

ISBN : 978-1-920308-40-7
Cover Design : Indima Njongo Marketing & Communications
Research : Commission For Gender Equality
Design and Typesetting : Indima Njongo Marketing & Communications
Editing : Commission For Gender Equality

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ACKNOWLEDGEMENTS

The report was prepared by Danai S. Mupotsa for the Commission of Gender Equality (CGE). Special thanks to Angelica Pino (Sonke Gender Justice), Gita Dennen (Child Line Gauteng), Lisa Vetten (Independent/Shukumisa Network) and Fiona Nicholson, Craig Carty (Thohoyandou Victim Empowerment Programme) for generously sharing their time.

This report was edited by Thabo Rapoo, Director: Department of Research, Commission for Gender Equality.

FOREWORD

The 365 Days of Action to End Violence against Women and Children is a national strategic programme of action to enable the country, through partnership between the government and Civil Society Organisations (CSOs) to respond to continued high levels of violence and abuse against women and children in South Africa. The Commission for Gender Equality (CGE) has a constitutional and legislative mandate to monitor and evaluate the efforts of organs of state and other key role players in society to promote, protect and advance gender equality, and the rights of women and men, through appropriate policies, legislation and related programmes.

The National Action Plan (NAP) is a key instrument to realise and achieve the goals of the 365 Days of Action to End Violence against Women and Children and its effective implementation is a strategic priority in national efforts to promote, protect and advance gender equality and the rights of women in South Africa. Therefore over the past few years the CGE has identified the implementation of the NAP as a key priority in discharging its constitutional mandate to monitor and implement the work of organs of state and other relevant role players in promoting gender equality.

CSOs in South Africa have played, and continue to play, a central role in efforts to achieve gender equality and gender transformation in the country. Equally, these organisations played an integral role in conceptualising the 365 Days Programme of Action to end violence against women and children, as well as the designing of the NAP. The aim of this study was to assess the efforts, activities and strategies put in place by CSOs to implement the NAP as a plan to combat continued high levels of violence and abuse against women and children in South Africa. This report closely follows another report of a study that was carried out by the CGE in 2012, focusing on the efforts and activities of selected government departments to implement the NAP to deal with violence against women and children. In line with the broader findings contained in the 2012 report, this report also identifies the formidable obstacles and challenges undermining the prospects for effective implementation of the NAP and realisation of its laudable goals.

The CGE believes that this report contains important messages for policy makers and other key role players involved in the fight against gender-based violence in South Africa. The report will hopefully add to meaningful public policy debates about the future of the 365 Days of Action to End Violence against Women and Children. Such debates will be important, especially in light of recent launch of the Gender-based Violence Council and expectations that this Council will prioritise and review the future of the NAP.

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365 DAYS OF ACTION TO END VIOLENCE AGAINST WOMEN AND CHILDREN

ACRONYMS AND ABBREVIATIONS

| | |
|---------|---|
| ADAPT | : Agisang Domestic Abuse Prevention and Training |
| AIDC | : Alternative Information and Development Centre |
| CGE | : Commission for Gender Equality |
| CSVR | : Centre for the Study of Violence and Reconciliation |
| DSD | : Department of Social Development |
| G CIS | : Government Communications and Information System |
| GEMSA | : Gender and Media Southern Africa |
| IDMT | : Inter-departmental Management Team |
| ISPCAN | : International Society for the Prevention of Child Abuse and Neglect |
| JAW | : Justice and Women |
| LLAC | : Lethabong Legal Advice Centre |
| NAP | : National Action Plan |
| NCVT | : National Children and Violence Trust |
| NEDLAC | : National Economic and Labour Council |
| NGO | : Non-governmental Organisation |
| NPA | : National Prosecuting Authority |
| POWA | : People Opposing Women Abuse |
| RAPCAN | : Resources Aimed at the Prevention of Child Abuse and Neglect |
| SANAC | : South African National AIDS Council |
| SANE | : South African New Economics |
| SANEF | : South African Editors Forum |
| SANGOCO | : South African NGO Coalition |
| SAPS | : South African Police Services |
| SASPCAN | : South African Society for the Prevention of Child Abuse and Neglect |
| SEDA | : Small Enterprise Development Agency |
| SOCA | : Sexual Offences and Community Affairs |
| SWEAT | : Sex workers Educational and Advocacy Taskforce |
| TLAC | : Tshwaranang Legal Advocacy Centre |
| TTBC | : The Teddy Bear Clinic |
| TVEP | : Thohoyandou Victim Empowerment Programme |
| UN | : United Nations |

TABLE OF CONTENTS

| | |
|---|--------|
| ACKNOWLEDGEMENTS | ii |
| FOREWORD | 1 |
| ACRONYMS AND ABBREVIATIONS | 2 |
| REPORT PURPOSE AND RATIONALE | 4 |
| METHODOLOGY AND APPROACH | 4 |
| BRIEF BACKGROUND ON THE NATIONAL ACTION PLAN THE FINDINGS OF THE STUDY | 5 9 |
| ASSESSING THE ROLE OF CIVIL SOCIETY ORGANISATIONS | 10 |
| CONCLUSIONS | 17 |
| RECOMMENDATIONS | 19 |
| BIBLIOGRAPHY | 20 |



365 DAYS OF ACTION TO END VIOLENCE AGAINST WOMEN AND CHILDREN

Purpose and Rationale of Study

The Commission for Gender Equality (CGE) has been monitoring and assessing the implementation of the National Action Plan (NAP) of the Programme of 365 Days of Action to End Violence against Women and Children since 2009. In the 2011/2012 financial year, the Research Department monitored and evaluated the implementation of the 365 Day Programme through NAP by selected government departments. For 2012/2013, the Research Department has identified the role of CSOs as a crucial element in the implementation of the NAP. Selected CSOs participated in the development of the NAP for the 365 Day Programme in 2006 and were allocated specific responsibilities within the NAP.

