



**Gender Mainstreaming  
and Disability Sensitization  
In Civic and Voter Education  
for USAID/Namibia**

May 2004

DevTech Systems, Inc.  
USAID Contract #: GEW-I-01-02-00019-00

---

**The Women in Development (WID) IQC**

Chemonics International, Inc. • Development Alternatives, Inc. • Development & Training Services, Inc. •  
DevTech Systems, Inc. • Juárez and Associates, Inc. • Management Systems International/The Futures Group

---

*The WID IQC contract is funded by the Office of Women in Development, Bureau for Economic Growth, Agriculture,  
and Trade, U.S. Agency for International Development*



## TABLE OF CONTENTS

	Page
Acronyms and Abbreviations .....	iii
Executive Summary .....	v
I. Background .....	1
A. Context .....	1
B. Scope of Work .....	1
C. Schedule .....	2
D. Methodology .....	2
II. Gender, Disability and Marginalized Groups .....	4
A. Gender Equality in Namibia .....	4
B. Gender and Political Participation .....	6
C. Disability in Namibia .....	10
D. Marginalization .....	12
III. Initial Assessment .....	14
A. Review of Paavo Pitkanen’s Annual Review .....	15
B. Summary of Last Year’s Workshop Report .....	17
C. Donors.....	18
D. ESC Partners .....	19
E. Secondary Consortium Partners .....	23
IV. Workshop Evaluation and Results .....	25
A. Workshop Evaluation .....	25
B. Action Plans .....	26
C. Synergies .....	26
V. Recommendations: Overall Strategies .....	27
A. Coordination and Accountability .....	27
B. Broader Outreach .....	28
C. Tactile Ballot Guide .....	29
D. Mainstreaming of Civic and Voter Education Materials .....	30
E. In Service Training .....	30
F. Monitoring and Evaluation with Disaggregated Data .....	31
VI. Recommendations: Partner-Specific .....	32
A. ESC Partners .....	32
C. Secondary Consortium Partners .....	33

Annexes:

- A. Scope of Work
- B. Bibliography
- C. Website References
- D. Workshop agenda
- E. Participant, Donor and Invitee List
- F. Action plans from 4/28/04 workshop
- G. Disability Experts/Organizations in Namibia

***Gender Mainstreaming and Disability Sensitization Team:***

Susan D. Somach, Team Leader and Gender Specialist

Dr. Debie LeBeau, Namibia Minority Populations and Gender Specialist

Jerome Mindes, Disabilities and Civic Education Specialist

## ACRONYMS AND ABBREVIATIONS

AAA	Affirmative Action Act
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CoD	Congress of Democrats
CSO	Central Statistics Office
CSP	Country Strategy Plan
CVE	Civic and Voter Education
DTA	Democratic Turnhalle Alliance
ECN	Electoral Commission of Namibia
EISA	Electoral Institute of Southern Africa
ESC	Electoral Support Consortium
GRN	Government of the Republic of Namibia
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
HPI	Human Poverty Index
ICCPR	International Convention on Civil and Political Rights
ICIDH	International Classification of Impairments, Disabilities and Handicaps
IFES	International Foundation for Election Systems
IPPR	Institute for Public Policy Research
LAC	Legal Assistance Centre
M&E	Monitoring and Evaluation
MLRR	Ministry of Land Resettlement and Rehabilitation
MOU	Memorandum of Understanding
MWACW	Ministry of Women Affairs and Child Welfare
MPs	Members of Parliament
NADAWO	National Association for Differently Abled Women
NANGOF	Non-Governmental Organizations Forum
NBC	Namibian Broadcasting Corporation
NCRN	Namibia Community Radio Network
NFD	Namibian Federation of the Deaf
NGM	National Gender Machinery
NID	Namibia Institute for Democracy
NGO	Non-Governmental Organization
NPC	National Planning Commission
NSDA	Namibian School Debating Association
OPM	Office of the Prime Minister
SADC	Southern African Development Community
SCVI	Service Centre for the Visually Impaired
SWAPO	South West Africa People's Organization
TOT	Training of Trainers
UDF	United Democratic Front
UN	United Nations
UNAM	University of Namibia
UNDP	United Nations Development Program
USAID	United States Agency for International Development

WCI Women's Campaign International  
WHO World Health Organization  
WID Women in Development

## EXECUTIVE SUMMARY

The following report examines the relative strengths and weaknesses of the Electoral Support Consortium (ESC or Consortium), which was established to encourage voters to participate in the elections and to help voters make informed voting decisions. Although the focus of this consultancy was specifically to determine to what extent the ESC has been integrating gender mainstreaming and addressing disability and socially marginalized populations, this report, out of necessity, gives an overview of the ESC and the Namibian social environment within which the ESC operates. The ESC includes both funding and implementing partners. In addition to USAID (United States Agency for International Development), funding partners include the governments of the Netherlands and Sweden. Implementing partners include the Electoral Commission of Namibia (the ECN, which coordinates the overall program), the Namibia Institute for Democracy (NID), and the Legal Assistance Centre (LAC), and the Institute for Public Policy Research (IPPR). Recently, under the coordination of NID, a Secondary Consortium of partners was added to the CVE (Civic and Voter Education) Program: the Namibian School Debating Association (NSDA), Service Centre for the Visually Impaired (SCVI), and the Namibia Community Radio Network (NCRN). Apart from this, Sister Namibia, although not a formal ESC or Secondary Consortium partner, also conducts civic and voter education activities focused on improving gender equality in political participation.

The initial assessment of the capacity for, and level of, gender and disability mainstreaming in the CVE activities was based on a review of a progress assessment conducted by consultant Paavo Pitkanaen in February/March 2004, and the report from last year's targeted workshop, as well as a series of meetings with all the donors, ESC partners and Secondary Consortium partners. It is evident that all groups need to begin their work with a common understanding of the concept of 'mainstreaming'. To a certain extent, partners can enrich existing plans for the CVE by including a gender or disability dimension in activities that are already in the pipeline or within already developed budget frameworks. Greater coordination and program links among the partners and other strategic organizations will be key to making the CVE activities more inclusive in content and outreach.

*General Recommendations* consist of the following:

**Coordination and Accountability.** The primary ESC partners need to commit to regular meetings, to mutually developed meeting agendas, to the sharing of information, materials, timeframes for activities, and work plans. Also, the ESC partners need to coordinate their own as well as combined efforts to mainstream gender and disability dimensions in their work.

### **Broader Outreach**

- ❖ **Mobility and Access.** Mobile vans for voter registration, education and voting could help address the challenge of people who have trouble with mobility. Also, the ECN can show a specially produced video to more isolated communities across Namibia where disabled people cluster, including deaf clubs, centers which

- serve disabled adults, and other venues identified in consultation with organizations of and for disabled citizens.
- ❖ **Distribution of Audiotapes, Video and Print Materials.** Audiotapes of voter education should be used on the radio – a primary source of information for most Namibians – and for dissemination to visually impaired citizens through disability groups, service centers, and religious organizations that serve the blind.
  - ❖ **Youth: 'Special' Segregated Schools for Children with Disabilities.** Civic and voter education activities that target disaffected youth should be inclusive of those who attend special schools for children with disabilities.

**Tactile Ballot Guide.** The use of a tactile ballot guide will allow visually impaired citizens, including those who do read Braille, to vote in secret.

### **Mainstreaming of Civic and Voter Education Materials**

- ❖ **Inclusive Message and Format.** CVE materials in the months leading up to the elections should include positive images of citizens with disabilities; should reflect an equitable gender balance; should include images of ethnic minorities (San, Himba, etc.); and should include images of disaffected youth.
- ❖ **Use of Relevant Languages, Including Braille.** To the greatest extent possible, materials should be developed, and outreach activities should be planned, using the appropriate language of the various communities.
- ❖ **Sign Language.** Civic and voter education materials prepared for television audiences should include sign language interpretations such as the one provided on news programs of the NBC (Namibian Broadcasting Corporation).

**In Service Training.** Workshops on gender/disability/AIDS/other marginalized people would help make the Consortium partners more aware of how to reach a wider range of people (including those with AIDS, those with disabilities, and other marginalized people) to encourage greater voter registration and electoral participation.

### **Monitoring and Evaluation With Disaggregated Data**

- ❖ **Election Monitoring: Gender and Disability.** People who are historically marginalized from society can play a direct role in strengthening the electoral process through domestic election observation activities. Through these activities, they also demonstrate to the general public their participation as full citizens
- ❖ **Exit Polling.** An important tool in targeting future voter education efforts, after the 2004 national elections, is a greater understanding of the rates of participation of men, women, people with disabilities, urban youth, HIV/AIDS (Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome) affected individuals, ethnic or language minorities, and other marginalized groups. Through exit polling at carefully chosen locations, it would be possible to obtain this information as a function of Election Day monitoring.

*Partner-specific recommendations* are also included in the reports

## **I. Background**

### **A. Context<sup>1</sup>**

Namibia's local elections are scheduled for May 14, 2004 and national and presidential elections are scheduled for November 2004. President Nujoma, Namibia's first and, thus far, only president is scheduled to step aside. A number of other leaders, who, along with Nujoma, guided Namibia through its liberation struggle and nursed it through its early years of independence, are expected to follow his example. The 2004 national elections will, thus, mark a watershed event in Namibia's democratic development.

To encourage voters to participate in the elections and to help voters make informed voting decisions, USAID has entered into a civic and voter education consortium, known as the ESC or Consortium. The ESC includes both funding and implementing partners. In addition to USAID, funding partners include the governments of the Netherlands and Sweden. Implementing partners include the Electoral Commission of Namibia (the ECN, which coordinates the overall program), the Namibia Institute for Democracy (NID), and the Legal Assistance Centre (LAC). Recently, a "Secondary Consortium" of NGO partners i.e., the Namibian School Debating Association (NSDA), Service Centre for the Visually Impaired (SCVI), and the Namibia Community Radio Network (NCRN) has begun working with NID to expand the reach of the ESC's civic and voter education activities.

Early on, the ESC recognized the need for an inclusive approach to civic and voter education and, among other objectives, committed itself specifically to gender mainstreaming and disability sensitization. A workshop with the following goals was held on February 20, 2003.

- Devising a strategy for disability and gender mainstreaming in civic and voter education;
- Conceptualizing civic and voter education messages that are: gender and disability sensitive; responsive to the needs and concerns of people with disabilities; and
- Focused on the needs of women, people with disabilities and minority groups.

### **B. Scope of Work**

The focus of this consultancy was to examine the Civic and Voter Education Program for the mainstreaming and sensitization to gender, disability and other marginalized groups (to be determined during the consultancy). The main tasks were to: 1) meet with all implementing and funding partners of the ESC (and others identified as relevant) to ascertain expectations and assess current mainstreaming of gender, disability and minority related issues and activities; 2) conduct a "how to" training workshop with all

---

<sup>1</sup> Based on Scope of Work for consultancy.



ESC partners (and others identified as relevant); 3) conduct follow-up meetings with NGOs (including the ESC partners and others identified as relevant) to plan next steps/future activities; and 4) compile a report containing an assessment of gender mainstreaming, disability and minority sensitization in current ESC activities, and recommendations on the development of general strategies and partner-specific guidelines for the integration of gender, disability and minority issues into future programming. A copy of the Scope of Work is attached as Annex 1.

## C. Schedule

During the period April 21 – 26, 2004, the consultancy team (S. Somach, J. Mindes, D. LeBeau) conducted interviews with each of the funding and implementing partners of the ESC, including the Royal Netherlands Embassy, the Embassy of Sweden/Sida, the ECN, NID, LAC, and the IPPR. In addition, meetings were also conducted with the Secondary Consortium partners, i.e. NSDA, SCVI, and NCRN. An additional meeting was held with Sister Namibia, which is considered an additional resource, although not currently an ESC partner. Mr. Mindes also met with Mr. Tjombumbi, Advisor on Disabilities to the Office of the Prime Minister (OPM), and a group of representatives from disability organizations.

Based on data collected from the consultative meetings, the team conducted a workshop on April 28, 2004 with all of the partners, as well as additional resource organizations. From April 30 – May 13, 2004, the team had follow-up meetings with the ESC partners and debriefed USAID and the other donors.

## D. Methodology

The methodological approach included mainstreaming policies, addressing crosscutting issues (e.g., disabled women, disadvantaged minority young men), and specific approaches for groups with special needs.

