



# FINAL NARRATIVE REPORT

**Namibia**

Thematic window  
Gender Equality and Women's  
Empowerment

**Joint Programme Title:**

Setting things right -towards equality and equity

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March | **2013**

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# Prologue

The [MDG Achievement Fund](#) was established in 2007 through a landmark agreement signed between the Government of Spain and the UN system. With a total contribution of approximately USD 900 million, the MDG-Fund has financed 130 joint programmes in eight Thematic Windows, in 50 countries around the world.

The joint programme final narrative report is prepared by the joint programme team. It reflects the final programme review conducted by the Programme Management Committee and National Steering Committee to assess results against expected outcomes and outputs.

The report is divided into five (5) sections. Section I provides a brief introduction on the socio economic context and the development problems addressed by the joint programme, and lists the joint programme outcomes and associated outputs. Section II is an assessment of the joint programme results. Section III collects good practices and lessons learned. Section IV covers the financial status of the joint programme; and Section V is for other comments and/or additional information.

We thank our national partners and the United Nations Country Team, as well as the joint programme team for their efforts in undertaking this final narrative report.

MDG-F Secretariat

**FINAL MDG-F JOINT PROGRAMME  
NARRATIVE REPORT**

<p><b>Participating UN Organization(s)</b> <i>( indicate the lead agency)</i></p> <p>UNDP</p>	<p><b>Sector(s)/Area(s)/Theme(s)</b></p> <p>Gender Equality and Women's Empowerment</p>
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<p><b>Joint Programme Title</b></p> <p>Setting Things Right – Towards Gender Equality and Equity</p>	<p><b>Joint Programme Number</b></p> <p>MDGF-1710</p>
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<p><b>Joint Programme Cost</b> <b>[Sharing - if applicable]</b></p> <p><b>[Fund Contribution):</b> USD</p> <p><b>Govt. Contribution:</b> USD</p> <p><b>Agency Core Contribution:</b></p> <p><b>Other:</b></p> <p><b>TOTAL:</b> USD</p>	<p><b>Joint Programme [Location]</b></p> <p><b>Region (s):</b> Southern Africa</p> <p><b>Governorate(s):</b></p> <p><b>District(s)</b></p>
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<p><b>Final Joint Programme Evaluation</b></p> <p><b>Final Evaluation Done</b> Yes <input checked="" type="checkbox"/> No <input type="checkbox"/></p> <p><b>Evaluation Report Attached</b> <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No</p> <p><b>Date of delivery of final report:</b> 01 March 2013</p>	<p><b>Joint Programme Timeline</b></p> <p><b>Original start date :</b> 19 February 2009</p> <p><b>Final end date:</b> 19 February 2012</p> <p><b>Extension Date:</b> 12 July 2012</p>
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**Participating Implementing Line Ministries and/or other organisations (CSO, etc)**  
 Ministry of Gender Equality and Child Welfare , Ministry of Agriculture, Water and Forestry, Ministry of Regional Local Government and Housing and Rural Development (Regional and Town Councils), Ministry of Safety and Security, Ministry of Education, Parliament, Polytechnic of Namibia, University of Namibia, Lifeline/Childline, AMICCALL, Desert Soul, NAPPA, Friendly Haven Shelter, Legal

- Report Formatting Instructions:**
- Number all sections and paragraphs as indicated below.
  - Format the entire document using the following font: 12point \_ Times New Roman.

## I. PURPOSE

- a. Provide a brief introduction on the socio economical context and the development problems addressed by the programme.

Some of the critical challenges in addressing poverty and fulfilling civil and political rights for all Namibians that emerged from the Common Country Analysis (CCA) of 2004 were inequitable access to resources, low participation of women at all levels of decision making and the lack of gender equality and women's empowerment. Both the CCA and the UNDAF for Namibia were developed through a full participatory process with government and civic society counterparts. Part of that process included an analysis of a number of key cross-cutting issues and root causes. The root causes for persistent high levels of income poverty include low economic growth, high levels of income inequality, pervasive gender inequality, as well as incapacity and loss of life due to HIV/AIDS and other disease. At the root of the problem of limited participation of women in the political process is the disintegration of the social fabric, arising from a chain of factors including migration, alcohol abuse, AIDS and poverty. The analysis identified the Triple Threat, on which the UNDAF is based – increasing vulnerability of households and eroding institutional capacity caused by the impact of HIV/AIDS.

The JP was designed to focus the collective efforts of the UN System in Namibia, through the UNDAF, to promote gender equality and empower women and girls in Namibia. The JP was built on the gender programme of the Government of Namibia and was firmly rooted in the national development frameworks of the country, primarily the Vision 2030, which is the overarching development framework in Namibia, and the National Development Plan 3 (NDP3) 2008-2012, in both of which the Millennium Development Goals have been firmly imbedded.

- b. List joint programme outcomes and associated outputs as per the final approved version of the joint programme Document or last agreed revision.

The below relates to progress in outputs against outcomes for the reporting period.

