

National Plan of Action on **Gender-Based Violence** 2012-2016



Ministry of
Gender Equality and
Child Welfare
REPUBLIC OF NAMIBIA





MINISTRY OF GENDER EQUALITY AND CHILD WELFARE

**Juvenis Building, 380 Independence Avenue, Windhoek
Private Bag 13359, Windhoek, Namibia
Telephone 061-2833111
Email genderequality@mgecw.gov.na**

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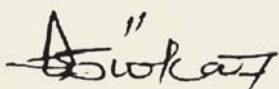
Foreword

The Constitution of the Republic of Namibia guarantees both equality on the basis of sex and freedom from discrimination. Namibia has ratified international instruments that forbid gender-based violence, such as the United Nations Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW), the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa, the SADC Protocol on Gender and Development, the United Nations Convention on the Rights of the Child, the African Charter on the Rights and Welfare of the Child, and the United Nations Convention on the Rights of Persons with Disabilities. Namibia has made progress on fulfilling its obligations under these instruments by adopting progressive legislation such as the Combating of Rape Act and the Combating of Domestic Violence Act. Despite these laws, the prevalence of gender-based violence appears to have increased over the last decade.

The Ministry of Gender Equality and Child Welfare (MGE CW) and stakeholders have developed this National Plan of Action on Gender-Based Violence (GBV) in partial fulfilment of its mandate to ensure gender equality, equitable socio-economic development of women and men, and the wellbeing of children. The common forms of GBV in Namibia include, among others, domestic violence, rape, sexual harassment, forced marriages, baby-dumping and human trafficking. These types of violence prevent Namibians, especially women and children, from living in a safe and healthy environment, and undermine their exercising of a host of other rights.

The Plan of Action outlines actions designed to prevent GBV, to improve the implementation of laws and services aimed at victims of GBV, and to provide adequate support services for survivors. In particular, the Plan seeks to address the complex nature of GBV, encouraging stakeholders to consider the root causes of GBV and to identify areas for improvement in access to and delivery of effective and efficient services. Two issues have been singled out for special strategies appropriate to their unique nature: Trafficking in Persons and Baby-Dumping. The Plan also notes the need to pay special attention to cross-cutting strategies aimed at the protection of persons with disabilities.

This comprehensive National Plan of Action should assist in coordinating and guiding interventions, programmes and projects on GBV in Namibia, and will run for five years – from 2012 to 2016.



Doreen Sioka, MP

Minister of Gender Equality and Child Welfare

Abbreviations

AIDS	Acquired Immunodeficiency Syndrome
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
GBV	gender-based violence
HIV	Human Immunodeficiency Virus
KAP	Knowledge, Attitudes and Practices (Study)
LAC	Legal Assistance Centre
LRDC	Law Reform and Development Commission
MDG(s)	Millennium Development Goal(s)
MGECW	Ministry of Gender Equality and Child Welfare
MoHSS	Ministry of Health and Social Services
MoLSW	Ministry of Labour and Social Welfare
MSS	Ministry of Safety and Security
MYNSSC	Ministry of Youth, National Service, Sport and Culture
NAMPOL	Namibian Police
NDP3	Third National Development Plan
NGP	National Gender Policy
O/M/As	offices/ministries/agencies
OVC	orphans and vulnerable children
PEP	post-exposure prophylaxis
SADC	Southern African Development Community
SIAPAC	Social Impact Assessment and Policy Analysis Corporation
SRRH	Sexual and Reproductive Rights and Health
STI	sexually transmitted infection
UN	United Nations
UNAM	University of Namibia
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
WCPU	Woman and Child Protection Unit
WHO	World Health Organisation

Overview

The starting principles for addressing gender-based violence (GBV) are contained in the **Namibian Constitution**. Article 8(1) states that “The dignity of all persons shall be inviolable.” In addition, 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 grounds of sex, race, colour, ethnic origin, religion, creed or social or economic status.” These provisions have been reinforced by specific legislation, including the **Combating of Rape Act 8 of 2000** and the **Combating of Domestic Violence Act 4 of 2003** – creating a progressive national framework on GBV. Namibia is also a signatory to several international and regional legal instruments which address GBV. Yet violence in general, and GBV in particular, remain a concern in Namibia.

The Government of the Republic of Namibia has committed itself to combating and working towards the eradication of all forms of GBV. In addition, the Government has enacted statutes aimed at addressing specific forms of GBV. The Government has also adopted the National Gender Policy 2010-2020 to promote gender equality and the advancement of women. In 1993, the Government established the first Woman and Child Protection Unit (WCPU) in Khomas Region, and to date another 14 WCPUs have been established countrywide. The WCPUs take a multi-sectoral approach to assisting victims of rape, domestic violence and other forms of GBV.

In June 2007, the Ministry of Gender Equality and Child Welfare (MGE CW) organised a National Conference on Gender-Based Violence which was officially opened by the President of Namibia, His Excellency Hifikepunye Pohamba, represented by the Minister of Presidential Affairs, Hon. Dr Albert Kawana. The conference brought together over 350 participants from many organisations operating in all 13 regions of the country to formulate recommendations and strategies for addressing GBV which is regarded as a national scourge.

One of the major recommendations of the conference was a Zero Tolerance Campaign to be instituted across the country at national, regional, constituency and community levels. It was also recommended that regional conferences on GBV be held nationwide to create more awareness, discuss local issues and build national capacity for addressing this problem.

To help take forward the conference recommendations, the Government established a National Advisory Committee on Gender-Based Violence in 2008 to advise Cabinet through the MGE CW. This committee is chaired by the MGE CW and consists of key stakeholders who are dealing with GBV in Namibia.

The committee spearheads and coordinates efforts to reduce GBV as well as the mechanisms for monitoring the implementation of these efforts.

Stakeholders who participated in the development of this Plan included representatives of offices/ministries/agencies (O/M/As), traditional authorities, civil society organisations, churches, faith-based organisations, development partners and communities.

This Plan of Action on Gender-Based Violence complements the more general Gender Plan of Action which is being concluded at the same time, to guide the implementation of the National Gender Policy 2010-2020. These initiatives will contribute to the achievement of Vision 2030 through the National Development Plans, by contributing, firstly, to the Third National Development Plan (NDP3) goal of Gender Equality. This goal supports the achievement of the NDP3 Key Result Area of “Equality and Social Welfare” which is aimed at accomplishing Vision 2030 Objective 1: “Ensure that Namibia is a fair, gender responsive, caring and committed nation, in which all citizens are able to realise their full potential, in a safe and decent living environment.”

The two key goals of this Plan of Action on GBV are to:

- ▶ reduce the incidence of GBV; and
- ▶ improve responses to GBV.

The four pillars of the Plan are:

- 1) prevention;
- 2) responses to GBV;
- 3) data collection and research; and
- 4) coordination and monitoring.

The envisaged outcomes of the Plan of Action are:

- 1) reduced GBV as a result of prevention initiatives;
- 2) improved services for survivors of GBV;
- 3) increased understanding of GBV in Namibia; and
- 4) more efficient interventions as a result of improved coordination and monitoring.

Management and Coordination

The Ministry of Gender Equality and Child Welfare (MGEWCW) will coordinate the implementation of this National Plan of Action on Gender-Based Violence, in collaboration with offices/ministries/agencies (O/M/As), parastatals, the private sector, donors, media, civil society organisations, faith-based organisations and other relevant stakeholders. This coordination will be aimed at minimising duplication of efforts and fostering greater coherence of approaches and programmes.

This Plan of Action identifies key performance indicators which can be used to monitor and evaluate achievement. Furthermore, the MGEWCW intends to undertake two assessments of the Plan's effectiveness – one during the implementation period to see if progress is on track, and another at the end of the implementation period.

To facilitate the implementation of the Plan, the MGEWCW will strengthen existing partnerships and create new ones, particularly with stakeholders who have relevant expertise and experience. Collaboration with media, traditional authorities and faith-based organisations will be undertaken to raise public awareness and promote changes in attitudes towards gender roles and relations. The Ministry will also continue to strengthen collaboration with international development partners.



SOME MEN WOULD LOVE YOU TO DEATH

Passion Killing is a crime. Report it to stop it. Call 10111



Introduction

This National Plan of Action aims to institute active programmes for preventing gender-based violence and to strengthen support services for survivors of such violence.

1.1 Definition of gender-based violence

Drawing on the definition of gender-based violence (GBV) in the SADC Protocol on Gender and Development,¹ Namibia's National Gender Policy (NGP) 2010-2020 defines GBV as:

*all acts perpetrated against women, men, girls and boys on the basis of their sex, which causes or could cause them physical, sexual, psychological, emotional or economic harm, including the threat to take such acts, or to undertake the imposition of arbitrary restrictions on or deprivation of fundamental freedoms in private or public life, in peace-time and during situations of armed or other forms of conflict, or in situations of natural disasters, that cause displacement of people.*²

The NGP elaborates as follows on GBV:

*Gender-based violence refers to all forms of violence that happen to women, girls, 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 women. The two most common forms of gender-based violence in Namibia are rape and domestic violence, both of which disproportionately affect Namibian women more than men. However, domestic violence has a significant impact on Namibian children as well. Children in abusive homes are more likely to be abused themselves and children exposed to abusive relationships may be more likely to become abusers themselves later in life. Stalking, emotional abuse, and sexual exploitation are also linked to gender-based violence.*³

Examples of GBV in Namibia include domestic violence, rape and other forms of sexual abuse, sexual harassment at work and school, some forms of human trafficking, forced prostitution and early marriages. GBV also encompasses certain harmful traditional practices, such as when a widow is deprived of the property she shared with her husband.

¹ Southern African Development Community, *SADC Protocol on Gender and Development*, Johannesburg, 17 August 2008, Article 1.

² Ministry of Gender Equality and Child Welfare, *National Gender Policy (2010-2020)*, page 53.

³ *Ibid*, page 29.

1.2 International legal and policy context

The prohibitions on sex discrimination in the **UN Convention on the Elimination of All Forms of Discrimination Against Women** encompass GBV. GBV has been identified by the UN CEDAW Review Committee as “a form of discrimination that seriously inhibits women’s ability to enjoy rights and freedoms on a basis of equality with men”.⁴ The **UN Convention on the Rights of the Child** requires States Parties to protect children from all forms of violence, maltreatment or exploitation, including sexual abuse.⁵ The **UN Declaration on the Elimination of Violence against Women** affirms that violence against women constitutes a violation of the rights and fundamental freedoms of women.⁶ The **Beijing Declaration and Platform for Action** calls on governments to enact or reinforce legislation to punish and redress violence against women and girls in homes, the workplace, the community and society.⁷

The **Protocol to the African Charter on Human and Peoples’ Rights on the Rights of Women in Africa** devotes Article 4 entirely to the topic of violence against women, calling for a range of state measures to address violence which takes place “in private or public”, including the punishment of perpetrators, the identification of causes of violence against women and the provision of services for survivors.⁸ The **SADC Protocol on Gender and Development** requires Members States to enact and enforce legislation prohibiting all forms of GBV, to ensure that perpetrators are brought to justice and to implement educational policies and programmes addressing GBV.⁹

1.3 National legal and policy context

The starting principles for addressing GBV are contained in the **Namibian Constitution**. Article 8(1) states that “The dignity of all persons shall be inviolable,” and 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 grounds of sex, race, colour, ethnic origin, religion, creed or social or economic status.” In addition to the Constitution, Namibia is a signatory to the aforementioned international and regional instruments which have a bearing on GBV, and has brought into force a number of national policies and laws to combat GBV.

⁴ Committee on the Elimination of Discrimination against Women, *General Recommendation No 19 (eleventh session, 1992): Violence against women*, UN General Assembly Official Records, 1992, Doc No A/47/38, paragraph 1.

⁵ Convention on the Rights of the Child, CRC/C/OPAC/BEL/Q/1/Add.1, 3 April 2006.

⁶ UN Declaration on the Elimination of Violence against Women, General Assembly Resolution 48/104, dated 20 December 1993.

⁷ Fourth World Conference on Women. *Beijing Declaration and Platform for Action*, Beijing, China: 4-15 September 1995, DPI/1766/Wom.

⁸ Assembly of the African Union, *Protocol to the African Charter on Human and Peoples’ Rights on the Rights of Women in Africa*, Maputo, 11 July 2003, Article 4.

