MID-TERM REVIEW

The multi-sectoral implementation of the National Gender-Based Violence Plan of Action, 2012 – 2016

REVIEW PERIOD: 2012 – MAY 2014

Prepared by:
Rose Gawaya
Gender-Based Violence Advisor
Ministry of Gender Equality and Child Welfare
Namibia

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EXECUTIVE SUMMARY

The report presents findings of the midterm review of the implementation of the National Gender-based Violence Plan of Action on Gender-Based Violence, 2012 – 2016. The National Gender-based Violence Conference in 2007 formed the basis for the development of the National Gender-based Violence Plan of Action on Gender-Based Violence, 2012 – 2016. The methodology was informed by major international frameworks in addressing gender-based violence, HIV and AIDS from USAID, WHO and UNAIDS.

Findings indicated; changing trends in the nature of gender-based violence cases and the age groups of perpetrators, victims and survivors. In 2010, most cases consisted of baby dumping. In 2014, there were increased cases of intimate partner violence. Women were the majority of victims of physical violence compared to men. In the age group of 25-39 years, more women than men were victims and survivors of physical violence. Girls under 14 years were victims of sexual violence, whereas there were no reported cases for boys in the same age group. Girls and women in the age group of 15-19 and 25-39 years were victims of sexual violence more than any age group. Women in the age groups of 25-39 years suffered economic violence more than men. There was only one reported case of psychological violence and it is not possible to draw any comparisons. There were perceptions that most cases of SGBV occur among young people. There seems to be a high demand for GBV services, whereas the provision of services is low.

Some progress has been made. At a strategic level, the President of the Republic of Namibia, His Excellency, Hifikepunye Pohamba took leadership to condemn gender based violence and called for a National Day of Prayer. A few stakeholders aligned their GBV strategies and action plans to the National Gender-based Violence Plan of Action 2012-2016. A Zero GBV Tolerance campaign was implemented by MGECW nationally. There were a number of awareness-raising campaigns that were initiated to prevent gender-based violence. Prevention programmes were available in some schools but discontinued due to a lack of funding. It was not possible to establish any institution that has a domestic violence workplace policy or programme.

There were a number of challenges; weak coordination, sustainability, lack of conceptual understanding of GBV, misconceptions about the role of the Ministry of Gender Equality and Child Welfare in the implementation of the National Gender-based Violence Plan of Action 2012 – 2016, over reliance on donor funding which made interventions unsustainable, and a lack of standard tools and guidelines for case management and data collection by implementing agencies and partners.

The report is divided into seven sections:

(1) Introduction, which highlights the purpose and methodology.
(2) Context, which highlights the legal and policy framework, trends on gender based violence, National GBV Conference, 2007 and progress made.
(3) Status of implementation, which highlights progress made by multiple stakeholders in the implementation of the National Plan of Action on Gender-based Violence 2012-2016.
(4) Overarching issues; i.e. issues that impact all four pillars of prevention, responses to gender-based violence, data collection and research, monitoring and coordination.
(5) Good practices.
(6) Challenges and gaps in addressing gender-based violence.
(7) Recommendations.

ACRONYMS

AIDS  Acquired Immune Deficiency Syndrome
CEDAW  Convention on the Elimination of All Forms of Discrimination against Women
CSO  Civil Society Organisations
CRC  Convention on the Rights of the Child
ELCIN  Evangelical Lutheran Church in Namibia
GBV  Gender-based violence
HIV  Human Immune Deficiency Virus
LAC  Legal Assistance Centre
LLCL  LifeLine/ChildLine
MAAV  Men’s Action Against Violence
MGECW  Ministry of Gender Equality and Child Welfare
MoHSS  Ministry of Health and Social Services
MSS  Ministry of Safety and Security
NamRights  Namibian Human Rights Activists
NAMPOL  Namibian Police
NPoAoGBV  National Plan of Action on Gender-Based Violence
NGPTF  National Gender Permanent Task Force
NGOs  Non-Government Organizations
NGP  National Gender Policy
O/M/As  Offices/Ministries/Agencies
PEP  Post-Exposure Prophylaxis
RGPTF  Regional Gender Permanent Task Force
SADC  Southern African Development Community
UN  United Nations
UNICEF  United Nations Children’s Fund
UNFPA  United Nations Population Fund
WAD  Women’s Action for Development
WACPU  Women and Child Protection Units
WCPU  Women and Child Protection Units
1. INTRODUCTION

This section highlights the purpose of the report and the methodology used.

1.1 Rationale

This section highlights the rationale for the mid-term review. Since the launch of the National Plan of Action on Gender-Based Violence 2012-2016 in 2012, an in-depth analysis of its implementation by multi-sectoral stakeholders had not been conducted.

Specific objectives of the review were to:

• Identify major strategies undertaken to implement the National Plan of Action on Gender-Based Violence 2012-2016.
• Highlight the role of major stakeholders in its implementation.
• Identify areas of good practices in addressing gender-based violence.
• Identify major gaps and challenges experienced in addressing gender-based violence.
• Propose policy recommendations to strengthen the implementation of the National Plan of Action on Gender-Based Violence 2012-2016.

The review was guided by three major questions:

• What are the major activities that have been undertaken since the launch coming into effect of the National Plan of Action on Gender-Based Violence 2012-2016?
• Who are the major stakeholders involved in the implementation of the National Plan of Action on Gender-Based Violence 2012-2016?
• What are the major challenges or barriers encountered in the implementation of the National Plan of Action on Gender-Based Violence 2012-2016?

1.2 Methodology

The methodology was informed by major international frameworks in addressing gender-based violence, HIV and AIDS. The mid-term review utilised the USAID methodology to measure violence against women. The USAID methodology is used to assess the quantity and quality of services provided to victims and survivors of violence against women. It was used to assess the nature and quality of services provided to victims and survivors of gender-based violence. These included legal, counselling, health, social and welfare services.

The UNAIDS Gender Assessment tool was used to collect gender disaggregated information on age, gender, and disability. It examined the linkages between HIV and GBV services. Survey tools were designed to assess the quantity and quality of services provided and the nature of prevention initiatives being undertaken.

Methods for data collection included desk reviews, surveys, in-depth interviews with MGECW staff and multi-sectoral stakeholders providing services to victims and survivors of gender-based violence and checklists. In addition, every activity implemented by MGECW during the mid-term review provided an opportunity to assess the level of implementation of the National Plan of Action on Gender-Based Violence 2012-2016.

Key concepts used in this report are attached as Annex 1.

1.3 Limitations

This section highlights challenges experienced during the midterm review period.

• Due to funding constraints, it was not possible for the MGECW to conduct interviews with beneficiaries of GBV services such as victims, survivors or their families.
• Similarly, GBV perpetrators were not consulted.
• Key informant interviews conducted were limited to Windhoek, leaving out regional experiences.
• Questionnaire responses were slow, leading to delays in the preparation of the report.
2. CONTEXT

This section highlights the legal policy framework for addressing GBV in Namibia and the origin of the National Gender-based Violence Plan of Action 2012-2016.