Methodology and Approach

Interviews were conducted with representatives of CSOs present at a meeting held at Kopanong in 2006, where the plan was developed, and at another meeting hosted by Genderlinks and the National Prosecuting Authority's (NPA) Sexual Offences and Community Action (SOCA) Unit in 2010. This included interviews with Childline and the Thohoyandou Victim Empowerment Programme (TVEP). Interviews were also conducted with Angelica Pino, who worked briefly at Genderlinks at the time of the 2010 meeting and is now the Resource Mobilisation Coordinator at Sonke Gender Justice Network, and Lisa Vetten, who has worked at several CSOs since the plan was developed. A long-time activist, Vetten has worked for People Opposing Women Abuse (POWA), the Centre for Sexual Violence Research (CSVR), Tshwaranang Legal Advocacy Centre (TLAC) and is currently at the Shukumisa Network (a network of CSOs mobilised to monitor the manner in which rape cases are addressed in order to create policies to tackle the challenges that are identified).

Shukumisa Network partners include the following organisations: Agisang Domestic Abuse Prevention and Training (ADAPT), CSVR, Childline, Gender, Health and Justice Research Unit (University of Cape Town), Justice and Women (JAW), Lethabong Legal Advice Centre (LLAC), Masimanyane Women's Support Centre, Mosaic, POWA, OUT Wellbeing, Resources Aimed at the Prevention of Child Abuse and Neglect (RAPCAN), Rape Crisis Cape Town Trust, Rape Crisis Port Elizabeth, Remmoho, Sonke Gender Justice Network, The Sex Workers Education and Advocacy Taskforce (SWEAT) the Teddy Bear Clinic, Thohoyandou Victim Empowerment Programme, Thusanang Advice Centre, Western Cape Network of Violence Against Women, Women and Men Against Child Abuse, Women's Net, Women's Legal Centre and Women on Farms Project.

(www.shukumisa.org.za/index.php/category/campaign-partners accessed 22 March 2013).

The interviews were open-ended, beginning with a discussion of the National Action Plan (NAP) and what, if any, involvement they or their respective organisations played in its conception. This included a discussion of the meetings in 2006 and 2010 and any other engagement with a task force or government agency that aimed to implement the plan. With one exception, interviewees did not perceive their partnerships with government agencies such as the Department of Social Development (DSD) or the South African Police Service (SAPS) as indicative of working towards the NAP. One organisation

did consider its relationship with local government and the local South African AIDS Council (SANAC) as part of the broader project of implementing the NAP. The interviews went in different directions, based upon the responses to the initial prompt regarding how they are working towards implementing the plan. Generally speaking, interviewees did not think the NAP was a document that featured in their planning, and offered examples of alternative structures and partnerships that affect their more immediate concerns. In other instances, organisations questioned whether it was their responsibility to do the work of implementing the plan and if so, where this assumption originated.

Overall, the impression was that the plan itself was difficult to pursue because there was no evidence of any follow-through after the 2010 meeting. It was apparent that it was necessary to engage with the assumption that CSOs were at the forefront of discussions pursuing the NAP. The discussion then focused on the challenges that CSOs face, both in general and in relation to implementing the NAP. Each organisation was asked questions specifically related to their programmes. The questions were drawn up based on the assumption that these organisations were working towards the goals of the NAP and their programmes could be read as implementing the plan. In all cases, organisations are doing work related to the goals of the NAP, with structures and methods of monitoring that mirror the aims of the NAP. Finally, interviewees were asked what they would recommend as a plan of action in order to make it possible to implement the NAP.

Brief Background on the National Action Plan

The desire for a NAP was most clearly articulated for the first time in 2005, following an audit of the action points drawn up during a series of Cyber Dialogues hosted by Genderlinks in 2004. These discussions were initiated in response to the notion that 'nothing has changed' after the Sixteen Days of Activism campaign (see Colleen Lowe Morna's Foreword in Moolman and Tolmay, 2005). Working with the Gender and Media Southern Africa Network (GEMSA) and the Government Information and Communication Services (GCIS), these discussions aimed to produce coordinating structures and monitoring mechanisms for such a plan. The audit identified the following challenges.

- Gender violence is not abating as old attitudes regarding gender norms are not changing.
- The Sexual Offences Bill which, at the time, had been on the cards since 1996, had not been passed.
- The relationship between gendered violence and HIV/AIDS was not being clearly understood or addressed.
- It was difficult for places of safety to stay open.
- The provision of services was fragmented, unevenly distributed and probably not cost effective.
- Information was not readily available.
- Coordination, particularly between government and civil society, remained at a superficial level.
- Problems regarding implementation persisted, as high proportions of domestic violence cases were withdrawn and conviction rates remained low (Moolman and Tolmay 2005, p. 4-5).