⁹ Southern African Development Community, *SADC Protocol on Gender and Development*, Johannesburg, 17 August 2008, Part Six, Articles 20-25.

International and regional instruments relevant to GBV

Namibia is party to the following international instruments which are particularly relevant to GBV:

- ▶ UN Convention on the Elimination of all Forms of Discrimination Against Women
- ▶ UN Convention on the Rights of the Child
- ▶ UN Convention on the Rights of Persons with Disabilities
- ▶ Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa
- ▶ African Charter on the Rights and Welfare of the Child
- ▶ Protocol to the Convention Against Transnational Organised Crime to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children
- ▶ SADC Protocol on Gender and Development
- ▶ Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography

Namibian policies and laws relevant to GBV

- ▶ Vision 2030 (2004)
- ▶ National Policy on Orphans and Vulnerable Children (2004)
- ▶ Third National Development Plan (2008)
- ▶ Education Sector Policy for the Prevention and Management of Learner Pregnancy (2009)
- ▶ National Gender Policy (2010-2020) and accompanying Plan of Action (2011)
- ▶ Namibia's National Agenda for Children (2012-2016)
- ▶ Children's Act 33 of 1960 (child protection)
- ▶ Marriage Act 25 of 1961
- ▶ Combating of Rape Act 8 of 2000
- ▶ Combating of Domestic Violence Act 4 of 2003
- ▶ Criminal Procedure Amendment Act 24 of 2003 (vulnerable witnesses)
- ▶ Labour Act 11 of 2007 (sexual harassment)

SHE SEES AN EX-BOYFRIEND

HE SEES REJECTION



There is no excuse for Passion Killing.
Watch out for the signs and seek help.

Report it to stop it.
Call 10111 for help.





Situational Analysis of Gender-Based Violence in Namibia

This National Plan of Action recognises and targets the following common or growing forms of gender-based violence (GBV) in Namibia.

2.1 Common forms of gender-based violence

The following section describes some of the most prevalent forms of GBV in Namibia, without attempting a comprehensive presentation of all manifestations of such violence.

2.1.1 Rape

Namibia's **Combating of Rape Act 8 of 2000** has been hailed as one of the most progressive laws on rape in the world.¹⁰ This law contains a broad, gender-neutral definition of rape which covers a range of sexual acts committed in "coercive circumstances", thus moving away from requiring proof of "absence of consent" which has historically made the rape survivor feel as if she were the one on trial. The law sets stiff minimum sentences for rape, acknowledges the fact that rape can occur within marriage, and gives increased protection to children – both girls and boys. It also has a range of provisions aimed at meeting some of the needs of the rape survivor – such as increased protection for the survivor's privacy and new procedures to ensure that the rape survivor has an opportunity to place information before the court at the bail hearing.

A 2006 publication on rape in Namibia shows that during the three years for which data was assessed (2003-2005), 1 100-1 200 cases of rape and attempted rape were reported each year, amounting to about 60 reported cases per 100 000 people in Namibia. National police statistics showed that women accounted for 92-94% of the complainants in reported rape cases, while just over one-third of all victims of reported cases of rape and attempted rape were under the age of 18 years.¹¹ The number of reported rapes has not abated in more recent years. In 2008, the police recorded 939 cases of rape and 222 of attempted rape.¹²

¹⁰ Narnia Bohler-Muller, "Valuable lessons from Namibia on the combating of rape", *South African Journal of Criminal Justice*, Vol. 14, No. 1, 2001, page 74.

¹¹ Legal Assistance Centre (LAC), *Rape in Namibia: An Assessment of the Operation of the Combating of Rape Act 8 of 2000*, Windhoek: LAC, 2006.

¹² Ministry of Safety and Security, *National Crime Statistics 2008*.

A separate study on factors influencing the withdrawal of rape cases found that survivors often choose not to report criminal cases for reasons such as family pressure, shame, and threats of physical harm from the alleged perpetrator. In particular, payments of direct compensation to the survivor under customary law frequently incite case withdrawals. Compensation as an alternative to the prosecution of rape cases can take several forms. In some areas, compensation is likely to be administered by a traditional chief and be paid in the form of livestock. In other places, compensation is more likely to take the form of a sum of money that is agreed between the families of the complainant and the accused.¹³

2.1.2 Domestic violence

Domestic violence refers to a range of violent conduct which takes place within a domestic relationship, such as between spouses, intimate partners or family members. Such violence can take the forms of physical, sexual, economic or psychological abuse; harassment; intimidation; trespass; or threats of such actions. Although both men and women can suffer domestic violence, in practice the victims and survivors are overwhelmingly women.

A study published in 1999 estimated that more than one-fifth of all violent crime reported to police in Namibia occurs within the context of domestic relationships.¹⁴ A Windhoek-based study published in 2003, based on data collected in 2001, found that over one-third of ever-partnered women had experienced physical or sexual violence (or both) from an intimate partner at some point in their lives, with about 20% experiencing physical or sexual violence from a partner during the 12 months prior to fieldwork.¹⁵ More recently, a 2007-08 study based on data from eight Namibian regions found that 41% of the female respondents and 28% of the male respondents had experienced physical or sexual violence from an intimate partner at some point during the previous seven or eight years, while 16% of females and 4% of males reported that they had suffered injuries as a result of physical or sexual violence from an intimate partner during the last 12 months.¹⁶

There have been numerous cases in Namibia where violence between intimate partners ends with the murder of one of them, sometimes followed by the suicide of the abuser. Such murders sometimes arise from jealousy or revenge, or a refusal on the part of the abuser to accept the end of a sexual relationship.

Namibia has enacted national legislation to address domestic violence. The **Combating of Domestic Violence Act 4 of 2003** provides a broad definition of domestic violence, and establishes

¹³ Legal Assistance Centre (LAC), *Withdrawn: Why complainants withdraw rape cases*, Windhoek: LAC, 2009.

¹⁴ Legal Assistance Centre (LAC) and Law Reform and Development Commission (LRDC), *Domestic Violence Cases Reported to the Namibian Police: Case Characteristics and Police Response*, Windhoek: LAC and LRDC, 1999.

¹⁵ Ministry of Health and Social Services (MoHSS), *An Assessment of the Nature and Consequences of Intimate Male-Partner Violence in Windhoek, Namibia: A sub-study of the WHO Multi-Country Study on Women's Health and Domestic Violence*, Windhoek: MoHSS, 2003.

¹⁶ Social Impact Assessment and Policy Analysis Corporation (SIAPAC), *Knowledge, Attitudes and Practices Study on Factors that may Perpetuate or Protect Namibians from Violence and Discrimination: Caprivi, Erongo, Karas, Kavango, Kunene, Ohangwena, Omaheke and Otjozondjupa Regions*, Windhoek: Ministry of Gender Equality and Child Welfare, 2008.

a simple, free procedure for obtaining a protection order from a magistrate's court which directs the abuser to stop the violence. It can also prohibit the abuser from having any contact with the victim, or order the abuser to temporarily leave a common residence. A study by the Legal Assistance Centre examining this Act's implementation found that by the end of 2008 (five years after the Act came into force), every magistrate's court in the country had received at least one application for a protection order, while there was an average of over 900 protection order applications per year nationwide during 2006-2008.

The forthcoming **Child Care and Protection Bill** will replace the current **Children's Act 33 of 1960** with strengthened provisions aimed at protecting children from abuse and neglect by parents or caretakers. When cases involving domestic violence are prosecuted, provisions enacted by the **Criminal Procedure Amendment Act 24 of 2003** can be applied to help reduce the trauma of court testimony for vulnerable witnesses.

2.1.3 Sexual harassment

The **Labour Act 11 of 2007** prohibits direct or indirect sexual harassment of an employee in any employment decision or in the course of employment. The Act covers two types of sexual harassment: conduct which the employee has indicated that he or she finds unwelcome; and conduct that any reasonable person would find unacceptable. It is illegal for employers to engage in sexual harassment of their employees. Employers are also expected to take reasonable steps to make employees safe from sexual harassment by their co-workers.

In the educational setting, the **Code of Conduct for the Teaching Service** states that teachers may not become involved in any form of romance or sexual relations with a learner or sexually harass or abuse a learner. The **General Rules of Conduct for Learners** say that learners must respect the dignity, person and property of teachers, other learners and members of the public.

2.1.4 Forced marriages

Despite Article 14(2) of the **Namibian Constitution**, which provides that marriage shall be entered into only with free and full consent of the intending parties, forced marriages still pertain. Forced marriages are marriages performed under duress without the full consent or free will of the two parties. Duress may include physical and emotional pressure, trickery, deception, abduction, concession, fear and inducements. Forced marriage is reportedly a practice in some communities in Namibia.¹⁷

Many cases of forced marriage involve young women being married to older men. Forced marriages can also take the form of "levirate and sororate unions", informally known as "widow inheritance". This refers to the customary practice whereby a widow is compelled to marry a relative of the deceased husband. Its original intent was to ensure that the deceased's

¹⁷ See, for example, Prisca N Anyolo, "Children in polygynous marriages from a customary perspective" in Oliver C Ruppel, ed, *Children's Rights in Namibia*, Windhoek: Konrad Adenauer Foundation, 2009, pages 261-262; *Violence is not our culture! Women claiming their rights in Caprivi Region*, Windhoek: Women's Leadership Centre, 2010.

surviving spouse and children would be taken care of. Although this practice has declined in some parts of Namibia, such unions are still common in some communities.¹⁸ This practice is not necessarily problematic if it takes place with the full and informed consent of the surviving spouse, in the absence of any threats of physical or economic coercion – but this is not always the case.

Forced marriages of children and vulnerable adults may involve one or more criminal offences, such as assault, kidnapping, rape or false imprisonment. The forced marriage of a child is a child protection issue because it can involve non-consensual and underage sex and emotional or physical abuse.

The **Marriage Act 25 of 1961** sets 18 years as the minimum age for civil marriage, while the anticipated **Recognition of Customary Marriages Bill** is expected to apply the same minimum age to customary marriages.¹⁹ The forthcoming **Child Care and Protection Bill** will make it a crime to give a child in marriage or engagement without the consent of the child and the child's parent or guardian.

2.2 Vulnerable groups

2.2.1 Children and youth

In 2008, “*abuse and violence*” was the second most common reason that children approached LifeLine/ChildLine Namibia for assistance, after general requests for information; about 17% of the 12 000 children who contacted this service by telephone or in person sought help with a problem related to abuse or violence.²⁰

According to the “Knowledge, Attitudes and Practices” (KAP) study conducted in 2007, 61% of the respondents in eight Namibian regions felt that it was common in their communities for children to be slapped or caned, and 37% thought that it was common for children to be seriously physically abused. This study also found that more than one-third of the households surveyed reported that a child in the household had suffered from excessive physical discipline.²¹

¹⁸ See, for example, Debie Lebeau, Eunice Iipinge and Michael Conteh, *Women's Property and Inheritance Rights in Namibia*, Windhoek: Multi-Disciplinary Research and Consultancy Centre, Gender Research and Training Programme and Department of Sociology, Windhoek: University of Namibia, 2004, pages 42-43; Debie LeBeau, “In Small Things Stolen: The Archeology of Inheritance versus Property-grabbing in Katutura” in Legal Assistance Centre (LAC), *The Meaning of Inheritance; Perspectives on Namibian inheritance practices*, Windhoek: LAC, 2005, pages 117-119; *Makono v Nguvauva* 2003 NR 138 (HC).

¹⁹ Data on marriages of children below the age of 15, calculated from data collected for the Namibia Demographic and Health Survey 2006-07, is available in *The Adolescent Experience In-Depth: Using Data to Identify and Reach the Most Vulnerable Young People: Namibia 2006/07*, New York: Population Council, 2009, pages 37-38.

²⁰ Child Helpline International, *Connecting to Children: A compilation of child helpline 2008 data* (7th edition), Amsterdam: Child Helpline International, 2009, page 188.

²¹ Social Impact Assessment and Policy Analysis Corporation (SIAPAC), *Knowledge, Attitudes and Practices Study on Factors that may Perpetuate or Protect Namibians from Violence and Discrimination: Caprivi, Kunene, Ohangwena, and Otjozondjupa Regions (Final Report)*, Windhoek: Ministry of Gender Equality and Child Welfare, 2007.

