



REPUBLIC OF NAMIBIA



**WE DEMAND
A NATIONAL STRATEGIC PLAN**

**TO END
GENDER-BASED
VIOLENCE.**
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**"Gender equality is
not a woman's issue,
it is a human issue.
It affects us all."**

PERFORMANCE AUDIT REPORT ON GENDER- BASED VIOLENCE WITHIN THE MINISTRY OF GENDER EQUALITY AND CHILD WELFARE

FOR THE FINANCIAL YEARS 2013/2014, 2014/2015 AND 2015/2016

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REPUBLIC OF NAMIBIA



TO THE HONOURABLE SPEAKER OF THE NATIONAL ASSEMBLY

I have the honour to submit herewith my Performance Audit Report on the Gender-Based Violence within the Ministry of Gender, Equality and Child Welfare for the financial years ended 2013/2014, 2014/2015 and 2015/2016 in terms of Article 127(2) of the Namibian Constitution. The report is transmitted to the Honourable Minister of Finance in terms of Section 27(1) of the State Finance Act, 1991, (Act 31 of 1991) to be laid upon the Table of the National Assembly in terms of Section 27(4) of the Act.

A handwritten signature in black ink, appearing to read 'Junias Etuna Kandjeke'.

**JUNIAS ETUNA KANDJEKE
AUDITOR-GENERAL**

WINDHOEK, SEPTEMBER 2018

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ABBREVIATIONS

Abbreviation	Definition
GAC	Gender Advisory Committee
GBV	Gender – Based Violence
HIV	Human Immune Deficiency Virus
MGECW	Ministry of Gender Equality and Child Welfare
MoHSS	Ministry of Health and Social Services
MoJ	Ministry of Justice
MoSS	Ministry of Safety and Security
NGPA	National Gender Plan of Action
NGP	National Gender Policy
NGPTF	National Gender Permanent Task Force
OAG	Office of the Auditor General
O/M/A's	Offices/ Ministries/ Agencies
OVC	Orphans and Vulnerable Children
RGPTF	Regional Gender Permanent Task Force
WCPU's	Women and Child Protection Units

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EXECUTIVE SUMMARY

The Office of the Auditor-General is authorized to carry out performance audits in terms of Section 26 (1) (b) (iv) of the State Finance Act, (Act 31 of 1991) which reads as follows: The Auditor-General “may investigate whether any moneys in question have been expended in an efficient, effective and economic manner.”

The purpose of the performance audit is to determine the effectiveness of the Government’s implementation of laws and regulations in combating Gender Based Violence (GBV).

The audit focused on the operations of the Ministry of Gender Equality and Child Welfare (MGECW), as well as the following main stakeholders: Ministry of Safety and Security (MoSS), Ministry of Health and Social Services (MoHSS) and Ministry of Justice (MoJ).

The audit object was the Directorate of Gender Equality and Research within the MGECW, over the financial periods of 2013/2014, 2014/2015 and 2015/2016.

The major findings, conclusions and recommendations are detailed as follows:

1. MAJOR FINDINGS

1.1 GBV laws and regulations

The audit found that the implementation and consistent enforcement of these laws were lacking. Laws combating sexual exploitation and some forms of gender based violence, such as stalking and trafficking, are less developed and should be a core focus in fighting for gender equality. Furthermore, concerned action around these issues is vital because women continue to suffer disproportionately and without an adequate remedy.

1.2 Prevention and Awareness on GBV

The audit found that the MGECW and MoSS conducted gender awareness and mentoring sessions for teachers and learners in schools and had sensitization meetings for community members in all regions visited for the three financial years under review. However, only Omusati and Kunene regions did promote male involvement in preventing GBV.

1.3 Training of GBV officials

The audit found that no GBV training was provided to police officers within the GBV units during the 2013/2014 and 2014/2015 financial years in all regions visited. However, during the time of the audit, there was training for GBV unit staff during January 2017.

1.4 Safety houses/Shelters

The audit found that there were safety houses in four (4) out of five (5) regions visited. However, eighty-six percent (86%) of the safety houses were not fully functional and were not used for their

intended purposes, as they did not provide the required support services, such as medical, psychological, free counselling and legal services for victims of GBV.

1.5 Protection Orders

The audit found that after protection orders were granted to GBV victims, the law enforcers could only act to assist a GBV victim once a perpetrator violated the protection order. Thus, when protection orders were granted to GBV victims, there was no other form of protection granted to victims, until a perpetrator violated the protection order.

1.6 Monitoring, Co-ordination and Co-operation of GBV Stakeholders

The audit found that the MGECW published 'The National Co-ordination Mechanism (2010-2020), in order to improve and strengthen the co-ordination within the various stakeholders.

Furthermore, within these efforts by the MGECW, the National Gender Permanent Task Force (NGPTF) and the RGPTF (Regional Gender Permanent Task Force) were implemented to improve co-ordination between stakeholders. However, the audit found that the NGPTF and RGPTF were ineffective in monitoring and oversight roles.

2. CONCLUSIONS

2.1 GBV laws and regulations

The audit concludes that GBV laws and regulations are not effectively and efficiently implemented due to shortage of social workers, increased withdrawal of cases and traditional norms and cultures interferences.

2.2 Prevention and Awareness on GBV

The audit concludes that MGECW and relevant stakeholders are putting good effort on GBV awareness but lack consistent awareness on promoting male involvement in preventing GBV. It could however not be determined whether campaigns were effective.

2.3 Training of GBV officials

The audit concludes that there was no training to the police officers in the respective GBV units during the 2013/14 and 2014/15 financial years which could lead to members dealing with GBV cases insensitively and unprofessionally.

2.4 Safety houses/Shelters

The audit concludes that the non – operational safety houses results in GBV victims could remain in the cycle of abuse. This means that the victim has to return to the environment where abuse is taking place because there are no safety houses to temporary accommodate them. The absence of non-

operational safety houses has resulted in GBV victims not being protected from violence on a temporarily basis.

2.5 Protection Orders

The audit concludes that there are no alternative safety measures for GBV victims, and that there are no laws to support protection orders. Service deliverers can only act when the protection orders are breached.

2.6 Monitoring, Co-ordination and Co-operation of GBV Stakeholders

The audit found that co-ordination and co-operation between the stakeholders have been ineffective. The formal platform that has been created for stakeholders (NGPTF and RGPTF) to have better co-ordination have not been used effectively by the stakeholders during the timeframe covered by the audit. Furthermore, the audit concluded that the RGPTF were ineffective in their monitoring role.

3. RECOMMENDATIONS

3.1 GBV laws and regulations

The MGECW and relevant stakeholders should ensure the consistent enforcement of the relevant laws and regulations in order to prohibit all forms of GBV and sexual exploitation in homes, work places, schools and communities.

3.2 Prevention and Awareness on GBV

The MGECW and relevant stakeholders should ensure that prevention and awareness is consistently done and address all strategies outlined in the National Gender Policies and GBV plan of Action. Moreover, men should be included as partners in advocacy against GBV.

3.3 Training of GBV officials

The MoSS and relevant key stakeholders should work together to provide relevant and regular training on GBV to ensure that police officers and staff of safety houses deal with GBV cases in a professional and sensitive manner.

3.4 Safety houses/Shelters

The MGECW should ensure that safety houses are operationalised in all the regions as a matter of urgency and ensure that adequate support services such as medical, psychological, counselling, safety and legal services are provided to aid GBV survivors to recover and live normal lives.

3.5 Protection Orders

The MoSS and MoJ should work together to ensure protection orders are adequately explained to GBV victims and perpetrators. Furthermore, MoSS should sensitize the community, GBV perpetrators and victims on what the consequences are of breaching a protection order.

3.6 Monitoring, Co-ordination and Co-operation of GBV Stakeholders

The MGECW as the main co-ordinator should strengthen the co-ordination of interventions between relevant stakeholders to ensure that co-ordination efforts are more consistently conducted and to ensure effective implementation of National Gender Policy and accompanying regulations.

Furthermore, the NGPTF and RGPTF should ensure effective monitoring and consistent oversight of GBV laws and regulations.

COMMENTS FROM THE AUDITEE

a) According to comments received from the Office of the Judiciary they noted that the performance audit in question was conducted before the establishment of the Office of the Judiciary and further that the findings are relatively limited in so far as it extend to the magistracy or the clerical staff (who now resort under the new Office since 31 December 2015). The Office is unfortunately not in a position to endorse or dispute the findings.

The findings in its broader context however remain relevant for the criminal justice sector as a cluster, and as such, you may be rest assured that the Office will incorporate same to the extent that it is possible.

b) No comments were received from the Ministry of Health and Social Services who is also a stakeholder in the Combating of Gender Based Violence.

c) Comments were received from the Ministry of Justice, the Ministry of Gender Equality and Child Welfare and the Ministry of Safety and Security. These comments are incorporated in chapter 4 of this report.