<b>JP Outcome 1: Increased awareness and capacity for protecting the rights of women and girls (including reproductive rights). Lead: UNDP, UNICEF</b>
<b>JP Outputs:</b>  1. The rights of women and girls are protected nationally through enactment and enforcement of existing legislation.  2. Women and girls are aware, understand and assert their rights (including reproductive rights) and know how to access available services such as prevention and treatment of HIV and AIDS.  3. Improved capacity of service providers to prevent, detect, enforce and report gender based violence and abuse, and to offer protection and reproductive health services and prevention and treatment of HIV and AIDS, for women and girls.  4. Strengthened national response on access to and availability of prevention and treatment services for HIV/AIDS among women and girls.
<b>JP Outcome 2: Increased mainstreaming / integration of gender in national development policies and frameworks; and implementation of gender responsive KRA policies, programmes and budgeting Lead: UNFPA</b>
<b>JP Outputs:</b>  1. Gender is institutionalized and mainstreamed in 4 Key Results Areas (KRA) of the National Development Plan III by 2011  2. Enhanced human and institutional capacity to lead gender mainstreaming  3. Improved management of GBV sex-disaggregated data, linked with the national data system.
<b>JP Outcome 3: Enhanced well-being of targeted women and girls through food security and livelihood improvement initiatives. Lead: FAO</b>

**JP Outputs:**

1. Food availability, access and utilization improved through appropriate agricultural practices
2. Increased incomes through diversified economic activities.

c. Explain the overall contribution of the joint programme to National Plan and Priorities

Gender JP was aligned to national priorities and has been developed to address the key issues in the Namibia National Development Plan 3 (NDP3). The Gender JP outcomes were directly relevant and have been aligned to the UNDAF outcomes, and in turn, the UNDAF is aligned to the NDP3. There was joint country analysis and assessment done by the UN Agencies through auspices of the UNCT, and some programme specific joint implementation of activities for example joint monitoring missions. Others include joint activities, for example the GBV Campaign with MGECW, and field activities of Members of Parliament.

The fund supported Namibia's national priorities as stipulated in Vision 2030 and the National Development Plan (NDP3) and was implemented over a three year period from 19 February 2009 to 19 February 2012, with a four-month no cost extension to 12 July, 2012.

The aims of the Namibia Gender Joint Programme (JP) therefore was "to promote gender equality and the empowerment of women and girls through a comprehensive and multifaceted programme reaching across national, regional and community levels. The JP also sought to increase understanding, sensitivity and responsiveness to pressing gender issues in Namibia".

JP Outcome 3, specifically addressed poverty alleviation through economic empowerment of rural women, with a focus on the San and youth. Under this Outcome the JP was designed to increase food security through the introduction of appropriate technology, provision of training and agricultural inputs. According to the NDP3, as a middle income country, food security in Namibia is primarily at the household level. Household food security, in turn, depends on direct increases in production of food for self consumption and the availability of cash income to buy food.

JP Outcome 3 was responsive to the needs of the country in reducing poverty and increasing food security, and providing for availability of cash income to buy food through the livelihoods interventions through which 374 Female-Headed Households were reached with food security and livelihood initiatives, which included gardening and rearing of small stocks of chickens, goats and cattle. In Kunene Region the JP supported three Ovatu communities under the Office of the Prime Ministers (OPM) social development programme for Indigenous groups, Otjomuru, Ohaihuua and Otjikojo and supported 52 households with 154 goats, 1000 indigenous chicken, 20 Bahree date palm trees and cactus cuttings. The GRN contributed 38 cows and 1 bull through the OPM. MGECW distributed 3 goats and two chickens per household. In the Otjomuru Settlement 71 goats distributed there had multiplied three-fold to 215 and community members were now getting milk from them and one of the Bahree date palm trees was flourishing and fruiting soon in an elderly community members farming unit (see Success Stories in Annex 1). Both communities at Otjomuru Settlement and Otjihandjesemo in Kunene reported improved health in their children since they consuming milk from the goats. At Ongha in Ohangwena, the female heads of households at the Community Garden reported having more frequent meals and adding fruits and vegetables to their diet as a result of the project. FAO estimates that equalizing access to productive resources between female and male farmers could increase agricultural output in developing countries by as much as 2.5 to 4 percent.

JP Outcome 3 also contributed to increasing incomes of 107 women and girls who were provided basic training in the management of Income Generating Activities (IGAs) and Small and Medium Enterprises (SMEs) and financial management. MGECW supported four IGAs in Ohangwena, Kavanago, Omaheke and Omusati regions. The Evaluators visited an SME group at Okongo, Ohangwena that had received support from MGECW of sewing machines, furniture and training. At Okonga also in Ohangwena the women running the SMEs reported having more money after JP support for other household needs. The group which was started in 2008 by 7 women reported increasing their income and quality of life substantially since receiving the support.

The Gender JP design therefore was responsive to the socio economic needs of the country as

articulated in the two major policy documents of the Republic of Namibia guiding social and economic policy, Vision 2030 and the NDP3 and to MDG goals 1, 3, 4, 5 and 6.

- d. Describe and assess how the programme development partners have jointly contributed to achieve development results

Bringing different players under a joint programme maximizes on the different skills sets and optimizes synergies. The JP was more efficient in turning resources into results with the agencies and IPs working together than single agency intervention would have been, despite the challenges in implementing as a Joint Programme.