2.1 Legal and policy framework

The Government of the Republic of Namibia has put in place legal frameworks to combat and work towards the eradication of all forms of Gender-based Violence (GBV). The Namibian Constitution contains several provisions to address GBV; Article 6 reiterates the right to life shall be respected and protected. Article 8(1) states that, ‘The dignity of all persons shall be inviolable’. Article 8(2) (b) states that, ‘No person shall be subject to torture or to cruel, inhuman or degrading treatment or punishment’. Article 10 stipulates that, ‘All persons shall be equal before the law’ and that ‘No persons may be discriminated against on the ground of sex, race, colour, ethnic origin, religion, creed or social or economic status.’

Several pieces of legislation have been enacted to address GBV:

- The Combating of Rape Act 8 of 2000
- The Combating of Domestic Violence Act 4 of 2003
- Combating of Domestic Violence Regulations, 2003
- Children’s Status Act, No. 6 of 2007
- Immoral Practices Amendment Act (Act 7 of 2000)
- Children’s Act, Act 33 of 1960
- Labor Act 11 of 2007 (sexual harassment)

Related laws and policies include:

- Education Act No.16 of 2001
- Labour Act No.11 of 2007
- Maintenance Act
- Marriage Persons Equality Act, 1993
- National Gender Policy 2010-2020
- Namibia’s National Agenda for Children (2012-2016)

1. To be replaced with the Child Care and Protection Bill, which is in advanced stages of enactment.
2. Bans corporal punishment in schools
3. Children under 14 years of age could not work and that those under 16 years could not engage in hazardous work.

2.2 Trends on gender-based violence

This section highlights the nature of gender-based violence cases based on available reports, media reviews, and interviews conducted.

In 2010, MGECW reports indicated that baby dumping were the most recorded cases compared to other forms of gender-based violence such as rape, domestic violence or economic violence.

A media review of newspapers (the Namibian and New Era) was conducted. A press release published on the 31st of July 2012 by the Namibian newspaper reported how human rights activists struggled to combat negative traditional practices. It reported that the Namibian Human Rights activists (NamRights) joined efforts with the Evangelical Lutheran Church in Namibia (ELCIN) against the undue and outdated revival of Olufuko traditional marriage practice, which is common in the Omusati Region. Olufuko is an ancient Ovambo tradition by which girls, often as young as 12 years old, are prepared for womanhood, including marriage and pregnancy as well as caring for their families. The ritual is performed by an elder woman, known as namunganga, and is accompanied by drumming and female dancing.
The nature of GBV cases handled by LLCL in four regions (North Central, South East, Hardap and Khomas) showed the patterns below:

**Figure 1: Number of physical violence cases disaggregated by age and sex in four regions**

![Graph showing number of physical violence cases by age and sex in four regions](image)

- **Boys under the age of 14 reported higher physical violence (16) than girls (10) in the same age group.**
- **Young women aged 15-19 years experienced much higher physical violence (77) compared to young men (44) in the same age group.**
- **Physical violence on boys under the age of 14 years maybe contributed to bullying among them.**
- **There is a wide gap of physical violence reporting between men (37) and women (124) between 25-39 years.**

It was reported that “traditional and political leadership in the Omusati Region and ELCIN were heading for collision course following the Church’s decision to denounce the revival of an old traditional practice”.

In 2012, the police recorded 1397 cases of rape and attempted rape; 945 of the victims (68%) were adult females and 409 (29%) were females under the age of 18 years; 16 adult men and 27 boys under the age of 18 years also reported rapes to the police.

The Namibian newspaper release on 22 October 2013, reported that Namibia had approximately 6000 slaves in the country. It added that Namibia had been ranked number 46 out of 162 countries on the Global Slavery Index released in October 2013, which was compiled by the Walk Free Foundation.

In 2014, there were increasing cases of intimate partner violence that were reported in the media. At least 5 cases of intimate partner violence were reported on a weekly basis at the beginning of 2014. Women were the victims whereas the perpetrators were men. There were increasing cases on child abuse and neglect. These ranged from incest, rape to murder.

Churches indicated that a number of cases occur with co-habitating couples or those in casual relationships. One in two cases consists of pregnant women. There were also high numbers of reported cases of teenage pregnancy.

The Namibian newspaper release on 06th of May 2014 indicated that at least 814 Namibia children (539 girls and 275 boys) were abused, either physically or sexually, over the past 12 months (April 2013-April 2014). In addition, 923 children were neglected or abandoned.

Reported cases from LifeLine/ChildLine (LLCL)’s national counselling centre indicated 1,350 telephone cases LLCL were recorded. These included 31 cases of rape, 110 cases of physical abuse, 62 cases of psychological abuse, 39 cases of domestic violence, 225 cases of relationships and marriage problems, 160 cases within family relationships, 20 cases of bullying, 90 cases of general psychological health cases and 24 cases on suicide.

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* WCPUs _Research_Brief: How to Improve the Services of Woman and Child Protection Units (WCPUs) in Namibia. October 2013
* Internal MGECW reports
* Smit E, the Sun. Churches seek solutions to gender-based violence. Monday 15 April 2013
* Consultation on GBV, Final (Read only), 2014
* Internal LLCL reports, Khomas, Hardap, North Central and North East regions for the period April 2013-February 2014, Unpublished
Figure 2: Number of sexual violence cases disaggregated by age and sex in four regions

Figure 2 shows that girls under the age of 14 were sexually abused, whereas no cases were reported of boys in the same age group. Very few males were sexually violated. Young women aged 15-19 years and women aged 25-39 years experienced more sexual violence compared to other age groups. Of the 92 number of cases reported at the LLCL, 81 of the cases are from females.

Figure 3: Number of economic violence cases disaggregated by age and sex in four regions

Figure 3 shows that based on the economic violence reported cases, women suffer more from economic violence. This can be attributed to the fact that the majority of women are not in employment and depend on men for financial support.

Young women in the age group of 15-19 years (23) experienced economic violence compared to young men (5) in the same age group. The same trend shows in the age group of 25-39 years for women (41) compared to men (7).

Overall, there were 80 reported cases on economic violence, 68 of them were experienced by females compared to males. Cases on psychological violence were almost non-existent, hence an illustration is not included in this section. Only one woman in the age between 25-39 reported psychological violence. This may be attributed to the way information was recorded, rather than a non-existence of psychological violence cases.

Overall, LLCL data above shows that women under the age of 40 suffer from all forms of gender-based violence compared to older age groups. Most of the GBV is experienced in the ages between 25-39, followed by ages between 15 to 19 years and under 14 years.

From the interviews conducted, there were perceptions that most cases of SGBV occur among young people.

During the mid-term review, it was not possible to establish if there was any relationship between reported cases in the media reports and reports from NAMPOL and LLCL.

2.3 The National Gender-based Violence Conference, 2007

The National Gender-based Violence Plan of Action 2012-2016 originates from the National Gender-based Violence that was held in 2007 in Windhoek. The Conference was coordinated by the MGECW. It was officially opened by His Excellency Hifikepunye Pohamba, President of the Republic of Namibia, who was represented by Dr. Kawana, Minister of Presidential Affairs, and closed by the then Prime Minister, Rt. Hon. Nahas Angula.

The Conference put forward major action-oriented recommendations, amongst which was the Zero Tolerance for GBV Campaign that was declared at all levels across the country. Committees were set up to spearhead, monitor and evaluate the Zero Tolerance Campaign at all levels, from the national to the regions, and at the constituency level right into villages.

