

Report on the Rapid Implementation Evaluation of the 16 Days Campaign

Final Evaluation Report

23 September 2024

National Evaluation Plan Report



**planning, monitoring
and evaluation**

Department:
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REPUBLIC OF SOUTH AFRICA



**women, youth &
persons with disabilities**

Department:
Women, Youth and Persons with Disabilities
REPUBLIC OF SOUTH AFRICA

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GLOSSARY

16 Days Campaign	16 Days Of Activism For No Violence Against Women And Children Campaign
BPFA	Beijing Platform For Action
CEDAW	Convention On The Elimination Of All Forms Of Discrimination Against Women
CGE	Commission Of Gender Equality
CPF	Community Policing Forums
CSF	Community Safety Forums
CSO	Civil Society Organisation
CWGL	Centre For Women's Global Leadership
DALY	Disability-Adjusted Life Year
DCS	Department Of Correctional Services
DEVAW	Declaration On The Elimination Of Violence Against Women
DIRCO	Department Of International Relations & Cooperation
DoH	Department Of Health
DoJ & CD	Department Of Justice And Constitutional Development
DPLG	Department Of Provincial And Local Government
DSAC	Department Of Sport, Arts And Culture
DSD	Department Of Social Development
DWYPD	Department Of Women, Youth And Persons With Disabilities
ERAP	Emergency Response Action Plan
GBH	Grievous Bodily Harm
GBV	Gender Based Violence
GBVCC	Gender Based Violence Command Centre
GBVF	Gender-Based Violence And Femicide
GCIS	Government Communication And Information System
GDP	Gross-Domestic Product
IPV	Intimate Partner Violence
ISC	Interim Steering Committee
LGBTI	Lesbian, Gay, Bisexual, Transgender & Intersex Communities
NCC	National Convening Committee
NDA	National Development Agency
NGO	Non-Government Organisation
NPAC	National Plan Of Action For Children
NW	North West
ORC	Office On The Rights Of The Child
SAHRC	South African Human Rights Commission
SAPS	South African Police Services
SOCA	National Prosecution Authority's Sexual Offences And Community Affairs Unit
NSP on GBVF	National Strategic Plan on Gender Based Violence And Femicide
STI	Sexually Transmitted Illness
ToC	Theory Of Change
UN	United Nations
UNFPA	United Nations Population Fund
USA	United States Of America
VAWC	Violence Against Women And Children
VEP	Victim Empowerment Programme
WHO	World Health Organisation

Executive summary

1. Introduction

1.1 The 16 Days of Activism against Gender-Based Violence Campaign (the Campaign) is a globally recognised annual campaign aimed at combating gender-based violence (GBV) and violence against women and children. In South Africa, the Campaign has been implemented since 1998 and has been adapted to address the country's specific context of gender-based violence and femicide (GBVF) and violence against women and children (VAWC).

1.2 The Terms of Reference for the evaluation called for a rapid implementation evaluation of the Campaign to assess whether the Campaign has been implemented as planned. This evaluation is focused solely on activities undertaken for the Campaign, not broader GBVF efforts, and is limited to the implementers of the Campaign (it does not include the perspectives of the beneficiaries).

1.3 This evaluation was guided by Michael Quinn Patton's collaborative utilisation-focused evaluation theory. This theory is based on the premise that the success of an evaluation is judged by its usefulness to the evaluation users. The evaluation used a mix of elements from two types of evaluations – design and implementation evaluations, while research questions help discern what the evaluation sought to unpack about the performance and outcomes of the Campaign.

1.4 The evaluation comprised five key stages: (1) inception and planning; (2) literature review including preliminary interviews, benchmarking and document review; (3) development of the evaluation framework and theory of change (ToC); (4) fieldwork with a range of stakeholders including national and provincial departments, Civil Society Organisation (CSOs), and other relevant stakeholders; and (5) analysis and reporting.

1.5 The evaluation had four key limitations: First, several national government departments did not respond to interview requests. Second, documentation on Campaign activities varied significantly between both national and provincial departments. Desktop analysis was used to overcome this inconsistency where possible. Third, the research approach for CSO interviews required adaptation due to time constraints on the part of CSOs. Lastly, the timing of fieldwork coincided with elections and subsequent changes in government, thus limiting discussions with certain departments.

2. Literature Review

2.1 Violence against women and children remains a global issue rooted in gender inequality and harmful social norms. Violence encompasses all forms of physical, emotional, sexual abuse, neglect, or exploitation harming a person's health, development, or dignity. Violence against both women and children has significant social and developmental impacts, leading to fatal outcomes, physical injuries, impaired cognitive development, increased risk of sexually transmitted illnesses, psychological issues, and higher rates of school dropout and unemployment.

2.2 In South Africa, GBVF has reached crisis proportions. From 2015 to 2023, cases of violence against women in South Africa increased significantly. South African Police Services (SAPS) reported a 41% increase in murders of women over 18, a 68% increase in attempted murders, and a 2% increase in assault with grievous bodily harm. Data on gender-based crimes in South Africa has been inconsistent, with changes in reporting methods and disaggregation over time making it challenging to consistently monitor trends and patterns.

2.3 Approaches to addressing violence against women and children involve both response and prevention, supported by international, regional and domestic policies and

frameworks. Since 1994, South Africa has established a robust legislative framework aimed at combating violence against women and children, underpinned by the Constitution. The country's approach centres on a multi-sectoral strategy, aligned to the goals set out in the National Strategic Plan on GBVF. This requires collaboration across government departments, civil society organisations, and other stakeholders to ensure comprehensive support and protection.

2.4 The 16 Days Campaign, running annually from November 25 to December 10, is part of this broader effort. It follows a localised theme and features initiatives that bring awareness to violence against women. In South Africa, the Campaign has expanded to include violence against children, persons with disabilities, and society at large. The benchmark analysis of Tanzania, Kenya, Canada and the United States of America reveals similar nuanced approaches based on local issues.

A Theory of Change (ToC) was developed for this evaluation, describing pathways to achieve Campaign outcomes. Notably, the Campaign previously lacked a ToC, evidenced by unclear, undocumented, and inconsistent long-term outcomes, potentially affecting Campaign coherence.

3. Key Evaluation Findings

3.1 Relevance and coherence: The Campaign remains highly relevant given persistent and increasing rates of GBVF and VAWC in South Africa. However, key design elements require consideration. The theme-setting process has been inconsistent, shifting from themes that run across multiple years to new themes set each year. This has caused confusion among stakeholders and seems less effective in supporting a broader co-ordinated approach. While there is an overarching strategy for the Campaign that can be broadly applicable to a variety of stakeholders and departments, stakeholders are incorrectly adopting the new theme set each year. Consideration should be given to setting a theme that runs over several years to create predictability and a longer-term response, alternatively setting a theme for the year (as part of 365 day efforts) with the Campaign amplifying the message during the period.

There has been diminished coordination and collaboration among stakeholders, particularly since the disbanding of the National Coordinating Committee (NCC) in 2019 and the continued shifts in the convening department over the years. This has led to a less collaborative and coordinated approach evidenced by the generally siloed nature both within departments (not acting in collaboration with provincial or national counterparts) and across departments (not acting in collaboration across a province). There are some exceptions to this such as in provinces which follow a cluster model.

The Campaign's timing, coinciding with exam and holiday seasons, presents challenges. While the United Nations determines the calendar period, consideration should be given to adjusting it to suit local context and needs, as people tend to be away from formal places of work and learning during this time.

3.2 Efficiency: The planning and delivery of the Campaign begins with the setting of the concept note that lays out the local theme for the year. In recent years, there has been a lack of consistent planning processes set by the convening department. This is further exacerbated by insufficient resource allocation and a lack of ring-fenced budgets for the Campaign across departments. This lack of funding, resources and short timelines is likely to result in a lack of innovation and limitations on the types of activities that can be run across stakeholders, potentially reducing the Campaign to a tick-box exercise.

3.3 Effectiveness: The Campaign's effectiveness in achieving its objectives has been mixed. Government and CSOs have been consistent participants in the Campaign, following the local theme as set by the convening department and adapting it to their community or

mandate as needed. Popular activities include community dialogues, door-to-door outreach, and social media campaigns.

There has been consistent feedback across stakeholders that the Campaign has been important in educating and raising awareness about the issue among South Africans. Numerous CSOs reported that in their communities, there has been a clear shift in mindset. There continues to be a strong and positive brand associated with the 16 Days Campaign which is due to concerted efforts by all stakeholders but particularly government from marking this Campaign consistently since its inception in the country.

Anecdotal evidence along with SAPS data suggests that victims are encouraged and empowered to seek support as the number of reported cases tends to rise after the Campaign and various CSOs see an increase in the number of individuals who seek support from them. However, service delivery failure may undo these efforts for victims who seek support during this time.

The Campaign's overall effectiveness is limited by several factors: lack of formal outcome measurement processes, diminished stakeholder collaboration and coordination particularly since the NCC's disbandment, declined private sector participation, and mixed government department involvement. The Campaign requires stronger collaborative efforts across all stakeholders and re-establishment of ongoing discourse involving key stakeholders like GCIS and DSD.

4. Conclusion and Recommendations

The 16 Days of Activism Campaign maintains global and local significance in the fight against GBVF and VAWC, addressing what has been labelled South Africa's new "pandemic". Government and non-government stakeholders have consistently participated since 1998, developing strong brand recognition. However, significant improvements are needed to enhance the Campaign's relevance, coherence, efficiency, and effectiveness.

R1 Set a clear overarching strategy for the Campaign that can be broadly applicable to a variety of stakeholders and departments.

R2 The theory of change must be used as a guiding framework to ensure all the building blocks are in place for the successful achievement of clearly defined outcomes.

R3 The concept note set by the convening department should provide clear guidance on the interpretation of the theme. It must be broad enough to provide guidance to a range of organisations to adapt and apply it within their contexts or in line with their mandate.

R4 The concept notes should include an implementation framework or guiding document. This balances structure with autonomy as organisations should still have the freedom to implement their own types of activities in line with resource availability.

R5 Convening department should be responsible for crafting shareable resources, such as social media assets, that can be utilised by any organisation.

R6 Mobilise media efforts from national broadcasters across both television and radio. Partnerships should be re-established and should be considered as key partners.

R7 Re-establish the NCC as a central coordinating body headed by the convening department responsible for delivery of the Campaign – it should include key stakeholders such as the DSD and GCIS. The establishment of the National Council for all GBVF and VAWC efforts should then define and determine the placement, role, and responsibility of the NCC (or convening department) of the Campaign going forward.

R8 Hold briefing sessions more often and consistently to support with ongoing attendance and the participation of various stakeholders across government and non-government.

R9 Consider the Campaign period as it overlaps with important times school & university exams and holiday seasons.

R10 Set clear objectives and indicators to measure the outcomes of the Campaign in each year supported by clear reporting structures and templates for participating departments.

R11 Standard processes and procedures for the planning of the Campaign must be put in place and followed.

R12 Define the type of support or involvement expected from departments who do not have a dedicated budget for the Campaign – explore both financial and non-financial contributions that could be made.

As GBVF and VAWC continue to be pressing challenges in South Africa, the 16 Days Campaign stands at a pivotal point. While it has historically played an important role in raising awareness, its future effectiveness and impact need careful consideration. The efforts of the Campaign must be balanced against its effectiveness and impact, the latter is unclear given the lack of available evidence and documentation, to determine the sustainability and role of the Campaign in future.

In light of this, further studies and efforts may be needed to measure the historical impact of the Campaign, to determine its role within broader GBVF efforts, and to define awareness objectives and supporting activities going forward.

1 INTRODUCTION

1.1 Background

The United Nations Council for Human Rights (UNCHR) defines gender-based violence and femicide (GBVF) as “*harmful acts that are directed at an individual based on their gender.*”¹ GBV is a broad term that encompasses domestic violence, intimate partner violence, politically motivated violence, sexual harassment, and violence in the workplace. This phenomenon is deeply rooted in gender inequality and harmful social norms, where violent acts are perpetrated with the intent of humiliation with the outcome aimed towards asserting superiority. While both women and men experience gender-based violence, the majority of victims are women and girls.

Within South Africa, GBV is defined as a “*general term used to capture violence that occurs as a result of the normative role expectations associated with the gender associated with the sex assigned to a person at birth, as well as the unequal power relations between the genders, within the context of a specific society. GBV includes physical, sexual, verbal, emotional, and psychological abuse or threats of such acts or abuse, coercion, and economic or educational deprivation, whether occurring in public or private life, in peacetime and during armed or other forms of conflict, and may cause physical, sexual, psychological, emotional or economic harm.*”²

The level of GBVF in South Africa has reached crisis proportions. Prior to the COVID-19 pandemic, femicide in South Africa was reported to be five times higher than the global average³ and the female interpersonal violence death rate was the fourth highest out of the 183 countries listed by the World Health Organisation in 2016.⁴ Evidence also suggests that cases of violence against women are increasing. The crime statistics reported by the South African Police Services (SAPS) show that between 2019 and 2020, there was an average increase of 146 sexual offences and 116 rape cases per day, compared to the same period between 2018 and 2019. Overall, 11,315 people were raped between October and December 2021, and over 5,012 of these rape incidents took place at the home of the victim or the home of the rapist.

Addressing GBVF is a complex issue requiring multi-faceted responses and commitment from all stakeholders, including government, civil society, and citizens. The 16 Days of Activism for No Violence against Women Campaign (“16 Days Campaign”) is a globally recognised annual initiative, endorsed by the United Nations (UN), aimed at combating gender-based violence (GBV) and violence against women and children. Running from November 25th (International Day of No Violence against Women) to December 10th (International Human Rights Day) annually, the Campaign raises awareness, advocates for policy reforms, supports survivors, and fosters gender equality.⁵

Since 1998, the 16 Days of Activism Campaign has also played a pivotal role in shaping the national context within South Africa. The Campaign is distinguished by a series of intentional initiatives aimed at addressing GBVF comprehensively. It emphasises community engagement through local outreach programmes, school campaigns, and community discussions. By addressing locally prevalent GBVF issues, these initiatives intend to empower communities to proactively combat violence, while fostering awareness and instilling a sense of ownership. Furthermore, the Campaign focuses on policy advocacy,

¹ <https://www.unhcr.org/gender-based-violence.html#:~:text=Gender%2DBased%20violence%20refers%20to,threatening%20health%20and%20protection%20issue.>

² NSP on GBVF - <https://www.justice.gov.za/vg/gbv/nsp-gbv-final-doc-04-05.pdf>

³ <https://globalriskinsights.com/2021/03/south-africas-secondary-pandemic-a-crisis-of-gender-based-violence/>

⁴ <https://www.who.org/news/gender-based-violence-fact-sheet-southafrica/#:~:text=GBV%20is%20real,the%20hands%20of%20a%20partner.>

⁵ 10 ways men can prevent gender-based violence for 16 Days of activism (2023) Equipundo. Available at: <https://www.equipundo.org/10-ways-men-can-prevent-gender-based-violence-for-16-days-of-activism/> (Accessed: 04 October 2023).

engaging with policymakers to lobby for critical policy changes that can enhance protection for women and children.⁶ These efforts contribute to the creation of a vision of a robust legal framework to actively combat GBVF in South Africa.

It is important to recognise that South Africa's fight against GBVF is not confined to the two-week window of advocacy; but was expanded to a 365 Days National Action Plan⁷. The overarching goal of this plan is to foster a coordinated, all-encompassing, and sustainable efforts aimed at eliminating all forms of abuse directed against individuals based on their sex or gender role in society. More recently, South Africa has also adopted the Gender Based Violence and Femicide National Strategic Plan (NSP on GBVF) which aims to provide "a *multi-sectoral, coherent strategic policy and programming framework to strengthen a coordinated national response to the crisis of gender-based violence and femicide by the government of South Africa and the country as a whole.*" The plan is centred upon six pillars, namely (i) Accountability, Coordination, and Leadership; ii) Prevention and Rebuilding of Social Cohesion; (iii) Justice, Safety, and Protection; (iv) Response, Care, Support, and Healing; (v) Economic Power; and (vi) Research and Information Management Systems.

