hundred thousand people, an extremely small capital by global standards. This number is growing rapidly at present mostly due to lack of employment in rural areas. Despite large increase in population over the last few years, the city Centre is extremely clean, and mostly trouble free.

Figure 1: Map of Namibia showing location of Windhoek
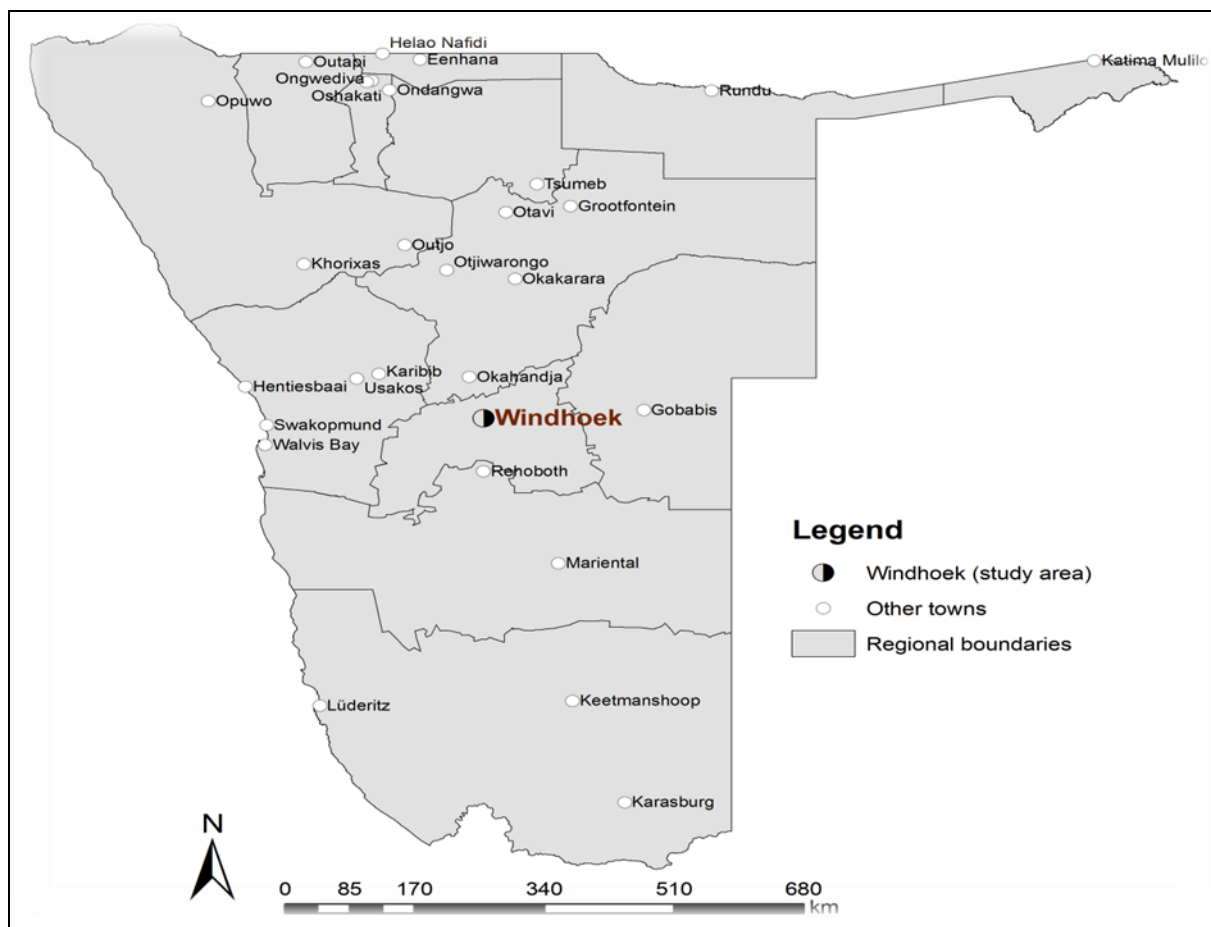
(Source: DHS report 2007/8)

3.2. Research strategy

The research was mainly a qualitative approach and was based on empirical data, literature review and desk study. For this study face to face interviews were conducted for data collection. The interviews were based on the interview checklist. In-depth personal interviews are those when a researcher probes 'in-depth a participant (Jones, 1985). There are different approaches in depth interviewing-from informal conversational interviews, where the researcher avoids any formal structure such as a typed form, a standardized open-ended interviews with guiding questions (Jones, 1985). This approach was adopted in this research.

Primary data was gathered through face to face interviews with respondents using an interview checklist. This was done with done having in –depth discussions with staff members on their understanding of gender mainstreaming and what they do in contributing to gender equality goal. Information was also collected through observation. The key advantage of observations is that often respondents are not aware that they are being observed, allowing their behaviours to be observed naturally.

Secondary sources of information consisted mainly of reports from the Ministry of Gender Equality, United Nation agencies, National Planning Commission, University of Namibia and relevant information related to the research on internet. Validity and reliability of data was verified through published and official reports and other documents. The research was conducted between July and August 2011.

3.3. Sample selection

Since the research was focused on the understanding of gender mainstreaming by the Ministry of Gender Equality and Child Welfare. The sample was taken from all four directorates namely; Directorate of Gender Equality, Directorate of Community Development, Directorate of Child Welfare Services and Administration and General Services. Respondents were selected from sub-divisions based on gender to ensure a fair representation. They were selected using an employee list and applied a random number. The reason for choosing random sampling is that each directorate had the same chance of being selected. A total of twenty respondents were selected and interviewed. This includes five key informants who are managers and heads of directorate and division. The research was conducted between a July and August 2011. Table 1, below shows the number and positions of respondents from different directorates.

Table 1: List of respondents

Position	Directorate	Number		Total
		Male	**Female**	
Director	Gender Equality(Key Informant)	1	0	1
Director	Child Welfare(Key informant)	0	1	1
Deputy Director	Community Development(Key informant)	0	1	1
Deputy Director	Gender Equality(Key informant)	0	1	1
Deputy Director	General Service and Administration(Key informant)	1	0	1
Chief Community Liaison Officer	Community Development	1	0	1
Chief Development Planners	Gender Equality	1	3	4
Community Liaison Officers	Community Development	1	1	2
Development Planners	Gender Equality	2	2	4
Social Workers	Child Welfare	1	1	2
Human Resource Practitioners	General Service and Administration	1	0	1
Training Officer	General Services and Administration	0	1	1
Total		**9**	**11**	**20**

3.4. Data analysis

With regard to data analysis, soon after the completion of data collection process, the data collected from various sources were recorded, coded and transcribed according to their order of categories by the researcher. In other words the notes from the interviews were first checked for accuracy and completeness then recorded and coded according to the themes of the study subject.

3.5. Limitations

The study was limited to staff members at head office due to time and money to cover all the thirteen regions/districts in Namibia. The study was limited to the ministry which implies that the results cannot be generalised to other organisations/ministries

4. CHAPTER 4: FINDINGS

This chapter is aimed at presenting the findings from interviews conducted. The results are presented and analyzed as per question.

4.1. Improvements on gender mainstreaming

4.1. 1. Budget

Ministerial budget for 2010/2011 financial year were allocated to directorates as follow: Gender Equality (N$ 9.082 million), Community Development (N$ 23. 211 million), General Services and Administration (N$15. 216 million) and Child Welfare (N$ 405. 834 million).

The gender mainstreaming activities received less as the rest of the budget goes to directorates of Child Welfare, Community Development as well as General Services and Administration. According to the study done in 2003, the ministry is faced with financial constraints to cater for activities such as the funding for income generating projects as only few projects had been assisted since then. Judging from the budgetary allocation, gender mainstreaming seems not to be priority of the ministry. When the gender budgetary allocation is expressed per region, on average, each region would have merely received about N$ 700 000 in 2010/2011 budget. This budget should, however, also cater for training of the staff.

The ministry, since 2003 to date, has no fleet of vehicle on its own. Staff members rely on vehicles from the government garage pool. The ministry also depends on hiring cars for staff members to travel and implement their duties in other regions and districts which is an expensive exercise. The directorate of child welfare is fortunate to have received donated vehicles from UNICEF that were dispatched to all 13 regions in 2009. The directorate of gender equality has only one vehicle donated by UNFPA in 2010. If the ministry has to buy vehicles, each directorate is expected to buy from its own budget.