The conference brought together multiple stakeholders from, Government Offices, Agencies and Ministries (OMAs), Traditional Authorities from all 13 regions, Regional and Local Councils, Churches, CSOs and NGOs, UN agencies, academia, media, school councils, learners and concerned individuals. The major recommendations agreed at the conference are attached to this report as Annexure 2.

As of 2014, there are 14 regions in Namibia.
Major undertakings implemented since the conference are highlighted below. Others are discussed under Section 3 of this report.

2.3.1 Knowledge Attitudes and Practices (KAP) survey

The Ministry of Gender Equality and Child Welfare commissioned a survey on Knowledge Attitudes and Practices (KAP) in Namibia in 2007. The survey covered eight regions of Kunene, Oshangwena, Otjozondjupa, Caprivi, Erongo, Karas, Kavango and Omaheke. From the findings, one-third of all respondents had experienced gender-based violence. The study noted that a certain amount of gender-based violence was tolerated in all the eight regions. This is justified through traditional social norms, with remedies sought through the traditional courts.

The study proposed a number of recommendations to address the underlying causes of gender-based violence. It also noted the need to measure trends of gender-based violence over time.

2.3.2 GBV zero tolerance campaign

A national Zero Tolerance campaign was implemented by MGECW in all regions. The campaign focused on three themes: (a) baby dumping, (b) human trafficking, and (c) passion killings, in response to the common trends on gender-based violence. The messages were disseminated via the media, posters, leaflets and DVDs. A review of the messages showed that the messages were easy to understand by stakeholders. For example, ‘She sees a mistake, he sees life’, was a message depicted on a campaign for baby dumping. So whereas, the mother of the child perceived the baby as a mistake, the baby on the other hand saw life. However, most materials developed used concepts or terminologies that may not be easily understood by ordinary persons; for example, ‘passion killings’, ‘gender-based violence’, and ‘human trafficking’. For example, the messages on human trafficking could focus on work, which is used to hoodwink innocent women and girls into prostitution. Often there are promises for jobs that prompt the movement of women and girls from the rural areas into the urban areas or across borders.

In future it is recommended that issues related to particular themes are depicted in ways that are easily understood by ordinary persons. A reference to the WHO methodology on Violence Against Women and Girls (VAW/G) could be useful. It uses easily understood messages to identify and describe different forms of gender-based violence.

2.3.3 The National Plan of Action of Action on Gender-based Violence 2012-2016

The National Plan of Action on Gender-Based Violence 2012-2016 complements the Gender Plan of Action. The Gender Plan of Action outlines the implementation of the National Gender Policy 2010-2020. The goals of the National Plan of Action on Gender-Based Violence 2012-2016 are to:

- Reduce the incidence of gender-based violence
- Improve responses to gender-based violence

The National Plan of Action on Gender-Based Violence 2012-2016 identifies four major pillars of focus:

- Prevention – This pillar highlights strategic actions to deter the occurrence of GBV, change behaviour, and deter negative traditional norms and practices
- Responses to gender-based violence – This pillar outlines strategic actions to provide information and services to victims and survivors, and to take action against the perpetrators
- Data collection and research – This pillar highlights strategic actions to collect information on the prevalence, extent, magnitude, forms and effects on GBV. In addition, there is a focus on the profile of perpetrators; and documenting areas of good practice, lessons learnt, and challenges experienced. It provides recommendations to strengthen responses to GBV.
- Coordination and monitoring – This pillar highlights strategic actions to strengthen the MGECW’s capacity to coordinate the implementation of the National Plan of Action on Gender-Based Violence 2012-2016. In addition, it aims to strengthen coordination mechanism at all national, regional, district and community levels to address GBV.

18 Ibid
3. STATUS OF IMPLEMENTATION

The section highlights progress made in the implementation of the National GBV Plan of Action 2012-2016. Progress made is aligned to the four pillars identified in the National GBV Plan of Action 2012-2016: prevention, responses to GBV, data collection and research, coordination and monitoring.

The findings are clustered according to the four pillars identified in the National Plan of Action on Gender-Based Violence 2012-2016. Some institutions aligned their strategies and plans to the National Plan of Action on Gender-Based Violence 2012-2016:

3.1 Pillar A: Prevention of gender-based violence

A number of initiatives were identified. In reviewing the progress made in the prevention pillar, several aspects were examined:

3.1.1 National day of prayer

His Excellency, President Hifikepunye Pohamba called for a national day of prayer to combat gender-based violence, which was held on 6 March 2014[19]. The aim was to create awareness on gender-based violence and to call for tougher actions against perpetrators. A minute of silence to honour and remember all victims of gender-based violence who had lost their lives was held[20]. The national day of prayer was attended by politicians, civil servants, religious leaders, students, ordinary men and women, development partners, business leaders, civil society organisations, regional and local council authorities.

His Excellency, President Hifikepunye Pohamba called for the importance of instilling positive values of respect, tolerance and alternative means of conflict resolution within young boys and girls. He noted that schools, religious institutions and workplaces should become venues for promoting mutual respect and for spreading the message that violence is unacceptable. He called for a number of measures to be undertaken to prevent and combat gender-based violence[21]. A summary of the key measures are attached to this report as Annexure 3.

3.1.2 Community mobilisation

There were a number of awareness raising projects and campaigns that were initiated to prevent gender-based violence. These were initiated mainly by civil society organisations and were conducted in the different regions. A number of stakeholders were involved in the production and dissemination of IEC materials. MGECW printed and disseminated posters, leaflets and major strategies in all regions.

It provided leadership for coordinating the 16 days of activism against violence on women and children activities[22], every year. The Ministry of Gender Equality and Child Welfare compiles a plan of activities to take place, and circulates it widely among various stakeholders. A national launch of the 16 days of activism is done by the Minister for Ministry of Gender Equality and Child Welfare. In addition, the Minister of Gender Equality and Child Welfare issues periodical media releases that call upon all stakeholders to condemn and take action against GBV.

MGECW established youth groups in some regions to prevent and respond to GBV in some regions. MGECW (Child Welfare Directorate) conducted awareness raising on GBV and child protection issues as an on-going standing activity[23]. Monitoring of cases was done through community outreach programs on a monthly basis. Monitoring activities involved the police, community leaders and schools.

They conducted awareness raising activities within communities. The challenges experienced in prevention activities include:

- Community apathy towards gender-based violence was raised as a concern by multiple stakeholders. Citizens are not active in campaigns, leaving children to be the dominant participants during the campaigns.
- The impact of interventions is not known. In the absence of periodical national gender-based violence prevalence studies, it is difficult to track trends overtime.
- From the interviews conducted regarding the campaigns, there is little focus on behaviour change, which could mean that the root causes of gender-based violence are not being addressed.
- There is a lack of coordination among stakeholders - churches, CSOs and government departments. Sometimes there is a duplication of activities in the same areas or targeting the same groups.

[19] The Namibian Newspaper. 7 March 2014
[22] The plan of activities is based upon submissions received from multiple stakeholders. It also includes activities initiated by MGECW.
[23] Internal MGECW, Directorate of Child Welfare reports
Life skills training in schools is weak. Most life skills training is conducted by NGOs, and this tends to be dependent on donor funding. This makes sustainability of interventions limited. Social workers in all regions visited schools and worked with school counsellors and children. However, due to high caseloads not all schools are reached.