1.2 Objective and scope of the evaluation

The Terms of Reference called for a rapid implementation evaluation of the 16 Days Campaign to assess whether the Campaign has been implemented as planned, if it has achieved its intended objectives, and if it has had an effect on the targeted population well-being and/or behaviour :

- creating awareness and publicity about the problem of violence against women and children;
- assisting and motivating victims to seek help;
- encouraging the involvement of everyone in condemning violence against women and children; and
- providing a platform for continued discussion of GBVF.⁸

While the work of GBVF of South Africa is broader than the Campaign (as explained above), this evaluation is confined to activities only undertaken under the auspices of the 16 Day Campaign (and not GBVF efforts in general). Furthermore, this evaluation is limited to the implementers of the Campaign and does not extend to the beneficiaries of the Campaign. Furthermore, this evaluation primarily focused on the implementation of the Campaign in the 5-year period between 2019 – 2023. To give context to the Campaign since its inception, a high-level review of the Campaign since 1998 was undertaken - insofar as was possible - given the limitations (see below) as part of the desktop review.

1.3 Evaluation approach

1.3.1 Evaluation theory

This evaluation made use of the collaborative utilisation-focused evaluation theory which is based on the premise that the success of an evaluation is judged by usefulness to the users of the evaluation. This collaborative approach adds value to evaluation and increases the likelihood of uptake of recommendations as the stakeholders in the initiatives being evaluated get involved as far as they can manage in key stages of the evaluation. This includes planning (approval of evaluation questions, designing the instruments), execution of the evaluation (facilitating access to respondents during the evaluation process) and reporting (engaging with the findings).

⁶ 16 Days of activism against gender-based violence (no date a) UN Women – Headquarters. Available at: <https://www.unwomen.org/en/what-we-do/ending-violence-against-women/unite/16-days-of-activism#:~:text=The%20campaign%20calls%20on%20citizens,in%20gender%2Dbased%20violence%20prevention.> (Accessed: 04 October 2023).

⁷ (2020) The bare minimum - CGE: Commission for Gender Equality Report on South Africa's Compliance with CEDAW Committee 2011 Concluding Observations & Recommendations. Available at: <https://cge.org.za/wp-content/uploads/2021/01/the-bare-minimum-cedaw-report-2020.pdf> (Accessed: 04 October 2023).

⁸ <https://www.csvr.org.za/pdf/Mapping-gender-based-violence-prevention-and-response-strategies.pdf>

1.3.2 Evaluation type

This evaluation was completed using a mix of elements from design, implementation and outcomes evaluations - with the objective of assessing whether the Campaign is relevant, is being implemented as planned, and if it has achieved its objectives and overall goal.

Box 1: Type of evaluation

Design evaluations are used to assess the appropriateness of any intervention or campaign and are used to unpack potential weaknesses in approach and design - known as “theory failure”. Theory failure happens when a theory of change does not sufficiently explain how change happens in a system. One of the most common causes of theory failure is the lack of a clearly defined problem, e.g., if policy makers are unclear about the problem they are attempting to solve and the nature and scale of the challenge, then it follows that the initiative might not be designed to address the specific issues. These elements thus helped test if the Campaign is in theory appropriate and fit-for-purpose and is thus likely to work and achieve its objectives.

Implementation evaluations focus on delivery of any intervention or campaign in practice. It explores how the theory of change is working, and reviews the resources, systems, operational procedures, and management and accountability structures. In the context of the Campaign, the implementation evaluation assessed how the Campaign has been operationalised across its pillars, and how it is adapted and adopted by the various stakeholders. Implementation failure happens for three main reasons. **First**, there is not enough planning or guidance to translate the objectives into execution plans. Put differently; there are no clearly defined plans (with accompanying budgets/ resources), roles and responsibilities and accountabilities to drive execution. **Second**, implementation failures happen because assumptions about what is needed for implementation are not always correct. **Finally**, systems fail because they are delivered in specific contexts. Context can be broadly seen as the economic, spatial, institutional, geographical, social, and cultural aspects that influence (and in some cases constrain) the efficacy of change pathways.

Extending the scope of the evaluation to include outcomes allowed the evaluation to make judgements on whether the Campaign has or is likely to achieve its objectives.

1.3.3 Evaluation questions

This evaluation was guided by a set of evaluation questions as set out in Annexure A. These question were guided by the Terms of Reference, but later expanded by the evaluation team during the inception phase of this evaluation and approved by the Evaluation Steering Committee (ESC) overseeing the evaluation.

1.1 Methodology

This evaluation consisted of a five-stage research methodology, with each stage comprising multiple tasks and activities.

Stage 1: Inception

The evaluation commenced with a kick-off meeting between the core members of the DPME and DWYPD on 15 January 2024 to discuss the proposed scope, approach and cadence of the study, and was followed by the inception meeting with the evaluation steering committee on 5 February 2024 to align on and confirm these elements. A further meeting with the DWYPD was then held to confine the scope of the evaluation to just the 16 Days Campaign. Outcomes from all three discussions were captured into the inception report – submitted and approved on 28 February 2024.

Stage 2 and Stage 3: Desktop review and evaluation framework

The second stage consisted of a desktop review which was made up of three key components; (1) a policy and strategy review of the current landscape internationally and in south Africa, (2) review of GBVF trends and documentation on the Campaign in South Africa, and (3) a benchmark analysis on other country responses to the Campaign including Tanzania, Canada, Kenya and United States of America.

The findings from the desktop review were collated together with the evaluation framework which included a theory of change (ToC) and accompanying narrative, the updated evaluation matrix, and all data collection instruments to be used in fieldwork. This desktop review and evaluation framework was submitted and approved on 19 March 2024.

Stage 4: Data collection

Fieldwork for this evaluation included semi-structured interviews with key stakeholders such as national and provincial government, academic institutions and national civil society organisations (CSOs). Semi-structured interviews (SSIs) were also conducted with CSOs to gather their on-the-ground perspective and involvement in the Campaign. A detailed breakdown of the fieldwork completed by “type” of stakeholder, geographic distribution and provincial breakdown provided in Appendix B.

Stage 5: Analysis and reporting

The final stage of the evaluation entailed the analysis of all evidence collected from desktop reviews and interviews, to make a judgement on the design, implementation, and outcomes of the Campaign, and to provide recommendations for improvement. The draft report was presented to the ESC on 23 August 2024 and followed by a validation workshop on 3 September 2024. A final ESC meeting was held on 23 September 2024 to approve this evaluation.

1.2 Limitations to the evaluation

There were three key limitations to this evaluation. The first limitation was in respect of the fieldwork. Several national government departments did not respond to requests for participation in the study, resulting in delays in the completion of fieldwork. SSIs conducted with other national and provincial departments provided sufficient information to inform the evaluation, however, insight across all government departments is limited.

The second limitation was the lack of documentation available on Campaign activities run by national and provincial government. The evaluation team requested documents when requesting interviews as well as during discussions. However, the degree of information varied between departments – desktop analysis was conducted to supplement this information. Certain departments which did not respond to requests for documents or interviews and where desktop research proved unfruitful, means consistent findings across all departments could not be drawn.

Lastly, fieldwork had to be adapted both in terms of sample and duration of interview. The research approach for CSO interviews had to be adapted due to time limitation on the part of CSOs and NGOs. Consequently, the methodology was adjusted to conduct brief, focused 10-minute telephone calls with representatives from these entities. Discussions with labour and political parties were removed from the scope of the evaluation due to the overlap with the election period and the sensitivities with conducting discussions during this time.

2 LITERATURE REVIEW

2.1 Defining violence against women

Violence Against Women and Children (VAWC) and Gender-Based Violence (GBV) are global issues, primarily rooted in gender inequality and harmful social norms. The United Nations Council for Human Rights (UNCHR) defines gender-based violence and femicide as “*harmful acts directed at individuals based on gender*”.⁹ Broadly, both VAW and GBV include domestic violence, intimate partner violence, sexual harassment and workplace violence. The majority of victims are women and girls, with violence often intended to humiliate and assert superiority.

The terms VAWC and GBV are often used interchangeably due to the gender-based nature of violence predominantly inflicted by men on women and children. VAW, according to the UN Declaration on the Elimination of Violence, pertains to any act of gender-based violence likely to cause physical, sexual, or psychological harm to women.¹⁰ Legal documents, such as Article 3 in the Istanbul Convention, merge these terms to emphasise the disproportionate impact on women, defining such violence as harm directed at women because of their gender or affecting them disproportionately.¹¹

VAW or GBV encompasses instances where gender is the basis for violence. This includes not only traditional notions of gender but also complex identities within the LGBTQIA+ community¹², who often face violence due to their sexual orientation or gender identity. Additionally, women and girls with disabilities are at a heightened risk of violence from a wide range of perpetrators, including intimate partners and caregivers. This violence can exacerbate existing disabilities or cause new impairments, particularly affecting mental health. The reliance of disabled individuals on their abusers for support often traps them in prolonged abusive situations with limited options for escape, highlighting the pervasive and multifaceted nature of GBV.¹³

Violence against women manifests in different ways and includes physical, sexual, psychological (emotional), and economic violence perpetrated by intimate partners, family members, colleagues, friends, or unknown persons, as well as rape, the sexual abuse of girls, sexual harassment, and acts such as the sex-trafficking of women and femicide.¹⁴ Femicide has also now been added to the term (GBVF) and has been described as “... *an extreme form of [gender-based] violence that culminates in the murder of women and may include torture, mutilation, cruelty, and sexual violence*.”¹⁵ Violence against women can however take many forms, including verbal violence, discrimination, bullying and even hate speech on the internet.

2.1.1 Factors associated with violence against women

Research suggests that intimate partner or sexual violence results from a number of factors that occur at individual, family, community and wider society levels – and which interact to increase or reduce the risk of violence against women. Importantly, these factors can be associated with both those that perpetrate violence as well as those experiencing violence.

⁹<https://www.unhcr.org/gender-based-violence.html#:~:text=Gender%2DBased%20violence%20refers%20to,threatening%20health%20and%20protection%20issue>.

¹⁰ ‘Declaration on the Elimination of Violence against Women,’ UN Doc. A/RES/48/104 (20 December 1993).

¹¹ Council of Europe Convention on preventing and combating violence against women and domestic violence (Istanbul Convention), Article 3

¹² Lesbian, gay, bisexual, transgender and other people who do not fit the heterosexual norm or traditional gender binary categories.

¹³ Kristin Dunkle, Ingrid van der Heijden, Erin Stern and Esnat Chirwa (2018) Disability and Violence against Women and Girls Emerging Evidence from the What Works to Prevent Violence against Women and Girls Global Programme

¹⁴ https://www.gov.za/sites/default/files/gcis_document/201909/nspongbfvdraft.pdf

¹⁵ UN Department of Economic and Social Affairs, ‘Handbook for Legislation on Violence Against Women’ (2010) ST/ESA/329, 24.

Table 1: Factors associated with intimate partner violence and sexual violence against women

Risk	Factors
Risk factors for intimate partner violence and sexual violence	<ul style="list-style-type: none"> • Lower levels of education (perpetration of sexual violence and experience of sexual violence); • A history of exposure to child maltreatment (perpetration and experience); • Witnessing family violence (perpetration and experience); • Antisocial personality disorder (perpetration); • Harmful use of alcohol (perpetration and experience); • Harmful masculine behaviours, including having multiple partners or attitudes that condone violence (perpetration); • Community norms that privilege or ascribe higher status to men and lower status to women; • Low levels of women's access to paid employment; and • Low level of gender equality (discriminatory laws, etc.).
Risk factors for intimate partner violence	<ul style="list-style-type: none"> • Past history of exposure to violence; • Marital discord and dissatisfaction; • Difficulties in communicating between partners; and • Male controlling behaviours towards their partners.
Risk factors for sexual violence	<ul style="list-style-type: none"> • Beliefs in family honour and sexual purity; • Ideologies of male sexual entitlement; and • Weak legal sanctions for sexual violence.

Source: <https://www.who.int/news-room/fact-sheets/detail/violence-against-women>

2.1.2 The impact of violence against women

Violence against women has major social and developmental impacts for survivors of violence, as well as their families, communities, and society more broadly, as survivors experience physical, psychological, sexual, and economic harm and suffering that affects health and wellbeing throughout their lives. Intimate partner violence has also been associated with higher rates of infant and child mortality and morbidity. A summary of the consequences associated with GBVF is provided below.

Table 2: Consequences frequently associated with violence against women

Fatal	Acute physical	Chronic physical
Homicide/ Femicide Suicide Maternal mortality Infant mortality	Injury Shock Disease Infection	HIV/AIDS Disability Chronic pain or infections Alcohol/drug abuse Eating or sleeping disorders Gastrointestinal problems
Reproductive	Emotional and psychological	Social and economic
Unwanted pregnancy Unsafe abortion Miscarriage STDs, including HIV/AIDS Sexual disorders Menstrual disorders Pregnancy complications Gynaecological complications	Post-traumatic stress Depression Anger, anxiety, and fear Shame, self-hate, and self-blame Mental illness Suicidal thoughts and behaviour	Blaming of the victim/survivor Loss of role or functions in society Social stigma, rejection, and isolation Feminisation of poverty Increased gender inequality Loss of livelihood Economic dependency Insecure tenure/homelessness Arrest, detention, and/or punishment

Source: *Handbook for the Protection of Internally Displaced Persons*, page 171¹⁶

Source: <https://www.who.int/news-room/fact-sheets/detail/violence-against-women>

Jewkes et al outlines several impacts of violence against women for South Africa:¹⁷

¹⁶ <https://www.unhcr.org/protection/idps/4c2355229/handbook-protection-internally-displaced-persons.html>

¹⁷ Jewkes, R., et al. Preventing Rape and Violence in South Africa: Call for Leadership in A New Agenda For Action. MRC Policy Brief, 2009

- An estimated 16% of all new HIV infections in women result from domestic violence from their partners. Men who have been raped have an increased risk of acquiring HIV and are at risk of alcohol abuse, depression, and suicide.
- Women who have been raped are also at risk of unwanted pregnancy and sexually transmitted infections.
- Women who experience such violence, including rape, are at higher risk of anxiety, depression, post-traumatic stress disorder (PTSD), substance abuse, and suicidality.

Violence against women does not only impact victims, but also their families and children. Children are left behind who then often lose both parents simultaneously. The victim-parent is deceased, while the offender-parent might be detained, on the run, or deceased by suicide. This situation often results in a lack of guardianship and familial conflicts over the children's living arrangements. Relatives' own grief and trauma can impact their ability to provide care, and sometimes, the offender's family may justify the violence whilst the victims' family may turn their anger towards children.¹⁸ Changes in living situations may also force children to change schools and lose contact with their social environment. Concerns have been raised regarding the mental health and well-being of these bereaved children as they commonly experience PTSD, intense grief, and developmental challenges. Clinical observations suggest that many of these children require long-term mental health and social services support, often for years or even decades.¹⁹ Research shows that children who grow up in families where they are exposed to violence are predisposed to suffer a range of behavioural and emotional disturbances, with some also perpetrating or experiencing violence later in life. Violence against women also results in social and economic costs as shown below.

Box 2: How GBVF prevents an economy from obtaining its full potential

Aggregate Demand is skewed towards goods and services related to the effects of violence thereby diverting resources from their optimal use, resulting in lower economic growth and a reduced standard of living. This results from:

- Significant burden and cost to the public and private health care sector, reducing capacity for other priorities.
- Significant government expenditures on services to respond to and support victims and survivors of violence, including police, justice, social services and housing/shelter.
- Sub optimal consumption costs and opportunity costs on spending on replacement of broken property, settlements of bad debts, reduced income and required healthcare expenditure.
- Male perpetrators of violence often not providing financial assistance to their household even when they are able to do so. Thus women and their children may have access to relatively fewer resources than their husband's level of income would suggest.

Aggregate Supply is reduced through lower productivity, reduced output and exports, and reduced savings and investments:

- Despite households being in poverty, many women are prevented from working by their partner
- Women suffering from domestic violence have significantly lower propensities to turn up for work on time, to work productively while at work and to stay in the job.
- Employers must hire replacement staff to account for absenteeism and face additional search, hiring and retraining costs for replacing employees who are victims of violence.
- There is a demonstrable link between women experiencing violence and lower earnings: earnings decline by as much as 35% with experience of any violence in the lifetime.

