

THE IMPLEMENTATION OF GENDER MAINSTREAMING IN A
CORRECTIONAL SERVICE FACILITY: A CASE OF ELIZABETH NEPEMBA
CORRECTIONAL FACILITY IN KAVANGO WEST REGION

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ABSTRACT

This study primarily aimed at investigating the implementation of gender mainstreaming in the Namibian Correctional Service, specifically Elizabeth Nepemba Correctional Facility in Kavango West Region. The study was guided by the following specific objectives: to explore the progress made in the application of gender mainstreaming practices; to examine the progress made in the application of gender mainstreaming and to identify the challenges associated with the application of gender mainstreaming in the Namibian Correctional Service. The study employed a qualitative research design and a case study method. The population of the study consisted of development planners and correctional officers. The study sample was made up of 17 participants, 2 development planners from the Ministry of Gender Equality, Poverty Eradication and Social Welfare, 13 correctional officers from Elizabeth Nepemba Correctional Facility as well as 2 correctional officers from the Namibian Correctional Service Headquarters. Primary data was gathered using an interview guide through face-to-face interviews and the data was analysed using thematic analysis. This study found that, while the policy framework for gender mainstreaming is in place in the Correctional Service; the implementation is still lacking. In fact, gender mainstreaming is being considered an add-on function, and not part of the organization's primary functions. Thus, by making public managers only talk about gender mainstreaming and not being able to act towards its proper implementation, gender mainstreaming initiatives are not organization-driven. The study recommends that, leadership in the Namibian Correctional Service should refrain from addressing gender mainstreaming as an add-gender-and-stir approach, should instead acknowledge the role of both sexes as development, sound governance and democratization partners of all times. Gender inequality cannot be adequately addressed by viewing it based on improvements in women's work and representation, but rather when it is seen within the broader framework of sound social welfare, development, democracy, and governance. Therefore, the Namibian Correctional Service next Strategic Plan of Action need to be gender responsive and well in line with Namibia's international and national commitments towards realizing a zebra crossing of 50-50 gender equality across all economic, social and political settings.

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DECLARATION

I, Maria Naluno, hereby declare that this study is a true reflection of own research, and that this work, or part thereof has not been submitted for a degree in any other institution of higher education.

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ABBREVIATIONS

BPfA: Beijing Declaration and Platform for Action

CEDAW: Convention on Elimination of All Forms of Discrimination against Women

GAD: Gender and Development

GBV: Gender Based Violence

GRB: Gender Responsive Budgeting

MDG: Millennium Development Goals

MGECW: Ministry of Gender Equality, Poverty Eradication and Social Welfare

NDP: National Development Plan

SADC: Southern African Development Community

SDG: Sustainable Development Goals

UN: United Nations

WAD: Women and Development

WID: Women in Development

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CHAPTER 1: INTRODUCTION

1.1. Introduction

This chapter presents the orientation to the study. It begins by explaining the background of the study, statement of the problem, research objectives and significance of the study. Delimitations and limitations of the study are also discussed. The chapter ends with an outline of the thesis and conclusion.

1.2. Background of the study

Gender equality is one of the most frequently discussed issues in Namibia, especially in relation to limited female representation in parliament and other governance structures. Pronounced gender differences are pervasive, and in particular the subordination of women at all levels in the Namibian society. Worldwide, women still experience systematic discrimination, because most people in authority making decisions and passing legislations are men (Ryan, 2007). Furthermore, gender equality plays a central role in the discourse of democracy and human rights (Mehra & Gupta, 2006).

According to Rees (2005), gender mainstreaming “is the promotion of gender equality through its systematic integration into all systems and structures, into all policies, processes, and procedures, into the organisation and culture, into ways of seeing and doing” (p.5). Gender mainstreaming promotes a need for change in organisational goals, strategies, and actions to ensure women and men’s equal influence and participation in work organisations, and in socio-economic development (European Institute for Gender Equality, 2013).

The main focus of this thesis was to explore gender mainstreaming practices in public institutions. Organisational structures and cultures may consequently need to transform to become conducive to the promotion of gender equality (European Institute for Gender Equality, 2013). This entails bringing the perceptions, experience, knowledge, and interests of women as well as men to bear on policy making, planning and decision-making (European Institute for Gender Equality, 2013). For example, measures have to be taken to ensure integration of women and men into projects and programme budgets. Zachariassen (2012) suggests that integrationist approaches can move organisations and their work towards real institutional change and change for women on the ground.

Gender mainstreaming was established as a major global strategy for the promotion of gender equality in the Beijing Declaration and Platform for Action (BDPA) from the Fourth United Nations World Conference on Women in 1995 (European Institute for Gender Equality, 2013). The resolution of the conference was that all governments of members states were determined to advance the goals of equality, development and peace for all, including women in the interest of all humanity (European Institute for Gender Equality, 2013). All member states agreed on 12 areas where urgent action was needed to ensure greater equality and equal opportunities for girls and boys, and women and men. The same platform laid out strategies that each member state was expected to adopt to facilitate these changes.

Like many other countries, Namibia was also represented at the Beijing Platform for Action from the Fourth United Nations World Conference on Women in 1995. As a response to the proposed actions, Namibia adopted its National Gender Policy in 1997, a policy framework that formed the foundation for gender equality and women empowerment programmes in the country (MGECW, 2010). The National Gender

Policy is spearheaded by the Ministry of Gender Equality, Poverty Eradication and Social Welfare which is mandated with the functions of promoting gender equality and equitable socio-economic development of women and men (MGECW, 2010). One of the strategies to achieve gender equality in Namibia is gender mainstreaming.

In the year 2010, Namibia reviewed its National Gender Policy that was adopted in 1997. The purpose was to realign the policy with the rest of the world. The new National Gender Policy (2010-2020) and its Plan of Action on gender is aimed at closing the socio-economic, political, and cultural inequalities that exist in the Namibian society (MGECW, 2010). The policy document provides a framework to guide the implementation of programmes aimed at meeting expectations of the Namibian people, especially women, to attain fundamental freedoms and to be equal to their male counterparts when it comes to participation in all developmental programs (MGECW, 2010). Article 23 of the Namibian Constitution declares that:

“Parliament can enact legislation for the advancement of persons within Namibia who have been socially, economically or educationally disadvantaged by past discriminatory laws or practices, or for the implementation of policies and programmes aimed at redressing social, economic or educational imbalances in the Namibian society arising out of past discriminatory laws or practices, or for achieving a balanced structuring of the public service, the police force, the defence force, and the prison service” (2015, p.21).

Article 10 of the Namibian Constitution (2015, p. 8) states that “no persons may be discriminated against on the grounds of sex, race, color, ethnic origin, religion, creed or social or economic status.”

Additionally, the National Gender Policy is intended to facilitate issues such as empowerment of the marginalized people and rural development; equal opportunities to education and training, HIV and AIDS treatment as well as curb gender-based violence. The same policy pays attention to trade and economic empowerment; sound governance and decision making; media freedom, equal access to information and communication services; the welfare of the girl child regarding legal affairs and human rights; peace building, conflict resolution and gender equality in families (MGECW, 2010).

The Ministry of Gender Equality, Poverty Eradication and Child Welfare is guided by various regional and international instruments such as the Convention on Elimination of All Forms of Discrimination against Women (CEDAW); SADC Protocol on Gender and Development; United Nations Resolution 1325 of 2000 on Women, Peace and Security and Millennium Development Goals (MDG) (MGECW, 2010). More recently, in September 2015, the UN General Assembly adopted the 2030 Agenda for Sustainable Development that includes 17 Sustainable Development Goals (SDGs) (UN Department of Economic and Social Affairs, 2015). This new Agenda emphasizes on achieving sustainable development for all. The United Nations (UN) Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) was adopted in 1979 and came into force as a treaty in 1981 (UN Committee on the Elimination of Discrimination Against Women, 2005).

One hundred and eighty-nine (189) states have ratified CEDAW, with Namibia signing and ratifying it in May 2000. The convention requires parties to take in all fields, in particular in the political, social, economic and cultural fields, all appropriate measures, including legislation to ensure the full development and advancement of women. For the purpose of guaranteeing them the exercise and enjoyment of human rights and

fundamental freedoms on a basis of equality with men (UN Committee on the Elimination of Discrimination Against Women, 2005).

In Namibia, line ministries and state agencies are mandated to implement the National Gender Policy of the country without any reservations. The Ministry of Home Affairs, Immigration, Safety and Security is one of the government ministries that is required to adopt the National Gender Policy and mainstream gender in all its departments including the Correctional Service and subsequently all the correctional facilities in the country.

There are 13 correctional facilities in Namibia. These are: Windhoek Correctional Facility (Komas Region), Walvis Bay Correctional Facility (Erongo Region), Gobabis Correctional Facility (Omaheke Region), Omaruru Correctional Facility (Erongo Region), Swakopmund Correctional Facility (Erongo Region), Oluno Correctional Facility (Oshana Region), Evaristus Shikongo Correctional Facility (Oshikoto Region), Grootfontein Correctional Facility (Otjozondjupa Region), Divundu Correctional Facility (Kavango East), Hardap Correctional Facility (Hardap Region), Keetmanshoop Correctional Facility (Karas Region), Luderitz Correctional Facility (Karas Region) and Elizabeth Nepemba Correctional Facility (Kavango West) where this study is based.

Elizabeth Nepemba Correctional Facility is one of the thirteen (13) Correctional Facilities of the Namibian Correctional Service. It is situated eighteen (18) kilometres south of Rundu town in the Kavango West Region. This facility is under the administrative jurisdiction of the North-Eastern Regional Command of the Ministry of Home Affairs, Immigration, Safety and Security. It is a medium security correctional facility, which means it is a standard facility that houses medium risk offenders. Namibian Correctional facilities has a security classification tool which is used to classify offenders in the following categories, high risk, medium risk and low risk. It is

important to note that the risk referred to in this tool is not necessarily associated with the type of offences they committed but rather on the risk they pose to future re-offending. The tool assess information such as the type of offence committed by the offender, age of the offender, criminal history, educational background as well as social background. Thus Elizabeth Nepemba houses offenders with scheduled offences such as murder, rape and non-scheduled with offences such as housebreaking with intent to steal, culpable homicide and stock theft. Offenders come from all parts of the country and are sent to Elizabeth Nepemba Correctional Facility after being assessed of their criminogenic risk factors. Elizabeth Nepemba Correctional Facility has 270 overall capacity of male offenders. The facility does not have female offenders as all female offenders housed at Windhoek Female Correctional Facility. The Correctional Facility has a staffing population of 203 which consists of 130 male employees and 73 females. However, the Facility's expected staff establishment is 483 employees, meaning there is currently a shortfall of 280 employees.

This study therefore aimed at exploring the implementation of gender mainstreaming policies in the Namibian Correctional Service (NCS). In organisations, gender mainstreaming is a process of ensuring that gender equality is part of all activities. For example, gender mainstreaming ensures that ministries, government departments and other organisations take the concerns of their staff (men and women) as well as those of their partners in development and their beneficiaries (men and women) into consideration. This will ensure full participation of both men and women in development activities and initiatives, thus enabling organisations, programmes, and projects to function effectively and in an inclusive manner.

1.3. Statement of the problem

The central problem being researched is the implementation of gender mainstreaming policies in the Namibian Correctional Service workplace. The government of Namibia has stated its commitment to achieve gender equality by signing and ratifying various international instruments on gender. A ministry has been established to facilitate gender mainstreaming in government and hence, there are legislations, policies and institutional mechanisms adopted for this purpose. Indeed, the goal of reducing gender inequalities in society, particularly within government and private institutions has been elusive in many different African countries, even though women continue to make substantial progress, they remain marginalized.

While there have been some improvements in women's participation in parliaments, governance institutions and peace processes, these successes have often been temporary and largely ineffective (Rao and Kelleher, 2005). Gender mainstreaming has continued to be seen as a key tool for achieving gender equality, yet the understanding and application of gender mainstreaming has often been framed on the assumption that gender is a synonym for women (Parpart & Mcfee, 2017).

Gender mainstreaming increasingly became a key strategy for solving the problems of gender inequality in public institutions because imbalances between women and men continue to influence all walks of life, it is becoming increasingly clear that new approaches, new strategies and new methods are needed to reach the goal of gender equality (Parpart & Mcfee, 2017). The issue of gender equality needs to be addressed at a higher and more structural, and broader level and it should include a wide range of stakeholders.

Also, gender mainstreaming is aimed at addressing the inequalities between men and women through the promotion of gender equality. It is within this context that the study investigated how gender mainstreaming policies are being implemented in the Namibian Correctional Service workplace.

1.4. Research objectives

The main objective of the study is to investigate the application of gender mainstreaming in the Namibian Correctional Service. The study was guided by the following specific objectives:

- To explore the progress made in the integration of gender mainstreaming practices in the Namibian Correctional Service;
- To examine the progress made in the implementation of gender mainstreaming in the Namibian Correctional Service;
- To identify the challenges associated with the application of gender mainstreaming in the Namibian Correctional Service;
- To recommend measures that can be adopted to strengthen the implementation of gender mainstreaming in the Namibian Correctional Service.

1.5. Significance of the study

This study is important because it will fill the knowledge gap on challenges that hinder the implementation of gender mainstreaming in correctional facilities. Furthermore, it will allow policy makers an opportunity to review current policies and strategic plans in correctional context setting and ensure gender-responsiveness. The study will also be significant in seeking to determine how gender mainstream is having an impact on gender work relations in the Namibian Correctional Service. Discussions and

observations from this thesis may add to debates amongst policy and decision makers about the need for mainstreaming gender in organisations.

1.6. Limitations of the study

Some of the staff members in the Namibian Correctional Service were hesitant to partake in the study which can be attributed to the sensitivity of the topic in that people are often shy to open up on gender issues. The researcher also observed that it was difficult to secure appointments with some of the targeted participants because they were not willing to partake in the study. Most of them had busy schedules and some were on vacations.

1.7. Delimitation of the study

The study was conducted on the Ministry of Home Affairs, Immigration, Safety and Security, specifically the Namibian Correctional Service Directorate. In addition, this study was delimited to the Elizabeth Nepemba Correctional Facility and cannot be representative to all other correctional facilities in Namibia. Therefore, the findings cannot be generalized to the whole Ministry of Home Affairs, Immigration, Safety and Security and all other Correctional Facilities in the country.

1.8. Outline of the thesis

This thesis comprises of five chapters. *Chapter 1* focuses mainly on the background of the study, statement of the problem, the objectives of the study, the significance of the study, the limitations and delimitations of the study. *Chapter 2* presents the literature on the emergence of gender mainstreaming and in particular, key thematic theories underpinning gender mainstreaming. *Chapter 3* discusses the methodology of the study,

including the research design, the population of the study, the sampling methods, data-collection methods, and the process of data-analysis of the study. The ethical considerations are also discussed. In *Chapter 4*, I present and discuss the findings of the research. Finally, the thesis is concluded with *Chapter 5* which presents the conclusions and recommendations.

1.9. Conclusion

This chapter looked at the problem of gender inequalities and lack of representation of women in decision making as the key to gender mainstreaming implementation. It also highlighted how Namibia ratified and signed several conventions on gender equality. The study is aimed at producing new insights on the progress and challenges in the application of gender mainstreaming in the Namibian Correctional Service focusing on Elizabeth Nepemba Correctional Facility. The next chapter presents the literature review related to this study.

CHAPTER 2: LITERATURE REVIEW

2.1. Introduction

This chapter presents relevant literature on the emergence of gender mainstreaming, social context of gender in Namibia and the implementation of gender mainstreaming. The chapter also discusses the challenges in the implementation of gender mainstreaming. Furthermore, the chapter explains different perspectives of gender mainstreaming and trajectories taken in Namibia.

2.2. Emergence of gender mainstreaming

The origin of gender mainstreaming is equivocal. Research suggests that the origin of integrationist gender mainstreaming dates to the United Nations Decade for Women (1976-1985) (Bacchi & Eveline, 2009). In contradiction, Sadie (2007) argues that gender mainstreaming had already emerged at the First World Conference on Women held in Mexico City in 1975. Other scholars such as Goetz 1997; Pollack and Hafner-Burton (2010) state that mainstreaming can be traced back to Nairobi, as the Nairobi Forward Looking Strategies refers to mainstreaming in paragraph 114 almost a decade before Beijing.

Yet another school of thought as expounded by Rees (2005); Moser and Moser (2005); Swaminathan and Jeyaranjan (2008) maintain that mainstreaming started with the Fourth World Conference in Beijing in 1995, when the Beijing Platform for Action officially identified it as the strategy to achieve gender equality and women's empowerment (Bacchi & Eveline, 2009). The Beijing Platform for Action Report stated that governments and other actors should adopt a very visible commitment to gender

mainstreaming in all their policies and programmes, and that all decisions had to be underpinned by a gender analysis to account for the effects such a shift would have on women and men respectively (Bacchi & Eveline, 2009).

In agreement, Rippenaar-Joseph (2009) argued that gender mainstreaming was popularised as an approach to advance gender equality at the United Nations (UN) World Conference on Women in Beijing in 1995 (Rippenaar-Joseph, 2009). The UN Decade for Women saw the establishment of national gender machineries in more than 140 countries (Beall, 2001). These gender machineries took different formats in different countries. Some countries created fully fledged women's ministries; others were located within ministries of welfare or community development, while others opted to place the gender units within Presidential Offices (Guzura, 2017).

Following on the momentum of Beijing, the February 1997 meeting of the SADC Council of Ministers in Windhoek included a workshop on gender. This meeting focused on the importance of gender issues to development, and on the need to integrate and mainstream gender concerns into all SADC programmes. After this workshop, the Council of Ministers resolved to: adopt a Declaration on Gender, establish a policy framework for including gender in all SADC activities and strengthen efforts by member states to achieve gender equality (Legal Assistance Center, 2005).

The SADC Declaration on Gender and Development was drafted at the first meeting of the Standing Committee of Ministers responsible for Gender Affairs, in September 1997, and it was subsequently adopted at the SADC Summit in Blantyre, Malawi in 1997. This Declaration has been signed by all 14 member states of SADC (Legal Assistance Center, 2005).

The focus of gender mainstreaming signals that both women and men have a responsibility to change gender relations in an institutional context. It also implies a focus on masculinity and femininity. The current approach, gender mainstreaming is about moving women and gender issues from the margin to the centre of development organisations and their practice (Bacchi & Eveline, 2009). It is an improvement on the earlier approaches (WID and GAD). Gender mainstreaming is the most recent approach to equality policy for women. It has its genesis in development policy and can be seen as a reaction to the tendency to quarantine so-called “women’s issues” from mainstream policy. The shift from Women in Development to Gender and Development was meant to highlight the need to cease creating “women” as the problem, as the ones “done to.” The term to “gender” was meant to direct attention away from understandings of “men” and “women” as fixed categories to the relationships among women and men, broadening the reform agenda (Bacchi & Eveline, 2009).

As a policy towards equality, gender mainstreaming is meant to complement rather than to replace existing approaches to gender equality. At the same time a number of authors such as True (2003) stress the innovative aspects of mainstreaming as an intervention. The argument here is that equality approaches such as equal opportunity and positive action as espoused in WID and GAD aim to fit women to existing institutional arrangements while gender mainstreaming challenges those institutions because it insists that all policies are scrutinized to ensure that they are gender-sensitive and gender-inclusive. Gender mainstreaming moves beyond earlier equality initiatives by seeking to transform organizations and create a culture of diversity in which people of a much broader range of characteristics and backgrounds may contribute and flourish (Bacchi & Eveline, 2009).

Since then it has been adopted by the UN and other international development organisations as the approach to integrate women and gender issues into development. Development was initially gender-blind until the early 1970s. Since then, development organisations have moved women and gender onto the development agenda through various approaches. The major approaches have been WID and GAD. The GAD theory was referred to as the poverty approach with an increased focus on developing countries that felt left out. The special concerns of women in developing countries were unique and different to those for women in developed countries. The GAD theory grew out of such concerns and looked at the social influences affecting women and men relations.