Chapter 1: Introduction

1.1 Background of the Audit

In his State of the Nation (SONA) address of 2015, his Excellency Dr. Hage G. Geingob, the President of the Republic of Namibia, stated that “there is a need to respect women and children as women are the bearers of life. Women are an integral component of humanity and its future and to violate the rights of women is to violate this whole nation’s conscience. We all came into being through a woman so let us in our collective Namibian voice say no Gender Based Violence”.

According to Namibia’s National Plan of Action on Gender-Based Violence (GBV) (2012- 2016), GBV is defined 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.*”

According to document analysis, the Namibia Demographic and Health Survey of 2013, 33% of women aged 15-49 have experienced physical or sexual violence. The report furthermore highlighted that 28% of women and 22% of men agreed that a husband is justified in beating his wife for a specified reason.

Gender Based Violence (GBV) is an issue of national concern that the Ministry of Gender Equality and Child Welfare (MGECW) and the relevant stakeholders are mandated to eradicate. The Namibian government enacted statutes aimed at addressing all forms of GBV. The Government has also developed the National Gender-Based Violence Plan of Action (2012-2016) to co-ordinate the fight against GBV.

1.2 Motivation

The audit was motivated by the following problems that were identified during the preliminary audit phase:

- There was inadequate awareness raising on GBV;
- GBV victims were reluctant to report cases;
- Victims withdrew GBV cases;
- There was inadequate co-ordination and co-operation between stakeholders;
- There was lack of monitoring and oversight by the National Gender Permanent Task Force;
- There was lack of quarterly reporting by the Regional Gender Permanent Task Force; and
- There was a lack of safety houses for GBV victims.

COMMENTS BY THE AUDITEE

According to the comments received from the MGECW, the houses of safety are available in some regions, but are not operational, due to budgetary constraints to employ personnel to manage such houses. The draft structure to accommodate the required employees was submitted to the Office of the Prime Minister but was not approved.

The results of the preliminary audit dictated that the Office of the Auditor-General (OAG) conducts a main audit that aims at addressing the deficiencies in the government's response to GBV and bring maximum benefits to the GBV stakeholders and the nation at large.

1.3 Legislative framework

Mandate:

The MGECW remains mandated to ensure gender equality and equitable socio-economic development of women and men and the well-being of children.

Vision Statement:

The MGECW's vision is to be "the leading institution in ensuring sustained quality of life through equal opportunities for all people in Namibia".

Mission Statement:

The MGECW's mission is to "create and promote an enabling and sustainable environment in which gender equality, child welfare, socio-economic development and well-being of all people will be realized".

Goals and objectives:

"The Directorate, Gender Equality and Research, within the MGECW, engages in improving the status of women and girls, promoting positive cultural practices and believes, facilitating the development of gender responsive policies and laws, ensuring gender mainstreaming at all levels as well as ensuring efficient and effective service delivery."

The main objectives of the Directorate of Gender and Research within the Ministry, are as follows:

- To strengthen the overall co-ordination of the National Gender Policy (NGP);
- To strengthen GBV prevention, response, research and co-ordination; and
- To improve socio-economic, decision making and leadership status of women.

The following laws govern GBV:

- Combating of Domestic Violence Act, 2003 (Act No.4 of 2003);
- Marriage 1961 (Act No.25 of 1961);
- Children's 1960 (Act No.33 of 1960);
- Combating of Rape Act 2000, (Act No.8 of 2000); and
- Criminal Procedure Amendment Act, 2003 (Act No.24 of 2003).

1.4 Financing and Budget Allocation

The budgeted and actual expenditure relating to GBV was not specifically indicated in the budget of the MGECW. Therefore, the budget allocation for the Directorate of Gender Equality and Research was as follows:

Table 2: The expenditure for the Directorate of Gender Equality and Research for the period under review was as follows:

Financial year	Authorized expenditure	Actual expenditure	Variance
	N\$	N\$	N\$
2014/2015	16 679 000	16 114 924	564 076
2015/2016	17 318 000	16 689 064	628 936
2016/2017	13 611 125	13 314 550	296 575

Source: Financial audit report of the Auditor-General on the Accounts of the Ministry of Gender Equality and Child Welfare for the financial years ended 31 March 2015, 2016 and 2017.

1.5 Staffing

Table 3: The current staffing of the Directorate of Gender Equality and Research

KHOMAS REGION:

Positions	Establishment	Filled	Vacant
Director	1	1	0
Deputy Director	2	2	0
Chief Development Planner	4	4	0
Development Planner	8	8	0
Total	15	15	0

Source: Staff Establishment provided by MGECW

//KARAS REGION:

Positions	Establishment	Filled	Vacant
Community Liaison Officer Grade 6	1	1	0
Community Liaison Officer Grade 9	2	0	2
Senior Social Worker	1	1	0
Social Workers	5	4	1
Total	9	6	3

Source: Staff Establishment provided by MGECW

KUNENE REGION:

Positions	Establishment	Filled	Vacant
Community Liaison Officer Grade 6	1	1	0
Community Liaison Officer Grade 9	2	0	2
Senior Social Worker Grade 7	1	1	0
Social Worker Grade 8	4	4	0
Total	8	6	2

Source: Staff Establishment provided by MGECW

ERONGO REGION:

Positions	Establishment	Filled	Vacant
Community Liaison Officer Grade 6	1	1	0
Community Liaison Officer Grade 9	2	0	2
Senior Social Worker Grade 7	1	1	0
Social Worker Grade 8	4	4	0
Total	8	6	2

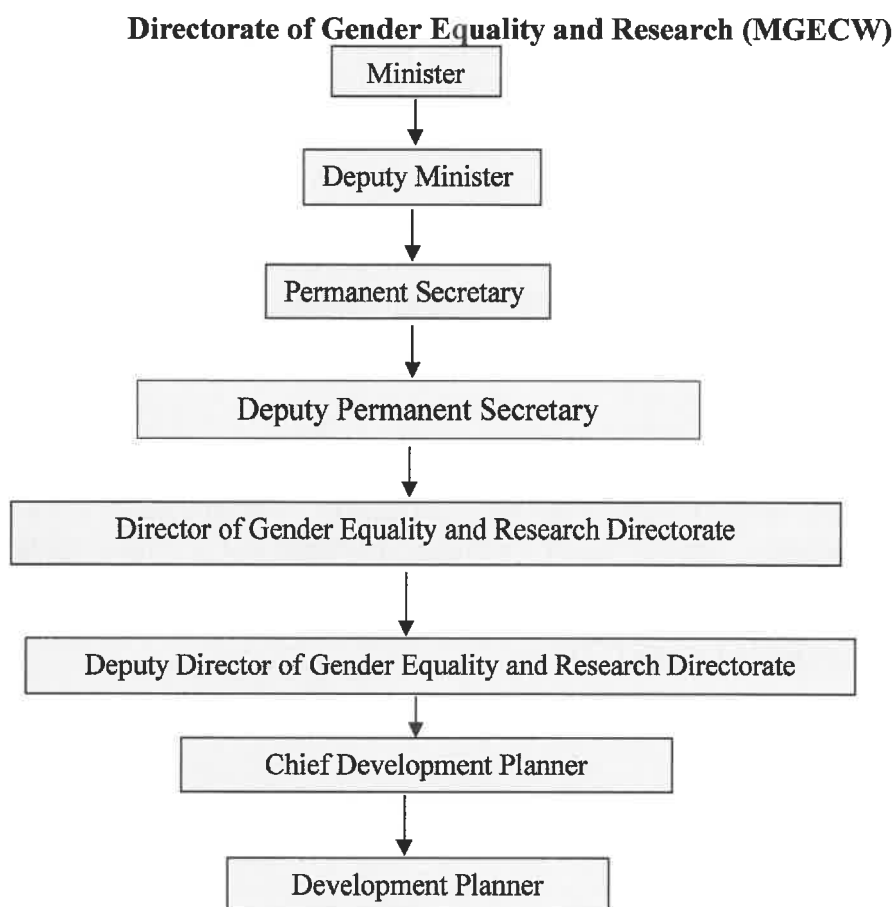
Source: Staff Establishment provided by MGECW

OMUSATI REGION:

Positions	Establishment	Filled	Vacant
Community Liaison Officer Grade 6	1	1	0
Community Liaison Officer Grade 9	2	0	2
Control Social Worker Grade 5	1	1	0
Chief Social Worker Grade 6	1	1	0
Senior Social Worker Grade 7	2	1	1
Social Worker Grade 8	8	8	0
Total	15	12	3

Source: Staff Establishment provided by MGECW

1.6 Organisational structure



Chapter 2: Audit Design

2.1 Audit Objective

The objective of the audit is to assess the effectiveness of the Government's implementation of GBV laws and regulations in combating GBV.