This report reflects the following terminology:

- *Gender* is “the economic, social, political, and cultural attributes and opportunities associated with being male and female. The social definitions of what it means to be male or female vary among cultures and change over time.”<sup>2</sup>
- *Gender Integration* means “taking into account both the differences and the inequalities between men and women in program planning, implementing, and assessing.”<sup>3</sup>

---

<sup>2</sup> USAID, Automated Directive System (ADS) 200.6 Definitions.

<sup>3</sup> USAID, *A Guide to Gender Integration and Analysis: Annex to ADS 200 Series*.

- *Gender Analysis* is the methodology applied to development problems to identify and understand the dimensions and relevance of gender issues and gender based constraints. Analysis includes understanding the differences between men's and women's roles, rights and opportunities.<sup>4</sup>
- *Mainstreaming gender* means analyzing and adjusting, where appropriate, for potential gender differences throughout the planning, implementation, monitoring and evaluation of all programs and activities. Including gender considerations will result in more effective and efficient development.

Gender mainstreaming includes a dual focus of appearance and content, participation and benefits. For example, not only having women and men participate in elections as voters and candidates, but also ensuring that policies made by elected officials benefit both women and men equally.

There are various ways that gender policies can be institutionalized.<sup>5</sup> A gender-blind approach is no longer considered good development practice because it incorporates biases in favor of existing gender relations and therefore tends to exclude women. Gender-aware policies fall into one of three types:

- Gender-neutral – policies that use knowledge of gender differences to overcome societal biases, but work within existing gender divisions;
- Gender-specific – policies that respond to practical gender needs of either sex, but still work within existing gender divisions; or
- Gender-redistributive – policies that tend to transform existing distribution of resources and responsibilities to create a more balanced relationship between women and men.

The International Classification of Impairments, Disabilities and Handicaps (ICIDH) defines *disability* as a restriction or lack (resulting from an impairment) of ability to perform an activity in the manner or within the range for a human being. *Impairment* is any loss or abnormality of psychological, physiological, or anatomical structure or function. The categories of disability Namibia uses in its census are: blind, deaf, impaired speech, impairment of hands, impairment of legs, mental disability/mentally ill. Additionally there are categories of “other” and “not stated.”

For the purposes of this report, *voting or political marginalization* is defined as a group of people who, for what ever reason, may experience a higher than average likelihood of not participating in the democratic process. This definition not only looks at whether

---

<sup>4</sup> Ibid.

<sup>5</sup> Candida March, Ines Smyth, and Maitayee Mukhapadhyay, *A Guide to Gender-Analysis Frameworks*, Oxfam International.

people are registered to or actually do vote, but also whether they have equal access to registration, voter information and the voting process.

## **II. Gender, Disability and Other Marginalized Groups**

### **A. Gender Equality in Namibia**

#### ***Policy***

Namibia has signed several international agreements such as CEDAW (Convention for the Elimination of all Forms of Discrimination Against Women), SADC (Southern African Development Community), *Declaration on Gender and Development*, the *Beijing Platform for Action* and the *African Regional Platform for Action*. It has also developed several national policies and programs, the most important of which are the National Gender Policy and the National Gender Plan of Action. In addition, many gender related laws have also been reformed.

At independence, there were thirteen civil laws and statutes that favored men over women. Many of these laws have been changed, but not without considerable resistance from male lawmakers, and indeed men within the wider Namibian society. Of importance to women's issues in Namibia are several new Acts and bills being put into place. The Combating of Rape Act (No. 8 of 2000) is internationally one of the most progressive laws on rape. The Rape Act gives greater protection to young girls and boys against rape, provides for stiffer minimum sentences for rapists and defines marital rape as illegal (UNDP 2001:122). The Married Persons' Equality Act (No. 1 of 1996) specifies equality of persons within marriage and does away with the legal definition of man as head of the house. The Act also provides women who are married in 'community of property' with equal access to bank loans and stipulates that immovable property should be registered in both spouses' names. The Affirmative Action Act (AAA) (No. 28 of 1998) spotlights disadvantaged groups, including women and people with disabilities (Iiping and Mwandingi 2001:2). The Domestic Violence Act (No. 4 of 2003) makes domestic violence a specific crime and has a broad definition of domestic violence.

The Government of Namibia established several government institutions to address gender issues and developed a system within those institutions for addressing gender inequalities in all areas of Namibian life. Relevant government institutions established to address gender issues include:

- Ministry of Women's Affairs and Child Welfare;
- Gender Commission;
- Gender Sectoral Committees; and
- Gender Focal Points within ministries.

## ***Social and Economic Structures***

Although legal, social and economic norms are changing, social equality between men and women has not yet been achieved. Among the goals of development in Namibia are those that focus on improved standards of living for women, and women's greater access to employment and education. The Namibian Government recognizes gender inequality as stemming from economic and social structural factors in Namibia and contends that only when these structural inequalities are addressed can women be empowered to face social challenges.

Research from various sources has implicated women's lower social status vis-à-vis men as a significant contributing factor to some of the social challenges women face in contemporary Namibian society. Due to women's lower socio-economic status, women's inadequate access to resources and lack of decision-making power, women find themselves at risk of being exploited. A UNDP ( United Nations Development Program) report (2001:107) finds that there are four social factors that are strong predictors of violence against women within a given society: economic inequality between women and men; a pattern of using physical violence to resolve conflict; male authority and control over decision-making in the house; and divorce restrictions for women. All of these structural conditions exist to a greater or lesser degree in Namibia.

Poverty is a social structural factor that also contributes to many of the challenges women face, because many Namibian women are dependent on men for economic support. Women in Namibia are more likely than their male counterparts to live in poverty. When looking at the Human Poverty Index (HPI) for Namibia by sex,<sup>6</sup> women have higher social indicators of poverty than men in all areas measured, such as survival rates, illiteracy, standard of living and over 80% of income spent on food, as well as an overall HPI of 28.6 versus that for men of 23.8 (UNDP 2001:36). Women's unequal access to employment means that many women are forced to turn to the informal sector or to low status, low paying jobs such as domestic work to generate cash income. Both of these spheres of income generating activities place women outside of legal protection and increase their vulnerability to poverty due to the insecure nature of this type of employment.

## ***Cultural Aspects of Gender Inequality***

In Namibia there are eleven different ethnic groups, all of which exhibit gender inequality in the form of patriarchy to a lesser or greater extent. In many contemporary Namibian cultures, women are viewed at best as second-class citizens and at worst as the property of men, although certain groups such as the San (Bushmen) have relative gender equality when compared to other groups (LeBeau 2001:190-191). Gender relations also differ somewhat by urban and rural domicile. Although women in the urban areas have greater independence, for many women in traditional Namibian society, there is rarely a time

---

<sup>6</sup> The Human Poverty Index (HPI) is an indicator of deprivation measured by the proportion of a population deprived of central elements necessary for human development to take place (UNDP 2001:22).

when they are not under the direct or indirect rule of men (ibid. 191). Women are subject to control by their husbands or male members of the extended family or kinship group, as well as male members of the larger community. Within marriage, women are subordinate to men and hold little decision-making power. Although there are cultural practices that are caring and uplifting, Namibia abounds with degrading and unacceptable ways of men exercising control over their sexual partners. Traditional values and norms, reinforced by patriarchy, remain strong in most parts of Namibia and reinforce gender biases.

For the four main ethnic groups, as with most other ethnic groups in Namibia, women are primarily stereotyped in relation to their domestic, reproductive and household productive roles (Ipinge et. al. 2000:14). Women are typically responsible for maintaining the household, caring for children and subsistence crop production. In general, women enjoy little or no decision-making power, especially in relation to finances. However, men in most Namibian societies are primarily stereotyped in terms of their decision-making capacity and their role as heads of the household. In general, men are considered to have overall power within the household (Ipinge et. al. 2000:5).

Gender stereotyped roles are very strong in Namibia. These social roles assigned to women and men contribute to gender inequality in Namibia. Gender inequalities are found throughout Namibia, however, in the urban and 'modern' areas male dominance is weaker than in the rural-'traditional' areas, due to urban women's greater access to social and economic resources.

## **B. Gender & Political Participation**

### ***Voting***

The Namibian Constitution guarantees that all citizens who are 18 years of age or older have the right to vote and all citizens who are 21 years of age or older have the right to be elected to public office, with the exception of the president. To be elected president, the candidate must be a Namibian citizen by birth or descent and at least 35 years of age (GRN 1990: Article 17 and Article 28). The Constitution further guarantees that all citizens, male and female, have a constitutional right to "participate in peaceful activity intended to influence the composition and policies of the Government. ... to form and join political parties. ... [and] ... subject to such qualifications prescribed by law as are necessary in a democratic society, to participate in the conduct of public affairs, whether directly or through freely-chosen representatives" (GRN 1990: Article 17).

According to a recent IPPR national survey on women and politics, women and men take part equally in the voting process; however, women tend to be influenced by husbands, boyfriends and relatives as to how they should vote. Research indicates that both men and women feel it is their duty to vote<sup>7</sup> and express the feeling that it is wrong for people not to vote, no matter where they live. This general feeling of responsibility ensures that

---

<sup>7</sup> Indeed, the same national survey determined that overwhelming majority of respondents, whether men or women, believe it is important to vote during elections (Thiel 2003b: 4).

women also take part in the voting process, but they are less likely to run for or be elected to public office. However, an overall general trend in Namibia is for lower voter turnouts, especially for regional and local elections.

At the national level, there are several programs aimed at improving women's participation in political power and decision-making. The most vocal of these is the 50/50 campaign, initiated by the Namibian Women's Manifesto, which advocates that 50% of candidates put forward for elections be women. The method proposed by the 50/50 campaign is 'zebra' style, whereby political parties compile lists that alternate women and men candidates for all elections (Namibian Women's Manifesto Network 2003).

Thiel (ibid.8) found that 48% of people surveyed think that political parties should be compelled to adopt a 50/50 style zebra list, while 32% say that political parties should have a right to decide whom they would like to stand for political office. When asked whether they thought it was important for a country like Namibia "to have equal numbers of men and women as candidates", 81% of respondents indicated that it is important (ibid.9). Although answers to this question imply that most people think the number of female candidates should be increased, these data do not translate directly into support for a gender quota, nor do they necessarily mean that people would vote for women candidates (ibid.).

### ***Women in Political Parties and Elected Office*<sup>8</sup>**

There is no political party headed by a woman and only the CoD (Congress of Democrats) has a woman Deputy President. Women are underrepresented in political party structures at the national, regional and local levels (Table 1). Although progress within political parties varies greatly, the SWAPO (South West Africa's People's Organization) Women's Council has advanced women's participation in politics and has progressively worked towards its stated gender goals. Women comprise three of SWAPO's 13 Regional Coordinators. In the CoD, 47% of the Central Committee members and 13% of its National Executive Committee are women (Iipinge and Mwandangi 2001:2-3).

*Table 1 Members of the Executive of Political Parties 2001*

	I. Central Committee				II. National Executive Committee			
	Total #	# Women	% Women	% Men	Total #	# Women	% Women	% Men

<sup>8</sup> Much of this section is derived from Iipinge et. al. 2003 and is utilized with the authors' full consent. Some information comes from consultative meetings, key informant interviews and a questionnaire for a report on the National Gender Machinery (NGM) prepared for the Ministry of Women Affairs and Child Welfare (MWACW) by Iipinge et. al. 2003.

SWAPO	83	12	14.5%	85.5%	15	3	20%	80%
DTA	32	6	18.75%	81.25%	26	5	19.2%	80.8%
CoD	19	9	47.3%	52.7%	13	4	31%	69%

(Source: Iipinge and Mwandangi 2001:17)

Women hold 12 of the 55 SWAPO seats and three of the seven CoD seats in the National Assembly (WCI 2003:8). Although the DTA (Democratic Turnhalle Alliance) has seven seats and the UDF (United Democratic Front) has two seats in the National Assembly, none of these seats are occupied by women. SWAPO has adopted the zebra list system at local levels and the two women regional governors are members of the SWAPO party. Women from the DTA and UDF hold elected positions at local and regional levels (ibid.). The CoD also uses the zebra list system at the local level.

### ***Women in Government***

An Inter-Parliamentary Union report (Thiel 2003a: 2) shows that in 2002, Namibia ranked twenty-third in the world for women representatives in Parliament. In Africa only Mozambique (ranked 10<sup>th</sup>), South Africa (ranked 11<sup>th</sup>) and Rwanda (ranked 21<sup>st</sup>) outperformed Namibia in the number of women represented in Parliament. In 2002, 18 out of the 72 National Assembly members were women (Table 2). These data indicate that although Namibia is in good standing as far as Africa is concerned, and despite political commitment to gender empowerment, Namibian women are still inadequately represented at most levels of government (ibid.).