3.1.3 Involvement of men and boys

Involvement of men and boys in addressing gender-based violence was perceived to be low, or non-existent in some regions. Of concern was the low involvement of traditional leaders in addressing gender-based violence. Some traditional leaders handled cases of gender-based violence, but sometimes this was unconstitutional and/or above their jurisdiction. The concern is the way they are biased against women in cases of gender-based violence.

A few interventions exist. Lifeline/Childline piloted community programmes in collaboration with Men for Gender Justice, Sonke Justice and Men Engage-Africa. The programme integrated issues of gender-based violence, sexual and reproductive health and entry points to identify and mobilise men was through health facilities. From the pilot programme, negative attitudes were depicted by health workers when men went into ANC facilities. A partnership with the Ministry of Health and Social Services did not materialise. This led to ad hoc interventions within health facilities, i.e. Lifeline/Childline staff went and stood outside health facilities and lobbied people (patients or partners) who were visiting to enrol into the programme. Incentives were provided to such volunteers (lunch and transport). However replication of the programme in other health facilities was affected by funding constraints and lack of a policy framework to support the initiative.

Sustainability of interventions is a challenge as most of them rely on donor funding. In addition, there is a lack of a policy framework that encourages male involvement in sexual and reproductive health issues. It is therefore recommended that the Government of the Republic of Namibia introduces a policy that encourages men to be actively involved in sexual and reproductive health (SRH) issues; for example, escorting their partners to ante-natal care facilities.

“Namibian men stand together to protect their women” was initiated in 2014 by Tnamrock Investments National Project. Tnamrock Investments is a civil society organisation that was opened in 2013. Its aim is to mobilise men in the fight against all kinds of violence. It was not possible during the mid-term review to establish the status of implementation of this project. GBV.

Women’s Action for Development (WAD), established Men’s Action Against Violence (MAAV). WAD is a nonpartisan, Article 21 Company not for gain, and primarily strives to uplift the living standards of the rural poor to dramatically reduce poverty and unemployment in the Namibian society.

The MAAV aims to involve men in the fight against gender-based violence towards women and girls. MAAV was established in partnership with the Ministry of Gender Equality and Child Welfare; the Office of the Ombudsman; the Namibian Police; and the Law Faculty of the University of Namibia.

Sustainability of interventions was a challenge as most of them rely on donor funding. In addition, there is a lack of a policy framework that encourages male involvement in sexual and reproductive health issues. It is therefore recommended that the Government of the Republic of Namibia introduces a policy that encourages men to be actively involved in sexual and reproductive health (SRH) issues; for example, escorting their partners to ante-natal care facilities.

3.1.4 Focusing on young people to instil positive behaviour

MGECW (Child Welfare Directorate) in collaboration with Min of Youth, National Sport and Culture conducted a national quiz utilizing the local newspapers to assess the need of young people. This focused on baby dumping. Findings of this assessment were shared on local radio stations and fact sheets on baby dumping and alternative care options were developed with the financial assistance of UNICEF.

Prevention programmes in schools were available in some schools but discontinued due to lack of funding. Women’s Action for Development (WAD), in collaboration with the Ministry of Education and the University of Namibia, implemented an awareness-raising GBV project in secondary schools in all the regions. The project reached out to 300 fulltime life skills teachers and school counsellors and 67,500 learners. In addition, a GBV film was produced in collaboration with MGECW. The project was funded by the Spanish Agency for International Development. The project was expected to be continued by the Ministry of Education once the funding came to an end. However, the project ended as the Ministry of Education did not continue its implementation.

27 Presentation by LLCL at MGECW headquarters on 10 April 2014 from 9.00-11.00 am.
28 WAD Gender Based Violence Report
29 Ibid
30 Internal MGECW, Directorate of Child Welfare reports
31 Interview with Ms Tatania Sikwila, Project Accountant on 28 April 2014 at MGECW offices
33 Ibid
34 Ibid
35 Internal MGECW, Directorate of Child Welfare reports
3.1.5 Domestic violence workplace policies and programmes

It was not possible to establish any institution that had a domestic violence workplace policy or programme. International practice shows that institutions that develop and implement domestic violence workplace programmes offer support to their employees in case of domestic violence. They conduct domestic violence awareness sessions, and provide a list of services providers where staff members or their spouses can get support. In addition, they put in place measures to prohibit their employees from engaging in acts of domestic violence; for example, disciplinary measures such as demotion or dismissal.

3.2 Pillar B: Responses to gender-based violence

There are a number of stakeholders involved in the implementation of the National Gender-based Violence Plan of Action 2012-2016. This includes Offices/Ministries and Agencies (OMAs), civil society organisations and the Women and Child Protection Unit (WCPU).

3.2.1 Legal and policy advancements

• Legal reforms
His Excellency Hifikepunye Pohamba called for the following measures to be undertaken during the National Day of Prayer:
  • Amendment to the Criminal Procedure Act of 1977 to tighten the requirements for bail in cases of gender-based violence.
  • Amendment to the Correctional Service Act of 2012 to deny parole to persons who are accused and convicted of gender-based violence.
  • Introduce legislation aimed at imposing longer prison sentences to persons who are convicted and sentenced of gender-based violence offences.
  • Fast track the investigation and trial, of gender-based violence cases.
  • Introduce witness protection programme to protect witnesses, who testify against accused persons, in cases of gender-based violence.

• Dissemination of laws and policies related to GBV
MGECW disseminated laws and policies related to children’s rights and gender based violence in all regions. These were simplified and translated in local languages. MGECW used several strategies such as the media (radio, television, newspapers, and billboards) use of videos, during trainings and community mobilisations awareness sessions. The Ministry of Education distributed a booklet and conducted training sessions about positive forms of discipline. It disseminated videos reiterating the illegality of corporal punishment that were produced the Legal Assistance Centre (LAC). There were also aired on television\(^{46}\).

From interviews conducted, a lack of awareness among stakeholders of existing legislation relating to marriage, child rights, domestic violence, and related laws was cited as a major reason to prevent gender-based violence.

• Procedure for reporting of GBV cases
There is not a single procedure for recording cases of GBV cases. Cases may be reported to NAMPOL or the specialised WCPU, civil society organisations or churches. All depends on the nearest service available to victims and survivors of gender based violence.

• Support to victims and survivors
The coverage of services differs from region to region with some having more services than the others. There is, however, a lack of standard operating procedures for dealing with GBV cases.

3.2.2 Vulnerable children

The Child Welfare Directorate of the Ministry of Gender Equality has the mandate to respond to cases of children (under 18 years) who have been abused, neglected or are in difficult circumstances.

3.2.3 Major GBV service providers

Table 1 below summarises the active stakeholders and major strategies used.