4.1.2. Facilities

In terms of toilets, each directorate has 2 toilets on the floor, 1 for men and 1 for women. The number may increase once the ministry's building has been completed as the ministry is currently renting offices waiting for the completion of the building under renovation. Since the establishment of the ministry in 2000 to date, there is no room allocated for women to breast-feed; they do breast-feed in their offices or asks permission to breast-feed at home. There is no canteen for staff – for men and women to sit together and relax during tea and lunch breaks. Office space is currently a problem to accommodate all staff members. Staff members complained that four to five staffs (mixture of men and women) are sharing one office and this is infringing their privacy as they also share telephones. They also complained that they are too overcrowded in offices.

4.1.3. Communication

According to my observation working in the ministry of gender equality, I observed that most of the staff members do not use gender sensitive language. Male staff would use language such as 'working with women is a big problem'. Some women often feel that men should not be employed in the ministry since men are resistance to women issues. Quite often men are being frustrated by women and sidelined in some of the opportunities like attended international meetings abroad and promotions. Since 2003, to date, there is no horizontal flow of information among staff members. Instructions are given from the top. Currently the ministry only conducts annual general staff meeting once a year at the beginning. Meetings are also conducted at directorate level once or twice after two to three months. Other forms of communications are via emails and written memorandum. The most effective mode of communication so far in the ministry is passing information through memorandum as staff members hardly meet together and some still don't have internet in their offices. However, some staff members have a tendency of not passing information to other as instructed or the information may reach the person very late. Different staff had negative attitudes toward gender issues. The following are some of the remarks by male and female staff member:

"I am tired of working with women", a male staff says. Another male staff says "working for Ministry of Gender you are not seen to be a man enough". The following were observed as said by a female staff member: "men are always difficult to work with, they don't always cooperate". A male staff was also quoted as follows" women in this ministry do not have respect for men".

4.1.4. Monitoring and Evaluation

Since 2003, there was no performance management system in place to measure staff performance and commitment with regard to their duties and responsibilities and the implementation of their activities as stated in their annual work plans. Generally, there is no performance management system in most of the Government institutions. In 2008 the Office of the Prime Minister piloted the performance management project in selected government ministries including the ministry of gender equality. The full implementation of the system is expected to kickoff possibly by next year where a staff member has to sign a performance agreement with the supervisors. Also, in 2008, the top management of the Ministry of Gender introduced performance reward to the best performing directorate by rewarding a trophy. This has been an ongoing culture within the ministry every year.

In National Development Plans (NDPs), the Ministry of Gender is required to provide training to government officials from various ministries on gender mainstreaming. Over the past years the ministry has been involved in policy and programme planning for other organizations to advice on how to incorporate gender issues. The most important exercise is the on-going and review of the third National Development Plan (NDP3) and currently the development of NDP4 where gender is stated as among the cross-cutting issues to be mainstreamed by different ministries.

The ministry does not have monitoring and evaluation system in place to consistently track the progress of gender mainstreaming programmes. However, the ministry collected information on women in managerial positions in both government and private sectors as well as on the enrollment of boys and girls at tertiary institutions and compiled booklets such as Mapping Gender Enrollment on Namibia Tertiary Institutions 2008, Statistics on Men and Women in management positions in public sector 2006, (volume 1), Statistics on Men and Women in management positions in parastatals 2006, (volume 2), and Statistics on Men and Women in management positions in the private sector 2006, (volume 3) respectively .

Moreover, the ministry has also worked and is still working with other national gender machineries such as parliamentary women caucus although it was not active as expected. Alternatively, the ministry currently works in collaboration with the parliamentary standing committee on community development and gender which has shown commitment so far by conducting familiarization meetings and taking stock of what the ministry is doing in the community and propose recommendations for improvement.

The ministry has worked in collaboration with both men and women non-governmental organizations although it had not been effective in collaborating with some active women's non-governmental organizations. In most cases staff members complained that there is lack of coordination of activities among directorates. There is a tendency that each directorate concentrates on its activities. Currently, none of staff members uses gender tools in their work due to lack of training on the application of tools. Tools are just known theoretically, in exception if a consultant who is an expert is hired to do work for the ministry.

There has been an improvement in terms of male staff members attending meetings on gender issues at national and international level in recent years due to sensitivity on gender issues. In most cases women still dominates in terms of attendance of gender meetings as they feel that men do not represent their concerns properly and some meetings invites women only to participate. For example, meetings on reproductive health. Women are still under represented in attending meetings that discuss male dominated issues such as information and communication technology, land, energy and mining. It was reported that the ministry requested for the recruitment of a gender expert to facilitate the capacity development of staff members on gender and for gender focal points from other organizations to be able to mainstream gender effectively as the ministry does not have the expertise to facilitate gender trainings at inter-mediate and advanced level such as the use and application of gender mainstreaming tools to conduct gender analysis.

4.1.5. Staff members

According to (2010) human resource needs assessment report, the ministry of gender equality is an employer to a total of 444 staff members, 73 percent female and 27 percent male. It was observed that since 2003, the ministry has been led by women ministers, permanent secretaries and directors. In the managerial structure there are only two males - Director and Deputy Director. Additionally, most women working in the ministry especially on management are divorces and this does not give a good impression to the outside world. People in other offices think that gender awareness leads to divorce and the gender office seems to be a living proof. Previously the ministry comprises mainly of old staff members. There was no equal representation of ethnicity, age groups and people living with disability.

4.2. Educational Background of the respondents
This was done in order to find out if respondents had any background education in gender related studies. A number of 15 staff members at the operational level were interviewed. Staff members interviewed at operational level were educated in diverse fields such as social work (1 male, 1 female), law (1 female, 1 male), public administration (3 females), adult education and community development including gender studies (2 males, 2 females), Agriculture (1 male) Human Resource and Public Administration (1 females, 1 male) and Public Policy (1 male) respectively.

Key informants

Of the two respondents interviewed in the Directorate of Gender Equality, one specialized in Economics and Education (female) and another in law (male). Both of the respondents from the Directorates of Child Welfare (2 females) are specialized in Social Work while the respondent from directorate of General Service and Administration was specialized in Public Policy and Finance. This shows that none of the key informants interviewed had qualification in gender studies which is a possible potential constraint for them not fully understanding the issues of gender mainstreaming and implementation of gender programmes. Fig1 below shows the number of staff with and without gender related educational background.

Fig.1.Number of staff with and without gender related educational background
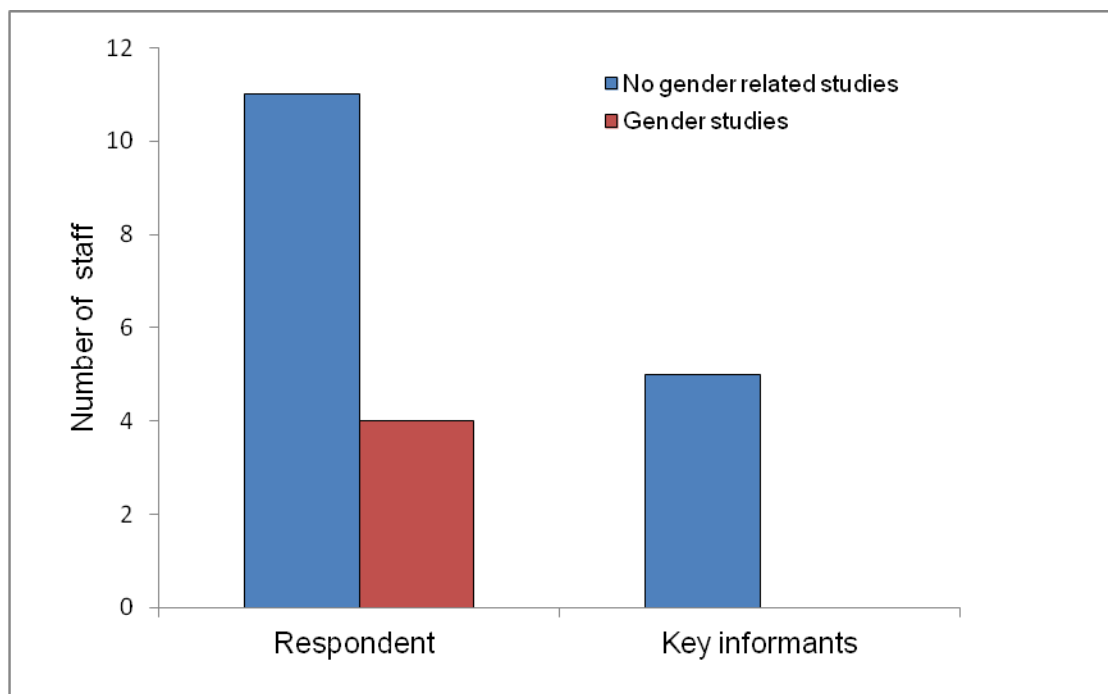
4.3. Understanding of Gender Mainstreaming

First and foremost, it is important and significant to know the understanding of actors involved in planning, implementing, monitoring and evaluation of different programmes or projects within the ministry. In view of this, opinions and perceptions of respondents interviewed were explored and are presented below.