In Cabinet, there are only three women out of a total of 19 ministries and two of the three portfolios these women hold represent gender-stereotypical sectors: i.e. Minister of Women Affairs and Child Welfare, and Minister of Health and Social Services. Only the Minister of Finance does not hold a traditionally female portfolio.

*Table 2 Members of National Council*

2001	National Council Members	III. Chairperson	Deputy Chairperson
Total #	26	1	1
# Women	2	0	1
% Women	7.7%	0%	100%
% Men	92.3%	100%	0%

Source: Iipinge and Mwandangi 2001:13

In the National Assembly, women constitute only 23% of the Members of Parliament (MPs). In the National Council, only two out of the 26 members are women (7.7%). In the judiciary, only one out of the five high court judges is a woman and 17 out of the 51

magistrates in the country are women (Iiping and Mwandingi 2001:2-3). In addition to the recently-appointed female Minister of Finance, the Attorney General for Namibia is a woman.

*Table 3 Members of Local Authorities and Regional Government*

2001	Regional Councilors	Mayor	Deputy Mayor	Local Authority Councilors
Total #	101	30	30	226
# Women	5	7	20	99
% Women	5%	23.3%	66.7%	43.8%
% Men	95%	76.7%	33.3%	56.2%

Source: Iiping and Mwandingi 2001:15

Table 3 indicates that within the local authorities and regional councils, women are underrepresented in regional councils (5%) and as Mayors (23.3%), but are more adequately represented as Deputy Mayors (66.7%) and Local Authority Councilors (43.8%). However, these figures show that again men hold the higher positions while women occupy lesser positions.

An assessment conducted during 2003 by the Women's Campaign International (WCI) reports that some leaders suggest that women should adopt a community and local level rather than only a national level approach to increasing women's participation in power, by first affecting change at the local level (ibid. 9). This approach was thought useful because: political parties did not view local level government as sites of power and would therefore be less resistant to women's power sharing at the local level; change at the local level might be better received by the public; and, women could more easily become entrenched in the structures of government at the local level (ibid.10). Approaches to local and community strategies recommended by the WCI (ibid.) include:

- Addressing negative cultural norms and values against women in power sharing and decision making positions;
- Targeting the people most likely to change negative attitudes;
- Targeting rural women and men; and
- Incorporating community headmen and traditional leaders who may be more approachable than political parties or elected representatives and who will also have more influence within local communities.

Through government and political party policies, as well as pressure from civil society, there are a high number of women participating in the political process and making significant strides in being elected in some government sectors. However, women as political leaders do not necessarily translate into women moving gender issues forward (WCI 2003:11). Although there has been progress made in women's political



representation, there has not been a corresponding increase in levels of political influence.

WCI (ibid.) reports on various theories as to why having women in politics does not necessarily mean that they will speak up for gender equality. Both women and men are obliged first and foremost to their parties and therefore uphold the party stance rather than speak out. They also suggest that parties do not place stronger and more qualified women on the party lists, because such women would be more likely to defend gender policies (ibid.). The WCI further argues that the quota systems are only implemented at the local level, because parties do not see local government as sites of real power; therefore, they are prepared to have women more fully represented at the local level (ibid.). In addition, party sites of power and decision-making are still predominately held by men and therefore, continue to maintain male patriarchy (ibid.).

WCI (2003:9) argues that a large number of women being elected does not necessarily mean that gender issues will be advanced. Women in political positions of power tend to act no differently from their male counterparts, because the number of women in these positions has not reached a 'critical mass' of strong women willing to speak out on gender issues. Until such a critical mass is reached, women in political positions will remain quiet on gender issues (ibid.).

### C. Disability in Namibia

There are currently 85,567 people with disabilities (5% of the population<sup>9</sup>) in Namibia (NPC 2003:29). The disabilities include visually impaired, deaf and speech impaired, physically disabled and mentally disabled. People who are visually impaired are more likely to be **women**, while men are more likely to be physically disabled (Table 4). In addition, people who are visually, speech or hearing impaired are more likely to be found in the urban areas, while those who are mentally or physically disabled are more likely to live in the rural areas (NPC 2003:29) (Table 5). Recent research in Windhoek indicates that many people with disabilities require help with (among other things) personal hygiene, mobility, access to information, and participation in civic and community affairs (Eide et. al. 2001:69-72).

*Table 4 Type of Disability by Sex (Percentages)*

	Total	Blind	Deaf	Speech	Hands	Legs	Mental
Total		35	21.4	11.4	13.6	24	5.6
Male	48.6	31.9	21	12	12.8	25.6	5.9
Female	51.4	38	21.8	10.9	14.5	22.5	5.3

<sup>9</sup> The World Health Organization (WHO) estimates that up to ten percent of any population has a disability; under-reporting is often the result of a lack of understanding of what constitutes a disability.

*Table 5 Type of Disability by Region (Percentages)*

	TOTAL	Blind	Deaf	Speech	Hands	Legs	Mental
Urban	25.8	29	25.3	25.6	19	20.7	20.1
Rural	74.2	71	74.7	74.4	81	79.3	79.9

According to Namibian electoral law, nearly all disabled adults should be eligible to vote. The right to vote, however, is denied to those individuals who have been deemed by a court to be mentally disabled, and those citizens with mental disabilities who are institutionalized by court order under any law of Namibia.<sup>10</sup>

Experiences and research conducted in industrialized nations, including the U.S., have shown that disabled adults are less likely to be registered to vote than the general population, and that those who are registered are less likely to vote. Activities by the International Foundation for Election Systems (IFES) in over 12 developing countries strongly indicate that disabled voters are significantly disenfranchised. The reasons are many: those with physical disabilities often have difficulty traveling to voting registration centers, which may be the only way to register; the hearing impaired citizens are perhaps the most isolated of citizens in developing countries, in that they routinely lack literacy, have little or no access to information from print or audio media and lack access to language interpreters when interacting with government agencies. Additional barriers to political participation among people with disabilities are the strong correlation between disability and poverty in developing countries, and people’s reluctance or shame in bringing their family members with disabilities out in public.

In 1997, the National Assembly of Namibia adopted a National Policy on Disability. Several government structures deal with disability issues, including the Division of Rehabilitation in the Ministry of Lands, Resettlement and Rehabilitation that is tasked with implementation of the National Policy, and a Disability Advisory Unit in the Office of the Prime Minister. Additionally, there is an active community of organizations of and for persons with disabilities, including the umbrella National Federation of Persons with Disabilities in Namibia, and National Associations of the Visually Impaired, for the Deaf, and of People with Physical Disabilities.

School-aged children with disabilities in Namibia rarely attend “regular” schools, and special schools serve a minority of school children with disabilities, including the visually impaired, deaf and those with mental disabilities. As in most developing countries, only a fraction of the visually impaired read Braille (estimated by the SCVI to be around 4,000 of the census figure of 29,000 visually impaired). And, women and girls

---

<sup>10</sup> Emerging global standards of electoral access question the disenfranchisement of individuals with mental or psychiatric disabilities, even those whose status is confirmed by court order. There is growing agreement that the International Convention on Civil and Political Rights (ICCPR) established enfranchisement as a universal right, and that the ICCPR’s anti-discrimination provisions extend to the political and electoral rights of citizens with mental disabilities.

with disabilities face the additional challenges of gender discrimination and increased gender-based violence. The National Association of Differently Abled Women is an advocacy organization that raises awareness of the rights of those with disabilities, especially women.

In order to encourage citizens with disabilities to become involved in the political process, voter education campaigns and materials need to take into account their isolation and their lack of access to voter registration venues and information. The networks of organizations and government offices dealing with those with disabilities will be critical to outreach efforts.

## **D. Marginalization**

Since independence Namibia has been faced with many challenges associated with resource allocation to better target the most needy of its people. Based on consultative meetings, workshops discussing marginalized groups and a review of the relevant literature, it has been determined that there is a sub-set of the Namibian population who experiences social, political and economic marginalization.

The groups of people who have been identified as marginalized tend to overlap in several areas. Thus marginalization in one aspect of life (such as economic) is a predictor of marginalization in other aspects of social and/or political life (LeBeau 2004a: 12). This marginalization in various aspects of the social sphere reinforces economic marginalization, creating a vicious cycle of economic, social and political marginalization (LeBeau and Mufune 2001).

Findings from this consultancy - through consultative meetings, workshop and supporting information - suggest that people who are marginalized from the democratic process (registration, information and voting) are more likely to come from marginalized groups; such as, people with disabilities, AIDS affected, farm workers, homebound (for what ever reason such as caregivers, illness, elderly, disabled, etc), elderly, remote rural dwellers, San/Ovahimbo (ethnic minorities), illiterate, informal dwellers or homeless, chronically ill and disaffected youth.

There are various contributing factors that lead to voting marginalization. These include social factors such as access (including distance and time), lack of education, language, cross cutting issues and cultural barriers (including gender/disability stereotypes, school children not considered adults). Economic factors that contribute to voting marginalization include unemployment, migration for work, poverty, control over workers by commercial farmers, a lack of time off from work, and remoteness of employment.

In addition to the above discussion of gender issues and persons with disabilities, the people most likely to be marginalized from the democratic process include AIDS affected individuals (either as patients or caregivers), the homebound, San/Himba/remote rural dwellers, commercial farm workers and disaffected youth (which includes 'school

children' and unemployed youth). As well as an interrelationship between social and economic marginalization, many people in the above mentioned categories may fall into more than one category. For example, AIDS affected people and the disabled are often likely to be homebound.

### ***AIDS Affected People***

AIDS affects not only patients, but also caregivers and families. The most recent sentinel survey indicates that 22% of the population 15-49 years old are HIV positive, **women** 15 to 24 years old have infection rates between 18.8%-20.8% versus their male cohorts with rates of 7.9%-10.4% (MoHSS 2003:11), and 1 out of every 20 households in some regions have orphans (NPC 2003:74). AIDS affects both patients and caregivers in ways that could cause them to be voting marginalized. **Elderly women** are often the caregivers for AIDS patients and later children orphaned by the patients. AIDS causes people to be **homebound** due to illness, homework and care giving. AIDS also causes a loss of economic activity and household income, as well as additional cost and time for food, medicine, hospitals and funerals.

### ***Homebound***

The characteristics of homebound people cut across numerous sectors of society. These include people with severe physical disabilities who have limited access to wheelchairs, and even those with such access must traverse uneven and unpaved roads to travel even short distances from their homes. Individuals in the advanced stages of AIDS are often confined to their homes by illness and stigmatization. Individuals with short-term disabilities or illnesses are sometimes temporarily homebound. Caregivers for the ill (traditionally the role of women) and women with many young children under their care may also be homebound due to their obligations.

### ***San/ Himba/Remote Rural Dwellers***

The **San** are included because they exhibit significant marginalization. Data indicate that only 18% of San children attend school, compared to 81% of the entire Namibian population (MBESC 2000:11). A CSO (Central Statistics Office) report found that the San people of Namibia are "the worst off group in Namibia" and have a consumption level 20 times lower than German speaking Namibians (CSO 1996:20). In San populations with an income, food consumption is about 60% of family incomes, while rates of housing and 'other' consumption are low at about 12%-15% (CSO 1996:29). As a result of colonial dispossession of indigenous people's land and Apartheid policy, the San groups are the economically poorest and most socially marginalized ethnic group in Namibia today. In the Kunene Region (of which 42% are **Himba**) literacy rates are 57% compared to 81% for the rest of Namibia (NPC 2003:4,11). The San, Himba and remote rural dwellers are more likely to live in isolated areas (access/time constraints), and to migrate for work and cultural purposes.

### ***Commercial Farm Workers***

Workers on commercial farms have lower adult literacy levels, higher school dropout rates, and are more likely to live in extreme poverty and in isolated areas. They often do not have access to transportation and their lives are highly controlled by farm owners who may not allow them to register and/or vote. 63 percent of commercial farm workers are classified as poor, compared to 29 percent for the whole of Namibia, 44 percent have never been to school and 37 percent have only primary school education (MBESC 2001:8-9).