<table>
<thead>
<tr>
<th>NATURE OF SERVICES</th>
<th>Counseling</th>
<th>Shelter Including food and clothes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ministry of Safety and Security. WCPU - Protection:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Forensic unit - investigations; Department of police - protection</td>
<td></td>
<td></td>
</tr>
<tr>
<td>MGECW, Child Welfare Directorate – maintenance and disability grants to under 16 year olds, residential child care facilities</td>
<td>Legal Aid</td>
<td>Counseling</td>
</tr>
<tr>
<td>Ministry of Home Affairs and Immigration – repatriation of victims of human trafficking</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Courts – Protection orders</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ministry of Health and Social Services - treatment, social services, counseling</td>
<td>Referral to Police and Health Centres</td>
<td>Prayers</td>
</tr>
<tr>
<td>Ministry of Labour and Social Welfare - social services</td>
<td></td>
<td></td>
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</tbody>
</table>

In reviewing responses to gender-based violence, a number of areas were examined:
3.2.4 Police services/Women and Child Protection Units

The police force has the mandate to detect and investigate crime, including sexual and gender-based violence cases. It has specialised units to deal with sexual and gender-based violence cases. By October 2013, there were 15 WCPUs in 13 different regions of Namibia. MGECW provides social workers to WCPUs to assist children with counselling services. Several NGOs, especially the Legal Assistance Centre and Lifeline/Childline, provide services and support to the WCPUs. United Nations Children’s Fund (UNICEF) provides financial and technical assistance to WCPUs since their inception.

WCPUs operate from 8.00 a.m – 5 p.m. However, WCPU officers are available on call on a 24 hour basis, if a case is reported at a police station. This information may not be widely known in communities.

A number of challenges are faced by the police in their efforts to detect and investigate sexual and gender-based violence cases:

• There is lack of equipment for forensic audits in some regions, whereas in some regions it was reported that some centres have the equipment but lack qualified personnel.
• Often cases are reported late and by then the crucial evidence required for the prosecution of cases is lost. Usually cases are reported when compensation to the victim’s family has failed or has been partially paid by the perpetrators.
• Gender-based violence, for various reasons, was cited by police officers as a challenge in prosecuting offenders.
• There is a growing demand of services. For example, the Khomas unit in 2013 handled between 200 to 250 criminal cases each month, and another 250 to 300 cases which did not result in criminal charges. In comparison, in April 2005, each WCPU was handling on average 60 to 120 cases a month.
• Linkages between the various organs of the police charged with recording cases and investigations can be weak in some cases, leading to delays.

3.2.5 Health services

These include prevention of HIV transmission, treatment and social services.

3.2.6 Shelter, safe houses and places of safety

MGECW set up shelters in these regions — Karas, Keetmanshoop, Kavango, Ohangwena, Wanana), Zambezi (Katima Mulilo), Omusati (Otapi), Kunene and Otjozondjupa. There is one shelter operating in Khomas Region – Friendly Haven shelter for abused women and children. This shelter receives subsidy from MGECW.

MGECW is considering out-sourcing or ‘farming out’ the administration of its seven shelters to civil society organisations and the churches. It is also planning to implement an integrated case management system to provide services to victims and survivors of GBV.

Where possible service providers will operate from one premises. Some of these buildings are not fully utilised due to lack of human resources but MGECW is paying attention. Shelters could be considered to be located closer to other service providers such as WACPU, social workers and legal services.

MGECW (Child Welfare Directorate) is working on development of Standards for shelters.

Gaps or challenges experienced include:

• Lack of standard operating procedures or guidelines for handling cases.
• Lack of standards or mechanisms to protect Social Workers, leaving them vulnerable to abuse or violence from perpetrators.
• There are no separate facilities for children in conflict with the law.

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37 Ibid
38 Ibid
39 Ibid
40 Ibid
41 Ibid
43 Ibid. Page 63
44 Internal MGECW reports
45 Internal MGECW reports
3.2.7 Phone, protection and counselling services

Two nationwide services exist in Namibia. The Namibia Police (NAMPOL) offers a 24-hour helpline. Though it covers other crimes as well, it is used to report cases of GBV. The emergency line - 10111 - is operated by the police for all crimes. Cases of GBV are some of the cases that are reported to the police. There is a 14-hour telephone line - 116 - operated by Lifeline/Childline for children. The service is free and is available countrywide. There is a process underway to set up another phone service dedicated to adults. In some cases, adults call for assistance. In addition, there are web and SMS facilities which are provided free. The facility is a partnership between Lifeline/Childline, the Ministry of Information and Communication Technology, the private sector (for telephone services), and an international NGO - Child helpline international.

The child help line provides counselling services. However, there is a gap in dealing with adult victims and survivors of GBV. From Lifeline/Childline experiences, 25% of all cases received constitute GBV. Most adults who call their services are men who are in difficult relationships with women (wives or spouses) and need support.

3.2.8 Referral networks

The Ministry of Gender Equality and Child Welfare coordinated the development of the national protection referral guidelines for vulnerable and abused children. This shows the entry points to seek support and key service provider institutions - NGOs, police and government institutions.

Information was disseminated through posters and brochures in 2012 and 2013.

3.2.9 Rehabilitation programmes for perpetrators

Women’s Actions for Development implemented programmes in prisons to rehabilitate perpetrators of sexual and gender-based violence. This was an action research project that included a number of activities - legal literacy training, GBV awareness, information sharing of support mechanisms available etc., and it sought to understand the root causes of GBV. The programme was funded by the European Union and it is not clear if it will continue when the funding comes to an end.

3.2.10 Access of justice through traditional mechanisms

The Ministry of Gender Equality and Child Welfare conducted training for traditional leaders on gender-based violence. Traditional structures are an alternative avenue for justice for victims and survivors of sexual and gender-based violence. However, it is illegal for them to handle criminal cases, yet they are still used by families and victims of GBV. Compensation seems to be the main attraction for the use of traditional systems. It is not clear if the victims and survivors receive compensation directly or if it is paid to their relatives. It is not clear if there are any guidelines given to traditional leaders to specify the nature of cases that they are meant to deal with.

3.3 Pillar C: Data collection and research

This section highlights major areas of analysis to ascertain the status of data collection and research.

3.3.1 Prevalence on gender-based violence

Namibia has not conducted a national gender-based violence prevalence study or any other major study on gender-based violence. In 2012, the Demographic Health Survey (DHS) was conducted and the results have not been released. The Ministry of Gender Equality and Child Welfare integrated issues of domestic violence into the study tools for the DHS. This implies that other forms of gender-based violence were not covered.

In the absence of a major study, it is difficult to know the prevalence of gender-based violence. As discussed above, the data from the police are only limited to domestic violence and cases that have been concluded through the legal system. It is also difficult to identify and monitor emerging trends on gender-based violence. The Ministry of Gender Equality and Child Welfare is in the process of commissioning the national GBV prevalence study, which is expected to commence in 2015.

3.3.2 Research undertaken

Some stakeholders implemented research. Some of these include:

- MGECW undertook a second human trafficking study in 2013. (The report is yet to be released.)
- UNAM conducted research on GBV.
3.4 Pillar D: Coordination and monitoring

3.4.1 Coordination

The Ministry of Gender Equality and Child Welfare (MGECW) is the lead agency to coordinate and monitor the implementation of the National Plan of Action on Gender-Based Violence 2012-2016. The stakeholders involved in its implementation are offices/ministries/agencies (O/M/As), parastatals, the private sector, donors, media, civil society organisations, faith-based organisations and traditional authorities.

The Ministry of Gender Equality and Child Welfare (MGECW) set up the coordination mechanism for gender equality and women’s empowerment in Namibia, which was approved by Cabinet in early 2014. This coordination mechanism will oversee the coordination, implementation, monitoring and evaluation of the National Gender Policy; the Gender Plan of Action; and the National Plan of Action on Gender-Based Violence 2012-2016.