A total of four respondents from Child Welfare Directorate social workers and General Service indicated that they had no understanding of what gender mainstreaming entailed. In the Directorates of Gender Equality and Community Development staff members interviewed had an understanding of gender mainstreaming as a concept. They defined gender mainstreaming as 'the process of integrating gender issues in policy and programmes at all level.' One respondent from the directorate of child welfare noted: ''I don't know the meaning of gender mainstreaming''. Staff members from directorates other than gender equality alluded that they did not understand gender mainstreaming because they were not dealing with gender issues. 'The directorate of gender equality was the one responsible for gender mainstreaming'.

The following definitions were quoted from four respondents:
"Process of identifying gaps and making women, men and children (boys and girls) concerns as part of the implementation, monitoring and evaluation of policies and programmes in order to benefit equally "Stated by female respondent.
"My understanding of gender mainstreaming means to integrate or incorporate gender programmes, laws and policies of the organization. Gender issues should be part and parcel of the strategic objectives of the organization". Stated by male respondent.

"To bring upon gender equality in all sectors of society, it is the sensitizing of sector policies and programmes which are intentionally designed to incorporate gender aspects in their implementation. Stated by female respondent.
"It refers to the total inclusion of men and women issues on mainstream of the society," (Staff, 2011), Stated by female respondent.

Key informants provided the following definitions on their understanding of gender mainstreaming:

"Gender mainstreaming refers to total inclusion of men and women, equally on issues related to addressing their needs and aspirations. Sated by female respondent.
Ensure that gender issues are incorporated in programmes, policies of both government and private sector, civil society at all level. That means all institutions should ensure that all policies and laws are gender sensitive in order to address inequality which has been existing between men and women, boys and girls. Stated by male respondent.
It is a process in which gender equality issues are taken into account, in policies and work places," (Staff, 2011). Stated by male respondent.

4. 4.Training attended on gender mainstreaming

The results showed that eight Development Planners from the Directorate of Gender Equality indicated that they had attended one week training on gender mainstreaming. Seven respondents from other Directorates such as Child Welfare, Community Development and General Service and Administration did not attended any training in gender mainstreaming giving the reason that they were never invited to attend such training. One respondent specifically said "I was never informed or invited to attend any training on gender mainstreaming". They mentioned that they are willing to attend such training if they were invited to attend as it would help them to acquire knowledge through gender issues. The training content mainly focused on gender concepts; gender and sex, gender equality and equity, definition of gender mainstreaming and gender frameworks such as the Harvard which analyses the division of labour.

The only respondents that attended training on gender mainstreaming on several occasions within the ministry of gender equality and child welfare were the four key informants, four staff members, 2 (1 male, 1 female from gender equality directorate, 2 females from child welfare directorate. Out of the five respondents within this directorate only one staff indicated to have not attended training on gender mainstreaming, citing that he was never invited to attend such training.

4.5. Responsibilities in their position

The responsibilities according to the respondent's interviewed vary according to positions and Directorate. The respondents within the directorate of Gender Equality stated that they are also charged with the responsibilities of implementation of programmes outlined in their annual/yearly work plans as mandated by the Ministry and public service.

The table below shows the responsibilities of respondents of development planners interviewed from gender mainstreaming/family development and from legislation/ research divisions.

Table 2: Functions at Sub-Divisions Level

There were eight respondents interviewed in total with the following g responsibilities. Five female and 3 males.

Gender mainstreaming and family development Responsibilities: 1. Develop and disseminate guidelines and strategies for gender mainstreaming into policies and programmes. 2. Ensure the implementation of the National Gender Policy and Plan of Action.	Legislation and research Responsibilities: 1. Review/analyse on national, regional and international legal instruments for gender responsiveness. To ensure that policies and laws are gender sensitive. 2. Sensitize men and women on their rights on the gender related laws through legal literacy workshops. 3. Promote and facilitate the protection of

3. Monitor the implementation of gender mainstreaming programmes. 4. Review existing policies and programmes from a gender perspective. 5. Ensure mainstreaming of gender into HIV and AIDS programmes 6. Advocate for improvement of the living conditions of families 7. Facilitate capacity building for gender mainstreaming at all levels 8. Advocate and strengthen family support systems. 9. Analyse national and international gender policies and programmes for gender equality responsiveness. 10. Encourage information sharing and networking with all institutions. 11. Conduct workshops to sensitise the community on gender, HIV/AIDS and Reproductive Health.	fundamental human rights. 4. Promote the implementation of national, regional and international legal instruments on gender related issues. 5. Monitor and evaluate the implementation of programmes aimed at the promotion and protection of fundamental human rights. 6. Facilitate gender research on different issues/topics to inform existing and future laws, policies and programmes. 7. Encourage information sharing and networking with all institutions 8. Evaluate the implementation of polices and other gender related instruments on women empowerment programmes (Staff interviews and job description, 2011).

The respondents stated that even though they had standardized and formalized job descriptions, they were still faced with challenges in implementing some of the activities. The reasons for the delays include lack of funds, transport and for the reason that the directorate gender equality was under staffed as compare to directorate of child welfare that had a sufficient staff members and well-funded due to political and international priorities on children's that are orphans and vulnerable due to HIV/AIDS pandemic. They further stated that most of the activities within the directorate of gender equality are donor funded. Relying on donors is not sustainable as they fund projects for a certain period of time and may decide not to continue with projects or they may shift their interest of support.

Figure 2 below shows how the core directorate of gender equality is understaffed with only 7 percent of human resource which has an implication in implementing their programmes to reach out their target communities.

Figure. 2: Distribution of current human resources supply by directorate.
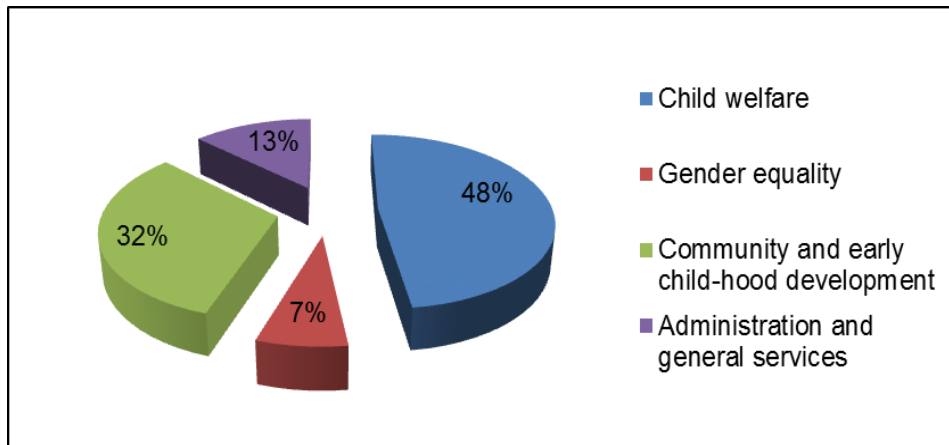
Source: MGECW Human resource needs assessment report, 2010

The table below shows the responsibilities of social workers interviewed in the directorate of child welfare services. Two respondents were interviewed, 1 male and 1 female with the following responsibilities.