2.2 Audit Scope

2.2.1 Audit Object

The audit object is the Directorate of Gender Equality and Research within the MGECW and the following key stakeholders: Ministry of Safety and Security (MoSS), Ministry of Justice (MoJ) and Ministry of Health and Social Services (MoHSS).

2.2.2 Geographical Coverage

The audit covered the whole (Namibia) country. However, the required information for the audit was collected from the sampled regions.

The audit team chose the five (5) regions namely: //Karas, Khomas, Kunene, Erongo and Omusati as a sample, based on the GBV statistics provided by the MGECW. The selected regions are those with the highest and lowest GBV cases in order to determine the effectiveness of the implementation of laws and regulations in combating GBV.

2.2.3 Time Limitation

The audit covered three financial years 2013/2014, 2014/2015 and 2015/2016. The period was selected to establish a trend of performance for comparison purposes and to include the most recent data.

2.3 Audit Methodology

The team conducted the audit in accordance with performance auditing guidelines issued by International Organization of Supreme Audit Institutions (INTOSAI) and audit policies and procedures established by the Office of the Auditor-General. The guidelines and policies conform to International Standards for Supreme Audit Institutions (ISSAIs) and provide a guide on the execution and reporting of audit findings.

2.4 Audit Questions and Audit Criteria

- Refer to Annexure 1.

2.5 Methods for Data Collection and Analyses

The purpose of data collection is to assess and verify whether information from the MGECW and the relevant stakeholders are factual.

- **Interviews**

The audit team conducted interviews to corroborate evidence derived from documents analysis.

- **Observation and physical inspections**

The audit team carried out observations in the //Karas, Kunene and Omusati regions, in order to verify the actual state of evidence received through document analysis (shelters/Safety houses). The audit team did not carry out observations in the Khomas and Erongo regions, because at the time of the audit, those regions did not have safety houses which were operational.

- **Documentary analysis**

The audit team reviewed documents relating to GBV in order to understand the systems, activities, inputs and outputs of the Auditee and key stakeholders.

The methods (**Annexure 2**) have been chosen according to the specific audit questions.

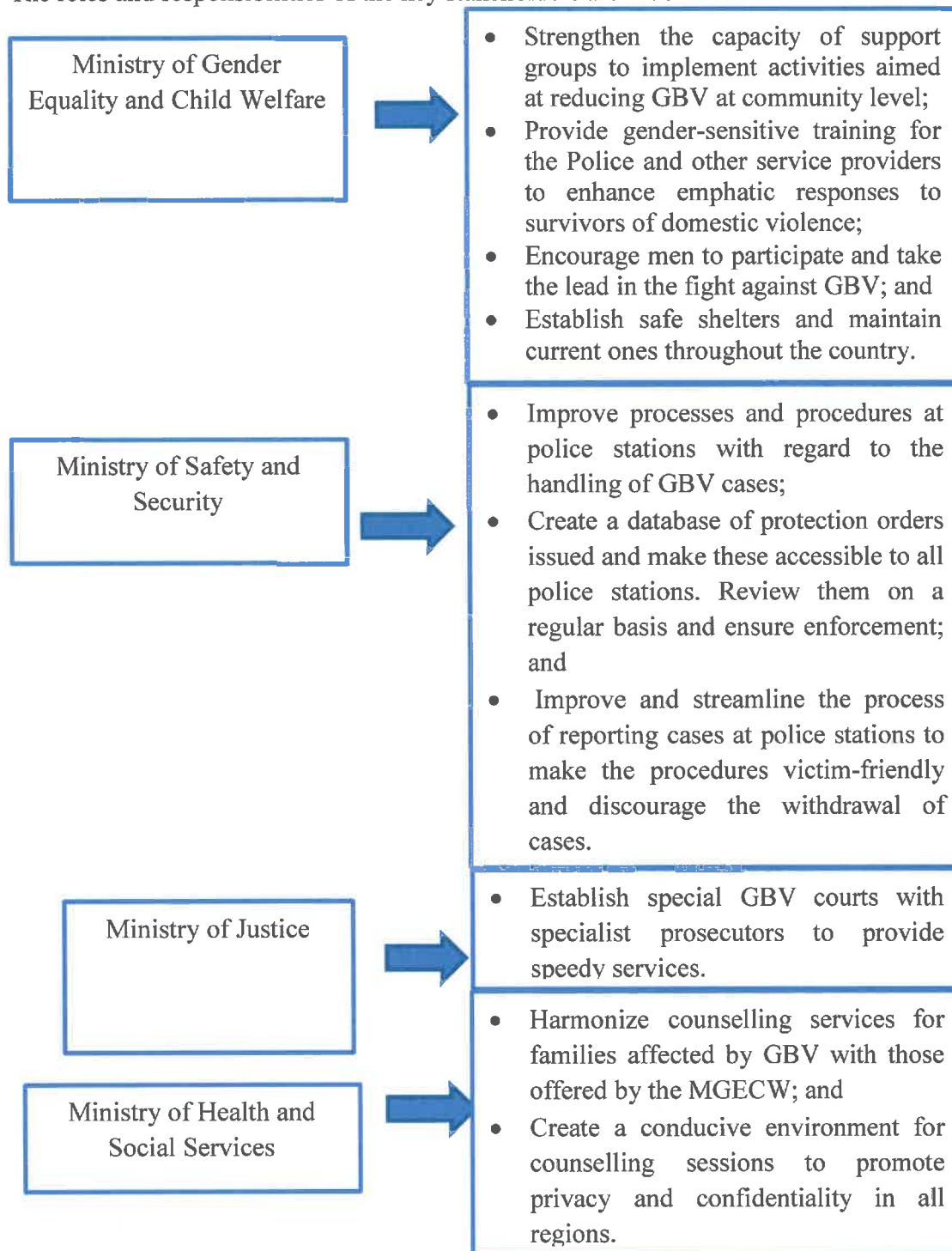
Chapter 3: Description of the audit area

3.1 Roles and Responsibilities of Key Stakeholders:

The key entities involved in the GBV includes the following:

- Ministry of Gender Equality and Child Welfare (MGECW);
- Ministry of Safety and Security (MoSS);
- Ministry of Justice (MoJ); and
- Ministry of Health and Social Services (MoHSS).

The roles and responsibilities of the key stakeholders are illustrated below:



Source: 2nd National Conference on Gender Based Violence (July 2014)

3.1.1 Objectives and Main Operations

3.1.1.1 The Ministry of Gender Equality and Child Welfare (MGECW):

The key objectives of the Directorate of Gender Equality and Research are as follows:

- Improve the status of women and girls;
- Promote positive cultural practices and believes;
- Facilitate the development of gender responsive policies and laws;
- Ensure gender mainstreaming at all levels; and
- Ensure efficient and effective service delivery.

3.1.1.2 Ministry of Safety and Security (MoSS):

The MoSS's objectives include:

- To provide safety of the survivor and the family in cases where the survivor is frightened and need assurance of safety;
- To receive complaints from GBV, violence against children and human trafficking survivors, amongst others; and
- To arrest perpetrators and conduct investigations of GBV, violence against children and human trafficking.

3.1.1.3 Ministry of Health and Social Services (MoHSS):

The objectives of the sub-division of Regional and District Social Welfare Services within the Directorate of Developmental Social Welfare Services are as follows:

- Counselling of any person above the age of eighteen (18) years with regard to pre-marital counselling, marital, marriage enrichment, alcohol and drug abuse, prostitution, older people;
- Group work, such as effective parenting skills, aftercare groups, domestic violence; and
- Empowerment of communities by means of community projects.

3.1.1.4 Ministry of Justice (MoJ):

According to the second (2nd) National Conference on GBV, the MoJ is responsible to:

- Establish special GBV family courts with specialist prosecutors to provide speedy services;
- Mount awareness raising programmes on the Liquor Act 6 of 1998, at regional level and involve local leaders, churches, traditional authorities and NGO's.