The coordination mechanism has a four-tier framework: (a) the high-level Gender Advisory Committee (GAC), (b) the National Gender Permanent Task Force (NGPTF), (c) the National Gender Plan of Action Implementation Clusters (these include gender-based violence and human rights; health; HIV and AIDS; education and the girl child; governance, peace and security; media, research, information and communication), and (d) the Regional Gender Permanent Task Force (RGPTF).

The National Advisory Committee on Gender-Based Violence was integrated within the GBV and human rights cluster. The GBV and human rights cluster will have representation from government, development partners, and civil society organisations. Its aim is to monitor the formulation and implementation of policy on gender-based violence. It will meet on a quarterly basis.

3.4.2 Monitoring of GBV

All multiple stakeholders produce periodical reports (e.g. quarterly, bi-annual, and annual) highlighting major activities undertaken to address GBV. However, these reports are not shared with the Ministry of Gender Equality and Child Welfare, which is the body to coordinate and monitor the implementation of the National Plan of Action on Gender-Based Violence 2012-2016. The Ministry of Gender Equality and Child Welfare produces quarterly reports that integrate GBV initiatives undertaken. Lack of information sharing appears to be a major challenge among stakeholders. It is possible that resources are duplicated in the effort to address GBV.

Challenges on monitoring initiatives on GBV are at several levels. At a strategic level, the Ministry of Gender Equality and Child Welfare lacks a monitoring and evaluation framework for the implementation the National Plan of Action on Gender-Based Violence 2012-2016. There are no standard tools and guidelines for collecting data from implementing agencies and partners. Currently, MGECW receives periodical reports from the police, profiling gender-based violence-related cases. The collection of this information seems to be ad hoc, and it is not clear how it informs policy formulation and implementation. At the operational level, there are few organisations (if any) that profile the nature of cases that they handle.

Within civil society organisations, there is no network on gender-based violence, unlike other countries such as Kenya, Uganda, and Malawi. Coordination within civil society organisations appears to be a challenge, with each wanting to coordinate the other! The existence of GBV networks assists in presenting collective views to inform the formulation and implementation of gender-based violence policies, action plans, and strategies. In addition, they assist in monitoring the implementation of GBV initiatives. They serve as information hubs for all information on gender-based violence in a given country. In this way, it becomes easier for government stakeholders to involve civil society organisations in policy formulation, implementation and monitoring. It will be up to MGECW to select civil society organisation representation to the GBV and human rights cluster. NGOs have skills and expertise in their areas of competencies but often lack budgetary resources to participate in coordination activities. There is a lack of incentive for NGOs to participate in coordination activities. Most NGOs operate on meagre resources and the types of services they provide to communities are so vital that any absenteeism could cause negative consequences.

Coordination of stakeholders to provide comprehensive services is still a challenge. Whereas some stakeholders have physical infrastructure that can be used to provide services to victims and survivors of GBV, others do not. An example is the Ministry of Gender Equality and Child Welfare that constructed buildings (offices and houses) in some regions which are not being utilised effectively. On the other hand, the police lack accommodation for their officers in the regions. It is recommended that government ministries consider sharing their resources to implement effective GBV prevention and support programmes.

• Gender Links, in collaboration with Engage Africa, implemented a pilot programme, known as ‘i-stories’. This survey used questionnaires to identify survivors of gender-based violence. These people are mobilised and trained in entrepreneurial skills, resource mobilisation and booking keeping. The training takes place in local languages that are used in the communities. The programme identified a total of 100 women in each town. The identified trained staff took part in a survivor summit that was held in Johannesburg for the Southern Africa Development Community region. At the end of the training, survivors are provided with 10 000 NAD (ten thousand Namibian dollars).

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4. OVERARCHING ISSUES

This section highlights major issues that affect the implementation of all four pillars.

4.1 Data management

There is a lack of a coordinated data management system to capture GBV cases (civil and criminal) in Namibia. MGECW receives GBV cases from the police, reflecting those where perpetrators have been convicted on a monthly basis. This implies that cases that were recorded with the police and withdrawn, dismissed, or are still on-going in court are not captured by MGECW. Moreover, cases that were handled within communities by traditional authorities, churches or NGOs, are also left out. In addition, there are different data capturing mechanisms, which are designed to meet the mandate of specific institutions. For example, police forms are designed to meet the needs of the police. Forms used in health facilities are designed to meet the needs of the health sector. Within CSOs, it is not always clear if they capture any data at all.

During the mid-term review, a questionnaire was sent to all stakeholders providing services to victims and survivors of GBV. These included legal aid, health services, counselling, shelter, welfare, and court services. Stakeholders were asked to report on the number of cases handled in the previous 12 months, disaggregated by age and nature of GBV (physical, emotional/psychological, sexual or economic). From the questionnaire responses received, only Lifeline/Childline was able to provide statistics on the number and nature of GBV cases they handled in the last 12 months. This may be due to lack of monitoring tools and guidelines to capture data, but it could also be a lack of reporting. For example, one would expect to see gender disaggregated data from the health facilities and police stations, as they have standard forms that allow capturing of the age, sex, location, and profiling of cases. This calls for the development of specific monitoring tools for the collection of data. This should be coupled to sustained training (data capturing and report writing) and follow-ups.

The police are in the process of implementing e-policing phase two. This is proposed to aggregate crime data by the operator and send it to the relevant ministers. For example, cases of domestic violence, rape and defilement happening in domestic settings, child abuse, trafficking of women, and use of children for sexual purposes will be categorised under gender-based violence. The report on GBV cases will be shared with the Ministry of Gender Equality and Child Welfare. The system would allow for templates to be created so that information can be sent out in a given format. The information collected could be used by station commanders to alert their field officers. The system will be web-based or accessed via telephone.

4.2 Resource implications

The Namibian Police are also in the process of converting the 10111 emergency telephone line into a call centre, integrating the city police. This means that there will be 24 hour response service for reported crimes. With the improvements in the collection, aggregation and reporting of data by the Namibian police, it will not be cost effective for MGECW to set up a separate data base to record gender-based violence cases.

Linking up/or integration into the Namibian police system will be a more sustainable solution and promote inter-ministry collaboration to address gender-based violence. For such a system to be effective there will be a need to train frontline officers, such as call centre operators, on conceptual issues related to gender-based violence. For example, would a call centre operator understand that incidents of transporting people from one area to another under the false pretence of jobs who end up into prostitution or streets constitutes human trafficking? Would a data operator understand that emotional/psychological abuse constitutes gender-based violence? Would they understand that human trafficking is part of gender-based violence?

Such a basic understanding of the elements of gender-based violence among frontline officers will be crucial to track trends on gender-based violence. Therefore it is recommended that GBV training is provided continuously to police officers who receive GBV complaints.

Whereas in some government ministries, budget lines exist for vulnerable groups, including victims and survivors of GBV and CSOs, in others there are no specified resources. The Ministry of Health and Social Services has a budget line for subsidies for the elderly and NGOs. The Child Welfare directorate in the Ministry of Gender Equality and Child Welfare used to have a budget line for emergency cases, which was scrapped. However, the need for children in difficult circumstances still exists.
4.3 Conceptual clarity on gender-based violence

Lack of conceptual understanding on what constitutes gender-based violence appears to be low. Noteworthy were some comments by policy makers and implementers about the lack of understanding that human trafficking, rape and domestic violence fall within the broad ambit of gender-based violence. This could imply that some cases are not adequately addressed.