Table 3: Function of staff at sub-division level

Grants and Subsidies	Child Care services
Responsibilities are to: • Ensure the proper registration of all applicants for grants and subsidies. • Maintain and continuously update the Child Welfare Grant database. • Develop policies and guidelines for access to and use of grants and subsidies. • Monitor the use of grants and subsidies allocated by Child Allowance program in respect of Orphans and Vulnerable Children (OVC). • Mobilise financial resources that are to be disbursed under the Child Welfare programme. • Develop guidelines and procedures to be used for reporting on the use of subsidies provided by the programme. • Lastly, is to process payments to the beneficiary that qualifies.	Responsibilities are to: • Ensure adherence to legislative status, polices, guidelines and standards defined for the provision of Child Care and Protection services in Namibia. • Ensure the development of capacity for the provision of services to Orphans and Vulnerable Children. • Ensure that Child Care and Protection services are implemented in an integrated and holistic manner. • Monitor and ensure that child-care facilities adhere to guidelines and standards defined for their services. • Advocate for enactment of the Child Care and Protection Act. • Ensure that providers of Child Welfare services are fully knowledgeable and conversant with the articles enshrined in the United Nations Convention on the Rights of Children. • Provide information for inclusion into the National OVC database • Ensure appropriate referrals to other relevant service providers (Staff interviews and job descriptions, 2011).

Respondents stated that about One hundred and eleven thousand, six hundred and twenty four (111,624) OVC are now benefiting from social grants compared to 2009 when only ninety nine thousand, four hundred and ninety (99, 490) OVC were benefiting.

Furthermore, they stated they are responsible for managing the Namibian Children's home and after school Centre for children in need of care. Currently these centers cater for one hundred and twenty four (124) children and cover their daily maintenance and education. The After School Centre provides after school activities to children at risk and those on streets with financial support from UNESCO. The Centre also offers computer classes and training, on income generating activities to parents of those children who are involved in the programme.

4.2.5. Responsibilities of staff members interviewed in the directorate of community development

The staff members interviewed stated that their responsibilities are to mobilize, activate and sensitize as well as motivate the communities to take active role in self-development. This is done through mobilization meetings, community members especially disadvantaged rural and urban communities are sensitized to identify their development needs and find solutions themselves.

Other key responsibilities are to support small businesses activities in communities in order to improve their income, to promote small medium entrepreneurs in uplifting their social and economic standards, to ensure the survival and sustainability by providing continuous training in basic financial management, disseminate information on income generating grants provided by the Ministry through local radio, brochures that are translated into local languages and during national trade fairs. They also send women to participate and show case their products at international trade fairs. Once the communities identify their needs, government and its development partners assist them by pooling resources together.

The staff members manages this grant scheme that supports small scale innovative ideas, to generate income for community members especially women. IGAs provide income mostly to rural and needy urban communities who partake in these activities. Income Generating Activities also plays an important role in promoting employment opportunities, thus immensely contributing to poverty alleviation. Project appraisal exercises are undertaken in all regions to scrutinize income generating activities project proposals and applications for funding. This is done to ascertain the visibility of the projects, and to determine the resources already available already available to the applicants for example skills, capital and equipment/infrastructure. This determines the type of assistance projects that has been found to be viable would require. Project appraisals are done in coordination with constituency IGA committees. They indicated that in the year 2009, a total number of 650 applications for grants were received of which 88 were approved and recommended for funding. The total amount disbursed for this purpose, to the regions was N$799, 998.00. The majorities of these IGAs are managed by women and as such greatly benefit children and members of extended family.

The human resource practitioners interviewed in the directorate of Administration and General Services stated that their responsibilities are to:

- Ensure uniformity, efficiency and effective conducting of human resource matters.
- Determine deviations from current policies and submit proposals to the office of the Prime Minister.
- Conducts pull activities such as advertising of vacancies, selections, conducting interviews, recruitment of new staff members and promotions.
- Facilitate push activities such as retirements and dismissals.
- Redesign jobs and organisational development.
- Ensure that Affirmative Action Act is implemented.
- Interpretation and allocation of Public Service Regulations.
- Excursion of prescribed intensive and efficient functioning of financial administration.
- Ensure the appropriate utilization of financial resources for the delivery of services.
- To develop, implement, maintain and evaluate, and review policies.
- To develop, implement, monitor and evaluate policies.

The training officer interviewed in the same directory of administration and general services stated that she is responsible for:

- Conducting induction training for new staff members.
- To ensure the creation of training facilities, identification of training needs through needs assessments, administration of training and promotion of functional/in-service training, presentation of training courses, research and updating of training materials techniques and aid, evaluation of training results and rendering advice on training.
- Review and implement the ministerial training policy.

4.2.6. Contribution of activities to gender equality

Respondents were asked how their activities contribute to the attainment of gender equality. Respondents from Community Development directorate indicated that their programmes and activities contributes to the attainment of gender equality by providing information on income generating grants for both men and women to participate. They also stated that they provide funds to poor women and men who aspire to start-up and to existing small business without collateral and repayment. The respondents stated that this contributes to economic empowerment of both men and men in order to alleviate poverty especially among women in rural Namibia.

Respondents from the directorate of Administration and General Services indicated that they contribute to gender equality through the implementation of Affirmative Action (Employment) Act of (No. 29 of 1998) to ensure that men and women, people living with disability are given equal opportunity in employment and that they are not discriminated. Respondents further stated that they are also responsible for recruitment of staff, handling misconduct issues, termination of employment, processing of benefits, coordinating and providing induction training to new staff members, policy evaluation and planning and budgeting for the Ministry

Respondents from the directorate of Gender Equality stated that it is their mandate to ensure that all activities undertake contribute to gender equality through the implementation of annual work plan, the national gender policy and plan of action as strategy for gender mainstreaming.

This is done through gender sensitization and awareness training as well as on legal issues for women to know their rights. They stated that all directorates' activities are derived from the Ministerial Strategic Plan and annual work plans that contains activities to be undertaken on a yearly basis including activities from development partners such as UN agencies and should contribute to the realization of the national Vision 2030. They stated that, the most important key activities that could contribute to the attainment of gender equality is the implementation of areas of concern stipulated in the national gender policy in collaboration with stakeholders as well as the implementation of the awaited national gender plan of action. Secondly, is the ongoing training of gender focal points both from government, private and non-governmental organization.

Key informants interviewed from the directorate of gender equality stated that they are in strategic positions and supervisory to ensure that all activities stated in the directorate annual work plans are aimed at empowering and benefit both men and women and that they are allocated funding accordingly. They further stated that their overall responsibility for implementing the gender mainstreaming strategy should rest at the highest levels within governments and other organizations.

4.2.7. Limitations and challenges

This section provides information on the remaining challenges and constraints. Respondents stated the following challenges.
- Limited sex disaggregated data.
- Lack of coordination on the implementation of programmes.
- Lack of expertise in specialized fields such as gender and social work.
- Persistent negative cultural beliefs and practices.
- Lack of Monitoring and Evaluation system.
- No legal framework which bind institutions to mainstream gender.
- Misconception or stereotype of gender issues by officials and community to culture and traditional beliefs.
- Gender is still regarded as a women issue due to lack of understanding misconceptions.
- Bureaucracy in both government and donors agencies
- Slow pace of decentralisation to bring services closer to the people (communities).
- Lack of commitment from gender focal points due to the fact that gender is not their formal job description and mandate.
- Unequal participation of both men and women on gender issues.
- Lack of Gender Equality Act.
- Lack of staff members in the directorate of gender equality.
- Increase in Gender Based Violence especially against women and children.
- Through affirmative action is lack of skills by women to occupy positions.
- High rate of HIV/AIDS rate with a prevalence rate of 17.8% of which women are the hardest hit.
- Lack of knowledge of gender issues by Permanent Secretaries, Financial Advisors and Officers in Ministries/agencies affect the budget allocation to the disadvantage of women, due to the insensitivity in mainstreaming gender in the process of budgeting.