At this point a National Action Plan to End Gender Violence was clearly articulated, as the recommendations of the audit included that the NAP be costed and that specific resources should be made available for ending gender violence in the 2006 budget (Moolman and Tolmay 2005 p. 8)

In May 2006, a task force met at the 365 Days to End Violence against Women and Children Conference in Kopanong. The delegates included 264 people from government agencies, funding bodies, and CSOs and non-governmental organisations (NGOs). The outcome of the conference included the Kopanong Declaration and the National Action Plan to End Violence against Women and Children. The Kopanong Declaration essentially extended the Sixteen Day Programme to a 365 Days Programme, and the NAP outlined the aims and objectives expressed in the 2005 audit by Genderlinks. The conference was convened by the Sexual Offences and Community Affairs (SOCA) Unit of the National Prosecuting Authority (NPA), UNICEF and Genderlinks. Working groups were convened around the following priority areas to articulate the objectives of the NAP.

Legislation and policy

- To pass the Sexual Offences Bill by November 2006, after public comment
- To resolve the status of specialised or dedicated sexual offences courts by November 2006
- For the Justice Ministry to fund meetings between justice ministers and a think- tank of civil society every six months.

Criminal justice system

- To develop minimum standards for criminal justice agencies
- To establish and sustain dedicated or specialised services
- To integrate ongoing training of all service providers within the criminal justice system.

Specialised services

- To audit all specialised services, assess audit to influence a model for best practice and develop such a best practice model
- To develop a strategy for sexual offences courts, including establishing an immediate link with existing NGO service providers
- To draft a joint, integrated training plan for gender-based violence and child abuse.

Comprehensive Treatment and Care

- To implement the National Policy on Sexual Assault Care Practice and the Management Guideline in order to provide information to all role players on policy and guidelines, to provide information to survivors/victims on their rights, and to offer educational materials for role players on the issues (with the emphasis on using materials already developed by NGOs and others)
- To develop a comprehensive national policy and guidelines for the treatment and care of victims/survivors of domestic violence
- For each province to develop a comprehensive plan to establish psycho-social and mental health care for victims/survivors of gender violence.

Infrastructure and places of safety

- To identify and address gaps in the legislative and policy framework to enable effective implementation
- To implement programmes through budget allocation for sustainability
- To coordinate structures and systems to regulate meetings of key role players from government and NGOs to address the need for shelters.

Prevention, education and awareness

- To provide training for men and boys on legislation, human rights, and communication/negotiation skills
- To consult and obtain buy-in from religious and traditional authorities to promote gender equality
- To develop and implement a comprehensive communication strategy to combat gender-based violence.

Media and communications

- To ensure ongoing monitoring and feedback
- To develop gender policies in media houses
- To develop a directory of sources on gender violence, HIV and AIDS, and guidelines for covering gender violence.

Children

- To fast-track the promulgation and implementation of policies and legislation without compromising consultation and the provisions of this policy and legislation; and to ensure that this implementation is adequately resourced and managed



365 DAYS OF ACTION TO END VIOLENCE AGAINST WOMEN AND CHILDREN

- With regard to service delivery, to develop a common understanding of what constitutes child protection via the Child Protection Strategy process and develop protocols on all levels of service delivery; to conduct an audit of existing services to identify overlaps and gaps; to develop norms and standards of service delivery with a view to developing and retaining skilled personnel across all sectors so that best practices can be implemented by child-protection workers
- With the aim of prevention, to create safe spaces for children in their own environments, addressing infrastructure such as roads, lights and signs, and developing support systems for families such as child care, recreational facilities, parenting training programmes, developing and building capacity school governing bodies, and to strengthen communities to monitor and resist potential and actual violence against children.

Economic empowerment

- To task the CGE with coordinating communications with relevant stakeholders to comprehensively monitor and critique the curriculum of educators and learners in order to assess whether the curricula enhance/promote a culture of human dignity and gender equality
- For the National Economic Development and Labour Council (NEDLAC), South African NGO Coalition (SANGOCO), Business SA, Naledi, the Small Enterprise Development Agency (SEDA), SA New Economics (SANE), the Alternative Information and Development Centre and the emerging social movements to evaluate the effectiveness of their approaches and the potential to have a positive impact on the economic development of women
- To coordinate consultative meetings with faith-based organisations, cultural and traditional leadership, media and the South African National Editors Forum (SANEF), educational authorities and the private sector to access their role in the national strategy and action plan.

Coordination and resources

- Aim to develop a short-term plan leading up to the launch of the NAP and the 365 Days Programme in the next year.

In examining the objectives of the NAP, it is important to consider that it emerged not only through consultation with local actors, but also in the context of broader discussions with United Nations (UN) agencies. This has implications in the sense that while it was important to develop a plan based on the local context of South Africa, Genderlinks has been, and continues to be, involved in work aimed at producing NAPs for the southern Africa region that follow the mandate of UN agencies; NAPs are being drafted and adopted in nations across the globe. The key objectives centre on a concrete national response to gender-based violence, which are framed within global modes of thinking about responses and interventions which have implications for policy and funding imperatives.