The JP enabled agencies to work together in a more coordinated manner than previously; although there remained challenges towards meeting this objective it harnessed a comparative advantage and synergies of the different agencies. In each of the 9 JP Outputs of the Implementation framework, activities were carried out jointly by more than one agency, with each focusing on a specific area as per their mandates.

## II. ASSESSMENT OF JOINT PROGRAMME RESULTS

- a. Report on the key outcomes achieved and explain any variance in achieved versus planned results. The narrative should be results oriented to present results and illustrate impacts of the pilot at policy level)

The Namibia JP delivered as a joint programme and made significant achievements as a whole and in particular at output level under JP Outcomes 1 and 2 but achievements under JP Outcome 3 were limited by the **design** of the JP which did not integrate **activities** under JP Outcomes 1 and 2 in a more deliberate, consistent and comprehensive manner:

- a) *The JP made significant contributions towards the long term sensitization and awareness raising of gender in the Namibian society by the development of gender syllabi in the country's main tertiary institutions, particularly for students of journalism. Significant contributions were also made through strengthening law enforcement in Namibia by operational support to the WAPCU and training in gender responsive laws to law enforcement officers.*
- b) *The JP significantly contributed towards the mainstreaming and integration of gender into national development frameworks through the development or finalization of key instruments and documents, in particular the finalization of the National Gender Policy, which is the guiding framework for gender in Namibia.*
- c) *The JP contributed significantly to the well-being and empowerment of poor Female Heads of Households and other vulnerable communities, through the provision of skills and knowledge to produce food and generate income and provision of productive assets to 107 women and girls. This was however limited by the lack of jointness of the JP in integrating some activities under JP Outcomes 1 and 2 that would have enhanced attainment of JP Outcome 3 objectives such as social mobilization activities of the Community Capacity Enhancement (CCE) programme.*

### Key Achievements:

#### **JP Outcome 1: Increased awareness and capacity for protecting the rights of women and girls, including reproductive rights)**

Awareness raising is a long term process and the level of increased awareness could not be measured due to its short life span. But a number of interventions were undertaken during the project period which will contribute towards increasing awareness and capacity for protecting the rights of women and girls. These interventions were two-fold: a) *Development of the capacity for gender training* in the country through the development of

gender syllabi for tertiary institutions (University of Namibia (UNAM), Polytechnic of Namibia (PON) and International University of Management (IUM), develop gender sensitive modules for Namibian Police curriculum, an advocacy package on MDG for parliamentarians, a gender toolkit and assessment of media houses and institutions, (including community media), training toolkits in gender based violence and male involvement manual and training of trainers; b) Establishment of a *platform for engagement in Gender Based Violence* through the development of the GBV Plan of Action and training of service providers. The GBV plan of action includes strategies on addressing other related GBV issues for example baby dumping and human trafficking. These interventions have established a base for long term continuous training in gender for approximately 2,612 PON and 13,000 UNAM students that are enrolled annually. 1,213 students graduated from IUM in 2011.

Secondly the capacity for protecting the rights of women and girls was considerably increased by the JP improving law enforcement in the country by: a) Increasing the capacity of the Ministry of Safety and Security (MoSS) to provide protection to women and children by *equipping the WACPU and providing paralegal training in gender responsive laws and data capturing* to WACPU officers; b) Increasing the capacity of MoSS to investigate sexual assault offenders by *revision of Rape Kits* for the Forensic Department and training health service providers in their use; c) Support to MoSS for the *review of the Police Curriculum to improve police responses to women and child protection cases*. Assessment of protection facilities (woman and child protection units) conducted for informed operational support to the units. The support to the WACPU also contributed in turn to increasing visibility of the police in communities and raising awareness of women and children's rights because the WACPU centres were made more user-friendly and accessible, two/three houses in a secured complex staffed by police officers and social welfare officers to provide counselling services to abuse survivors, and in regions like Karas which has three house at each of its two centres, the third house is a house of safety for women and children needing emergency shelter from danger. d) Support to a local shelter provided protection services to woman and children and a guidance document developed to assist the MGECW in scaling up shelters to all the 7 MDGF regions. e) Support to Lifeline/Child line to strengthen 116 helpline and other supporting services such as online counseling and referral to protection services.

### **JP Outcome 2: Increased mainstreaming/integration of gender in national development policies and frameworks; and implementation of gender responsive KRA policies programmes and budgeting.**

Major strides were made by the JP in increasing mainstreaming of gender in national development policies and framework through the development of key guiding instruments, gender responsiveness assessments of four sub sectors and gender budgeting analysis of a further five ministries. a) Review/development of *key national guiding instruments for mainstreaming*. The National Gender Policy (NGP) was reviewed and approved and the *National Gender Plan of Action* was developed and approved. The NGP will play a crucial role in enhancing the mainstreaming of gender in national development policies and frameworks. b) *Assessment of strategic sub sectors for gender responsiveness*; the Education, Health and Agriculture sectors. At the time of the Evaluation, the Assessment of the Education sector had been completed and 500 copies of the Gender Needs Assessment and Strategy had been printed. The Strategy identifies gaps in gender responsiveness which will provide evidence for planning and resource allocation budget requests for gender related programmes and activities in the ministry. c) *Gender budgeting analysis of select government ministries*; the Youth, Trade and Industry, Safety and Security, Justice and Lands ministries were reviewed for gaps in gender responsive budgeting. Forty government ministerial staff and 26 management staff from MoJ were trained in gender responsive budgeting and gender analysis respectively.