- The effective implementation of programmes by NGOs working in partnership with the government on gender issues in hampered by lack of funds; most of the NGOs are not well funded making it difficult for them to operate. These organisations depend on volunteers and mostly operate in the capital city thus reaching only a handful of people. There is a need for more cooperation between NGOs and government to cover more grounds and for greater impact of their efforts.
- Despite efforts by stakeholders in advancing gender equality in Namibia, women continue to experience pervasive gender and intra-household inequalities contributing to income poverty. This is even more pronounced among female headed households in rural areas, which has been affected by the urban migration of men. The resulting effects is that about 52% of the population in rural areas are now female, thus placing the burden of care for small children and the elderly solely on them. Although Namibia is considered to be food secure at the national level, many household are still vulnerable to chronic or acute food insecurity due to low agricultural production, recurrent drought, low incomes and limited off-farm employment opportunities due to loss of productive labour forces at the household level due to HIV/AIDS.
- Women's subordinated positions in society make them more vulnerable to HIV infection. Their economic status forces them to indulge in unprotected sex. Ignorance and men's attitude towards women's health and reproductive rights also makes women more vulnerable to sexual infections including HIV.
- Despite the enactment of laws dealing with domestic violence and rape, the incidences of gender based violence are still escalating. There are also insufficient shelters for battered/abused women and children. There are very few programmes targeted at the perpetrators of gender based violence.
- Women are still experiencing problem with collaterals and security for acquiring loans as financial institutions in most cases have negative attitudes towards women. This is a major challenge that needs to be addressed as this hinder women economic independence and progress.
- Namibia being a patriarchal society is also characterized by male domination attitudes that play a major role in the extent that women participate in decision-making positions. Hence, gender gaps in high decision-making positions are still highly visible. A lot still needs to be done to remove social and legal barriers that impend on women's full and equal participation in all developmental activities at all level.

SWOT analysis of ministry of gender equality and child welfare with regard to gender mainstreaming
Table 4, below shows the analysis of the factors that favour (strengths and opportunities) and those that hinder (weaknesses and threats) gender mainstreaming.

Table 4: SWOT analysis for the ministry of gender and child welfare

Strengths	Weaknesses
• Good Leadership. • Political will from politicians in adoption of policies and enactment of gender related laws. • Clear Mandate, Vision and Mission. • Have strategic Plan, Annual Work Plans and Budget. • National Gender Policy, Legislations such as Combating of Domestic violence, Married Persons Equality and Rape Acts and Programs in place. • Infrastructure: e.g. existing office space. • More Women in the ministerial establishment (444), 73% female and 27% male (MGECW HRNAR, 2010). • Clear Communication channels among the directorates in the ministry • Strong support services and Human Resources Development • Proper coordination with Development Partners, Line Ministries and Communities. • Partnership with Civil Society, Regional and International bodies. • Young and Trainable staff within the ministry.	• Shortage of skilled staff members in gender. • No gender expert to drive the process of implementation of activities and policy. • Lack of coordination of activities among directorates. • Prevailing tendencies of some supervisors not willing to delegate. • Inadequate office to accommodate staff members. • Inadequate and transport for staff members to go on field work in reaching the community. • Insufficient monitoring and evaluation systems for gender mainstreaming programmes. • Inadequate funding from government budget for the directorate of gender equality to implement activities as planned.
Opportunities • Gender declared by government as cross-cutting issues to be mainstreamed by all sectors. Priority within the United Nation as a third	**Threats** • High rate of HIV/AIDS, 17.8% (MoHSS, 2009). • High rate of Poverty among women

goal of promoting gender equality and empowerment of women to be achieved by 2015. • Issues of women and children being highlighted at international, regional and national level • Political will on gender issues especially during time of elections. • Staff development (There are opportunities for staff members to go for training both local and international. The Ministry has staff development budget to pay for staff members who wish to further their studies at local institutions of higher learning. • Some donors are interested in funding on gender issues such as UNFPA, UNDP, UNIFEM and UN Women, the 2010, newly created United Nations Entity for Gender Equality and the Empowerment of women.	especially in rural areas. 27.6 % (NPC, 2008). • Insufficient funding for gender mainstreaming programmes, • Skills shortage (lack of trained staffs in gender issues). • Increased number of OVC due to high death rate. • Inadequate office space and transport. • High staff turn-over especially among young people as indicated in the 2010 Human Resources Needs Assessment Report that was done in the Ministry. • Increase cases of Gender Based Violence and human trafficking among women and girls.

(Source: own research, 2011)

From the analysis above, the ministry has strength in terms of existing policies that are in place to ensure that gender is mainstreamed. There are more women in the establishment that has an advantage of pushing and advocating for women's issues and concerns. However more women on the establishment depict a negative image of dealing with gender equality as men might feel sidelined and that can create resistance by men to support gender programmes. It is also shown clearly that there are threats that affect the operations of the ministry such as increased cases of gender based violence, HIV/AIDS, skill shortage to effectively and timely implement gender mainstreaming programmes as well as inadequate funds. In spite of the threats, there are also opportunities to take advantage of, such as strong political will and more donor organizations interested in funding gender related programmes aimed at empowering women.

CHAPTER 5: DISCUSSION

In this chapter results presented in chapter 4 are critically analyzed and discussed with supporting evidence from literature. The emphasize is on the improvement on gender mainstreaming, by comparing with the study done in 2003 on capacity need assessment for the national gender machinery in Namibia.

5.1. Improvements on gender mainstreaming

5.1.1. Budget

As indicated in the findings, it is clear that the ministry is still faced with financial constraints to implement gender mainstreaming activities. As part of gender mainstreaming, the ministry is expected to provide shelter to accommodate victims of gender based violence. But with available budgetary allocation of just about N$ 700 000 on average per region, it is clear that the budget is inadequate to have a meaningful impact. Also, this meager budget indicates that the staff members are constrained in executing their activities which include awareness raising of gender issues. Insufficient funding of gender mainstreaming activities probably explains why the ministry has no shelter (s) to accommodate increasing number victims of gender based violence. Some non-governmental organizations provides place of safety to few abused women only, due to lack of space and funds.

A large portion of ministerial budget goes to child welfare and community development activities. Overall, the directorate of Child Welfare has been receiving priority due to increasing number of orphans and vulnerable children, making it priority by top management in the ministry as well as from politicians. Community development and child welfare are integral components of gender mainstreaming, but these directorate in the ministry operate in isolation. If gender issues are not mainstreamed in activities aimed for community development, for example, it may negatively affect the realization of gender equality. Moreover, it would be difficult to improve the welfare of the children if gender issues which affect them are not taken into account. Judging from the budgetary allocations of directorates, it seems there is no understanding of the importance of gender mainstreaming into community development and child welfare activities.

Moreover, gender mainstreaming is complex undertaking and it requires understanding on how gender issues are cross-cutting with other societal issues. Advanced and continuous training of the staff members tasked with implementing gender mainstreaming is crucial; it requires sufficient funds for training. Judging from ministry budgetary allocation to gender equality, the funds allocated is not enough to cater for training of staff members. Lack of training for staff members will affect the implementation of the programmes aimed at mainstreaming the gender issues.
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5.1. 2.Facilities

On issues related to facilities, the ministry has demonstrated high level of gender sensitivity by allocating equally number of toilets to both men and women. On facilities like breast-feeding rooms which is very important to women with small babies, the ministry has not made effort to address this need. However, also women did not come forth to express the need for such facility. This can be attributed to issues like culture and tradition. Women with small babies usually take leave to go home to bread-feed. This may affect their productivity at work. Some women do bread-feed in their offices. This practice may be inappropriate especially when the office is shared by several staff members. For example, if when a baby starts cries, other staff members would be distracted from their work – hence affecting their productivity at work.

Interaction between men and women is an important aspect in gender mainstreaming. Therefore platforms where interactions can take place are necessary. At the office, canteen is such an important platform to encourage social cohesion. Unfortunately, the ministry does not have a canteen or any other platform where the staffs (men and women) sit together to relax during tea and lunch breaks. The unavailability of staff canteen prompts staff members to have their lunch elsewhere, either in nearby restaurants, or simple buy take away food and eat in their offices or at home for those who drop their kids from school during lunch.

Staff members complained that four to five staffs (mixture of men and women) are sharing one office and this is infringing their privacy as they also share telephones. They also indicated that being overcrowded in one office is unhygienic and makes them vulnerable to contagious deceases. Although these complains are generally legitimate, lack office space is currently general problem, and may only be solved when the building under renovation is completed. In to days modern world, the use of information and communication technology is paramount at the work place. Thus lack of computers in the ministry, has an effective on staff members both men and women to effectively and efficiently perform their activities.

As custodian of gender mainstreaming, the ministry should have been pro-active in establishing facilities at the office that encourage interactions between men and women, and provide bread-feeding rooms for breast-feeding women. Lack of these facilities could be attributed to lack understanding of their importance in gender mainstreaming among the ministry staff.