GAD concepts include analysis of how social attributes and mitigate against or reinforce gender roles. The inclusion of men in gender issues and concerns is also a key improvement from the WID and WAD theories (Mutswanga, 2014). The special consideration of overcoming inequalities between women and men thus incorporates the WID theory in the GAD approach. The GAD Theory emphasizes empowerment of the poor and more specifically the disadvantaged. Concerns of food, housing, practical needs, and self-reliance are key issues in the GAD approach (Mutswanga, 2014).

The GAD approach to developmental policies and practices focused on the socially constructed basis of differences between men and women, and it emphasises on the need to challenge existing gender roles and relations. There are different interpretations of GAD, some of which focus primarily on the gender division of labour and gender roles that focus on gender as relations of power embedded in institutions. GAD approaches generally aim to meet both women's practical gender needs and more strategic gender needs by challenging existing divisions of labour or power relations (Reeves & Baden, 2000).

Rather than creating space within existing approaches to development for the inclusion of women, as WID attempted to do, advocates of GAD focused more directly on female subordination as itself productive of exclusion, and on how mainstream development practice perpetuates gendered inequalities. From this perspective, the basic problematic is not women's integration into the economy but rather the structures and processes that lead to women's disadvantage. This shift from women to gender relations as an extension of analysis from men and women as isolated categories, to wider interconnected relationships through which women are subordinated in the division of resources and responsibilities. In that sense, GAD overcame WID's limitation of taking these social relationships as given, severely restraining the impact of this paradigm. It updated the concept of gender relations by focusing primarily on "the cultural context of society, as defined by patriarchy and social inequality" between the two genders (Singh, 2005, p.104).

It is evident that GAD has fell short of questioning premises of development and cannot help to transform the theory and practice of development. It simply does not suffice to add social relations into the analysis. The first major issue with the GAD paradigm is its reflection of the preoccupations and assumptions of Western feminists. Third World women are homogenised and treated as victims of their own cultures (UNDP, 2016). Instead, their subordination is a consequence of colonial exploitation rather than the cultural construction of gender (UNDP, 2016). Secondly, GAD's promise to engage with a gender approach including men has not been held in practice. Not only has it continued to direct its attention on women instead of attempting to change the unequal gender relations, but also has completely ignored the powerlessness experienced by some men (Waylen, 2011, p.1). The masculine identities in which the male bias is

embodied remain largely unexamined (Eyben, 2010), and interdependencies between men and women continue to be disregarded (Derbyshire, 2012). Consequently, GAD is still ineffective in dealing with the structures that produce and reproduce gender inequalities.

To make progress on a worldly scale, GAD should adopt two main strategies into its policies. The inclusion of men as gendered subjects would be the first positive step forward. Men are not only oppressed to some extent by prevailing gender norms, but could also make major contributions to achieve gender equality (UNDP, 2016). Secondly, policies should slowly shift towards the empowerment approach, considered as a tool to outgrowth social relations analysis. In addition, paying attention to women's voices and allowing them to decide for themselves what is best for them is a crucial part of the development process (UNDP, 2016). Only with all those factors considered can the development agenda successfully achieve to promote gender equality and to prevent gender discrimination for all gendered beings.

In the context of this study, two major articulations should be included in the GAD agenda: firstly, men need to be fully considered both as victims and as oppressors, which would help to unveil oppressing gender roles and to increase women's opportunities. Secondly, the empowerment strategy should be adopted to allow women to develop their own self-reliance and internal strength.

The Women and Development (WAD) theory focused on the structural factors of dominance and subordinate factors that caused exploitation and oppression of women. Women were sensitized to exercise freedom and gain more authority over development issues concerning them (Mutswanga, 2014). In the 1950s and 1960s, women felt that they should also participate in nation building activities together with men and this saw

the birth of women and development (WAD) (Munyaradzi, 2016). It is however important to note that the concept arose in the latter part of the 1970s and it criticized WID. Its origins are in the argument that there should be a development approach to women that recognizes the dangers of integrating women into a patriarchal world. The central point of WAD is that women should be empowered economically, they should be emancipated from poverty as this will allow them to contribute and benefit from developments efforts (Mwetwa, 2012).

Furthermore, it stresses the power of women in society in terms of their knowledge, work, goals and their responsibilities and that the society should acknowledge the role that has always been played by women in the society. It considers the modern-day women who are involved in activities at workplaces and at home in trying to improve the society. Connel and Messerschmidt (2005) is of the assertion that WAD points out that although women are involved in many activities of development; the contributions of women have been overlooked and marginalized in national and donor development plans (Munyaradzi, 2016). In the Namibian context, women provide the labour in most agricultural households, but the men decide on how to spend the income.

It therefore follows that the WAD approach is centered on women only seeking the need to create projects which are women centric, constructed to protect women's interests from patriarchal domination (Reeve and Baden, 2000). It is important to note that marginalization and smallness of scale have limited the transformative potential of women. The approach also sees women as a class, downplaying differences among women, particularly along racial and ethnic lines. Muyoyeta (2004) is of the view that WAD sees both women and men as not benefitting from the global economic structures because of disadvantages due to class and the way wealth is distributed. The approach

states that women's status will only improve when international structures become more equitable, it fails to see the existence of a patriarchal society that exist within the international parameters which undermines women as far as development is concerned. In a nutshell it ignores the question of social relations between men and women and their impact in development. Research evidence opines that all the feminist theoretical and policy models have one main weakness as they all assume that women are a homogenous group or category as they encounter the development process (Munyaradzi, 2016).

2.3. Social context of gender in Namibia

Many scholars explain the trajectories that gender mainstreaming took in Namibia since independence. Becker (2019) states that women have had a significant role throughout Namibian history. Prior to colonization men were generally dominant, but certain women of high rank attained powerful positions. Namibian societies and politics became thoroughly gendered during the German and South African colonial periods. After independence, the postcolonial Namibian state drew on the intensive involvement of women in the liberation struggle and adopted a legal framework and policies that emphasized gender equality. Nonetheless, little real improvement has been achieved for most women in postcolonial Namibia. The country's high level of social inequality continues to be profoundly gendered (Becker, 2019).

Akawa (2014) highlighted that the historiography of early colonial resistance is male dominated, with women only acknowledged as having played secondary and domestic roles. This can be explained by the fact that women did not hold any public and leadership positions in colonial Namibia. The decisions to wage wars were made by

men. Before colonialism, a substantial number of women held leadership positions, especially in the Okavango and Owambo areas, but that changed especially as the colonial state deemed them too weak to control people to the benefit of the colonial project. However, the colonial state schemed with the local elites, who were mainly men, and ousted women leaders. The idea of women ruling men did not fit the early 20th century gender perception of white males. Women were assumed feeble and, it was believed, would not put enough force into maintaining law and order in the community to the benefit of the colonial administration (Akawa, 2014).

Providing food and shelter was one of the major activities undertaken by women, especially in the war zone. There are numerous narratives of the roles women played and how they got involved. Traditionally, a man was automatically regarded as the head of the household and made decisions. Even the men who were away on contract labour retained the power and authority to make decisions affecting the household (Akawa, 2014).

Hence, Akawa (2014) states that Namibia inherited apartheid laws, which remained in force unless repealed or amended. Some of the laws discriminated against women. In order to put into practice, the new Namibian constitution's pronouncement that everyone is equal before the law, most of the laws needed reform. The necessity to reform the law was to substantively improve the situation of women in relation to family structures, employment relations, customary laws, gender-based violence and with reference to the land issue.

According to Hubbard (2018) starting point for gender equality was the Namibian Constitution. Just on gaining independence, women activists lobbied both individually and through church and political party structures for strong statements on women's

rights in the new Namibian Constitution. Unlike many other national constitutions, Namibia's Constitution explicitly forbids sex discrimination. Few constitutions go so far as Namibia's to explicitly cover affirmative action for women; "equal rights as to marriage, during marriage and at its dissolution" for men and women; and policies on equal pay for equal work and maternity benefits. Namibia's constitutional provisions on citizenship are completely gender-neutral, in contrast to the constitutions of many other African countries, which apply different rules on citizenship for men and for women (Hubbard, 2018).

Independence itself provided a strong starting point for gender equality. Although most institutions have not yet succeeded in applying the constitutional provisions on gender to all spheres of life, the Constitution has changed the very atmosphere of the country when it comes to gender issues. Recent studies indicate that men and women are now aware that the law says that men and women are equal. While the exact wording of Namibia's supreme law remains unknown to the majority of Namibians, its spirit of gender equality has reached an amazingly broad spectrum of people.

Gertze (2018) argues that Namibia is fully committed to the advancement of women and to ensuring gender equality and equity. The reason being that exclusion of women from certain spheres of life wastes valuable skills and expertise that could contribute meaningfully to sustainable socio-economic development. Further, the empowerment and advancement of women is, at its core, about human rights and the application of natural justice. Despite that the Namibian Constitution incorporates these values into our national laws, policies, and frameworks, more must be done than simply enacting legislation. There is still need develop the necessary political to drive the implementation of the legal framework that has been set in place. There must be buy –in,

to complete the mainstreaming of these gender sensitive policies. To this end, the ruling party in Namibia has demonstrated its political will through the 50/50 rule (Gertze, 2018).

On another note, the Affirmative Action (Employment) Act 29 of 1998 is intended to improve the representation of blacks, women, and disabled persons in the formal workforce. According to the last two reports of the Employment Equity Commission, women make up only about 15% of executive directors and just over one-quarter of senior managers (Hubbard, 2018). However, they are approaching parity with men in middle management and specialized supervisory positions. Individual affirmative action provisions apply to several statutory bodies and boards, reserving seats for women in bodies ranging from the Social Security Commission to the National Sports Commission.

According to Hubbard (2018), Namibia still has a somewhat weaker form of affirmative action in respect of traditional authorities. The Traditional Authorities Act 17 of 1995 required traditional authorities to promote affirmative action amongst the members of that community, particularly by promoting women to positions of leadership. In the Traditional Authorities Act 25 of 2000, the specific reference to “women” was deleted in favour of a more neutral reference to “promoting gender equality regarding positions of leadership”. However, this change has not yet been fully accomplished.

Since Independence, Namibia has adopted a remarkable new legal framework in this area. The Combating of Rape Act 8 of 2000 was the result of years of concerted lobbying by a coalition of women’s groups. The new law contains a broad, gender-neutral definition of rape which covers a range of sexual acts and focuses on the presence of “coercive circumstances”, instead of the “absence of consent”, to ensure that

the rape survivor is not treated as if she were the one on trial. It also gives increased protection to children – both girls and boys and increases protection for the victim's privacy and dignity. A hotly debated provision specifies that "No marriage or other relationship shall constitute a defense to a charge of rape". Finally, the law sets stiff minimum sentences for rape. The Combating of Rape Act 8 of 2000 has been hailed as one of the most progressive laws on rape in the world.

The Combating of Domestic Violence Act 4 of 2003 was also the result of intense advocacy by a wide grouping of women. Gender gurus express their concern about the recent spate of violent crimes directed against women and children. These crimes represent a gross violation of the fundamental rights of our citizens, while causing unwarranted damage to the good name of our country. These despicable acts of barbarism must therefore be roundly condemned and completely uprooted. The law covers a range of forms of domestic violence, including sexual violence, harassment, intimidation, economic violence, and psychological violence. It applies to "domestic relationships", including those between husbands and wives, parents and children, boyfriends and girlfriends, and close family members. It gives those who have suffered violence an alternative to laying criminal charges, by setting up a simple procedure for getting a protection order from a magistrate's court. In cases of physical violence, this protection order can direct the abuser to leave the common home. No new crimes are created by the law, but existing crimes between persons in a domestic relationship are classified as "domestic violence offences" and made subject to special provisions which encourage input from the victim on bail and sentencing and protect the victim's privacy. To help put these laws into action, Namibia created specialized police stations for gender-based violence. The first Woman and Child Protection Unit was established in

1993, and now there are 15 of them, covering every region in the nation. There are also now special procedures to reduce the trauma of court appearances in violence cases: the Criminal Procedure Amendment Act 24 of 2003 provides special measures for vulnerable witnesses to reduce the trauma of court testimony – such as alternative venues for trials, testimony behind one-way screens or via closed-circuit television, and use of support persons and intermediaries.

There are admittedly still some problems with the implementation of all these laws, but they are all being utilized. For example, protection order applications have been filed at every single magistrate's court in the country. And there is increased public awareness of the problem of gender-based violence. Before Independence, there were many things married women could not do without the consent of their husbands: buy or sell their own property, register land in their own name, take out a loan, and be a director of a company or a trustee.

The Maintenance Act 9 of 2003 paved way for gender equality. The difficulty of securing child support from absent fathers was the subject of intensive and regular advocacy by women's groups for many years, including a nation-wide lobbying campaign in 1998. The 2003 law replaced a 1963 law, making significant changes to the maintenance system to make it more efficient. The 2003 law provides for the sharing of expenses incurred during pregnancy and makes it clear that all children must be treated equally – whether born in or out of marriage and no matter what the order of birth. It also provides new methods of enforcement to use when maintenance orders are not obeyed. Much has been done, but there are many family laws and practices still to be tackled.

new Gender Policy (2010-2020) and its Plans of Action on gender is aimed at closing the socio-economic, political, and cultural inequalities that exist in Namibian society (MGECW, 2010). The Policy document provides a framework to guide the implementation of programmes aimed at meeting expectations of the Namibian people, especially women, to attain fundamental freedoms and to be equal to their male counterparts when it comes to participation in all developmental programs (MGECW, 2010). Article 23 (3) of the Namibian Constitution is explicit on all these provisions. Article 10 of the Namibian Constitution (2015, p. 8) states that “no persons may be discriminated against on the grounds of sex, race, colour, ethnic origin, religion, creed or social or economic status”.

Additionally, the National Gender Policy is intended to facilitate issues such as empowerment of the marginalised people and rural development; equal opportunities to education and training, HIV and AIDS treatment as well as curb gender-based violence. The same policy pays attention to trade and economic empowerment; sound governance and decision making; media freedom, equal access to information and communication services; the welfare of the girl child regarding legal affairs and human rights; peace building, conflict resolution and gender equality in families (MGECW, 2010).

The Ministry of Gender Equality, Poverty Eradication and Social Welfare is guided by various regional and international instruments such as the Convention on Elimination of All Forms of Discrimination against Women (CEDAW); SADC Protocol on Gender and Development; United Nations Resolution 1325 of 2000 on Women, Peace and Security and Millennium Development Goals (MDG) (MGECW, 2010). More recently, in September 2015, the UN General Assembly adopted the 2030 Agenda for Sustainable Development that includes 17 Sustainable Development Goals (SDGs) (UN Department

of Economic and Social Affairs, 2015). This new Agenda emphasizes on achieving sustainable development for all.

2.4.1. SADC Protocol on Gender and Development

In line with this CEDAW, SADC adopted the Protocol on Gender and Development in August 2008 (Gender Links, 2014). Preceding the SADC Protocol, SADC Ministers adopted the SADC Gender Policy in 2007. In 2013, the Protocol was reviewed by all members in order to align it to the SDGs. Another review was done two years later, 2015, aligning it to the Post-2015 SDGs, Africa Agenda 2063 and Beijing Plus Twenty Review (SADC Gender and Development Monitor, 2016). In 2016, SADC Gender Ministers updated the SADC Gender Protocol. To date, with the exception of Mauritius and Comoros, 12 countries have signed and ratified this revised protocol including Namibia. The adoption of the SADC Protocol on Gender also aims to harmonise the implementation of various instruments to which SADC member states have subscribed to, at the regional, continental, and international levels on gender inequality and equity (Gender Links, 2014).

Namibia signed and ratified the revised SADC Gender Protocol in August 2018 (SADC, 2016). All Namibian line ministries and state agencies are mandated to implement the National Gender Policy of the country without any reservations. The responsibility for the implementation of the National Gender Policy (NGP) lies with all stakeholders. All partners involved in the Policy areas are responsible for the implementation of the NGP and will be accountable for gender equality results (Republic of Namibia, 2008). The Ministry of Home Affairs, Immigration, Safety and Security is one of the Government Ministries that is required to adopt the National Gender Policy and mainstream gender in

all its departments namely the Correctional Services and Namibian Police Force. It is incumbent on partners to develop plans, budgets, and strategies to operationalize the Gender Policy at the sector programme level.

In 2003, the MGE CW developed the National Gender Mainstreaming Programme (NGMP) to guide gender mainstreaming strategy at national and regional levels among all stakeholders. The NGMP recommended a Gender Management System (GMS) to operationalize the gender mainstreaming strategy in a systematic way in policies, programmes and structures of line Ministries and among other stakeholder institutions. The Ministry of Gender Equality, Poverty Eradication and Social Welfare (MGE CW) focuses on coordination, research, monitoring and evaluation as well as capacity building as the main mechanisms for implementing the gender policy. MGE CW will be the lead agency responsible for coordinating and monitoring the implementation of the gender policy.

According to MGE CW (2010) the roles of the Ministry of Gender Equality, Poverty Eradication and Social Welfare are many. They include the provision of a framework for the implementation of the National Gender Policy and oversee the establishment of relevant coordinating structures/ committees at all levels and set standards for gender mainstreaming, provide, and disseminate gender guidelines, and monitor how these are operationalized at sector levels. The MGE CW is also mandated to undertake capacity building for gender responsive programmes by providing training on gender sensitization, gender analysis, gender budgeting and gender planning to all focal points and stakeholders at all levels. Other key roles include the provision of guidelines and technical support on gender mainstreaming to sector institutions, the private sector, and civil society to improve their effectiveness and guidance on implementing, monitoring

and evaluating progress in respect of regional, continental and international instruments promoting gender equality, among other many other roles.

2.4.2 Principles of Gender Equality

The principles enumerated here are intended to guide sector programmes among partners and stakeholders in the different interventions they will be undertaking to promote gender equality and women's empowerment. These principles are derived from the provisions of the Constitution of Namibia, Vision 2030, and national and international legal frameworks that Namibia has committed itself to. Some of the key principles are:

- **Gender equality between women and men**-through equal opportunities and participation and equitable distribution of resources between men and women;
- **Gender Mainstreaming**-for creating and strengthening women's empowerment and eliminating gender inequalities in all sector and institutional policies, laws, and programmes;
- **Gender Focal Points or Units**- creating a position for gender focal points/units created at senior level in all sectors to make decisions regarding implementation of the National Gender Policy and to provide an oversight role for gender responsive;

Monitoring and Evaluation-effectively monitor and assess the implementation and impact of the National Gender Policy in achieving gender equality and women's empowerment in socio-economic development in the institution. This will be done in line with agreed national, regional, and international instruments and standards such as National Development Plan 3, SADC Gender Protocol, Vision 2030, CEDAW and others (MGECW, 2010).

2.5. Implementation of gender mainstreaming in Namibia

Experiences with implementing gender mainstreaming have been mixed, however, leading to considerable debate about whether it is a reform worth pursuing. In some places the introduction of gender mainstreaming has meant the curtailment of funding for dedicated women's policy units. In other places it has meant an attack on women specific interventions, including positive/affirmative action. There are some concerns then that the reform detracts attention from a range of issues considered central to women's equality (Bacchi & Eveline, 2009).

While gender mainstreaming was hailed as a new approach to achieve gender equality and women's empowerment in development in the post-Beijing era (Sweetman, 2012), the question is *how* it has been used to advance gender equality and women's empowerment in development. Swaminathan and Jeyaranjam (2008) argue that gender mainstreaming does bring about certain changes within an organisation, but it fails in changing its "genderedness". In their case study in Belgium, they discovered that power relations are a determining factor in the successful implementation of gender mainstreaming and that power relations, and the power differences between parties, really determined and hindered the impact of gender mainstreaming in the organization (Swaminathan & Jeyaranjam, 2006).