Secondly under JP Outcome 2 the availability of sex disaggregated data through the training of Central Bureau of Statistics CBS, WACPU and MGECW staff trained on GBV data capturing and analysis on sex disaggregated data was achieved. A total of 130 staff was trained in GBV data capturing and analysis. This and the printing of additional copies of the Gender Statistical profile will provide data for planning gender activities.

### **JP Outcome 3: Enhancing the well-being of targeted women and girls through food security and livelihood improvement initiatives**

Poor Female Head Households (FHH) and other vulnerable communities were provided with *skills and knowledge of how to produce food and generate income* and provided with *productive assets*, although this success was limited by the lack of adequate preparatory activities and interventions to prepare the communities for the interventions and ensure they were receptive to the new concepts – for both the vegetable gardens and

the livestock farming. There has however been continued support and follow up field training and extension service from the Ministry of Water and Forestry (MAWF) and regular monitoring by the Ministry of Gender Equality and Child Welfare (MGECW).

- b. In what way do you feel that the capacities developed during the implementation of the joint programme have contributed to the achievement of the outcomes?

*Trainings:* Capacity has been enhanced and reinforced in national partners through the various *trainings* under the JP: FAO trained 64 MAWF agricultural extension officers in horticulture and provided; 186 Central Bureau of Statistics, MoSS, and MGECW staff were trained in GBV data capturing and analysis, 40 government mid-level MGECW staff and 26 management MoJ staff were trained in gender mainstreaming, 35 NAPPA staff and 540 Volunteers and Rural women were trained on GBV, SRH and HIV and AIDS, 340 community counselors trained on Psychosocial support and alternatives to violence and 17 Parliamentarians received training in Gender Responsive Budgeting. These various trainings will all increase technical capacities in various aspects of gender in the national IPs.

*Gender Analysis Exercises:* The *gender analyses* done of 3 government ministries and gender responsive budgeting of 4 other will provide the evidence for addressing gaps in budget submissions to Parliament for funding of gender activities and strengthening capacities further of government IPs to implement gender programmes.

*Technical support:* MGECW has a gender adviser that was provided through the JP, who is training and mentoring ministry staff. UNFPA provided an accountant to MGECW prior to the JP to enhance financial management and this support is ongoing; other partners have government accountants in place managing large budgets. The toolkits, guidelines, curricula, mainstreaming toolkits, revised National Gender Policy, GBV Plan of Action will all provide the base for future work.

#### ***IP financial capacity for sustenance***

In some instances the partners have had sufficient financial capacity to maintain some of the benefits produced by the programme, such as MoSS, which developed an Annual Work Plan and Action Plan for 2012 which included scale up work on the WACPU, which includes extending gender responsive training to all WACPU officers and other investigations wings. MGECW has continued with most of the programmes implemented under the JP – most of them like the GBV campaign were already ministry programmes.

- c. Report on how outputs have contributed to the achievement of the outcomes based on performance indicators and explain any variance in actual versus planned contributions of these outputs. Highlight any institutional and/ or behavioural changes, including capacity development, amongst beneficiaries/right holders.

#### **M & E Framework**

Outcome 1: Increased awareness and capacity for protecting the rights of women and girls (including reproductive rights)

- Increase awareness of the media through training of 5 media houses on reporting sensitively and regularly on gender issues and GBV
- Increase awareness, knowledge and understanding of rights and obligations related to gender and MDG's by developing and distributing advocacy packages for members of parliament
- Developed and implemented zero tolerance campaign on for the protection of women and girls from violence, exploitation and abuse
- Developed training manual for men and boys on GBV, SRH, HIV and AIDS
- Through a consultative process both at regional and national level developed a National plan on Gender based violence developed and launched
- Community volunteer groups trained in 7 focus regions on GBV and SRH issues



- Basic mandatory curriculum reviewed and GBV training module developed for integration and roll-out
- Assessment of woman and child protection units conducted and shelters operationalized to protect women and children
- 116 Helpline launched and supported for abused women and girls
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Outcome 2: Increased mainstreaming/integration of gender in national development policies and frameworks and implementation of gender responsive KRA policies, programmes and budgeting

- Supported trained data-captures from 8 Woman and child protection units to monitor and capture GBV data

Outcome 3: Enhanced well-being of targeted women and girls through food security and livelihood improvement initiatives

- Provision of productive assets to strengthened four (9) income-generating projects that benefitted women and girls in four study regions.

d. Who are and how have the primary beneficiaries/right holders been engaged in the joint programme implementation? Please disaggregate by relevant category as appropriate for your specific joint programme (e.g. gender, age, etc)