5.1.3. Communication

Although the Ministry of Gender is the custodian of gender mainstreaming in the country, surprisingly some of its staff members still use gender insensitive languages. Culture, tradition and religion are the major cause as men are regarded to be superior to women, and could be the factors behind the reason why men use gender insensitive language. On the other hand, women feel that they are empowered and are equal to male counterpart, but because they do not fully understand gender issues they end-up also using gender insensitive language against men. Further, male staff members continue to feel disadvantaged when it comes to opportunities such attending international meetings about gender issues and getting job promotions of in the ministry. Generally, there is still mistrust among the women that men would genuinely represent women interests. These sentiments are not good for gender mainstreaming, and should therefore be addressed accordingly. Awareness raising among the

staff members of what constitute gender mainstreaming through trainings will be handy to alleviate the current situation.

The ministry mainly uses the emails and written memorandums as form of communication. Staff meetings where men and women could openly express and discuss gender issues that concern them in context of the ministry are limited. One general staff meeting per year is not sufficient to provide the opportunity for where gender issues in the ministry can be discussed. It also give less room for timely feedback on the issues that may have been raised. General staff meeting is only the platform where staff from different directorates could come together and harmonize their activities to incorporate gender issues in their activities. The ministry needs to address this issue by contacting regular general staff meeting. For gender equality to be realized, staff members need to have positive attitude towards their work on gender issues.

5.1.4. Monitoring and Evaluation

As stated in the findings that there is no performance management system in place to measure staff performance. The introduction of rewarding trophy to performing directorate is a good initiative as it serves as an encouragement to other directorates and staff members to improve their performances. However, the trophy since the inception of the initiative has only been awarded to the directorate of child welfare. Criteria for assessment need to change considering that the directorate of child welfare perform better for number of reasons. The first one is that they have enough funds, enough vehicles and more staff members both at head office and in regions/district compare to the directorate of gender equality with only 7 percent of human resource and only one gender liaison officer per district or region. The unavailability of monitoring and evaluation instruments in place to track progress of gender mainstreaming was justified to be the unavailability of the gender commission with full mandate of monitoring progress on gender. The much desired gender commission is long awaited dream that no one knows as to when it will be established. The reasons for the ministry not collaborating with active non-governmental organizations such as women and development (WAD) were due competition and political differences that the organization was anti-government. However, the ministry this year under the leadership of a different minister decided to collaborate with Women Action for Development to join forces addressing the plights of women in Namibia.

5.1.5. Staff members

The ministry is still led by women minister, permanent secretaries and directors. Currently there is only one director and one deputy director who are male in the whole ministerial structures that are not from rural area either. There is also only one person living with disability in the ministry. The staff composition in the ministry was not equally represented in terms of tribe age and ethnicity. The dominant tribe was mainly those from the tribe of top managers. In previous year, as shown in the findings, the ministry was predominantly full of old people as compared to 2011 where a number of young employees and tribal representation is increasing due to pressure on affirmative action. Having women being the majority in the establishment may discourage men from applying to join the ministry as the picture reflects that it's a ministry for women only. The importance of male involvement in gender issues has been identified to be crucial. Therefore, it would had been useful if a married elder man from the rural area would take a lead to champion gender issues and serve as a role model for other men to follow suit. This would have been a good strategy to engage in dialogue with fellow man as majority of are still resistance to gender issues due to culture and traditions. On one occasion, a female staff member was could not conduct a workshop to male participants because they refused to be addressed by a women.

The envisaged male leader could be handy to avoid this kind of incidence which may hamper gender mainstreaming work and the achievement of gender equality in Namibia.

5.2. Understanding of Gender Mainstreaming

Discussions from in-depth interviews revealed that some staff member's staff members from the directorate of Gender Equality, Community Development have an understanding of gender mainstreaming as a concept, while staff members from different directorates such as Child Welfare and Human Resources have no understanding of gender mainstreaming. This is due to the fact that they feel that they are not responsible for gender mainstreaming. As shown in the results, the lack of understanding of gender mainstreaming is attributed to the fact that most staff members interviewed has no qualifications on gender related studies.

The definition of gender mainstreaming provided by some of the respondents is similar to this definition of United Nations Development Programme (UNDP). They define Gender Mainstreaming as:
'*Taking account of gender concerns in all policy, programme, administrative and financial activities, and in organisational procedures, thereby contributing to a profound organisational transformation.*'
However, both definitions provided above, does not include issues of power in gender relations which implies hierarchical relations of power between women and men that tend to disadvantage women, as well as equal representation in decision-making and change in relations. They need to take into consideration that unequal power relation and not involving both men and men in decision making at all levels will hamper the attainment of gender equality in Namibia.

One key informant, the director of gender equality stated that it is very important for the Ministry to have a better understanding of gender mainstreaming as it is their core business. None of the respondents stated why gender mainstreaming is important; they only rephrased the definition and concept.

5. 3. Training attended on gender mainstreaming

It is true that development of people is a specialized function and is one of the fundamental operating functions of human resource management. It is increasingly being realized that men and women employees are the human assets in an organization and expenditure on training in various fields in general and in the area of gender in particular is an investment in human capital (Rudrabas, 1979).

As stated in the results of this research which shows that only staff members from the directorate of gender equality attended training or workshop on gender mainstreaming at least for the duration of one week. While staff members from other directorates did not attend any training on gender mainstreaming at all. About seven respondents cited that they were never informed or invited to attend training on gender yet they are trainings that the ministry has been carrying out. For example there was a training of trainers for a team of 26 gender trainers conducted by the ministry in 2006, but none of the ministry's staff members was part of this training. All 26 participants trained were from outside the ministry. Staff members who attended

the training felt that the training was too short to cover all topics. They suggested that such training should at least cover a period of two weeks or to be sent for short or long term courses on gender mainstreaming to gain more knowledge and understanding and learn from other experiences and good practice. They also suggested that gender issues should be part of the induction course that is provided to newly appointed staff members for them to have a better understanding of gender issues at the onset.

According to Rao (1999), it is important to build staff capacity to plan, deliver and monitor gender-equitable programming and working with managers and staff to strengthen organizational systems, policies and procedures in support of gender goals.

To further emphasize the importance of training, it is stated in the training manual on gender mainstreaming for Ministry of Gender, Children and Social Development of 2008 in Kenya, which states that, *'Training is the process of sharing knowledge and skills among learners in formal or informal situation'*. It is further discussed that, learning situation is facilitated by a trainer and Learning is a permanent change in behavior and should be demand driven and based on training needs assessment. At organizational level like in the Ministry, training should influence achievement of desired attitudes towards staff members improved performance in the area of gender. However, this is contrary to the findings of this research which shows that only staff members from the directorate of gender equality attended training or workshop on gender mainstreaming at least for the duration of one week. Although training is needed, covering definitions of concepts and tools is not enough.

Constant and continual training in gender analysis is imperative to maintaining the commitment to gender mainstreaming. The Belizean experience suggests that critical factors in successful gender mainstreaming include: clear vision and understanding of gender perspective; continual commitment to gender training; the presence of a gender expert, or at least someone committed to the gender perspective in the line ministry itself; and commitment of an external agency with resources to support and further specific gender mainstreaming programming. (ECLAC, 2000).

This was echoed by the sentiment from one key informant; the deputy director of gender mainstreaming who stated that training for staff members should continue in order to enhance their knowledge and understanding of gender issues. She pointed out that the Ministry had requested donor organizations such as United Nations Development Programmes (UNDP) to provide financial assistance for the gender expertise to be appointed on board who will help to build the capacity of staff members and drive the implementation of gender mainstreaming programmes, the national gender policy and plan of action.

The deputy director of gender mainstreaming further stated that there are opportunities like the Polytechnic of Namibia is planning to introduce a post graduate program in gender studies that will target staff members in the Ministry to further their career in gender related studies. Also another initiative mentioned is to consult the newly established Namibian Institute of Public Administration and Management (NIPAM) aimed at providing training for government official to introduce a course in gender.

Although training is much important as stated by respondents and various authors above, covering just concepts, definitions and gender tools in theory is not enough. Training should cover all the aspects involved in gender mainstreaming. One week training is too short for training on gender mainstreaming. Only basic concepts of gender can be covered in such a period. As suggested by respondents it should cover at least two weeks or more if resources are available.

5.4. Responsibilities and contribution to gender equality

Responsibilities differ based on directorate's functions and mandate as well as the position a staff members occupies within the Ministry. Respondents from the research sub-division stated that they serve as the custodians of all research programmes for the Ministry of Gender Equality and Child Welfare. Part of their responsibilities is to ensure continuous collection of gender disaggregated data, ensure the accessibility of information on regional, national and international instruments as well as the distribution of ministerial publications to stakeholders.