### ***Disaffected Youth***

There are two categories of disaffected youth identified for this study, those that are still in school and thus are considered '**school children**' who are not regarded by society as adults, although they may be of legal age to vote, and youth who are unemployed. **Rural men and women** in their mid-twenties to mid-thirties who did not complete their education are likely to be migrants to Windhoek. A lack of education and skills are the result of an educational system that inhibits people from obtaining the necessary attributes to secure employment and better their social and economic status. (LeBeau 2004b: 49). Large numbers of migrants find themselves **sitting on street corners** waiting for work (primarily men) or **conducting informal trade** (primarily women) in and around bus stops, markets and other congregating places. Gonzo and Plattner (2003:26) found that youth on the street corners indicate that social support is crucial for coping as well as providing a source of money, food and emotional support. Most of these youth also indicate feelings of low self-esteem and depression, due to their socially and economically marginalized position (Gonzo and Plattner 2003:73-79). In addition, LeBeau (2004b: 47) found "there are various social and economic structural factors that tend to put migrants in a 'high risk milieu' which places them at greater risk of HIV infection and, given fragmented social and sexual networks exemplified by rural and urban social and familial links, leads them to be a significant contributing factor to the progressive spread of the disease".

## **III. Initial Assessment**

The mission to focus on 'mainstreaming' gender, disability and other voting marginalized issues into civic and voter education efforts is timely. Many of the partners are at a reassessment stage in their work, or are just beginning to develop strategies for the next phase of activities. With the recent addition of the Secondary Consortium – SCVI, NSDA, and NCRN – and the strategic involvement of Sister Namibia, the opportunity is at hand to achieve the stated goals of incorporating gender, disability and other marginalized populations as part of the ESC's work.

It is evident that all groups need to begin their work with a common understanding of the concept of 'mainstreaming'. Meetings with several partners reveal the impression that separate initiatives are required or expected in order to tailor civic or voter education

programs to address gender or disability issues. This understanding, or misunderstanding, of mainstreaming has led to the thinking by many of the partners that these issues cannot be addressed without additional resources.

The consultants have all stressed that this is not necessarily the case. In contrast, the partners can enrich existing plans for the CVE by including a gender or disability dimension in activities that are already in the pipeline or within already developed budget frameworks. Greater coordination and program links among the partners and other strategic organizations will be key to making the CVE activities more inclusive in content and outreach.

The initial assessment of the capacity for, and level of, gender and disability mainstreaming in the CVE activities was based on a review of the assessment conducted by Paavo Pitkanen and the report from last year's targeted workshop, as well as a series of meetings with all the donors, ESC partners and Secondary Consortium partners.

### **A. Review of Paavo Pitkanen's Assessment of the ESC Program**

In February 2004, Paavo Pitkanen, a consultant from Finland who participated in the initial program development phase, conducted a progress assessment of the ESC Program. The report "Joint Civic and Voter Education and Voter Registration Programme in Namibia" outlines the projects of the various Consortium partners and their activity plans for 2003 and 2004. Of importance for this report are the challenges identified for the various partners. The major constraints and recommendations for each partner are included below.

#### ***ECN Activities***

This assessment found that the ECN faced the challenge of coordinating the ESC as well as administering its by-elections and elections. The major constraints facing the ECN were identified as: (i) lack of regular and timely meetings of the Advisory Committee to coordinate ECN activities; (ii) a leadership change that temporarily disrupted ECN program activities; (iii) the CVE program taking a secondary position to other voting related activities; (iv) the tedious task of fulfilling MOU (Memorandum of Understanding) reporting and budgeting procedures; and (v) the continuous revision of Phase 1 plans leading to a loss of financial and operational work plans.

Recommendations for the ECN included:

- Regular and timely meetings of the ESC Advisory Committee, which are vital to ensure that the program reaches its targeted goals in a collaborative manner;
- ECN Regional CVE Officers establishing a Regional Advisory Committee and focusing on civic education;
- Extending the Swedish contribution period from December 2004 until August 2005 to fund ECN focus on civic education;

- Assigning a designated person to the ECN whose sole task would be the administration and coordination of the CVE program; and
- Conducting an extended audit on ECN program funds.

### ***LAC Activities***

The LAC began its CVE program in January 2003 after signing the MOU in December 2002. The major constraints facing the LAC were identified as: (i) budget constraints; and (ii) the demands of reaching the most remote areas of Namibia where voters are least likely to have previously had civic education. Recommendations for the LAC included:

- Revising the budgeting to expand the LAC CVE outreach program;
- Increasing popular community meetings in most remote areas;
- Training members of community based NGOs as civic educators;
- Expanding LAC CVE and/or Voter Registration activities; and
- Continuing CVE activities until August 2005 in an effort to focus on civic rather than only voter education.

### ***NID Activities***

The NID began its Multi-Media Project in 2003. The major constraints facing the NID were identified as: (i) uncertainty and postponement of elections that affected planning and implementation of activities; (ii) low levels of co-ordination activities with other partners due to the irregularity of Advisory Committee meetings; and (iii) a lack of cooperation by the NBC and the subsequent need to utilize community radio services (causing a reduction in reach). Recommendations for the NID included:

- Making increased efforts to involve the Director of the ECN in gaining the cooperation of the NBC; and
- Increasing coordination activities of the ECN to enable the NID to produce timely CVE materials.

### ***IPPR Activities***

The IPPR was contracted to conduct monitoring and evaluation (M&E). An assessment plan for the overall program and the separate projects was also developed. The major constraints facing the IPPR were identified as: (i) a lack of skilled researchers and inability to keep accurate field records; (ii) sampling challenges that were more cumbersome than anticipated; (iii) reduced level of M&E activities; and (iv) efficient work being hampered by lack of ESC coordination. Recommendations for the IPPR included:

- Arranging three CVE sessions for the same target audience to increase information retention;
- Extending the IPPR contract for an additional year using the existing budget;

- Aiming the IPPR work plan at practical objectives and small studies;
- Focusing on the M&E of CVE materials and programs; and
- Revisiting the budgeting allocation for IPPR M&E exercises.

## **B. Summary of the 2003 Gender/Disabilities Workshop Report**

The primary result of the Gender Mainstreaming and Disability Sensitization Workshop on 20 February 2003 were action plans for gender mainstreaming and for disability sensitization.

### ***Action Plan for Gender Mainstreaming***

Gender analysis during the action planning process focused on factors that inhibited women's greater participation in CVE. These included environmental socialization such as cultural stereotypes (e.g., gender constructs such as women not being leaders and being incapable of leadership), patriarchal political situations (e.g., male dominance in political parties), barriers to mutual support (e.g., political party and ethnic allegiances), barriers to voting (e.g., women's lack of information, transportation or freedom of choice) and perceived deficiencies (e.g., women's lack of education and assertiveness). Based on these constraints, a gender mainstreaming action plan was developed with the following strategies:

- Focus on gender equality, not on women as a target group;
- Pay attention to and use women's organizations;
- Focus on the role of men in creating an equal society; and
- Solicit explicit institutional commitment.

### ***Action Plan for Sensitization to People with Disabilities***

The disability sensitization action plan looked at factors that inhibited people with disabilities from greater participation in CVE including barriers to access of information such as exclusion from campaigns that do not address the needs of the disabled; barriers to the election process such as being dependent on others to cast their vote, a lack of mobility, and the insensitivity of the electoral process to people with disabilities; and social/cultural discrimination such as exclusion from election logistics process and being stereotyped as less able to deal with issues. Based on these constraints, the following strategies were recommended:

- Formulate inclusive CVE campaigns by addressing issues identified by the needs assessment;
- Focus on the equal rights of all Namibians; and
- Utilize existing people with disabilities support groups and institutional structures.



## ***CVE Campaigns and Elections***

Recommendations for CVE Campaigns focused on identifying resource constraints in the mainstreaming process and constructing and channeling messages that are:

- Inclusive from a gender and disability perspective, hence advocating and lobbying for institutional and political commitment, in consultation with relevant stakeholders;
- Innovative and attractive to other CVE participant profiles (???)
- Tailored to meet the needs of the various sub-populations;
- Subject to cost/benefit analysis regarding specific measures to reach people with disabilities.

Recommendations regarding elections included conducting a rapid assessment to determine the needs of people with disabilities and formulating strategies that may need to include:

- Revising accessibility of polling stations;
- Printing tactile ballots;
- Training election officials to disability sensitization;
- Providing mechanisms to include people with disabilities as election officials; and
- Mobilizing people with disabilities at specific polling stations that are equipped to deal with their needs.

## **D. Donors**

The donors recognized that the Pitkanen report had yet to be implemented. Based on meetings with the three donors for the ESC – USAID, Royal Netherlands Embassy, and the Embassy of Sweden/Sida – the following additional issues were raised:

- **Disability Mainstreaming Relatively New.** The current effort at mainstreaming disability sensitization only includes the visually impaired as part of the Secondary Consortium. Access is a bigger issue in the regions, including barriers due to stigmatization.
- **Gender Issues Politicized.** WCI has trained trainers for targeting female candidates in the regional elections. Gender issues have become politicized and can rise or fall on side issues (e.g., 50/50 campaign and the issue of equal rights based on sexual orientation). Sister Namibia has worked extensively on gender issues, including gender sensitive budgeting, and has an active Women's Manifesto Network.
- **Gender Mainstreaming Limited.** Neither the ECN nor LAC had a gender or disability action plan initially. Apart from this, the plans developed last year in response to a requirement by Sida were deemed inadequate. Unfortunately, LAC's gender unit had not been involved in mainstreaming gender in the LAC's

- civic education work. There was a need to develop an updated action plan on gender mainstreaming.
- **Outreach Activities to Be Refined?** The first question raised was whether what is being done (e.g., use of computer games that reach only a limited elite audience, use of newspapers) is what is most needed to make best use of all information channels. The second question is who should be the target audience. The urban population may be disaffected not because they lack information about how to vote, but because they do not appreciate the importance of their participation in democratic processes such as elections. The civic education program is perhaps more important than the mechanics of voting. The ESC terms of reference state it should create an “increase of informed voters” with the intention of developing the underlying democratic culture.
  - **Minority Rights.** There is a need to do more on minority group rights for groups such as the San and the Himba. The approach should take into consideration historical issues related to education and social structures (e.g., inferior status of the San in Owambo regions) that are barriers to political enfranchisement.
  - **Adjustable Budget.** Based on new priorities and improvements to the existing program, the budget is open to reconfiguration.
  - **Capacity-Building for ECN.** Sida has offered to help build the capacity of the ECN before it downsizes its mission in 2006, and is presently involved in negotiating around this with the ECN.
  - **Coordination.** Overall coordination of ESC activities is limited. Advisory Committee meetings need to be regularized and M&E needs to be strengthened with all ESC partners.
  - **Voter Registration.** The provision of identification cards for registration has been a problem and threatens the integrity of the voter lists.
  - **Disability Issues.** Access is a bigger issue in the regions, including exclusion due to stigmatization of some types of disabilities.
  - **HIV/AIDS Issues.** Those with AIDS return to their home villages to die when they get sick, often hiding from the community as they deteriorate. It may be a challenge to get them to register and vote, and also to get a mobile team to agree to provide services to them.

## E. ESC Partners

### 1. Electoral Commission of Namibia (ECN)

**Broad Reach.** The ECN has the paramount responsibility for conducting voter education to ensure that citizens understand the electoral process and mechanisms by which voters register and cast their ballots. According to information from the ECN, the vast majority of eligible citizens are registered to vote (over 900,000). The ECN also produces multi-media CVE materials that are distributed through regional government offices, as well as the television and radio network throughout the country. There is a great opportunity for the ESC partners to assist the ECN as it develops materials – and training for the 13 regional offices and poll workers at the 370 polling stations – for the November elections.

**Limited ESC Coordination and Schedule Delays.** As noted in the Pitkanen assessment report and the donor meetings, the ECN has the primary role of coordination, but has so far provided only limited coordination of the ESC activities. This situation is exacerbated by the ECN being behind schedule on their work plan and not always sharing critical information in time to be used effectively by the Consortium.

**Gender Blind Approach.** Overall, the ECN's approach to CVE and voter registration is gender-blind and does not consider any special needs and barriers for different voters. The ECN claims that there is no significant difference in the registration rates by the ECN of men and women, but has not looked at the lists to confirm this contention. IPPR is in the process of examining the lists in one sample district of Windhoek to test this premise. However without examining the entire registration list, regional differences will go unnoticed. Voter registration does not identify whether or not voters have a disability or come from any other marginalized groups, so from existing data it is not possible to know the registration rate of individuals with physical, sensory, or mental disabilities.

**Interested Staff and Access to Data.** The ECN has staff interested in and capable of monitoring the voter data available to them. They are uniquely situated for this task and could develop systems to confirm their assumptions about participation in the electoral process.