Source: Jewkes et al., 1999; Day, McKenna, Bowlus, 2005; Duvvury et al., 2012 - *al cited in KMPG (2014)*

According to the World Bank, one in three women around the globe will become victims of gender-based violence in their lifetime,²⁰ and this violence against women is estimated to cost some countries up to 3.7% of their Gross Domestic Product (GDP), which is more than

¹⁸ Bhana K and Hochfeld T (2001) Now we have Nothing: Exploring the impact of maternal imprisonment on children whose mothers killed an abusive partner. Centre for the Study of Violence and Reconciliation

¹⁹ Bhana K and Hochfeld T (2001) Now we have Nothing

²⁰ [https://www.worldbank.org/en/topic/socialsustainability/brief/violence-against-women-and-girls#:~:text=Gender%2Dbased%20violence%20\(GBV\),or%20non%2Dpartner%20sexual%20violence.](https://www.worldbank.org/en/topic/socialsustainability/brief/violence-against-women-and-girls#:~:text=Gender%2Dbased%20violence%20(GBV),or%20non%2Dpartner%20sexual%20violence.)

double what most governments spend on education.²¹ Numerous international studies on the economic impact and costs of violence against women over the last 20 years demonstrate the significant negative influence that it has on GDP and on national economic well-being.²²

Table 3: Examples of the economic costs of violence against women

Country/ region	Economic costs
European Union (2021)	GBV across the EU was estimated to cost around EUR 366 billion a year, with violence against women making up 79% of this cost, amounting to EUR 289 billion.
Vietnam (2012)	Research in Vietnam assessed the costs of violence against women both in terms of out-of-pocket expenditures and loss of earnings. It was found to represent nearly 1.41% of GDP. Regressions were used to estimate productivity loss associate with such violence, with the results indicating that women experiencing violence earned 35% less than those who did not experience such, pointing to another significant drain on the national economy.
Egypt (2015)	The research indicated that 500,000 working days are lost each year due to marital violence. The health sector bears more than \$ 14 million in costs to serve just 25% (600,000) of survivors.
Morocco (2019)	Research estimates that the total cost of physical and/or sexual violence against women is MAD 2.85 billion (around \$ 308 million) a year.

Source: https://www.unwomen.org/en/what-we-do/ending-violence-against-women/facts-and-figures#_edn16

A 2014 report by KPMG noted that violence against women “is one of the most expensive public health problems globally and has a fundamental impact on economic growth, which can span several generations.”²³ Using a conservative estimate of a prevalence rate of just 20%, the KPMG report estimated that violence against women costs South Africa between R28.4-billion and R42.4-billion per year, which amounts to 0.9% to 1.3% of GDP annually.²⁴ This includes health, justice, and other service costs, lost earnings, lost revenues, lost taxes, and second-generation costs, which are the costs associated with children witnessing and living with violence, such as increased juvenile and adult crime.²⁵

2.1.3 Impact of violence against children

As South Africa has extended its 16 Day Campaign efforts to also focus on violence against children (as explained further down in this report), a high-level assessment of the impact of such violence against children has also been undertaken. Violence against children is defined as constituting “*all forms of physical and/ or emotional ill-treatment, sexual abuse, neglect or negligent treatment or commercial or other exploitation, resulting in actual or potential harm to the child’s health, survival, development or dignity in the context of a relationship of responsibility, trust or power*”.²⁶

Like with violence against women, violence against children has major social and developmental impacts for the survivors of such violence. A summary of the consequences frequently associated with is provided in the table below.

²¹ Ibid.

²² Day, McKenna, Bowlus, 2005, p 34

²³ <https://aho.org/news/south-african-poor-black-women-are-the-face-of-health-inequity/>

²⁴ <https://assets.kpmg/content/dam/kpmg/za/pdf/2017/01/za-Too-costly-to-ignore.pdf>

²⁵ Ibid.

²⁶ Krug et al., 2002, p.59 cited in Fang, X., Fry, D. A., Ganz, G., Casey, T., & Ward, C. L. (2016). The economic burden of Violence Against Children in South Africa. Report to Save the Children South Africa. Georgia State University, and Universities of Cape Town and Edinburgh.

Table 4: Consequences frequently associated with violence against children

Fatal	Acute physical	Chronic physical
Homicide is among the top four causes of death in adolescents. Boys comprise over 80% of victims and perpetrators.	Hundreds of predominantly male victims sustain injuries.	Impaired brain and nervous system development. Lifelong consequences on cognitive development
Health	Emotional and psychological	Social and economic
Increased risk of sexually transmitted infections, including HIV Increased risk for cardiovascular disease, cancer, diabetes.	Increased likelihood of smoking, alcohol/drug misuse. Higher rates of anxiety, depression, and suicide.	Higher dropout rates, difficulty finding employment. Heightened risk for later victimization and perpetration.

Source: <https://www.who.int/news-room/fact-sheets/detail/violence-against-children>

In South Africa, nationally representative prevalence data on violence against children underscores the diverse impacts on health and subsequent economic burdens. Contact sexual violence manifests in long-term psychological trauma, physical injuries, and heightened risk of STIs and unwanted pregnancies. Physical violence leads to a spectrum of health issues including chronic pain, mental health disorders, and increased likelihood of engaging in violent behaviour. Emotional violence results in psychological distress, low self-esteem, and difficulties in forming healthy relationships. Neglect exacerbates malnutrition, delays in development, and emotional and behavioural problems. These forms of violence incur substantial economic costs, encompassing medical treatment, mental health services, lost productivity, and long-term consequences on educational attainment and employment opportunities.²⁷

The table below summarises the economic impact of different types of violence against children in South Africa in 2015, measured in Disability-Adjusted Life Years (DALYs) lost and their corresponding monetary value (in Rands), as well as the percentage of GDP that each represents.

Table 5: Economic impact of different types of violence against children

Type of Violence	DALYs Lost	Economic Value (ZAR)	Percentage of GDP
Physical	1,420,744	103.8 billion	2.6%
Sexual	390,905	28.6 billion	0.7%
Emotional	786,560	57.5 billion	1.4%
Neglect	85,764	6.3 billion	0.16%
Total (Nonfatal)	2,683,973	196 billion	4.9%
Fatal	-	6.2 billion	0.16%

Source: Fang, X., Fry, D. A., Ganz, G., Casey, T., & Ward, C. L. (2016). *The economic burden of Violence Against Children in South Africa*. Report to Save the Children South Africa. Georgia State University, and Universities of Cape Town and Edinburgh

Reduced earnings are also a cost associated with violence against children. Physical and emotional violence against children in South Africa (2015) resulted in substantial monthly productivity losses. When extrapolated over the full year, these losses amounted to R25.2 billion (0.63% of GDP) and R9.6 billion (0.24% of GDP) for physical and emotional violence respectively. Furthermore, child welfare costs rise - provinces in South Africa spent R1.58 billion (0.04% of GDP) on childcare and protection in the 2015/16 fiscal year.²⁸

²⁷ Fang, X., Fry, D. A., Ganz, G., Casey, T., & Ward, C. L. (2016). *The economic burden of Violence Against Children in South Africa*. Report to Save the Children South Africa. Georgia State University, and Universities of Cape Town and Edinburgh

²⁸ Fang, X., Fry, D. A., Ganz, G., Casey, T., & Ward, C. L. (2016). *The economic burden of Violence Against Children in South Africa*. Report to Save the Children South Africa. Georgia State University, and Universities of Cape Town and Edinburgh

2.2 Trends in violence against women

2.2.1 Trends in violence against women internationally

For decades, studies have analysed the prevalence of GBV, however, there is the notable challenge around data access due to varying definitions, measurements, and methodologies. The World Health Organisation (WHO) provides the most accurate estimates, revealing that approximately 1 in 3 women have endured physical and/or sexual violence, and 1 in 20 have experienced rape.²⁹ Additionally, half of all women have faced sexual harassment, and 1 in 5 has been stalked.³⁰ Globally, around 30% of women have experienced intimate partner violence, with significant prevalence in regions like Africa and South-East Asia, highlighting the universal nature of GBV.³¹

The WHO's 2018 report on "Violence against Women Prevalence Estimates" offers detailed point estimates for lifetime and past 12-month intimate partner violence (IPV) based on data from 161 countries. Prevalence rates vary widely, with Uganda, Bangladesh, and the Democratic Republic of Congo reporting the highest rates, while many European countries report the lowest. These figures, despite potential variances in accuracy, underscore the pervasive global issue of GBV, affecting women across all regions and demographics.³²

2.2.2 Trends of violence against women in SA

From 2015 to 2023, cases of violence against women have increased, as shown in the table below. Over this time period, South African Police Services (SAPS) reported a 41% increase in murders of women over 18, a 68% increase in attempted murders, and a 2% increase in assault grievous bodily harm (GBH - all indicating rising violence against women. It is important to note that data on gender-based crimes in South Africa is inconsistent. Prior to 2015, it was collected only at the national level without disaggregation by gender. From 2016 to 2020, five crime metrics were reported quarterly, but post-2020, only three were disaggregated by gender.

Table 6: Selected contact crimes against women - murder, attempted murder and assault GBH 2015 – 2023

Women (18+ years)					
Year	Murder	Attempted murder	Assault GBH	Sexual offences	Common assault
2015 - 2016	2 780	3 325	56 969	39 590	84 091
2016 - 2017	2 639	3 328	51 956	37 392	78 090
2017 - 2018	2 930	3 554	53 263	36 731	81 142
2018 - 2019	2 771	3 445	54 142	36 597	82 728
2019 - 2020	2 695	3 214	50 859		
2020 - 2021 (no Q1 data)	2 463	3 155	40 320		
2021 - 2022	3 255	4 514	50 135		
2022 - 2023	3 914	5 577	57 857		
Change 2015 - 2023	41%	68%	2%		

Source: SAPs quarterly reports

Source: SAPs annual crime statistics

²⁹Gender equality index: 2023: Violence (no date) European Institute for Gender Equality. Available at: <https://eige.europa.eu/gender-equality-index/2023/domain/violence> (Accessed: 9 February 2024).

³⁰ Ibid

³¹ Violence against women prevalence estimates (2021) World Health Organization. Available at: <https://www.who.int/publications-detail-redirect/9789240022256> (Accessed: 9 February 2024).

³² WHO (2021) Violence against women prevalence estimates, 2018

2.3 Responding to violence against women

2.3.1 Response and prevention

Addressing violence against women requires a comprehensive approach involving responses and commitment from government, civil society and citizens. The approaches to addressing such violence can be divided into **response** and **prevention**.

Response services focus on supporting survivors and victims of violence through the provision of trauma counselling to victims and survivors, referrals to relevant social services, maintenance of shelter services for women and children; programmes to improve access to public and private emergency responses; and support and capacity-building for community caregivers.³³ The WHO has established guidelines on appropriate health sector responses to violence against women, including the provision of post-rape care and training for health professionals, and also stresses the importance of mental health services for victims of trauma.³⁴ While these response services may contribute to preventing further violence, their direct impact on new incidents is limited.³⁵

Prevention initiatives aim to prevent people from experiencing abuse, whilst at a reactive level ensuring that if they have experienced abuse, they are supported to ensure that it does not happen again. Prevention strategies include community awareness initiatives addressing harmful behaviours and attitudes that condone violence against women, encouraging development of life skills, supportive parenting programmes, and economic empowerment initiatives.³⁶

Awareness-raising activities are commonly used to address violence against women and children, although they may not effectively or significantly reduce incidences of violence on their own. Awareness activities aim to increase knowledge about the causes and consequences of violence, challenge attitudes that tolerate such behaviour, and educate people about relevant laws and available services. However, for effective prevention of violence against women and children, these activities must be integrated into broader strategies that address harmful social norms and advocate for women's rights.³⁷

The importance of addressing violence against women is well recognised internationally, regionally and nationally. This is evident from the number of legal instruments and the institutional mechanisms which aim to end all forms of violence and prevent discrimination based on gender. As South Africa also includes violence against children as part of its 16 Day Campaign, this section also includes framework designed to protect children.

2.3.2 International policies and frameworks

International policies on gender equality and the rights of women and children, most of which have been adopted by the United Nations (UN), aim to eliminate discrimination, violence, and exploitation, while ensuring access to justice, health care, and opportunities for participation in societal discourse. These policies and frameworks emphasise the importance of treating victims with dignity, protecting children, and empowering women as crucial for the advancement of humanity. Significant policies like the Declaration on the Elimination of Violence Against Women (DEVAW) – resolution 48/104 made violence against women an international issue, and it is from this declaration that the 16 Days Campaign originated. These efforts are critical components of the global agenda to achieve gender equality and

³³ Guidelines for Gender-based Violence Interventions in Humanitarian Settings: Focusing on Prevention of and Response to Sexual Violence in Emergencies, IASC, 2005. Available online: www.humanitarianinfo.org/iasc/gender

³⁴ WHO, Responding to intimate partner and sexual violence against women: WHO clinical and policy guidelines., D.o.R.H.a. Research, Editor. 2013, World Health Organisation: Geneva.

³⁵ Standard Operating Procedures for Prevention of and Response to Gender-based Violence, UNHCR, 2006. www.refworld.org

³⁶ Ibid.

³⁷ <https://prevention-collaborative.org/wp-content/uploads/2021/12/Awareness-raising-FINAL-20Dec.pdf>

mobilise nations to combat discrimination and abuse against women and children. Below are some key international policies that have been adopted over time. Full descriptions of these policies and frameworks can be found in the Annexure C.

- Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) (1979)
- Declaration of Basic Principles of Justice for Victims of Crime and Abuse of Power (1985)
- Convention on the Rights of the Child (1989)
- Declaration on the Elimination of Violence Against Women (DEVAW) (1993)
- Beijing Platform for Action (BPFA) (1995)
- Goal 5 of the 2030 Agenda for Sustainable Development.

2.3.3 Regional policies and frameworks

Across Africa, regional policies and frameworks on GBV converge on common objectives aimed at safeguarding the rights and well-being of women and children. These policies collectively seek to empower women, eliminate discrimination, and promote gender equality. They emphasise comprehensive strategies through legislation, policies, and coordinated efforts to combat GBV, enhance reproductive health rights, and ensure social justice across the region. Specific examples are listed below with further information provided in Annexure C

- African Charter on the Rights and Welfare of the Child (1990)
- Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa (2004)
- Southern African Development Community Gender and Development Protocol (2008)
- Regional Strategy and Framework of Action for Addressing GBV (2018-2030)
- Regional Strategy on Women, Peace, and Security (2018-2022).

2.3.4 South Africa's response

Legislative framework

Since 1994, South Africa has established a robust legislative framework aimed at combating violence against women and children, underpinned by the Constitution. Key provisions include Section 9, which ensures equality and prohibits discrimination; and Section 12, guaranteeing freedom from violence. The Constitution sets the framework for an effective legislative response to violence against women and children by enabling the government to pass and implement a range of policies, strategies, and legislation, which are summarised in Annexure C. These laws and policies form the backbone of South Africa's legislative response to violence against women and children.

NSP on GBVF and 365 Day Plan

The South African government has implemented several strategies and programmes to address GBVF. These include the Integrated Social Crime Prevention Strategy of 2011³⁸ for coordinated government responses to crime, aimed at reducing victimisation risk and improving community safety; the Strategy and Guidelines for Children Living and Working in the Streets (2011) which provides direction on services for vulnerable children and the National Development Plan 2030 which outlines broad goals for poverty reduction and social development, although it lacks specific gender-focused strategies.

The #TotalShutdown Movement in 2018 advocated for enhanced governmental protection and accountability against abusive violence, culminating in a Presidential Summit where stakeholders developed the Presidential Summit Declaration against Gender-based Violence and Femicide. Key goals of the declaration included improving leadership against GBVF, establishing a multi-stakeholder council for a national strategy, expanding Thuthuzela Care Centres, funding GBVF programmes adequately, promoting women's economic

³⁸ https://www.saferspaces.org.za/uploads/files/Integrated_SCP_Strategy_0.pdf

development, changing social norms, and prioritising victim-centered GBVF laws and policies.³⁹

Additionally, the summit established the Interim Steering Committee on GBVF (ISC on GBV)⁴⁰, which developed the Emergency Response Action Plan (ERAP), from October 2019 to March 2020. ERAP was a six-month emergency initiative involving targeted, coordinated interventions across lead departments, and was focused on specific goals such as access to justice, behavior change, urgent victim response, enhanced accountability, and economic empowerment.⁴¹ The ERAP was allocated R1.6 billion to achieve these goals.