While respondents from the sub-division for legislation stipulated that their responsibilities are to carry out legal literacy throughout the country and advocate for law reform to ensure that women, men and children benefit equally from the legal system, strive to achieve that women, men and children, enjoy equal care, protection and opportunities through proper legal instruments. Lastly, is to ensure the implementation and reporting on regional, national and international instruments such as the National Gender Policy, Commission on Elimination of Discrimination against Women (CEDAW, Gender and Development Declaration, African Union Charter on Peoples and Human Rights.

Respondents further stated that their key activity is to ensure that the National Gender Policy is popularized and implemented by all sectors involved together with the National Gender Plan of action that is currently being development by consultants in collaboration with the Ministry. The National Gender Policy was revised since 2006 in consultation with other stakeholders from government ministries, parastatals and non-governmental organizations.

The revised National Gender Policy derived its directions and focus from Vision 2030 and the Namibian constitution. This policy envisions the creation of a society that is just, moral, tolerant, safe, and where legislative, socio-economic political structures are in place to eliminate marginalization, while ensuring peace, equality and equity between females and males in all spheres of life.

They further stated that they are also responsible to promote gender equality and equity by empowering both men and women through disseminating information, coordinating and networking with all stakeholders to mainstream gender at all levels to bring about laws and policy reforms that are gender responsive.

In view of this, it must be taken cognizance that through policy-making and implementation, gender mainstreaming should lead to changes in the structure of the mainstream. In other words, policy must respond promptly to changes in requirements, interests, and perceptions with regard to men's and women's social roles, and promote equality. It should not have unintentional side effects which worsen the positions of women (MFAIC, 2002). Gender mainstreaming requires sound knowledge, gender expertise; on the way in which the differences between men's and women's power positions manifest in society. Gender expertise enhances knowledge of these differences, which are caused by cultural and historical factors, but may also be affected temporarily by current events.

As stated earlier, among the responsibilities are to create gender awareness on legislations such as Combating of Rape Act, 8 of 2000 and Domestic Violence Act, 4 of 2003 in sectors and communities targeting traditional and religious leaders, men and women elderly and youth from different regions and constituencies nationwide. They stated that they are also tasked to

promote gender equality and equity by empowering both men and women through disseminating information.

As mentioned in the findings, staff members in this directorate are also responsible for conducting gender sensitization and awareness activities each year in all thirteen regions in Namibia. These include training workshops and community meetings as well as motivational talks in school targeting both girls and boys. These are aimed at enhancing understanding of gender issues as they relate to gender based violence, sexual reproductive health and HIV/AIDS, teenage pregnancy, alcohol abuse, baby dumping and career guidance for girls to take up science subjects.

Key informants stated that the directorate is tasked with four strategic objectives; such as to improve the status of women and girls, to promote positive cultural practices and beliefs, to facilitate the development of gender responsive laws and lastly to ensure gender mainstreaming at all levels through gender analysis, planning and training. Their main responsibilities are to guide, co-ordinate, facilitate, monitor and evaluate the interpretation and the implementation of the Beijing Platform for Action, National Gender Policy and National Plan of Action by line ministries, private sector and non-governmental organizations. They are also tasked to ensure that staff members in the directorate are properly trained. Lastly, among other functions is to serve on inter-ministerial committees to ensure gender issues are taken into account as well as to monitor the national budget to establish to what extent gender issues are addressed.

Similar to this, the United Nations Environmental Programme (2006) study states that responsibility for organizational performance on gender issues ranges from the Ministerial level to departments to specific individuals. In some cases, an organizational structure such an agency, ministry, or department is responsible. Departmental responsibility can rest with employment and Human Resources, technical council or units, or individual gender focal points. In other cases, the senior management, including the Minster or Directors, holds this responsibility.

The agreed conclusions also emphasized that the responsibility for gender mainstreaming did not lie with specialist individuals or entities, but with management and staff at all levels in all directorates. They stressed the need to enhance interaction among all directorates. This is also in line with the Economic Social Council resolutions E/2004/4 which reinforced the role of national machineries as key actors in promoting gender mainstreaming. (UN, 2005).

As, stated earlier in the results, staff members in the directorate of community development are responsible for promotion of small business by granting income generating funds to communities to help improve their livelihoods especially poor rural women who have no access to loans due to lack of collateral.

To conclude this, it is important that everyone in the ministry must know how they can contribute to gender equality in their own policy field and activities. It is also important that gender experts should take part in decision-making on policy making and implementation, this requires adequate funds and enough manpower for policy to be effectively implemented and lastly it is for policy to be assessed and accounted for at specific stages.

5.5. Challenges for gender mainstreaming

Most of the staff members interviewed stated that there are a number of challenges hampering the implementation of gender mainstreaming programmes. Among the challenges are, inadequate funding to implement gender mainstreaming programmes, lack of trained staff members in gender issues, lack of gender expert to drive the implementation of gender mainstreaming programmes. Traditional and cultural beliefs, lack of transport to implement activities, lack of mechanism for accountability, lack of monitoring and evaluation mechanism. The most common cultural beliefs in Namibia entails that women should be silent and obedient as enforced by culture. 'A good women marriageable woman' is believed to be silent, obedient and shy. This is due to the fact that girls are raised not to challenge and demand but to obey. This is further re- enforced by different religions that teach women to obey their husbands at all costs.

Cultural practices of worshiping men and enslaving women
In some communities women are required to kneel before husbands and other males, for example when serving them food. This is called 'enforced worshiping of men and enslavement of women'. There is a need to debate the consequences and the effect that it has on women and girls in terms of their dignity, humanity and equality. The 2008 study commissioned by the Ministry of Gender Equality and Child Welfare on knowledge, attitude and practices on factors and traditional practices in Namibia revealed that in some communities beating a woman is a sign of love. Some of the women interviewed stated that they appreciate to be bitten by their husbands to be shown love. Men on the other hand stated that women should be bitten if they don't cook on time or come late at night. In most Namibian culture, men are regarded as bread winners and main decision-makers at family and community level.

The commonwealth Secretariat study on women's bureau in the Caribbean (2000) found that the achievements had been in the area of sensitizing the public and governmental bureaucracies to women's welfare concerns which is the similar case in Namibia with the Ministry of Gender Equality. However, these achievements were outweighed by the many constraints which inhibited the performance of the machineries. The study concluded that the bureau were largely weakly structured, ill-defined units whose ability to function as the sole implementing agency for the government's policy on women in development was compromised by the absence of appropriate support and resources provision such as inadequate budget, lack of staff, inadequate trained staff and no cooperation from sectoral committees. Shortage of funds has been identified as a major obstacle. Absences of sex disaggregated information still persist as well as the increase in gender based violence. The reasons being that people consider gender and sex synonymous and due to culture and attitude of men towards women as subordinates and property and women being submissive to their husbands because they are embedded in the culture of silence.

Based on my observations within the ministry, some challenges are due to lack of coordination of activities among the directorates, conflicts among managers, competition among directorates and managers, a lot of ad hock and administrative activities, time spent on workshops and meetings other than focusing on productive activities that yield tangible results. Other limitations and challenges I observed are the slow implementation of activities due to government bureaucracy as decisions and approval has to be taken at top management level this takes time and causes delay in executing activities. Also is due to lack of expertise to undertake major activities such as gender studies and analysis that requires a consultant to be hired.

Opportunities

However the Ministry has opportunities to advance gender issues due to political will from politicians. Willingness of Tertiary institutions such as the University of Namibia and the Polytechnic of Namibia to offer gender courses at post graduate level. The ministry has an opportunity to motivate during budget hearings for the need to increase funds for gender mainstreaming. Genders issues are part of the priority in the Millennium development goals and United Nations agencies are willing and have programmes with budget to support gender and women's empowerment programmes.

Weaknesses and Threats

The reasons why they are weaknesses are due to lack of trained staff members in gender issues and absence of a gender expert or advisor to drive the implementation of gender mainstreaming programmes. The shift of interest by donors in terms of funding to focus on orphans and vulnerable has affected the work of gender mainstreaming. As stated earlier in the analysis, there is a high staff turnover within the directorate of gender equality being the core directorate to facilitate the implementation and ensure that gender is effectively mainstreamed. The reasons for high staff turnover as stated in the human resource needs assessment report of (2010) include, lack of conducive environment, search for better offers to boredom. However, reasons of greater significance included the search for better salaries, promotions, low morale, and position mismatches. The directorate of gender equality suffered cut in budgetary allocation as most of the government and donor funds has been shifted to cater for the alarming increase of orphans and vulnerable children as a result of HIV/AIDS pandemic.