4.4 Misconceptions of the role of MGECW

It appears that the role of the Ministry of Gender Equality and Child Welfare in relation to the National Gender-based Violence Plan of Action 2012-2016 is not understood. There was a common perception among multiple stakeholders that the MGECW is the sole implementer of the National Gender-based Violence Plan of Action 2012-2016. This calls for increased dialogue between MGECW and the stakeholders to understand their role in the implementation of the National Gender-based Violence Plan of Action 2012-2016.

4.5 Structural issues within the MGECW

The MGECW has four directorates; including Child Welfare and Gender Equality and Research. Whereas Child Welfare has representation in the form of Social Workers in the regions, this is not the case with the Directorate for Gender Equality and Research. Social Workers within Child Welfare are trained to deal with cases of children who have suffered abuse, neglect or any other form of GBV. This leaves a gap when adult victims and survivors of GBV present their cases to MGECW.

The above gap could be solved by specialised training of social workers to deal with adult victims of sexual and gender-based violence. Alternatively, the Directorate of Gender Equality and Research should be expanded to include representation in the regions. This should be in addition to regular inter-directorate planning and monitoring activities.

4.6 Capacity building

MGECW (Child Welfare Directorate) conducted trainings on GBV legislation, case management, vulnerable witnesses, court preparation, child protection, trafficking and child labour. These were attended by social workers, police attached to WACPIUs, prosecutors, magistrates, traffic officers, customs and excise officials and personnel working in shelters.

MGECW (Gender Equality and Research Directorate) conducted legal literacy training for teachers, traditional authorities, church leaders, police, customs officials and community activists on gender, human trafficking and gender-based violence.

There are capacity gaps in some areas. From the interviews conducted, there are few trained social workers in schools to conduct GBV prevention activities or provide support to GBV victims and survivors; and within the police, there is shortage of investigators. Multi-sectoral training that brings together a number of GBV service providers is lacking. This could bring together stakeholders such as the police investigators and ‘frontline officers’, health workers, social workers, counsellors and legal aid providers.

Anecdotal evidence suggests that the capacity of human resources is low. The quality of training of social workers was perceived as not being adequate. The level of commitment of service providers was said to be low.

From the survey responses received, it appears that a number of service providers provided training for their staff on gender-based violence. However, it was not possible to establish the nature of training provided, and whether it translates to quality services for victims and survivors of gender-based violence.

High staff turnover in GBV service provider institutions is a constraint. This was attributed to a variety of reasons such as burn-out, career advancements, and a lack of protection from GBV perpetrators.

54 Police officers who record cases directly from complainants, victims or survivors.
5. GOOD PRACTICES IN IMPLEMENTATION

A number of good practices were identified during the midterm review:

5.1 Leadership by His Excellency Hifikepunye Pohamba

The leadership taken by His Excellency Hifikepunye Pohamba to mobilise the nation against GBV was commendable. During the National Day of Prayer, all those who have suffered and died from GBV were remembered. He is possibly the only Head of State who takes issues of gender based violence seriously.

5.2 National Zero GBV tolerance campaign

The national Zero GBV tolerance campaign was coordinated by MGECW in all regions. It is not common to find a government ministry coordinating GBV campaigns, as international experience shows civil society as the leading stakeholder in this area.

The campaign focused on three themes: (a) baby dumping, (b) human trafficking, and (c) passion killings, in response to the common trends on gender-based violence. The messages were disseminated through the media, posters, leaflets and DVDs. A review of the messages showed that the messages were easy to understand by all stakeholders. For example, ‘She sees a mistake, he sees life’, was a message depicted on baby dumping. So whereas, the mother of the child perceived the baby as a mistake, the baby on the other hand saw life.

5.3 Coordination of GBV

The Ministry of Gender Equality and Child Welfare, in consultation with major stakeholders developed a coordination mechanism to focus on GBV and human rights. The coordination mechanism is an outcome of several consultations that were conducted over a two year period. Once operational, the GBV and Human Rights Cluster will be instrumental in bringing together OMAs, civil society organisations, and development partners to address GBV.

5.4 Community-private sector partnership

The Women’s Action for Development (WAD) is a beneficiary organisation of the Black Economic Empowerment (BEE) programme by Old Mutual. Under the partnership, WAD facilitates meetings between Old Mutual, Nedbank and potential clients (for Old Mutual products). The clients are sought from the Public Service Union of Namibia (PSUN). Old Mutual is an international private sector company that offers long-term savings, insurance protection, banking and investment. Under its corporate citizenship responsibility programmes, Old Mutual provides financial services, and works with community groups in the areas of education, community development, skills and capacity building. Black Economic Empowerment (BEE) is a policy initiative by the Government of the Republic of Namibia to empower previously disadvantaged groups in Namibia.

For every successful client who buys one of the Old Mutual products, WAD gains points. These points are converted into cash, which is used to fund WAD products. In addition, WAD has bought products from Old Mutual.

Nedbank funds SMS campaigns on GBV, which are sent to PSUN members. The messages aim to create awareness on GBV and provide information on support services available to GBV victims and survivors. At the same time, they provide information where PSUN can purchase Old Mutual products. So the SMS campaign serves the dual purpose to address GBV and at the same time it serves as a marketing tool for Old Mutual products.

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Ibid

Ibid

Ibid

Ibid

Ibid

Interview with Ms Tatania Sikwila, Project Accountant on 28 April 2014 at MGECW offices.
6. CHALLENGES AND GAPS IN IMPLEMENTATION

This section summarises major gaps and challenges in the implementation of National Plan of Action on Gender-Based Violence 2012-2016. Major gaps include the following:

6.1 Coordination within civil society organisations

From interviews conducted, CSOs were not aware of programmes implemented by their peers. This could result in duplication of activities and a waste of resources.

6.2 Sustainability of interventions

Most programmes rely on donor funding. CSOs and OMAs were unable to continue implementation of programmes once the funding ended.

6.3 Alignment to the National GBV Plan of Action 2012-2016

A number of stakeholders did not align their GBV programmes to the National GBV Plan of Action 2012-2016. Within the CSO stakeholders, a few organisations have GBV strategies that are aligned to the National GBV Plan of Action 2012-2016. From the interviews conducted, most CSO interventions were ad hoc and reactionary, without linkage to any strategic intervention. Two key stakeholders, WCPU and the magistrates’ courts, indicated that they did not align their GBV interventions to the National GBV Plan of Action 2012-2016.

6.4 Standardisation of GBV management

A number of institutions provide services without any guidelines or standards to follow. This was in areas such as shelters, clinical guidelines and training of case managers. This makes it difficult to establish the quality of GBV services to victims and survivors.

7. RECOMMENDATIONS

This section provides key recommendations to strengthen the implementation and coordination of the National Gender-based Violence Plan of Action, 2012-2016.

7.1 Monitoring and evaluation

MGECW needs to develop a monitoring and evaluation (M&E) framework for the National Gender-based Plan of Action 2012-2016. However, since the plan of action is already being implemented, it is recommended that the M&E framework could focus on 2014-2016. The framework needs to be accompanied by tools and guidelines that can be used by partners to collect information. The MGECW needs to ensure that partners are trained in the use of the tools.