The ISC also formulated the Gender Based Violence and Femicide National Strategic Plan (NSP on GBVF), approved by cabinet in April 2019. The NSP aimed to provide “a multi-sectoral, coherent strategic policy and programming framework to strengthen a coordinated national response to the crisis of gender-based violence and femicide by the government of South Africa and the country as a whole.”⁴²

Institutional framework

South Africa's approach to addressing violence against women and children centres on a multi-sectoral strategy, essential for achieving the goals set out in the NSP on GBVF. This requires collaboration across various government departments, civil society organisations, and other stakeholders to ensure comprehensive support and protection.

The Department of Social Development (DSD) plays a pivotal role in this framework, mandated to provide social development, protection, and welfare services underpinned by constitutional rights⁴³. The DSD's responsibilities include managing social security policies to alleviate poverty risks and overseeing developmental social welfare services aimed at vulnerable populations affected by HIV/AIDS and other socio-economic challenges. Priority areas for the DSD include developing an ethical and capable state, and fostering economic transformation, education, and social cohesion. The department also leads efforts against GBV through initiatives like the Victim Empowerment Programme (VEP), an intersectoral and comprehensive approach to supporting victims and survivors of crime and violence including GBVF including GBVF, through emotional and practical support, trauma management, advocacy, and safe shelters and support centres.; and the Gender Based Violence Command Centre (GBVCC), which provides professional psychosocial support and trauma counselling to victims of GBV.⁴⁴

In collaboration with the SAPS, the judiciary (courts), and Thuthuzela Care Centres, the DSD works to ensure victims receive necessary support, protection, and justice. SAPS ensures victims of crime are treated with respect and dignity, providing information, protection, assistance, and establishing victim-friendly facilities for privacy and continuous personnel training on victim empowerment. Judiciary (Courts) including Family, Sexual Offences, and Domestic Violence Courts, adopt a gender-sensitive, socio-political approach to cases, emphasising the vulnerability of women in a patriarchal society⁴⁵ and offering legal interpretation to support their wellbeing and safety. The Thuthuzela Care Centres, led by the National Prosecution Authority's Sexual Offences and Community Affairs Unit (SOCA), reduce secondary trauma for victims, improve conviction rates, and expedite case finalisation through an integrated strategy for prevention, response, and support for rape victims.^{46,47} Finally, during post-evaluation discussions the Department of Cooperative Governance

³⁹ https://www.gov.za/sites/default/files/gcis_document/201903/summit-declaration.pdf

⁴⁰ <https://www.justice.gov.za/vg/GBV-Summit-Report-2018.pdf>

⁴¹ <https://www.gov.za/speeches/chairperson-tamara-mathebula-emergency-response-action-plan-gender-based-violence-and>

⁴² <https://www.justice.gov.za/vg/gbv/NSP-GBVF-FINAL-DOC-04-05.pdf>

⁴³ <https://www.dsd.gov.za/>

⁴⁴ The Command Centre has an accessible toll-free number (0800 428 428) and a Please Call Me Facility (*120*7867#)

⁴⁵ [Gender_Based_Violence_and_Femicide_Summit_Speech.pdf](https://www.justice.gov.za/vg/GBV-Summit-Speech.pdf)

⁴⁶ <https://rapecrisis.org.za/programmes/road-to-justice/thuthuzela-care-centres/>

⁴⁷ https://www.npa.gov.za/sites/default/files/resources/public_awareness/TCC_brochure_august_2009.pdf

(DCoG) was identified as another important stakeholder in connecting government efforts to the community level through the district development model.

Additionally, the DSD partners with CSOs to strengthen victim support services through funding and capacity-building initiatives, focusing on social crime prevention, behaviour change programmes, and welfare services to address systemic drivers of GBVF and empower vulnerable groups. The Office on the Rights of the Child (ORC) complements these efforts by coordinating children's rights policies across all levels of government and international obligations, contributing to the realisation of the National Plan of Action for Children (NPAC).

With the advent of the NSP on GBVF in South Africa, there is a broader need for a central coordinated group of stakeholders – either a committee or select department – to drive all GBVF efforts in the country. The role and responsibility of this committee need to be carefully defined in future and should support in ensuring a truly collaborative and directed efforts towards eradicating GBVF in future.

2.4 The 16 Days of Activism Campaign

Dating back to the 1970s, well before the issue of violence against women became a globally recognised problem and when it was still predominantly regarded as a domestic and cultural matter, international women's organisations were making significant efforts and strides to bring the issue of violence against women to the public sphere. Through efforts led by a small coalition of women's organisations including the Centre for Women's Global leadership (CWGL), the International Women's Tribune Centre (IWTC), the International Women's Right Action Watch (IWRAP), and the International Women's Network (IWN), this issue was finally brought into the UN's agenda, addressed in three world conferences organised by the UN between 1975 and 1985: Mexico City in 1975, Copenhagen in 1980, and Nairobi in 1985.⁴⁸

The 16 Days of Activism against Gender-based Violence Campaign ("16 Days Campaign") was launched by activists at the inauguration of the Women's Global Leadership Institute event sponsored by the CWGL in 1991 under the theme *Violence Against Women Violates Human Rights*.⁴⁹ Participants to the event chose 25 November to mark the start of each Campaign – coinciding with the International Day for the Elimination of Violence Against Women by 1999.⁵⁰ This date was deliberately chosen as it commemorates the lives of the Mirabel sisters from Dominican Republic who were violently assassinated on this day in 1960. The Campaign runs until 10 December – coinciding with International Human Rights Day.⁵¹ By overlapping with these key days, the Campaign symbolically connects violence against women with human rights, highlighting it as a human rights issue.⁵² Other notable days during this period include 29 November (International Women Human Rights Defenders Day), 1 December (World AIDS Day), 3 December (International Day of Persons with Disabilities), 5 December (International Volunteers Day), and 6 December (Anniversary of the Montreal Massacre). These days all act as focal points for involving governments, civil society, and the public in theme-related activities.

In 1993, the UN General Assembly adopted the Declaration on the Elimination of Violence against Women through resolution 48/104, and in 1999 through Resolution 54/134 endorsed the International Day for the Elimination of Violence Against Women (and with it, the 16 Days

⁴⁸ Joachim (1999). Shaping the human rights agenda: the case of violence against women. *Gender politics in global governance*, 4, 142-160.

⁴⁹ UN Women "16 Days of Activism against Gender-Based Violence" <https://www.unwomen.org/en/what-we-do/ending-violence-against-women/unite/16-days-of-activism#:~:text=The%20campaign%20was%20started%20by,violence%20against%20women%20and%20girls>.

⁵⁰ <https://www.un.org/womenwatch/daw/vaw/reports.htm>

⁵¹ International Human Rights Day honours the date the United Nations General Assembly adopted and proclaimed the Universal Declaration of Human Rights (UDHR) on 10 December 1948

⁵² GCIS (2016). <https://www.gcis.gov.za/sites/default/files/Insight%20-%2016%20Days%20of%20Activism%20Campaign.pdf#:~:text=The%2016%20Days%20of%20Activism%20for%20No%20Violence,University%2C%20placed%20it%20firmly%20on%20the%20international%20agenda>

Campaign).⁵³ The UN invited, “*as appropriate, Governments, relevant agencies, bodies, funds and programmes of the United Nations system, and other international organisations and non-governmental organisations, to organise on that day activities designed to raise public awareness of the problem of violence against women.*”

The goal of the 16 Days Campaign is to raise awareness around issues relating to violence against women and to use these days to mobilise individuals and organisations around the world to call for the prevention and elimination of violence against women and girls by:⁵⁴

- Raising awareness about gender-based violence as a human rights issue at the local, national, regional and international levels;
- Strengthening local work around violence against women;
- Establishing a clear link between local and international work to end violence against women;
- Providing a forum in which organisers can develop and share new and effective strategies;
- Demonstrating the solidarity of women around the world organising against violence against women; and
- Creating tools to pressure governments to implement promises made to eliminate violence against women.

The 16 Days Campaign is distinguished by a series of intentional initiatives and activities aimed at addressing violence against women comprehensively. These include awareness-raising events such as marches and rallies to social media campaigns and policy advocacy⁵⁵, and community engagement through local outreach programmes, school campaigns, and community discussions. These events underscore the interconnectedness of social issues and emphasise the importance of addressing them collectively.⁵⁶

To achieve this, the 16 Days Campaign advocates for a multifaceted and multisectoral approach – with collaboration between government, the non-profit sector, the private sector, labour, political parties, media and society in general. By addressing locally prevalent issues, the Campaign intends to empower communities to proactively combat violence, while fostering awareness and instilling a sense of ownership. The Campaign also focuses on policy advocacy, engaging with policymakers to lobby for critical policy changes that can enhance protection for women and children.⁵⁷

Each year, the CWGL composes a Campaign theme in consultation with women's human rights advocates worldwide (including UN Women). Since the Campaign inauguration in 1991, more than 6 000 organisations across approximately 187 countries have participated in the Campaign, reaching over 300 million people by 2021.⁵⁸

2.4.1 Benchmarking

This section presents a benchmarking analysis of the implementation of the 16 Days of Activism across four countries. Tanzania, Canada, Kenya, and the United States provide diverse perspectives from the Global North, developing nations, and African contexts.

⁵³ <https://www.un.org/womenwatch/daw/vaw/reports.htm>

⁵⁴ UN Women “16 Days of Activism against Gender-Based Violence”

<https://www.unwomen.org/en/what-we-do/ending-violence-against-women/unite/16-days-of-activism>

⁵⁵ 16 Days of Activism against gender-based violence (no date) United Nations Population Fund. Available at:

<https://www.unfpa.org/16days> (Accessed: 04 October 2023).

⁵⁶ 16 Days of Activism 2022 (2022) South African Government. Available at: <https://www.gov.za/16DaysOfActivism2022> (Accessed: 04 October 2023).

⁵⁷ 16 Days of Activism against gender-based violence (no date a) UN Women – Headquarters. Available at:

<https://www.unwomen.org/en/what-we-do/ending-violence-against-women/unite/16-days-of-activism#:~:text=The%20campaign%20calls%20on%20citizens,in%20gender%2Dbased%20violence%20prevention.>

(Accessed: 04 October 2023).

⁵⁸ <https://www.unwomen.org/sites/default/files/2021-11/UNiTE-campaign-2021-concept-note-en.pdf>

Tanzania

In Tanzania, GBV continues to be widespread, with 40% of women aged 15-49 experiencing physical violence and 17% reporting sexual violence⁵⁹. Nearly 30% of girls face sexual violence before the age of 18.⁶⁰ Tanzania has a lifetime IPV of 38% and places the country within the band of countries which have the second highest prevalence rates ranging from 35%-39%.⁶¹ Despite national plans to combat violence, Tanzania struggles with weak institutional capacities and cultural acceptance of violence against women.

The 16 Days of Activism Against Gender-Based Violence in Tanzania features collaborations between various organisations to combat GBV. The United Nations Population Fund (UNFPA) raises awareness and advocates against GBV, working towards gender equality and engaging men and boys⁶². High-ranking officials, including President Samia Suluhu Hassan, demonstrate the government's commitment to enhancing laws and policies for women's protection.⁶³ Multi-sectoral dialogues hosted by organisations like GBV MKUKI and WiLDAF address root causes of violence.⁶⁴ Team Europe, including the EU, supports legislative and preventive measures against GBV. Community engagement initiatives like the Chaguo Langu Haki Yangu programme establish One Stop Centers for vulnerable individuals, including those with disabilities.⁶⁵

Over the past five years, the 16 Days Campaign has included impactful activities, aimed at raising awareness, advocating for change, and combating gender-based violence. Underpinning Tanzania's approach to the 16 Days Campaign and addressing GBV in general are various laws and policies. Tanzania launched its Five-Year National Plan of Action to End Violence Against Women and Children for 2017/18 – 2021/22. This plan uses evidence-based approaches to support efforts at all levels, from government to grassroots, civil society, and the private sector. It consolidates eight different action plans into a single comprehensive strategy to eradicate violence against women and children, focusing on building systems to prevent violence in all forms and respond to victims' needs.

Table 7: Tanzania Campaign Activities

Year	Description
2018	In Kigoma, efforts intensified to protect women and girls from violence. The Kivulini Women's Rights organisation partnered with UN Women to end violence against women and girls. The Campaign involved training community volunteers, including male activists, to become champions against gender-based violence. The involvement of men in championing peace and the commitment of government officials highlighted the importance of community engagement. ⁶⁶
2019	The Campaign focused on initiating debates and encouraging individual responsibility in fighting rape, sexual corruption, and violence against sexual intimacy in the community. Efforts were made to educate communities on providing a safe environment for women and children. ⁶⁷
2021	The theme "End Gender Based Violence Now" was emphasised during the Campaign. Public events were organised by EU Member States' embassies, the EU Delegation, and national stakeholders in Dar es Salaam. A Joint GBV Champion Award Ceremony recognised individuals, organisations, and communities for their efforts in preventing and responding to gender-based violence. ⁶⁸

⁵⁹ World Bank Group. 2022. Tanzania Gender Based Violence Assessment: Scope, Programming, Gaps and Entry Points. AUS0002786

⁶⁰ Ibid.

⁶¹ WHO (2021) African Region fact sheet violence against women prevalence estimates, 2018

⁶² UNFPA. 202023. <https://tanzania.unfpa.org/en/events/16-days-activism-2>

⁶³ Ibid.

⁶⁴ Ibid.

⁶⁵ UNFPA. 202023. <https://tanzania.unfpa.org/en/events/16-days-activism-2>

⁶⁶ <https://tanzania.un.org/en/17606-16-days-activism-against-gender-based-violence>

⁶⁷ <https://wildaftanzania.or.tz/campaign/>

⁶⁸ https://www.eeas.europa.eu/delegations/tanzania/16-days-activism-against-gender-based-violence-%E2%80%9Cend-gender-based-violence-now%E2%80%9D_en?s=124

Year	Description
2023	The Campaign theme "UNITE! Invest to Prevent Violence against Women and Girls" aimed to mobilise stakeholders to invest in activities for preventing gender-based violence. Activities included exhibitions showcasing prevention strategies, multi-sectoral dialogues focused on ending gender-based violence, and a GBV Prevention and Response event acknowledging innovation in combating gender-based violence. ⁶⁹

Canada

Canada prioritises combating GBV, addressing issues like online harassment, trafficking, and violence against Indigenous women, LGBTQIA+ individuals, racialised communities, and older women. A 2019 Statistics Canada survey revealed that 32% of women and 13% of men felt unsafe in public due to unwanted sexual behaviours, with 29% of women experiencing inappropriate workplace behaviour compared to 17% of men.⁷⁰ Despite a low reported IPV rate of 3%⁷¹, underreporting remains a critical issue⁷², challenging Canada's image as a developed nation dealing with persistent GBV exacerbated by digital environments.

The Department for Women and Gender Equality leads national GBV efforts, collaborating with civil society, labour groups, the private sector, and various government levels. During the 16 Days of Activism Against GBV, numerous organisations, universities, and government bodies unite to tackle GBV. Central to this period is the National Day of Remembrance and Action on Violence Against Women on 6th December⁷³, commemorating the 1989 Polytechnique Montréal mass shooting.

Throughout the 16 Days, Canada follows the UN theme, emphasising the intersectionality of GBV, recognising multiple forms of discrimination individuals may face based on factors such as race, ethnicity, sexual orientation, and socioeconomic status.⁷⁴ Collaborations and partnerships between diverse organisations and groups aim to address these intersectionality's and ensure that support services and initiatives are accessible and inclusive. Organisations like the Sexual Violence Prevention and Response Office (SVPRO) at the University of Waterloo and Amnesty International engage in initiatives to engage students, including workshops, panel discussions, awareness campaigns, aimed at fostering a culture of consent and respect on campus.⁷⁵

Women and Gender Equality Canada provides comprehensive resources and guidance for the 16 Days of Activism, emphasising tailored initiatives and community engagement. Their awareness and education toolkit equips communities, workplaces, educators, and coaches with strategies to address GBV and promote gender equality. Notably, they emphasise the importance of tailored initiatives, such as hosting guest speakers from women's, 2SLGBTQI+, or Indigenous organisations, and holding fundraising events, film screenings, and discussions to raise awareness and provide resources for victims and survivors.⁷⁶ These collective efforts highlight Canada's multifaceted approach to combating GBV through collaboration, education, advocacy, and support during the 16 Days of Activism.