The way gender mainstreaming is implemented in Namibia does not consider the cycle suggested by UN women. The National Gender Policy stipulates that Gender mainstreaming needs to be applied throughout the overarching programming cycle of the thematic sector concerned, following a well-known sequence of steps:

- a) **Gender Analysis:** Evidence-gathering through gender-analysis of context and findings from summative evaluations and formative program research;
- b) **Program Design:** This entails the selection of priority issues, target groups and coverage, and their integration in terms of program results, indicators and intervention modalities;
- c) **Gender-Responsive Budgeting:** Gender-responsive budgeting (GRB) entails macro-level policy initiatives seeking to ensure that government budgets include the necessary financial resources to implement goals and policy commitments to gender equality objectives. It analyses the impact of changes in budgetary and taxation policies and regulatory frameworks in central and sectoral reform plans and budgets, and in programme results monitoring frameworks and systems
- d) **Monitoring and Evaluation of Gender Mainstreaming:** Effective monitoring and evaluation (M&E) of gender mainstreaming is critical for building the evidence base for informed and strategic decisions related to gender equality. M & E also enables better development planning and interventions by highlighting what works and what doesn't, and for holding institutions accountable to their commitments on gender equality (UN Division of Women, 2014).
- e) **Selecting Program Implementing Partners:** Gender mainstreaming at country level means developing partnerships with various gender equality and sector experts, and with multiple constituencies of women. The rationale is threefold: the inclusion of women's views and experiences, as well as capitalizing on their extensive skills; such partnerships also enhance ownership and priority-setting in the gender and development agenda and collaboration with diverse

constituencies of women as a human rights-based approach (UN Division of Women, 2014).

2.5.1 Gender Mainstreaming Partners

Gender mainstreaming requires multisector and multidisciplinary teams, and partnerships comprising multiple stakeholders with a broad spectrum of gender expertise. These partners need to be diverse and in Namibia they include:

- **Partners within government structures:** Government partnerships involve tapping into gender expertise in all government structures as well as thematic gender expertise in line and/or sector ministries, and in national mechanisms for gender equality (also called national women's machineries);
- **Other nationally available gender experts:** This includes working with thematic women's organizations, human rights groups and gender equality advocates and specialists across different sectors;
- **Constituencies of women within civil society organizations, academia, the media, and women and youth groups at the community/grass-roots level:** Civil society organizations, women rights organisations and their members and staff are diverse in perspectives and expertise;

Specialized high-level mechanisms and dedicated thematic alliances: These can be done with diverse gender experts and champions to integrate different planning processes around supposedly 'separate' issues.

Thege (2002) highlights the fact that within the European Union (EU), Denmark, Sweden and Finland have developed a more advanced commitment to gender mainstreaming; the most successful being Sweden. These countries, together with Italy,

France, Luxembourg, and Portugal, have clearly defined National Action Plans (NAPs) for implementing gender mainstreaming (Thege 2002, cited in Guzura, 2017). However, some countries, such as Germany, Belgium, Ireland, and Greece have identified weaknesses in their gender mainstreaming strategies. The Netherlands and the UK have failed to incorporate gender mainstreaming into NAPs. However, the Netherlands has registered several policies that have direct relevance to gender mainstreaming (Guzura, 2017).

Daly (2005) examined the integration of gender mainstreaming in eight European countries. All eight had “made a formal commitment to implement a gender mainstreaming approach to gender equality” (Daly, 2005 p.435). Sweden was the only country out of the eight who had adopted all relevant procedures for gender mainstreaming such as gender analysis in all levels of its administration. The Swedish International Development Agency (SIDA) (2015) confirms that gender analysis is the first step toward implementing any intervention. Gender analysis highlights the differences between and among women, men, girls, and boys in terms of their relative distribution of resources, opportunities, constraints and power in a given context (SIDA, 2015).

Similarly, Eveline and Bacchi (2005) note that the Canadian initial approach to gender mainstreaming is gender analysis. The focus on gender analysis is on men and women’s differences and the need to accommodate these differences to accomplish real equality. Gender analysis can reveal biases in government policies which can either affect men and women. Gender analysis can also help to identify the fact that men can be a disadvantaged group (Eveline & Bacchi, 2005). Focusing on men’s behaviour provides a useful corrective approach to the entrenched practice of associating ‘women’ and

'gender'. Likewise, the idea that gender mainstreaming will benefit both women and men proves useful in winning over some men and women who might well oppose an approach (Eveline & Bacchi, 2005).

In the Canadian model distinguishing between practical and strategic needs is insufficient to overcome gender inequalities (Eveline & Bacchi, 2005). According to Reeves and Baden (2000), practical gender needs are the immediate needs identified by women to assist their survival in their socially accepted roles, within existing power structures. These needs seem to reduce the burdens of women so that they can have access to opportunities and resources. If practical gender needs are met, then women will have time to participate in decision making positions in the organisations. While strategic gender needs are those needs identified by women that require strategies for challenging male dominance and privilege (Reeves & Baden, 2000). These needs may relate to women challenging patriarchy and the organisational culture so that women are integrated in decision making bodies.

Secondly, the Canadian addressed gender inequalities by using three successive frameworks (Eveline & Bacchi, 2005). The first framework is gender neutral which assumes that policies affect all people in the same way, and it is criticised for its inability to deal with issues of gender, race, cultural difference, ethnicity and disability. The second is gender-specific, proactive measures necessary to overcome system bias proposed as the way to ensure attention towards women. The third is gender-integrated based on the relational nature of gender differences developed as a response to the inequalities that arise or are reinforced through the gender specific' approach (Eveline & Bacchi, 2005).

Whereas the Netherlands model is based on the point that women's lives will not change until men's lives change. The starting place for gender analysis in the Netherlands is gender relations, defined as 'structurally unequal power relations between women and men' (Verloo 2001, p.61). 'Equality' is defined as equality before the law, or equal treatment in similar circumstances; 'autonomy' means women can decide for themselves what is a good life; and 'diversity/pluriformity' signals a commitment to a society in which differences are not hierarchical (Eveline & Bacchi, 2005).

Men are introduced in this analysis not as a way of softening the blow of a demand for change but to insist that men themselves need to change (Eveline & Bacchi, 2005). This key emancipatory demand reveals a different political vision from the one we find outlined in the Canadian model. Their goal explicitly is challenging the 'male norm' and the 'masculine ideal' in organisations.

2.6. Challenges in the implementation of Gender mainstreaming in Namibia

The Legal Assistance Center (2017) highlight that since 1995, several issues gained prominence and acquired new dimensions, posing additional challenges to the full implementation of the Beijing Platform for Action. It recognized that continued political commitment to gender equality, at all levels, is needed for the full implementation of the Platform for Action.

For instances, Women in Namibia are facing increased prevalence of HIV and AIDS, high rates of gender-based violence (GBV), and continued pervasive gender- and intra-household inequalities, which exacerbate poverty. This is more pronounced among the 44 per cent female-headed households in rural areas. Other developmental challenges include a high maternal mortality rate and the sexual exploitation of women and girls.

Women continue to be underrepresented at most levels of decision-making, both in the public and private sectors, on special committees, religious groups, Boards, and other institutions in Namibia. Likewise, within the family setting, gender inequalities continue to undermine women's financial independence and personal autonomy, thus affecting their ability to exercise rights in other spheres (MGECW, 2010).

In terms of evaluating the practice of gender mainstreaming, Moser posits that the ultimate test of whether gender mainstreaming has either succeeded or failed lies in the rigorous monitoring and evaluation tools, (Moser, 2010). She further states that although the evaluation of gender has evolved with the gender and development debate, there is no reliable and systematic evaluation of gender mainstreaming outcomes and impacts (Gutuza, 2017).

For Moser, the biggest challenge lies in identifying correct indicators, which would require four interrelated indicators measuring inputs, outputs, effects, and impacts (Moser, 2010). In order to counter the challenge of only evaluating the impact of indicators, international development agencies such as the Netherlands Development Organisation (SNV) and Interaction introduced participatory gender audits, whose main focus is the central role of organisational structure and culture in the design and delivery of gender-sensitive programmes and projects (Gutuza, 2017).

National Gender Mechanisms face financial challenges as they are often under-resourced and unable to operate on the inadequate budget allocated to them (Gutuza, 2017). As Clisby points out, much more work still needs to be done to ensure that gender mainstreaming is translated into tangible results on the ground (Clisby, 2005). She cautions that unless this is done, gender mainstreaming will turn into nothing more than fashionable semantics co-opted by politicians and policy makers.

Riley also states that experience in organisations has indicated that changing from gender mainstreaming as a policy to implementing or practising gender mainstreaming has been challenging (Riley, 2004). She identifies the following key issues as particularly challenging: Partial implementation makes it difficult to determine whether the problem lies in gender mainstreaming as a strategy or in the inadequacy of its implementation (Gutuza, 2017). Since gender mainstreaming has a large scope, there are challenges in terms of integrating mainstreaming into existing workloads.

Broadly, gender mainstreaming seeks to guarantee that every part of an organization or national policy machinery assumes responsibility for ensuring that policies impact evenly on women and men (Swaminathan and Jeyaranjan 2008). Gender analysis — the most common method offered for achieving gender mainstreaming — is a process for scrutinizing policies to detect gender bias and ensure that they pay due heed to the differing experiences of women and men (Eveline, Bacchi & Binns, 2009).

Feminist theorists and policy analysts remain divided as to the benefits of this purportedly system-wide approach to gender equity policy. For some writers, gender mainstreaming has transformative potential (Verloo, 2001; Walby, 2005). Further, the transformation of institutions becomes the agenda, rather than the continuing attempt to improve women's access and performance within organizations and their hierarchies (Eveline, Bacchi & Binns, 2009). Other researchers (Bacchi and Eveline, 2003; Daly, 2005; Verloo, 2001), while agreeing that gender mainstreaming has potential to increase equitable outcomes, express concern that mainstreaming is unreliable in delivering on its promise.

Most of these critiques point to flaws in the way gender mainstreaming is done, including the analytical categories it utilizes and sustains. At the heart of these

criticisms, are broad questions of methodological approach. A common criticism of gender mainstreaming is the lack of standardization in goals, procedures, and methods, underscored by the lack of an unambiguous definition of just what it is (Moser and Moser, 2005, p. 585; Walby, 2005, p. 455). Lack of standard procedures and conflicting understandings are due in part to increasing interest in the strategy, with versions proliferating in international programmes and across both national administrations and public sector organizations (Bacchi & Eveline, 2009). The question of methodology, of how gender mainstreaming gets done, is central here.

Claims of inadequate economic, political, and bureaucratic support underpin a key set of methodological concerns (Swaminathan & Jeyaranjan 2006). An ever-present barrier is the lack of commitment and time of the policymakers who are tasked with implementing the strategy. This can lead to the *à la carte*' approach, adopting a particular toolkit or technique, often in the absence of an overall theoretical framework or the research and analysis needed for a full gender-based assessment. A minimalist or technocratic solution is frequently coupled with the view that gender mainstreaming can be done as a one-off project, rather than recognizing that the process 'must necessarily be sustained for as long as policymaking endures (Eveline, Bacchi & Binns, 2009).

Many authors draw attention to the contradiction between gender mainstreaming as a transformative, agenda-setting idea with radical feminist potential and gender mainstreaming as an integrationist policy practice (Sweetman, 2012; Williams, 2004; Wittman, 2010). Associated with these two versions of gender mainstreaming are two modes of implementation: an expert-bureaucratic mode, often associated with the integrationist version; and a participatory democratic mode, often associated with the agenda-setting version (Zalewski, 2010). For many authors, the gap between rhetorical

commitment and ineffective implementation can be attributed to these fundamental differences in the conceptualization of gender mainstreaming itself and in the way in which it is implemented by the organizations, including the EU, which have so readily adopted it (Allwood, 2013).

The integrationist version incorporates gender mainstreaming as a policy tool into structures, processes and norms which remain otherwise unchanged. It is therefore neither threatening nor disruptive to business as usual but provides added value to organizations seeking to present themselves in a particular way. 'Gender' in this version of gender mainstreaming lacks the meanings it carries in feminist and gender theory, in particular its underlying conceptions of power and intersecting inequalities (Zalewski, 2010). Instead, it refers to undifferentiated categories of men and women, and is often a shorthand for policies targeted at women or an excuse to discontinue such policies (Williams, 2005). The integrationist version often consists of a set of tools and procedures, along with detailed instructions for their implementation and for the measurement of their success (Meer, 2005; Woodward, 2008), hence the frequent assertion that gender mainstreaming has become a box-ticking exercise, devoid of any substantive content.

The transformative version, in contrast, has its roots in feminist theories of gender and was originally proposed as a way of radically transforming policy approaches to gender inequalities. Instead of addressing gender inequality as a separate policy issue, gender mainstreaming brought a concern with gender and a commitment to achieving gender equality in all policy areas, including those previously perceived to be gender neutral (Allwood, 2013). It aimed to address gender at all stages of policy making, so that policies would be designed with the goal of gender equality already contained within

them, rather than remedial action being taken once they had already been formulated or implemented. This version is, of course, far more threatening to established organisations, structures, and policy actors, which are all deeply gendered and which play an important role in reproducing gender relations (Allwood, 2013).

Of course, the widespread adoption of gender mainstreaming could be a success. The paradoxes of gender mainstreaming implementation identified by Wittman (2010) include the fact that, to succeed, gender mainstreaming must be taken out of the hands of its advocates and experts, and responsibility passed to those who have neither the passion nor the expertise. There is also always a contradiction when feminist ideas are adopted or co-opted by the mainstream (Cornwall and Edwards, 2014). For these ideas to take effect, feminists have to let go of them, but once they do, they no longer control their meaning or their use. Gender mainstreaming is an essentially contested concept, and the variety of meanings attributed to it explain to a large extent how readily it has been embraced by a diverse range of actors (Cornwall & Edwards, 2014). Woodward describes its conceptual malleability as either its deepest flaw or perhaps its greatest virtue (Woodward, 2008).

An important contribution to gender mainstreaming theory focuses on how institutions resist change; how ideas and norms become institutionalised; and how gender ideologies and practices are reproduced (Rao & Keller, 2005). Shultz (2011) argues that the success of gender mainstreaming would require its institutionalization as an idea. Institutionalization unfolds over time because of processes of social interaction through which shared ideas are constructed and embedded, shaping expectations of future behavior. Bretherton argues that, far from having achieved this status, gender mainstreaming 'swims against the tide' of mainstream ideas, and it is this that represents

the major impediment to its success. The construction of shared beliefs is inhibited by the divergence between ideas which support gender equality and interests which are reflected in already institutionalised male dominance (Allwood, 2013).

One of the problems is that gender inequality lies in 'profoundly internalised beliefs and solidly entrenched structures' and that gender mainstreaming tools will not miraculously dissolve and transform them (Smyth, 2010). A focus on institutional context can help us to see how gender is constructed and gendered power relations reproduced, why it can be so difficult to change, how and where opportunities for change may arise and how actors can act strategically to exploit them. Feminist institutionalism focuses on the role of institutional processes and practices in reinforcing and reproducing gender inequality. It highlights the ways gendered power relations and inequalities are constructed, shaped, and maintained through institutional processes, practices and rules (Swaminathan & Jeyaranjam, 2011).

McGauran's (2009) review of the literature on the factors that influence the implementation of public policy, and more specifically gender mainstreaming, divides the approaches into top-down, bottom-up and hybrid. The top-down features identified as leading to successful policy implementation include 'clear policy objectives, clear lines of authority, good communication between various groups, and sufficient resources (Allwood, 2013). Those seeking to explain gender mainstreaming's weak implementation have highlighted the lack of clarity of its objectives, inadequate resources, weak political support, and weak systems of accountability. Bottom-up implementation theories focus on the impact of organisational conflict and bargaining on policy implementation.

Hybrid theories combine elements of top-down and bottom-up. Some stress the influence of the broader context, as well as the institutional context, which leads to an evolution of policy during the implementation phase (Allwood, 2013). Pollack and Hafner-Burton found, for example, that gender mainstreaming has to be negotiated into organisation policies, and this is easier when it 'fits' with the main ideological frame of the organisation being encouraged to adopt it (Pollack & Hafner-Burton, 2010). Wendoh & Wallace (2005) argue that 'gender mainstreaming will be successful from a feminist perspective only if the movement remains involved in the process.' They highlight the importance of the links between movement activists and scholars outside the organisations and femocrats, inside the organisations together holding organisations accountable.

Other authors (Derbyshire 2012; Cornwall, & Edwards, 2014) argue that the wide gap between rhetorical commitment and policy practice is unsurprising. There are all kinds of reasons why rhetorical commitments are made to gender mainstreaming and other values. Statements of principle and declarations of commitment to certain values are widespread in international organisations, as Pollack & Hafner-Burton (2010) have demonstrated. These include the recognition of commitment to good governance in an international context, and identity-based positioning by the EU 'as a value-based community with a responsibility to project outwards the values espoused internally' (Derbyshire, 2012). Cornwall & Edwards (2001) argue that government rhetoric plays a highly symbolic role and that policy practice may end up being effectively 'decoupled' from such rhetoric. This could help explain the frequently observed gap between the rhetoric and practice of gender mainstreaming in EU policy (Allwood, 2013).

2.7. Conclusion

While Namibia notes many positive steps in the advancement of women and gender equality, the scourge of violence against women in particular, gender-based violence, still plagues Namibia. Namibia needs to recognize the need to address the challenges brought about by the patriarchal system, the longstanding impact of colonial heritage and war, by being inclusive in educating men and women, girls, and boys, on the changing roles that women and girls play today. If we do not address systemic discrimination, we will perpetuate a cycle of patriarchy that inhibits the inclusion of women in society and undermines general human rights. Breaking patriarchal structures will lead to the increase of women's voices and influence in society and will ensure that no one is left behind.

CHAPTER 3: RESEARCH METHODOLOGY

3.1. Introduction

This chapter presents insights about different elements considered in the process of carrying out this research. This chapter covers research design, research population, sample, sampling methods, research instruments and the procedure that was used to conduct the research. This chapter also explains the methods used to collect and analyse the data. Lastly, this chapter ends with the ethical issues encountered during research.

3.2. Research design

This research employed a qualitative research approach. A case study method was used to gain an in-depth understanding on how gender mainstreaming policies and practices are being implemented in the Namibia Correctional Service with Elizabeth Nepemba, a Correctional Facility in Kavango West Region as a case. The case study enabled the researcher to gain insights and understanding into participants' experiences with regards to the implementation of gender mainstreaming policies and practices.

3.3. Population of the study

The population of this study consisted of male and female employees of the Namibian Correctional Service. Two officials from the Namibian Correctional Service Headquarters. The following ranks at Elizabeth Nepemba Correctional Facility made part of the study: Assistant Commissioner; Senior Superintendent; Superintendent; Senior Chief Correctional Officers; Chief Correctional Officers; Senior Correctional Officers and Correctional Officers II. The senior leadership crafts and adopts policies as well as assist in preparation of performance agreements of the staff they supervise. The

correctional officers are the people who implement the ministerial policies which include gender responsive initiatives. The two (2) Development Planner from the Ministry of Gender Equality, Poverty Eradication and Social Welfare, being the custodian of gender policy implementation in Namibia, provided their views on the progress of gender mainstreaming in the Ministry of Home Affairs, Immigration, Safety and Security at large.

3.4. Sample of the study

The sample size for this research was 17 participants (15 participants from the Namibian Correctional Service and 2 Development Planner from the Ministry of Gender Equality, Poverty Eradication and Social Welfare). The two Assistant Commissioner are based at the Head Office while the 13 are based at Elizabeth Nepemba Correctional Facility in Kavango West Region. The table below presents a disaggregation of the sample for the correctional facility.

Table 3.1: Participants' Ranks

List of Ranks	Total Number in Post	Number Sampled
Assistant Commissioner	3	2
Senior Superintendent	5	2
Superintendent	25	3
Senior Chief Correctional Officers	10	1
Chief Correctional Officers	10	1
Senior Correctional Officers	26	3
Correctional Officers II	48	3

Totals	127	15
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Non-probability sampling was used as it represents a group of sampling techniques that assisted the researcher to select units from a population of Development Planner and correctional officers that she was interested in studying. The researcher used purposive sampling because the research took place purposefully using one workplace occupational group. The study had a sample size of 17 people. The sample included 15 correctional officials from Elizabeth Nepemba Correctional Facility consisting of 8 males and 7 females as well as 2 Development Planner from the Ministry of Gender Equality, Poverty Eradication and Social Welfare. Furthermore, the criteria of the selection consisted of correctional officers with working experience in the Namibian Correctional Service of more than 5 years, regardless of their age. The high ranked officials were selected based on their positions in decision making. The sample size may look small, but it was relevant to this study project because this is a qualitative study and furthermore, it has allowed the research objectives to be realized.