- JP Outcome 3 also contributed to increasing incomes of 107 women and girls who were provided basic training in the management of Income Generating Activities (IGAs) and Small and Medium Enterprises (SMEs) and financial management. MGECW supported four IGAs in Ohangwena, Kavanago, Omaheke and Omusati regions. The Evaluators visited an SME group at Okongo, Ohangwena that had received support from MGECW of sewing machines, furniture and training. At Okonga also in Ohangwena the women running the SMEs reported having more money after JP support for other household needs. The group which was started in 2008 by 7 women reported increasing their income and quality of life substantially since receiving the support.
- Children under the age of 18 through Child line/Helpline have been reached and referred to protection and prevention services against violence
- Communities in the five focus regions received awareness raising sessions on GBV, HIV and AIDS and reproductive health

e. Describe and assess how the joint programme and its development partners have addressed issues of social, cultural, political and economic inequalities during the implementation phase of the programme:

The Gender JP addressed poverty as a central socio-economic issue in Namibia and in particular poverty amongst female headed households and vulnerable communities like the San. The Gender JP address rural poverty by addressing 'pervasive gender inequality, sexual and gender based violence and HIV and AIDS, which taken together perpetuate poverty through generations.

IGA's in 7 regions were implemented which focused mainly on women's economic empowerment and resultantly, capacitated women to freely engage and speak out on issues such as their regional development needs, and also participating in the different constituency and regional platforms such as the Regional and Constituency Development Committee meetings.

Different training programmes were designed and undertaken to train marginalized groups which in turn increased their awareness, knowledge and understanding of their rights and obligations of different service providers for them.

The JP Outcome3 also increased food security of women, men, boys and girls and marginalized groups through the introduction of appropriate technologies, provision of training and agricultural inputs. Rural women with a focus on the San, Ovahimbas and the youth benefited from these interventions.

The Gender JP therefore was responsive to the socio-economic, cultural and economic needs of the women and girls in the 7 focus regions, in line with major policy documents of the Republic of Namibia namely, Vision 2030 and the NDP3 and to the MDG goals 1, 3, 4, 5 and 6.

- a. To what extent and in which capacities have socially excluded populations been involved throughout this programme?

In Kunene Region the JP supported three Ovahimba communities under the Office of the Prime Ministers (OPM) social development programme for Indigenous groups, Otjomuru, Ohaihuua and Otjikojo and supported 52 households with 154 goats, 1000 indigenous chicken, 20 Bahree date palm trees and cactus cuttings. The GRN contributed 38 cows and 1 bull through the OPM. MGECW distributed 3 goats and two chickens per household. In the Otjomuru Settlement 71 goats distributed there had multiplied three-fold to 215 and community members were now getting milk from them and one of the Bahree date palm trees was flourishing and fruiting soon in an elderly community members farming unit (see Success Stories in Annex 1). Both communities at Otjomuru Settlement and Otjihandjesemo in Kunene reported improved health in their children since they were consuming milk from the goats.

- b. Has the programme contributed to increasing the decision making power of excluded groups vis-a-vis policies that affect their lives? Has there been an increase in dialogue and participation of these groups with local and national governments in relation to these policies?

Although the JP did not have interventions exclusively targeting these groups, the CCE programmes were able to bring together different groups of people to discuss issues affecting the lives and to propose changes to the Regional and Local Authorities. Issues raised at these platforms were compiled in the reports which were presented at the constituency and regional decision making meetings attended by different stakeholders including government and CSO. This ensured that all the decision making authorities were aware of the needs of the local communities and changes were introduced with the inputs from the communities.

- c. Has the programme and its development partners strengthened the organization of citizen and civil society groups so that they are better placed to advocate for their rights? If so how? Please give concrete examples.

Yes, under the CCE programme citizens including the marginalised groups were educated to understand their rights and assert them. Where it was previously difficult and sometimes impossible for women's voices to be heard the CCE programme created a platform for them to raise their concern and engage men and to mutually propose the needed changes.

- d. To what extent has the programme (whether through local or national level interventions) contributed to improving the lives of socially excluded groups?

The JP was responsive to MDG 1,3,4,5 and 6. An introduction to this is made in 4.1 (a) above. Achievements that were made with respect to *Goal 1: Eradicate extreme Poverty and Hunger* were the improved livelihoods of communities that had successfully implemented the food security and livelihoods projects. In Ongha, Ohangwena and members of the Community Garden reported increase in the number of meals they were having from 1/2 meals a day to 3 meals a day as a result of the fruit and vegetable gardens and the Ovahimba community in Kunene region a severely marginalized group in Namibia, reported improved health and diet from goat milk.

The IGAs beneficiaries interviewed also reported improvement in quality of life from increased incomes. From the six projects visited, half were performing well. The other MGECW projects in Kunene which were not visited at Ohaihuua and Otjikojo had a similar management model to the ones visited and were reportedly performing well. From project reports the success rate of the projects is between 60 to 70%, the most success

being recorded in Ohangwena. All the above projects were implemented with socially excluded groups which also include the San communities.

e. Describe the extent of the contribution of the joint programme to the following categories of results:

a. Paris Declaration Principles

Structures for Aid Effectiveness and Coordination in Namibia were almost non operational at the initial implementation face of the JP. However, in the latter half of the JPs implementation cycle, UN Agencies and Government started to operate more bi-laterally especially following the Government's declaration of Namibia as a DaO "self starter" country. Based on the Gender JP Mid-Term Evaluation recommendations, the JP facilitated stronger coordination in support of gender issues nationally, whilst also ensuring ownership of the Gender JP by the Government partners.