3.1.1.5 National Gender Permanent Task Force (NGPTF) and Regional Gender Permanent Task Force (RGPTF)

According to the Coordination Mechanisms for the Implementation of the National Gender Policy (2010-2020) dated November 2015, the objectives of NGPTF and RGPTF are as follows:

NGPTF:

- The NGPTF is responsible for overseeing the overall implementation of the National Gender Policy and National Gender Plan of Action;
- Work in conjunction with the Co-ordination mechanism cluster, NGPTF's and other stakeholders to ensure the achievement of policy objectives outlined in the National Gender Policy;
- Champion national efforts on gender equality and women empowerment to the larger group of stakeholders in and outside the government;
- Provide advice to Cabinet through the Gender Advisory Committee (GAC) and to key stakeholders on gender mainstreaming in all national policies, plans and legislations;
- Monitor compliance and alignment of national policies, plans and programmes to regional and international gender instruments and commitments;
- Advocate for the promotion of gender equality and women empowerment with O/M/As, SOEs, in the private sector and to the general public;
- Ensure information dissemination and gender awareness creation to promote gender equality;
- Lobby government, parliament and development partners for support as well as commit adequate human, financial and other resources to ensure effective implementation of agreed recommendations and gender-related activities in the respective O/M/As;
- Ensure the implementation of the National Action Plan of Action on GBV and related activities; and
- Support and facilitate the creation of structures and systems to ensure integration of gender activities and participation of women.

RGPTF:

- The RGPTF will ensure the implementation and monitoring of the National Gender Policy, National Plan of Action as well as the National Plan of Action on GBV in the specific regions of Namibia;
- Collaborate with the MGECW and network with regional stakeholders to ensure the implementation of the National Gender Policy and the accompanying National Gender Plan of Action (NGPA) and the National Plan of Action on GBV in the respective regions;
- Support and facilitate the creation of structures and system to ensure integration of gender and effective participation of women and men, girls and boys in the development activities;
- Provide support in monitoring the impact of all policies and programmes implemented in the respective regions on women empowerment and gender equality;
- Engage government, the business community and development partners to mobilize financial, human and other resources to support the implementation of gender activities in the region;
- Provide relevant gender technical advice and support to members of the region.
- Identify training needs and participate in capacity development for gender analysis and programming;
- Identify and propose areas for gender research and generation research and generation of gender statistics in the region; and
- Dissemination of information on best practices and educate the public on gender equality and women empowerment through organizing information sharing events and participating in meetings organized by the GAC, the NGPTF or other RGPTF or by key stakeholders or as necessary.

3.2 GBV System Description

3.2.1 GBV LAWS AND REGULATIONS

The National Gender Policy (2010 – 2020), dated March 2010, section 4.4.1 and 4.4.5 by the Ministry of Gender Equality and Child Welfare (MGECW) states that the strategies for laws and policies are:

- To continue with law and policy reform prohibiting all forms of GBV and sexual exploitation in homes, work places, schools and communities, and increase implementation and enforcement efforts under existing legislation; and
- To strengthen laws and policies prohibiting sexual harassment in educational settings, including harassment amongst learners and sexual harassment by teachers and staff.

3.2.2 PREVENTION AND AWARENESS ON GBV

The National Gender Policy (2010-2020), dated March 2010 section 4.4.12 to 4.4.16 by the MGECW states that the strategies for education and awareness were to work with men – as partners in advocacy against GBV, and promote education, training and awareness building male networks aimed at promoting male involvement in preventing GBV.

The strategies for education and awareness were outlined as follows:

- Raise awareness of women’s right to be protected from violence and sexual exploitation through education and awareness campaigns;
- Provide women with information on how to access justice, through seminars, campaigns and programmes aimed at reaching grass root levels;
- Support community-based education programmes such as campaigns to raise awareness on GBV, to disseminate information on GBV (including its causes and consequences), and prevent GBV.

3.2.3 TRAINING OF GBV OFFICIALS

The National Plan of Action on Gender-Based Violence dated 2012-2016 sections 10.1 and 10.2 have the following strategies:

- 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; and
- Institutionalize relevant training for police at WCPUs and charge offices, and for staff of shelters and places of safety.

3.2.4 SAFETY HOUSES/SHELTERS FOR GBV VICTIMS

The National Gender Policy (2010– 2020) dated March 2010, Section 4.4.7, by the MGECW, states that the strategies for access to legal and social services is to increase the number of shelters and places of safety and ensure that adequate support services are provided, such as medical, psychological, free counselling and legal support for women and children who have been subjected to violence, in order to enable them to recover and live a normal life.

3.2.5 PROTECTION ORDERS

The Combating of Domestic Violence Act (Act 4 of 2003), Section 4 (1) states that; “any person who is in a domestic relationship may, in manner provided for in section 6, apply for a protection order against another in that domestic relationship”.

The Combating of Domestic Violence Act (Act 4 of 2003), Section 16 (1) states that; “a person who, without lawful justification, breaches a protection order commits an offence and is liable on conviction to a fine which does not exceed N\$ 8 000 or to imprisonment for a period which does not exceed two years or both the fine and imprisonment”.

3.2.6 MONITORING, CO-ORDINATION AND CO-OPERATION OF STAKEHOLDERS

The National Plan of Action on Gender-Based Violence (2012-2016), Section 26, states the following strategies:

- Take steps to improve coordination of efforts by various stakeholders; and
- Collaborate with the MGECW and network with regional stakeholders to ensure the implementation of the National Gender Policy and accompanying National Gender Plan of Action (NGPA) and the National Plan of Action on GBV in the respective regions.

The Coordination Mechanism for the Implementation of the National Gender Policy (2010-2020) dated November 2015, Section 2.5.1 by the MGECW, states the roles of the Regional Gender Permanent Task Force (RGPTF) regarding monitoring and oversight as follows:

- The RGPTF will ensure the implementation and monitoring of the National Gender Policy, and the National Plan of Action on GBV in the specific regions in Namibia.
- In conducting routine activities, the RGPTF will consult with the respective clusters, and the National Gender Permanent Task Force (NGPTF) within the context of decentralization in Namibia.
- The RGPTF meets at least once in three months.
- The RGPTF reports to the NGPTF once every three months.

Chapter 4: Findings

OVERALL GENERAL FINDINGS

A. Planning and setting targets for GBV

Strategic and annual plans for the Ministry of Gender Equality and Child Welfare (MGECW) and all the stakeholders are silent on GBV activities. GBV activities are not sufficiently planned for, therefore only few activities were conducted for the financial years under review.

COMMENT BY THE AUDITEE:

According to the comments received from the MOSS, the Strategic Plan of the MOSS and the draft Strategic Plan of the Namibian Police Force, including the Annual Plans, refer to the reduction of all reported crimes, gender-based related crimes. The strategies also refer to the increase of the clearance rate of all cases which also include GBV related crimes.

B. Budgeting for GBV activities

No budget was earmarked for GBV activities for the financial years under review.

4.1 GBV LAWS AND REGULATIONS

The National Gender Policy (2010 – 2020), dated March 2010, section 4.4.1 and 4.4.5, by the MGECW states that the strategies for laws and policies are:

- To continue with law and policy reforms prohibiting all forms of GBV and sexual exploitation in homes, work places, schools and communities, and increase implementation and enforcement efforts under existing legislation; and
- To strengthen laws and policies prohibiting sexual harassment in educational settings, including harassment amongst learners and sexual harassment by teachers and staff;

Document analyses revealed that Namibia has taken great strides in achieving formal protection for women against Gender Based Violence (GBV) through new laws such as Combating of Rape Act, 2000 (Act no 8 of 2000) and Combating of Domestic Violence Act, 2003 (Act no 4 of 2003). However, the audit found that the implementation and consistent enforcement of these laws was limited. Laws combating sexual exploitation and some forms of gender based violence, such as stalking and trafficking, are less developed and should be a core focus in the fight for gender equality. Furthermore, concerned action around these issues is vital because women continue to suffer disproportionately and without an adequate remedy.

COMMENTS BY THE AUDITEE

- A) *According to comments received by MGECW there is continuous sensitization in all regions on the National Gender Policy and gender related laws carried out by ministerial regional staff members and other stakeholders such as WAD and LAC. The target group is Youth in and out of school, traditional leaders and community at large. International Days such as 16 days against GBV has been commemorated country wide organized by the MGECW and stakeholders. The commemoration of 16 days against GBV is an Annual event and it is ongoing. Furthermore, the MGECW stated that Namibia has enacted a standalone law on Trafficking*

in Person: Combating of Trafficking in Person Act no 1 of 2018 and the process of developing Regulation for the implementation of the Act.

B) *According to comments received by the MoSS, The Namibian Police Force established an Organized Crime Divisions before the review period and further established a High Profile Investigations Division in 2013 to specifically investigate cases of Trafficking in Person.*

According to document analysis and interviews conducted the following challenges hampered the effective implementation of the GBV laws and regulations:

4.1.1 Shortage of social workers

According to document analysis, the staff structure for social workers dealing with GBV cases in the respective regions visited were as follows:

Table 4: The staff structure for social workers dealing with GBV cases and GBV cases reported to the police for the three financial years under review.