3.5. Research instruments

The researcher made use of interview guides to conduct face-to-face interviews with senior leadership, correctional officers, and Development Planner to determine their views and experiences towards the implementation of gender mainstreaming at Elizabeth Nepemba Correctional Facility. The semi-structured interviews were employed to gain a detailed picture of participants' beliefs, perceptions, or accounts on the implementation of gender mainstreaming at correctional service facility. The interview guides consisted of guiding questions which were open and could allow for new questions that emanated from the discussions with the participants. During the

interviews, the researcher has asked follow-up questions and probed the participants for more clarity.

3.6. Procedure

The researcher first obtained access to participants by requesting permission from the Permanent Secretaries (who are now referred as Executive Directors) for the Ministry of Home Affairs, Immigration, Safety and Security and the Ministry of Gender Equality, Poverty Eradication and Social Welfare. After approval was obtained, the researcher requested the heads of division to assist in getting access to the participants which the researcher contacted until the participants indicated their availability to participate in the study. Following the participants' agreement to participate in the study, a convenient time, date, and venue was arranged with the respective participants to be interviewed by the researcher. The interviews were audio recorded and took 30-45 minutes.

3.7. Data analysis

The study adopted thematic analysis to analyse the gathered data. Thematic analysis entails the coding creating meaningful categories and comparing categories as well as inferring their links and drawing meaningful conclusions from that data (Cohen, Manion & Morrison, 2011). This categorization helps in reducing large quantities of data into small form but easy to understand information. The researcher coded open-ended questions, revealing of participants' opinions and description of patterns and trends in data collected. Thus, statistical figures were accommodated in thematic analysis. Although it is a common practice to use typical quotations to justify conclusions, the researcher also incorporated other options for data display, including graphs and charts.

The basic technique involved counting the frequencies and sequencing of particular words, phrases, or concepts in order to identify key words or themes. In this study the researcher used the six steps of thematic analysis as suggested by Creswell (2014) and Clarke, Braun, and Hayfield (2015).

Firstly, the researcher organised and prepared the data for analysis. The researcher transcribed interviews by writing the exact words of the participants from the digital recorder. Then, the researcher typed the field notes of what transpired during the interviewing of the participants in their different settings and then sort and arrange data into different types.

Secondly, the researcher read and reread transcripts, listening to the audio recording and looking at all the data. This was done with the aim to check general ideas by the participants, the tone of their ideas and the depth of the information. The researcher also started recording general thoughts about data on the margins of the transcripts.

Thirdly, the researcher coded all the data by writing a word representing a category in the margins of the transcripts. Coding involved identifying patterns in the data because it groups together similar data segments.

Furthermore, the researcher used the coding process to generate a description of participants with the aim to search for themes. The researcher also used the coding to generate themes or categories for the proposed study. These themes were used as headings which were the major findings of the study. This displayed the multiple perspectives from the participants about their opinions and views towards the implementation of gender mainstreaming policies and some quotes were used from the transcripts to support the themes.

Finally, the researcher conducted data evaluation and interpret the findings. The researcher then checked how useful the data were in addressing the objectives and how they link to the application of gender mainstreaming policies in the Namibian Correctional Service. Finally, the data was packaged into a text to narrate the findings.

3.8. Ethical consideration

According to Maree (2014, p.306), “research cannot simply be conducted by anyone and anywhere”. Hence, “according to the Helsinki Declaration of 1972, it is imperative to obtain clearance from an ethics committee when human (or animal) subjects are involved in any kind of research of an empirical nature” (Maree, 2014 p.306). Accordingly, the researcher firstly obtained ethical clearance from the University of Namibia Research Ethics Committee. Following that, the researcher obtained permission to carry out the research in the Namibian Correctional Service. Throughout the research process, the researcher followed and adhered to the following ethical values.

3.8.1. Informed consent and voluntary participation

Before the researcher engaged the participants in the study, the researcher introduced herself and informed the participants of the general purpose of the study. After talking about the general purpose of the study, the researcher asked the participants to ask for clarity if there was something which was not clear. From there, the participants who agreed to take part in the study were given a consent form to sign. The consent form outlined the purpose of the study and the terms on which the respondents participate in the study.

Additionally, participation in the study was voluntary as no person was forced to take part. Participants were also reminded that they had right to withdraw at any time during the process of the study if they wished to do so.

3.8.2. Privacy, confidentiality and anonymity

The researcher has guaranteed privacy, anonymity, and confidentiality to the participants. In accordance with this, the researcher has changed the names of the participants in all documents related to the research. This implies that no names of any participants were mentioned, participants were given participant numbers that were utilized in the thesis for easy reference, and only the researcher was able to identify the participants. Equally important, the recordings obtained in the process of carrying out the study were only used for thesis purposes and only the researcher has access to these recordings. However, participants were given the right to review the recordings. Finally, after the study is published, the recordings will be erased for unauthorized people not to have access to them.

3.8.3. Potential risks and discomfort

Maree (2014, p.306) believe that “the researcher should ensure that participants are not exposed to any undue physical or psychological harm”. It is a fundamental responsibility of every researcher to do all in his or her power to ensure that participants in a research study are protected from physical or psychological harm, discomfort or danger that may arise due to research procedures. In the study, the researcher guaranteed the participants that they would not experience or be exposed to any potential risk or discomfort by taking part in this study. Indeed, taking part in the current study did not pose any harm

or risk to the participants because all research ethics protocols were observed and adhered to.

3.9. Conclusion

This chapter shed light on how the research was designed and conducted. It included information on data collection and analysis procedures, the quality of the research design and ethical considerations. Studying issues of gender equality can be quite complex since there are a lot of factors that influence it such gender roles which differ from society to society. The phenomenon was studied within a particular context. As a result, a case study was used as an appropriate strategy. This study has adopted a qualitative method approach and was conducted at Elizabeth Nepemba Correctional Facility. The study sample has been drawn from the total population of development planners and correctional officers.

CHAPTER 4: FINDINGS AND DISCUSSION OF RESULTS

4. 1. Introduction

This chapter presents the findings and discussion of the findings on the implementation of gender mainstreaming practices in the Namibian Correctional Service, with a particular focus on Elizabeth Nepemba Correctional Facility. It is important to note the former Ministry of Safety and Security was changed in March 2020 and merged with another ministry to become the Ministry of Home Affairs, Immigration, Safety and Security. The same also applies to the former Ministry of Gender Equality and Child Welfare it was merged with another ministry to become the Ministry of Gender Equality, Poverty Eradication and Social Welfare.

4.2. A brief description of Elizabeth Nepemba Correctional Facility

Elizabeth Nepemba Correctional Facility is one of the thirteen (13) Correctional Facilities of the Namibian Correctional Service. It is situated eighteen (18) kilometres South of Rundu town in the Kavango West Region. This facility is under the administrative jurisdiction of the North-Eastern Regional Command of the Ministry of Home Affairs, Immigration, Safety and Security. It is a medium security correctional facility, which means it is a standard facility that houses medium risk offenders. Namibian Correctional facilities has a security classification tool which is used to classify offenders in the following categories, high risk, medium risk and low risk. It is important to note that the risk referred to in this tool is not necessarily associated with the type of offences they committed but rather on the risk they pose to future re-offending. The tool assesses information such as the type of offence committed by the

offender, age of the offender, criminal history, educational background as well as social background. Thus, Elizabeth Nepemba houses offenders with scheduled offences such as murder, rape and non-scheduled offences such as housebreaking with intent to steal, culpable homicide and stock theft. Offenders come from all parts of the country and are sent to Elizabeth Nepemba Correctional Facility after being assessed of their criminogenic risk factors. Elizabeth Nepemba Correctional Facility has 270 overall capacity of male offenders. The facility does not have female offenders as all female offenders are housed at Windhoek Female Correctional Facility. The Correctional Facility has a staffing population of 203 which consists of 130 male employees and 73 females. However, the Facility's expected staff establishment is 483 employees, meaning there is currently a shortfall of 280 employees.

4.3. About the Research Participants

A total number of seventeen (17) research participants were involved in the research. These represent two (2) Development Planner from the Ministry of Gender Equality, Poverty Eradication and Social Welfare, thirteen (13) correctional officers from Elizabeth Nepemba Correctional Facility as well as two (2) correctional officers from the Namibian Correctional Service Headquarters. In terms of sex distribution, the study involved two (2) males from the Ministry Gender Equality, Poverty Eradication and Social Welfare, and seven (7) female and eight (8) male from Elizabeth Nepemba Correctional Facility. Furthermore, the study also involved one (1) male and one (1) female from the Namibian Correctional Service Headquarters. It was important to have both male and female involved in the research to analyse the differentiated awareness and understanding on gender mainstreaming implementation.

4.4. The Leadership Ranks of Participants

Table 4.3: Ranks of participants

Leadership Ranks	Number of participants
Assistant Commissioner	4
Senior Superintendent	2
Superintendent	2
Senior Chief Correctional Officers	1
Chief Correctional Officers	1
Senior Correctional Officers	2
Correctional Officers	3
Chief Development Planner (Ministry of Gender Equality, Poverty Eradication and Social Welfare)	2
Totals	17

The ranks are essential to research as it is important to understand senior management is involved in the strategic direction of the facility including work planning as well as budgeting. It will be at this level that gender mainstreaming practices and initiatives will find a way to be integrated. Similarly, officials at lower management levels (e.g. the junior officers) would be involved in actual implementation.

4.5. Work Experience of Participants at Elizabeth Nepemba Correctional Facility

It was important to capture the research participants years of working experience at Elizabeth Nepemba Correctional Facility as this would determine their awareness and

knowledge on gender mainstreaming implementation at the facility. Similarly, it was important to capture the working experience of Development Planners from the Ministry of Gender Equality, Poverty Eradication and Social Welfare to get an understanding of how long they have served in the capacity of supporting other government ministries in mainstreaming gender. As shown in Table 4.5.1 below, eleven (11) of the research participants have been at the facility for more than 6 years. The findings revealed that there is no difference in terms of the level of understanding of gender mainstreaming with correctional officers that have been at the facility for many years. Table 4.5.2 shows that the development planners have served for more than five (5) years and supported ministries in gender mainstreaming, respectively.

Table 4.5.1: Participants' work experience at Elizabeth Nepemba Correctional Facility

Number of years	Number of participants
1-5 years	2
6-10 years	4
11-15 years	6
16 years and more	5
Total	17

Table 4.5.2: Development Planner experience in their current capacity

Number of years	Number of participants
1-5 years	0
5-10 years	2

Total	2
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4.6. Organizational functions of the research participants

The participants were requested to share their functions in their respective departments as well as the institution at large. For the research participants at Elizabeth Nepemba Correctional Facility, participants were divided into those who belong to senior management level and those who belong to lower management levels. The former include (Assistant Commissioner, Senior Superintendent and Superintended) and the latter include (junior officers). For the research participants from the Ministry of Gender Equality, Poverty Eradication and Social Welfare, all the participants belong to supervisory management level, they are mandated with the function of coordinating gender mainstreaming in government ministries. These results in terms of their respective functions are summarised below:

4.6.1 Senior Management level

The Correctional Service mandate Senior Management officials at correctional facilities functions are:

- Prepare strategic plans for all correctional operations and international protocols
- Prepare strategic plans for operations such as human resource and financial management
- Prepare strategic plans training of staff, supervision of performance and reward management
- Render staff development sessions to lower leadership

- Direct and Supervise the lower leadership in implementing the strategic plan

4.6.2. Lower management level

The Namibian Correctional Service mandates the junior officers that comprises of ranks from Senior Correctional Officer, Chief Correctional Officer, Senior Correctional Officer, Correctional Officer II and Correctional Officer I to:

- Develop institutional policies and monitor the delivery of programmes and services
- Develop institutional plans and programmes for performance measurement.
- Provide human resources and financial management support
- Administer post-sentence supervision of offenders who have been released on parole and remission
- Monitor offenders who have been sentenced to Community

4.6.3. The functions of development planners

The two (2) development planners from the Ministry of Gender Equality, Poverty Eradication and Social Welfare were also requested to describe their respective functions. The research participants' functions include:

- Implementing and monitoring the implementation of programs and activities as well as trainings on gender-related issues;
- Working with all partners to ensure that gender equity principles are incorporated into all activities and policies of the organization;
- Rendering support, training and technical help to partners on gender related issues;

- Collaborating with Gender Focal Representatives in all state institutions.

Below I present direct narratives of the functions of the research participants from the Ministry of Gender Equality, Poverty Eradication and Social Welfare. It was clear from the interview that, the participants have a direct role in supporting gender mainstreaming in other ministries.

My key functions are two-fold, one; I work with all partners to ensure that gender equity principles are incorporated into all activities and policies of the organization. Two, to monitor the implementation of programs and activities as well as trainings on gender-related issues in my Ministry and that of line ministries if invited to give a helping hand. This is where we work hand in glove with Gender Focal Units of different line ministries (Development Planner 1).

My functions as a gender officer are to ensure that the National Gender Policy is incorporated in all activities of different ministries and state-owned enterprises. I am also mandated to render these state institutions with technical support through training workshops related to gender mainstreaming and other gender-related issues. In my Ministry I am also expected to implement the gender policy as stipulated as well as follow up on gender related activities (Development Planner 2).

4.7. Ministry of Gender Equality, Poverty Eradication and Social Welfare

The Ministry of Gender Equality, Poverty Eradication and Social Welfare is responsible for ensuring there is gender equality and socio-economic development of men and women and the well-being of all children. The Ministry of Gender Equality, Poverty Eradication and Social Welfare set up a National Gender Mainstreaming Task Force which is a committee composed of gender focal points from all sectors to encourage a

multi-sectoral approach to the implementation of the gender programme. The Ministry provides technical support to sector Ministries. Other stakeholders/ role players in gender mainstreaming include the parliamentarians and all parastatals. There is also a Parliamentarian Women's Caucus whose duty is to ensure that gender is considered in all legislations. Several other non-governmental institutions have been partnered by the Ministry of Gender Equality, Poverty Eradication and Social Welfare to help advocate for gender mainstreaming such as Sister Namibia, The Girl Child Association of Namibia, Women Solidarity, Namibia National Women's Organisation (NANAWO) and others.

4.8. Gender mainstreaming practices at Elizabeth Nepemba Correctional Facility

The National Gender Policy (2010-2020) mandates all line ministries to integrate gender mainstreaming elements into their development policies and frameworks. The Ministry of Home Affairs, Immigration, Safety and Security as one of the public institutions has heeded to this requirement. In 1998, the institution adopted the 1997 National Gender Policy and then adopted the revised Gender Policy (2010-2020) in 2012 after its launch by the then President Pohamba. As one of the institutions under the Ministry of the Ministry of home Affairs, Immigration, Safety and Security, it was important analyse how Elizabeth Nepemba Correctional Facility implement gender mainstreaming practices. Some of the results will be presented at the ministerial level and others at the correctional facility level. According to the National Gender Policy (2010-2020), gender mainstreaming practices include:

- Gender responsive budgeting
- Department gender plans of action;

- Gender analysis information;
- GBV data capturing and analysis; and
- Gender Focal Representatives.

The National Gender Policy (2010-2020) further stipulates that gender mainstreaming needs to be applied throughout the overarching programming cycle of the thematic sector concerned, following a well-known sequence of steps (UN Women, 2014). These steps are gender analysis, program design, gender responsive budgeting and monitoring and evaluation (UN Women, 2014). For example, gender analysis as well as monitoring and evaluation is not followed, and these steps are not taken at all. One of the research participants particularly shared that:

The only thing that we know about gender mainstreaming is awareness we are not familiar with those terms of gender analysis. The implementation of gender awareness is based on national programmes and not necessarily on our needs. In as much as we are benefiting from the awareness maybe it is also best if we are approached so that our problems are addressed as well. We have so many issues and sometimes this platform can be used (correctional officer 5).

The findings of this research revealed that the way gender mainstreaming is implemented in Namibia Correctional Service does not consider the full programming cycle suggested by UN Women.

The section below shows how the above gender mainstreaming practices fair at Elizabeth Nepemba Correctional Facility according to the research participants.

4.8.1. Gender Focal Representatives

The National Gender Policy (2010-2020) requires that a position for gender focal points/units be created at senior level in all Ministries. As part of their responsibilities, gender focal points should be able to make decisions regarding implementation of the National Gender Policy and to provide an oversight role in departmental programmes to ensure that they are gender responsive. The findings show that Elizabeth Nepemba Correctional Facility has met this requirement as per the National Gender Policy, and a gender focal unit in the department of the Namibian Correctional Service has been established and gender focal points have been appointed. Describing the function of the gender focal point, one of the research participants for example shared that:

My functions as a gender focal person are to coordinate gender activities at the facility. This include sensitising correctional officers on gender, conducting awareness campaign on GBV as well as sexual harassment. I am also expected to identify gender issues and identify programs based on the gender analysis. Monitoring the gender representation at the correctional facility is also one of my core duties. However, I don't have any influence because I am a junior and I do not sit in promotional committee (Gender Focal rep 2).

Two (2) of the research participants involved in the research are gender focal points for Elizabeth Nepemba Correctional Facility. As focal persons, gender mainstreaming is not only their functional responsibility. Their core functions include enforce rules and keep order within the facility; Supervise activities of offenders; inspect the facility to ensure that they meet security and safety standards; search offenders for contraband items;

report on offenders conduct and to escort offenders respectively. Below I present a direction narration in terms of the direct experience in this role, particularly their challenges:

We have been selected as gender focal persons at the facility but have not been able to exercise our mandate as very little capacity was built to equip us with the requisite skills and knowledge to spearhead gender issues in all the departments. Of utmost importance is the fact that our usual workload has not been reduced to allow us time to spearhead gender mainstreaming practices as required. We spend most of our time doing core duties of correctional work at the expense of gender mainstreaming practices (Gender Focal Rep 1).

My sister I am only a lower-ranked officer who has little power to influence implementation of such programmes. Worse still, since my appointment as a focal person, I only attended one staff development session whose focus was on gender responsive budgeting. And yet there are so many things which fall under gender mainstreaming which I am still unaware of. Further, my job description does not yet indicate gender mainstreaming as one of my key performance indicators and do not appear in my performance agreements at all. It means I have to expend my energy where my bread and butter come from (Gender Focal Rep 2).

Based on the narratives above, one can deduce that gender focal persons have not been capacitated adequately in terms of their roles, reflecting that as a ministry, the Ministry of Gender Equality, Poverty Eradication and Social Welfare has not met its mandate to ensure capacity is built at sectoral ministries. Secondly, the gender focal point role has been added onto the usual correctional services load (which may mean they have

become overloaded). It is viewed as an-add-on function which is not accounted for in performance indicators. The new gender roles are still excluded from their performance agreements, hence not motivating them to implement gender mainstreaming. Moreover, the two are lower ranked correctional officers who have less influence on the decision making and operations of the facility.

The fact that the institution does not pay more attention to gender focal representatives is a cause for concern. This is because evaluations of gender mainstreaming repeatedly and consistently conclude that effective gender mainstreaming in any context requires staff or gender focal persons who will take responsibility for spearheading, supporting, and sustaining gender work (UNDP, 2007). Their role is not to take full personal responsibility for gender work, but to act as catalysts supporting and promoting gender-related skills and approaches among professional colleagues. Gender focal Persons can advocate for the relevance of gender mainstreaming to the organisation and its activities; facilitate the development and monitoring of gender policy and action plans; develop and monitoring systems and procedures for mainstreaming gender; and develop and support gender-mainstreaming skills, knowledge and commitment with professional colleagues and partners, i.e. through training, guidelines and support (UNDP, 2007). A strong network of authoritative gender focal points (as opposed to stand alone, junior gender focal points) can reinforce organization-wide commitment to gender mainstreaming and embed a culture of gender mainstreaming. With gender focal persons limited to lower ranked officials at the facility, that authoritative element is missing. The development of gender expertise also involves investing sufficient financial resources for skilled staff, providing effective capacity development, and ensuring that staff

entrusted with ensuring that gender mainstreaming takes place in institutions enjoys an adequate level of seniority within the organization.