- Leadership of national and local governmental institutions

The Namibia Gender JP still had challenges in promotion of aid effectiveness because of the different approaches used by individual UN Agencies to work with government. While at the start the Implementing Partners and Government staff said they felt a sense of ownership of the programme, the overall sentiment expressed by IPs was that the programme was more controlled by the Participating UN Agencies.

The Government's operations around issues of decentralization were not streamlined and coordination between the national and regional levels. As a result, decisions made and agreed with UN Agencies at Central level in some respects were unknown in the regions which ultimately had a negative impact on ownership at local level.

- Involvement of CSO and citizens

Evidence drawn from the implementation of the JP indicated that the community was reached. Communities were able to participate prominently to a level at which they qualify as strong agents for change. Examples include the Community Conversation Enhancement (CCE) community facilitators who promoted dialogue on HIV and AIDS in the communities, and were able to stimulate community action on HIV and AIDS. The programme also worked with Community Volunteers on issues of Reproductive Health especially for the Youth, and had direct reach to the communities in the agricultural interventions.

- Alignment and harmonization

Initially, the UN Agencies largely work with Government partners individually and continued to develop individual work plans which were derived from the JP project document, with IPs. Although at the initial stage there was no comprehensive plan for coordination of interventions by the UN Agencies, synergies that would have benefitted the programme through information sharing and harmonization were lost.

However the above situation was remedied in year 2 of implementation. Agencies and Government IPs jointly embarked on developing joint work plans and undertook joint monitoring and evaluation missions.

- Innovative elements in mutual accountability (justify why these elements are innovative)

As a demonstration of its leadership, commitment and accountability towards the programme, the Government provided office space to the PMU; while maintaining the monthly utilities of the PMU premises, payment of internet connectivity and communication costs. This gesture is seen as innovative as it was supported by three different Government line Ministries, which is a rare occasion.

Shared accountability was also demonstrated in terms of the various reporting lines within the JP's coordination structures, namely, the PMC technical and Strategic levels and the National Steering Committee (jointly attended at policy level by the National Planning Commission; the Ministry of Gender Equality and Child Welfare, the UN Resident Coordinator and the Spanish Ambassador). The existence of these structures

were innovative in the sense that it promoted joint discussion, decision-making and joint accountability among both technical and policy level partners.

b. Delivering as One

- Role of Resident Coordinator Office and synergies with other MDG-F joint programmes

The UN Resident Coordinator Office provided a support and oversight role during the formulation and implementation of the Gender JP. In this relation, the UN Resident Coordinator co-chaired the National Steering Committee meetings, where decisions on changes to the JP's budget and programme outcomes were approved. The UN Resident Coordinator also served as liaison between the programme partners, participating UN Agencies and the MDG-F Secretariat. The Gender JP shared significant synergies with the MDG-F Culture joint programme, which among others, included targeting more or less similar regions for programme implementation. In addition, the Culture JP greatly benefitted from the practical experiences and lessons learnt from the implementation of the Gender JP; which was ahead with the implementation.

- Innovative elements in harmonization of procedures and managerial practices (justify why these elements are innovative)

The Gender and Culture Joint Programmes had a joint PMU, with one overall coordinator, who provided day-to-day programme management and implementation over-sight functions. The two JP's also shared the Monitoring and Evaluation Manager. This one-PMU approach facilitated joint discussions and information sharing among PMU staff from both JP's as well as the PMC technical level members, inclusive of national partners.

- Joint United Nations formulation, planning and management

The Gender JP national and UN staff held joint meetings during the JP's formulation, planning, management and implementation phases. This enhanced significantly technical level discussions and proposals for decision-making at the National Steering Committee.

The preparation of the narrative and financial reports was conducted in a joint manner, under the leadership of the lead UN Agency and lead Government Ministry, which increased collaboration among partners and enhanced ownership (Government) and accountability (UN partners).

### III. GOOD PRACTICES AND LESSONS LEARNED

- a. Report key lessons learned and good practices that would facilitate future joint programme design and implementation

#### ***Lessons Learned***

##### **What worked well?**

###### ***a) Livelihoods***

Livelihoods and other economic empowerment projects worked well. They made a direct difference in the lives of communities, and with very little investment. The livelihoods, worked better in mobilized communities and also performed better when they continued to be mobilized, and remain engaged with the development process with continued technical support like the agricultural projects in Ohangwena. They also worked better when other ethno-sociological factors were considered, like the Ovatie Community in Otjomuru in the choice and management of project. The agro projects further worked well when MAWF established longer-term relationship through the rural development centres which are manned by dedicated extension workers providing farmer training and advisory services, and practical demonstration in the field using the farmer –to-farmer extension approach.

###### ***b) CCE Methodology***

The CCE facilitators were very successful in engaging communities, raising social development issues and taking them up to the municipalities and regional councils for intervention. Increasingly, these have been

including gender and HIV issues. The CCE methodology was potentially very useful in entry into communities, particularly when introducing projects relatively new to the people, like agro projects for San communities and continual mobilization of community members around community projects. CCE facilitators in all the four study regions were strong resource to keep community members active.