As another indication of the scope of the problem, children's court statistics show that in Windhoek alone, an average of 237 children are removed from their homes each year by court order because of abuse or neglect and placed in alternative care.²²

The 2004 Namibia School-based Student Health Survey found that one-fifth (20%) of all the students surveyed had been physically forced to have sexual intercourse, with no differences between males and females on this score.²³ A 2006 Namibian study found that one out of four (25%) of the 10- to 14-year-old respondents in the sample had experienced one or more forms of sexual abuse by a parent or caregiver, as well as 15% of the 15- to 24-year-olds.²⁴ A 2007 study also found that many orphans and vulnerable children experience abuse and maltreatment in their homes, particularly from their caregivers, including abusive forms of punishment, sexual abuse and emotional abuse. Particular problems were noted where the caregiver was a step-parent.²⁵ Sexual initiation practices are also a concern for some children in some Namibian cultures.²⁶

Children and youth are particularly vulnerable in many ways. Young people between the ages of 10 and 14 years usually enter puberty and begin their transition out of childhood. This time often brings greater responsibility within the home, and exposes girls in particular to societal pressures to enter marriage, sexual relations and childbearing. The National Demographic and Health Survey 2006-07 found that 15.4% of teenagers aged 15-19 years in Namibia had already begun bearing children.²⁷ Furthermore, in 2010, 1 493 girls were reported to have dropped out of school due to pregnancy – a figure which probably understates the true picture.²⁸ Child and youth alcohol use and abuse is another factor of concern. A 2006 study found that about one out of ten 10- to 14-year-olds in the survey had already started using alcohol, as well as about three out of ten 15- to 24-year-olds. In both age groups, 6% of those who had tried alcohol were already drinking daily.²⁹ In addition to affecting children's health, alcohol abuse tends to increase vulnerability to violence and to earlier and riskier sexual activity.

²² Statistics provided by Windhoek Children's Court, March 2009.

²³ Ministry of Health and Social Services (MoHSS), *Report on the Namibia School-Based Student Health Survey 2004*, Windhoek: MoHSS, 2008. This study included information collected from 6 367 Namibian learners in grades 7-9.

²⁴ UNICEF Consultancy, *Knowledge, Attitudes, Practice And Behaviour Study*, Report by Research Facilitation Services, Windhoek, August 2006. The sample included 1 000 respondents in total; 318 10- to 14-year-olds, 372 15- to 19-year-olds still in school, 160 15- to 24-year-olds out of school and 150 adults 30 years of age and older.

²⁵ Legal Assistance Centre (LAC), *'I just want to have a good life': OVC and human rights in five regions of Namibia*, Windhoek: LAC, undated. The study involved 250 individual interviews with OVC aged 9 to 16 (54% males and 46% females) in five regions (Caprivi, Karas, Kavango, Khomas and Omusati) supplemented by focus group discussions with another 250 OVC in the same age range.

²⁶ See, for example, Elizabeth !Khaxas, *Women's rights, violent and oppressive cultural practices and HIV/AIDS: A case study of the Caprivi Region in Namibia*, Windhoek: Women's Leadership Centre, 2006.

²⁷ Ministry of Health and Social Services (MoHSS), *Namibia Demographic and Health Survey 2006-07*, Windhoek: MoHSS, 2008, pages 50-51.

²⁸ Education Management Information System, *Education Statistics 2010*, Windhoek: Ministry of Education, 2011.

²⁹ UNICEF, *Knowledge, Attitudes, Practice and Behaviour Study in Namibia: Key Findings*, Windhoek: UNICEF, 2006, pages 20-21.

Economic vulnerability is also a concern. Persons between the ages of 15 and 34 years constitute the age group hardest hit by unemployment in Namibia, with an average unemployment rate of almost 60%; the youngest people within this age bracket are the most affected, with an unemployment rate of 83.6% for 15- to 19-year-olds and 67.4% for 20- to 24-year-olds.³⁰ This is a factor which makes these young people more vulnerable to exploitation.

However, there is limited information about gender dynamics and forms of GBV among children and youth.

2.2.2 Persons with disabilities

While there is little information about GBV against persons with disabilities, there are some indicators that this is another very vulnerable group. A study of rape in Namibia published in 2006 found that 3% of the 409 rape dockets examined involved persons with disabilities as complainants. The majority of the complainants in this category were female, and the most frequent form of disability in these cases was mental disability. Most of the complainants with disabilities were young, between the ages of 12 and 22 years. In half of these cases, the perpetrators were reportedly known to the rape victims, with relationships ranging from stepfathers to landlords of the complainants.

Persons with disabilities are likely to be more vulnerable to rape than others for many reasons, the most obvious one being that they often have less capability for physical self-defence. Other sources of vulnerability may include difficulty in reporting rape due to communication problems, a greater amount of dependence on other people for care (who may in some cases take advantage of this situation), or the lack of a caretaker to protect them from harm. Persons with disabilities may also be hampered in laying charges. Furthermore, even when charges are laid, the fact of the disability may interfere with the ability to provide convincing evidence of a rape. For instance, a blind victim cannot provide a description of a rapist's appearance, and a mentally disabled victim is unlikely to be a credible witness.

Anecdotal evidence indicates that the extent of GBV against persons with disabilities is likely to be much larger than reported cases would indicate. Because persons with disabilities often find themselves isolated from mainstream society, and because some forms of disability may interfere with the ability to communicate, such persons may endure sexual abuse for longer periods of time than others before it comes out into the open. Persons with mental disabilities or disorders in particular may face other forms of abuse or neglect by their caretakers, either at home or in institutional care.³¹

³⁰ Ministry of Labour and Social Welfare (MoLSW), *Namibia Labour Force Survey 2008*, Windhoek: MoLSW, 2010, page 65.

³¹ Legal Assistance Centre (LAC), *Rape in Namibia: An Assessment of the Operation of the Combating of Rape Act 8 of 2000*, Windhoek: LAC, 2006.

2.3 Related problems

2.3.1 Trafficking in persons

The **Namibian Constitution** prohibits slavery, servitude and forced labour, and protects children under the age of 16 years from hazardous work that would conflict with their education. Trafficking in persons has been criminalised in the **Prevention of Organised Crime Act 29 of 2004**, although its provisions are not comprehensively in consonance with international conventions and protocols. Provisions which focus on offences relating to child trafficking and assistance to victims of such trafficking are contained in the **Child Care and Protection Bill**. The **Labour Act 11 of 2007** forbids all forced labour and various forms of exploitative child labour.

Namibia is obligated by a number of international agreements to take action against trafficking, and particularly against trafficking of children. For example, the **SADC Protocol on Gender and Development** requires Member States to adopt legislative provisions to prevent human trafficking and institute mechanisms to eliminate human trafficking networks by 2015. The **African Union Protocol on the Rights of Women in Africa** calls on Member States to prevent human trafficking, protect vulnerable women and punish perpetrators. The **UN Convention on the Rights of the Child** and its **Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography** stipulate that child trafficking must be prevented and that States Parties must protect children from economic exploitation and any work likely to interfere with their education or development. The **UN Convention against Transnational Organised Crime** covers all criminal activities by organised criminal groups operating across national borders, while its **Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children** addresses trafficking in persons specifically.

International law defines trafficking in persons as the use of force, threats, fraud, deception or other coercive means, to recruit, transfer, harbour or receive another person for the purposes of exploitation, including sexual exploitation and prostitution.³² Child trafficking means involvement in moving children from one place to another for a variety of exploitative purposes, including sexual exploitation and forced labour. It can involve moving children between different countries or from place to place within one country. The victim's consent is irrelevant, and coercion or deception need not be present.³³

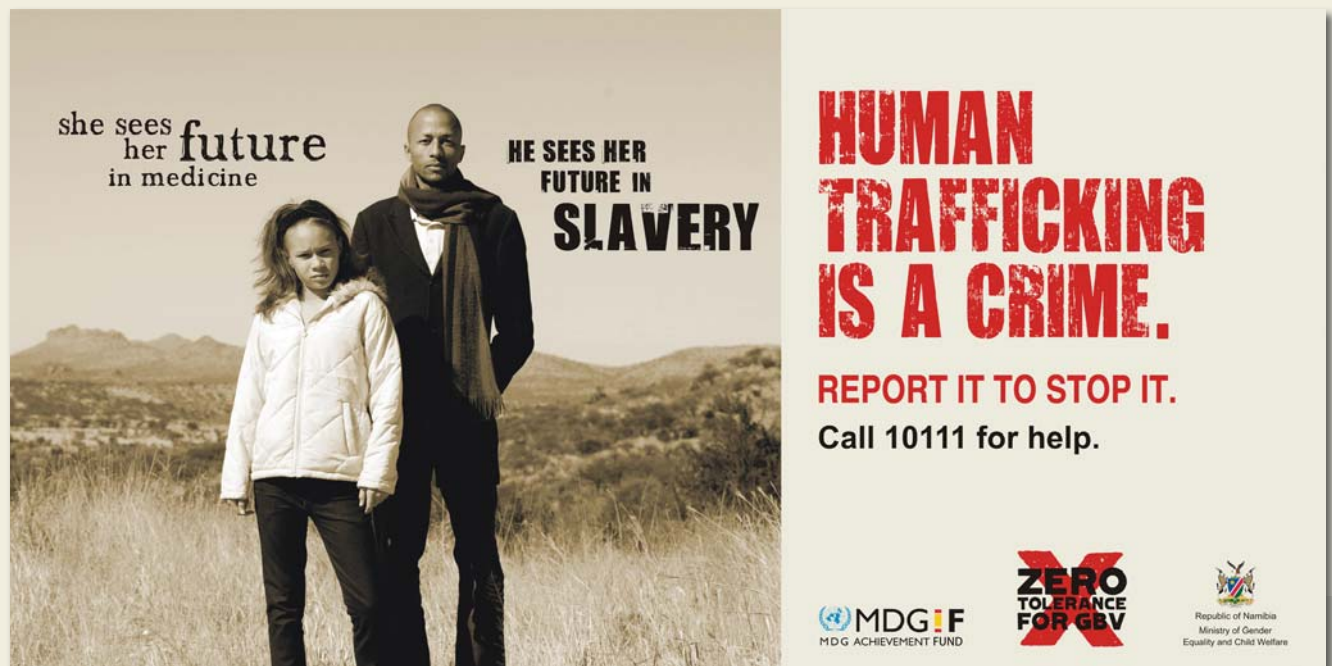
Trafficking is a growing problem in the world because of factors like poverty, conflict, natural disasters, crime, social violence and corruption, which can leave children and their families desperate and vulnerable to trafficking. Southern Africa remains a fertile ground for traffickers who capitalise on poverty, minimal access to health and education, gender inequality, unemployment and the ravages of the HIV/AIDS pandemic. Namibia is believed to

³² Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention Against Transnational Organised Crime, Article 3.

³³ See D Kassan, "Chapter 18: Trafficking in Children" in CJ Davel and AM Skelton, eds, *Commentary on the Children's Act*, Cape Town: Juta, 2008.

be a country of origin, transit and destination for foreign and Namibian people subjected to trafficking for forced labour and prostitution.³⁴

Studies of trafficking have not identified large numbers of trafficked persons, but anecdotal evidence indicates that this is a well-hidden problem which may be mushrooming.³⁵ Cases which have been identified indicate that both males and females are being trafficked, although the patterns of exploitation may be different for the different sexes, with girls and women being more likely to be trafficked for domestic labour or sexual exploitation and boys and men for purposes such as farm labour. While human trafficking is mostly viewed as a cross-border activity, local studies have identified some trafficking activities within the borders of Namibia.



2.3.2 Baby-dumping

Baby-dumping refers to abandoning an infant without care, exposing the child to danger or death. It may entail more active attempts to harm or kill the infant. There is no evidence to indicate that girl babies or boy babies are being particularly targeted for baby-dumping, meaning that baby-dumping does not technically fall within the definition of GBV. However, the problem does have significant gender dimensions, usually being committed by the mother, but often linked to fathers' refusals to support the babies. Baby-dumping is often connected to post-natal depression.³⁶

³⁴ Ministry of Gender Equality and Child Welfare (MGEWCW), *A Baseline Assessment Of Human Trafficking In Namibia: A Nationally Representative Qualitative Assessment*, Windhoek: MGEWCW, 2009.