Kenya

Kenya has made strides in gender equality, including laws against female genital mutilation (FGM) and improvements in women's education and leadership. However, significant challenges remain, with 40.7% of ever-partnered women experiencing lifetime intimate partner violence⁷⁷, with 25.5% reported to be facing violence in the last 12 months⁷⁸.

⁶⁹ <https://tanzania.unfpa.org/en/events/16-days-activism-2>

⁷⁰ Cotter, A., Savage, L. 2019. Gender-based violence and unwanted sexual behaviour in Canada, 2018: Initial findings from the Survey of Safety in Public and Private Spaces. Juristat.

⁷¹ WHO (2021) Region of the Americas fact sheet violence against women prevalence estimates, 2018

⁷² Conroy, S. 2019. Spousal violence in Canada. Canadian Centre for Justice and Community Safety Statistics

⁷³ <https://women-gender-equality.canada.ca/en/commemorations-celebrations/16-days/national-day-remembrance.html>

⁷⁴ <https://women-gender-equality.canada.ca/en/commemorations-celebrations/16-days/toolkit.html>

⁷⁵ <https://uwaterloo.ca/sexual-violence-prevention-response-office/get-involved/16-days-activism-against-gender-based-violence>

⁷⁶ <https://women-gender-equality.canada.ca/en/commemorations-celebrations/16-days/toolkit.html>

⁷⁷ Source: Kenya National Bureau of Statistics and ICF. 2014. Kenya Demographic and Health Survey 2014

Additionally, 22.9% of women aged 20 to 24 years were married before the age of 18⁷⁹, and 21% affected by female genital mutilation/cutting⁸⁰, highlighting persistent gender-based inequalities.

Kenya actively participates in the 16 Days of Activism Campaign against gender-based violence, engaging in various initiatives to combat violence against women and girls. Partnering with entities like the National Gender and Equality Commission, UNFPA, and others, efforts focus particularly on addressing prevalent gender-based violence in public transport⁸¹ through awareness-raising and prevention strategies against physical violence, sexual harassment, and verbal abuse. Organisations such as the Lutheran World Federation (LWF) contribute by integrating sports into anti-GBV campaigns, conducting educational sessions in schools, and promoting art therapy to counter harmful cultural practices affecting women and girls.⁸² These activities are part of a global movement advocating for the prevention and elimination of violence during the 16 Days Campaign.⁸³

Institutional frameworks for the 16 Days of Activism involve collaborative partnerships across government institutions, international organisations, NGOs, universities, and other stakeholders. Examples include the UN Office on Drugs and Crime and Directorate of Children Services organising Mentorship Days to raise awareness about sexual and gender-based violence⁸⁴, and the State Department for Gender and UN Women Kenya developing the SDG-5 Strategy to advance gender equality and eliminate GBV.⁸⁵ The LWF's Kenya-Somalia Programme further enhances awareness through activities like sports integration, educational sessions, art therapy, film screenings, and community engagement events.⁸⁶ These initiatives collectively strive to combat gender-based violence, raise awareness, and empower communities towards a safer and more equitable environment for all.

Table 8: Kenya Campaign Activities

Year	Description
2017	Kenya focused on rural women and girls' challenges with water and energy access amid climate change. UN Environment and partners led gender-focused initiatives.
2018	A town hall meeting was hosted in Nairobi focusing on zero-tolerance for workplace sexual harassment, establishing a Coordination Network on Preventing Sexual Exploitation and Abuse. Additionally, the Vunja Kimya project engaged university students and tackled teenage pregnancies in Kilifi County.
2019	The Campaign highlighted "Orange the World: Generation Equality Stands against Rape!" theme with artistic performances and legal sessions addressing justice barriers for GBV survivors.
2023	A public awareness effort targeted violence in public transport, focusing on physical violence, sexual harassment, and dignity violations against women and children. Nairobi City County organised the Nairobi run against gender-based violence as part of the 16 Days of Activism Campaign to raise awareness within the community. ⁸⁷

Source: <https://nairobi.go.ke/nairobi-city-county-takes-strides-against-gender-based-violence-with-the-nairobi-run-a-marathon-for-awareness-and-solidarity-in-the-16-days-of-activism-campaign/>

⁷⁸ Source: Kenya National Bureau of Statistics and ICF.2014. Kenya Demographic and Health Survey 2014.

⁷⁹ Source: UNICEF global databases, 2021, based on DHS, MICS and other nationally representative surveys.

⁸⁰ Source: UNICEF global databases, 2021, based on DHS, MICS and other nationally representative surveys

⁸¹ <https://kenya.unfpa.org/en/news/16-days-activism-unfpa-and-partners-launch-campaign-end-violence-against-women-public-transport>

⁸² https://kenyasomalia.lutheranworld.org/sites/default/files/documents/16_days_report_2.pdf

⁸³ <https://www.unwomen.org/en/what-we-do/ending-violence-against-women/unite/16-days-of-activism>

⁸⁴ <https://www.unodc.org/easternafrica/en/Stories/partners-unite-to-mentor-children-during-16-days-of-activism.html>

⁸⁵ <https://data.unwomen.org/publications/kenya-sdg-5-strategy-2020-2025>

⁸⁶ https://kenyasomalia.lutheranworld.org/sites/default/files/documents/16_days_report_2.pdf

⁸⁷ <https://nairobi.go.ke/nairobi-city-county-takes-strides-against-gender-based-violence-with-the-nairobi-run-a-marathon-for-awareness-and-solidarity-in-the-16-days-of-activism-campaign/>

United States of America

In the United States of America (USA), gender-based violence remains a pervasive issue with significant impacts. Approximately 25% of women experience IPV in their lifetimes⁸⁸, and it is a leading cause of women's homicides. Intimate partners are responsible for a substantial portion of female homicides, with 63% of victims known to their killers⁸⁹. Women of colour face heightened risks, with disparities evident in rates of intimate partner violence and sexual assault compared to other demographic groups. Black women, for example, are three times more likely to be fatally shot by an intimate partner, and statistics reveal high rates of lifetime sexual violence across diverse racial and ethnic groups, underscoring persistent challenges in addressing GBV across America.⁹⁰

During the 16 Days of Activism in the USA, a comprehensive and multi-layered approach is taken to raise awareness, advocate for policy changes, and support survivors. Led by the U.S. Department of State's Office of Global Women's Issues, the Campaign highlights the nation's commitment to global leadership in combating GBV through initiatives like the updated USA Strategy to Prevent and Respond to Gender-Based Violence globally.⁹¹ This strategy aims to address systemic issues and promote gender equality worldwide.

At the local level, in New York City, the Commission on Gender Equity and the Mayor's Office to End Domestic and Gender-Based Violence drive community-wide efforts since 2017.⁹² In 2020, these efforts shifted to awareness campaigns on street harassment and bystander intervention training, empowering residents to intervene effectively. In 2021, community members and organisations collaborated to raise awareness and inform New Yorkers about steps to stop GBV.⁹³ The city's robust response to domestic violence is underscored by significant statistics, such as the high number of incident reports filed with the NYPD and the crucial role of the NYC Hope online portal in providing support to survivors.

Grassroots organisations involved in the 16 Days of Activism Campaign, play a vital role in mobilising communities. They engage participants through educational initiatives that raise awareness about GBV, promote actions aligned with Sustainable Development Goal 5 (Gender Equality), and advocate for survivor-centered policies. Activities such as wearing orange in solidarity, sharing resources on recognising signs of abuse, and supporting legislative changes demonstrate a collective effort to combat GBV and promote a violence-free future.⁹⁴ Additionally, the CWGL based in the USA, provides global leadership in advocacy through their "Take Action Kit," equipping activists worldwide with tools for media outreach, policy advocacy, and coalition building to amplify the impact of the 16 Days Campaign.⁹⁵ An analysis of the 16 Days Campaign by CWGL in 2014 highlighted a focus on key sub-themes like GBV, domestic violence, sexual violence, children/girls, harmful practices, and women human rights defenders, with widespread use of community mobilisation, information sharing, coalition building, media engagement, and policy advocacy across regions.⁹⁶

⁸⁸ Ibid 24

⁸⁹ Violence Policy Centre, 2020

⁹⁰ National Task Force to End Gender and Sexual Violence, 2022

⁹¹ <https://www.state.gov/reports/united-states-strategy-to-prevent-and-respond-to-gender-based-violence-globally-2022/>

⁹² <https://www.nyc.gov/site/ocdv/press-resources/new-york-city-launches-annual-16-days-of-activism-against-gbv-campaign.page>

⁹³ Ibid.

⁹⁴ [https://docs.google.com/document/d/e/2PACX-](https://docs.google.com/document/d/e/2PACX-1vStS2wedB4lbwObNTjnpBV8n2yjTGbTmW1WGYmpStlmZX_do7Kf3jf1F9Ykg9MfAABjC8OABwQelxvn/pub)

[1vStS2wedB4lbwObNTjnpBV8n2yjTGbTmW1WGYmpStlmZX_do7Kf3jf1F9Ykg9MfAABjC8OABwQelxvn/pub](https://docs.google.com/document/d/e/2PACX-1vStS2wedB4lbwObNTjnpBV8n2yjTGbTmW1WGYmpStlmZX_do7Kf3jf1F9Ykg9MfAABjC8OABwQelxvn/pub)

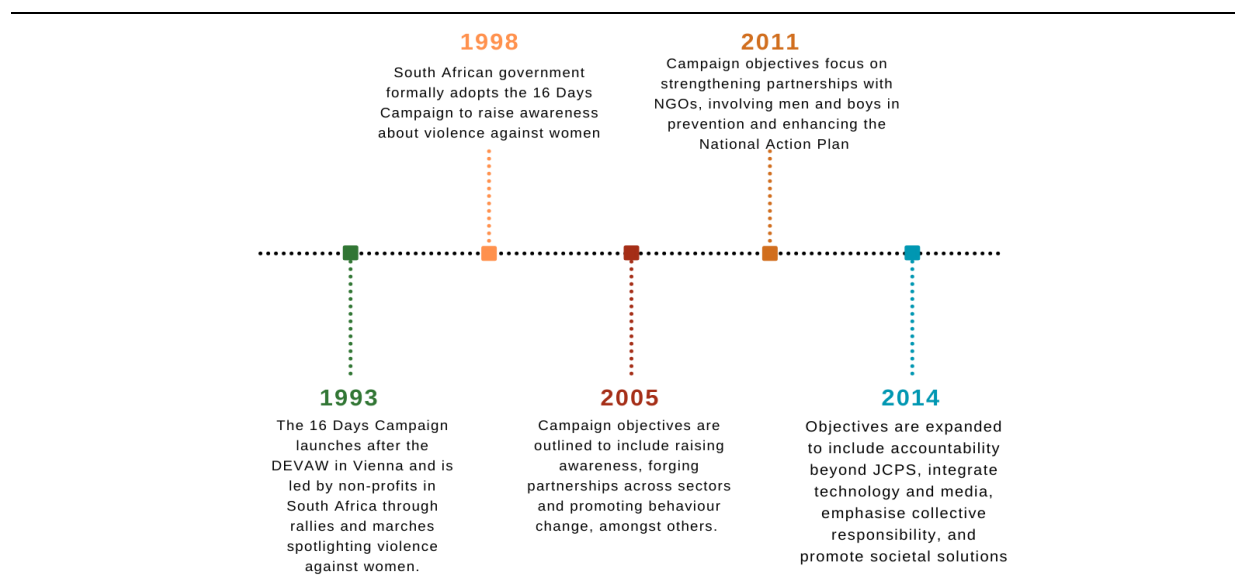
⁹⁵ CWGL (2012). 16 Days Analytical Summary. <https://cwgl.rutgers.edu/docman/reports/571-16-days-analytical-summary-2012/file>

⁹⁶ CWGL (2014). 16 Days Analytical Summary. <https://cwgl.rutgers.edu/docman/annual-reports/749-16-days-analytical-summary-2014/file>

2.4.2 The 16 Days Campaign in SA

The 16 Days Campaign, launched in 1993 following the adoption of DEVAW in Vienna, began with grassroots efforts in South Africa, including rallies and marches, to spotlight violence against women. In 1998, the Campaign was formally adopted by the South African government, later expanding its focus to encompass violence against women, children, individuals with disabilities, and society at large. The 16 Days Campaign serves as a pivotal initiative aligned with broader governmental goals of gender equality and safeguarding vulnerable groups. The Campaign underscores collective societal efforts involving government, non-profits, private sector, labour, political parties, media, and civil society to combat violence. Key objectives across its evolution include raising awareness, fostering community responsibility, promoting interdepartmental collaboration, and utilizing diverse media to address violence's global impact. Figure 1 below highlights key milestones and evolving objectives of the 16 Days Campaign in South Africa over the years.

Figure 1: Key highlights of the 16 Days Campaign in South Africa over the years



Each year, the South African government assigns a theme to the 16 Days Campaign, each reflecting a specific focus on combating violence against women and children⁹⁷. During the Campaign period, South Africa organises diverse activities to combat GBVF. Government initiatives include community and sector dialogues, advocacy and awareness campaigns, support services for victims, policy development, and educational programmes. Society's participation is encouraged through actions like wearing white ribbons symbolising peace, attending Campaign events, volunteering for NGOs, donating to support victims, and speaking out against abuse. Additionally, joining Community Policing Forums (CPFs) and Community Safety Forums (CSFs) enables community involvement in addressing GBVF at grassroots levels.

The institutional framework for the 16 Days Campaign in South Africa operates without formal UN prescription, relying instead on collaboration among government, non-profits, private sector, labour, political parties, media, and society at large. Historically, lead departments have included the Department of Justice and Constitutional Development, Department of Correctional Services, Department of Women, and currently, the Department of Women, Youth, and Persons with Disabilities. Early Campaigns were supported by a National Convening Committee (NCC) established by the convening department, but this structure lapsed prior to 2019 without replacement. Implementation models vary, with some government departments acting independently while others coordinate across levels and

⁹⁷ Themes are presented insofar as is possible in the Annexure D

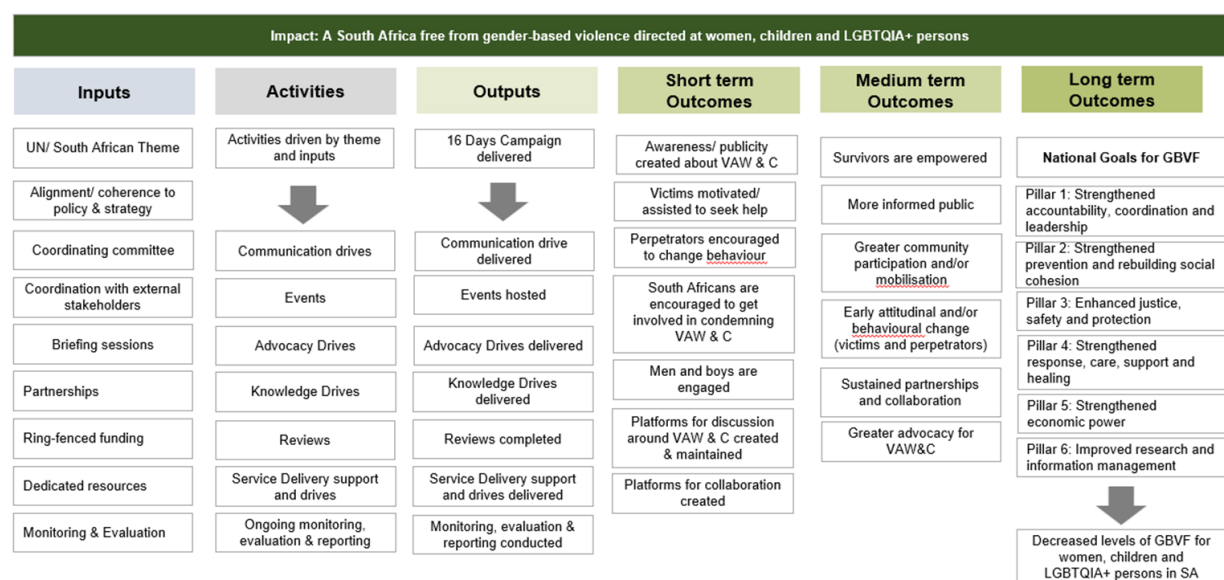
sectors. Civil society organisations often execute Campaigns on behalf of government at local levels, emphasising collaborative efforts to avoid duplication and maximise impact.