Moreover, this study found that although the Ministry of Gender Equality, Poverty Eradication and Social Welfare has a National Gender Policy, there is no law to hold institutions accountable for not implementing the policy. Policies as they are, are statements of intent. This is a serious concern, and it can lead to organisations such as the Namibian Correctional Service approaching gender mainstreaming with disdain, knowing that there is no fine or penalty resulting from lack of implementation. Generally, this can also mean that it is not the interest of policy makers because if this was important, they would design measures to monitor the progress and its sustainability. Moreover, it means that this is just one of those policies that are developed for reporting purposes, but not for implementation.

Moser and Moser (2005) found that most agencies had adopted the terminology of gender mainstreaming and had put the appropriate policy frameworks in place, but effective implementation was hampered by lack of conceptual clarity, limited internal capacities, weak accountability mechanisms, inadequate monitoring and cultural resistance from the government. Likewise, the Namibian Correctional Service does not have any policies on gender mainstreaming apart from special measures that are in place to consider the women. The Affirmative Action has been in operation for long and it did not bring desirable results and thus the need for gender mainstreaming.

4.8.2 Gender Based Violence Data Capturing and Analysis

At national level, the capturing of gender-based violence data and analysis of this data in the workplace is one of the gender mainstreaming practices. The research participants

from Elizabeth Nepemba Correctional Facility identified various practices that have been put in place. The following strategies of reducing gender based violence in the work place have been adopted at Elizabeth Nepemba Correctional Facility namely: Increased information sharing on sexual and reproductive health and rights of women; developed safe reporting procedures for victims and whistle blowers; encouraged male staff across all levels to become advocates of GBV, reviewed disciplinary procedures to ensure they effectively consider issues of violence and the enactment of sexual harassment policies.

When one is faced with gender-based violence there is a platform on how to report this, we have a discipline office where you can lay a complaint. However, members get discouraged to report GBV related cases due to lack of confidentiality. When information is being reported it goes through a lot of offices in the process their information get disclosed (Correctional Officer 1).

Ramoroka (2010), argues that gender equality requires the protection and promotion of human rights for all, the rights of women and men. Each public institution must adopt specific measures that favour the most disadvantaged sex that are designed to eliminate disparities between sexes, sexist-discrimination, and stereotypes. True gender mainstreaming for development cannot occur in the workplace unless women's rights are exercised and acknowledged (Ramoroka (2010).

4.8.3 Gender Responsive Budgeting Practices

All public institutions in Namibia are required to make gender responsive budgeting visible. At the Correctional Service in general, this is done through the following strategies or activities:

- Clearly clarify roles of departments in GRB
- Building the capacity of gender budgeting teams on Gender Analysis
- Building the capacity of gender budgeting teams to enhance Gender Budgeting skills
- Building the capacity of gender budgeting teams to enhance Gender Budgeting skills
- Incorporate GRB into the Ministry and departmental missions and objectives
- Develop gender sensitive indicators for each budget phase
- Seek technical support from MGECW during the whole budgeting cycle
- Apply the principles of gender sensitive program-based budgeting

In line with the National Gender Policy and the National Development Plan 5 and other relevant legislation, Ministries are requested to incorporate Gender Responsive Budgeting in their programmes to strengthen gender mainstreaming. They must ensure that Gender Responsive Budgeting is central to their mandate by reviewing their objectives, mission statements, as well as their planning and programming (Tax, 2015). The ministries should apply gender responsive budgeting in order to achieve gender sensitive planning and programming that include incorporating gender equality when preparing budgets and program-based budgeting (Tax, 2015). This move will directly influence the extent to which Gender Responsive Budgeting would be integrated into the planning and programming of the ministries' interventions.

Gender Responsive Budgeting is something new to me. Although I hear it, I do not know what it entails. I know that people go to attend workshop on gender responsive budgeting, but it is still unclear what we are expected to do. The understanding I have

on gender responsive budgeting is budgeting for gender programmes such as the awareness campaign. To be honest I do not know whether our budget is gender responsive or not (Correctional Officer 2).

Further, the Ministry of Gender Equality, Poverty Eradication and Social Welfare should methodically support the entrenchment of a Gender Responsive Budgeting (GRB) culture across all sectors by providing on-going technical GRB support, including using state party reporting as a mechanism for measuring how budget implementation is complying with relevant women's rights treaties (Legal Assistance Centre, 2017). In addition, development planner from the ministry indicated that the indicator of gender mainstreaming includes gender responsive budgeting to look at how much is allocated to the needs of men and women in any institutions. For example, one of the participants from the ministry stated that:

When it comes to gender mainstreaming, we use gender responsive budgeting analysis as one of the indicators to check if there is anything done in sector ministries or institutions" (Development planner 1).

Although they indicated to have an indicator, they appeared not to have a strong monitoring tool because of inability to take accountability. Moser (2010) reveals that the indicator to whether gender mainstreaming has failed can only be proved by robust monitoring and evaluation tools. Challenges in identifying assessment criteria to measure the achievement of goals include appropriate indicators (Moser, 2010).

4.9. Addressing Gender Gaps in the workforce

Addressing gender gaps in the Namibian Correctional Service resolve genderedness, since women are underrepresented in the organization as well as in decision making. To bring about gender equality and equity, women should be the focus. Lombardo and Forest (2012) argue that gender mainstreaming does bring about certain changes within an organisation, but it fails in changing its “genderedness”.

The national policy on gender recommends that all line ministries have a primary duty to address inequalities between men and women in places of employment. At the Correctional Services in general, this is done through the strategies or activities discussed below.

4.9.1. Job hiring practices are guided by gender equality principles

The Ministry of Gender Equality, Poverty Eradication and Social Welfare stipulates that there must always be an explicit requirement for all job hiring in the state institutions to be guided by gender equality principles. The Correctional Service has put in place the following requirements:

- All recruitment is done on merit and without any form of discrimination and favouritism for transparency
- All job adverts and selection processes follow clear public service policies as stipulated in the Ministry’s policy guidelines
- All recruitments and placements are only done after formal interviews of shortlisted applicants are conducted
- The HR considers Employment Equity laws in all recruitment and selection processes to allow gender balance

- The HR Policy incorporates gender balance among key objectives in strategic human resources management plans
- The HR policy incorporates gender equality quotas in senior leaders and middle managers' performance agreements for recruitment and selection

A gender balanced and inclusive workforce is more representative of sexes and is a recipe for creativity and high productivity in the workplace. Most participants indicated that the job hiring practices in the organisation were moving in the positive direction. Removing systemic barriers and promoting merit-based recruitment and staffing processes can help to attract new and more diverse talent at entry, management, and leadership levels. Targeted recruitment campaigns can also improve public employment gender balance. Making corporate culture more inclusive of both women and men is important for attracting and retaining public employees (OECD, 2018). As the developer and implementer of public policies, the public sector has an obligation to act as a model employer, including in promoting gender equality. Strengthening transparency and meritocracy in recruiting and staffing processes will also help increase the number of women in leadership positions and thus further improve the gender equality in the public sector and beyond (OECD, 2018).

4.9.2. Equal employment opportunities for both sexes in the leadership hierarchy

Another stipulation from the National Gender Policy is that every state organisation's one best way to achieve the promotion of gender equality is the promotion of equal employment opportunities for both sexes in the leadership hierarchy. The Elizabeth Nepemba Correctional Facility has fared by ensuring the following leadership ranks by sex (see Table 4.9. below):

Table 4.9: Leadership hierarchy ranks

Leadership Ranks	Females	Males
Assistant Commissioner	3	0
Senior Superintendent	0	5
Superintendent	12	13
Senior Chief Correctional Officers	4	6
Chief Correctional Officers	4	6
Senior Correctional Officers	12	14
Correctional Officers	15	33
Totals	50	77

As table 4.9 shows, gender equity is only near attainment at two ranks namely Superintendent (48% females and 52% males) and Senior Correctional Officers (46% females and 54% males). While at Assistant Commissioner Level there is sweeping 100% dominance of females, which will reflect that gender issues will receive attention at senior management level. The findings indicate that it is not always the case that gender issues receive attention. The males also had a sweeping 100% dominance at Senior Superintendent Level.

A wide gender imbalance still exists at three other ranks namely: The Correctional Officers rank where 67% are male while only 33% are female; Senior Chief Correctional Officers where 60% are males and 40% are females and Chief Correctional Officers where 60% are males while only 40% are females.

The overall observation is that males dominate in occupying key ranks in six of the seven levels of ranks in the Correctional Services. The males occupy 61% of the posts at the expense of only 39% posts held by females. This is an evidence that generally, correctional services are gendered.

According to SADC (2016), state institutions should expend their efforts in increasing the participation and representation of women at all levels of decision making in order for them to effectively and meaningfully contribute to and benefit from national and regional development programmes (SADC, 2016).

The SADC Protocol on Gender and Development set a target of achieving 50% gender representation at all levels, as well as the AU gender parity principle globally in line with the SDGs Goal 5 on Gender Equality (Gender Committee, 2019). In addition, Agenda 2030 (Goal 5) and SDG 5 focuses on, ensuring women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic, and public life. The Ministry's desired outcome indicators and target in women employment were expected to have reached a rate of 72% for the 2019/2020 year and 74% for the 2020/21 period (Gender Committee, 2019).

Recent statistics cited by the Prime Minister indicate that women are increasingly employed in economic decision-making positions but a gap between men and women remains (Haidula, 2016). A progressive state must adopt a human resources management that pays attention to merit-based recruitment, rewarding, sanctioning and promotions (Jabiri, 2011). Promotions based on seniority also need to be gender sensitive and transparent. Women's maternity and other family commitment breaks must not deny women to be accorded mandatory promotions (based on seniority).

4.9.3 Staff development of participants

The Namibian Gender Policy echoes that gender equality should also manifest through provision of equal opportunities to both men and women for all staff development sessions. The participants at Elizabeth Nepemba Correctional Facility shared that most staff development opportunities such as sponsored study leave, study leave on self-sponsored basis, internal and external workshops mostly benefit men.

Women we cannot risk leaving our kids behind for studies. In as much as you want to take up opportunity, we have barriers. Like, myself if I apply for studies that would mean that I have to go to Windhoek. Who will stay with my children and if I decide to go with the small one who can accommodate me with my child, it is a burden? Like in the Namibian Correctional Service there are sometimes opportunity for peacekeeping missions but it's difficult to apply for such opportunities because of the fact I cannot leave my family for that long. Especially, us the married people, if you decide to apply for peace keeping missions people will start gossiping you that the marriage is not at peace that's the reason you want to run away. A man can take up such opportunity because a man is traditionally perceived as a hunter. There is nothing wrong for a man to go for a year without coming home. Again, people also recommend their friends to take up opportunities if you do not have friends who will recommend you? (Correctional officer 10)

Equity in staff development opportunities is a key element of gender mainstreaming practice in the workplace, as the findings above show, this element of gender mainstreaming is lagging behind at Elizabeth Nepemba Correctional Facility.

Jabiri (2011) found out that managers had a mindset of giving the priority to men as they could use the experience gained from these training courses better than women. He also found out that some women refused to take training courses that are convened outside working hours, or those which require travel. This confirms that women's work and opportunities available to them are constrained by traditional and societal beliefs about women. There is a need to examine whether any training opportunities could be delivered in a way that is more accessible to women. Research also found out that the issues of women's family responsibilities and the family's permission for women to travel were the two main issues why females cannot decide to travel on their own, hence their parents, husbands, and sometimes brothers all have to be involved in the decision (Jabiri, 2011).

4.9.4. Employee development and succession planning practices

The Namibian Gender Policy also states that all state agencies are required to engage in employee development and succession planning practices that promote gender equality. The research participants identified the following employee development and succession planning practices at Elizabeth Nepemba Correctional Facility:

- Talent management and Succession planning policies are clear on gender equality accountability of leadership
- Leadership regularly review and develop talent management initiatives and succession management towards obtaining gender balance in all leadership positions

- The leaders creates a culture where the working environment is receptive of creating equal opportunities for both men and women rather than for women only
- The leaders creates a culture where the working environment is receptive of creating equal opportunities for both men and women rather than for women only
- Promotion of gender balanced participation in leadership and management development programmes
- Establishing mentoring and coaching programmes for women in the leadership pipeline
- Engage in fair identification and mentoring of high potential employees, both men and women, for consistent internal promotions to occur

The findings that talent management and succession planning policies are clear on gender equality accountability of leadership and leadership is creating a culture where the working environment is receptive of creating equal opportunities for both men and women respectively and that leadership engages in fair identification and mentoring of high potential employees, both men and women are positive developments. Jabiri (2011) observed that proactive talent management requires identifying high-potential and high-performing men and women and supporting them in their career paths. The same scholar also found out that target setting, can also foster career aspirations for underrepresented and disadvantaged groups, such as women.

While talent development and management has been identified as one of the practices, the research participants shared that leadership does little to regularly review and

develop talent management initiatives and succession management towards obtaining gender balance in all leadership positions; promotion of gender balanced participation in leadership and management development programmes and establishment of mentoring and coaching programmes for women in the leadership pipeline is a cause for concern.

4.10. Gender Plans of Action

The Ministry of Gender Equality, Poverty Eradication and Social Welfare (MGECW) focuses on coordination, research, monitoring and evaluation as well as capacity building as the main mechanisms for implementing the gender policy. The National Gender Policy is also explicit on the need for all state institutions to incorporate in their strategic plans of action Gender Plans of Action. The section below a summary on how the Elizabeth Nepemba Correctional Facility fared in this regard.

4.10.1 Leadership and coordination mechanisms for gender budgeting

Gender mainstreaming needs a caring, challenging, flexible and empowering environment to flourish. Gender equality creates opportunities for both women and men. Each individual stand to benefit, and therefore each individual must share the responsibility of gender mainstreaming in any organisation or institution. The presence of gender responsive budgeting indicates that there is an empowering environment gender mainstreaming to flourish.

Moreover, the National Gender Policy stipulates that there must always be an enabling environment for improving gender budgeting practice by highly involving leadership. The following practices have been put in place by Elizabeth Nepemba Correctional Facility: The Ministry has clear coordination and leadership mechanisms for gender budgeting. The Ministry also provides guidance to departments through budget circulars

and training to ensure sufficient capacity for delivery of gender budgeting goals. Furthermore, the ministry gathers gender-disaggregated data for supporting gender assessments and develop effective evidence based and gender sensitive policies. Finally, the Ministry assigns distinct functional classifications to performance indicators to help highlight and monitor how the budget contributes towards attainment of gender goals.

An enabling gender-budgeting environment is the tonic for promotion of quality gender responsive budgets. The ministry has taken positive moves in making sure there is clear coordination and leadership mechanisms for gender budgeting processes as well as providing guidance to departments through budget circulars and training to ensure sufficient capacity for delivery of gender budgeting goals. These results concur with Tax (2015) who observed that the quality of gender budgeting practices can be improved by creating a supportive, enabling environment of clear leadership and co-ordination mechanisms as well as ensuring that gender budgeting practices and procedures are aligned across government.

However, the ministry falls short in gathering gender-disaggregated data for supporting and developing effective evidence based and gender sensitive policies, engaging key stakeholders on gender budgeting issues. This is in opposition to Tax (2015) who found out that collection of gender-disaggregated data allows more accurate gender assessments and more targeted policies.

4.10.2. Mechanism for gender related complaints/grievances

The Gender Policy of Namibia also mandates all state institutions to put in place efficient and impartial mechanism for gender related complaints/grievances can enhance gender equality. According to the research participants the following mechanisms of

complaints and grievances have been put in place at Elizabeth Nepemba Correctional Facility: Leaders create a friendly mechanism for appeals and recourses on gender equality complaints with no repercussions of being victimized. Secondly, leaders capture and report all gender related appeals and recourses as well as corrections taken to quell gender discrimination in HR files. Thirdly, leaders have established impartial and effective appeal and recourse mechanisms on gender issues in the force. Furthermore, the leadership developed advocacy and awareness campaigns on gender laws and policies as well as appeal mechanisms. Lastly, Leaders render protection to employees who report violations of gender equality legislation and policies in the workplace.

The participants indicated the need for efficient oversight mechanisms to ensure effective management of gender related complaints/grievances.

If you happen to be assaulted by an offender there is no Standard Operating Procedure (SOP) on how to deal with these types of violence to protect the members. We feel offenders are given more protection than correctional officers. Once a member assaults the offenders it is a straight disciplinary offence. There are so many cases whereby members are assaulted by offenders but there is no uniformity in dealing with these issues. There focus is more on offenders and not members, I feel I'm not fully protected as a correctional officer (Correctional Officer 1).

While these practices were identified some of the research participants indicated that advocacy and awareness campaigns on gender laws and policies as well as appeal mechanisms are weak. Similarly, the impartial and effective appeal and recourse mechanisms on gender issues in the force are not effective.

The simple creation of mechanism for appeals and recourses on gender equality complaints with no repercussions of being victimized and as well acknowledge receipt of complaint timeously and communicate on follow-up process and timelines will go a long way in promoting gender equality. The OECD (2018) reported that Ministries should provide independent recourse for complaints related to gender-based discrimination or other injustice to public sector employees and/or to a larger population. Rigorous recourse mechanisms are crucial for the longevity and sustainability of gender equality initiatives, hence must be promoted to and well-known by all public sector employees and executives (OECD, 2018). Regular gender-related reporting from oversight mechanisms, and data and knowledge derived from recourse and appeal cases, can provide evidence for improving gender equality actions and priorities in the civil service.

Regardless of the progressive practices identified above; the leaders are encouraged to walk the talk. The leaders are encouraged to up their gear in facilitating proactive training of subordinates on gender equality policies and legislation for effective gender equality implementation; capture and report all gender related appeals and recourses and render protection to employees who report violations of gender equality legislation and policies in the workplace respectively. They also need to establish impartial and effective appeal and recourse mechanisms on gender issues in the force and embark on advocacy and awareness campaigns on gender laws and policies. The complaints review process should be timely, independent, objective, and impartial (OECD, 2018). There should also be an appeal process whereby an independent panel reviews the result of a complaint or of a decision on a complaint (OECD, 2018).

4.11. Gender Mainstreaming in Relation to the Offenders

My research found it important not only to look at gender mainstreaming by look at staff, but also in relation to the offenders, meaning by looking how gender mainstreaming is practiced in relation to the offenders at the facility. Interestingly, in relation to the offenders, gender mainstreaming is practiced in a sense that the Namibian Correctional Service has reserved a budget for buying sanitary pads to female offenders, an activity that I can argue that it is part of gender responsive budgeting. Other activities implemented to accommodate female offenders include allowing female offenders to serve their sentence with children until they are three years. The children are provided with formula milk, nappies, and all other essentials for babies. Female offender with babies in the Namibian Correctional service do share rooms with other convicts. This indicates that the Namibian Correctional Service is committed to its mandate of keeping offenders in safe and humane custody. MGECW (2010) confirms that gender-responsiveness is the ability of an individual, organisation or agency to take into consideration the biological and social differences between men and women, their needs and interests in any development intervention or decision (MGECW, 2010).