³⁵ Dr ME Terry and Dr DS Cownie, *Discussion document on Child Labour in Namibia*, Windhoek: Ministry of Labour and Social Welfare, March 2007; I Sechoge, *Baseline Survey: Investigating Sexual Exploitation and Trafficking of Women and Children at the Oskikango Border Post*, Windhoek: National Social Marketing Programme, 2008; Ministry of Gender Equality and Child Welfare (MGEWCW), *A Baseline Assessment of Human Trafficking in Namibia: A Nationally Representative Qualitative Assessment*, Windhoek: MGEWCW, 2009.

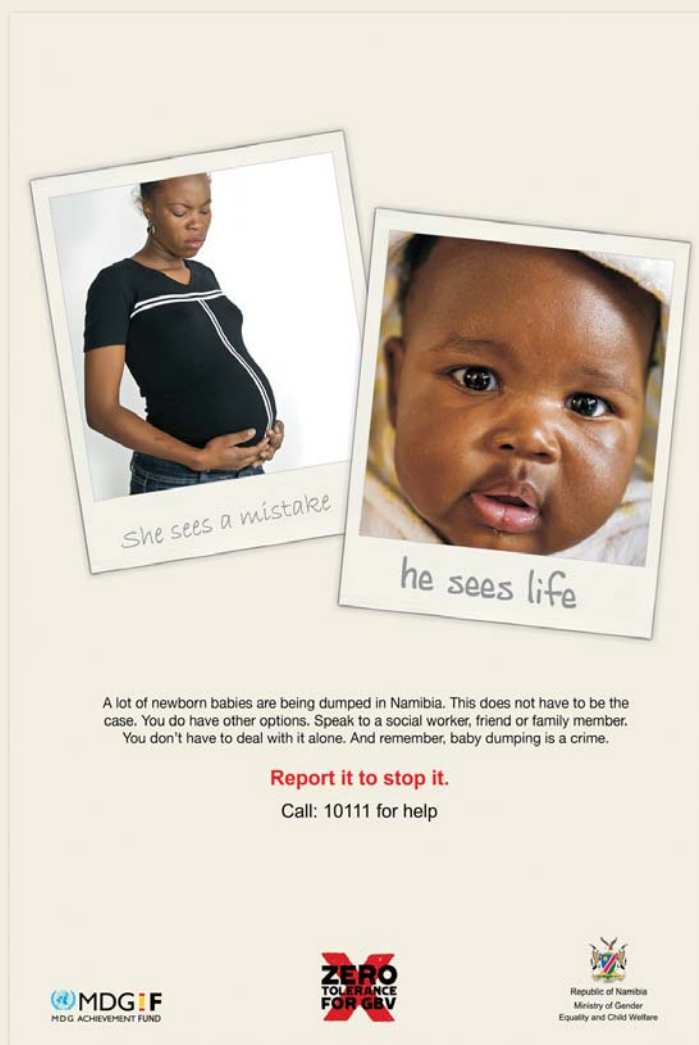
³⁶ D Hubbard, *Baby Dumping and Infanticide: Monograph No 1*, Windhoek: Legal Assistance Centre, 2008.

Namibia lacks accurate figures on the incidence of infanticide (which is not recorded separately from other murders), but prosecutions of infanticide are usually linked with charges of concealment of birth, incidences of which have risen from 6 cases in 2003 to 23 cases in 2007.³⁷

In 2011 the MGEWCW and the Ministry of Youth, National Service, Sport and Culture (MYNSSC), with the financial and technical support of UNICEF, conducted a multiple choice text message survey to find out more about public attitudes on baby-dumping. Baby-dumping was listed as the most likely response to an unwanted pregnancy. The public responses indicated that the top three reasons people dump babies are because the father denies paternity, because the mother is still a student and because the mother does not know about alternatives such as foster care and adoption. The three key means to address baby-dumping reported in this survey all related to the need for increased awareness on contraceptives, alternatives such as foster care and adoption, and legal grounds for abortion. The results suggest that men need to be encouraged to help address the problem of baby-dumping, and that learners and students in particular should be targeted with information about alternatives to baby-dumping and options for continuing their education after becoming parents.³⁸

The **Child Care and Protection Bill** contains provisions which would facilitate the establishment of “safe havens” for unwanted babies, and provides safeguards against the misuse of such facilities.

The **Maintenance Act 9 of 2003** provides that both parents have a legal duty to maintain their children, regardless of their marital status and the provisions of customary law. Improved enforcement and education around this law could help prevent baby-dumping to the extent that the crime is caused by fathers’ refusal to contribute to the child’s welfare.



³⁷ *Ibid.*

³⁸ Ministry of Gender Equality and Child Welfare, Ministry of Youth, National Service, Sport and Culture, UNICEF and Legal Assistance Centre, internal report on the results of the national multiple choice text message survey on baby-dumping, 2011 (publication of results forthcoming in 2012).

2.4 Gender-based violence, sexual and reproductive health and HIV/AIDS

Global studies indicate that GBV has implications for sexual and reproductive health including HIV and AIDS. Gender-unequal relations where men exert dominance over women and girls result in risky sexual behaviour. Based on femininity, females are expected to demonstrate sexual innocence or ignorance. Women and girls in particular who are exposed to GBV are more likely to have less or no control over their sexual and reproductive health. This results in unwanted pregnancies (e.g. through rape), poor maternal health including gynaecological problems, HIV and other sexually transmitted infections (STIs), teenage pregnancy and non-use of contraceptives.

Linkages between these issues are evident not only among women and girls, but also among men and boys. Based on masculinity, men and boys are compelled to exemplify behaviours of multiple sexual partners, early initiation of sexual activities and not accessing health services.

Namibia's **Combating of Rape Act 8 of 2000** recognises these interlinkages by imposing the most serious minimum punishment on rapists who know that they are HIV-positive when the crime is committed. According to Namibian policies, the state must provide treatment to rape survivors if they are considered to be at risk of contracting HIV or any other STI. This step helps to fulfil Namibia's obligations under the **SADC Protocol on Gender and Development**, which requires Member States to provide testing, treatment and care for survivors of sexual offences (including access to emergency contraceptives), prevention of STIs, and ready access at all health facilities to post-exposure prophylaxis (PEP) to reduce the risk of HIV infection.

2.5 National efforts to address gender-based violence

Since Namibia's independence in 1990, the Government of the Republic of Namibia has put in place a legal framework aimed at combating GBV, as well as laws on affirmative action and family laws which are intended to place women in a meaningful position of equality with men. Additional law reforms on family law and the protection of children are in the pipeline.

The first Woman and Child Protection Unit (WCPU) was established in 1993, and to date there are 15 units countrywide. To understand the root causes of GBV, a National Conference on GBV was held in 2007. The Conference developed Action-Oriented Specific Recommendations and Strategies. In November 2008, Namibia's President, His Excellency Hifikepunye Pohamba, launched the National Advisory Committee on GBV to advise Cabinet through the MGECW on issues pertaining to GBV.

To implement the 2007 Conference recommendations and strategies, the MGECW and stakeholders launched a National Media Campaign on Zero Tolerance for Gender-Based Violence in 2009. The main objectives of the campaign were to raise awareness of GBV, to reflect government's aspiration for zero tolerance of this social evil, and to empower service providers and members of the public to prevent, detect and report cases of GBV. The campaign included television and newspaper advertisements, a radio drama series and posters – all in English and local languages as well.

In addition, the government through the MGECW embarked upon various programmes including gender sensitisation, training of key service providers on GBV laws, and human trafficking.

In the area of research, a KAP study was conducted in 2007-08 on factors and traditional practices that may perpetuate or protect Namibians from violence and discrimination, and a national qualitative assessment of human trafficking was conducted in 2009 to determine the scope and nature of human trafficking in Namibia. In addition to the studies, the MGECW and the Ministry of Safety and Security (MSS) jointly collect and analyse GBV statistics from the WCPUs. Efforts have also been made to improve the WCPU services.

Furthermore, Parliamentarians have been engaging with communities to discuss gender-related issues including GBV, and to monitor the provision of government services to the communities.

Development partners, civil society organisations, churches and faith-based organisations have been working in partnership with the government to combat GBV through a range of national outreach programmes and initiatives such as the commemoration of the 16 Days of Activism Against Gender Violence Campaign and Human Rights Day on 10 December.

2.6 Challenges in tackling gender-based violence in Namibia

The social dominance of men in many settings is intensified by their stronger economic position in society, and by fathers' frequent failure to contribute to the costs of maintenance for children in the care of their mothers. Women's financial dependence on men exacerbates abuse by discouraging reporting, and also by making it harder for women to leave abusive partners because of their fear of the financial consequences for themselves and their children.

Furthermore, major causes of GBV persist. For example, general social acceptance of violence against women is still high. According to the *Namibia Demographic and Health Survey 2006-07*, 41% of men and 35% of women believe that a husband is justified in beating his wife in certain circumstances.³⁹ Such social attitudes encourage perpetrators and hinder efforts to prevent and redress the problem.

Some aspects of traditional culture can represent a significant hurdle to eliminating GBV. For example, in some communities masculinity is perceived as entailing ownership and control over women – which causes some men to react violently out of jealousy or when a romantic relationship ends. At the same time, Namibian women are often socialised to believe that they are inferior to men and that male authority figures are justified in 'disciplining' them.

³⁹ Ministry of Health and Social Services (MoHSS), *Namibia Demographic and Health Survey 2006-07*, Windhoek: MoHSS, 2008, page 245. See also Social Impact Assessment and Policy Analysis Corporation (SIAPAC), *Knowledge, Attitudes and Practices Study on Factors that may Perpetuate or Protect Namibians from Violence and Discrimination: Caprivi, Erongo, Karas, Kavango, Kunene, Ohangwena, Omaheke and Otjozondjupa Regions*, Windhoek: Ministry of Gender Equality and Child Welfare, 2008, Table 3 on page 49, and ES Wieggers, W Neeleman, J Hourihan and KW Cato, *Enhancing the well-being of women and girls in Ohangwena, Oshana and Caprivi Regions through food security and livelihood improvement initiatives: Baseline Study Report*, Windhoek: FAO-Namibia, 2009, page 90.

Flowing from such perceptions, the degree of acceptability of violence by husbands against their wives appears to vary by culture: in one region, only 14% of women believed that a husband may be justified in beating his wife, while a staggering 81% of women held this belief in another region. Similarly, male views on acceptability of husbands' violence against their wives ranged from a low of 12% in one region to a high of 67% in another.⁴⁰

Another cultural constraint can be seen in the tendency of many rape complainants to withdraw their cases because they prefer to seek compensation under customary law – an understandable choice, but one which does not protect society or deter rape.⁴¹ Elimination of GBV will require intensive engagement with grassroots communities and traditional authorities if attitudes are to evolve towards more effective condemnation of violence.

Widespread abuse of alcohol and the mushrooming of *shebeens* constituted major challenges. Alcohol is sometimes misrepresented as a scapegoat for violence, but there is no denying that, for some, excessive indulgence of alcohol is associated with incidents of violence. The causes of alcohol abuse in Namibia are complex.

Another problematic social issue is that, in some quarters, the focus on protecting women has left many men feeling marginalised and resentful. This Plan of Action should ensure that men and boys 'buy in' to the idea that GBV is unacceptable, whilst providing services and education targeting boys and men as both victims and perpetrators of GBV.

Inadequate service provision constitutes another significant hurdle to redressing GBV. Current institutions and mechanisms are insufficient to allow for a prompt and thorough response to allegations of GBV, particularly in rural areas. WCPUs have limited capacity to provide an adequate response, and there is an absence of standard operating procedures to ensure that victims of violence are provided with integrated services.⁴²

In addition, a major limiting factor to the effectiveness of various interventions is inadequate coordination and communication among key role-players from different ministries and other stakeholders, with health and forensic evidence matters being particularly not well integrated with other responses.

⁴⁰ Ministry of Health and Social Services (MoHSS), *Namibia Demographic and Health Survey 2006-07*, Windhoek: MoHSS, 2008, Tables 15.9.1 (page 244) and 15.9.2 (page 246).

⁴¹ Legal Assistance Centre (LAC), *Withdrawn: Why complainants withdraw rape cases*, Windhoek: LAC, 2009.