CHAPTER 6: CONCLUSION AND RECCOMMENDATIONS

6.1.   Conclusion

Some progress of gender mainstreaming in the Ministry of Gender Equality has been made since 2003 in terms of increasing the number of staff in the ministry and women in management positions. Currently, the ministry has more young personnel at operational level than previous years. In 2003, there was only one staff member with educational background in gender studies, but now the results shows that there are four staff members 2 females and 2 males with background education on gender.

Income generating fund activity to support income generating projects is still ongoing though, more funds are still required to support more projects for the poor of the poorest especially in rural areas. The ministry is finding ways to solicit funds to support this initiative in the long run. Gender equality programmes has been supported by development partners such as UNFPA, UNDP, in selected regions only. Relying on donor funds is not sustainable as projects are funded for a certain period and donors may withdraw their funding any time. The ministry has, since 2003 provided funds for staff staff members at undergraduate level to study part-time at the institutions of higher learning but not in gender studies, mainly human resources and social work. There has been an improvement in diversity of staff members from different tribes and cultural background. However, the challenge still remains as only two men are in management positions in the ministerial structure. Efforts should be made in future for the ministry to be led by men from rural area to serve as role model to other men. This will help to advance gender equality as male involvement is crucial in gender equality. This will also help reduce resistance by men who are still inclined to cultural and traditional beliefs to support gender issues.

In 2003, there was more office space as compare to 2011. This has been due to increase in number of employees in the ministry. It is anticipated that the space will be enough to accommodate all staff members in the building currently under renovation. Computer facilities still remain a problem as 2 people has to share one computer. Most of the regional offices still have no access to internet facilities in their offices. The ministry has introduced performance rewarding system as a good gesture to motivate employees. There is still no monitoring and evaluation mechanism for gender mainstreaming. The ministry has no shelter for to accommodate victims of gender based violence even though there are women and child protection units across Namibia. These centres's are understaffed due to inadequate finance and qualified personnel.

Since 2003, to date there is no room for women to breast-feed their babies. No canteen for men and women to sit together socialize and relax during tea and lunch breaks. Chanel of communication still remains vertical, from top managers to junior staff members.

The Namibian government and its top political leadership have demonstrated considerable commitment to the call for gender equality and women's empowerment. This is visible in the number of laws that has been reformed since independence. A number of polices have also been developed to effectively mainstream gender into sector polices, plans and programmes.

Despite all effort by government to put gender issues into the right perspective, there is a pervasive negative attitude to gender equality leading to marginalization of gender. Thus, more resources need-both human and financial need to be allocated to support gender equality programs.

Results from the research shows that there are gender mainstreaming structures in place, including gender focal points, national machinery for the advancement of women, gender units, and gender policy. However there is lack of understanding of gender mainstreaming among staff in the ministry due to lack of training and educational background in gender.

The directorates of gender equality is responsible for the implementation of the national gender policy to and plan of action to ensure that the areas of concern are addressed in order to contribute to gender equality. It is also clear that directorates such as community development, child welfare contribute to gender equality by providing income generating funds to poor communities engaged in small businesses and the provision of child allowances to orphans and vulnerable children. The directorate of general services also plays an important role in support of gender mainstreaming programmes through the implementation of affirmative action and ensures that the staffs of the ministry are adequately trained.

Gender Mainstreaming requires commitment to transformation of administrative structures and modes of decision-making. Beyond commitment, however, is the recognition that gender equality policies and programmes need to be supported by an investment in capacity building for all staff so that they have the necessary skills and information to engage in gender analysis of public sector policies and programmes. Gender mainstreaming policy to be effective, staff members at all stages need to embrace and appreciate the importance of mainstreaming gender in the ministry, as well as having an overall understanding of the background and principles of gender mainstreaming strategy.

This research suggests that the ministry see their primary role as contributing to planning and policy formulation rather than the provision of services for women at the community level. Effective participation in the planning processes can be enhanced where the national machineries have the requisite authority to examine sectoral policies and review and make recommendation that will be taken into account.

The study also concludes that there are some achievements in advancing gender equity, in spite of the challenges. Whatever the state of gender mainstreaming, there is no denying that Namibia has made significant progress in the elimination of many forms of discrimination against women. To a larger extent women have equal access to the education and health sectors. Labour force participation rates have increased, the number of women holding senior management positions within the public sector have increased somewhat over the past years. Laws have been enacted to protect women's rights in the workplace and in the home. Most notable in this regard has been the Combating of Domestic Violence and Rape Act.

Still a number of challenges remain as women continue to confront inequitable gender power relations in the home, in the workplace and the larger community. Inequality is very evident in women's vulnerability to violence, women's low levels of participation in decision-making levels, high levels of familial responsibility and high levels of under-and unemployment. The success of the above mentioned dreams can be achieved through commitment, political will, adequate allocation of funds for gender mainstreaming programmes, male involvement in gender issues, dealing with cultural and traditional beliefs that are rooted in the community. Engaging all stakeholders and development partners as well as traditional and religious leaders who have great influence in their communities. Without dealing with these critical external forces, the dream is likely to be hampered. This may take time, but with determinations, perseverance and hope, the envisaged dream might come true one day.

6.2. Recommendations

Based on the aforementioned conclusion this study drawn the following recommendations:
- Provide continuous long term gender training for all staff members, including those at highest level on gender issues, including gender mainstreaming. This will enhance their understanding and support for gender mainstreaming. This should include concepts of gender, frameworks and their application to their areas of work.
- The ministry should be provided with adequate human and financial resources to enable them to respond more effectively to the challenges of changed global and national environments and to enhance their important monitoring and reporting roles.
- Strengthen the capacity of the ministry to undertake gender analysis, and to develop the methodologies and tools needed to play a catalytic role in gender mainstreaming across all sectors of government in collaboration with line ministries.
- Develop effective accountability mechanisms, particularly through the introduction of gender perspectives and gender equality indicators in budgetary processes at all levels of government.
- The Ministry should encourage the establishment of gender equality programmes by providing financial and human resources to academic and higher learning training institutions.
- Develop mechanism for monitoring and evaluation of gender mainstreaming programmes.
- The Ministry should implement focused personnel capacity and skills development by way of implanting congruent and monitored on the job training opportunities for personnel.
- Opportunities for personnel who wish to take up further studies especially in gender should be promoted and supported by the Ministry.
- Ministries and national machineries for women need to develop or further define tools and indicators to assess their results to date and their progress towards the goals stated in the action plans. Monitoring needs to be regular and reporting should be made to the highest level such as parliament.
- The ministry should ensure that adequate funds are allocated for gender mainstreaming programmes.
- Government should provide support, including financial and technical support, for the work of Non-Governmental Organisations and civil society groups on gender equality.
- The ministry should facilitate processes of consultations and dialogue with NGOs and civil society groups so that they can be adequately involved in programmes implementation and policy design.
- Change in attitude towards gender issues at work place and community should be addressed in terms of gender sensitizations and discussions.
- Activities and responsibilities needs to be properly coordinated in order to contribute to change equality.
- There is a need for the ministry to avail funds to set-up shelter to accommodate victims of gender based violence.
- There is a need for a ministry to have a multi-stakeholder approach, involving various stakeholders to support and the effective implementation of the gender mainstreaming policy and programmes.

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8. Annex

Annex 1: Interview Checklist

ASSESSMENT OF THE UNDERSTANDING OF GENDER MAINSTREAMING BY MGECW STAFF MEMBERS

Interview Checklist
Name:
Position:
Directorate/Division:

1. Which improvements has been made in terms of gender mainstreaming in the Ministry of Gender Equality since 2003?

   ....
   ....

2. What is your educational background?

   ....
   ....

3. What is your understanding about gender mainstreaming?

   ....
   ....
   ....

   ....

4. Have you attended any training on gender mainstreaming?

   ....
   ....

5. What are your responsibilities in your position?

   ....
   ....
   ....

6. How does your program/activity contribute to gender equality?

   ....
   ....

7. What are the constraints and challenged in implementing gender mainstreaming programmes?

   ....