**c) *Woman and Child Protection Units***

By strengthening and equipping the WACPU the JP made a significant contribution to the provision of protection to women and children. Creating user friendly spaces for women and children, in residential communities with easier access to communities and higher visibility makes it easier for abuse survivors to report cases. Ordinary police stations are often not conducive to a traumatized victim. MoSS has classified the WACPU as specialised divisions and officers manning them as specially trained personnel. MGEWCW contributed the use of the houses they purchased for use as shelters in residential areas, for use as offices for the WACPU, social workers and shelters for survivors of abuse whilst UNICEF provided training to officers in WACPU in women's rights and gender responsive laws, and UNDP through the Forensic Department supported the review of Rape Kits and training for medical personnel in their use. All this has been valuable for dealing effectively with gender based violence cases and ensuring conviction of perpetrators.

**e) *UNESCO Community Radio interventions – the case of Karas FM***

UNESCO assessment of community radio stations and provision of training and basic equipment, in Karas provided a powerful media platform for disseminating information on gender and gender based violence. With the toolkit developed by UNESCO for community media, the 7 staff of Karas FM working with the UNESCO trained CCE facilitator and the CCE Coordinator produced regular programmes addressing key issues in GBV, SRH and HIV and AIDS. They also used the radio to mobilize communities around topics from CCE conversations. The station is relatively small with 3 working rooms (one editing room, one computer room and one broadcasting room) and a reception area and equipped with only two computers and two voice recorders, but still able to reach a large section of Kara's population of 69,329. Karas FM station however faced operational challenges, particularly funding and mobilized its own resources from local businesses. The station needed support on how to sustain itself from advertising and sponsorships.

**b. Report on any innovative development approaches as a result of joint programme implementation**

Involvement of Members of Parliament who conducted community outreach visits to the 7 focus regions to directly engage with communities on development issues of their concern, which in turn led to Parliamentarians advocating for the promotion of gender equality, women's empowerment through increased resource allocation. This also resulted in the swift review, adoption and endorsement of the national Gender Policy in 2012.

A Zero tolerance campaign of Gender based Violence, advocated for nationally in the print and electronic media, raised awareness among the masses on their rights, which they could also assert.

**c. Indicate key constraints including delays (if any) during programme implementation**

**a. Internal to the joint programme**

HQ JP procedural requirements, tied to the release of funds caused significant delays in the commencement of the implementation of the JP in 2009. In addition, the 70% delivery threshold requirement led to some Agencies' implementation being way ahead of others. Some agencies like FAO with interventions depending on certain seasonal conditions, e.g. rain, was affected as it had to wait for other Agencies to reach the 70% performance and delivery threshold before the annual release of funds could be consider for all. This resulted in FAO missing opportunities to embark on timely planting and harvesting of crops.

Out of the 5 participating UN Agencies, two are not EXCOM Agencies and thus were not required to be HACT compliant. It should further be noted that even the three EXCOM Agencies were not fully HACT compliant which often resulted in differences in requirements of financial and progress reports.

Overall the Monitoring and Evaluation framework for the JP was very weak and therefore, reporting of the implementing agencies and partners was not standardized and data was not comparable. Measuring impact is difficult to do in the absence of a baseline, even for short term impacts for this evaluation.

**b. External to the joint programme**

The government operations around issues of decentralization were not streamlined and the coordination between the national and the regional levels. As a result, decisions made and agreed between Government and UN Agencies at national level, in some respects were unknown in the regions.

By 2009, baseline data on gender disparities were not readily available in Namibia. Equally, the design phase did not establish baselines for many of the activities to be undertaken; which were worsened by a weak monitoring and evaluation framework.

c. Main mitigation actions implemented to overcome these constraints

A Mid-Term Evaluation was conducted in 2010; which recommended steps to strengthen the joint M & E Framework system, which was developed.

The ownership of the Gender JP by the Ministry of Gender Equality and Child Welfare was also questioned by the mid-Term Evaluation report. As part of remedial action, the National Planning Commission communicated this matter to the said line Ministry, which led to the Gender Ministry taking on full ownership of the Gender JP.

d. Describe and assess how the monitoring and evaluation function has contributed to the:

- Improvement in programme management and the attainment of development results

Monitoring and Evaluation (M&E) was in the early part of the implementation phase one of the weakest areas of the JP, but following the mid-Term Evaluation, the M&E Framework was reviewed in February 2011 and was used as the new framework to report back on the implementation period of July –December 2010. The improvement plan outlined steps for improving the system and quality assurance reporting improved, revision of the M&E system, reporting framework was completed, but the lack of adequately skilled personnel continued to affect functions. Indicators were reduced from 61 to 31 to ensure they were measurable and demonstrated the desired results. This improved quality assurance and reporting. The last M&E Framework (Revised February 2011) does not provide the disaggregated data on all achievements to date under the JP, which makes an analysis of the progression of the programme difficult without having to refer to all the other reports.

It should be noted that general, there is a lack of adequately skilled and senior M&E experts in Namibia and the JP being such a complex programme required one. Collecting and collating reports from agencies and IPs continued to be a challenge for the PMU.

- Improvement in transparency and mutual accountability

Despite the fact that the Gender JP had a weak M & E Framework, programme partners collectively strived towards sharing information for discussion and approval; development of reports including financial reports; while challenges experiences were resolved mutually. It must be noted that the departure of the M & E Manager serving both the Gender and Culture JP's, weakened the proper implementation of the revised M & E Framework.