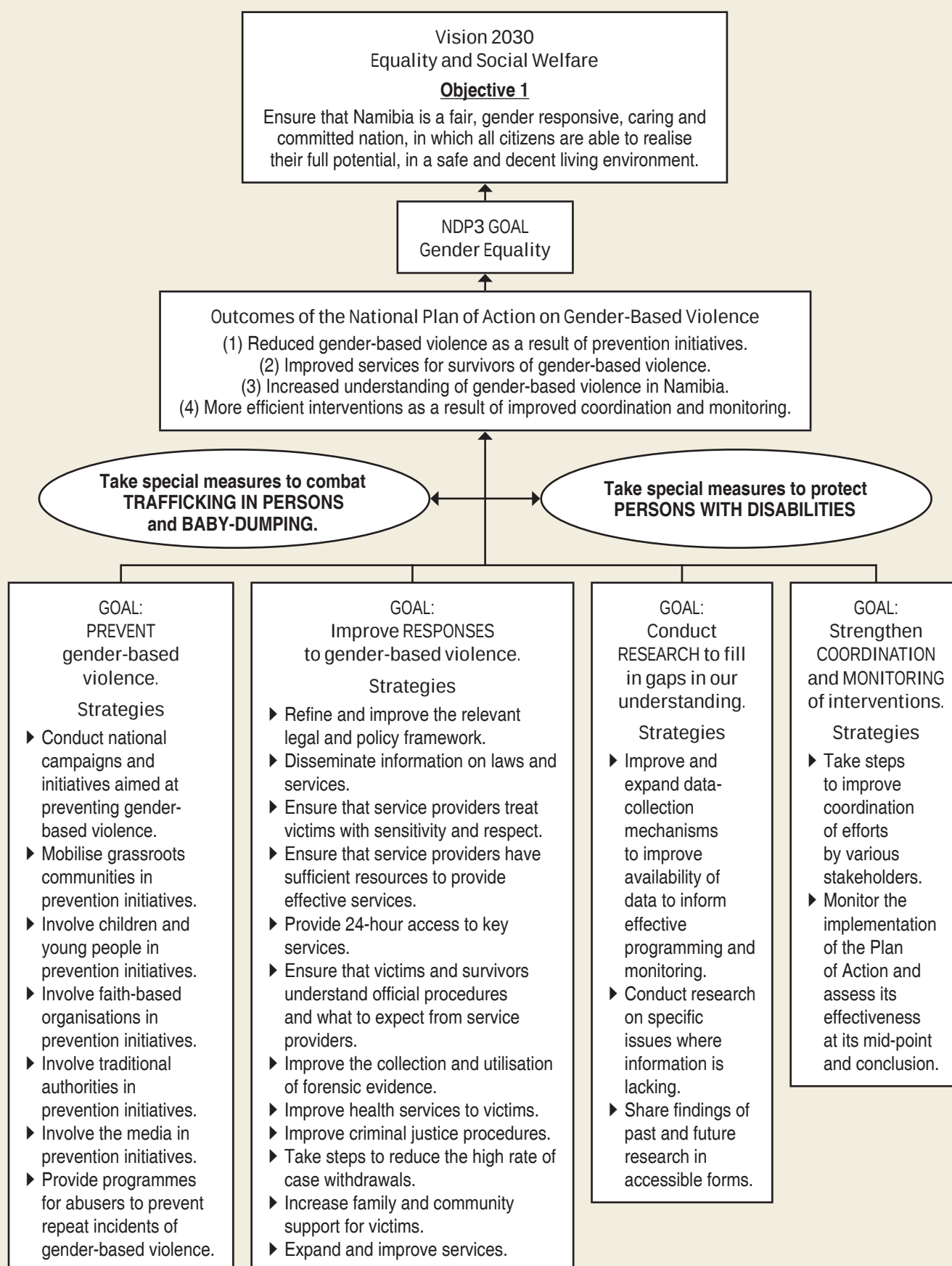
⁴² Desert Soul, *Namibia: Assessment of woman and child protection services in five regions to inform development of an integrated system*, Windhoek: Ministry of Safety and Security and Ministry of Gender Equality and Child Welfare, forthcoming 2012.

3▶

Framework of the Plan of Action

The diagram on the following page is a snapshot of the National Plan of Action on Gender-Based Violence. It highlights the fact that the Plan is conceived within the framework of Vision 2030 and the NDP3 goal of Gender Equality. The Plan is organised under four major outcomes with respect to GBV: prevention; response; research; and coordination and monitoring. Two special areas of focus are measures to combat trafficking in persons and baby-dumping, and measures to protect persons with disabilities.

Framework of Namibia's National Plan of Action on Gender-Based Violence



4▶

Activities to be Undertaken During the Implementation of the Plan of Action

The strategies and planned activities to be undertaken under the National Plan of Action on Gender-Based Violence are set out in the tables on the following pages. The lead agencies are indicated in boldface type. Some key performance indicators are suggested to facilitate monitoring and evaluation. Abbreviations/acronyms have been avoided to make the tables easier to read, but some names of ministries and other agencies have been shortened because of space constraints. A list of abbreviations/acronyms appears in the front of this document.

GOAL 1: PREVENTION OF GENDER-BASED VIOLENCE

Actions	Key performance indicators	Lead agency and ey partners	Time frame
STRATEGY 1: Conduct national campaigns and initiatives aimed at preventing gender-based violence.			
1.1 Conduct periodic countrywide campaigns on gender-based violence, with activities and messages at national, regional, constituency and community levels, utilising community-based approaches, radio services in different languages and messages targeting people at places where alcohol is consumed. Ensure that such campaigns engage men and boys.	▶ Estimated number of men, women, boys and girls reached by prevention messages. ▶ Assessment of data on the incidence of various forms of gender-based violence over time.	▶ MGECW ▶ Ministry of Information ▶ Ministry of Regional and Local Government ▶ Association of Local Authorities ▶ civil society	Regular annual campaigns beginning in 2012.
1.2 Request prominent political leaders, musicians, sports figures and other celebrities to speak out against gender-based violence.	Number of public messages by prominent figures during period covered by Plan.		
1.3 Include information on gender-based violence in national literacy programmes.	Such information is systematically incorporated into national literacy programmes.		National literacy programme to incorporate information on gender-based violence from 2012.
STRATEGY 2: Mobilise grassroots communities in prevention initiatives.			
2.1 Establish and train core regional and constituency teams to plan and conduct outreach programmes on gender-based violence targeting remote areas.	Number of men, women, boys and girls reached by initiative.	▶ MGECW ▶ Ministry of Regional and Local Government ▶ Traditional Authorities ▶ civil society	Training teams established and trained in 2012, for regular outreach programmes beginning in 2013.

2.2 Enter into dialogue with communities about how to reduce social and cultural tolerance of gender-based violence.		Ongoing community programmes, targeting two regions annually for intensive focus.
2.3 Utilise education and awareness campaigns and small-group discussions to raise awareness of women's rights to be protected from violence and sexual exploitation.		
2.4 Enter into dialogue with communities about the need to reduce levels of violence against children.		
2.5 Promote positive discipline techniques such as alternatives to corporal punishment in all spheres.		Accessible materials on alternatives to corporal punishment in all major local languages published and distributed, and used as basis for radio programmes, by 2013.
2.6 Convene meetings of relevant government and civil society partners to share best practices for teaching people how to resolve problems in a non-violent manner, and train communities in non-violent techniques of conflict resolution.		Formulation and piloting of non-violent conflict resolution programmes and initiatives targeting males in 2012-13, followed by roll-out in 2014-15, then ongoing. (Actions 2.6 and 2.7)

2.7 Engage men and boys in prevention through – ▶ support to civil society groups that are trying to mobilise boys and men against gender-based violence with materials, training and other assistance ▶ the development of men's networks and men's centres to support men to challenge masculine domination and violence ▶ local forums featuring male advocates and opinion leaders speaking on this topic ▶ events aimed at fostering a culture of non-violence ▶ campaigns by and for men who are opposed to violence against women, in collaboration with women's groups, explicitly targeting male notions of entitlement that perpetuate gender-based violence.	Number of men and boys reached by men's organisations, networks, centres and events over time, and assessments of the effectiveness of such initiatives.		Pilot programmes by 2014, regularised by 2015.
2.8 Institutionalise training on violence against women and gender issues in large-scale, formative male-dominated institutions such as the armed forces.		▶ Ministry of Safety and Security ▶ Ministry of Defence	
STRATEGY 3: Involve children and young people in prevention initiatives.			
3.1 Provide school-going youth with a comprehensive orientation to gender-based violence issues as part of the official school curriculum, starting from pre-school.	Number of male and female learners reached by such initiatives.	▶ Ministry of Education ▶ National Institute for Educational Development	Gender-based violence fully incorporated into official school curriculum by 2016.

3.2 Provide positive activities and programmes focusing on the prevention of gender-based violence for out-of-school youth.	Number of young men, women, boys and girls reached by such initiatives.	► Ministry of Youth ► National Youth Council	Positive living programmes for out-of-school youth in all regions by 2016.
3.3 Encourage participation of young people in activities such as HIV clubs, Teens Against Drug and Alcohol Abuse, LifeLine/ChildLine, Cope Clubs, Physically Active Youth, Junior Achievers, and Young Achievers.	Trends on participation in such activities over time.	► Ministry of Youth ► Ministry of Health ► Ministry of Education ► National Youth Council ► civil society	Promotion efforts beginning in 2012 and ongoing thereafter.
STRATEGY 4: Involve churches and faith-based organisations in prevention initiatives.			
4.1 Involve religious leaders and Sunday school teachers in promoting, preaching and teaching about – ► gender relations ► peaceful methods of conflict resolution ► gender equality and mutual respect in marriages, families and communities.	Number and locations of churches and faith-based organisations reporting such activities.	► Council of Churches in Namibia ► MGEW	Church and faith-based organisation activities in gender-based violence in all regions by 2013.
4.2 Review lessons learned in the Council of Churches in Namibia (CCN) Decade for Eliminating Gender-Based Violence (2001-2011) and apply them to ongoing church involvement in this issue.	Documentation of review and follow-up action taken.		Review completed in 2012, and follow-up action ongoing.
4.3 Provide training for marriage counsellors on how to encourage couples to exercise mutual respect within marriage and to reject all forms of spousal abuse.	Number of marriage counsellors trained.		Training initiatives for marriage counsellors in all regions by 2014.

STRATEGY 5: Involve traditional authorities in gender-based violence prevention initiatives.				
5.1 Organise training of traditional leaders on gender-based violence and the laws which address it to build their capacity to inform and assist their communities.	Number of traditional authorities trained.	► MGEW ► Council of Traditional Leaders ► Associations of traditional healers	Initial training of traditional leaders and traditional healers 2012-14, followed by additional training. Gender-based violence initiatives undertaken in every traditional authority by 2016.	
5.2 Develop and implement a strategy to involve traditional authorities in work aimed at the prevention of gender-based violence, and provide them with the financial and other necessary assistance to combat gender-based violence in their communities.	Number and types of programmes initiated by traditional authorities, and number of men, women, boys and girls reached by such programmes.			
5.3 Enhance the ability of traditional authorities to promote good relations in marriages and families.	Surveys of traditional authorities on their role in mediating family and community conflict.			
5.4 Train traditional healers on how to combat gender-based violence in their respective communities.	Number of traditional healers trained.		Training during 2013-15.	
STRATEGY 6: Involve the media in prevention initiatives.				
6.1 Provide regular gender sensitisation training for media practitioners and assess gender sensitivity in media coverage of gender issues.	Number of media practitioners trained.	► Media Institute of Southern Africa ► Gender and Media in Southern Africa ► Ministry of Information ► Media Ombudsman ► advertising agencies ► civil society	Bi-annual training programmes for media practitioners from 2012.	