Genderlinks has been monitoring the implementation of the NAP in South Africa, most recently in 2011. This audit concludes that South Africa has not implemented the NAP; however it notes that the NAP has been drafted and adopted under the auspices of the NPA and that “some budget” was allocated. (Genderlinks 2011, p. 9). The key findings of this audit emphasised the lack of collaboration between government and civil society as a key concern, and noted that the development of tools to monitor and evaluate NAPs would be a way forward.

The Findings of the Study

This report outlines the findings of research aimed at gaining an understanding of the role of civil society in implementing the NAP. The findings suggest that while several CSOs were involved in drafting and developing the NAP, and later discussions in 2010 about reviving it, it might be difficult to generalise about the role that these organisations have to play in implementing the NAP. While a range of CSOs do work related to the goals and objectives of the NAP, they generally function in pursuit of their own goals and objectives. It is important to look at the history of CSOs in relation to the development of the plan. This history suggests that although a group of organisations were present at the meeting held at Kopanong in 2006 where the plan was developed, and at the meeting hosted by Genderlinks and the NPA’s SOCA Unit in 2010, it cannot be assumed that these organisations in general took ownership of implementing the plan.

It is difficult to suggest that the NAP frames the interventions of these organisations, as they generally work towards their own goals and objectives. In some instances, the NAP is referred to vaguely, in others not at all. It can generally be assumed that the goals and objectives of the NAP related to policy and legislation do have an impact on the work of CSOs, as they conduct their work in line with the policy and legislative environment. Several suggestions were made with regard to why these organisations generally felt a lack of ownership about implementing the plan. Firstly it was said that there was little consultation with organisations leading up to the conference at Kopanong in 2006, as the plan was essentially developed prior to the conference. While ‘responsibilities’ generally related to the work that selected organisations were and are already doing, the ownership of the plan was generally assumed to belong to Genderlinks or the NPA’s SOCA Unit, who launched the plan and, it was assumed, administered it. Concerns about who is responsible for implementing the NAP were aired. It was suggested that a taskforce – which would include representatives of government and civil society – should have been developed to revive and implement that plan in 2010, but there is no knowledge of whether or not this taskforce was created and what work it is doing.

It was also suggested that locating the NAP under the SOCA Unit of the NPA might be a conflict of interest as a government agency primarily concerned with responses to gendered forms of violence through the criminal justice system might not be best suited to put forward a plan like the NAP, which takes a more holistic approach. One suggestion was that perhaps the DSD might be a better space for the NAP to be directed from, although in another interview it was suggested that the DSD has structural and organisational challenges that might further marginalise the project of implementing the NAP. Another suggestion was for the CGE itself to take on the responsibility of pushing forward the programme. As a Chapter 9 organisation, the CGE would be well positioned to hold government agencies and other organisations to account. All of the respondents made it clear that they each have a role to play and that CSOs do work together to some extent to avoid duplicating services.



A desire for a strong commitment from government was indicated, as it was felt that it would be easy to assume that NGOs committed to work that already falls in line with the goals of the NAP will see that it is implemented. Commitment to the plan by government would make it easier for these organisations to do their own work, for example those organisations working with government agencies or local governance structures reveal that for the most part, people acting in posts are generally not politically engaged with the work itself. Government also needs to perhaps draw up a budget or a clearer plan about how they intend to implement the programme; this would need to be clearly costed and those from the government who are doing the work must be held accountable for producing produce specific outcomes.

Assessing the Role of Civil Society Organisations

When the NAP was drafted in 2006, responsibilities were assigned to different parties including CSOs. These responsibilities were generally related to the work or objectives of the organisations themselves. Along with fulfilling particular goals it was also intended for civil society to work in much closer collaboration with local, provincial and national government departments in achieving the overall goals of the programme.

It might be difficult to assess civil society's role in implementing the NAP in the five years that followed the programme's launch. While the work that different organisations are engaged in may fulfil its objectives, it seems that the organisations do not work in ways that necessarily identify with the NAP itself. Lisa Vetten, a long-time activist who has worked in civil society for many years, was helpful in explaining why this might be the case. The first question she poses is, "Who is civil society?" She points out that examining who or what the notion of civil society represents with regard to the drafting of the NAP might explain why many organisations in civil society do not identify with it. Vetten, like Fiona Nicholson from Thohoyandou Victim Empowerment Programme (TVEP) was present at the 2006 and 2010 meetings where the NAP was discussed. She questions the fundamental premise that these meetings were consultative, describing the meeting in 2006 as a "shopping list or recipe book" around which there was no real discussion. As said earlier in this report, this meeting left many participants with the impression that Genderlinks and the SOCA Unit drove the initiative for the NAP and respective organisations were present to sign off on it. Vetten also mentions an unacknowledged statement signed by some CSOs after that meeting that outlined concerns that the whole exercise had merely been a process of rubber-stamping that made it appear as if there had been actual consultation.

Another effect of this process is that while representatives were assigned responsibilities presumably related to the work their organisations already do, because of the perception that NAP itself was driven by Genderlinks and the SOCA Unit, it was presumed that these two bodies were responsible for implementing the project; CSOs were excluded from the process of drafting the NAP. This resulted in the organisations feeling that:

- This was not their territory
- They did not plan (with their own resources in mind) to implement the NAP

- They were fatigued by the notion that they must implement a plan that they were not a part of
- This is a plan that might include aspects that they may not agree with.