Region	Staff establishment	Filled	Vacant	GBV cases reported (2013/2014)	GBV cases reported (2014/2015)	GBV cases reported (2015/2016)
Khomas	12	9	3	7005	6986	6671
Erongo	8	6	2	1608	1395	1401
//Karas	9	6	3	1738	1660	1555
Kunene	8	6	2	467	441	491
Omusati	15	12	3	1020	1097	1246

Source: Staff structure at the time of the audit and statistics from MoSS

The table above and interviews conducted revealed that there was a lack of GBV social workers at the Ministry of Gender Equality and Child Welfare (MGECW) in all the regions visited because all the positions were not filled even though there was a higher number of GBV cases reported. No reasons were given as to why all the positions were not filled. Furthermore, there was also no ratio for social worker per number of cases provided by the MoSS and MGECW to determine how many cases can be handled by one social worker. The lack of social workers may result in victims not receiving counselling and may prevent them to recover and live a normal life.

4.1.2 Withdrawal of cases

According to document analysis, the statistics for the GBV cases withdrawn and GBV cases reported were as follows:

Table 5: GBV cases withdrawn and reported for the 2013/14 and 2014/15 financial years:

Financial year	GBV cases reported (2013/2014)	GBV cases withdrawn (2013/2014)	GBV cases withdrawn (2014/2015)	GBV cases reported (2014/2015)
Regions				
Erongo	1608	80	N/A	1395
//Karas	1738	88	115	1660
Khomas	7005	77	46	6986
Kunene	467	03	N/A	441
Omusati	1020	N/A	22	1097

N/A: statistics not available. Statistics also not available for 2015/2016

Sources: statistics from MoSS

The table above shows that there was an increase of cases withdrawn in the //Karas region because of the following reasons:

- GBV victims are financially depended on perpetrators.

Furthermore there was a decrease of cases withdrawal in the Khomas region because of the following reasons:

- Lack of child witnesses to testify in court.
- Reluctance of victims to report cases.

Complete documentary evidence was not provided by Omusati and Erongo regions to formulate sufficient audit findings.

COMMENTS RECEIVED BY THE AUDITEE

According to comments received from the MoJ, the Office of the Prosecutor General faces a challenge as far as withdrawals of GBV cases are concerned. Even if specialist prosecutors are availed for this purpose, the withdrawal of cases remain a great concern and the root causes need to be addressed.

4.1.3 Traditional culture and norms are interfering with laws and regulations

According to interviews conducted, traditional and cultural beliefs contribute to GBV because they are contrary to certain laws and regulations. This was corroborated by the MGECW progress report for the 2015/2016 financial year that traditional culture and norms were indeed interfering with laws and regulations.

4.2 GBV PREVENTION AND AWARENESS

The National Gender Policy (2010-2020), dated March 2010 section 4.4.12, 4.4.13, and 4.4.14 by the MGECW states that the strategies for education and awareness were to work with men – as partners in

advocacy – against GBV, and promote education, training and awareness building male networks aimed at promoting male involvement in preventing GBV.

The strategies were outlined as follows:

- Raise awareness of women’s right to be protected from violence and sexual exploitation through education and awareness campaigns;
- Provide women with information on how to access justice, through seminars, campaigns and programmes aimed at reaching grass root levels;
- Support community-based education programmes such as campaigns to raise awareness on GBV, to disseminate information on GBV (including its causes and consequences), and prevent GBV.

According to documentary reviews, the MGECW and MoSS conducted gender awareness and mentoring sessions for teachers and learners in schools and had sensitization meetings for community members in all regions visited for the three financial years under review. However only Omusati and Kunene regions did promote male involvement in preventing GBV (see annexure 3).

Table 6: Regional statistics awareness campaign done by MoSS for three financial years under review

Regions	2013/2014	2014/2015	2015/2016
Erongo	5	6	3
//Karas	5	7	9
Khomas	8	6	8
Kunene	5	7	4
Omusati	10	14	28

Sources: statistics from MoSS

The table above shows that //Karas and Omusati regions did increase campaigns for all three financial years under review which was a good effort which may increase the public interest in attending awareness meetings. However Erongo, Khomas and Kunene awareness campaigns were fluctuating which might lead to GBV victims not being aware of their rights.

COMMENTS BY THE AUDITEE

According to the comments received by MGECW, the National GBV campaign was revamped and re launched by the First Lady in July 2015 under the Theme “Love is”. The campaign focuses on mental illness, rape and domestic violence. Radio drama series addressing these issues have been developed and the Ministry is now in the process of translating radio drama series in vernacular languages.

4.3 TRAINING OF GBV OFFICIALS

The National Plan of Action on Gender-Based Violence dated 2012-2016’s sections 10.1 and 10.2 second goal is to improve the responses of GBV with the following strategies:

- 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; and

- Institutionalize relevant training for police at WCPUs and charge offices, and for staff of shelters and places of safety.

According to documentary evidence and interviews conducted, all police officers within the GBV unit in all the regions visited under-took basic training at the Israel Patrick Iiyambo College in Windhoek. Furthermore, members of the GBV units also had various training on GBV (see table 7).

Table 7: Training to GBV unit staff members in respective regions for the three financial years under review

Region	Financial year	GBV related training received
Erongo region	2015/2016	<ul style="list-style-type: none"> • How to handle victims who suffered from GBV abuse.
//Karas region	2015/2016	<ul style="list-style-type: none"> • Policing violence against women and children course. • Sex crimes, crime scene and investigation course.
Kunene region	2015/2016	<ul style="list-style-type: none"> • In-service training received by the members of the GBV unit.
Omusati region	2015/2016	<ul style="list-style-type: none"> • Policing Violence against women and children course (19 October – 13 November 2015); • Basic Criminal Investigation Course (15 February – 11 March 2016).

No documentary evidence was provided to show that GBV training was provided to police officers within the GBVP units in 2013/2014 and 2014/2015 financial years in all regions visited. However, during the time of the audit there was training for GBV unit staff conducted on January 2017, but the auditors were not provided with evidence to demonstrate the content of the training. Furthermore, apart from the basic training conducted at the Israel Patrick Iiyambo police college, no other relevant GBV training was provided to police officers at charge offices in all regions except for the //Karas region, and there was no staff of shelters (safety houses) appointed in all regions visited.

COMMENTS BY THE AUDITEE

According to comments received by MoJ the Office of the Prosecutor-General provides training to prosecutors dealing with GBV matters. This Office also ensure that vulnerable witnesses are treated in the protective manner provided for in the Criminal Procedure Act (1977 as amended). All new court buildings are now standardized with witness friendly facilities. The Ministry of Justice, as custodian of the infrastructure for the Office of the Judiciary, will continue to make provision for witness friendly court structures also for existing court buildings, depending on the availability of funds.

4.4 SHELTERS/SAFETY HOUSES FOR GBV VICTIMS

The National Gender Policy (2010– 2020), Section 4.4.7, dated March 2010 by the MGECW, states that the strategies for access to legal and social services is to increase the number of shelters and places of safety and ensure that adequate support services are provided, such as medical,

psychological, free counselling and legal support for women and children who have been subjected to violence, in order to enable them to recover and live a normal life.

The audit found that there were safety houses in four (4) out of five (5) regions (//Karas; Khomas; Kunene; and Omusati) visited by the auditors. However, eighty-six percent (86%) of the safety houses were not fully functional and were not used for their intended purposes, as they did not provide the required support services, such as medical, psychological, free counselling and legal services for victims of GBV.

Furthermore, Annexure 4 outlines the city/towns in which the safety houses are located as well as the number of houses per region, their condition and the use of the houses at the time of the audit.

According to document analysis and interviews conducted, the safety houses were not fully functional due to the following factors:

1. there were no staff members attached to the shelters;
 - all safety houses in the regions had no care takers attached to them.
2. there was no budget for the shelters;
3. there was a need for stakeholders to agree on the roles and responsibilities as per their mandates, as there was no provision made for the support services, such as medical, psychological, free counselling and legal support for women and children who have been subjected to violence;
 - Interviews at the //Karas region stated that traumatized victims were taken to the hospital where they do not get preference, and have to queue up, because no doctor is assigned to the GBV unit.
4. Lack of food supplies for victims that were accommodated at the safety houses;
5. Houses in the //Karas and Omusati were termite infected, which affected the condition of the houses;
 - The audit team did physical observations of the safety houses in Omusati region, to verify the condition of the houses in the region and the results are illustrated in the pictures below:



Source: Photos taken by Auditors during field visit (Omusati) – 06/09/2017

6. Failure by the MGECW to make prompt payments for electricity in the Kunene region;
7. Some of the shelters were not furnished.