6.2 Encourage media outlets to promote peace and gender equality in their broadcasts/publications.	Periodic assessments of media coverage of gender-based violence and gender roles in locally-produced print, radio and television advertisements.	▶ Initial meetings with advertising agencies and the Media Ombudsman to promote positive gender portrayals in 2012. ▶ Assessments of media coverage and advertisements carried out at least annually from 2012.
6.3 Encourage media outlets to provide more in-depth reporting about gender-based violence which emphasises the pain and suffering it entails.	Application of indicators in the existing MGEOW Media Toolkit.	
6.4 Create advertisements portraying ways of resolving conflict positively, positive images of family relationships and relationships between men and women, and non-stereotyped gender roles.		
6.5 Challenge negative messages about gender and violence that appear in the media.	Number of complaints made via the Media Ombudsman on negative gender messages in the media.	
STRATEGY 7: Provide programmes for abusers to prevent repeat incidents of gender-based violence.		
7.1 Provide therapeutic programmes for potential abusers on a voluntary basis, or as components of protection orders or suspended sentences.	Number of persons who participate in such therapy, and basis of their involvement.	▶ Namibian Prison Service ▶ Ministry of Health ▶ MGEOW ▶ Ministry of Justice ▶ PEACE Centre
		Pilot projects set up in 2012-13. At least one therapeutic programme in every region by 2014.

7.2 Develop and implement effective rehabilitation programmes, counselling and therapy for convicted perpetrators of gender-based violence as part of prison rehabilitation programmes.	Percentage of prisons with rehabilitation programmes, and number of convicted offenders participating.	Rehabilitation programmes in all prisons by 2016.
7.3 Equip convicted offenders for re-integration into the community and society at large by providing them with life skills.	Recidivism rate for convicted offenders.	
7.4 Provide services of psychologists and social workers to every prison in Namibia.	Number of prisons where such services are available, and reports on their interventions.	Social workers and psychologists assigned to every prison by 2013.
7.5 Develop and implement diversion programmes for young offenders.	Number of male and female participants in diversion programmes, and assessment of gender-related content of such programmes.	Increase in coverage of such programmes by 2013.

GOAL 2: RESPONSES TO GENDER-BASED VIOLENCE

Actions	Key performance indicators	Lead agency and key partners	Time frame
STRATEGY 8: Refine and improve the relevant legal and policy framework where necessary.			
8.1 Ensure that components of the Child Care and Protection Bill relevant to violence against children are enacted and take steps to ensure their effective implementation.	Periodic assessments of changes made by new and amended laws, regulations and policies.	▶ Law Reform and Development Commission / MGEWCW ▶ WCPUs ▶ Ministry of Justice ▶ Office of the Prosecutor-General ▶ Legal Assistance Centre	▶ First legal changes to be enacted in 2012 ▶ All to be accomplished by 2016.
8.2 Following on recommendations from existing research into the implementation of the Combating of Rape Act 8 of 2000 and the Combating of Domestic Violence Act 4 of 2003, refine and strengthen these laws and their accompanying regulations and forms where necessary.			
8.3 Introduce an official form for recording notice to complainants in rape cases and domestic violence offences of the bail hearing, its outcome and the bail conditions.			
8.4 Consider enacting a law against “coercive compensation” which would clearly prevent the rapist or anyone else from pressuring or intimidating complainants to accept compensation for withdrawing charges.			
8.5 Institute child-friendly reporting measures with regard to gender-based violence.			
8.6 Bring into force the provision of the Criminal Procedure Act 25 of 2004 which extends the possibilities for providing victim compensation as an adjunct of criminal trials.			

8.7 Enact a Code of Best Practice on Sexual Harassment to give more impetus to the existing prohibitions in the Labour Act 11 of 2007 on sexual harassment in the employment context, and ensure that all employers with significant numbers of employees have policies that establish channels of complaint for sexual harassment at the workplace.		
8.8 Strengthen and enforce laws and policies prohibiting sexual harassment in educational settings, including harassment amongst learners and sexual harassment by teachers and staff.		
8.9 Consider enactment of a law prohibiting stalking, as this problem is not adequately catered for by existing criminal offences.		
8.10 Strengthen and enforce laws which limit the operational hours of shebeens and prohibit underage drinking.		
8.11 Set the minimum age for marriage at 18 years for customary marriage (as it already is for civil marriage), and make forced betrothal or marriage, including forced levirate and sororate unions (the customary practice whereby a widow or widower marries the brother or sister of the deceased), criminal offences.		
8.12 Reform the provisions of the Combating of Immoral Practices Act 21 of 1980 on sex work to reduce the vulnerability of sex workers to abuse.		
8.13 Ensure that Namibia signs, ratifies and implements the Hague Conventions relevant to gender-based violence and violence against children.		

STRATEGY 9: Disseminate information on laws and services available to victims of gender-based violence.			
9.1 Disseminate information on laws relating to gender-based violence in an accessible manner, in English and local languages through a variety of media. Include information on issues such as – ▶ what to do if you are raped ▶ how to get a protection order ▶ why it is important to report cases of gender-based violence to the police for the protection of the community ▶ the repercussions of false charges ▶ post-exposure prophylaxis (PEP) for victims of sexual offences ▶ encouraging children to speak to a trusted adult if they experience any kind of abuse.	▶ Number of materials distributed by language. ▶ Number of men, women, boys and girls participating in seminars and workshops. ▶ Periodic assessments of public understanding of information presented.	▶ MGECSW / Legal Assistance Centre ▶ Ministry of Information ▶ Office of the Ombudsman ▶ UNAM ▶ civil society	Ongoing from 2012.
9.2 Increase the supply of suitable information on gender-based violence for mass distribution.			
9.3 Target women with information on how to access justice, through seminars, campaigns and programmes aimed at grassroots communities.			
STRATEGY 10: Ensure that service providers treat victims of gender-based violence with sensitivity and respect.			
10.1 Provide service providers with training on topics such as reasons why case withdrawals are common and why people find it difficult to leave abusive relationships.	The performance indicator for all Strategy 10 actions (10.1 to 10.5) appears on the following page.	The lead agencies and key partners for all Strategy 10 actions (10.1 to 10.5) are listed on the following page.	Ongoing from 2012.
10.2 Institutionalise relevant training for police at WCPUs and charge offices, and for staff of shelters and places of safety.			Training piloted in 2012-13 and institutionalised by 2014.

10.3 Increase monitoring of service delivery by supervisory personnel.	Reports on service from periodic interviews and/or surveys of clients and non-governmental support organisations which assist clients indicate increasing satisfaction with sensitivity of service providers.	▶ WCPUs (police) ▶ MGECCW (social workers) ▶ Ministry of Health (health care providers) ▶ Office of the Prosecutor-General (prosecutors) ▶ Ministry of Justice (court personnel) ▶ Women Solidarity PEACE Centre ▶ ChildLine/LifeLine	Systematic monitoring introduced by end of 2012. Regular counselling for service providers in place by 2013. Report on post-service interviews by 2013; actions implemented in following year.
10.4 Provide regular counselling and support services for service providers who work with victims of gender-based violence, as this work can lead to burn-out.			
10.5 Conduct post-service interviews with randomly-selected clients for feedback, and take action to correct problems identified in this way.			
STRATEGY 11: Ensure that service providers have sufficient resources to provide effective services.			
11.1 Provide a specific, dedicated allocation in the national budget for Woman and Child Protection Units.	Budget allocations	▶ Ministry of Safety and Security / WCPUs ▶ Ministry of Finance	First dedicated budget in financial year 2013/14.

11.2 Take steps to ensure that WCPUs are staffed with highly-qualified personnel by applying rigorous selection criteria and by developing a career progression path for WCPU staff which will attract highly-qualified personnel.	WCPU staff qualifications and career path	WCPU staff issues to be addressed by 2014.
11.3 Conduct regular audits of WCPUs to assess adequacy of facilities, equipment and transport.	Audit reports and responses to them.	Two audits of WCPUs during period covered by plan.
11.4 Implement key priority actions from WCPU assessments, including implementation of standard operating procedures.	Comparison of assessment recommendations to actions implemented.	
11.5 Recruit more young prosecutors and create incentives for experienced attorneys to become or remain prosecutors.	Number and qualifications of prosecutors over time.	Target increase in prosecutorial staff by 2014/15.
11.6 Increase the number of social workers by providing bursaries at the University of Namibia for social work students and re-examining conditions of service and career opportunities for social workers.	Number of social workers over time, bursaries created and utilised, career paths of graduates.	Target increase in social work staff by 2013/14.
11.7 Increase the efficiency of social work services by utilising auxiliary social workers and community child care workers where possible.	Number and functions of auxiliary social workers and community child care workers.	

11.8 Convene a workshop on the state of social work in Namibia, with goal of developing recommendations for strengthening this sector.	Number of workshop participants and workshop outcome.	Development partners, in partnership with all ministries that utilise social workers.	Workshop in 2013.
STRATEGY 12: Provide 24-hour access to key services.			
12.1 Provide 24-hour numbers for WCPU personnel to all charge offices, City Police and other emergency personnel as well as to counselling services, shelters and other stakeholders.	Periodical spot monitoring shows that the contact details are being publicised and provided correctly to members of the public and key stakeholders.	WCPUs	2012 and ongoing.
12.2 Publicise 24-hour contact numbers for WCPU personnel via print media, television and radio.			
12.3 Post 24-hour contact numbers prominently at all WCPUs so that the information is visible from outside when the WCPU is closed.			
12.4 Extend operating hours of WCPUs, beginning in the larger centres.			2013/14 budget should provide for pilot project in at least one WCPU.
STRATEGY 13: Ensure that victims of gender-based violence understand official procedures and what to expect from service providers.			
13.1 Develop pamphlets, booklets and radio broadcasts in local languages explaining steps to follow when faced with gender-based violence and official procedures for relevant service provision.	Number, type and scope of outreach efforts.	► MGE CW / Legal Assistance Centre ► WCPUs	Ongoing from 2013.

13.2 Provide appropriate materials and resources to WCPUs to facilitate community outreach work.	Number and type of materials provided and utilised.		
13.3 Take steps to ensure that male victims of gender-based violence are aware that they can receive assistance at WCPUs.	Increase in male utilisation of WCPUs.		
13.4 Develop Codes of Conduct for key service providers which are prominently posted at place of service and widely disseminated.	Codes of Conduct developed and publicised.	▶ WCPUs (police) ▶ MGEWCW (social workers) ▶ Ministry of Health (health care providers) ▶ Office of the Prosecutor-General (prosecutors)	Codes of Conduct in place in 2013.
STRATEGY 14: Improve the collection and utilisation of forensic evidence.			
14.1 Provide adequate funding for a sufficient supply of rape kits for use in rape cases and for the analysis of samples collected with such kits.		▶ Ministry of Safety and Security ▶ National Forensic Science Institute ▶ WCPUs	Financial year 2013/14.

14.2 Provide all WCPUs with a lockable cupboard for storage of rape kits.			Financial year 2013/14.
14.3 Conduct obligatory orientation for new doctors and regular ongoing training, including refresher courses, for all state and private doctors on how to use rape kits effectively.		► Ministry of Health ► National Forensic Science Institute ► WCPUs	2012 and ongoing.
14.4 Regularly monitor performance of – ► health care providers who collect forensic evidence in gender-based violence cases ► National Forensic Science Institute ► Police personnel who must deliver and collect samples while maintaining the chain of evidence in order to identify areas in need of improvement, and impose disciplinary action for negligent, inadequate or substandard work if necessary.			2012 and ongoing.
14.5 Implement a pilot project to train senior nursing personnel to collect forensic evidence, to reduce the pressure on overworked doctors.			Pilot project in 2013.
STRATEGY 15: Improve health services to victims of gender-based violence.			
15.1 Institutionalise training of health care providers to recognise signs of gender-based violence and offer appropriate support, and to screen for gender-based violence during reproductive health consultations.	► Number of health care providers trained. ► Increase in identification of gender-based violence evident in health information systems.	► Ministry of Health ► WCPUs ► boards and associations of health care practitioners ► civil society groups working with SRRH, HIV/AIDS and youth	2012 with regular refresher training thereafter.