Vetten points to the assumption that organisations working in civil society could take on yet another commitment, such as the NAP, as an act of poor faith, which shows a lack of commitment by government itself in implementing its own projects. For Vetten, this is yet another of a series of instruments proposed and presented by government as a stand-in for actual action. As an example, she notes an invitation she received on 12 March 2013 from UNICEF on behalf of the Inter Ministerial Committee on Violence against Women for a two-day workshop on their strategic plan. This meeting was for 14-15 March 2013. This meant that as a representative of civil society she was given two days' notice for a meeting to discuss a national strategy. For Vetten this raises at least three important questions: is the government really sincere? If they are so disorganised what can possibly come out of the process? Do they just need you there to tick a box?

Both Vetten and Nicholson acknowledge that the taskforce meeting in 2010 intended to draw CSOs back into the process of implementing the NAP and the recommendations that followed that meeting showed promise of doing so. Angelica Pino, also present at the 2010 meeting, acknowledges this potential, although she, like Vetten, is not aware of any taskforces formed after this meeting. Despite TVEP's efforts to remain in contact with local and provincial government committees, this is an extraordinarily difficult process. Nicholson describes these committees as "completely non-functional and highly politicised". Vetten affirms Nicholson's concerns, stating that people in government do not talk to each other. In her view, the structures that government continues to produce are simply structures that stand in for actual work.

For CSOs "the situation is dire" according to Vetten, and the expectations placed on civil society to implement these plans is unfair when most of them are trying to pursue their own agendas on limited resources. The Shukumisa Network of organisations work together because as a collective they work towards existing as a sector under conditions that are threatening. Vetten notes that many organisations do not have the staff to run advocacy programmes anymore. The case of the Rape Crisis Trust comes to mind: after losing four international donors and a large portion of their funding from DSD, they were near to closing down in 2011. In this context, the government's instruments that include the NAP, the National Conference on Gender Based Violence, the Inter-departmental Management Team (IDMT) or the Inter-Ministerial Committee on gender-based violence reflect an interest in developing plans that are not implemented by government and place greater pressures on organisations that are doing actual work under difficult conditions.

This is a concern expressed by Gita Dennen of Childline Gauteng, who asks, "Who is accountable for this plan?" Childline works closely with the SAPS and the DSD, as well as other organisations in their field, including the Teddy Bear Clinic (TTBC) and the National Children and Violence Trust (NCVT). Dennen notes that they all try to work together and play a part, while avoiding the duplication of services, which is why Childline may refer clients to other NGOs like TTBC and NCVT. They depend on DSD because they do not offer any statutory social work services, but in many instances representatives of DSD will not work with them and expect them to do their own statutory work. For Dennen, while a national programme explicitly outlining a desire for different parties to work together in the ways that the NAP desires may be ideal, all of these



parties are fundamentally accountable to their own missions and their own organisations. For the most part, Dennen finds that representatives of NGOs in the field are more likely to follow up and be accountable to these broader or collaborative objectives; however, when it comes to DSD there is no one held accountable. If the NAP is to work, who will hold all parties accountable and on what grounds?

Dennen points to the assumptions of the NAP with regard to how different parties interpret its mandate. Vetten makes the same observation, mentioning the recent DSD strategy document as an example. The document outlines the following priorities.

- Caring for vulnerable groups, especially children, women, and people with disabilities
- Strengthening families and communities
- Transforming social relations, with a specific focus on gender and victim empowerment
- Providing comprehensive social security, including income support, and a safety net for the destitute
- Strengthening institutional capacity to deliver services
- Reinforcing participation in key bilateral and multilateral initiatives that contribute to poverty eradication (DSD 2010, p. 13).

For Vetten, a closer reading of this document reveals that it is premised on the notion that social crimes can be addressed through a process of re-moralising families. For instance, in outlining the DSD's goals with regard to social welfare, the promotion of family values is listed as a priority, along with the desire to build capacity in preparation for marriage, marriage enrichment, parenting, caregiving, families in crisis and family preservation services (DSD 2010, p. 45). This document also fails to mention rape as a social crime.

Fiona Nicholson notes that TVEP does continue to reference the NAP and has someone assigned to work with local government structures in order to fulfil the broad aims of their organisation. However, as mentioned earlier, this relationship is fraught, as the representatives of local government who serve on the local committees are politically disengaged from the overall aims of NAP. Like the other organisations surveyed for this report, TVEP receives funding from a number of different sources and runs a series of different programmes aimed at both treatment and empowerment of survivors/victims of gender-based violence and prevention. A strong emphasis on research and advocacy reflects the broader investment by CSOs in monitoring and evaluating their interventions and the aim to produce best practice models. Again, like the other organisations surveyed, TVEP maintains partnerships with other CSOs, including the Sonke Gender Justice Network, which is one of the responsibilities of CSOs outlined in the NAP. However, these relationships tend to place emphasis on the fact that civil society organisations depend on these partnerships for their own survival.