- Increasing national capacities and procedures in M&E and data

Overall and due to the above described weaknesses in the area of M & E, it should be noted that no increase in national capacities under the monitoring and evaluation function has been noted.

- To what extent was the mid-term evaluation process useful to the joint programme?

The mid-Term Evaluation was especially useful as it contained in its recommendations the need for developing an improvement plan which outlined steps for improving the M&E system and reduction of indicators.

d. Describe and assess how the communication and advocacy functions have contributed to the:

The C&A activities were quite comprehensive, there was however not enough focus on rural women communities. The activities reported in monitoring reports under the C&A strategy were also all related to interventions with a large advocacy and publicity component in the JP, such as the campaign against GBV, HIV and AIDS awareness, but there is no description of what was actually done on areas like poverty for instance in the C&A, which is addressed by more targeted approaches like the economic empowerment

activities than through change in public perception – even though there is a linkage. So whilst a number of activities were undertaken in line with MDG guidelines, the Evaluation could not fully assess the C&A strategy to determine whether what was being referred to as implementation of the strategy was not only the publicity and advocacy components of interventions due to the lack of time to verify results from the field with key respondents.

- e. Please report on scalability of the joint programme and/or any of its components

This discussion with the Ministry of Gender Equality and Child Welfare has been inconclusive; which could be partly attributed to the change of Management within this Ministry and scarcity of resources.

- a. To what extent has the joint programme assessed and systematized development results with the intention to use as evidence for replication or scaling up the joint programme or any of its components?

Sustainability of some elements of the results is likely where strategic interventions for strengthening mandates of implementing partners have been made, for example, approaches that have institutionalized management of programme interventions. Sustainability challenges concerning financing of the JP interventions the end of the 3 years, where government is unable to inherit the costs, or to absorb the parallel structures for example for the CCE Facilitators, Community Facilitators or direct payment of cash to communities. The government partners do not feel a sense of ownership, because some UN agencies continue to have an upper hand in decision making in programme implementation.

- b. Describe example, if any, of replication or scaling up that are being undertaken

The CCE has been supported by many Regional Councils, and in all the four study regions of Caprivi, Karas, Kunene and Ohangwena the CCE Coordinators have been absorbed into the Regional Council structures. In the Karas Region CCE has been scaled up throughout the region already at the cost of the regional government. Karas Region is the first region to scale up CCE to all the local authorities in the region. It has been a very successful CCE region, due to the full engagement of the Regional Government that supported 80% of the 14 training and field visit activities the CCE were engaged in between 2009-2012. In Ohangwena, CCE is also being scaled up to constituencies and training for Chief Clerks to facilitate the expansion of the programme is on-going.

The WACPU are part of the MoSS, and the staff is police officers on MoSS payroll, therefore the WACPU will continue beyond the JP; albeit with reduced resources.

- c. Describe the joint programme exit strategy and assess how it has improved the sustainability of the joint programme

Kindly refer to the attached exit strategy that was approved by the PMC Strategic Level.

#### IV. FINANCIAL STATUS OF THE JOINT PROGRAMME

- a. Provide a final financial status of the joint programme in the following categories:

**Budget: 1,690.600Summary (in USD)**

: 1,580,000

: 1,566,169.08

: 1,424.380.39

UN Agency	Total Approved	Total transferred to date	Total committed to date (including AOS 7%)	Total disbursed (including AOS 7%)
FAO	1 997 504	1 997 504	1 866 069	1 705 874
UNDP	2 314 827	2 314 827	2 306 248	2 112 487

UNESCO	900 974	900 974	702 203	614 835
UNFPA	1 096 095	1 096 095	1 016 595	1 016 595
UNICEF	1 690 600	1 690 600	1 445 167	1 164 837
<b>TOTAL</b>	<b>8 000 000</b>	<b>8 000 000</b>	<b>7 336 283</b>	<b>6 614 628</b>

b. Explain any outstanding balance or variances with the original budget

Refer to attached financial reports.

**V. OTHER COMMENTS AND/OR ADDITIONAL INFORMATION**

None

**VI. CERTIFICATION ON OPERATIONAL CLOSURE OF THE PROJECT**

By signing, Participating United Nations Organizations (PUNO) certify that the project has been operationally completed.

<b>PUNO</b>	<b>NAME</b>	<b>TITLE</b>	<b>SIGNATURE</b>	<b>DATE</b>
UNDP				

**VII. ANNEXES**



1. List of all document/studies produced by the joint programme

- National Plan of Action on Gender Based Violence
- National Plan of Action for the Implementation of the Gender Policy
- Training Manual for Higher Education Institution on Gender Responsive Budgeting
- Advocacy package for parliamentarians: Achieving the Millennium Development Goals: A guide for Namibia's parliamentarians
- A model for shelters: Friendly haven
- National Training Manual and Training Plan for Men and Boys on GBV, SRH and HIV/AIDS

1. List all communication products created by the joint programme

- Minutes of the final review meeting of the Programme Management Committee and National Steering Committee
- Final Evaluation Report
- M&E framework with update final values of indicators