15.2 Provide comprehensive health services to victims of sexual offences, including, where appropriate – ▶ testing for pregnancy and sexually transmitted infections ▶ emergency contraception ▶ information on legal abortion ▶ prompt access to post-exposure prophylaxis (PEP) and other medication at all health facilities to reduce the risk of contracting HIV and other sexually transmitted diseases. ▶ monitoring availability of these services in rural areas in particular, and taking necessary action to ensure that all survivors are covered.	Data collection on health services provided to victims.	2012-13 and ongoing.
15.3 Develop guidelines for the treatment of victims of gender-based violence, and ensure that health care providers are trained and equipped – ▶ to provide gender-sensitive and non-judgemental support to victims ▶ to provide appropriate clinical treatment ▶ to document the medical consequences of gender-based violence ▶ to maintain confidentiality ▶ to refer victims of gender-based violence to appropriate support services ▶ with child-sensitive guidelines established where relevant.	Guidelines in place and well known.	Guidelines in place in 2014 after consultation and piloting.
15.4 Provide orientation on social and cultural issues to foreign doctors working in Namibia to improve their ability to respond appropriately to gender-based violence.	Number and regularity of orientation sessions and number of doctors reached.	2013 and ongoing.

15.5 Develop new consent forms for the examination of victims of gender-based violence, and provide clear directives for the examination of minor victims of gender-based violence, including information on – ▶ when the consent of a parent or guardian is necessary ▶ what to do if a parent or guardian is not present and cannot be located within a reasonable time ▶ what to do if a minor victim does not want his or her parents to be informed about the incident, or if the parent or guardian is the suspect ▶ the provision of PEP and other preventative medication to minors.	Consent forms in place and available at all relevant health care facilities and WCPUs.	2012 and ongoing.
15.6 Improve the provision and utilisation of post-exposure prophylaxis (PEP): ▶ Take steps to ensure that all victims of sexual offences have prompt access to PEP and associated services, especially in rural areas. ▶ Disseminate public information on PEP and other post-rape medications, the time frames for their use and their importance to rape victims. ▶ Provide all persons who receive PEP with a pamphlet to take home that contains clear and simple information on how to take the medication, its potential side effects and the importance of completing the course of medication as prescribed. Give rape complainants in writing a date and venue for a follow-up visit, and information on the health care facility to contact if there are problems with side effects. Arrange for a community counsellor or other service provider to initiate contact with any rape complainant who does not appear at the follow-up appointment.	Data collection on health services provided to victims; pamphlets prepared and numbers distributed, by language.	Target to have comprehensive PEP services in all areas by 2014.

15.7 Establish a system for collecting information on the provision of health-related services provided to rape complainants (PEP, emergency contraception, etc).	▶ Forms prepared for rape complainants to convey this information. ▶ Forms available at all relevant health care facilities and in use. ▶ System in place and being utilised.		Target 2013.
15.8 Develop and implement youth-friendly health services in order to attract young boys and girls, making services relating to gender-based violence, including those pertaining to HIV and other sexually transmitted infections, easily available – ▶ without parental consent ▶ in a non-judgemental, confidential manner ▶ outside school hours ▶ without fear of harassment.	Survey of young clients of health services.		Target 2013.
STRATEGY 16: Improve criminal justice procedures in offences involving gender-based violence.			
16.1 Improve police statement-taking by – ▶ utilising interpreters to assist the police when there is no one on duty who speaks a complainant's home language ▶ recording statements from victims of gender-based violence in their home language to ensure accuracy, and then having them interpreted by a sworn translator for use in court ▶ establishing a pilot project to explore the practicality of audio- or video-recording of complainants' statements.	Police directives on statement-taking in place and being followed.	▶ Ministry of Safety and Security/ WCPUs ▶ Ministry of Justice ▶ NAMPOL	New systems rolled out 2013-15.

16.2 Take steps to improve police investigation of gender-based violence cases: ▶ Increase monitoring and control by Station Commanders of time spent in investigations and reasons for requesting court postponements for further investigation. ▶ Encourage prosecutors to report long delays in police investigation to the NAMPOL complaints department for appropriate action. ▶ Provide increased training of WCPU personnel in relevant investigative techniques.	▶ Increased conviction rates. ▶ Complainants who go through the criminal justice process report fewer traumas. ▶ Reduced rate of case withdrawals. ▶ Assessment of prosecutor involvement. ▶ Time frame for finalisation of gender-based violence cases decreases.	
16.3 Improve prosecution of gender-based violence cases through the following steps: ▶ Assign specialised prosecutors to gender-based violence cases immediately when the docket is opened. ▶ Institute a system of prosecutor-guided investigation, including instructions on the forensic examination of complainants and obtaining forensic samples from suspects. ▶ Provide ongoing training for prosecutors on gender-based violence issues, and particularly on effective use of the vulnerable witness provisions and on techniques for dealing with child witnesses.	▶ Conviction rate for prosecutor-guided cases compared to other cases ▶ Number of prosecutors trained.	▶ Office of the Prosecutor General ▶ National Forensic Science Institute

▶ Provide more support from administrative personnel for non-legal tasks so that prosecutors have more time for case preparation, including time to meet with victims prior to the trial. ▶ Provide regular training on medical issues for prosecutors to facilitate the effective use of medical evidence. ▶ Encourage prosecutors to arrange for trained staff or volunteers to prepare victims to testify in court, particularly child victims. ▶ Arrange for social workers, community volunteers or other appropriate personnel to provide information to complainants on what will happen in court and on the special arrangements available to vulnerable witnesses. ▶ Encourage prosecutors to take responsibility for suggesting special arrangements for vulnerable witnesses, which are currently under-utilised.	▶ Number of administrative staff assigned to case management and number of prosecutor meetings with victims prior to trial. ▶ Number of prosecutors trained. ▶ Ratio of victims who receive court preparation to those who do not. ▶ Number of cases where special arrangements for vulnerable witnesses are used, assessed over time.	
16.4 Prioritise cases of gender-based violence on the court roll, with highest priority going to cases involving children under the age of 18.	Proportion of courts that have institutionalised prioritisation system	▶ Ministry of Justice ▶ court registrars and clerks

16.5 Assist presiding officers by providing sufficient resources and equipment for vulnerable witnesses, such as – ▶ more victim-friendly court facilities ▶ training on the effective use of special arrangements provisions for vulnerable witnesses ▶ training on dealing with child witnesses and how to assess their credibility.	▶ Number of courts with victim-friendly facilities. ▶ Number of stakeholders who receive training.		
16.6 Encourage presiding officers to strictly control the use of postponements to prevent their use as stalling tactics in cases involving gender-based violence.	Memo on postponements and delay tactics circulated to all presiding officers.		
16.7 Regularly issue circulars to key role-players to clarify points of misunderstanding which commonly arise, such as failure to follow the legal rule requiring closed court during trials of sexual or domestic violence offences.	Topics on which memos are circulated.		
16.8 Establish victim support programmes and a network of victim volunteers to offer information and support to complainants in criminal cases involving gender-based violence, such as keeping complainants informed of case status and progress, orienting them to court procedures, arranging appropriate psycho-social support and explaining the possible special arrangements for vulnerable witnesses.	Number of victims reached by victim support programmes and victim volunteers, and victim feedback on the usefulness of the support.	▶ MGECCW / Ministry of Justice ▶ civil society ▶ churches	In place in at least major centres by 2015, rolled out to rural areas as possible.

16.9 Prosecute media outlets which violate the privacy provisions contained in the various laws pertaining to gender-based violence, to help protect the privacy of victims.	Number of prosecutions compared to number of violations.	► Office of the Prosecutor-General	2012 and ongoing.
STRATEGY 17: Take steps to reduce the high rate of case withdrawals.			
17.1 Through training and supervision, ensure correct implementation of the existing procedures for giving complainants in rape and domestic violence cases an opportunity to give direct or indirect input in bail hearings, and the provisions on standard protective conditions attached to bail in such cases.	► Requests for case withdrawals decrease. ► Complainant input at bail hearings increases.	► Office of the Prosecutor-General / WCPUs ► Ministry of Justice ► MGECCW ► civil society ► traditional leaders	Target to implement most or all of these initiatives by 2015.
17.2 Inform rape complainants of the societal benefits of continuing with criminal cases rather than accepting compensation to withdraw their cases.			
17.3 Ensure that the victims are provided with information about their rights when laying charges to discourage withdrawal of gender-based violence cases, including information on privacy protections and vulnerable witness provisions which may reduce the trauma of a court appearance.	Number of victims reached by pamphlets and/or face-to-face interventions.		
17.4 Strengthen support networks for victims within families and communities.	Information from victim surveys and community focus group discussions.		

17.5 Enter into dialogue with traditional leaders about the possibility of combining compensation for acts of gender-based violence under customary law at the same time as laying a criminal charge with the police for the same case, and educate communities on this option.	Number of traditional leaders participating in discussions.		
17.6 Encourage traditional leaders to insist that complainants be directly involved in any negotiation and agreement about compensation, rather than being represented by a member of the family.	▶ Provision brought into force. ▶ Report on number of cases where it is used and case outcomes.		
17.7 Implement the provision of the Criminal Procedure Act 25 of 2004 which extends the possibilities for providing victim compensation as an adjunct of criminal trials, and ensure that complainants in gender-based violence cases are aware of this possibility and assisted to exercise it.			
17.8 Arrest and prosecute anyone who attempts to coerce a victim to withdraw a criminal case, as a form of obstruction of justice, and take steps to deny or revoke bail if an accused rapist threatens a complainant.	Number of arrests and bail revocations.		
17.9 Provide placements in places of safety or shelters to complainants who are afraid to continue with their cases because of threats of physical harm or pressure at home.	Number of such placements.		

17.10 Design counselling programmes which connect willing rape complainants with one another during the months and years following the report of their rape cases, for mutual support.	Number of rape complainants reached by networks established for this purpose.		
STRATEGY 18: Increase family and community support for victims of gender-based violence.			
18.1 Enter into dialogue with communities about how to reduce tolerance of gender-based violence, how to strengthen community and family support networks and the long-term impacts of gender-based violence on victims and their family members.	▶ Number of men, women, boys and girls reached by such initiatives. ▶ Qualitative studies to assess community attitudes and support over time in a sample of locations.	▶ MGECSW ▶ civil society	2012 and ongoing.
18.2 Encourage employers to provide workplace mechanisms that can support victims of gender-based violence.	Number of workplace support mechanisms put in place.	Namibia Employers Federation	2013 and ongoing.
18.3 Provide training to NGOs and community-based groups on the information and skills necessary to support victims of gender-based violence effectively.	Number of men, women, boys and girls trained.		2013 and ongoing.

STRATEGY 19: Expand and improve services available to victims of gender-based violence.				
19.1 Transform WCPUs into more integrated service centres by – ▶ linking each WCPU with shelters or places of safety ▶ improving the provision of medical services at WCPUs ▶ assigning a social worker to each WCPU ▶ integrating prosecution of gender-based violence crimes with the other services provided, through the use of prosecutor-guided investigation ▶ developing standard operating procedures and service agreements between key stakeholders.	Assessment of services available at WCPUs and WCPU personnel's adherence to standard operating procedures.	▶ WCPUs ▶ MGEWCW ▶ Office of the Prosecutor-General ▶ Ministry of Safety and Security ▶ Ministry of Health ▶ Ministry of Justice ▶ National Planning Commission	Gradual extension of services beginning in 2012.	
19.2 Review police curriculum to ensure that gender-based violence and child protection are included in basic and advanced training courses.	Assessment of police training curriculum over time.			
19.3 Establish more places of safety and shelters for victims of abuse.	Increase in number of shelters and places of safety, and their locations.			
19.4 Provide training for clerks of court to facilitate their assistance to complainants in protection order applications.	Number of clerks trained, feedback from magistrates on application quality.			
19.5 Improve referral systems by – ▶ developing referral mechanisms and training service providers on them ▶ requiring that referrals amongst service providers be in writing to avoid case disappearance.	Assessment of records of referrals, and spot checks to examine referral systems and their utilisation.		Referral procedures set and training conducted in all regions by 2014.	

19.6 Train teachers and school guidance counsellors in how to recognise indicators of violence and ensure that all schools have referral systems for children suffering from gender-based violence.	Proportion of teachers and counsellors trained.	Ministry of Education	
19.7 Parliament should consider introducing budget items earmarked for gender-based violence interventions by government institutions in the budget votes of relevant ministries.	Evidence of discussions with Parliament and Ministry of Finance.	▶ Parliament ▶ Ministry of Finance	Possible earmarking by financial year 2013/14.
19.8 Develop and implement a strategy for providing grants or additional resources to organisations with good track records in delivering services related to gender-based violence.	Grants and resources provided.		Financial year 2013/14 and ongoing.
19.9 Develop and implement strategies and programmes aimed at the economic empowerment of women who have experienced gender-based violence (such as livelihood strategies and vocational education) to increase their ability to leave abusive relationships and to provide options to sex work and other transactional sexual relationships.	▶ Number of women reached by such strategies and programmes. ▶ Change in women's economic position over time as measured by data from employment and poverty studies.	▶ Ministry of Labour ▶ vocational training institutions	Financial year 2013/14 and ongoing.