Strengthening the M&E aspect will require that MGECW appoints focal points that will collect data and engage with implementing partners on a sustained basis. These focal points should be trained on the following: (a) to understand the conceptual clarity on gender-based violence, (b) strategic and operational issues related to gender-based violence, (c) the tools required for monitoring the implementation of the National Plan of Action on Gender-based Violence 2012-2016, and (d) reporting on gender-based violence.

7.2 Data collection and information sharing

Service providers should develop tools that allow them to profile and report cases of gender-based violence. For example, the police forms allow them to record names, sex, location of cases, but the reports that are presented seem to lack gender disaggregated data. Where civil society organisations are able to provide services to victims and survivors of gender-based violence, record-keeping is a challenge. Civil society organisations need to identify a GBV focal organisation within them that can be responsible for collecting reports and act as ‘the voice’ for advocacy and coordination within the government.

All stakeholders (O/M/As, CSOs and the private sector) should submit their quarterly, annual, research and evaluation reports to the Ministry of Gender Equality and Child Welfare. This would facilitate MGECW to compile annual progress reports on the status of the implementation of the National Plan of Action on Gender-Based Violence 2012-2016. In practice, this implies that MGECW should appoint a dedicated person to receive reports, follow up with stakeholders who have not submitted their reports, and disseminate major reports prepared by MGECW on addressing GBV. MGECW should produce periodical reports that highlight the status of implementation of the National Plan of Action on Gender-Based Violence 2012-2016.
As an incentive to stakeholders, MGECW could issue certificates of performance to institutions that consistently submit their reports.

7.3 Standardisation of procedures

There is need to develop and implement standard operating guidelines or procedures at various levels: shelter, clinical, case management.

7.4 Sustainability of interventions

Sustainability of responses to GBV will require strengthening of policies and closer partnerships between the government ministries and civil society organisations.

On the other hand, increased partnerships between government ministries, the private sector and civil society organisations could assist to sustain interventions. Whereas government ministries have infrastructure (e.g. new buildings in the regions), civil society organisations bring in skills and expertise that are instrumental in addressing gender-based violence. For example, the proposed initiative by Lifeline/Childline to introduce a 24 hour telephone counselling service for adult victims and survivors of gender-based violence can only be sustainable if the telephone providers can offer free telephone facilities. The Ministry of Information and Communication Technology should facilitate the ‘approval’ processes, and Lifeline/Childline provides specialised human resource personnel in the areas of counselling and psychiatry.

"The lives of many women and girls have been destroyed and disrupted. Too much pain and suffering have been caused. The carnage must stop, and it must stop immediately."

His Excellency Hifikepunye Pohamba

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ANNEXURE 1: GLOSSARY OF TERMS

Annexure 1: Glossary of terms

Baby Dumping
This refers to the practice of dumping newly born children in pit latrines, bushes, dust bins or other places with the intention of abandoning/and or killing them.

Gender-based violence
Adopted from Southern African Development countries (SADC) Protocol on Gender and Development, gender-based violence is defined as:

“All acts perpetrated against women, men, boys, girls and boys on the basis of their sex, which causes or can cause them physical, sexual, psychological, emotional, or economic harm, including the threat to take such acts, or to undertake the imposition of arbitrary restriction on or deprivation of fundamental freedoms in private or public life, in peace-time and during situations of armed of other forms or conflict, or in situations of natural disasters, that cement of cause displacement of people62. Namibia’s National Gender Policy (NGP) 2010-2020 further elaborates its definition of gender-based violence as follows:

“Gender-based violence refers to all forms of violence that happen to women, girl, men and boys because of the unequal power relations between them. Causes of gender-based violence include customs, traditions and beliefs, illiteracy and limited education, unequal power relations, and the low status of women63.”

Human trafficking
This is the acquisition of people by improper means such as force, fraud or deception with the aim of exploiting them64.

Modern day slavery
According to the Walk Free Foundation, modern day slavery refers to forced labour and human trafficking. Slavery is when another person is treated like a piece of property, while forced labour refers to work taken by force or coercion.

Passion Killing
Passion killing refers to the murder of someone by an intimate lover or partner. Passion killings frequently occur in relationships that have a previous history of abuse and violence.

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63 Ministry of Gender and Equality and Child welfare, National Gender Policy (NGP) 2010-2020
ANNEXURE 3: NATIONAL DAY OF PRAYER, MARCH 2014: MEASURES ON GBV

Summary of measures outlined at the National Day of Prayer, 6 March 2014.

- Amendment to the Criminal Procedure Act of 1977 to tighten the requirements for bail in cases of gender-based violence.
- Amendment to the Correctional Service Act of 2012 to deny parole to persons who are accused and convicted of gender-based violence.
- Introduce legislation aimed at imposing longer prison sentences to persons who are convicted and sentenced of gender-based violence offences.
- Introduce changes to the curriculum of schools and other institutions of learning. This to include aspects of educating the youth, about the need to avoid, prevent and discourage gender-based violence.
- Launch a campaign against gender-based violence, involving government leaders, members of Parliament, religious leaders, traditional leaders, community leaders, civic organizations, Regional Councils, Local Authority Councils and the business community.
- Fast track the investigation and trial, of gender-based violence cases.
- Provide mandatory counselling, to all perpetrators of gender-based violence.
- Provide counselling to the victims of gender-based violence and their families.
- Convene a second national conference on gender-based violence, coordinated by the Office of the Prime Minister to be held in 2014.
- Encourage government and other public leaders to continue speaking out against gender-based violence, whenever they address meetings and other public gatherings.
- Introduce witness protection programme to protect witnesses, who testify against accused persons, in cases of gender-based violence.
- Introduce and enforce effective measures by government and other authorities to combat alcohol and drug abuse, as well as the illegal sale of alcohol to minors.

ANNEXURE 2: NATIONAL GBV CONFERENCE, 2007

GENERAL CONCLUSIONS AND RECOMMENDATIONS

The conference developed the following major action-oriented specific recommendations:

- A “ZERO TOLERANCE FOR GBV” campaign has to be declared at all levels for the whole country till this scourge is eliminated.
- Adequate budgetary allocations should be made for all relevant stakeholders if the commitment to the “Zero Tolerance for GBV” campaign is to be a reality.
- To address issues related to GBV, special attention has to be paid more on women and girls’ living with disabilities as disability puts them in double jeopardy, if the battle against GBV is to be won, all stakeholders at all levels must be involved. The high level of men’s involvement in this conference portends well for the future.
- It is strategic to have a multi-sectoral and multi-pronged approach to ending GBV and to integrate programmes on GBV into existing forums, institutions, structures, policies and programmes.
- The programme to eliminate GBV calls for personal commitment and responsibility of every woman, man, girl, boy in the country.
- Both customary law and legislation should contribute to solve the problem of GBV.
- The process of making or amending laws should involve extensive consultations in the regions so that the laws are based on the true reality on the ground.
- Culture is not static. We must look at the customary/traditional laws and systems to identify the positive elements that will help address the new challenges society is facing, like HIV and AIDS. There must also be courage to discard those elements of culture and tradition found to make women vulnerable to violence and abuse.
- Gender issues should be included in the curriculum right from pre-school level to University so that people grow up with a culture of equality, peace and respect for each other.
- All stakeholders - Government, Traditional Authorities, the Church and the community have critical roles to play.