A review of available documentation on South Africa's 16 Days Campaign highlights varying levels of planning and coordination over the years, with sporadic availability of detailed documentation like themes, lead departments, and event calendars. While some years, such as 2011 and 2014, feature accessible information including concept notes outlining comprehensive strategies, recent years lack such detailed documentation.

The Theory of Change

A ToC was created for this evaluation and is illustrated below with an accompanying narrative to describe the pathways through the elements. Notably, the Campaign has not had a ToC to guide its efforts previously and this was also evidenced by a lack of clear, documented and consistent long-term outcomes. The latter could affect the coherence of the Campaign in ensuring all activities, and the theme, are driving towards a unified outcome.

Figure 2: Theory of Change⁹⁸



Inputs

The 16 Days Campaign require key inputs into the Campaign at the strategic and operational level to ensure alignment with broader national strategies and goals as well as the required coordination and collaboration cross relevant stakeholders.

The 16 Days Campaign needs to align the theme (as released yearly by the UN) to broader national policies and strategies to ensure the focus of the Campaign is relevant and appropriate in line domestic needs and context. Funds need to be made available for the achievement of the Campaign in line with this theme and should be timeously, sufficiently and correctly allocated to the requisite departments and activities to ensure smooth delivery.

The programme needs to be adequately supported by a range of stakeholders including a dedicated coordinating committee with the necessary skills and expertise and ensure government departments are involved through briefing meetings, as well as supporting partnerships from other organisations including private sector and CSOs who offer complementary skills and or positive collaboration opportunities.

⁹⁸ A full size version of this ToC is provided in Annexure E

A robust and proportionate monitoring and evaluation system must be in place to allow for ongoing reporting and continuous learning and improvement. All these inputs are necessary for the achievement of the activities to be conducted in the 16 Days Campaign.

Several assumptions underpin the inputs for the 16 Days Campaign:

- There is political support for the Campaign.
- The 16 Day Campaign is well received by government departments.
- Stakeholders (government and non-government) understand how they can contribute to the theme/ objectives.
- The annual South African theme is aligned to national policies and strategies for violence against women and children – ensuring it is relevant to the SA context and informed by evidence and VAWC trends locally.
- The coordinating committee is established and functional.
- The briefing sessions are arranged in advance and widely communicated.
- The briefing sessions are well attended by stakeholders (government and non-government).
- Coordination with external partners is aligned to the same portfolio or geographic area to ensure that efforts are supplementary or complementary.
- All activities are deliberate and clearly aligned to both the theme and the relevant stakeholders.
- Resources with the correct skills and knowledge are in place to design and implement Campaign activities.
- Funding and resourcing is adequate and proportionate to the activities and length of the Campaign.
- Campaign performance is monitored.
- Coordination and reporting structures are adequate and proportionate to the activities and length of the Campaign.

Activities and outputs

The inputs described above will be used to deliver the 16 Days Campaign that is well designed, appropriate and relevant for the theme and South African context. Key activities are centred around raising awareness of the challenge of violence against women and children nationally, with specific activities to be determined on a yearly basis. These activities may include communication drives (social media campaigns, radio and television campaigns, distribution of pamphlets), events (e.g. targeted community events with key speakers); advocacy drives (e.g. hosting of roundtables, forums or dialogues that may focus on broader issues in policy); knowledge drives (e.g. training events, capacity building – within government and more broadly to the public); reviews (e.g. performance reviews, reflection on achievements to date); or service delivery support and drives (any VAWC services such as medical care (physical and psychological), legal assistance, court monitoring and police services) The key output across all elements is that all stakeholders take an active role in the implementation of the Campaign and the activities are fully executed.

This requires successful delivery across several platforms as well as an integrated message to ensure various activities reinforce the key messages and theme. This requires processes and systems that are in place are sufficient to ensure and support implementation integrity across all stakeholders, partners and delivery channels.

Monitoring and evaluation activities must be conducted with fidelity and in line with established systems and frameworks. Data collected as part of these processes needs to be reliable and an accurate reflection of the 16 Days Campaign's implementation and effectiveness.

The two assumptions at output level are that stakeholders take an active role in the implementation of the Campaign and that activities are fully executed in line with the design and within the 16 day period.

Short term outcomes

Outcomes refer to the change we want to see and can be at several levels. Short term outcomes must be clearly defined and mirror the aims and objectives of the 16 Days Campaign.

Short-term outcomes refer to the immediate change as a result of the awareness activities. This includes raising awareness about GBVF & VAWC and encouraging all South Africans (especially men and boys) to condemn these actions, as well as creating the relevant platforms to support continued discussion and collaboration on the issue. The Campaign should also motivate victims to seek help, while encouraging perpetrators to change their behaviours.

Assumptions at short-term outcome level are that the 16 Days Campaign reaches the right people at the right time (to make a difference), that the broader community and public are responsive and actively participate in the 16 Days Campaign. Furthermore, the Campaign should result in the achievement of collaborative partnership successfully achieved across public and private stakeholders, and that the activities should be extended beyond the longer-term campaigns and strategies.

Medium term outcomes

Medium-term outcomes refer to the longer-term retention and application of the Campaign drive including sustained partnerships and collaborations, a more informed public with stronger community participation, survivors who feel empowered along with early attitudinal and behaviour change in both survivors and perpetrators.

The main assumption here is that government and service delivery partners deliver services efficiently and that there is strong political will to sustain this effective delivery.

Long-term outcomes

Long-term outcomes or impact refers to the ultimate aim across all VAW & C which is a South Africa free from VAWC. This will require long-term changes across policy, institutions and cultural mindsets as well as the requisite resources to sustain this and should all support and contribute to the national goals for eradicating GBVF as set out in the NSP for GBVF.

As the 16 Days Campaign is an awareness campaign, the medium and long-term outcomes require broader efforts that stretch beyond this to achieve the structural and behavioural shifts to decrease and eradicate GBVF. The Campaign should contribute to raising awareness around the problem and efforts being made, however, response and prevention activities are the key drivers for creating these medium- and long-term changes.

3 KEY EVALUATION FINDINGS

3.1 Relevance and coherence

To what extent has the design of the 16 Days Campaign enabled the achievement of its intended objectives?

3.1.1 Relevance

What are the main problems or needs that 16 Days Campaign aims to address?

The desktop review highlights that GBV and VAW continues to be a global issue driven by deeply entrenched cultural and behavioural norms. While the extent of GBV and VAW may vary between countries, with European countries showing lower levels compared to those in Asia and Africa, it is evident that this continues to be a pervasive problem across regions and demographics. While each country has their own contextual response to the problem as highlighted in the benchmark analysis prior, the 16 Days Campaign is a globally recognised campaign that is run annually and has been endorsed by the UN, with the aim of fighting GBV and violence against women and children. It is used as an organising strategy by individuals, organisations and governments around the world to call for the prevention and elimination of violence against women and girls⁹⁹. The Campaign is more specifically used to raise awareness and draw attention to the problem of GBV around the world.

The need for a global response to a global issue is evident against this backdrop and supports the ongoing relevance of the Campaign seeking to raise awareness, advocate for policy reforms, support survivors, and foster gender equality. The goal of the 16 Days Campaign is to raise awareness around issues relating to violence against women and to use these days to mobilise individuals and organisations around the world to call for the prevention and elimination of violence against women and girls by:¹⁰⁰

- Raising awareness about gender-based violence as a human rights issue at the local, national, regional and international levels;
- Strengthening local work around violence against women;
- Establishing a clear link between local and international work to end violence against women;
- Providing a forum in which organisers can develop and share new and effective strategies;
- Demonstrating the solidarity of women around the world organising against violence against women; and
- Creating tools to pressure governments to implement promises made to eliminate violence against women.

In the implementation and interpretation of the Campaign, the benchmark analysis has highlighted the nuanced approach that each country has taken. For instance, Canada focuses on the intersectionality of gender recognising the need to consider broader factors such as race, ethnicity, sexual orientation, and socioeconomic status. Tanzania and Kenya take a highly collaborative approach with government led initiatives and partnerships with global organisations such as the UNPFA. Activities are generally focused on raising awareness, Kenya undertakes more innovative activities such as using sport and art as part of their campaign.

⁹⁹ <https://www.unwomen.org/en/what-we-do/ending-violence-against-women/unite/16-days-of-activism>

¹⁰⁰ Ibid.

This nuanced approach is seen in South Africa too which has extended the Campaign to women and children (VAWC) and femicide (GBVF) in recognition of the local context and the specific challenges within the country. Violence against women has reached crisis levels, with femicide rates five times the global average before COVID-19¹⁰¹ and the fourth highest female interpersonal violence death rate globally in 2016.¹⁰² Violence perpetrated against children is similarly increasing. Again, as South Africa has extended its focus of the 16 Days Campaign beyond women to also include children, a review of the available data on violence against children was also conducted. The data shows that between 2015 and 2023, murder and attempted murder against children (aged 0 – 17) increased by 10% and 34% respectively, while assault GBH decreased by 14%.

This awareness focused aim and the broader focus across both women and children is clearly and commonly understood in South Africa too as reported across several different types of stakeholders that were interviewed:

“The Campaign is to raise awareness and advocate for women’s and children’s rights – with time this has broadened as issues of violence do impact all.” – National Department Representative

*“The purpose is around **awareness and advocacy** of this scourge of GBV in the country including how do we move away from societal expectations of men and women, and educating & correcting those behaviours.” – National Department Representative*

*“**Raise broader awareness** and education to develop the communities view on GBV and their rights on it (how to identify GBV and channels to follow when a victim)” - Provincial Department Representative*

The Campaign creates global alignment through a singular theme and is not prescriptive in terms of the type of activities to be carried out. Activities can generally be grouped into response – advocacy and research – and prevention. The latter includes primary and secondary prevention. Primary prevention is associated with raising the public’s awareness on the issue, and educating them on both their general knowledge of the issue as well as their rights and access to service. Secondary prevention focuses on efforts to undo the societal and behavioural norms around GBVF. All these activities are complementary and necessary to support the elimination of GBVF and VAWC. Thus organisations focusing on conducting research of the current state of GBVF are as essential as those focused on educating children and men and boys.

Overall, the purpose of the 16 Days Campaign is clear in raising awareness by providing a global response to a global problem.

3.1.2 Coherence

**Is the 16 Days Campaign designed appropriately to enable the achievement of its objectives?
Who is/ was consulted or included in the design of the Campaign (each year) – e.g. women representation?**

Alignment to South Africa’s GBVF response

South Africa has crafted its own contextual response to GBVF in its adoption of both the NSP on GBVF and the extension of the 16 Days Campaign to a 365 Days National Action Plan. The 16 Days Campaign – though it predates the strategy, is one of the tools used by South Africa to drive its response to GBVF and is well aligned with these broader strategic

¹⁰¹ <https://www.who.org/news/gender-based-violence-fact-sheet-southafrica/#:~:text=GBV%20is%20real,the%20hands%20of%20a%20partner.>

¹⁰² ¹⁰² <https://www.who.org/news/gender-based-violence-fact-sheet-southafrica/#:~:text=GBV%20is%20real,the%20hands%20of%20a%20partner.>

objectives. There are several pillars in the NSP on GBVF which align to the 16 Days Campaign objectives including:

- Accountability, Coordination, and Leadership – the Campaign is meant to be a national response to the severe crises facing the country including involvement from both private and public sector bodies.
- Prevention and Prebuilding of Social Cohesion – a key aim of the Campaign is on prevention and activities aligned to either primary or secondary prevention are a direct response to this.
- Justice, Safety, and Protection; and Response, Care, Support, and Healing – the 16 days Campaign is meant to support victims to access the services and support they need for both justice and healing
- Economic Power – the tie to economic power is not clearly aligned to the 16 Days Campaign, however, with less focus on the broader factors such as the economic power of victims.
- Research and Information Management – response based activities support in undertaking research on the current state of GBVF in the country.

The 16 Days Campaign was the catalyst for transitioning to a 365 day planning 2019 and was led by the Department of Women, Youth and Persons with Disabilities (DWYPD) in partnership with UN Women and 1st for Women Insurance¹⁰³ – the role of the Campaign evolved to play an amplification role of activities that occur throughout the year to combat GBVF.

The focus and types of activities undertaken over the Campaign period should either complement (to address gaps) or supplement (to reinforce existing initiatives) these ongoing efforts. Various activities are organised during the 16 Days Campaign period in South Africa to raise awareness and promote action against GBVF. Activities that could be carried out by both the private and public sector include:

Table 9: 16 Days Campaign Activity Overview

Type of activity	Example ¹
Community dialogues and forums	<ul style="list-style-type: none"> • CGE: Identifies areas with high levels of GBVF and holds the stakeholders within these areas accountable – awareness sessions are run with the community or stakeholder accountability sessions held. • SAHRC: Several activating including hosting events such as International Human Rights Day commemorations, stakeholder engagement events, symposiums, and annual commemoration discussions. • DSAC: Community healing and dialogue circles • WC Safety: Men's Dialogue platform for men to engage on the scourge of GBVF and the role men can play to hold each other accountable. • CSOs: Hold dialogues that include the hosting of dramas, poems and music; community drumming activity.
Sector dialogues and imbizos	<ul style="list-style-type: none"> • SAHRC: Conducted inter-provincial roadshows to raise awareness and promote GBVF-related issues as well as held an LGBTQ+ symposium in partnership with non-government organisations • WC Safety: Workshop on Sexual Orientation and Gender Identity (SOGI) facilitated by the Desmond Tutu Health Foundation, with WC DoH in attendance
Door to door campaigns	<ul style="list-style-type: none"> • NW DSD: Visit to victims' families and child-headed households • CSO in Diepsloot: Door to door campaigns used as a buildup activity during the Campaign
Research and policy development	<ul style="list-style-type: none"> • NW Department of Public Safety: Hosted a provincial summit in 2009 to assess the progress of the 16 Days of Activism for No Violence against Women and Children Campaign. The summit, led by the provincial Member of the Executive Council (MEC) at the time, aimed to evaluate the Campaign's achievements and challenges and develop a five-year Programme of Action. • Academic institution: Undertook research on the 16 Days Campaign as part of its broader GBVF research at the time.

¹⁰³ Source: <https://africa.unwomen.org/en/news-and-events/stories/2019/12/16-days-of-activism-samco>

	<ul style="list-style-type: none"> CGE: Undertakes a situational analysis which determines where and who the focus will be on in a particular Campaign year.
Support service exhibitions	<ul style="list-style-type: none"> Several provincial DSDs reported on community exhibitions where government and non-government stakeholders set up a booth to raise awareness on the role they play in GBVF (such as provision of shelter or SAPS explaining their support mechanisms), one termed it a “service delivery blitz”.
Education and training – internal and external	<ul style="list-style-type: none"> DIRCO – Minister conducted a keynote address during a virtual webinar on “Violence and Harassment in the World of Work” following the international theme DSAC – hosted wellness programs for artists and athletes
Communication campaigns – radio, television, social media, pamphlet distribution	<ul style="list-style-type: none"> A variety of departments and CSOs have used social media with varied evidence of social media posts, reported campaigns on radio, tv and social channels.

Source: Various documents across departments and CSOs as well as SSIs

Along with these events, the convening department is responsible for hosting an opening and closing event to mark the start and end of the Campaign period. Reports across stakeholders suggests that a mix of traditional and new approaches is still needed. For instance, social media is an important channel for driving mass reach and for targeting younger audiences. While radio as a more traditional platform is critical for reaching communities and older audiences. In addition, reaching audiences in the right place is critical – targeting high crowd areas such as taxi ranks and shopping malls, and places of employment. Further work can be done to innovate on the types of initiatives and communication channels are used to drive awareness. For instance, one CSO reported wearing a GBVF t-shirt to a shopping mall which generated strong responses from observers.

Government and the convening department has a role to play in supporting other departments and CSOs by crafting a communication strategy to guide them, including guidelines on how to reach rural versus urban audiences or youth versus older audiences or reaching potential perpetrators versus survivors. GCIS reported that it provides provincial directors in all nine provinces with a content plan and communication approach to implement at the provincial level through their district office – these plans were not available for further analysis. South Africa should look to the types of initiatives being carried out globally that could be implemented locally. For instance, simple initiatives such as the grassroots “orange t-shirt” campaign run in USA as a means of mobilising mass awareness in one year or following Canada’s approach of putting together well-crafted social media packs that can be used by any organisation.