SPECIAL ISSUES				
Actions		Key performance indicators	Lead agency and key partners	Time frame
STRATEGY 20: Implement special measures to combat trafficking in persons.				
20.1 Ensure that the provisions in the Child Care and Protection Bill on child trafficking are enacted and implemented.	Number and disposition of trafficking cases.	► Ministry of Justice / MGECCW ► Ministry of Labour ► Inter-ministerial Committee on Human Trafficking	Laws in place reviewed and strengthened as necessary by 2013.	
20.2 Review the existing legal framework on trafficking in the Prevention of Organised Crime Act 29 of 2004 and the Child Care and Protection Bill (expected to become law in 2012), and enact additional legal provisions to fill any remaining gaps identified.	Review accomplished and acted upon.	► development partners ► civil society groups working with children	Gradual extension of services beginning in 2012.	
20.3 Ensure that mechanisms are in place to assist all child and adult victims of trafficking, including measures for witness protection, repatriation and rehabilitation.	Assessment of services provided to victims of trafficking.		Policy in place by 2012.	
20.4 Develop a national policy to guide a multi-sectoral approach on prevention of and response to trafficking in persons.	Policy in place and known to relevant role-players.		Training in 2012 and ongoing.	
20.5 Increase capacity of service providers who are involved with trafficking issues, including police and border officials, such as by developing training materials and curricula and conducting training programmes.	Number and types of service providers trained in trafficking issues.			

20.6 Sensitise service providers and members of the public on how some forms of trafficking are driven by gender inequalities.	Number of service providers and men, women, boys and girls reached by such messages.	Public information campaigns beginning in 2013 and ongoing.
20.7 Implement awareness campaigns to educate the general public, especially the most vulnerable and at-risk groups, on the forms of enticement and recruitment methods used by traffickers to ensnare victims.	Tally of public information efforts and number of men, women, boys and girls reached.	
20.8 Develop and maintain a database of trafficking cases.	Database in place and maintained.	Database in place by 2015.
20.9 Establish a comprehensive directory of services which can be utilised to assist trafficking victims.	Directory prepared and distributed to relevant stakeholders.	Directory in place by 2014.
20.10 Support SADC interventions to combat trafficking.	Annual assessment of involvement in SADC initiatives.	2012 and ongoing.
20.11 Strengthen links with international roleplayers such as Interpol and the International Organisation for Migration.	Documentation of regular contact with key international roleplayers.	2012 and ongoing.

STRATEGY 21: Implement special measures to combat baby-dumping.				
21.1	Take steps to prevent unwanted pregnancies, such as providing contraceptives to women and girls in a non-judgemental manner and providing more information on contraceptives to young women and men.	Decrease in relevant crime reports and other indicators of baby-dumping.	► MGE CW ► Ministry of Health ► Ministry of Justice ► Ministry of Education ► civil society	2012 and ongoing.
21.2	Provide information about the circumstances in which abortion is legal, such as in cases where the pregnancy results from rape or incest.	Number of girls and women provided with such information.		
21.3	Prioritising regions where baby-dumping and illegal abortions are most prevalent, provide more information and support for pregnant women, including information on – ► the range of possibilities for dealing with an unwanted pregnancy, or for a pregnancy that they feel financially or emotionally ill-equipped to handle, including information on foster care and adoption ► how to get child maintenance from an absent father or how to access a state maintenance grant ► how to recognise post-natal depression and where to get help if experiencing this problem ► how to access counselling ► places of safety and shelters for pregnant women who have no place to stay, such as those who have been evicted from the family home because the family disapproves of the pregnancy.	Number of pregnant women provided with information, and regions and regions prioritised.		
21.4	Provide safe havens for the receipt and care of unwanted infants, in accordance with the provisions in the Child Care and Protection Bill (once enacted).	Number of safe havens established and numbers of infants left at them.		
				Ongoing from time Child Care and Protection Bill is enacted.

21.5 Popularise and implement the Education Sector Policy on the Prevention and Management of Learner Pregnancy so that learner mothers have no motivation to try to conceal their pregnancies.	Policy on the Prevention and Management of Learner Pregnancy implemented at all schools.	Policy roll-out beginning in 2012.
21.6 Encourage boys and men to take greater responsibility for their children, taking both a financial and an emotional role in the upbringing of the children they father.	Number and types of initiatives targeting boys and men to encourage maintenance and assessment of their effectiveness.	2012 and ongoing.
STRATEGY 22: Take special measures to protect persons with disabilities against gender-based violence.		
22.1 Amend the Combating of Rape Act of 2000 to make rape of persons with physical or mental disabilities a basis for imposing the highest category of minimum sentence.	Amendment in place and utilised.	Amendment in place in 2012. ▶ National Disability Council ▶ Office of the Prime Minister ▶ Law Reform and Development Commission ▶ civil society groups working with persons with disabilities

22.2 Provide community members and relevant institutions with information on how to identify signs of abuse in persons with mental disabilities or disabilities affecting the ability to communicate.	▶ Information compiled and distributed. ▶ Number of persons and groups reached.	2012 and ongoing.
22.3 Provide community members and relevant institutions with training on how to equip persons with disabilities to protect themselves, where the nature of the disability might make such persons vulnerable to abuse.	Number of male and female community members and service providers trained.	
22.4 Encourage community members to report rape and other abuse of persons with disabilities to the appropriate authorities.	Increase in reporting of gender-based violence involving persons with disabilities.	
22.5 Produce educational materials on gender-based violence and the laws on gender-based violence in forms which are accessible to persons with disabilities such as visual impairment who might find general public information inaccessible.	Number and type of materials distributed.	
22.6 Record information on complainant disabilities in case dockets (or other suitable information systems) so that these cases can be tracked to increase knowledge of factors affecting vulnerability.	Data collected and collated on cases of gender-based violence against people with disabilities.	▶ WCPUs ▶ NAMPOL ▶ Ministry of Justice Dockets or other information systems revised for this purpose by 2013.

GOAL 3: RESEARCH

Actions		Key performance indicators	Lead agency and key partners	Time frame
STRATEGY 23: Improve and expand data-collection mechanisms to improve availability of data to inform effective programming and monitoring.				
23.1 Collate baseline data for monitoring this Plan of Action and collect data where none already exists.			MGEWCW	2012-13.
23.2 Incorporate questions in future Demographic and Health Surveys about the incidence of domestic violence and other forms of gender-based violence, the circumstances of such violence and whether the violence was reported to the police or other authorities.		Demographic and Health Surveys include information on incidence of domestic violence.	► Central Bureau of Statistics of the National Planning Commission ► Ministry of Health	Next Demographic and Health Survey.
23.3 Compile data on case outcomes in gender-based violence offences, to assess the percentage of case withdrawals and the conviction rate.		Annual report on case outcomes.	Office of the Prosecutor-General	Annual beginning in 2012.
23.4 Implement the use of statutory forms under the Combating of Domestic Violence Act 4 of 2003, which all police are required to complete but are not yet using in practice, to provide systematic information on police response to such cases.		Statistics from forms compiled by NAMPOL annually and available in reports.	NAMPOL / WCPUs	2012 and ongoing.
23.5 Develop and implement a monitoring and evaluation system for key programmes and services addressing gender-based violence, particularly the performance of WCPUs, the collection of forensic evidence for use in criminal cases and the provision of appropriate health services to victims.		Monitoring system in place and utilised.		Systems in place for all key services by 2014.

23.6 Finalise and operationalise the gender-based violence database under construction by the MGEWCW.	Database in place, maintained and utilised.	MGEWCW	Initial national database in place by 2013.
STRATEGY 24: Conduct research on specific issues where information is lacking.			
24.1 Periodically conduct nationally representative victim and survivor surveys which give particular attention to rape and other forms of gender-based violence, as a method of determining the actual incidence of such crimes as compared to reported crimes.	Victim/survivor surveys conducted and analysed.	▶ MGEWCW ▶ Legal Assistance Centre ▶ NAMPOL ▶ UNAM ▶ National Planning Commission	First research in 2013 and then ongoing.
24.2 Conduct research into specific aspects of gender-based violence to fill gaps in existing knowledge. Suitable topics for future research would include – ▶ factors which shape the development of violent behaviour ▶ community tolerance of various forms of violence ▶ factors affecting the correlation between gender-based violence and alcohol abuse ▶ gender-based violence and suicide ▶ the costs of gender-based violence to the Namibian economy ▶ the health consequences of gender-based violence ▶ the types of domestic violence that men are experiencing and the types of interventions needed ▶ sexual harassment in schools and workplaces, and efforts to combat this problem ▶ forms of violence against children ▶ forms of violence against persons with disabilities	Number and quality of research reports.		

▶ complainants' level of satisfaction with service providers ▶ in-depth study on the nature and scope of human trafficking in Namibia ▶ linkages between gender-based violence and HIV ▶ how to address social norms that perpetuate gender-based violence and abuse and exploitation of children.	24.3 Assemble information about best practices relating to specific forms of gender-based violence in other countries to inform Namibian initiatives.			
STRATEGY 25: Share findings of past and future research in accessible forms.				
25.1 Prepare briefing papers which summarise key research findings and distribute them widely to stakeholders.	Number and quality and distribution of briefing papers.	▶ MGECW ▶ Legal Assistance Centre ▶ UNAM ▶ Polytechnic of Namibia	Following on research reports completed.	
25.2 Popularise research findings through newspapers, radio and television.	Tally of media reports on research.			
25.3 Incorporate research findings into training sessions for various service providers and stakeholders.	Number of training sessions utilising findings and number of participants at each.			

GOAL 4: COORDINATION AND MONITORING

Actions	Key performance indicators	Lead agency and key partners	Time frame
STRATEGY 26: Take steps to improve coordination of efforts by various stakeholders.			
26.1 Distribute to every Regional Council a copy of this Plan of Action and ask all Regional Councils in an official letter to incorporate these actions into their plans where relevant and to report to the MGEWCW on the implementation of these actions.	Regional Council plans and budgets include actions on gender-based violence.	▶ MGEWCW ▶ National Advisory Committee on Gender-Based Violence	2012 and ongoing.
26.2 Organise advanced gender training for the members of the National Advisory Committee on Gender-Based Violence, to ensure that different agencies are giving out a consistent message in their programmes.	Number of agencies which send representatives to the training and participant evaluations of the usefulness of the training.		
26.3 Convene regular meetings of the National Advisory Committee on Gender-Based Violence to coordinate the implementation of this Plan of Action.	Committee holds at least three meetings per year which are well-attended by relevant and senior government and non-governmental stakeholders.		

26.4 Encourage partnerships between national, regional and local government, traditional authorities, civil society, the private sector and international development partners in addressing gender-based violence.			
STRATEGY 27: Monitor the implementation of the Plan of Action and assess its effectiveness at its mid-point and conclusion.			
27.1 Conduct two evaluations to assess the implementation of this Plan of Action: ▶ One at the midpoint of the Plan of Action, with an aim of improving its implementation by identifying – ▶ expected and unexpected results ▶ performance bottlenecks and opportunities that might affect results ▶ lessons learned, both positive and negative, which will be useful to design more effective future activities ▶ practical recommendations that could improve delivery of the desired outcomes. ▶ One at the conclusion of the Plan of Action, with an aim of assessing its success in terms of – ▶ relevance ▶ efficiency ▶ effectiveness ▶ sustainability ▶ impact.	Evaluations completed and findings widely disseminated.	▶ MGECSW ▶ National Advisory Committee on Gender-Based Violence	Mid-point and end of period covered by Plan of Action.
27.2 Share the results of both evaluations with stakeholders and members of the public, to inform appropriate actions to improve the design and impact of planned activities.	Results shared with stakeholders and public in accessible form.		Within three months of evaluation.

ZERO TOLERANCE FOR GBV



Ministry of
Gender Equality and
Child Welfare
REPUBLIC OF NAMIBIA