Furthermore, at the time of the audit, the MGECW have made efforts to operationalize the shelters (safety houses). According to an internal memorandum, dated 17 January 2017, the MGECW appointed a technical committee to operationalize the shelters for survivors of GBV and Trafficking in Person (TiP). The Committee was also scheduled to meet twice a month and later on every second month and on an adhoc basis, of which documentary evidence showed that the committee did not meet as scheduled. Moreover, documentary evidence have shown that the technical committee was established to:

- fast track the necessary renovations and improvements to the safety houses;
- finalize the Standard Operating Procedures (SOPs) for the shelters through consulting and workshops; and
- fast track the recruitment of a care officer and a cleaner for the safety houses, amongst others.

According to documents analysed, the technical committee conducted inspections on the houses in the respective regions, in order to report on the conditions of the houses and the renovations needed (in collaboration with the Works/Inspectors from the Department of Works and Maintenance), including the costs of the renovations.

The consequences of not having operational shelters are:

- Sending back victims to an abusive environment; and
- Keeping physically healthy children in the hospital as temporary shelters.

COMMENTS BY THE AUDITEE

A) According to the comments received by the MGECW there is a need to differentiate between shelters and GBV Protection Unit. The Ministry of Gender Equality and Child Welfare is mandated to establish shelters and ensure that these shelters are functioning. Services offered in the shelters by the MGECW social workers include psychosocial support. However, the social worker can refer the victims to relevant institutions for medical, legal support and other services as per identified needs of the victims.

Furthermore the Ministry offers subsidies to about 23 registered NGO's responsible for care of children and some that are operating as shelters such as Friendly Haven in Khomas and Children of Zion Village in Zambezi.

B) According to comments received by the MoSS, none of the shelter referred to is operational due to the factors referred to in paragraph 4.4. The Namibian Police Force is making use of private facilities.

4.5 PROTECTION ORDERS

The Combating of Domestic Violence 2003 Act (Act 4 of 2003), Section 16 (1) states that; “a person who, without lawful justification, breaches a protection order commits an offence and is liable on conviction to a fine which does not exceed N\$ 8 000 or to imprisonment for a period which does not exceed two years or both the fine and imprisonment”.

The audit found that after protection orders were granted to GBV victims, the law enforcers could only act to assist a victim once a perpetrator violated the protection order. Thus, when protection orders were granted to victims, there was no other form of protection granted to victims, until a perpetrator violated the protection order.

According to documents analysed, the statistics for protection orders applied versus the protection orders violated, for the financial years under review were as follows:

Table 8: Statistics of Protection Orders versus Protection Orders violated

Financial Year	Total Applications for protection orders	Total protection orders violated
2013/2014	1420	210
2014/2015	1556	122
2015/2016	1895	167

Source: Statistics by the GBV unit (MoSS)

The above table demonstrates that the number of victims that have applied for protection orders have increased in the financial years covered by the audit. This proves that GBV victims deemed protection orders to be an effective measure of safety against GBV perpetrators. However, the number of protection orders breached by perpetrators proves that the law cannot protect a victim further more than granting a protection order until it is violated.

Furthermore, interviews conducted and document analysis outlined the following challenges that hampered the effective enforcement of protection orders:

- Complainants report GBV cases, but after the interim protection order is issued, the majority of the complainants do not return for the hearing of the final protection order to be issued;
- At times police officers experience difficulty to locate the victim’s residential areas; and
- The protection orders were in some cases not properly explained to the victim or not properly understood by both the victim and perpetrator, which might have lead to protection orders being breached.

COMMENTS RECEIVED FROM THE AUDITEE

According to comments received from the Ministry of Justice they took note of the recommendations pertaining to the issuing and enforcement of protection orders. The MoJ will in future endeavor to provide Legal Aid to GBV victims in order to offer greater protection and easier access to the justice system. The MoJ remains cognizant of the fact that protection orders are not available after hours and that victims of GBV are more often exposed to the violence during this time. The MoJ is however not responsible for the issuance of protection orders, thus we are not in a position to explain the provisions of the protection orders. This task is bestowed upon the Office of the Judiciary. It is however our respectful submission that the issuance of the protection orders is not in itself an end, but only a means to an end, which is to prevent violence from occurring.

4.6 MONITORING, CO-ORDINATION AND CO-OPERATION BETWEEN GBV STAKEHOLDERS

Co-ordination and co-operation

The National Plan of Action on Gender-Based Violence (2012-2016), Section 26, states that the goal is to strengthen coordination of interventions with the following strategies:

- Take steps to improve coordination of efforts by various stakeholders; and
- Collaborate with the MGECW and network with regional stakeholders to ensure the implementation of the National Gender Policy and accompanying National Gender Plan of Action (NGPA) and the National Plan of Action on GBV in the respective regions.

The audit found that the MGECW published The National Co-ordination Mechanism (2010 -2020) booklet in order to improve and strengthen the co-ordination within the various stakeholders.

The National Co-ordination Mechanism outlines that the National Gender Permanent Task Force (NGPTF) and the Regional Gender Permanent Task force (RGPTF) will network with regional stakeholders in order to implement the NGP, NGPA and National Plan of Action on GBV in the respective regions.

Furthermore, in efforts to improve co-ordination between stakeholders, the RGPTF implemented the GBV and Human Rights cluster. Other than meetings with the RGPTF and the GBV clusters, documentary analysis showed that the MoSS and MoJ from the //Karas regions met regularly to discuss the challenges and how to go about GBV cases. No documentary evidence has been submitted by other regions that stakeholders meet on an official platform.

Monitoring

The Coordination Mechanism for the Implementation of the National Gender Policy (2010-2020) Section 2.5.1 dated November 2015, by the MGECW, states the role of the Regional Gender Permanent Task Force(RGPTF) regarding monitoring of co-ordination as follows:

- The Regional Gender Permanent Task Force (RGPTF) will ensure the implementation and monitoring of the National Gender Policy, and the National Plan of Action on GBV in the specific regions in Namibia.
- In conducting routine activities, the RGPTF will consult with the respective clusters, and the National Gender Permanent Task Force (NGPTF) within the context of decentralization in Namibia. The RGPTF meets at least once in three months. The RGPTF reports to the NGPTF once every three months.

The audit found, in all five (5) regions visited, that the RGPTFs were ineffective in executing their monitoring and oversight role, due to the following reasons:

1. Failure to ensure the implementation and monitoring of the National Gender Policy and National Plan of Action against GBV as;
 - the RGPTF's have not submitted any evidence to the audit team of monitoring done during the audit period covered. Hence, the lack of reporting by the RGPTF's.
2. Failure to conduct routine activities with the relevant cluster (GBV and Human Rights Cluster), and the NGPTF;
 - Activities such as establishing of the Constituency Gender Permanent Task Force (CGPTF), conducting of community awareness programs, creation of drama clubs, debating in schools, encouraging and strengthening the Sunday school and Youth groups, and involving the life skills teachers were planned by the Omusati RGPTF. No evidence of the execution of plans were submitted; and no planned activities were submitted by the rest of the regions visited.
3. Failure to meet at least once every three months for the period under review;
 - The audit found that the RGPTFs, from the respective regions visited, did not meet consistently (once every three months) for the period under review. (See Annexure 5)
4. Failure to report to the NGPTF once every three months.
 - No proof of reports submitted to the NGPTF for the period under review was submitted for audit purposes.

According to document analysis, the Kunene and Erongo RGPTF's highlighted the challenges that hamper the success of this RGPTF:

- Lack of funds were allocated for the implementation of the RGPTF by the MGECW; and
- Only a few stakeholders attended for RGPTF meetings.

According to interviews the consequences for weak co-ordination and co-operation were as follows:

- Stakeholders are not fully aware of their role in GBV, and thus duplication of work take place; and
- Inadequate training received by stakeholders.

COMMENTS BY THE AUDITEE

According to the comments received by the MGECW, induction workshops for all RGPTF were conducted to capacitate the cluster members on gender issues and coordination mechanism. 14 regions attended and drafted region specific Plans of Action to address gender issues in their regions.

The Chief Community Liaison Officer for Gender is conducting training within their respective regions as one of their job description.

Furthermore, according to the comments received by MGECW the GBV and Human Rights Cluster at the National level chaired by the MGECW have been effective. Quarterly meetings are held and now in the process of establishing and strengthened the GBV and Human Rights cluster is being carried out in all regions.

Chapter 5: Conclusions

5.1 GBV laws and regulations

The audit concludes that GBV laws and regulations are not effectively and efficiently implemented due to shortage of social workers, increased withdrawal of cases and traditional norms and cultures interferences.