The degree of alignment between the international **theme** and the local context is not always clear. The international theme set by the UN each year does not always tie-in to the local context and there are notable efforts undertaken by the convening department to adapt the theme for South Africa. The setting of this theme has evolved over time and is a key responsibility of the convening department. There is no available information about the lead department responsible for the 16 Days Campaign between the period 1998 – 2001. The years following are outlined below:

- In 2002 – 2003: The Department of Justice and Constitutional Development (DoJ&CD)
- For 2004 – 2005: The Department of Correctional Services (DCS).
- Between 2006 – 2008: The Department of Provincial and Local Government (DPLG).
- 2009 – 2010: Unknown.
- 2011: Department of Women, Children and People with Disabilities.
- 2012 – 2013: Unknown.
- 2013 – 2017: Department of Women.
- 2018 – to date: Department of Women, Youth and Persons with Disabilities.

Prior to 2019, a local theme (or concept) was developed early in the year by the convening department. The same concept was generally adopted for several years – this was to support stronger awareness through a unified message that is reinforced over time. The NCC played a critical role in involving key role players including government and non-government stakeholders in the setting of the concept ensuring a coordinated approach from this conceptualisation. **From 2019**, the concept setting shifted to different themes in each year while the underlying issue of addressing violence against women remained an overarching focus. The concept is guided by specific events or trends pertinent within that year as the convening department wanted to move towards a programmatic response (and away from awareness that may be misconstrued as a political rally). For example, one year the theme was guided by the killing of a young girl in the Western Cape while in another it focused on economic empowerment for women. Notably, this concept is only meant to guide the opening and closing event hosted by the convening department while other stakeholders are meant to follow the overarching focus.

It is evident from interviews that several departments did not understand that the specific concept was not to apply to them. Several departments reported that it was difficult to interpret and apply the theme in a manner that aligns to their broader mandate. For instance, the convening department selected the theme of access to water in relation to GBVF based on trends seen from Mpumalanga. Many departments reported that this theme was difficult to apply, even though the convening department did not expect other provinces to follow this concept as it mainly applied to Mpumalanga. Other departments choose to retrofit the Campaign to follow existing initiatives within the department rather than following the local aim – notably this still falls within the overarching focus in line with the intent of the convening department. For instance, a health department representative reported integrating into a healthy lifestyle programme running in the department at the time and linking it to gender and their lifestyle through group activities for safety, body shaming, nutrition etc.

This misalignment has created further confusion within departments in their role within the Campaign. While feedback from both public and private sector organisations all understood that the purpose of the Campaign was to raise awareness on GBVF and VWAC, further work needs to be undertaken by the convening department to support other departments in aligning their core mandate to the broader response. Certain departments such as SAPS and DSD have a clearer understanding given their ongoing involvement in GBVF activities.

The overall purpose of the Campaign has been to raise awareness about GBVF and VAWC. This purpose and its supporting objectives have not shifted significantly since the inception of the Campaign in South Africa. As the nature and scale of GBVF and VAWC changes in the country, the aims and objectives of the Campaign should shift with it (and be reflected in the ToC). The future of the Campaign needs to carefully consider the subject of the awareness as well as the nature of the Campaign in context of broader efforts and current needs.

Is the Campaign designed to enable effective implementation by all stakeholders (institutional arrangements)?

Institutional Framework

There are no formal structures prescribed for the 16 Days Campaign by the UN as it is the role of government, the non-profit sector, the private sector, labour, political parties, media and society in general. Within South Africa, Government has taken a lead role, but often collaborates with other stakeholders such as CSOs to implement activities over the period. The roles and responsibilities of the various organisations are laid out below:

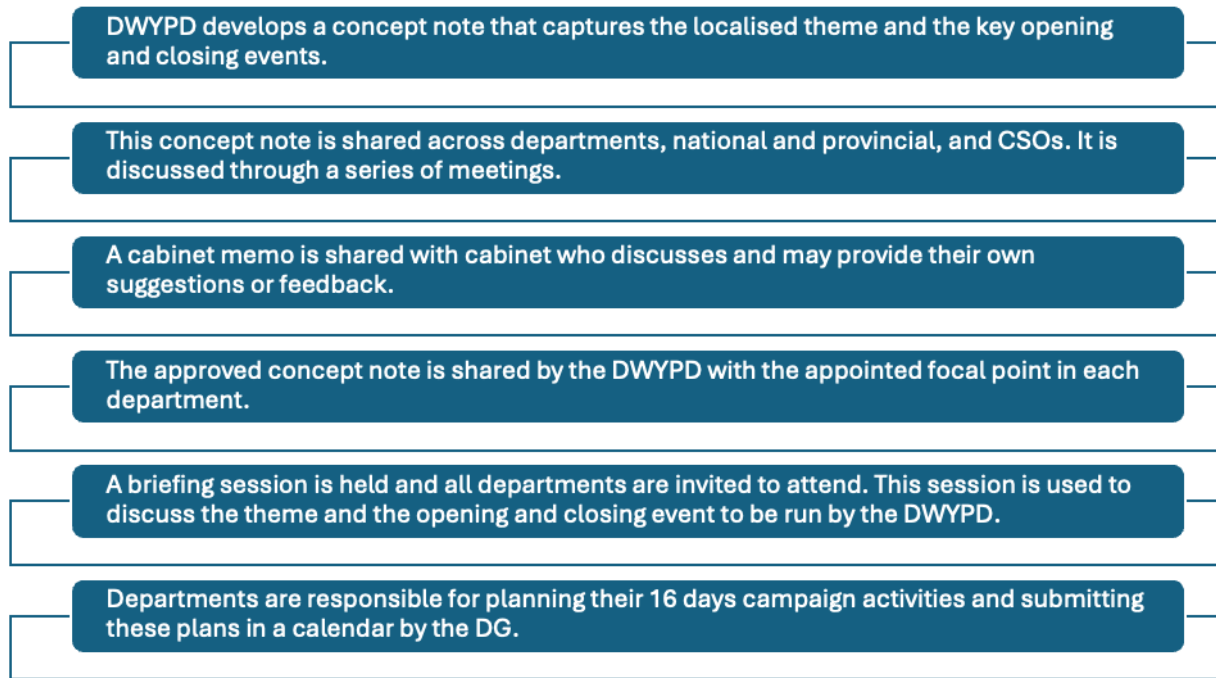
Table 10: Stakeholder Roles and Responsibilities

Organisation	Role and responsibility
Convening department	The convening department is a national department responsible for spearheading the Campaign including:

Organisation	Role and responsibility
	<ul style="list-style-type: none"> • Establish a central coordinating committee with clear cadence (including representatives and ongoing meetings) • Developing the local theme in collaboration with key government and non-government stakeholders • Communication and briefing sessions for sharing the concept and promoting collaborative planning • Crafting resources centrally (such as a social media pack) and disseminating them on publicly available platforms • Putting in place report structures for planning and capture of actual events and outcomes
Key supporting departments (DSD and GCIS)	<p>Key supporting departments to play specific role in supporting the planning of the Campaign including</p> <ul style="list-style-type: none"> • DSD to support with the local theme development and ongoing involvement through the NCC given its mandate and ongoing experience within GBVF and VAWC • GCIS to support with drafting communication strategy, plans and resources to guide and be utilized across departments. This should align to the local theme and support with a unified messaging.
National, provincial and local departments (including GBVF forums such as the VEP forum)	<p>All government departments are required to take part in the Campaign and host their own activities in line with the theme set by the convening department</p> <ul style="list-style-type: none"> • Contribute to the concept note setting led by the convening department • Attend briefing and communication sessions hosted by convening department • Plan activities in line with the local theme – ideally collaboration occurs within departments (national – provincial) and within provinces (spearheaded by the office of the premiere). • Partner with other departments and organisations (private, CSOs, academia etc.) • Capture outcomes from the Campaign.
Other organisations (private, CSO, academia)	<p>Other organisations are not required to take part in the Campaign, however, those within the GBVF space have important contributions to make by running their own activities or partnering with each other and government to run activities.</p> <ul style="list-style-type: none"> • Contribute to the concept note setting led by the convening department. • Attend briefing and communication sessions hosted by convening department (If invited). • Plan activities in line with the local theme – this may include indirect contribution through conducting of research or supporting with cross-collaboration.

The shift in the convening departments that has occurred over time is not immediately clear, as well as the decision for the 16 Days Campaign to reside with the DWYPD. Along with the shift in the convening department came changes in the flow of communication and planning processes from the convening department that is now conducted as follows:

Figure 3: Local Theme Development Process



Historically, with previous ministers of the convening department (Department of Women and Justice), an NCC would be formed early in the year, meeting bi-weekly to drive the implementation and concept development of the Campaign. The NCC was instrumental in securing sponsors from private sector companies (Vodacom) and banks for the events. The local theme setting stages were managed by the NCC, and included strong involvement by both the DSD and the GCIS. The GCIS would propose various brand concepts in line with the local theme, the final brand concept would be presented with the finalised theme to be used across departments for the Campaign. An example of some of the prior Campaign brands and taglines are illustrated below:

Figure 4: Campaign Branding Examples

2018



2017



2009



In addition, each department would submit their calendars of planned activities and a consolidated calendar would be crafted and posted by GCIS. However, with departmental restructuring, the NCC was disbanded, and individual departments began driving their planning and activities, with DWYPD as the custodian of the programme. This structure ceased to exist by 2019, and no evidence could be found in the literature of a similar structure to replace it. A stakeholder reported that the re-establishment of the NCC would require the same political will and drive as was seen by prior ministers. It would require the convening departments minister to spearhead this to overcome the individualised political agendas within the Campaign. This has led to a less collaborative and coordinated approach with lessening involvement from key departments such as the GCIS and the DSD. The section following on partnerships and collaborations will explore this in further detail.

Partnerships and collaboration

Historically, organisations (public and private) have had autonomy over the activities they plan over the Campaign period including who they partner with in the implementation of these activities. Various models for the implementation of the 16 Day Campaign can be found and are described below.

1. Government departments (from all levels) work alone to implement their own activities.

This is not often seen in practice and usually happens at a national level, however, where departments are leveraging ongoing initiatives for the Campaign it is possible that there is no coordination outside the department itself.

2. Intergovernmental partnerships where departments coordinate and collaborate on events.

Desktop evidence is inconclusive as collaborations between departments are not readily reported on or speaks to collaboration broadly and not specifically in relation to the Campaign. SSIs provided strong evidence that there is collaboration between departments. For instance, DHS reported that it partners with other departments spearheading their own activities for the 16 Days of Activism – they partnered with the DWYPD in the 2020 Campaign. There are also strong inter-departmental collaborations between DSD, Department of Health (DoH), DoJ & CD, SAPS and correctional services – these relationships are fostered by the ongoing involvement in GBVF and the VEP forums supporting this coordination during the Campaign too.

3. Partnerships with civil society organisations.

CSOs are an important stakeholder who are close to the communities within which they work. CSOs often act as the implementing arm of government when they are unable to do so, and as such play a critical role in this Campaign. The CSOs (NGOs, NPOs, CBOs) working in the GBVF space often collaborate with government (particular at the local levels) on efforts around the 16 Days Campaign. The DBE has worked with the Children's Radio Foundation in hosting radio campaigns in the past. A provincial education department also reported working with other NPOs and CSOs who would support with capacitation in implementing its activities that focused on the LGBTQIA+ issues. TEARS and "Lawyers Against Abuse" has reported working with government

departments as well as other CSOs. Generally, CSOs are the key hosts and planners of events which are then supported or attended by government representatives. Supported events may be in the form of financial or non-financial resources (e.g. provision of speaker or location).

4. **CSO/ Academia own run activities.**

CSOs and academia may undertake efforts on their own to plan and host events. One CSO reported that previously they would both invite and be invited to government events, however, have since withdrawn from government partnerships due to multiple rejections from government of the activities they run.¹⁰⁴ Another CSO mentioned general partnerships it holds with government in its work within GBVF but was not related to the Campaign itself.

5. **Public-private partnerships.**

These partnerships are those between the private sector and government. Private organisations often have pre-existing relationship with government (e.g. mining companies and the Department of Mineral Resources and Energy) which should be leveraged during campaign period. There is no recent evidence of these types of partnerships and seems to be a missing collaboration model in the Campaign.

The evaluation evidence suggests that more can be done to promote collaboration:

- While the concept meetings held by the DWYPD supports this as both government and CSOs are invited to these, it requires timeous notice to attend and enough meetings to allow for continued discussions on the Campaign. Prior to 2019, NCC served as the national support structure for the 16 Days Campaign, meeting bi-monthly to plan and give feedback. This structure and consistency in meetings allowed for stronger cross collaboration approaches.
- One stakeholder also suggested that the prior approach where the Campaign had consistent themes and branding which ran over several years, such as “Count Me In” and “Don’t Look Away”, fostered more partnerships. While the current approach has the theme changing every year which has caused confusion and seems less effective in supporting a broader co-ordinated approach.
- There is a lack of recent evidence of consolidated calendars across departments (national and provincial) of planned activities to take place during the Campaign.¹⁰⁵

These contributing factors has resulted in incoherent and uncoordinated approaches within government itself as there is no central point to drive this coordination. The following findings support this. First, activities run by national and provincial departments within the same vertical (e.g. health or safety), were done in isolation from the other. The one exception for this is the DSD which requires all provincial departments to submit their planned activities – reports from SSIs suggest there is a degree of coordination that occurs to avoid duplication of events or overlaps in key planned activities. Second, there was variance between provinces who would co-ordinate across departments in the province. One provincial department reported the following:

“Each division organises their own activities but there is only some involvement and cross sharing of information across divisions” – Provincial department stakeholder.

While another reported that the province follows a cluster model where several departments are part of a particular cluster (e.g. roads and transport is a cluster) that allows for cross-collaboration and coordination between departments including the Campaign. In this model, other departments in the cluster craft their programmes and plan together to ensure that they

¹⁰⁴ It is unclear the type of events and the reason behind these rejections.

¹⁰⁵ Calendars were provided by individual departments, and desktop reviews were only able to find consolidated calendars in 2014/15.

do not overlap and preventing more than one event being held on the same day and detracting from another. Select provinces such as the Eastern Cape report that their Office of the Premier supports with an inter-provincial co-ordination, however, this does not flow up to national coordination. Lastly, CSOs have little to no involvement in coordinated planning with national government stakeholders, however, there is greater involvement at a provincial level. Private sector involvement is clearly missing throughout this and it is unclear why steps have not been taken by departments to involve key private sector organisations in their activities.

The outlined communication and briefing session above does not currently allow or promote effective collaboration across these various arms. There are several important steps which the convening department should take to support a coherent and coordinated approach including the re-establishment of the yearly NCC and clear and consistent cadence on meetings. While the convening department has reported shifting away from an awareness approach to programmatic, balance needs to be struck between supporting other organisations raise awareness and the convening departments own activities.

The role of the DSD needs to be carefully considered. GBVF and VAWC is part of the ongoing mandate for DSD activities and objectives, it is also the leading department for VEP that includes a broad target audience:

- Victims of crime & violence
- Women (primary) and children (secondary)
- Victims with are living with disability
- Elderly victims
- Victims from the Lesbian, Gay, Bisexual, Transgender & Intersex Communities(LGBTI)
- Victims of human trafficking
- Victims of sexual offences (sexual assault & rape)
- Victims of domestic violence (including intimate partner violence).

In addition, given its mandate, the DSD should be considered a key stakeholder in the Campaign regardless of whether it is the convenor – the departments experience and focus should be included in the design and implementation of the Campaign in future. Further efforts need to be made to form strong, ongoing partnerships with the DSD and to revive important relationships such as that with the GCIS in future.

Finally, the role of the media in the Campaign and as an important partner was raised during post-evaluation discussions. The media is a crucial channel for driving mass reach – as mentioned earlier traditional channels such as radio and television continue to be important in South Africa. The role of the media has declined over the years, partially driven by declining resources as will be discussed below. However, given that the Campaign is to raise awareness this suggests the media has a central role to play and should be considered a key partner.