**Need to Strengthen Connections with Disability and Other Civil Society Organizations.** The ECN acknowledges that little has been done to target the registration of disabled voters. This situation is common to that of most developing countries. In addition, the ECN has little experience interacting with disability organizations and leaders, having only the week prior to the consultancy established a committee comprised of Government and NGO representatives to look at electoral access and the needs of the disabled. The lack of exposure to and understanding of disability leads to a lack of confidence within the ECN in how to proceed. The recommendations offered in this document recognize this starting point, and encourage a full consultation between the ECN and civil society organizations of and for citizens with disabilities at every step. The same is true for organizations focused on gender equality, and various marginalized groups as appropriate.

**Mobile Voting.** The Namibian election law provides for the use of mobile teams in the electoral process. According to the ECN, mobile teams are dispatched, upon request, to prisons, old age homes, hospitals, and other venues. Home visits by these mobile teams may occur, but not in significant numbers. Efforts to inform the public about the availability of these mobile teams are unclear, but thought to be minimal, due perhaps to the desire of the ECN not to raise expectations and overwhelm ECN resources.

**Impact of AIDS Deaths.** A potential concern regarding the voter list is the impact of HIV/AIDS. While not specific to the issue of this consultancy, there is concern that the voter list might not be updated to reflect citizens who have died. Moreover, as a result of the AIDS epidemic, the rate of death has dramatically increased with thousands of Namibians having died from AIDS in the past few years. The names of these voters, if

not removed from the voting list in a timely manner, could provide a growing opportunity for fraud during an election. The ECN should be asked to demonstrate that it has in place a mechanism to regularly update the voting list through links with death notices. It is understood that this effort might require the cooperation of other national and local government agencies, and that the capacity of the ECN and these other entities to gather and share information needs to be assessed.

## 2. Namibia Institute for Democracy (NID)

***Proven Capacity with CVE Materials in Multiple Languages.*** NID has proven capacity to produce civic education materials and to utilize an array of print and electronic media in their dissemination. They have already produced materials in eight languages.

***Most Targeting for Literate.*** The media used are targeted to those who are literate (newspaper advertisements and essay contests), and those with access to radio, television and the internet. Based on NID's own monitoring, men are participating at higher rates than women in all of their various newspaper and internet competitions. Voters with limited or no literacy – a group that includes a significant majority of citizens with disabilities – are reached only by those with radio or television access.

***Limited Gender & Disability Sensitivity.*** There has been little conscious effort to date to address gender balance in the NID civic education materials. Quotes used in 'editorials' are all by men. Photographs used in the NID materials of individuals involved in the political or electoral process display a stark lack of gender balance, widely favoring men. Similarly, there is almost no representation in these materials of people with disabilities. One print publication includes a photograph of a male voter in a wheelchair, but in this photograph the wheelchair is nearly obscured.

***Pre-testing and Disaggregated Statistics.*** The pre-testing for the first CVE campaigns was not sex-disaggregated and only focused on urban Windhoek. Additional efforts should be made to obtain feedback through gender and disability sensitive monitoring directly and through the other ESC partners' activities outside Windhoek (e.g., LAC's outreach program).

***Opportunities with Sub-grantees.*** NID's "Secondary Consortium" sub-grantees selected to participate in this campaign have increased and varied capacity that makes up for identified shortcomings. The range of capacity of these organizations – the NCRN, the SCVI, and to a lesser extent, the NSDA – are addressed separately.

***More Consultation Needed For Materials Development.*** NID's ability to incorporate gender and disability perspectives in their materials would benefit from increased consultation with these key organizations – as well as other gender and disability groups. Consultation would sensitize the design of and composition of civic and voter education materials, and would improve efforts to target the dissemination of materials to reach marginalized and isolated pockets of the population. This has particular relevance to

segments of the population that speak minority languages, that have limited access to electronic media, and that are isolated due to physical disability or deafness.

### 3. Legal Assistance Centre (LAC)

***Broad Geographic Outreach.*** The LAC network of 250 trained paralegals working on civic and voter education in each of Namibia's 13 political jurisdiction presents the greatest opportunity for reaching voters with limited access to print and electronic media.

***Capacity to Expand.*** The work plan of the LAC to conduct 250 meetings and 50 workshops between January and June should directly reach an estimated 100,000 people. This outreach provides an important – and perhaps the best – opportunity to reach the grassroots communities. It is unclear why each trainer only has 10 meetings over a 6-month period, and whether they can increase the number and geographic reach of their training activities. Additional activities should be planned close to the election in November.

***Good Disability Sensitivity, Limited on Gender.*** LAC's training materials were previously reviewed and modified for disability sensitization. Moreover, there are disabled trainers among their paralegal trainers. To build on this foundation, the LAC will need to better understand how to reach disabled voters. On gender, LAC would benefit from greater coordination with gender NGOs, and should, ideally, draw on the expertise of the LAC's in-house gender unit.

***Need to Develop Internal Monitoring and Evaluation Capacity.*** LAC has yet to develop an internal mechanism (e.g., pre- and post-tests, monitoring form for each training session, etc.) to measure the consistency, effectiveness and reach of LAC activities. Although IPPR is supposed to conduct some formal M&E activities, LAC needs to develop its own on-going M&E capacity.

### 4. Institute for Public Policy Research (IPPR)

***Research Capacity.*** Some findings from the various IPPR M&E activities are:

- An average of three training sessions is necessary for information retention;
- Women and men “participate” equally in political & civic activity (Note, however, the comparison included church activities);
- 79 percent of women say they are interested in politics (81 percent of men);
- 62.7 percent of Namibians 18-32 support democracy;
- Young Namibians do not have high levels of trust in Government officials;
- 52.3 percent of young Namibians discuss politics occasionally;
- Young Namibians attend 1-2 political and 3-5 civic events per year; and
- 67.3 percent of young Namibians say they are registered to vote.

***Lack of Gender and Disability Sensitive Approach.*** IPPR research needs to take a more gender and disability sensitive approach, both in the types of questions asked and the level of disaggregation (and cross-disaggregation) of the data. For example, the above

figures related to “equal participation” of women and men in political and civic activity used a combined index of participation that included attending church – an activity in which women are more likely to be involved. Failing to distinguish between active and passive forms of “participation” can make the results less accurate for comparison.

***Need to be More User-Friendly.*** The research capacity of IPPR seems to be under-utilized due to a variety of factors, including providing relevant information to the ESC partners in a timely and user-friendly manner.

## **F. Secondary Consortium Partners**

### **1. Service Centre for the Visually Impaired (SCVI)**

***Extensive Services, Limited Reach.*** SCVI provides an impressive array of services to adults with limited or no vision. With their focus on teaching Braille, daily living skills, and orientation and mobility training, the SCVI is active in preparing disabled adults to live more independently, and to become a more visible and active part of society.

***Societal Barriers for Visually Impaired.*** SCVI’s work is challenged by social barriers for people who are visually impaired. Access to primary and secondary education is limited to those who can gain a slot at one of two segregated schools for the visually impaired. Learners with disabilities have almost no access to mainstream schools, and only a few learners have access to higher education. The SCVI estimates that unemployment rates among the visually impaired exceed 90 percent, and that most of those who are employed work within the sector of the non-profit economy that serves or advocates for people with disabilities.

***Collaboration Among Visually Impaired.*** SCVI appears to have solid collaboration with the National Federation of the Visually Impaired. This has led to a comprehensive understanding by SCVI staff of the situation of people with visual impairments – where and how they live. This understanding needs to be tapped by the Consortium partners to increase sensitivity of civic and voter education materials, and to target the penetration of these materials to voters with disabilities.

***Braille Materials, Need for Dissemination Plan.*** Under its sub grant from NID, SCVI is going to print basic civic and voter education materials in Braille. From discussions with the SCVI and NID, it is understood that the SCVI will disseminate these materials at its Windhoek office, through a center in the North, and through the two schools for the visually impaired. This material should also be used by disability leaders who are visually impaired to serve as trainers, thus ensuring a multiplier effect in penetration beyond those who can read Braille. (One of LAC’s 250 trainers is blind, and this material should be of assistance)

***Visually Impaired Who Cannot Read Braille.*** It is important to acknowledge that Braille is only understood by educated people with visual impairments, and not by a significant majority of the people who lack access to education. This is well understood by the

SCVI, which estimates that only 7-12 percent of the 29,000 individuals with visual impairments in Namibia read Braille. In this regard, the SCVI welcomed a discussion about the potential use of radio and audiocassettes.

***Ability to Collaborate With Other Disability Groups*** In its CVE work, the SCVI should serve as a convening body to ensure that other disability organizations have direct access to Consortium partners, and can therefore assist in the effort to reach voters with other types of disabilities, (directly and through organizations of parents and family members).

## **2. Namibia Community Radio Network (NCRN)**

***Culturally Sensitive, Gender Inclusive, and Disability Accessible.*** NCRN programming is by design culturally sensitive (and in local languages), and has already included programming from Sister Namibia. As the most widespread media, the radio also reaches many marginalized groups, including the homebound. They have shown an understanding of the importance of grassroots empowerment of, and self-advocacy by, Namibian civil society. The lack of capacity is a limiting factor for access by disability NGOs. This limitation is not because of a lack of will on the part of NCRN, but rather from a lack of capacity among disability groups, particularly outside Windhoek, to access and use of a radio network. In Windhoek, disability groups can build their capacity through the NCRN training program.

***Creativity In Programming.*** NCRN has already shown creativity in its concept of forum theater. Moreover, they have been open to expanding their inclusiveness for those with disabilities and other marginalized groups.

***Challenge of Own Ambitious Expansion Plans.*** While the CVE activities can produce good material for NCRN to use and package for NBC's regional programming, they are already stretched thin by their ambitious plans for geographic expansion.

## **3. Namibian Schools Debating Association (NSDA)**

***Reaching Youth in Appropriate, Albeit Narrow, Manner.*** The association's work, well founded and of undeniable benefit, presents a narrow but potentially important entry point to addressing the cynicism of young voters. This will be enhanced through links to other partners, particularly the radio network.

***Lack of Awareness of Gender/Disability Issues.*** NSDA does not have a gender- or disability-sensitive approach to their activities, but is open to training for their coaches.

***Possibility for Outreach to Schools for the Disabled.*** The Association's willingness to reach out to include schools for the disabled in their network is laudable, and needs to be part of a future work plan. However, this may require training at the segregated schools for the disabled, where students to date have virtually no opportunities to interact with learners at mainstream schools. While unrelated to the debating association's purview, it

would be of significant benefit to provide civic education at the segregated schools to ensure that disabled youth are aware of their rights.

***Expanding Reach through Radio.*** NSDA will explore the possibility of recording the higher-level school debates on CVE topics so they can be packaged and rebroadcast on NCRN stations.

#### 4. Sister Namibia<sup>11</sup>

***Strong Gender Approach and Network of Community Facilitators.*** Sister Namibia has extensive experience working on gender issues and has developed a network of 60 women community facilitators working at the grassroots level.

***Not a Formal ESC Partner.*** Because Sister Namibia is not an ESC partner, they are even more distant from the planning and coordination of CVE activities. Ideally, there should be good communication between Sister Namibia and the ESC partners such as LAC who are conducting complementary outreach activities.

***Limited Disability Experience, But Plans for Improvement.*** Although Sister Namibia has not consciously been disability sensitive, their work has included women with disabilities in the past. Based on our meetings, they have already included a National Association for Differently Abled Women (NADAWO) participant in their recent training and plan to review their materials for disability sensitivity.

***Very Capable, but Controversial Reputation.*** Sister Namibia's reputation for being a very competent and capable organization has been somewhat tarnished by controversy over their advocacy related to human rights protections based on sexual orientation.

***Interest and Plans for Election Monitoring.*** Using their network of community facilitators and linking with other groups such as LAC's outreach paralegals, Sister Namibia is interested and making preliminary plans to conduct some election monitoring for the November elections.

## IV. Workshop Evaluation and Results

### A. Workshop Evaluation

A total of 20 participants attended part or the entire one-day Gender mainstreaming and disability sensitization workshop on April 28, 2004. A copy of the agenda is attached as Annex 2 and a list of workshop participants, donors and those invited is attached as

---

<sup>11</sup> Although not actually a member of the Secondary Consortium, Sister Namibia is included here as an important player in CVE activities (with extensive gender experience) and a potential partner for ESC and Secondary Consortium activities.



Annex 3. Based on the evaluations from the workshop, participants liked the group activities, presentations, discussions, networking and food. Three of them wished for more time, others for more partners present and more (gender/disability sensitivity) workshops done locally. They found the presentations, information, networking, feedback session, action form and the facilitators most helpful.