Angelica Pino points to the holistic approach of the NAP, to indicate the potential it has in accomplishing the overall goal of ending gender-based violence. As a plan, it reflects the goals and objectives of all of the organisations surveyed. For example, Childline has pursued the same objectives since its inception in 1986. This plan is premised on the three pillars of

prevention, early intervention, and treatment in the form of therapy. Dennen was unfamiliar with the NAP, but there are ways that the NAP certainly references their work. A large portion of their funding comes from the DSD, so they are guided by them and their guidelines, which are presumably influenced by the NAP. Dennen also notes a transition in their approach from one strictly focused on reaction to one that is more proactive and places greater emphasis on prevention. This shift to prevention also marks a transition in the work of TVEP, although Nicholson views this as being a response to the needs of the communities where they work, and not as the result of a need to implement the NAP.

Childline's work is funded by various sources, including private donors, public and private companies, government agencies, local and international NGOs, and local and international funding agencies whose work is aimed at child protection. They also share partnerships with the South African Society for the Prevention of Child Abuse and Neglect (SASPCAN), the International Society for the Prevention of Child Abuse and Neglect (ISPCAN) and Childline International. While their objectives remain the same, the ways of understanding their goals or how to achieve them have been influenced by the broader legal, policy, funding and research environments. For example, Childline's work is framed by legislation that was drafted through processes aimed at achieving the objectives of the NAP – the Children's Act 38 of 2005 and the subsequent amendment in 2007 (implemented in April 2010) and the Child Justice Act of 2008. These were all products of the Children's Bill that was a key priority in the NAP. These acts, along with the Domestic Violence Act, both frame and enable Childline's interventions.

The findings of research have also influenced the responses of all of the organisations surveyed. For example, Childline's recent research broadens our understanding of gender-based violence in ways that acknowledge and address violence against young men and boys as well, and the future implications of that violence influencing their work. This also influences the work of Sonke, whose activities on gender justice is premised on working with men and boys. Guiding Childline is the view that recognising the experiences of sexual violence involving boys is important, and does not necessarily minimise the experiences of girls and women but rather call to attention to the fact that "sexual violence against boys and against girls emerges from the same array of abuses of power, and the same gender hierarchies in which some men have power over other women and girls, and over other men and boys." (Pawlak and Barker, 2012 p. 5). Dennen identifies this recognition and work as a shift in the direction towards prevention, as their interventions are aimed at helping boys and girls understand problematic gendered norms, and that both boys and girls can and must seek help. Reflecting the persistence of these norms, Dennen points out that they continue to see a disproportionate number of girls as clients compared to boys. This may testify to the need for more than school-based interventions on gender stereotyping; for instance, some studies reveal that exposure to parents, social peers and school environments influence children's attitudes and beliefs about gender roles (see McCloskey 2010).

Vetten is concerned about the ways that a desire for a holistic approach that emphasises prevention can be interpreted. She asks if programmes shifting resources to men and boys can be measured, and if it can be concluded that it is helping to reduce gender-based violence. She does not want to interpret prevention and treatment in a way that dichotomises them, but wishes to stress that the treatment of victims is preventative. Vetten is concerned about the shift in funding away from advocacy work to work aimed at changing the behaviours and attitudes of men and boys. It is a fair assumption that all of the organisations surveyed here do work aimed at shifting social and gendered norms and expectations, as well as aiming to make gender-based violence not a norm. We see this in the manner in which civil society was at the



forefront of campaigns to prevent the Traditional Courts Bill from being passed. This bill was perceived as one premised on problematic gender relations and bound to normalise gender inequalities. However, the shift changing to men and boys may potentially marginalise those CSOs that primarily aim to offer services for victims/survivors. This said, it may be difficult to sustain some degree of consensus between organisations about what that might look like or what approach one can make.

An examination of changes in the objectives of CSOs working on gender-based violence, or their services and the indicators that they monitor and measure, shows that what has emerged in recent years is an investment in preventative work. Monitoring and evaluating interventions has become central to the work of the organisations surveyed, which speaks to the requirements of sustaining funding. It is important to think about why monitoring and evaluation is important. Following Batliwala and Pittman, it is important as a way to observe how change happens and enables organisations to think about how effective their strategies and interventions are. Further to this notion, the NAP emphasises that interventions must be monitored. Monitoring allows organisations to:

- Analyse our role in the change process
- Empower our constituencies
- Practise accountability or build credibility
- Advance our advocacy for social justice (Batliwala and Pittman, pp. 4-5)

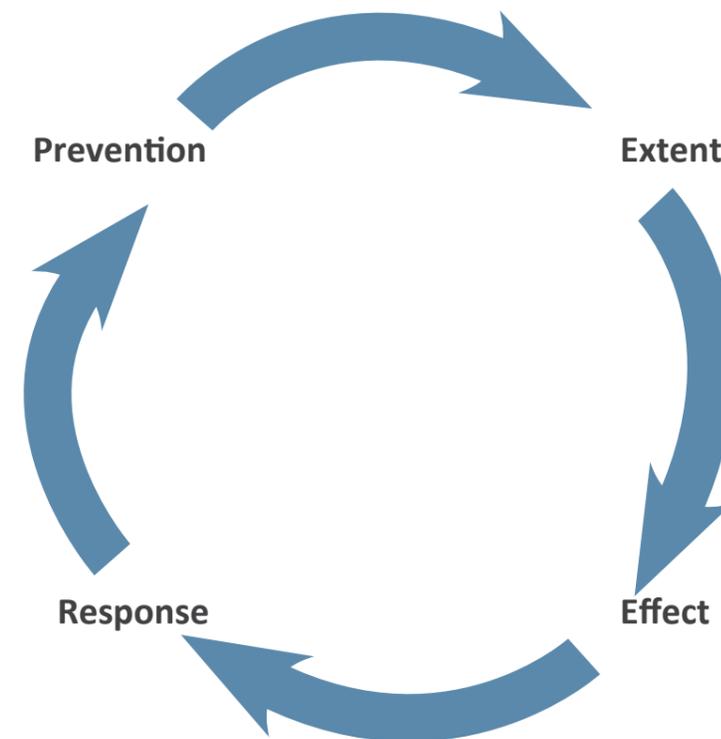
While monitoring helps to build and strengthen our strategies in these ways, Batliwala and Pittman suggest that for the most part, organisations do so because it is required by donors, or as a means to obtain more funding by showing how successful certain approaches have been. The pressures of funding structures that want to see the success of interventions then plays a prominent role in the ways that organisations can define advocacy or other interventions. It also means that organisations are under tremendous pressure to reflect the success of their programmes in these documents, despite the fact that any measurement at all might be problematic.