4.12. Challenges of Gender Mainstreaming at Elizabeth Nepemba Correctional Facility

The following challenges towards mainstreaming gender at Elizabeth Nepemba Correctional Facility have been identified:

- The senior leadership lacks sound understanding on how to best integrate gender mainstreaming and does not wholly support the gender issues

- Most senior leadership resist the implementation of gender mainstreaming and give high priority to other key result areas
- Most senior leadership does not know how to move from gender equality vision, strategy, action and results to be produced
- The job descriptions and performance agreements of most officers have not yet integrated gender mainstreaming as a key indicator of excellent performance
- Not all departmental plans, programs and processes have effectively incorporated gender mainstreaming practices, except for gender responsive budgeting
- Most senior managers' mindset is focused on having balanced representation on the numbers of male and female and races hired in their departments as a sign of gender mainstreaming

The above findings mimic those found in South African public institutions. Van Dijk & Morwamohube's (2015) South African study in public institutions of learning revealed that there was lack of support for gender mainstreaming from senior managers. These findings were a confirmation to Wendoh and Wallace's (2005) findings which revealed that there was significant resistance at the implementation level where managers gave a higher priority to other activities choosing to relegate gender issues to lower levels. Further, senior managers did not know how to move from vision and policy to strategy and action as they failed to master what needed to be done, changed and achieved.

The UNDP (2018) also found out that public managers often feel apprehensive about moving too fast to fear of alienating different socio-economic and political constituencies. According to 2015 Afro-Barometer survey, a quarter of public managers do not embrace the concept of gender equality. They are always in disharmony with the

notion of equal rights between men and women. In agreement the UNDP (2018) echoed that a myriad of destructive social norms undermine rather than foster the full realization of gender equality. Hence state agencies in Sub-Saharan Africa still face the dilemma in trying to tackle the various social and cultural norms that hinder women's empowerment.

And yet research suggests that, the political will of senior leadership is a major driver of change and is critical for establishing organizational cultures that support gender mainstreaming (UN Women, 2014). The appointment of senior managers committed to gender equality can be a turning point, creating conditions whereby staff members are required to deliver on gender mainstreaming performance, and gender mainstreaming systematically influences programme policies and procedures, and spending decisions (UN Women, 2014).

Earlier on, the Public Commission of South Africa (2005), had observed that public managers lacked the ability to effectively integrate gender mainstreaming policies into overall, departmental plans, processes, and programmes. They saw gender mainstreaming not as a priority but rather as an add-on-task (Van Dijk & Morwamohube, 2015). The Public Service Commission also revealed the absence of gender mainstreaming activities from job descriptions and performance management agreements of senior managers, while they appeared on those responsible for gender equity (SA Public Service Commission, 2007). According to UN Women (2014), accountability for gender mainstreaming through gender performance targets should be built into job descriptions, terms of reference and staff personal development plans, including at senior management level, sending a clear message about what is expected of staff (UN Women, 2014). The danger of such a scenario is that gender mainstreaming

will be left out to chancers who have limited input in budgeting processes, planning and decision making.

In concurrence to the above scholars, Meer (2005, cited in van Dijk & Morwamohube, 2015) discovered that gender mainstreaming is often read as a numbers game, with a focus on making sure that the composition of government departments reflects the gender, race, and tribe demographics of the country. Similarly, Rao and Kelleher (2005) had observed that there was a contradiction between sound gender equity policies and just pushing to have high numbers of women in senior management positions. Regardless of these challenges, more women are needed in senior leadership positions. Gender balance and sex composition of an organization send strong signals regarding its commitment to gender equality (UN Women, 2014). Having insufficient women in senior management positions suggests that an organization cannot apply policies on gender equality it advocates for others, thus undermining its credibility (Shultz, 2011).

The Ministry of Gender Equality, Poverty Eradication and Child Welfare warns all state institutions that, for every program under implementation there are common barriers that affect its success. Elizabeth Nepemba Correctional Facility has been further riddled with the following barriers to the process of gender mainstreaming.

There is limited monitoring and evaluative processes of the outcomes and impacts of gender mainstreaming. Inadequate and lack of disaggregated data; difficulty in creating a gender mainstreaming programme that applies to all contexts and all women and failure to provide effective capacity building for both men and women at all levels, respectively. Most mainstreaming attempts are depicted as voluntary which results in little explicit effort to initiate change; limitation in resources to put gender policies into practice and low organisational commitments to put gender policies into action. Lastly,

there is a conflicting nature of gender equality and its diverse approaches from a development perspective.

In support of the above findings, Payne (2011) identified barriers such as lack of gender-disaggregated data, limited resources to put gender policies into practice, and low levels of commitment from organisations to implement new policies. In addition, the scholar also revealed that lack of gender statistics and sex-disaggregated data was a major difficulty in addressing gender inequalities.

Payne (2011) also identified three more barriers to gender mainstreaming namely: managers attempting to translate gender equality as an abstract goal into practice, the conflicting nature of gender and development as a concept and the difficulty in creating a gender mainstreaming programme that can be applied to all contexts and all women. Caroline Moser and Annalise Moser describe how gender terminology has been widely adopted but implementation remains inconsistent (Moser & Moser, 2005). Another most common barrier was the limited monitoring and evaluative processes of the outcomes and impacts of gender mainstreaming which means that success is difficult to measure conclusively. Some scholars complained that gender mainstreaming can be too malleable and adopted in ways that do little to achieve gender equality (Palmary & Nunez, 2009).

Development Planners from the Ministry of Gender Equality, Eradication Poverty and Social Welfare indicated that they are experiencing challenges in the implementation of gender mainstreaming.

Participant's indicated that:

There seems to be a lack of understanding of what gender mainstreaming means from the top leadership. They only think in terms of 50/50 representation and that is where their knowledge ends. They are also not eager to put women as they are seen as incapable of leadership positions (Correctional Officer 7).

This reflects that public institutions' understanding of gender mainstreaming is equated to zebra system. A zebra system means 50/50 representation of men and women in any positions. It can also mean that public bearers are not exposed to the concept and therefore lack understanding on what gender mainstreaming is all about. Moser and Moser (2005) described gender mainstreaming as taking into account of gender equality in administrative, financial, staffing and other organisational procedures, thus contributing to a long-term transformative process for the organisation in terms of attitudes, culture, goals and procedures. It also involves promoting women's participation in decision making processes, as well as having their voices heard and the power to put issues on the agenda (Moser & Moser, 2005). Zebra system is only one of the outcomes of gender mainstreaming.

4.13. Conclusion

The chapter presented the findings and discussions of the results based on participants' responses on administered face-to-face interviews. The findings were analysed using qualitative thematic analysis. The analysis was guided by three main themes: the progress made in the integration of gender mainstreaming practices; progress made in reducing gender gaps with the application of gender mainstreaming and the challenges associated with the application of gender mainstreaming in the Namibian Correctional

Services. The next chapter will present summary of findings, conclusion, and recommendations.



CHAPTER 5: SUMMARY OF FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS

5.1. Introduction

The main objective of the study was to investigate the application of gender mainstreaming in the Namibian Correctional Service with a particular focus on Elizabeth Nepemba Correctional Facility. This chapters presents the summary of findings, conclusions, and recommendations. It also gives suggestions for future research. The summaries, conclusions and recommendations were based on providing answers to four research questions namely:

- What progress has been made in the integration of gender mainstreaming practices in the Namibian Correctional Service?
- What progress has been made in reducing gender gaps with the application of gender mainstreaming in the Namibian Correctional Service?
- Which challenges affect the implementation of gender mainstreaming in the Namibian Correctional Service?
- What measures can be adopted to strengthen the implementation of gender mainstreaming in the Namibian Correctional Service?

5.2. Summary of Findings

5.2.1 The application of gender mainstreaming practices

(a) The integration of gender mainstreaming practices in correctional service operations

The participants identified two prominent and four less prominent gender mainstreaming elements that are applied in their workplace. The commonly applied are gender responsive budgeting and gender analysis of information. The four less prominent practices are: GBV data capturing, appointing of gender focal representatives, the implementation of gender responsive key result areas in performance management plans and the preparation of gender responsive performance indicators in plans of action.

(b) Reduction of gender-based violence in the workplace

The participants indicated a handful of practices to deal with gender-based violence in the workplace. Participants' identified four significant strategies namely: proactively developing safe reporting procedures for victims and whistle blowers, keeping encouraging male staff across all levels to become advocates of GBV, reviewing disciplinary procedures to ensure they effectively consider issues of violence and the enactment of sexual harassment policies.

(c) Gender Responsive Budgeting Practices

The participants showed a hazy understanding of gender responsive budgeting tenets. Most participants identified three significant strategies that can make GRB visible to all officials in the Ministry. These are: the ministry was required to build the capacity of gender budgeting teams to enhance gender analysis, to enhance gender budgeting skills and seek technical support from MGECW during the whole budgeting cycle.

A small number of participants identified four less significant strategies employed as: the ministry is also expected to clearly clarify roles of departments in GRB; incorporate GRB into the Ministry and departmental missions and objectives; develop gender sensitive indicators for each budget phase and apply the principles of gender sensitive program-based budgeting.

(d) Leadership and coordination mechanisms for gender budgeting

The participants also indicated leadership and coordination mechanisms for gender budgeting. Most participants reported that the Ministry has clear coordination and leadership mechanisms for gender budgeting processes, provides guidance to departments through budget circulars and training to ensure sufficient capacity for delivery of gender budgeting goals.

However a small number of participants reported that the ministry has done less in gathering gender-disaggregated data for supporting gender assessments and develop effective evidence based and gender sensitive policies, engaging with key stakeholders on gender budgeting issues to allow a participative, inclusive and responsive gender budgeting practices and assigning distinct functional classifications to performance indicators to help highlight and monitor how the budget contributes towards attainment of gender goals.

(e) Mechanisms for gender related complaints/grievances

The participants indicated the need for efficient oversight mechanisms to ensure effective management of gender related complaints/grievances. The majority identified two topping practices namely: leaders create mechanism for appeals and recourses on gender equality complaints with no repercussions of being victimized and they

acknowledge receipt of complaint timeously and communicate on follow-up process and timelines, respectively.

However, a small number of participants reported that leaders facilitate proactive training of officers on gender equality policies and legislation for effective gender equality implementation; capture and report all gender related appeals and recourses, render protection to employees who report violations of gender equality legislation and policies in the workplace, respectively. The leaders also did less to establish impartial and effective appeal and recourse mechanisms on gender issues in the force and develop advocacy and awareness campaigns on gender laws and policies as well as appeal mechanisms.

5.2.2 Addressing Gender Gaps in the workforce

(a) Job hiring practices are guided by gender equality principles

Most participants indicated that the job hiring practices in their organisation were guided by gender equality principles.

The majority of the participants reported that all job adverts, and selection processes follow clear public service policies as stipulated in the Ministry's policy guidelines; all recruitment is done on merit and without any form of discrimination and favoritism for transparency; recruitments and placements are only done after formal interviews of shortlisted applicants are conducted and the HR considers Employment Equity laws in all recruitment and selection processes to allow gender balance.

However, a few participants reported that their HR Policy is not clear in incorporating gender balance among key objectives in strategic human resources management plans

and gender equality quotas in senior leaders and middle managers' performance agreements for recruitment and selection respectively.

(b) Equal employment opportunities for both sexes in the leadership hierarchy

The findings revealed that gender equity is only near attainment at two ranks namely Superintendent and Senior Correctional Officers, though still tilting in favour of men. Severe gender inequalities are at Assistant Commissioner level where women swept all positions and at Senior Superintendent Level where men swept all positions. Another gender imbalance exists at three other ranks where men outnumber women namely: The Correctional Officers; Senior Chief Correctional Officers and Chief Correctional Officers' ranks. The overall observation is that males dominate in occupying key ranks in six of the seven levels of ranks in the Correctional Services. Men occupy 61% of the posts at the expense of only 39% posts held by females.

(c) Staff development of participants

Equity in staff development opportunities is a key element of gender mainstreaming practice in the workplace. Many participants indicated that staff development sessions tilt in the favour of males than females. This is true for workshops done outside the country and sponsored study leaves. However, women were able to outshine men in internal workshops. While there is an equal number of women and men who were granted self-sponsored study leave.

(d) Employee development and succession planning practices

Both women and men require to be exposed to leadership development schemes continuously. Slightly above half of the participants reported that that talent management and succession planning policies are clear on gender equality accountability of leadership and leadership is creating a culture where the working

environment is receptive of creating equal opportunities for both men and women, respectively.

While slightly less than half of the participants reported that leadership engages in fair identification and mentoring of high potential employees, both men and women, for consistent internal promotions to occur. In addition, a small number of participants reported that leadership regularly review and develop talent management initiatives and succession management towards obtaining gender balance in all leadership positions; there is promotion of gender balanced participation in leadership and management development programmes and leadership establishes mentoring and coaching programmes for women in the leadership pipeline.

5.2.3. Challenges of Gender Mainstreaming in the Ministry

(a) Leadership challenges that hinder the success of gender mainstreaming

Based on the findings above, the conclusion is that there are six leadership challenges that hinder the success of gender mainstreaming in the organization namely (in their descending order):

- not all departmental plans, programs and processes have effectively incorporated gender mainstreaming practices, except for gender responsive budgeting;
- the senior leadership lacks sound understanding on how to best integrate gender mainstreaming and does not wholly support the gender issues;
- most senior managers' mindset is focused on having balanced representation on the numbers of male and female and races hired in their departments as a sign of gender mainstreaming;

- most senior leadership resist the implementation of gender mainstreaming and give high priority to other key result areas;
- most senior leadership does not know how to move from gender equality vision, strategy, action and results to be produced and job descriptions and

Performance agreements of most officers have not yet integrated gender mainstreaming as a key indicator of excellent performance.

(b) Barriers to the process of gender mainstreaming

Based on the findings, the researcher concludes that, there are eight barriers that hinder the process of gender mainstreaming in their organisation. These barriers (in their descending order) are:

- there is limited monitoring and evaluative processes of the outcomes and impacts of gender mainstreaming;
- inadequate and lack of disaggregated data;
- difficulty in creating a gender mainstreaming programme that applies to all contexts and all women;
- failure to provide effective capacity building for both men and women at all levels;
- most mainstreaming attempts are depicted as voluntary which results in little explicit effort to initiate change;
- limitation in resources to put gender policies into practice;
- low organisational commitments to put gender policies into action and
- the conflicting nature of gender equality and its diverse approaches from a development perspective.

5.3. Recommendations

This section presents recommendations based on the findings above but paying more attention to challenges encountered in the implementation of gender mainstreaming as outlined above.

- The Department of Correctional Service, together with other line Ministries, should confront GBV issues country-wide by paying more attention to both physical violence and structural violence (caused by economic inequalities) in order to reduce and flatten the GBV curve prevailing in the country and workplaces.
- The Correctional Service community should engender African norms and practices that advocate for and sanction gender inequalities towards women at personal, structural and institutional level so that all people, men and women, have a new mindset of gender equality and equity as a way of normal life in the home, work and all other socialising institutions in order to achieve progress on institutionalizing gender equality commitments;
- The Ministry should ascertain that the Strategic Plan of Action is gender responsive enough and well in line with Namibia's international and National commitments towards realising a zebra crossing of 50-50 gender equality across all economic, social and political settings in the country;
- The Ministry of Gender Equality, Poverty Eradication and Social Service should lobby with the government to ensure comprehensive reviews of existing policies and laws in the Correctional Services in order to eliminate all grey areas regarding those provisions which are discriminatory and gender-biased and as

well constitute both indirect and direct gender discrimination, especially of women;

- The Correctional Services' top leadership should consider gender targets in all human resource practices such as talent management, succession planning, recruitment and selection, training and development, compensation and others in order to realise balanced gender representation backed by sex-disaggregated data;
- The Public Managers in the Correctional Service should ensure gender analysis and the gathering of gender-disaggregated data are prioritised to enhance the possibility of realising equal legal rights for men and women through their equal treatment in the workplace;
- The Public Managers in the Correctional Service should ensure that all departments in the organisation make their internal gender policies explicit and ensure that all subordinates understand them so that they can value them and eventually feel committed to implement them effectively;
- The Public Managers in the Correctional Service should build capacity of high potential women, such as through fast-track schemes, also, ensure women are well represented in both foreign and domestic workshops through making such training as accessible as possible for them;
- The Public Managers in the Correctional Service support national research programmes to collect accurate sex -disaggregated data and conduct research that is essential for monitoring and evaluating the progress towards the achievement of gender equality and women's empowerment within the Ministry;

- The Public Managers in Correctional Service should build the capacity of gender focal points and gender champions in order to nurture a culture gender equality and institutionalise gender equality commitments;
- The Public Managers in Correctional Service should develop the political will and openness to innovation, commitment, and willingness to allocate resources towards gender sensitive budgeting which is aimed at benefitting both men and women in a fair sound manner in the organisation;

5.4. Conclusion

In summary, the application of gender mainstreaming and its influence in the operations of an institution can be measured by the degree to which mainstreaming practices are embedded within organizational functions, practices, and policies. Successful gender mainstreaming occurs only when there are transformational change changes in the organizational vision and objectives, as well as organizational structure and culture. The cornerstone of successful gender mainstreaming practice is proactive leadership, which implies that all public managers should take the duty to be the true drivers of gender mainstreaming across all departments through communicating clear gender mainstreaming messages which they believe in and support. They can acquire requisite skills to drive gender mainstreaming through proper training and personal responsibility to manage gender mainstreaming. All their training should pay attention to transforming organizational culture, increased support and commitment from leadership, practical training interventions, mastery of transformational mainstreaming perspective which is guided by women empowerment and gender equality motives.

This study has proven that, by making public managers only talk about gender mainstreaming and not being able to act towards its proper implementation, gender mainstreaming initiative have only become people-driven and not organization-driven. This is true because the policy framework for gender mainstreaming appears to be well in place, however, the operational and strategic execution is still sluggish and lacking. The reason being that gender mainstreaming is considered an add-on function not part of the organization's primary functions.

To crown it all, leadership in the Namibian Correctional Service should refrain from addressing gender mainstreaming as an "add-gender-and-stir" approach, instead they should acknowledge the role of both sexes as development, sound governance and democratization partners of all times. It implies that, gender equality cannot be adequately addressed by viewing it based on improvements in women's work and representation, but rather when it is seen within the broader framework of sound social welfare, development, democracy, and governance. The achievement of gender equality is the most novel part of contemporary public service management and administration.

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APPENDICES

Appendix 1: Research Permission Letter - UNAM

CENTRE FOR POSTGRADUATE STUDIES

University of Namibia, Private Bag 13301, Windhoek, Namibia
340 Mandume Ndemufaya Avenue, Pioneers Park
☎ +264 61 206 3275/4662; Fax +264 61 206 3290; URL: <http://www.unam.edu.na>



RESEARCH PERMISSION LETTER

Student Name: Maria Naluno

Student Number: 200834703

Programme: Masters in Sociology (Gender Studies)

Approved Research Title: The Implementation of Gender Mainstreaming in a Correctional Services Facility: A Case of Elizabeth Nepemba Correctional Facility.

TO WHOM IT MAY CONCERN

I hereby confirm that the above mentioned student is registered at the University of Namibia for the programme indicated. The proposed study met all the requirements as stipulated in the University guidelines and has been approved by the relevant committees. The proposal adheres to ethical principles as per attached *Ethical Clearance Certificate*. Permission is hereby granted to carry out the research as described in the approved proposal.

Best Regards

Signature:  Date 06/08/18

Prof. M. Hedimbi,

Director: Centre for Postgraduate Studies

Tel: +264 61 2063275

E-mail: directorpgs@unam.na

Appendix 2: Ethical clearance certificate



UNAM
UNIVERSITY OF NAMIBIA

ETHICAL CLEARANCE CERTIFICATE

Ethical Clearance Reference Number: FHSS /395/2018 Date: 20July, 2018

This Ethical Clearance Certificate is issued by the University of Namibia Research Ethics Committee (UREC) in accordance with the University of Namibia's Research Ethics Policy And Guidelines. Ethical Approval Is Given In Respect Of Undertakings Contained in the Research Project outlined below. This Certificate is issued on the recommendations of the ethical evaluation done by the Faculty/Centre/Campus Research & Publications Committee sitting with the Postgraduate Studies Committee.