## B. Action Plans

During the afternoon session, the participants broke into three working groups and prepared action plans on the following: communication, formal outreach and materials, and informal outreach. The **communication** action plan goal was to immediately establish effective and timely communication between the ESC and external partners (including “strategic partners” that are not formally part of the ESC). This basically follows the recommendations of the Pitkanen assessment and would involve a designated person full-time between now and the election in November working with the point person from each organization. The **formal outreach and materials** action plan focused on getting television, radio and newspaper materials reviewed for gender and disability sensitivity by July 1, 2004. The approach would entail the ESC partners, as well as relevant NGOs (such as disability groups and Sister Namibia) participating in the review. Additionally, one suggestion envisaged a silent subtitled and signed television spot to sensitize viewers to the situation of the deaf. The **informal outreach** action plan concentrated on informal synergies between different partners’ activities such as the NSDA’s, LAC’s and Sister Namibia’s grassroots activities spread throughout the country. They also suggested creating a “who’s who” in voter education to assist coordination of activities within and outside the ESC, and improving M&E activities to share lessons learned and improve outreach. A summary of the action plans is attached as Annex 4.

## C. Synergies

At nearly every meeting with the partners, including the 28 April workshop, the consultants observed and stressed the need for Consortium partners to establish more linkages between and among their programs and target audiences. Groups were encouraged to identify ways to augment their own resources and areas of expertise by linking up with complementary organizations. By the close of the workshop, the consultants were made aware of several specific examples of Consortium partners already taking steps to establish such links. These include:

- The **ECN**, on 29 April, convened a meeting of its regional election officers, and invited Ms. Juliet Mupuna of the Ministry of Land Resettlement and Rehabilitation (**MLRR**) to provide training on disability access issues.
- **Sister Namibia** on 5-7 May convened a training program for 60 women leaders from across Namibia, and invited Ms. Ncube of the **NADAWO** to discuss the rights of women with disabilities.

- **Sister Namibia**, through participation in the workshop, realizes that its promotional materials are not inclusive of women with **disabilities**, and will take concrete steps to ensure the positive representation of women with disabilities in their work.
- The **ECN** has expressed a strong interest in incorporating a “**tactile ballot guide**” in the election process, to ensure that citizens who are visually impaired (including those who cannot read Braille) can vote in secret and independently. The ECN is discussing this issue openly with disability organizations. If this technique is introduced for the November 2004 elections, the Consortium will need to develop appropriate voter education materials to ensure that voters who are visually impaired are aware of this opportunity and acquainted with the use of the ballot guide.
- **Sister Namibia** and the **Namibian Federation of Persons with Disabilities** are interested in working in cooperation to field domestic election observers.
- The **ECN** will provide training to presiding officers of polling stations on disability, and instruct them to keep a tally of the number of **voters with disabilities** who cast their ballots on Election Day.
- **Sister Namibia** will offer assistance to the **ECN** in the development of gender sensitive voter information materials.
- The **ECN**, the **MLRR**, the **Disability Advisor to the OPM**, and several grassroots disability organizations have established a **Committee on Disability and the Electoral Process**. In addition to the tactile ballot guide, the Committee will look at issues of voter registration, training workshop for voters with disabilities, workshops for poll workers, and domestic election observation by citizens with disabilities.

## V. Recommendations: Overall Strategies

### A. Coordination and Accountability

The primary ESC partners – the ECN, the NID, and the LAC, currently carry out their CVE work with little or no coordination or information sharing. In fact, the Consortium has met formally only one time over the previous several months. To remedy this, the partners need to commit to regular meetings, mutually developed meeting agendas, and the sharing of information, materials, timeframes for activities, and work plans.

The ESC partners also need to coordinate their own, as well as combined efforts to mainstream gender and disability dimensions in their work. Some progress was made in this regard during the 28 April Workshop. Representatives of Consortium partners (ECN, NID, and LAC) and Secondary Consortium partners (NCRN, NSDA, and SCVI)

developed a work plan for a communications strategy. This important blueprint is a starting point. Consortium partners, at their very next meeting, need to review this communications strategy, and revise and enrich it as necessary, in order that all Consortium partners have a common understanding of their mutual roles and responsibilities.

The communications action plan, discussed later in this document, envisions a contact point at each Consortium organizations, with a single “communications officer” for coordination and the timely sharing of information. If the political will exists, this “communications officer” should be placed at the ECN.

## **B. Broader Outreach**

### **1. Mobility and Access**

Mobile vans for voter registration, education and voting could help address the challenge of people who have trouble with mobility. There should be a broader use of mobile procedures to target the registration phase of elections. The ECN can show a specially produced video to more isolated communities across Namibia where disabled people cluster, including deaf clubs, centers which serve disabled adults, and other venues identified in consultation with organizations of and for disabled citizens. To conserve resources, these events should be advertised as open to the general public.

Reaching these voters presents clear but not impossible challenges. The ESC should develop and implement strategies to reach these voters with information and voting access that might include:

- Providing networks of caregivers (through Catholic AIDS Action) with voter education materials in print and audio format and with scheduling information for NCRN radio broadcasts that addresses civic and voter education;
- Expanding the use of the ECN mobile units for voter registration, CVE materials, and voting;
- Using voter education to encourage people to provide transportation to homebound voters; and
- Including messages in voter education to encourage family members to provide temporary relief to caregivers, so they have an opportunity to register and vote. Namibia’s two-day period for national elections makes this a very feasible option.

### **2. Distribution of Audiotapes, Video and Print Materials**

Audiotapes of voter education should be used on the radio – a primary source of information for most Namibians – and for dissemination to visually impaired citizens through disability groups, service centers, and religious organizations that serve the blind. It is also possible, as well as desirable to extend the dissemination of video and print materials to reach citizens who are deaf in rural and remote areas. The consultants understand that the Namibian Federation of the Deaf is aware of, and has the means to contact, 'deaf clubs' in numerous cities, towns, and villages throughout Namibia. Both the ECN and the NID should contact the Namibian Federation of the Deaf (directly or through the Consortium partner the SCVI) to ask if the NFD has the capacity to assist in the dissemination of print and video materials to and through the “deaf clubs,” to encourage members to register and vote.

### **3. Youth: 'Special' Segregated Schools for Children with Disabilities**

School-aged children with disabilities in Namibia rarely attend 'regular' schools, and the special schools serve a minority of school children with disabilities. According to a discussion with schoolteachers and disability advocates, there is little or no interaction between students at these special schools and students attending 'regular' schools. Additionally, students with disabilities do not receive civic education that informs them of their unique rights as people with disabilities, which includes the right to be free from discrimination.

Civic and voter education activities that target disaffected youth should be inclusive of those who attend special schools for children with disabilities. Many of the Consortium partners have activities that target youth. Some partners have already indicated a willingness to be inclusive of people with disabilities. For example, the NSDA has indicated that it will invite teachers from at least one of the schools (the school for the visually impaired) to participate in a May 6-7 training program for teachers that supervise school debating clubs. Other activities could include: visits to the special schools by representatives of the ECN and Namibian disability groups to discuss voting and disability rights (The ECN does include regular schools in its voter education outreach efforts); and making video and audiotapes of CVE materials available to the schools.

## **C. Tactile Ballot Guide**

The use of a tactile ballot guide will allow visually impaired citizens, including those who do read Braille, to vote in secret. If this technique is adopted, the ECN could work with visually impaired groups (including the Federation for the Visually Impaired, SCVI, etc.) to produce the guides and to develop and disseminate CVE materials on how to use the guides. The ECN will also need to inform the political parties, and to train the poll workers on the rules for tactile ballot guide use.

## **D. Mainstreaming of Civic and Voter Education Materials**

### **1. Inclusive Message and Format**

CVE materials developed by the ECN and NID in the months leading up to the elections should include positive images of citizens with disabilities; should reflect an equitable gender balance; should include images of ethnic minorities (San, Himba, etc.); and should include images of disaffected youth. In each instance, representatives of these marginalized groups should be consulted in the design of CVE materials, to ensure their authenticity. Without consultation, there is a tendency to reflect stereotypical reviews of these constituencies. To put forth a more positive message, the consultants recommend that the ECN and/or the NID launch a campaign in which authentic representatives of marginalized communities appear on a television spot to state a positive, simple, voter education message, such as: "I am Namibian, and I vote." The spot could use subtitles when language minorities speak, and sign language to be inclusive of voters who are deaf.

### **2. Use of Relevant Languages, Including Braille**

To the greatest extent possible, materials should be developed, and outreach activities should be planned, using the appropriate language of the various communities (e.g., outreach to commercial farms should be done both in the language of the farmers and that of the farm workers). Although only a minority of the visually impaired read Braille, Braille materials can be used to train visually impaired trainers in the content of the CVE materials.

### **3. Sign Language**

Hearing-impaired citizens with access to television benefit greatly from the sign language that is provided on news programs of the NBC. Civic and voter education materials prepared for television audiences by ECN and NID should follow this example by including sign language interpretation.

## **E. In Service Training**

### **1. Workshops on Gender/Disability/AIDS/Other Marginalized**

There is a need to make the Consortium partners more aware of how to reach a broader range of people (including AIDS-affected, those with disabilities, and other marginalized people), to encourage greater voter registration and electoral participation. The SCVI, in cooperation with other disability organizations, should conduct a training program with the other partner organizations – ECN, NID, LAC, NCRN, etc. – to share information about how to contact disability organizations and people with disabilities throughout Namibia's 13 regions.

## **2. Resources**

A contact list of disabilities experts and organizations in Namibia and a list of websites of international resources on gender mainstreaming and disability sensitization are attached as Annex 5.

## **F. Monitoring and Evaluation with Disaggregated Data**

### **1. Election Monitoring: Gender and Disability**

Civic and voter education can target information to marginalized groups. It can also serve to educate the public about the rights of marginalized groups. Additionally, civic and voter education is not only received by marginalized people, it can also be imparted through direct action and participation of marginalized groups.

People who are historically marginalized from society can play a direct role in strengthening the electoral process through domestic election observation activities. Through these activities, they also demonstrate their participation as full citizens to the general public.

Sister Namibia has already indicated that it intends to field Election Day observers. It is possible that this effort could be integrated with separate efforts by the LAC and the Non-Governmental Organizations Forum (NANGOF), which have been in contact with the Electoral Institute of Southern Africa (EISA) to solicit support for domestic monitoring. Sister Namibia has also indicated a willingness to work with the National Federation of Persons with Disabilities to undertake a combined monitoring effort.

In this regard, the National Federation has estimated that it has the capacity to organize 50 to 100 people with disabilities to serve as Election Day monitors.

These organizations would require support for planning, training, and logistical support, and the individual observers would require training, and a modest Election Day stipend for food and transportation.

Following the election, these organizations should issue reports to the media and the ECN, and would meet with the ECN to review lessons learned on the rates and manner in which men, women, people with disabilities, and others participate in the elections.

### **2. Exit Polling**

An important tool in targeting voter education efforts after the 2004 national elections is a greater understanding of the rates of participation of men, women, people with

disabilities, urban youth, HIV/AIDS affected individuals, ethnic or language minorities, and other marginalized groups.

Through exit polling at carefully chosen locations, it would be possible to obtain this information as a function of Election Day monitoring. A protocol could be developed by the IPPR in consultation with specialists in gender, disability and other areas, and carried out by a relatively small core of election monitors.

This information would be a valuable tool for the ECN, the NID, the LAC, and other organizations involved with civic and voter education.

## **VI. Recommendations: Partner-Specific**

**Recommendations for each partner are listed in the appropriate section below.**

### **A. ESC Partners**

#### *Electoral Commission of Namibia (ECN)*

- Fulfill coordination function through regular Advisory Committee meetings and better communication;
- Inform partners early about supplementary registration (expected in September) and partner with disabilities groups and AIDS caregiver networks to get the message to those who have not registered;
- Consult with NGOs on gender/disability sensitization of materials for November;
- Expand mobile registration and voting, if practicable;
- Develop a tactile ballot guide for the visually impaired.

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

- Review all materials for gender and disability sensitivity, including sign language on television advertisements;
- Increase outreach to women and the marginalized through existing and increased radio campaigns;
- Expand geographic reach that includes marginalized groups throughout the country;
- Coordinate media outreach for NCRN radio plays – produce multiple copies of audiotapes for NBC regional services – with distribution through networks of LAC, Sister Namibia, SCVI, NSDA, and ministry disability committee. And coordinate NBC television regional coverage when a play is being performed. If feasible, a video show should be developed for television distribution.