For example, Childline captures data from the calls on their crisis line, along with evaluations from teachers of their advocacy work in schools. They also run a 16-week programme for young people that aims to improve their self-esteem, which is measured by a test based on psychometric questions. The question themselves are not entirely helpful, but a study of them can lead to the conclusion that the students are in a 'silenced' context and they are taught to give the answer they are expected to give. Students therefore frequently record responses that reflect high levels of confidence in the first week but it appears that they are less confident in the final week when they take the same test again. For those evaluating the surveys, it reflects an increase in their ability to speak up or to speak honestly. However the ways that this method 'failed' reflects the difficulties of monitoring change.

Vetten further notes that it might be difficult to measure changes in behaviour and attitude in general, as this might require a perspective on how people work in an impoverished environment. People's perceptions may be challenged by an intervention, but they may continue to live in a context that undermines those ideals, or they may be required to leave

their home or work if they are to take up these new notions of masculinity – this, in a context where poverty and inequality prevail. How does one then monitor shifts in perspective? TVEP, which started with an emphasis on empowering victims/survivors, have a strong research and advocacy programme. Craig Carty, the resident consultant of their programme, describes a recent research project premised on interventions in a community over an extended period of time. The perceptions of this community were measured against those of a community where no intervention was made; this study produced results that suggest that community perceptions around gender norms and inequalities were challenged and changed. What might be interesting is to read these results against the prevalence and reporting of cases of gender-based violence. Because TVEP works closely with the SAPS in these communities it might be possible to do this work.

Genderlinks has pursued the work of implementing the NAP through a project called the Gender Based Violence Indicators Project. This project is premised on the notion that measuring gender based violence is difficult (See Violence against Women in South Africa: a Fact Sheet), due to a number of factors, including under-reporting. Because one needs sound methods to measure, the GBV Indicators project uses prevalence and attitudes in household surveys, the analysis of data from the criminal justice system, health services and shelters, and qualitative research (Genderlinks 2013). The indicators they address also stretch beyond physical violence and rape to include emotional and economic violence. This research works in a model that feeds treatment and prevention, as illustrated by the following diagram.



This view is in line with Vetten's desire for a scenario of prevention and response that is non-dualistic.



The services offered by the organisations surveyed are quite wide in range, which means that they work in partnership with many different bodies, for instance the South African National Aids Council. These partnerships serve to strengthen these organisations' ability to achieve objectives related to those of the NAP. These relationships may offer a good model for what a taskforce on the NAP might look like if it worked. The IDMT is another key collaborator. Their work in developing the Sexual Offences and Related Matters Act of 2007, and a national plan for addressing sexual offences, reflects a commitment from government to the goals of the NAP and it is important to note then that some of the representatives of the CSOs surveyed here demonstrated an awareness of and participation in their activities.

Angelica Pino believes that the NAP was a good initiative and that it was very comprehensive, but unfortunately there was no follow-through. In her view, this might be because it is sitting in the wrong government department at the SOCA Unit, which is primarily concerned with response. One positive view is that the media is more vocal about the extent of gender-based violence since it was launched in 2007. However, from the civil society perspective, stakeholders continue to do their work outside of the plan. There is no evidence that there is a steering committee meeting and thinking about ways of implementing the plan. At Sonke, they have a media and government liaison officer, like they do at TVEP, but this person does not sit on any committees related to the NAP. As it stands, for them as a CSO, they do what they can and they all have the potential to fit into different parts of the plan. Sonke as an organisation in many ways works at many levels of the NAP. While they do not reference the plan directly, Pino notes that she mentions it in their planning meetings and it becomes a document to reference, rather than a plan concretely pursued by organisations in a collective and coherent manner.

Vetten notes two major issues to be addressed if the NAP is to be taken forward with the support of NGOs: first, that it is out of date, and secondly, that it must be brought up to date in proper consultation with civil society. She calls for a genuine dialogue that requires hard work and no easy consensus. The previously mentioned critique of the NAP as a 'shopping list' is important to consider here – what would a South African NAP look like if it took seriously the actual context that organisations are working in? One such observation that the NAP does not address, but which certainly applies to the work of all of these organisations, might be to take seriously that these interventions are not only about gender, or gender and culture, but must take a stand that is intersectional, considering gender as intersecting with race, class and location.