5.2. GBV prevention and awareness

The audit concludes that MGECW and relevant stakeholders are putting good effort on GBV awareness but lack consistent awareness on promoting male involvement in preventing GBV. It could however not be determined whether campaigns are effective.

5.3. GBV training

The audit concludes that there was no training to the police officers in the respective GBV units during the 2013/14 and 2014/15 financial years which could be a contributing factor to police officers dealing with GBV cases insensitively and unprofessionally.

5.4. Shelters/ Safety houses

The audit concludes that the non – operational safety houses results in GBV victims to remain in the cycle of abuse. This means that the victim has to return to the environment where abuse is taking place because there are no safety houses to temporarily accommodate them. The absence of non-operational safety houses has resulted in GBV victims not being protected from violence on a temporary basis.

5.5. Protection Orders

The audit concludes that there are no alternative safety measures for GBV victims, and that there are no laws to support protection orders. Service deliverers can only act when the protection orders are breached.

5.6. Monitoring, Co-ordination and Co-operation of GBV

The audit found that co-ordination and co-operation between the stakeholders have been ineffective. The formal platform that has been created for stakeholders (NGPTF and RGPTF) to have better co-ordination have not been used effectively by the stakeholders during the timeframe covered by the audit.

Furthermore, the audit concluded that the RGPTF were ineffective in their monitoring role.

Chapter 6: Recommendations

6.1 GBV laws and regulations

The MGECW and relevant stakeholders should ensure the consistent enforcement of the relevant laws and regulations in order to prohibit all forms of GBV and sexual exploitation in homes, work places, schools and communities.

6.2 GBV prevention and awareness

The MGECW and relevant stakeholders should ensure that prevention and awareness is consistently done and address all strategies outlined in the National Gender Policies and GBV plan of Action. Moreover, men should be included as partners in advocacy against GBV.

6.3 GBV training

The MoSS and relevant key stakeholders should work together to provide relevant and regular training on GBV to ensure that police officers and staff of safety houses deal with GBV cases in a professional and sensitive manner.

6.4 Shelters/Safety houses of GBV

The MGECW should ensure that safety houses are operationalised in all the regions as a matter of urgency and ensure that adequate support services such as medical, psychological, counselling, safety and legal services are provided to aid GBV survivors to recover and live normal lives.

6.5 Protection Orders

The MoSS and relevant stakeholders should work together to ensure Protection Orders are adequately explained to GBV victims and perpetrators. Furthermore, MOSS should sensitize the GBV perpetrators and victims on what the consequences are of breaching a protection order.

COMMENT FROM THE AUDITEE:

According to comments received by the MOSS stated that all protection orders can be computerised by the MoJ and made available to all stakeholders countrywide.

6.6 Monitoring, Co-ordination and Co-operation of GBV Stakeholders

The MGECW as the main co-ordinator should strengthen the co-ordination of interventions between relevant stakeholders to ensure that co-ordination efforts are more consistently conducted and to ensure effective implementation of National Gender Policy and accompanying regulations.

Furthermore, the NGPTF and RGPTF should ensure effective monitoring and consistent oversight of GBV laws and regulations.

Annexure 1 – Audit Criteria, audit questions and sub-questions.

	Questions and Sub-Questions	Audit Criteria
AQ1	<ul style="list-style-type: none"> To what extent are GBV laws and regulations effectively implemented? 	<p>The National Gender Policy (2010 – 2020), dated March 2010, section 4.4.1 and 4.4.5, by the Ministry of Gender Equality and Child Welfare (MGECW) states that the strategies for laws and policies are:</p> <ul style="list-style-type: none"> To continue with law and policy reforms prohibiting all forms of GBV and sexual exploitation in homes, work places, schools and communities, and increase implementation and enforcement efforts under existing legislation. Strengthen laws and policies prohibiting sexual harassment in educational settings, including harassment amongst learners and sexual harassment by teachers and staff.
AQ2	<ul style="list-style-type: none"> What prevention and awareness mechanisms are in place to mitigate GBV? <p>Sub-Question</p> <ul style="list-style-type: none"> To what extent is outreach and awareness campaigns conducted to raise awareness on GBV? 	<p>The National Gender Policy (2010-2020), dated March 2010 section 4.4.12, to 4.4.14 by the MGECW states that the strategies for education and awareness were to work with men – as partners in advocacy – against GBV, and promote education, training and awareness building male networks aimed at promoting male involvement in preventing GBV.</p> <p>The strategies for education and awareness were outlined as follows:</p> <ul style="list-style-type: none"> Raise awareness of women’s right to be protected from violence and sexual exploitation through education and awareness campaigns; Provide women with information on how to access justice, through seminars, campaigns and programmes aimed at reaching grass root levels; Support community-based education programmes such as campaigns to raise awareness on GBV, to disseminate information on GBV (including its causes and consequences), and prevent GBV;
AQ3	<ul style="list-style-type: none"> To what extent is training done to ensure that police officers handle GBV cases in a professional and compassionate/sensitive manner. 	<p>The National Plan of Action on Gender-Based Violence dated 2012-2016’s section 10.1 and 10.2 second goal is to improve the responses of GBV with the following strategies:</p> <ul style="list-style-type: none"> 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; and Institutionalize relevant training for police at WCPUs and charge offices, and for staff of shelters and places of safety.

<p>AQ4</p>	<ul style="list-style-type: none"> • Why are there no safe houses/shelters for GBV victims <p>Sub-Question</p> <ul style="list-style-type: none"> • What is the impact of a lack of shelters/safe houses? 	<p>The National Gender Policy (2010– 2020) dated March 2010, Section 4.4.7, states that the strategies for access to legal and social services is to increase the number of shelters and places of safety and ensure that adequate support services are provided, such as medical, psychological, free counselling and legal support for women and children who have been subjected to violence, in order to enable them to recover and live a normal life.</p>
<p>AQ5</p>	<ul style="list-style-type: none"> • What measures are in place to ensure that protection orders are effectively enforced? 	<ul style="list-style-type: none"> • The Combating of Domestic Violence (Act 4 of 2003), Section 16 (1) states that; “a person who, without lawful justification, breaches a protection order commit an offence and is liable on conviction to a fine which does not exceed N\$8000 or to imprisonment for a period which does not exceed two years or both the fine and imprisonment”.
<p>AQ6</p>	<ul style="list-style-type: none"> • To what extent is coordination and cooperation between stakeholders effective? • To what extent is monitoring and oversight done by the National Gender Permanent Task Force (NGPTF) and Regional Gender Permanent Task Force (RGPTF)? 	<p>The National Plan of Action on Gender-Based Violence (2012-2016), Section 26, states that the goal is to strengthen coordination of interventions with the following strategies:</p> <ul style="list-style-type: none"> • Take steps to improve coordination of efforts by various stakeholders; and <p>The Coordination Mechanism for the Implementation of the National Gender Policy (2010-2020) dated November 2015 Section 2.5.1 and 2.5.2 (a) states the roles of the Regional Gender Permanent Task Force (RGPTF) regarding monitoring is as follows:</p> <ul style="list-style-type: none"> • The RGPTF will ensure the implementation and monitoring of the National Gender Policy, and the National Plan of Action on GBV in the specific regions in Namibia. • In conducting routine activities, the RGPTF will consult with the respective clusters, and the National Gender Permanent Task Force (NGPTF) within the context of decentralization in Namibia. The RGPTF meets at least once in three months. The RGPTF reports to the NGPTF once every three months. • Collaborate with the MGECW and network with regional stakeholders to ensure the implementation of the National Gender Policy and accompanying National Gender Plan of Action (NGPA) and the National Plan of Action on GBV in the respective regions.