### ***Legal Assistance Centre (LAC)***

- Review training materials for gender sensitivity (use LAC Gender Unit or University of Namibia [UNAM] Gender Training and Research Program);
- Increase outreach, both in number of activities and locations, including approaches for reaching women/disability/marginalized;
- Develop and increase M&E activities internally for outreach workers;
- Distribution of NCRN radio plays on tape and/or video to rural communities.

### ***Institute for Public Policy Research (IPPR)***

- Increase timeliness and usefulness of M&E activities;
- Recruit trained and/or use gender and disability sensitization both for data collection and reporting;
- Develop capacity of other partners (including the Secondary Consortium partners) by working with M&E point person to develop their own system of on-going monitoring.

## **B. Secondary Consortium Partners**

### ***Service Centre for the Visually Impaired (SCVI)***

- Develop a distribution plan for Braille voter information;
- Develop an outreach plan for non-Braille-reading visually impaired;
- Consider expansion of reach to networks of people with other disabilities;
- Distribution of NCRN radio plays (?).

### ***Namibia Community Radio Network (NCRN)***

- Gender and disability sensitivity training for the network;
- Work with LAC to coordinate regional activities;
- Coordinate media outreach for radio plays with NID – with multiple copies of audiotapes for NBC regional services – with distribution through the existing networks of LAC, Sister Namibia, SCVI, NSDA, and the Ministry disability committee.

### ***Namibian Schools Debating Association (NSDA)***

- Provide gender and disability sensitization to network of coaches;
- Check scheduling of activities to ensure it is not in conflict with gender-specific activities;
- Encourage the schools for the visually impaired to develop a debating team;
- Develop CVE topic for debating season;
- Increase the disaggregated statistics collected for the activity to measure gender balance and barriers to success (either young men or women);
- Distribution of NCRN radio plays to debating team.



## Scope of Work

### *Gender Mainstreaming and Disability Sensitization in Civic and Voter Education in Namibia*

#### **I. Background:**

Namibia's local elections are scheduled for May 14, 2004, regional elections for November 2004, and national and presidential elections for late 2004, though may be held as early as September or as late as 2005. President Nujoma, Namibia's first and, thus far, only president is scheduled to step aside. A number of other leaders who, along with Nujoma, guided Namibia through its liberation struggle and nursed it through its early years of independence, are expected to follow his example. The 2004 national elections will, thus, mark a watershed event in Namibia's democratic development.

To encourage voters to participate in the elections and to help voters make informed voting decisions, USAID has entered into a civic and voter education consortium, known as the Electoral Support Consortium (ESC). The ESC includes both funding and implementing partners. In addition to USAID, funding partners include the Governments of the Netherlands and Sweden. Implementing partners include the Electoral Commission of Namibia (the ECN, which coordinates the overall program), the Namibia Institute for Democracy (NID), and the Legal Assistance Centre (LAC).

Early on, the ESC recognized the need for an inclusive approach to civic and voter education and, among other objectives, committed itself specifically to gender mainstreaming and disability desensitization. A workshop with the following goals was held on February 20, 2003:

- Devising a strategy for disability and gender mainstreaming in civic and voter education;
- Conceptualizing civic and voter education messages that are: gender and disability sensitive; responsive to the needs and concerns of people with disabilities; and,
- Focused on the needs of women, people with disabilities and minority groups.

A review of workshop findings is attached.

#### **II. Purpose:**

The purpose of the consultancy is to build the capacity of the ESC (and others identified as relevant) to design and implement activities that will promote the participation of: women; people with disabilities; and, disadvantaged minority groups in upcoming elections.

Apart from the ESC partner organizations, three additional potential beneficiaries to be included in the planned training program are USAID-funded organizations engaged in

hands-on, interactive, community-based civic education activities, e.g. a community-radio-network-linked group and two specific women- and disabilities-oriented bodies, under the coordination of the Namibia Institute for Democracy (NID). It is also envisaged that representatives of organizations involved in the previous gender/disability-related workshop held in 2003 (e.g. Sister Namibia and UNAM Gender Research Unit) will be invited to participate in the training workshop.

### **III. Tasks:**

**A)** Meet with all implementing and funding partners of the ESC (and others identified as relevant) to ascertain expectations and assess current mainstreaming of gender, disability and minority related issues and activities in the CVE Program. Compile a report containing the following:

- Assessment of gender mainstreaming, and disability and minority sensitization, in current ESC activities;
- Recommendations on the development of strategies for incorporating and addressing gender concerns, the needs of persons with disabilities, and the needs of disadvantaged minorities in all activities;
- Recommendations for partner-specific guidelines for the integration of gender, disability and minority issues into future programming.

**B)** Based on the report, conduct a “how to” training workshop with all ESC partners (and others identified as relevant) on ensuring gender mainstreaming, and disability and minority sensitization in program preparation, implementation, monitoring and evaluation.

**C)** After the workshop, conduct meetings with Non-Governmental Organizations (NGOs) (including the ESC partners and others identified as relevant) to plan next steps/future activities for the ESC on gender, disability, and minority related civic and voter education programs, and compile an overall plan of action, that includes specific, organization-related components.

A list of NGOs, Ministries and institutions to be consulted is attached.

### **IV. Deliverables:**

**A)** The report described in Task 1 above.

**B)** At least one training workshop, as described in Task 2 above, including, at a minimum, all ESC partners.

**C)** A proposed action plan, as described in Task 3 above.

**D)** A final report that describes progress made and makes recommendations for the ESC to follow up on through the national elections.

## **V. Anticipated Personnel Requirements**

It is anticipated that the consultancy will involve three individuals for a period of three weeks each. The individuals will have past experience in assisting developing countries with civic and voter education campaigns that are sensitive to gender and take into account the special needs of the disabled and other disadvantaged minorities.

## Bibliography

Eide, Arne, Mitchell Loeb, Gert van Rooy and Ben Fuller. 2001. *Living Conditions Among People with Disabilities in Namibia*. SINTEF/UNAM: Oslo.

Gonzo, Webster and Ilse Plattner 2003. *Unemployment in an African Country: A Psychological Perspective*. UNAM: Windhoek.

Government of the Republic of Namibia (GRN), Law reform

2003 Combating of Domestic Violence Act (No 4. of 2003).

2000 Combating of Rape Act (No. 8 of 2000).

1996 Married Persons Equality Act (No. 1 of 1996).

1990 The Constitution of the Republic of Namibia.

Government of Namibia, Central Statistics Office (CSO) 1996. *Living Conditions in Namibia*. CSO (GRN): Windhoek.

Government of Namibia, Ministry of Lands, Resettlement and Rehabilitation, 1997, *National Plan on Disability*

Ipinge, Eunice and Martha Mwandangi. 2001. *The Status of Women in Politics and Decision-making in SADC Countries: Namibia*. GTRP/UNAM: Windhoek.

Ipinge, Eunice, F.A. Phiri and A.F. Njabili. 2000. *The National Gender Study: Volume I & Volume II*. ISS/UNAM: Windhoek.

Keulder, Christiaan. 2002. *Gender and Political Participation*. IPPR: Windhoek.

LeBeau, Debie. 2001. "The Changing Status of Women in Namibia and its Impact on Violence against Women". In: *Contemporary Namibia: The first Landmarks of a Post-apartheid Society*, Ingolf Diener and Olivier Graefe (eds), Gamsberg Macmillan: Windhoek.

LeBeau, Debie. 1992. Phase I of Educationally Marginalised Children's Project: Baseline Desk Study. NISER: Windhoek.

LeBeau, Debie. 2004b. *Structural Conditions for the Progression of the HIV/AIDS Pandemic in Namibia*. Pollination Publishers/UNAM: Windhoek.

LeBeau, Debie. 2004a. *Towards the Elimination of the Worst forms of Child Labour in Namibia*. Pollination Publishers/UNAM: Windhoek.

- LeBeau, Debie and Pempelani Mufune. 2001. "The Influence of Poverty on the Epidemiology of HIV/AIDS and its Subsequent Reinforcement of Poverty among Economically Marginalised Families in Northern Namibia".
- Lund, B. 1995. *Educationally Marginalised Children: A Desk Study*. NIED: Windhoek.
- Ministry of Basic Education Sport and Culture (MBESC). 2000. *National Policy Options for Educationally Marginalised Children*. MBESC: Windhoek.
- Ministry of Health and Social Services (MoHSS). 2003. *Report of the 2002 National HIV Sentinel Survey*. MoHSS: Windhoek.
- Namibian Women's Manifesto Network. 2003. "50-50: Women and men in Local Government – Get the Balance Right!". Pamphlet. Sister Namibia: Windhoek.
- National Planning Commission (NPC). 2003. *2001 Population and Housing Census*. Central Bureau of Statistics: Windhoek.
- Pitkanen, Paavo 2004. "Joint Civic and Voter Education and Voter Registration Programme in Namibia". Windhoek: ESC.
- nd. "Report of the Gender Mainstreaming and Disability Sensitisation for Civic and Voter Education Workshop". Windhoek: USAID.
- Thiel, Hermann. 2003a. Man for War: Women for Children. Popular Perceptions on Female Representation and Public Policy. IPPR briefing paper No. 16. IPPR: Windhoek.
- Thiel, Hermann. 2003b. Elections, the Electoral System and a Gender Quota: Views of Namibians. IPPR briefing paper No. 17. IPPR: Windhoek.
- United Nations Development Programme (UNDP). 2001. *Namibian Human Development Report 2000/2001*. UNDP: Windhoek.
- von Wietersheim, E. 2003. *Educationally Marginalised Children in Namibia: An Inventory of Programmes, Interventions and Data*. UNICEF/MBESC: Windhoek.
- Women's Campaign International (WCI). 2003. "Women's Campaign International Assessment Report Namibia, 2003". WCI: Washington.

## **Selected Websites of International Resources on Gender Issues and Gender Mainstreaming**

Bridge Institute of Development Studies: [www.ids.ac.uk/bridge/](http://www.ids.ac.uk/bridge/)

Equality Now [www.equalitynow.org](http://www.equalitynow.org)

Gender at Work <http://www.genderatwork.org/index.html>

InterAction Gender Equality and Diversity Page: [www.interaction.org/caw/](http://www.interaction.org/caw/)

International Women's Media Foundation: [www.iwmf.org](http://www.iwmf.org)

International Center for Research on Women: [www.icrw.org](http://www.icrw.org)

International Women's Democracy Center: [www.iwdc.org](http://www.iwdc.org)

International Women's Tribune Center: [www.iwtc.org](http://www.iwtc.org)

Siyanda: Mainstreaming Gender Equality: [www.siyanda.org](http://www.siyanda.org)

UNDP Gender Mainstreaming: [www.undp.org/gender/](http://www.undp.org/gender/)

UNIFEM: [www.unifem.org/](http://www.unifem.org/)

Women for Women International [www.womenforwomen.org](http://www.womenforwomen.org)

Women in National Parliaments <http://www.ipu.org/wmn-e/classif.htm>

Women, Ink [www.womenink.org](http://www.womenink.org)

Women Waging Peace: [www.womenwagingpeace.net](http://www.womenwagingpeace.net)

Women's Edge [www.womensedge.org](http://www.womensedge.org)

Women's Human Rights Net: [www.whrnet.org](http://www.whrnet.org)

Women's Human Rights Resources from the University of Toronto  
<http://www.law-lib.utoronto.ca/Diana/mainpage.htm>

World Bank GenderNet: [www.worldbank.org/gender/](http://www.worldbank.org/gender/)

## Selected Africa Websites on Gender

Women's Net, South Africa: [www.womensnet.org.za](http://www.womensnet.org.za)

### Gender and Women Study Units in Africa

#### South Africa:

University of Cape Town, African Gender Institute  
<http://www.uct.ac.za/org/agi/>

University of Durban-Westville, Honours/MA in Gender Politics  
<http://www.nrf.ac.za/wir/udw.htm>

University of Natal, Centre for Gender Studies  
<http://unpsun3.cc.unp.ac.za/UNPDepartments/politics/gender/gender.htm>

University of Pretoria, Centre for Gender Studies  
<http://www.up.ac.za/academic/gender/>

University of South Africa (Unisa), Institute for Gender Studies  
<http://www.unisa.ac.za/dept/gen/>

University of Stellenbosch, Dept of Sociology  
<http://www.sun.ac.za/sociology/PPMPhilGS.htm>

University of Transkei, BA Honours Gender Studies programme  
<http://www.nrf.ac.za/wir/unitra.htm>

University of Venda, Centre for Gender Studies  
<http://www.nrf.ac.za/wir/venda.htm>