Following Crenshaw 1991, "the concept of inter-sectionality [is] used to demote the various ways in which race and gender interact" and shape human experience, and also make some people more vulnerable to gender-based violence than others. In Vetten's view, this plan must be detailed enough to address questions like this. In addition to this process of consultation, Pino, Vetten, Dennen and Nicholson all believe that this plan cannot go forward unless it is properly budgeted and costed in a way that reflects the government's commitment to the process.

Conclusions

The interviews with representatives of selected CSOs lead to the following conclusions.

- CSOs that work on various aspects related to ending violence against women and children cannot be perceived as implementing the NAP.
- This is despite the fact that the work of these organisations does, in fact pursue similar goals and objectives of aspects of the NAP.
- While the NAP articulated specific goals and objectives, allocated responsibilities to various government and non-governmental parties and outlined a detailed and partially costed plan, there is little to suggest that CSOs generally recognise these responsibilities and understand their own objectives as being more broadly located within the NAP.
- Looking at the history of the development of the NAP might be helpful in understanding this ambivalence, as many representatives of CSOs were delegates at the conference where the plan was drafted, but were not necessarily involved in prior discussions where the plan was conceived.
- Following the observation that, aside from the momentum built by the 16 Days of Action against Violence against Women and Children, little further commitment to gender justice framed national planning, budgeting and discussion. Genderlinks, working with the NPA's SOCA Unit and UN agencies, pursued the NAP in 2005 leading up to the drafting of the plan in 2006.
- Genderlinks is also involved in the implementation of similar NAPs in southern Africa, and the UN has called for the development of NAPs across the world where they have been adopted or are being drafted in various countries.
- The tension between the aspirations for a national plan devised and adopted in South Africa in collaboration between government, civil society and other agencies, and the aspirations of a multinational programme mandated by the UN Secretary General, may explain the lack of ownership that members of civil society feel towards the plan.
- Furthermore, while plans for taskforces responsible for implementing different aspects of the plan were set forth in the draft and were again suggested during the taskforce meeting in 2010, it does not appear as though these taskforces meet or hold relevant parties responsible for accomplishing the objectives.
- It does not immediately appear as though there are explicit funding implications for CSOs working against gender-based violence for not explicitly articulating their objectives in the frame of the NAP. While some plans about how to cost and presumably fund projects and programmes were included in the discussions as the NAP was developed, these plans for costing have little impact on the work of those organisations that access their funds from various funding bodies and express a desire for a well-costed and funded plan for implementing the NAP.
- To a large extent, representatives of CSOs feel outside of the processes related to the implementation of the NAP.
- The NAP may have broader implications for the work that non-governmental and CSOs working against gender-based violence may recognise, as the plan has broader implications with regard to policy and legislation and the allocation of funds for work in these fields.
- The NAP is a UN-mandated programme which holds implications for these organisations, which work with funds from international donors and work with and as experts, producing



research and tools for monitoring and evaluating programmes and interventions on local and global levels. It is important then to recognise that the UN mandate to pursue the NAP may influence these relationships.

- On the national level, the NAP articulated plans for legislative and policy-related changes which have taken effect in the form of the Children's Act of 2005 and the two amendments to it in 2007 and 2008, and the Sexual Offences Act of 2007, for example. These acts directly impact the interventions of CSOs in these fields.
- CSOs working against gender-based violence do network and try to work towards similar objectives. This means that networks such as the Shukumisa Network come to exist and create enabling spaces for these organisations to collaborate and to also prevent the duplication of services, which is a goal of the NAP.
- These collaborations are also influenced by donor funding, for instance, both Sonke Gender Justice and Childline Gauteng work on projects through shared funding with the Soul City Institute.
- There is an overall feeling of exhaustion at the inaction or lack of political commitment from government, as CSOs feel they are working in difficult and non-supported conditions where they are still expected to do the work that government is reflecting a general unwillingness to do.
- Collaboration with government is perceived as tenuous, due to a lack of political commitment to the work.
- In addition, government structures are perceived as weak, inactive or poorly organised.
- If the NAP is to be implemented, then government needs to take the lead in actually doing so.

Recommendations

- The South African NAP needs to be more clearly articulated as a local plan based upon local needs and objectives that the government is politically committed to.
- This NAP needs to be appropriately costed in detail, and government needs to commit to a realistic budget to implement the plan across all sectors.
- In the same way, the extent to which the UN mandate on NAPs influences global funding imperatives needs to be better acknowledged, if the aim is to produce a coherent national plan that can be appropriately measured across sectors so that civil society can understand their work and objectives as already existing within the framework of the NAP.
- Civil society needs to feel a greater sense of ownership of the NAP. At present it sits at the NPA and is perceived as belonging to the NPA, where processes around its implementation happen outside the view of members of civil society. This can be achieved through a process of dialogue between government and CSOs that may not initially be in consensus but take seriously the needs, work and perspectives of those organisations.
- If taskforces aimed at collaboration between government and civil society do exist, they need to be more visible or available to representatives of civil society.
- Government needs to be held accountable for implementing the NAP, which may mean moving the NAP and the 365 Days programme from the NPA or any other government department to a Chapter 9 organisation such as the CGE.



365 DAYS OF ACTION TO END VIOLENCE AGAINST WOMEN AND CHILDREN

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