Title of Project: The Implementation Of Gender Mainstreaming In A Correctional Service Facility: A Case Of Elizabeth Nepemba Correctional Facility

Researcher: MARIA NALUNO

Student Number: 200834703

Supervisor(s): Dr. T. Fox (Main) Mr. E. Tjirera (Co)

Faculty: Faculty of Humanities and Social Sciences

Take note of the following:

- (a) Any significant changes in the conditions or undertakings outlined in the approved Proposal must be communicated to the UREC. An application to make amendments may be necessary.
- (b) Any breaches of ethical undertakings or practices that have an impact on ethical conduct of the research must be reported to the UREC.
- (c) The Principal Researcher must report issues of ethical compliance to the UREC (through the Chairperson of the Faculty/Centre/Campus Research & Publications Committee) at the end of the Project or as may be requested by UREC.
- (d) The UREC retains the right to:
 - (i) Withdraw or amend this Ethical Clearance if any unethical practices (as outlined in the Research Ethics Policy) have been detected or suspected,
 - (ii) Request for an ethical compliance report at any point during the course of the research;

UREC wishes you the best in your research.

Dr. J.E de Villiers: UREC Chairperson

Ms. P. Claassen: UREC Secretary

Appendix 3: Research permission letter



AUTHORIZATION OF RESEARCH PROJECTS

Authorization is hereby granted in terms of section 21 of the RST Act No. 23 of 2004, to:

Name: Maria Naluno

Address: P. O.Box 2782
Rundu
Namibia

Coworkers: None

Certificate Number (if applicable): N/A

Authorization No: AN20180506

Type of research

Non- Commercial research and the use of the resources be limited to what is specified in the proposal

Title of Research authorized:

The Implementation of Gender Mainstreaming in a Correctional Service Facility: A case of Elizabeth Nepemba Correctional Facility.

Locality:

Namibian Correctional Service (head Office), Ministry of Gender Equality and Child Welfare (head Office) and Elizabeth Nepemba Correctional Facility.

Duration: May 2018 -April 2019

Research/Sample collection conditions:

You must share the research outcomes with NCS and NCRST before publishing the research paper.

Yours sincerely,

Ms. Enid Keramen

Acting Chief Executive Officer

Head Office

101 102 103 104 105 106 107 108 109 110 111 112 113 114 115 116 117 118 119 120 121 122 123 124 125 126 127 128 129 130 131 132 133 134 135 136 137 138 139 140 141 142 143 144 145 146 147 148 149 150 151 152 153 154 155 156 157 158 159 160 161 162 163 164 165 166 167 168 169 170 171 172 173 174 175 176 177 178 179 180 181 182 183 184 185 186 187 188 189 190 191 192 193 194 195 196 197 198 199 200

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Appendix 4: Informed consent form

My name is Maria Naluno, Master of Arts in Gender and Developmental Studies student at University of Namibia. I am inviting you to participate in a research study. The topic of the study: The implementation of gender mainstreaming in a correctional services facility: A case of Elizabeth Nepemba Correctional Facility.

1. PURPOSE OF THE STUDY

The purpose of the study is to determine the successes and challenges impacting the implementation of GM policies in the NCS. The result of this study will contribute to a research paper and will also be made known to Elizabeth Nepemba Correctional Facility, so that the institution will be able to determine how GM is having any impact on gender work relations in the NCS.

2. PROCEDURES

If you volunteer to participate in this study, you will be interviewed and asked questions about your views on how GM policies are being implemented in the NCS workplace. The interview will take 30 to 45 minutes.

3. POTENTIAL RISKS AND DISCOMFORTS

There is no any risk in participating in this study. The researcher has no conflict of interest. The reason to participate is to provide information that will improve the working environment and management at this institution.

4. POTENTIAL BENEFITS TO RESPONDENTS AND/OR TO SOCIETY

The research's finding will be made available to the Offices of the Commissioner General (CG), Regional Commander and Officer in Charge. Based on the findings the three Offices will see how best gender justice and equality issues will be incorporated

into NCS activities. The promotion of gender equality is beneficial to both the institution and individual officers as it gives them opportunity to participate in any activities at the institution. The results will also be made known to the University of Namibia, the institution supervising this research. There are no benefits involved in participating in this study. The participants will not be paid or remunerated for taking part in the study.

5. CONFIDENTIALITY

Any information that is obtained in connection with this study which can be identified with you will remain confidential by limiting other's access to private information with the exception of the research supervisor. Information will be disclosed only with your permission. Confidentiality will also be maintained by upholding professionalism, professional honesty will be a guiding principle in conducting this study. Through accurate reporting of findings, the study will undertake to keep potential bias at bay. Additionally, confidentiality will be ensured by making sure the researcher will be the only one to have access to the voice recorder and it will be formatted after completion of the study. The information provided might be available to University of Namibia because it is the institution that supervises this research study.

6. VOICE RECORDING CONSENT

The researcher is going to make use of a digital voice recorder during the interview. In cases where participants do not want to be voice recorded, they have the right to refuse and the researcher can interview them without being recorded. In order to preserve privacy, the voice recorder will be formatted after completing the research.

7. PARTICIPATION AND WITHDRAWAL

You can choose whether to be in this study or not. If you volunteer to be in this study, you may withdraw at any time without consequences of any kind.

8. IDENTIFICATION OF INVESTIGATORS

If you have any questions or concerns about the research, please feel free to contact Maria Naluno at email: mnaluno@gmail.com.

9. RIGHTS OF RESEARCH PARTICIPANTS

You may withdraw your consent at any time and discontinue participation without penalty. You are not waiving any legal claims, rights or remedies because of your participation in this research study.

SIGNATURE OF RESEARCH SUBJECT OR LEGAL REPRESENTATIVE

The information above was described to me by Maria Naluno in English and I am in command of this language. I was given an opportunity to ask questions and these questions were answered to my satisfaction.

I hereby consent voluntarily to participate in this study.

Name of Respondent

Signature of Respondent

Date

SIGNATURE OF INVESTIGATOR

I declare that I have explained the information given in this document to _____ He/she was encouraged and given ample time to ask me questions. This conversation was conducted in English and no translator was used.

Signature of Investigator

Date

Appendix 5: INTERVIEW SCHEDULE

Theme 1: Common Gender mainstreaming practices in the Ministry

Sub-theme 1: Increased mainstreaming/integration of gender in the Ministry's development policies and frameworks

Gender mainstreaming integration practices	Frequency	Percentages
Gender Budgeting		
Implementation of gender responsive KRA in PMS		
Ministerial Gender Plan of Action		
Gender Analysis & Mainstreaming Training		
GBV data capturing and analysis		
Gender Focal Representatives		
Total		

Sub-theme 2: Ministry's top priorities for accelerating progress for girls and women for the coming five years

Top priorities for accelerating progress for girls and women	Frequency	Percentage
Poverty Eradication, Agricultural productivity and food security		
Eliminating violence against women and girls		
Sexual reproductive health and rights for women and men with special focus on Maternal Health and HIV/AIDS;		
Gender Responsive Budgeting.		
Gender, Environment and Climate Chang		
Changing negative social norms and gender stereotypes		
Access to productive resources by women including man		
Totals		

Sub-theme 3: Non-Discriminatory workplace policies and practices in the recruitment, retention and promotion of women

the implementation laws that advance gender equality in relation to women's role in paid work and employment

Implementation of the Affirmative Action (Employment) Act		
Drafting of affirmative action reports		
Improved financial inclusion and access to credit		
Women's access to housing Women have access to Government Affordable Housing		
The MGE CW introduced the Operating Guidelines for the Income Generating Support Programme (2017-2022)		

Sub-theme 4: Access to Social Protection for Women and Girls through Safety Protection

Scheme

Safety Protection Schemes for women	Frequencies	Percentages
Old Age Pension		
Disability Grant:		
Children's social grants		
Maternity and Death Benefit		
Food Bank Programme:		

Sub-theme 5: The Ministry has a results-oriented strategic plan to achieve its gender equality vision

Have you identified government-wide gender equality and mainstreaming objectives that are results oriented and clearly aiming to address the identified gaps through the situation analysis?

- Have you defined clear roles and responsibilities across the government for implementing, monitoring and overseeing gender equality and mainstreaming objectives? (Refer to Section 2.2 on institutional mechanisms).

- Does the strategic plan for **gender** equality enable the integration of gender perspectives in all areas of policy making?

- Have you involved non-governmental stakeholders in the elaboration of a strategic plan for gender equality?

Ministry's key actions contained in the results-oriented strategic plan	Frequencies	Percentages
Define a clear set of responsibilities, timelines, action plans and monitoring mechanisms to achieve identified priorities		
Ensure that the strategic plan is endorsed by senior leadership within the governmental structure (e.g., at the cabinet level);		
Undertake systematic consultation with all stakeholders both inside and outside the government during the development of the strategy (e.g., in form of roundtables, online consultations etc.). Validate the strategic plan with involved stakeholders;		
Incorporate gender mainstreaming requirements in broader ministerial planning		
Translate the whole-of-ministerial gender equality objectives to departmental plans to outline how departments contribute to its achievement;		
Incorporate gender equality objectives in the individual staff		

performance assessment objectives.		
Define measurable goals and indicators linked to high level outcome targets to achieve gender equality priorities		

Sub-theme 6: Gender stereotyping about Female Managers Jabiri, A (2011)

Perception towards Female Managers	Females	Males
Very positive		
Positive		
Negative		
Very Negative		
Totals		

Sub-theme 3: Gender Budgeting Practices

In line with the Constitution, National Vision, the National Development plan and relevant legislation, Cabinet approved GRB and gave directives to offices, Ministries and agencies to include GRB in their programmes, projects and activities to strengthen gender mainstreaming through a multi-sectoral approach. The declines provide Government Offices, Ministries and Agencies (O/M/As) with a standard tool to identify gender issues corresponding to respective mandates by taking a gender analysis of the respective sectors to identify appropriate activities, cost them and incorporate in budget proposals within the Medium-Term Expenditure Frameworks (MTEF). The Ministry of Finance incorporated gender guidelines into the budget call circular for the 2015/16 financial year for OMA to budget accordingly. Accounting Officers of all OMAs were directed to ensure gender issues are incorporated in all sectors, policies, programmes, plans, implementation, monitoring and evaluation. In 2014, the Namibian Cabinet made a decision directing all Offices, Ministries and Agencies in Namibia to comply with Gender Responsive Budgeting (GRB) Guidelines, which

take note of the different impacts policies have on men and women, assesses these demographics' needs, and allocate funding accordingly. Subsequently, the Ministry of Gender Equality and Child Welfare with the support of the United Nations Development Programme (UNDP) commissioned an analysis of the respective budgets and Medium-Term Expenditure Framework proposals in 2015 for seven Ministries, which collectively are allocated about 70% of the total expenditure budget to assess progress in the implementation of the Cabinet Directive on GRB. The analysis was to come up with strategies for addressing any challenges found and map out means of strengthening GRB in Namibia

Strategies to integrate GRB as part of the Ministry's mandate Lawrence Tax, S.L. (2015).

Ministries responsible for gender or their equivalent should make GRB visible by using or adapting the following strategies:

Strategies to make GRB visible to all officials	Frequency	Percentage
Incorporating GRB into their institution's objectives or mission statements		
Developing GRB strategies that can systematically guide them to support gender mainstreaming		
Clarifying the GRB roles of ministries responsible for gender, compared to those of the ministries responsible for finance		
Training of OMAs on GRB Toolkit		
Training of Trainers on Gender Analysis for OMAs		
Totals		

Ministry's technical GRB support

Strategies of technical GRB support	Yes	No	Total

Supporting other ministries, departments and agencies to develop sectoral gender policies			
Advocating for GRB within the budget at cabinet level			
Conducting needs assessments			
Establishing and building the capacity of gender budgeting teams or their equivalent			
Providing technical support at all steps of the budget cycle to ministries responsible for finance, other sector ministries, departments and agencies			
to advocate for GRB when line ministries are producing their budget			
develop checklists or handbooks in order to support ministries, departments and agencies in programming and planning from a gender perspective during the planning and programming phase of the budget cycle			
Advocating for GRB within the sector budgets			
Developing costed national gender policies or action plan			
Total			

5.2.1 As the principal technicians in terms of gender competence within state machineries, ministries responsible for gender or their equivalent should adopt measures to ensure that the ministry responsible for finance and other sector ministries, departments and agencies gain adequate technical know-how in order for them to properly discharge their GRB roles as prescribed under these guidelines. 5.2.2 Ministries responsible for gender within SADC

Member States should methodically support the entrenchment of a GRB culture across all sectors by providing on-going technical GRB support, including

USING STATE PARTY REPORTING AS A MECHANISM FOR MEASURING HOW BUDGET IMPLEMENTATION IS COMPLYING WITH RELEVANT WOMEN'S RIGHTS TREATIES Lawrence Tax, S.L. (2015).

5.3.1 Ministries responsible for gender or their equivalent should recognise state party reporting as one strong mechanism for strengthening GRB within their countries, especially programming (Step 1 of the budget cycle), implementation (Step 8) and monitoring (Step 9). Usually, state party reports sweepingly mention the mere presence or absence of gender responsive budgeting initiatives. However, they need to go beyond this, and provide a holistic picture of how GRB interventions within their countries are being implemented, if at all, and what has been achieved in terms of gender equality and the protection of women's rights. 5.3.2 Ministries responsible for gender or their equivalent should develop strategies that should facilitate the practical strengthening of GRB through state party reporting, and these may include:

Strategies to facilitate the practical strengthening of GRB	Yes	No
Developing a GRB related checklist for use by reporting personnel		
Ensuring the implementation of GRB related concluding comments by treaty monitoring bodies		
Totals		

Mainstreaming Gender Into Policies, Programmes And Plans Lawrence Tax, S.L. (2015).

6.1.1 All state (and even non-state) actors within the SADC region should understand that gender responsive budgeting is not exclusively about the budget. To this extent, they should ensure that the process of gender responsive budgeting should first start with mainstreaming

gender equality in all policies, programmes and plans that inform budget decisions. Even the Ministries responsible for gender or finance should also have regard to the recommended tools for gender sensitive planning and programming discussed below: 6.1.2 Methods that ministries, departments, agencies and local governments should employ in order to achieve gender sensitive planning and programming include:

Methods to achieve gender sensitive planning and programming	yes	No
Follow a five-step approach, a results-oriented way of budgeting (programme-based budgeting)		
Developing gender sensitive indicator		
Totals		

Ensuring That Gender Equality is Taken into Account When Preparing Budgets Lawrence Tax, S.L. (2015).

Most SADC Member States have introduced programme-based budgeting, and they should therefore ensure that programmes, sub-programmes and projects of the sector/local entity are planned and costed by systematically taking into account gender considerations. 6.2.2 Sector ministries, departments, agencies and local governments should factor gender equality into their budgets by:

Methods to ensure that gender equality is taken into account when preparing budgets	yes	No
Reprioritising and reallocating resources		
Applying principles of gender sensitive programme-based budgeting		
Applying thorough gender lenses to cost calculation		
Totals		

Sub-them 4: Ministry has clear leadership and strong coordination mechanisms for gender budgeting

There is an enabling environment for improving gender budgeting practice

How does the Ministry ensure that there is clear leadership and strong coordination mechanisms for gender budgeting as well as gender-disaggregated data and stakeholder engagement to improve gender budgeting practice?

Is there an effective institutional framework for gender budgeting? Who is leading the gender budgeting efforts? Are the roles and responsibilities of different ministries set out? Do they have the capacity to undertake this work? Is there sufficient gender-disaggregated data and stakeholder engagement to facilitate effective gender budgeting practices and accountability for results and impacts?

Refined

Strategies for improving gender-sensitive budgeting practices	Frequency	Percentage
The Ministry has clear coordination and leadership mechanisms and roles for gender budgeting		
The Ministry provides guidance through budget circulars and training to ensure sufficient capacity for delivery of gender budgeting goals		
The ministry gathers gender-disaggregated data for supporting gender assessments and develop effective evidence based and gender sensitive policies		
The Ministry engages with its key stakeholders on gender budgeting issues to allow a participative, inclusive and responsive gender budgeting practices		

The Ministry assigns distinct functional classifications to performance indicators to help highlight and monitor how the budget contributes towards attainment of gender goals		
Totals		

**2. Theme 2: Leadership and Executive Accountability For Promoting Gender Equality
Mainstreaming In The Public Sector**

Sub-Theme 1: Independent, efficient recourse and appeal mechanisms exist and are known to all public servants

- Are there independent and efficient recourse and appeal mechanisms to enhance gender equality?
- Are those mechanisms communicated to and understood by all civil servants?

Independent, efficient recourse and appeal mechanisms exist and are known to all public servants	Frequencies	Percentages
Establishing effective and independent recourse and appeal mechanisms on gender equality in the public sector;		
Developing an awareness campaign of gender equality legislation and policies, including recourse and appeal mechanisms		
Incorporate questions about the awareness of available gender-related oversight and recourse mechanisms in civil service employee engagement surveys;		
Including data and information about gender-related recourse and appeal mechanisms and corrective measures taken in response to gender discrimination or inequity in HRM reports		
Promoting a safe climate to use the recourse and appeal mechanisms on gender equality, without repercussions, including		

the provisions for the protection of individual public employees who report violations of gender equality policies and legislation;		
Include the topic of gender equality legislation and policies, recourse and appeal mechanisms in civil service training modules (in-person or e-learning);		

Sub-theme 2: Complaints are considered in an efficient, competent and impartial manner

■ Are gender equality complaint and appeal mechanisms accessible to a broad spectrum of potential users? ■ Are cases of gender-based discrimination always addressed? ■ Are cases of gender-based discrimination dealt with by competent staff?

■ Are gender equality complaint and appeal bodies independent in their legal framework, functioning modality and resourcing mechanisms? ■ Are gender equality complaint and appeal bodies given the right level of authority and influence to effectively deal with cases of gender-based discrimination?

Strategies of handling gender-based discrimination issues	Frequencies	Percentages
Acknowledge receipt of the complaint as soon as possible, and inform the complainant on potential follow-up and timeline;		
Ensure that independent gender equality complaint and appeal mechanisms/bodies have access to the necessary funding and expert staffing;		
Establish an independent appeal panel, as well as criteria on its independence and operations		
Widely disseminate information on how the complaint mechanism works, including timelines; who, where and how can a complaint be submitted; what outcomes can be expected; what		

rights and protection are guaranteed, including confidentiality and anonymity; where and how the complaint can be followed up, including appeal process, etc.		
Totals		

To fulfil their mandate, complaint and appeal mechanisms need to have sufficient human and financial resources, as well as clearly defined roles and responsibilities. The reporting mechanisms should be tailored to the needs of the potential users, and the complaint handling procedure should be publicised to ensure transparency and accountability. The complaints review process should be timely, independent, objective and impartial. There should also be an appeal process whereby an independent panel reviews the result of a complaint or of a decision on a complaint.

Theme 3: Gender-Sensitive Public Employment Systems

Sub-theme 1: Recruitment, selection and hiring processes are guided by gender equality principle

■ Is there an explicit requirement for the recruitment, selection and hiring processes to be guided by gender equality principles? ■ Are there specific measures in place ensuring the promotion of merit-based recruitment and staffing processes? ■ Are public employment recruitment and staffing practices continuously monitored and evaluated for gender balance

Recruitment, selection and hiring processes are guided by gender equality principle	Frequencies	Percentages
Establishing clear accountability mechanisms in public sector institutions for promoting and respecting gender balance and diversity in recruitment and hiring processes;		
Including gender balance among key objectives in human		

resources management strategic and operations plans;		
Reporting regularly on meeting recruitment and hiring targets;		
Actively promoting a diverse public sector workforce to attract new talent to the civil service.		
Regularly assessing the public sector workforce for gender balance, in all job categories and levels;		
Strengthening transparency and meritocracy in recruiting processes to enable qualified candidates to compete for senior level positions		
Developing concrete measures to ensure the effective removal of the systemic barriers within hiring and staffing processes, including caregiver bias in employment decisions		
Considering incorporating gender equality targets or quotas in senior leaders and middle managers' performance agreements for recruitment and retention of employees from groups under-represented in public employment;		

A diverse and gender-balanced public sector is not only more representative, but is also associated with higher productivity and creativity, more sensible policy design, more inclusive policies and programmes, improved public confidence in government and public administration. Diverse and gender-balanced public sector can also facilitate sector's branding and renewal. While the public sector is seen as more women- and family-friendly than the private sector, evidence suggests the persistence of systemic barriers in hiring and staffing processes. Removing these barriers and promoting merit-based recruitment and staffing processes can help to attract new and more diverse talent at entry, management and leadership levels. Targeted

recruitment campaigns can also improve public employment gender balance. Making corporate culture more inclusive of both women and men is important for attracting and retaining public employees.