University of the Western Cape, Women's and Gender Studies Programme  
<http://www.uwc.ac.za/arts/gender/>

**Sudan:** Ahfad University for Women, Women's Studies Unit  
<http://www.ahfad.org/specialunits/WSU/>

**Uganda:** Makerere University, Department of Women and Gender Studies  
<http://www.makerere.ac.ug/womenstudies>

**Namibia:** University of Namibia: <http://www.unam.na>

## **Selected Websites of International Resources on Disability Issues**

- Disability and Electoral Access: [www.electionaccess.org](http://www.electionaccess.org)
- UN Focal Point on Disability: [www.un.org/esa/socdev/enable](http://www.un.org/esa/socdev/enable)
- UN Disability Statistics: <http://unstats.un.org/unsd/disability/>
- ILO Disability Program:  
[www.ilo.org/public/english/employment/skills/disability/iloprogram.htm](http://www.ilo.org/public/english/employment/skills/disability/iloprogram.htm)
- UNESCO and Inclusive Education: <http://portal.unesco.org>
- WHO Focal Point on Disability and Rehabilitation:  
[www.who.int/health\\_topics/disabilities/en](http://www.who.int/health_topics/disabilities/en)
- FAO Database on Rural Disability Issues: [www.fao.org/sd/ppdirect/rurald](http://www.fao.org/sd/ppdirect/rurald)
- International Disability Alliance (IDA) members:
- World Blind Union (WBU): <http://www.worldblindunion.org/>
- Disabled Peoples' International (DPI): <http://www.dpi.org/>
- Inclusion International (II): <http://www.inclusion-international.org/>
- World Federation of the Deaf (WFD): <http://www.wfdnews.org/>
- World Federation of the Deaf and Blind (WFDB): <http://www.wfdb.org/>
- World Network of Users and Survivors of Psychiatry (WNUSP): <http://www.wnusp.org/>



***GENDER MAINSTREAMING AND  
DISABILITY SENSITIZATION  
IN CIVIC AND VOTER EDUCATION IN NAMIBIA***

*USAID Board Room, 28 April 2004*

**AGENDA**

- 0830 – 0900** Opening Remarks, Ms. Monica Koep, USAID  
Introductory Activity, Ground Rules and Housekeeping
- 0900 – 0930** Gender Mainstreaming, Ms. Susan Somach
- 0930 – 1000** Disability Sensitization, Mr. Jerome Mindes
- 1000 – 1030** Other Marginalized Groups, Dr. Debie LeBeau
- 1030 – 1045** Coffee/Tea Break
- 1045 – 1145** Review of Last Year's Workshop Results  
Election Activity
- 1145 – 1300** Feedback from Recent Meetings  
Discussion
- 1300 – 1400** Lunch (provided)
- 1400 – 1500** Action Planning Part I: Group work
- 1500 – 1515** Coffee/Tea Break
- 1515 – 1600** Action Planning Part II: Group Presentations
- 1600 – 1630** Wrap Up  
Closing Remarks

Presenters:

- Ms. Susan Somach, [somach@mindspring.com](mailto:somach@mindspring.com), *Gender and Development Consultant · Atlanta, Georgia.*
- Mr. Jerome Mindes, [jmindes@ifes.org](mailto:jmindes@ifes.org), *Senior Advisor for Human Rights · International Foundation for Election Systems · Washington, DC.*
- Dr. Debie LeBeau, [lebeau@mweb.com.na](mailto:lebeau@mweb.com.na), *Senior Researcher Gender Training & Research Programme (GTRP) · UNAM*

## Participants, Donors and Invitee List

IV. Name	Organization
Ms. W. Enssle	Electoral Commission of Namibia
Ms. H. Nakakuwa	Electoral Commission of Namibia
Mr. T. Tjombumbi	Disability Advisory Unit – OPM
Mr. J. Nakuta	Legal Assistance Centre
Mrs. T. Narimas	Legal Assistance Centre
Ms. D. Cupido	Legal Assistance Centre: AIDS Law Unit
Mr. T. Keulder	Namibia Institute for Democracy
Ms. D. Weissnar	Namibia Institute for Democracy
Ms. L. Frank	Sister Namibia
Ms. E. !Khaxas	Namibian Centre for Women's Leadership
Mr. M. Kavihuha	Namibian Schools Debating Association
Mr. K. Linno	Service Centre for the Visually Impaired
Mr. S. Haufiku	National Federation of the Visually Impaired
Ms. Mupurua	Division of Rehabilitation – MLRR
Mr. C. Keulder	Institute for Public Policy Research
Mr. G. Mutendere	National Federation of Persons with Disabilities in Namibia
Ms. A. Ncube	Namibian Association of Differently Abled Women
Mr. M. Haikali	Namibia Community Radio Network
Ms. Lucy Steintz	Foundation for Health Initiatives
Mr. A. Mwakembe	Namibian Men for Change
<b>Funding Partners</b>	
Mrs. M. Koep	United States Agency for International Development
Mr. W. Aalmans	Royal Netherlands Embassy
Mr. R. Wiersma	Royal Netherlands Embassy
Ms. C. Ezzell	Embassy of Sweden
<b>Apologies</b>	
Mr. A. Elago	Electoral Commission of Namibia
Mr. T. Mujoro	Electoral Commission of Namibia
Mr. P. Kanime	Electoral Commission of Namibia
Mrs. A. Koll	Electoral Commission of Namibia
Mr. C. Daniels	Legal Assistance Centre
Ms. M. Kangone	Legal Assistance Centre
Ms. D. Hubbard	Legal Assistance Centre: Gender Law Unit
Ms. M. Clayton	Legal Assistance Centre: AIDS Law Unit
Ms. Mwarania	Namibia Community Radio Network/ MISA
Ms. Kekhani	Namibian Schools Debating Association
Ms. Hess	Namibian Schools Debating Association
Father R. Bauer	Catholic AIDS Action
Ms. V. DeKlerk	Women's Action Development
Mr. M. Conteh	Gender Training & Research Program, University of Namibia
<b>Consultants</b>	
Dr. Debie LeBeau	GTRP/UNAM
Mr. Jerry Mindes	Human Rights Advisor, International Foundation for Election Systems
Ms. Susan Somach	Gender and Development Consultant

## ***Action Plans from 4/28/2004 Workshop***

### **Communication**

Goal: To establish effective and timely communication between the ESC and external partners (including other “strategic partners”)

Time: ASAP

Additional Resources: 1 person, computer, stationary, etc.

Assumptions:

- Money will be available
- All external partners share the vision
- New work channels available (???)
- Each partner designates a contact person

Intermediate Steps:

#### **Internal**

1. ESC communication officer – Full-time until election – to interact with the liaison officer of each partner (establish liaison officer)
2. Reactivation of Advisory Committee
3. Monthly meetings
4. Timely sharing of events
5. Joint evaluation and assessment of materials and strategies

#### **External**

6. Quarterly meeting between ESC and external partners
7. Conduct media briefings by ESC
8. Transcription of all training manuals into Braille (for visually impaired external partners)

### **Formal Outreach and Materials**

Goal: To develop materials that target people traditionally not targeted by CVE (including those who have difficulties with access)

Time: July 1, 2004 (in time roll-out for national elections)

Assumptions: money, skills base, commitment by partners

Intermediate Steps:

1. Radio – in addition to 30-second spots, use radio drama for those without access to written translation. Include advocates from disability committees in developing message and materials.
2. Distribute through advocacy groups – Federation of People with Disabilities, Federation of the Visually Impaired, Sister Namibia, etc.
3. Translate materials into a variety of languages, including Braille and use of sign language for TV mats
4. Idea of deaf sensitization ad: develop a silent TV ad with subtitles and sign language
5. Develop targeted messages through a consultative process

6. Idea of using HIV education model with CVE messages attached to widely used products
7. Idea of working with Namibian Chamber of Commerce to get groups of companies to distribute CVE posters, pamphlets, etc. in the workplace and canteens.

### **Informal Outreach**

Communication among groups, informal coordination

NSDA – directly targeting youth in school and out-of-school youth through centres

- videotape debates on political issues
- train youth debaters to be inclusive
- audio and videotape editing and duplication
- distribute audio and video tapes to resource centers

LAC – not sure if their TOT is finished or if there is time for input and at what level

Women's Manifesto Network – 5<sup>th</sup> year of 50/50 campaign, now moving to 50/50plus (gender policies)

- need to be disability sensitive
- need new slogan in regions (not the zebra)
- first past the post system discriminates against women and minorities... need a regional election strategy
- WCI training for women candidates, need to add disability sensitization and include women candidates
- NGOs revising of the Women's Manifesto and developing CEDAW Shadow Report and Beijing +10 report
- TOTs on 5-7 May and in August, will include disability groups

Develop a "Who's Who in Voter Education"

Monitoring and Evaluation needs to be ongoing

- e.g., form for teachers who use debate mats to see what students get from it

## Disability Experts/Organizations in Namibia

Name	Organization	Phone	Fax	Email
Mr. S. Haufiku	National Federation of the Visually Impaired	220 835	213 428	<a href="mailto:nfvi@iway.com.na">nfvi@iway.com.na</a>
Mr. G. Mutendere	National Federation of Persons with Disabilities in Namibia	225 717	225 717	<a href="mailto:nfpdn@mweb.com.na">nfpdn@mweb.com.na</a>
Ms. A. Ncube	Namibian Association of Differently Abled Women	213 556	225 717	<a href="mailto:alencube@yahoo.com">alencube@yahoo.com</a> & <a href="mailto:jabuncub@iway.na">jabuncub@iway.na</a>
Mr. K. Linno	Service Centre for the Visually Impaired	22 0835	231 428	<a href="mailto:nfvi@iway.com.na">nfvi@iway.com.na</a>
Ms. Mupurua	Division of Rehabilitation – MLRR	257 104	257 104	<a href="mailto:ghmupurua@mweb.com.na">ghmupurua@mweb.com.na</a>
Mr. T. Tjombumbi	Disability Advisory Unit – OPM	287 2062	248 395	<a href="mailto:ttjombumbi@opm.gov.na">ttjombumbi@opm.gov.na</a>
Mr. N. Munamava	Namibian Association of People with Physical Disabilities	225 717	225 717	<a href="mailto:nappnamibia@yahoo.com">nappnamibia@yahoo.com</a>
Ms. M. Hendjala	Namibian Association of People with Physical Disabilities	290 2557	290 2006	<a href="mailto:nappnamibia@yahoo.com">nappnamibia@yahoo.com</a>
Mr. M. Tjivera/Erica	Namibia National Assoc. for the Deaf	244 811	244 811	<a href="mailto:nnad@iway.com.na">nnad@iway.com.na</a>
Mr. P. Mbwale	Namibia National Assoc. for the Deaf	244 811	244 811	<a href="mailto:nnad@iway.com.na">nnad@iway.com.na</a>
Mr. N. M. deVoss	Ehafo Trust	237 500	234 972	
Ms. H. Edelbauer	Onyose Trust	213 358	212 383	<a href="mailto:onyosetrust@mweb.com">onyosetrust@mweb.com</a>
Ms. G. Kaura	Onyose Trust	244 850	212 383	<a href="mailto:onyosetrust@mweb.com">onyosetrust@mweb.com</a>
Ms. T. Smit	Cheshire Homes	240 943 228 403	240 944	<a href="mailto:cheshire@africaonlin.com.na">cheshire@africaonlin.com.na</a>
Ms. Beinhauer	ClaSH Association for Children with Speech & Hearing Impairment	232 704	232 704	
Ms. O. Otto	ClaSH Association for Children with Speech & Hearing Impairment	232 704	232 704	
Mr. J. Ndinomupya	Albino Trust	287 2015	287 2046	
Ms. P. Dillmann	Special Needs Network	224 562	228 255	<a href="mailto:petaut@africaonline.com.na">petaut@africaonline.com.na</a>
Mr. Kahikwata	Directorate for Special Education	293 3111	293 3924	
Dr. Nambira	National Institute for Special Education	212 659	212 659	(Hearing)
Ms. Fransman	National Institute for Special Education	217 970	217 970	(Visual)
Mrs. Shakujungua	Eluwa Special School	065- 230-017	065- 230- 475	
Mrs. Andjamba	Klein Aub Special School	062- 539-036	062- 539- 036	
Mr. Eiseb	Pioneer Boys' School	237 848	237 848	
Mrs. Gaoses	Eros Girls School	223 393	223 393	
Mr. Shaanika	Omusati Tailoring & Carpentry Project	Outaapi		
Mrs. Nekundi	Elcin Rehabilitation Centre	065- 23191		