Annexure 2 – Methods of selecting data

Audit Questions	Interviews	Documents Reviewed	Observation and Physical Inspection
AQ 1	<ul style="list-style-type: none"> • Staff of the Gender Equality and Research Division (MGEWC) • Staff of Ministry of Safety and Security (WCPU's) • Staff of Ministry of Justice (Office of Prosecutor General) • Staff of MOHSS and other relevant stakeholders • Members of RGPTF and National Gender Permanent Task Force (NGPTF) secretariat 	<ul style="list-style-type: none"> • Annual Reports • Annual Plans • Division Progress Reports • National Gender Policy • Strategic plans and reviews. • Regional Gender Permanent Task Force (RGPTF) reports 	<ul style="list-style-type: none"> • N/A
AQ 2	<ul style="list-style-type: none"> • Staff of the Gender Equality and Research Division(MGEWC) • Members of the clusters • Traditional leaders • Church leaders • Members of RGPTF and NGPTF secretariat 	<ul style="list-style-type: none"> • Annual plans • Strategic plans and reviews • Annual reports • Awareness raising plans/programme/schedules • Awareness, budget raising 	<ul style="list-style-type: none"> • N/A
AQ 3	<ul style="list-style-type: none"> • Staff of MGEWC • Staff of Ministry of Safety and Security • Staffs of the Ministry of Justice (Office of Prosecutor General) 	<ul style="list-style-type: none"> • The National Plan of Action on Gender-Based Violence (2012-2016) • GBV cases documents • GBV training programmes and plans 	<ul style="list-style-type: none"> • N/A
AQ 4	<ul style="list-style-type: none"> • Staff of Gender Equality and Research Division (MGEWC) • Staff at safety houses • Members of RGPTF and NGPTF secretariat 	<ul style="list-style-type: none"> • Strategic plans and reviews • The National Plan of Action on Gender-Based Violence (2012-2016) • Plans on reports 	<ul style="list-style-type: none"> • Observation and physical inspection was done in order to verify the physical condition of the shelters.
AQ 5	<ul style="list-style-type: none"> • Ministry of Safety and Security staff • Ministry of Justice staff (Office of Prosecutor General) 	<ul style="list-style-type: none"> • Combating of Domestic Violence act 4 of 2003 • Statistics of GBV protection orders • Reports of GBV 	<ul style="list-style-type: none"> • N/A

		protection orders • GBV victims files (at MoSS and MoJ)	
AQ 6	<ul style="list-style-type: none"> • Members of RGPTF and NGPTF secretariat • NGO's staff 	<ul style="list-style-type: none"> • Annual plans • Strategic plans and review • Annual reports • RGPTF reports 	<ul style="list-style-type: none"> • N/A

Note: N/A means Not Applicable to Audit Question.

Annexure 3 – Awareness programmes

Region	Financial year	GBV awareness planned activities	GBV awareness actual activities
Khomas	2014/2015	N/A	<ul style="list-style-type: none"> • 16 Days Activism against GBV. • Community awareness raising on gender issues and gender related laws. • Motivational meetings for youth on Gender related issues.
	2015/2016	<ul style="list-style-type: none"> • To raise awareness on issues pertaining to GBV. • To sensitize the community in reporting all GBV crimes to the police on time. • To reduce the incidents of rape and other crimes committed against women and children. 	N/A
Erongo region	2013/2014	N/A	<ul style="list-style-type: none"> • Public Sensitization on GBV through radio. • Meetings with school learners. • Presentations at youth conference and school learners.
	2014/2015		<ul style="list-style-type: none"> • 16 Days Activism against GBV. • Outreach with churches, military police and schools. • Community awareness raising on gender issues and gender related laws.

	2015/2016	<ul style="list-style-type: none"> • To raise awareness on issues pertaining to GBV. • To sensitize the community in reporting all GBV crimes to the police on time. • To reduce the incidents of rape and other crimes committed against women and children. 	<ul style="list-style-type: none"> • Outreach to churches, military police and schools.
//Karas region	2013/2014	N/A	<ul style="list-style-type: none"> • Communities' awareness about GBV and Domestic Violence, alcohol and drug abuse. (MoSS) • Sensitize on GBV matters with the communities and work with male involvement. • Community awareness raising on gender issues and gender related laws.
	2014/2015	N/A	<ul style="list-style-type: none"> • Encourage reporting of GBV cases through TV, Radio, home visits, distribute booklets in different languages. • GBV community awareness. (MoHSS) • 16 Days of Activism against GBV. (MGECW)
	2015/2016	<ul style="list-style-type: none"> • To raise awareness on issues pertaining 	

		<p>to GBV.</p> <ul style="list-style-type: none"> • To sensitize the community in reporting all GBV crimes to the police on time. • To reduce the incidents of rape and other crimes committed against women and children. 	
Kunene region	2013/2014		<ul style="list-style-type: none"> • One workshop was conducted on Male Involvement; and • 16 Days of Activism against GBV. • Motivational talks at schools on GBV. • Gender Awareness and Mentoring sessions. • Community awareness raising on gender issues and gender related laws.
	2014/2015	N/A	<ul style="list-style-type: none"> • GBV Outreach at schools.
	2015/2016	<ul style="list-style-type: none"> • To raise awareness on issues pertaining to GBV. • To sensitize the community in reporting all GBV crimes to the police on time. • To reduce the incidents of rape and other crimes committed against women and children. 	N/A
Omusati region	2013/2014	N/A	<ul style="list-style-type: none"> • Sensitization meeting: Otamanzi Constituency • Sensitization meeting: Elim Constituency

			<ul style="list-style-type: none"> • Male involvement on Gender: Etayi Constituency • Male involvement on Gender: Anamulenge Constituency • Sensitization meeting: Anamulenge Constituency • Sensitization meeting: Tsandi Constituency • Awareness raising on 16 Days of activism against GBV • Commemorate International Human Rights Day
	2014/2015	N/A	<ul style="list-style-type: none"> • Sensitization meeting: Okalongo Constituency. • Social Workers did schools visits. • Sensitization meeting: Outapi Constituency. • Sensitization meeting: Okahao Constituency. <ul style="list-style-type: none"> • Sensitization meeting: Anamulenge Constituency. • Male involvement awareness for boys
	2015/2016	<ul style="list-style-type: none"> • To raise awareness on issues pertaining to GBV. • To sensitise the community in reporting all GBV crimes to the police on time. • To reduce the incidents of rape and other crimes committed against women and children. 	<ul style="list-style-type: none"> • Community mobilization meeting: Onesi Constituency. • Sensitization on GBV meeting: Regional Staff members. • Sensitization on GBV meeting: Vocational school. • Male sensitization meeting on GBV: Onesi Constituency • Distribute male engagement materials.

**N/A: awareness Not Available*

Annexure 4 – Safety houses

Region	Number of houses	City/Town	Operational (Yes/No)	Condition of the houses	Use of the houses at the time of the audit
Khomas	1	Windhoek	No, because there was no staff to attend to the GBV victims.	<ul style="list-style-type: none"> The house was renovated during the 2014/2015 financial year and was in a very good condition. The house was furnished. 	<ul style="list-style-type: none"> The house was not being used.
Erongo	0	N/A	N/A	N/A	N/A
//Karas	6	Keetmanshoop	No, because there were no caretakers.	<ul style="list-style-type: none"> The houses were still very new and in a good condition since 2011. 	<ul style="list-style-type: none"> Two (2) of the houses were used by the Police Officers from the GBV unit as office space; One (1) house was to accommodate a social worker. However at the time of visit, there was no social worker stationed; One (1) house was used by security guards as toilet facility; One (1) house was fully furnished for GBV victims, but was not used; One (1) house was used as a store room for

					the furniture removed from the house used by the security.
Kunene	3	<ul style="list-style-type: none"> • Khorixas • Opuwo • Kamanjab 	<ul style="list-style-type: none"> • No, because, there were no employees during the time of audit. • Partly. The staff of the GBV unit and the MGECW gave temporary accommodation to GBV victims. • No, because the shelter was empty (not furnished). 	<ul style="list-style-type: none"> • All three houses were in a good condition. The houses in Khorixas and Opuwo were furnished. 	<ul style="list-style-type: none"> • The house in Khorixas was used to accommodate a social worker; • The house in Opuwo was used for GBV victims as the need arised; and • The house in Kamanjab was vacant and not being used.
Omusati	5	<ul style="list-style-type: none"> • Outapi 	<ul style="list-style-type: none"> • Yes, the one house for male victims, and one house for females. 	<ul style="list-style-type: none"> • The houses need to be renovated, as the condition of the houses were not good. 	<ul style="list-style-type: none"> • One (1) of the houses was used as an office by the social worker attached to the GBV unit; • Two (2) houses were used by the Police Officers from the GBV unit as office space; and • Two (2) houses were used to accommodate GBV victims as the need arised. One (1) house for males and one (1) house for females.

Annexure 5 – Frequency of meetings of the RGPTF

Region	2013/2015	2014/2015	2015/2016	2016/2017	Total
Khomas	None	None	None	<ul style="list-style-type: none"> • 06 June 2016 • 07 June 2017 	2
Erongo	None	None	None	<ul style="list-style-type: none"> • 06 June 2016 • 20 September 2016 • 16 May 2017 	3
//Karas	None	03 September 2014	None	<ul style="list-style-type: none"> • 23 May 2017 	2
Kunene	None	25 September 2014	None	<ul style="list-style-type: none"> • 06 June 2016 	2
Omusati	None	None	None	<ul style="list-style-type: none"> • 19 May 2017 	1
Total	0	2	0	8	10