In many countries, the public sector is the largest national employer. As the developer and implementer of public policies, the public sector has an obligation to act as a model employer, including in promoting gender equality. Strengthening transparency and meritocracy in recruiting and staffing processes will also help increase the number of women in leadership positions and thus further improve the gender equality in the public sector and beyond.

Sub-theme 2: Equal employment opportunities for both sexes in the Leadership Hierarchy

Mwetwa, C. (August, 2012)

Leadership level	Females	Males
Line Manager		
Middle Manager		
Senior Manager		
Director		
Deputy Director		
Permanent Secretary		
Deputy Minister		
Minister		
Totals		

Sub-theme 3: Staff Development sessions by sex

Number of employees who attended workshops by sex Jabiri, A (2011)

Type of Staff Development	Females	Males

Sponsored Study Leave (full)		
Sponsored Study Leave (half)		
Internal workshops (inside the country)		
External workshops (outside country)		
Totals		

There were different points of view on training courses and scholarships, especially those held abroad. One view is related to the idea of giving the priority to men as they could use the experience gained from these training courses better than women. One male participant stated, "When you train a woman and build her capacity she might leave at any time for family reasons, so the government by this loses the cost of these training and scholarships. Investing in women's capacity was seen as wasting the state's resources. Some participants instead accused women of refusing to take training courses that are convened outside working hours, or those which require travel. This again confirms that women's work and opportunities available to them are constrained by traditional and societal beliefs about women. There is a need to examine whether any training opportunities could be delivered in a way that is more accessible to women.

Women believed that travel opportunities provided to them are certainly a life-changing experience. On the other hand, some unofficial numbers discussed at the CSB consultation demonstrated that men, in many cases, have left their work after gaining more experience in order to earn more money. One participant discussed that the high level of turnover in the public sector is among those males who become more qualified. He justified that by saying, "Low pay is one of the main reasons for the high turnover rate in the public sector, among qualified people only, and mostly men."

Nonetheless, the issues of women's family responsibilities and the family's permission for women to travel were emphasized as two main issues by female employees. The majority of women in the interviews and focus groups stated that they can travel, but it should not be more

than a week. Many women stated that they cannot decide to travel on their own and that their parents, husbands, and sometimes brothers all have to be involved in the decision.

One important point mentioned by participants addressed the proposed requirement of donors who are funding scholarships to have at least one female among those selected for the training or scholarships. This was seen by participants as one way to increase the number of women who can access training and scholarships outside the country. The Head of the Training and Department Scholarship at the CSB in the interview shared his experience of selecting females for one scholarship funded by the Norwegian Foreign Ministry: “[T]he scholarship was for nine months, we tried to find a woman from the CSB but they were all engaged at that time; we sent the scholarship announcement to other ministries and we were surprised to get a good number of women who were willing to go abroad for nine months.”

There was not sufficient data on the number of women and men promoted or rewarded, or who had benefited from training and fellowships. The lack of a policy or strategy on gender equality in the public sector as a whole and at the CSB in particular, makes it difficult to find out whether and how the principles of equal opportunity and non-discrimination are implemented with respect to promotion, incentives and rewards.

Sub-theme 4: Nature of Internal Promotions by sex

Managers and method of promotion Jabiri, A (2011)

Nature of Promotions	Females	Males
Performance based promotion		
Seniority promotions		
Affirmative promotion		
Totals		

The Civil Service Bylaw (2007) introduced a new proclamation, a code of conduct and a human resource management system to promote merit-based recruitment and manage promotions,

rewards and sanctions. The Bylaw provides clear guidelines on promotions in the civil service and criteria and regulations with an emphasis on equal opportunity. Promotion of public servants is based on seniority (years in the service), which is called mandatory promotion.¹¹⁰ The length of service criteria is likely to impact more negatively on women than men given their career breaks due to maternity and other family related matters.

Other criteria in the Bylaw for promotion include: - Completing a total number of 100 training hours - Obtaining a new educational degree (Articles 78 & 81 of the 2007 Bylaw).

These criteria mean that women's equal access to these opportunities is important to monitor and support. Another type of promotion within the civil services is the Permissible (aljawazi) promotion (Article 79 of the 2007 Bylaw). This type of promotion pertains to when certain jobs are created in one of the departments. Qualified/specialized employees can then be promoted to these positions regardless of the years of experience. While this type of promotion could be an incentive that encourages hard work and qualified men and women to reach leadership positions without waiting 10 years to be promoted, it was seen by some participants as "a way of promoting *wasta* as there is no criteria to govern the practices of the directors." This could impact even more negatively on women, who do not have access to the same networks, or benefit women from privileged families compared to those from more modest backgrounds.

The third type of promotion is that related to recruiting employees for supervisory jobs from within the ministries.¹¹¹ The criteria for promotion to such positions are based on the evaluation record of the employee, qualifications, and succeeding in the exam or/and the individual interview (Article 89 of the 2007 Bylaw). There are no statistics available that show the number of women and men promoted to supervisory jobs within the last few years, and it is important to address this gap in order to understand key patterns of gender balance. However, most participants indicated that men rather than women mostly have access to these jobs. This is because there is more trust in men to perform these jobs, indicating gender stereotypes of males being more suitable for these positions.

Working conditions are also a factor. These include fieldwork, late working hours, and travel, which are sometimes seen as unsuited to women's circumstances. A female participant in the focus groups said:

"I have applied for a supervisory position within my department three times, I did not get the post in the first two times, though I have the right qualification. My manager thought it was a job that requires a male employee; the third time, they had to give it to me as there were only three applicants, all from female employees".¹¹²

All types of promotion are managed by the Committee of Public Servants' Affairs at each ministry, which includes the secretary general, head of human resources department, a senior representative of CSB, and two senior employees of the ministry.¹¹³ The Committee meets upon the request of the chief of the Committee to review and decide upon all promotion cases. The 2007 Bylaw does not detail the work of the Committee - this leaves a window for unreliable and inconsistent practices. This is clearly a key Committee and it should be prioritized in terms of support, including ensuring that they have access to gender expertise and understand the national implications for Jordan's international commitments in gender quality.

Sub-theme 5: Workforce development, and succession planning embed gender equality objective

- Do public sector workforce development and career promotion actions reflect gender equality policies and objectives?
- Do organisations' succession plans promote gender equality action by embedding specific targets for all levels and occupational groups?

Workforce development, promotion, and succession planning embed gender equality objective	Frequencies	Percentages
Defining accountability for gender equality in talent management and succession planning.		
Developing and reviewing talent management initiatives and		

succession planning from gender balance perspectives (e.g., focusing on improving the environment in which women work rather than only focusing women; addressing various barriers to women's access to leadership)		
Fostering senior leaders' commitment to gender balanced workforce development and promotions		
Promoting gender balanced selection and participation in leadership and management development programmes;		
Establishing mentoring programmes for women in the leadership pipeline		
Designing policies and leadership development programmes based on evidence and recent research to avoid biases and stereotypes		

Workforce development and talent management can be used to disseminate organisational knowledge about gender equality objectives and policies, and share ideas about their implementation. Comprehensive learning programmes and culture change activities can promote a culture of diversity and inclusion, and enhance civil service values and principles.

Workforce development and talent management programmes help employees develop career plans, acquire leadership skills and succeed in increasingly challenging assignments. The most effective ways to support career progression, for both women and men, include leadership development programmes, coaching, sponsorship and mentoring, and increased visibility and exposure to senior leaders.

Making the best use of available talent in the economy in general and in the public sector in particular is important for achieving inclusive growth and boosting competitiveness and

resilience. Proactive talent management requires identifying high-potential and high-performing men and women and supporting them in their career paths.

Succession planning (i.e., aligning current talent development with future leadership needs) can play a critical role in breaking the “glass ceiling”. Specific actions, such as target setting, can also foster career aspirations for underrepresented and disadvantaged groups, such as women with disabilities or members of ethnic or racial minorities.

Promotions based on merit, fairness and robust performance measurement frameworks (rather than tenure) can help redress gender inequalities. They can also remove barriers for caregivers, who may be less likely to be identified for leadership development programmes and positions because of evaluation bias.

Workforce development and talent management, promotion and succession planning programmes and initiatives need to be reinforced by well-defined roles and responsibilities.

Sub-theme 6: Work-life balance and family-friendly policies and practices are available and equally used by men and women, including at the top

Do existing policies, workplace practices and culture in the public sector support work-life balance, including at the top levels of management? ■ Do family-friendly policies and practices encourage equality between men and women by including incentives for men to take available care leave and flexible work entitlements?

Work-life balance and family-friendly policies and practices are available and equally used by men and women	Frequency	Percentages
Developing deeper understanding and responsive actions about the perceptions of detrimental impact of the use of work-life balance measures on employees’ career aspirations;		
Facilitating continuous support systems for family (child, disabled, elderly) members’ care to enable women’s and men’s		

full participation in the workforce and empower men to take on more family-related responsibilities;		
Developing policies and transition paths supporting the move from part-time work to full-time		
Incorporating part-time and other time flexibility options in career patterns; ensure that employees who use workplace flexibilities are not penalised for doing so		
Elaborating strategies to change the current perceptions about work-life balance measures at senior management levels, which are used mainly by low-level and low-income groups of employees;		
Promoting part-time as a temporary rather than permanent solution for employees with family obligations;		

Work-life balance policies and initiatives are crucial for developing a diverse public sector workforce and increasing women's employment rates. Offering flexibility to men and women, mothers and fathers, allows for better family decisions. It also promotes better mental and physical health. Work-life balance policies can improve the public sector's recruitment and retention efforts, and also contributes to higher productivity, leading to better services for citizens. Conversely, work-life conflicts can lead to absenteeism and stress, with excessive direct costs for the organisation.

Nonetheless, taking advantage of work-life balance policies is often seen as detrimental to employees' career aspirations. Consequently, arrangements such as job sharing, part-time work, reduced hours or term-time work, and sick leave to care for a family member, are mostly used by low-paid, predominantly female workers in clerical and lower administrative jobs and are very

rarely used at the top level of public sector organisations. A deep cultural change is needed to enhance the use of work-life balance measures by men and senior managers

Sub-theme 7: Evidence to achieve and sustain gender-sensitive public employment is systematically generated

■ Is there a systemic and systematic approach to data collection and analysis of gender representation and equality in the public sector, including longitudinal studies and comparative analyses with other sectors of employment? ■ Are the data collected and the analyses conducted used to better understand gender issues and to develop more effective policy solutions to close persistent gaps?

Evidence to achieve and sustain gender-sensitive public employment is systematically generated	Frequency	Percentages
Creating open databases, as part of Open Government Initiative, with gender equality indicators in the public sector to enable crowdsourcing research and analyses		
Establishing a research agenda for systemic studies of gender equality as part of a broader knowledge development agenda on people and organisational management in the public sector;		
Including the examination of a range of various intersecting identity factors such as age, education, language, geography, culture and income in the production of gender-disaggregated data		
Developing an analytical framework for gender equality issues with requirements for relevant data categories and data sources;		
Promoting the use of gender-disaggregated data to inform the design and delivery of policies and programmes aiming to close remaining gender gaps in the public sector;		

The systematic collection, monitoring and dissemination of reliable and relevant gender-disaggregated data and statistics are essential for an effective gender-sensitive policy process and informed policy choices. Up-to-date gender-disaggregated data is also crucial for public employment planning, development and training, monitoring, evaluating, and reporting on all types of human resources management programmes and initiatives. It is needed for developing ways to promote gender equality and equity in the public sector, to remove systemic barriers in recruitment and promotion processes, to monitor gender equality advances, and to hold public sector institutions and executives accountable.

As the knowledge about gender-related issues improves, data and research categories and definitions can be further refined. Some countries include a range of various intersecting identity factors such as age, education, language, geography, culture and income in their analysis. Such data should narrow the persistent evidence gaps in a number of policy areas, such as gender-based violence, work-life balance practices, entrepreneurship, defence and environment.

Rigorous policy development and implementation processes require quantitative and qualitative data, indicators and methods. Gathering data about employees' perceptions of gender-sensitive issues and initiatives is also crucial. It is important to incorporate questions about gender issues in employee surveys, including identifying women's and men's needs, their motivation and satisfaction with employment conditions and career progression, and their expectations for the future.

Establishing a consolidated gender data and knowledge base and making it available to academic and policy researchers, policy makers and other stakeholders interested in gender equality can improve the understanding and response to gender-related issues and facilitate innovative crowdsourcing solutions.

Sub-theme 8: Implicit barriers to gender equality within public employment systems are removed through affirmative policies and action

■ Are there mechanisms in place to measure progress, analyse, promote and correct action in favour of gender balance in public employment systems? ■ Is evidence-based knowledge of systemic gender-related issues used to promote learning and improvement of public employment systems and to set future directions?

Implicit barriers to gender equality within public employment systems are removed through affirmative policies and action	Frequency	Percentages
Promoting public image of women senior leaders in the public sector and their pathways to leadership		
Enhancing civil service rewarding system and programmes by including awards for action to overcome barriers created by gender bias;		
Enhancing civil service rewarding system and programmes by including awards for action to overcome barriers created by gender bias;		
Incorporating questions about gender bias and barriers into public sector employee surveys;		
Undertaking research to identify implicit barriers to gender equality and their underlying motive		
Performing objective and thorough desk audits to ensure pay equality and equity;		
Conducting regular assessments of jobs of equal value to ensure pay equity;		
Reviewing workplace performance evaluation processes for gender bias and take action to remove those biases		

Continuously monitoring and evaluating public employment policies and practices and gender equality outcomes for hidden gender biases;		
Totals		

Even the best-designed gender equality policies and programmes cannot succeed if their implementation does not include conscious action to eliminate hidden barriers. Historical discrimination against women has created significant mental (often unconscious) barriers, in both men and women, to women’s employment and professional fulfilment.

Evidence-based research and knowledge development about systemic gender-related issues and barriers to gender equality is a prerequisite for removing these obstacles.

Research, including public sector employee surveys, can provide important insights about these barriers and their underlying causes.

Reviewing workplace performance evaluation processes and other public employment policies and practices for hidden gender biases is important for achieving expected gender equality outcomes in public employment as well as in general employment.

Running gender bias awareness campaigns and including gender bias modules in public sector training programmes can raise awareness, disseminate knowledge and create a favourable environment for dialogue and culture change. Rewarding units, managers and employees for their efforts to overcome barriers created by gender bias can also help encourage culture change.

Having more women in senior positions can encourage women to take positions with greater leadership responsibilities, and, ultimately, help eradicate gender bias.

Theme 4: Addressing Gender Wage Gaps and Occupational Segregation

Sub-theme 1: Evidence-based policies and tools to address gender wage gaps and occupational segregation in public sector institution

■ Are there enacted pay equality and equity laws and regulations in public institutions? ■ Is there a strategic plan for addressing gender wage gaps and occupational segregation in public employment? ■ Are there outcomes-oriented objectives to close gender wage gaps and to address occupational segregation

Evidence-based policies and tools to address gender wage gaps and occupational segregation in public sector institution	Frequency	Percentages
Developing whole-of-government approaches to data, research and knowledge needs to conduct pay equity analyses to determine pay inequalities existing in the workplace;		
Engaging and encourage employers to examine their own pay practices, identify and possible gender wage discrimination;		
Identifying predominantly female and male job classes in the public administration and conduct regular assessments of occupational segregation. Develop relevant evaluation methods, tools and processes		
Engaging and encourage employers to examine their own pay practices, identify and possible gender wage discrimination;		
Developing tools to educate public sector employees and the general public about the gender pay gap and to promote equal pay;		
Increasing pay transparency by sharing the information on gender pay gap with employees, government auditors, and citizens;		
Developing cause-specific measures to address persisting gender pay gap;		

Approaching the gender pay gap as part of broader diversity and inclusion challenges;		
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While horizontal occupational segregation and gender pay gaps tend to be lower in the public sector, since job classification and pay schemes help prevent wide wage gaps, they still exist, despite corrective measures undertaken by most OECD countries. These persistent gaps are primarily caused by occupational choices and career patterns, but also women’s greater use of family-related leave and part-time work. Therefore, broader and evidence-based policies are needed to address them.

While pay equality is essential for gender equality, ensuring equal pay for the same work is not sufficient. Many OECD countries have introduced legal provisions to guarantee pay equity, ensuring that work of equal value, requiring similar qualifications, is paid the same. Furthermore, a co-ordinated and whole-of-government response is needed to address remaining challenges in a coherent and effective manner. Trade unions play a key role in supporting more balanced participation by women and men in the public sector working environment, and can also help close the pay gap

Sub-theme 2: Accountability for addressing occupational segregation and closing the gender wage gap

- Are there clearly defined roles and responsibilities across the public sector for monitoring and overseeing regulations, initiatives and programmes addressing gender wage gaps and occupational segregation?
- Have effective channels of recourse (e.g., independent complaint and legal recourse mechanisms for non-compliance) for challenging occupational segregation and the gender wage gap in public employment been established

Accountability for addressing occupational segregation and closing the gender wage gap	Frequency	Percentages

Establishing appropriate mechanisms of oversight and reporting on occupational segregation and gender pay gaps progress;		
Providing tools, information and advice for developing and implementing monitoring and reporting measures		
Defining clear lines of accountability, roles and responsibilities for policy development and for implementing, monitoring and overseeing initiatives and programmes addressing gender wage gaps and occupational segregation;		
Using reliable statistical data for monitoring and overseeing gender pay equity initiatives and programmes		
Ensuring availability of effective channels of recourse in challenging the wage gap;		
Including occupational segregation and gender pay gap in gender audits across government departments.		

Clear accountability mechanisms are critical for addressing occupational segregation and gender wage gap in public institutions. These include responsibility for establishing recourse mechanisms, such as independent complaint and legal recourse, establishing verification mechanisms and performing regular and objective desk audits.

Outcomes-based reporting not only allows progress to be assessed but also provides an opportunity for a critical review of methods and approaches. Annual reports by government to parliament on its progress in addressing occupational segregation and closing the gender pay gap can be an important means for improving gender equality in the public sector. Systematically

monitoring gender balance in leadership and management positions and undertaking potential corrective measures to that effect can help close the gender pay gap and align results with the public sector's overall gender equality objectives and priorities

Theme 5: Promotion of equal health opportunities for both sexes

Sub-theme 1: Gender sensitive interventions to mitigate GBV

Interventions to mitigate Gender Based Violence	Frequency	Percentages
Service Provision for survivors of violence against women		
Lounging the Training Manual for Men and Boys		
specialised courts to deal with GBV cases have been established country- wide.		
Intensifying other Male engagement programs		
Enforcement of Witness Protection Act no. 11 of 2017; - Child Care and Protection Act no 3 of 2015; and - Combatting of Trafficking in Persons Act no 1 of 2018		
Development of the National Gender-Based Violence Plan of Action		
Efforts have also been made to establish regional GBV and HR clusters in 10 regions		
Total		

Sub-theme 2: Ministry's promotion of equal access to Health for both sexes

Equal Access to Health Indicators	Frequency	Percentage
Free contraceptives		
Medical aid provision		

Affordable maternal health services		
Mandatory maternity leave		
Freedom to terminate pregnancy		
Total		

Sub-theme 3: Reduction in inequalities that expose women to HIV/AIDS

Ways to reduce inequalities that expose women to HIV/AIDS	Frequency	Percentages
Free birth control pills and methods		
Free reproductive health		
Affordable maternal health services		
Free retroviral medicines		
Post exposure prophylaxis		
Mandatory prevention of mother to child HIV/AIDS transmission		

HIV and AIDS Objective: To reduce gender inequalities that continue to expose women and girls to HIV and implement gender responsive prevention, treatment, care, support and impact mitigation programmes.