Campaign period

A final important consideration in the current design of the Campaign is the calendar period within which it falls (25 November – 10 December). This period is close to end of year or holiday periods as well as exams at secondary and tertiary institutions. This limits the extent of activities and reach of the Campaign as citizens are also more likely to be away from formal places of work and learning. In addition, national and provincial departments of education are likely to face conflicting priorities as it balances school exams with the Campaign. In addition, holiday periods are generally associated with surges in violence as individuals spend more time at home. Thus while Campaign activities are important they need to take this context into account.

The calendar period is determined by the UN; however, consideration should be given as to whether this suits the local context and needs.

3.2 Efficiency

Has the implementation of the 16 Days Campaign been efficient?

Planning

The starting point for the planning of the Campaign is the crafting of the concept note. Even though the overarching focus remains the same, government departments await the release of the concept note for their planning¹⁰⁶. The shifts in theme is also a pain point as stakeholders are more familiar with previous themes that had a clear national effort – as opposed to the highly specific, and changing themes recently. Thus the planning is dependent on the timeous announcement of the theme and concept note – while the calendar period remains the same each year the nature of the Campaign depends on this theme.

Several departments at both the national and provincial level reported that when the theme is released late or very close to the Campaign period this results in either rushed planning or retrofitting ongoing activities to the Campaign. The DWYPD has affirmed that there should be standard operating procedures and processes for coordinating and hosting the 16 days Campaign to ensure that everyone has a clear understanding of the planning and implementation processes.

The meetings for the development of the concept notes do not occur consistently, and when meetings are held it is often the case that the key focus is the opening event (linked to the concept for that year). There is an additional challenge once the concept note is finalised it is to be shared with the focal point within each department. However, the database used by the DWYPD is often not up to date and oftentimes the information does not reach the relevant representative timeously – this causes further delays in the planning. And finally, invitations to briefing sessions are shared across departments but attendance is generally very low. In certain instances, the DWYPD has to call and share a signed letter from their DG to get specific departments to attend – this is in the case where certain departments are necessary for the implementation of the years' theme.

Low attendance is caused by several factors including the wrong focal point, a lack of interest as the sessions are not viewed as valuable in setting direction and can be derailed by broader concerns by other representatives. It is important to note that these briefing sessions have consistently found to be valuable based on reports of attending departments – the convening department has also acknowledged that discussions in these sessions are highly robust and engaging. DWYPD has acknowledged that attendance is higher when there is enough notice given and supporting information and when the Minister attends. This trickles down to low completion of calendars where departments either do not submit or submit only partially populated calendars to the convening department. In some cases this is due to tight timelines to put these together. This lack of documentation along with reported feedback suggests that there is a lack of coordinating effort by the convening department to support in selection of the types of activities carried out, encourage collaboration – especially outside of government, and provision of additional resources to be used during the Campaign. This leads to an incoherent approach to the Campaign, with departments reliant on their own networks and resources to implement the Campaign.

Once again, the discrepancy between planning and implementation prior to 2019 with the involvement of the NCC highlights the importance of a clear planning process. Given that the Campaign occurs within the same period each year, planning should start early and follow a structured approach.

¹⁰⁶ Government departments should be able to start with their planning even without the concept note as the section above outlined.

Resource allocation

The planning process is further constrained by a lack of ring-fenced budget for the Campaign – national and provincial departments do not have the Campaign as an explicit line item in their annual performance plans and accompanying budget. The Campaign department has reported that they do not have sufficient funds to dedicate towards the Campaign, conversely the DSD is able to allocate amounts up to R 1 million as it is a line item in their annual performance plan ensuring a dedicated budget for the Campaign. As funding is a decentralised process, the convening department does not have control over setting a central fund to support other departments. It requires each department on an individual level to have budget be allocated for the Campaign, with declining costs it is unsurprising that one of the first costs cut by departments are events.

It is unclear how departments are expected to participate and implement initiatives without available funding. Departments currently overcome this by leveraging existing activities that are being run in the department – this circumvents the need for further finances but also limits the type of activities that can be run and their relevance to the Campaign. In some cases, departments attend events organised by CSOs/NGOs and use this as evidence of their involvement. This has resulted in frustration from CSOs who do not receive any support from government in exchange for their attendance and supporting them in fulfilling their requirements. This lack of funding is likely to result in a lack of innovation, limitations on the types of activities that can be run. Evidence of this is clear when looking at a key supporting department – GCIS. The department has reported facing resource constraints both in terms of funding and the number of individuals available to support in crafting the communication strategies and assets. The lack of changes in the branding between 2021 and 2023 highlights this.

Figure 5: Campaign branding, 2021 - 2023





This also means that CSOs and other organisations need to rely on their own budgets to run Campaign activities. However, CSOs who receive funding from the National Development Agency (NDA) and undertake activities for the Campaign are indirectly funded, the extent of activities depend on the share of the budget used for this. Other CSOs which do not receive government funding may still undertake activities but typically do not produce new resources for the Campaign or run specifically designed activities.

Overall, these factors have contributed to the Campaign being more of a tick box activity than an important period within the year to focus efforts – financial and non-financial – to elevate and amplify the issues being dealt with in the 365-day efforts. The ongoing sustainability of the Campaign rests heavily on the plans put in place to circumvent or alleviate these resource constraints. The Campaign will continue to be viewed as a burdensome activity, rather than a necessary intervention, if stakeholders do not have the necessary financial and non-financial resources to support it.

3.3 Effectiveness

To what extent has the 16 Days Campaign achieved its intended objectives?

To what extent has the 16 Days Campaign been implemented as planned?

There are a variety of events and activities run and planned across the departments and CSOs such as:

- Exhibition style events where a variety of departments and CSOs set up a booth and share information on the service or support they provide in relation to GBVF.
- Prevention event held at a prison with perpetrators and victims' family invited to participate in an open dialogue and discussion.
- Private companies calling on CSOs they fund to host talks on GBVF awareness in the workplace.
- Events targeted at employees within departments to educate them on GBVF issues such as a "Men Indaba" or "Employee Wellness".
- Various awareness campaigns including radio shows, social media posts and pamphleteering.

In these events the various organisations adhere to the local theme, with very few instances of organisations following the international theme, and align their activities to it as far as budget and time allows. CSOs tend to focus on activities that deal with issues currently facing their community as opposed to strictly adhering to the theme, in addition government departments contextualise the theme to align to their mandate. This aligns to approaches taken in the USA, for example New York City takes a localised approach depending on the specific local challenges facing the area. Reported feedback suggests that these events are well attended with strong engagement by attendees. The findings from both interviews and desktop reviews suggest that community dialogues, door-to-door and social media campaigns are the most popular activities run across various stakeholders. Exhibition style

events also take place on an ongoing basis, as these are driven by the VEP forum and its representatives it allows for this consistency. While other channels such as radio remain popular, they generally require larger budgets thus limiting the extent of these campaigns. Finally, private sector involvement has decreased over the years thus major campaigns seen in earlier years has also diminished.

The findings on the planning and resource allocation above means that departments often rely on already planned activities that can be adapted for the Campaign. For instance, the DoH reported that it uses the Campaign as a build-up to World Aids Day but still leverages already planned or ongoing initiatives. As a result, activities are not guided by the theme but are dependent on existing activities due to either a lack of time or budget. This was a consistent finding within government (national and provincial) and amongst CSOs. In certain instances, some departments have resorted to relying on their partnerships with CSOs by participating in CSO organised activities. While some departments may support CSO run activities by providing items such as a speaker or funding transport or catering, others may join these events without providing any resources. The latter case has resulted in frustration with certain CSOs who help a department fulfil their responsibility without receiving any support (financial or non-financial).

The DWYPD hosts a range of events to build up to the start of the Campaign, with the main efforts focused on the opening event. The department reported that it is the build-up events which are more effective at driving awareness as the opening event tends towards being a politicised event rather than one geared towards raising awareness. Given that the convening departments own role is constrained, it is unsurprising that the degree of participation and extent of effort in the Campaign has lessened over the years. The convening department should lead by example by offering ideas, communication strategies and resources (such as digital assets) that can be used by all organisations. In this way, the department still provides enough room for autonomous planning while supporting these efforts by providing guiding frameworks.

Participation and collaboration

An important objective of the Campaign is to foster collaboration across different types of stakeholders to support a national (and international) effort towards GBVF. This Campaign should not be viewed as a DWYPD event or even a government-only effort, as its purpose is to highlight the role all individuals have to play in the fight against GBVF. There is a broader need to have ongoing forums and meetings that focus on GBVF to support with participation across public, private and CSOs. The evaluation notes that the establishment of a National Council on GBVF in line with the NSP on GBVF will address this gap if structured well and with involvement from the right stakeholders. This ongoing collaboration is critical to support a coordinated approach during the Campaign and crafting a Campaign in line with broader GBVF efforts – ensuring that relationships are fostered and maintained before and after the Campaign period. Note that the NCC would be an implementing committee specifically for the 16 Days Campaign with linkages into the national council (these linkages will need to be determined by the national council once it is established).

CSOs continue to participate in the Campaign with all reporting being involved in some efforts or activities over this period. The Campaign has built a strong brand over the years and continues to see active involvement with most CSOs reporting that they have been aware of the Campaign since working in the GBVF space. CSOs typically partner with government departments such as SAPS, DoH and DoJ & CD in their activities – as these are pre-existing relationships which they utilise outside the Campaign period. Private sector participation appears to have declined over the years, with only a few CSOs reporting that their private sector funders may request their support in conducting their 16 Days Campaign activities.

Government participation is mixed with certain departments continuing to make greater efforts than others. Safety, education, health, justice and social development departments

are at the forefront of these efforts. In addition, DSD representatives at a provincial level consistently report that they are relied on by other departments to lead efforts in the Campaign because it is considered to fall within their mandate. Other departments report that they struggle to determine their specific role within the Campaign and thus defer to efforts of others, including CSOs. Certain departments have a clear and continued missing presence in the Campaign. The report has already highlighted that national departments also implement activities in a siloed approach from the provincial branches. This is further evidenced by organisations like the Community of Gender Equality who conducts research ahead of the Campaign to highlight key trends and issues within GBVF, however, the extent to which this research is used to either inform Campaign activities or even the concept is unclear.

There are some key stakeholders whose role has either enabled or constrained the extent of participation and collaboration. The important role of the NCC has been extensively discussed, which now only exists as the NCC for arts and culture. The convening department has reported that it requires strong political will, and a driving effort by the Minister or Deputy Minister for the reestablishment of the NCC to ensure that departments are involved in GBVF discussion on an ongoing basis. The establishment of the DWYPD and the shift in the Campaign from being purely awareness driven to now being couched in broader national strategies and plans, has also caused the role of the GCIS to diminish over time. As a result, the involvement of GCIS has clearly lessened with Campaign branding remaining static and their primary role now being to ensure a media presence at the opening event.

There is a clear need to foster ongoing collaboration and coordination across departments. This section continues to highlight the need for a centralised body or committee responsible for coordinating all GBVF and VAWC efforts in the country. This centralised approach should foster collaboration and partnerships on these issues over the longer term, thus allowing these relationships to be easily tapped into during periods such as the Campaign. Key decisions will need to be made on the role of this central department for the Campaign (e.g. strategy setting only with implementation held by another department or run end-to-end). In the interim, the coordinating department must put in place mechanisms to support a coordinated approach including the setting up of the NCC to support with delivery of the Campaign. While the VEP forums may be a good starting point, these do not fall under the control of the DWYPD. In addition, the role of the DWYPD in the Campaign needs to be more clearly defined and elevated beyond the setting of a concept note to guide one opening event to ensure that the campaign continues to focus on the broader GBVF challenge. Public efforts should drive private sector efforts as was seen in earlier Campaign years where branding of the Campaign was solidified.

To what extent has the implementation of the 16 Days Campaign been effective in achieving its objectives?

The 16 Days Campaign against violence targeting women and children in South Africa, while a longstanding initiative involving government and civil society, faces criticism regarding its impact and effectiveness in reducing violence. Key figures like Joan van Niekerk (Director of Childline) and Ann Skelton (Director of the Centre for Child Law at the University of Pretoria) question its efficacy, advocating for evidence-based prevention programme and sustained efforts beyond the Campaign's duration.¹⁰⁷ Synnov Skorge (Director of the Saartjie Baartman Centre) criticises the lack of concrete action plans and implementation¹⁰⁸, while Jennifer Williams (Director of the Women's Legal Centre) underscores the need for ongoing evaluation and deeper societal engagement to address gender-based violence's root causes within a patriarchal context.¹⁰⁹ Despite strengths in raising awareness and initiating the 365

¹⁰⁷ Nashira Davids, 'Sixteen Days Campaign Is a Waste of Time,' Times Live, 26 November 2013, <http://www.timeslive.co.za/thetimes/2013/11/26/16-days-campaign-is-a-waste-of-time>

¹⁰⁸ Rebecca Davis, 'No Violence against Women and Children: 16 Days Is All You Get,' Daily Maverick, 13 December 2012, <http://www.dailymaverick.co.za/article/2012-12-13-no-violence-against-women-and-children-16-days-is-all-you-get/#.VrCXp0AoQwA>

¹⁰⁹ CSVR, 2016

Day National Action Plan, weaknesses include a lack of measurable impact, inadequate collaboration between stakeholders, and challenges in reaching rural areas.

Previous evaluations highlight similar challenges such as fragmented stakeholder cooperation and inadequate funding hindering effectiveness.¹¹⁰ Past assessments of similar campaigns, like the 16 Days of Activism, reveal mixed results: while awareness increased, significant impact on reducing GBVF remains elusive due to insufficient planning, implementation gaps, and inconsistent monitoring.^{111,112} Despite government efforts to enhance infrastructure and training for GBVF response, challenges persist in translating awareness into tangible outcomes amidst rising reported cases of violence.¹¹³

It is important to re-iterate that this Campaign is one component of a broader national effort to fight GBVF and VAWC, to key question is whether some of these changes would have occurred without the Campaign. This is the underlying consideration in the findings below. There are several key objectives of the Campaign including changing public perceptions and awareness of VAWC, encouraging survivors to seek help and to create opportunities for ongoing collaboration and discourse on VAWC. There are no formal data collection processes in place to support the measurement of the outcomes of the Campaign, this study relies on evidence shared during SSIs with various stakeholders.

Changing public awareness, understanding and attitudes of VAWC?

There have been consistent responses that the Campaign has been important in educating and raising awareness about the issue among South Africans. Numerous CSOs reported that in their communities, there has been a clear shift in mindset where individuals are able to identify GBVF and have the language to understand it. In addition, there continues to be a strong and positive brand associated with the 16 Days Campaign which is due to concerted efforts by all stakeholders but particularly government from marking this Campaign consistently since its inception in the country. Various individuals reported that once they joined a government department or started working for a CSO they became aware of the Campaign.

Notably, in post-evaluation discussions concerns were raised around the content of the awareness raising Campaign as while South Africans have a stronger awareness today of GBVF and VAWC the problem persists and worsens. As highlighted in the design section earlier, the objectives of the Campaign need to be clearly defined and aligned with the current needs and gaps in knowledge or understanding of the issue. The Campaign should support the broader GBVF efforts and used to complement or supplement it in each year as needed.

Encouraging/ empowering victims/ survivors to seek assistance? Encouraging everyone to condemn VAWC and greater community participation and mobilisation?

Anecdotal evidence along with SAPS data suggests that victims are encouraged and empowered to seek support as the number of reported cases tends to rise after the Campaign, while various CSOs see an increase in the number of individuals who seek support from them. However, challenges within service delivery may undo these efforts as victims who seek support at their local police station or try to take a case to court may face service delivery failure. Encouraging victims to seek support must be matched with adequate service provision or it could lead to further mistrust and lack of reliance on providers who are meant to assist them.

Community participation and mobilisation is unclear, however, based on reports from community run events it seems that participation in the Campaign is strong. Whether this leads to further mobilisation cannot be conclusively determined.

¹¹⁰ Commission for Gender Equality, 2012

¹¹¹ Ibid

¹¹² CSV, 2016

¹¹³ Makhuba, 2021

Creating platforms for discourse around VAWC? Creating sustained partnerships to address VAWC?

This report has highlighted the important role the NCC played in creating a platform for discourse and sustained partnerships that continue beyond the Campaign. Recent iterations of the Campaign provide less evidence of this. However, CSOs have reported that the Campaign provides a platform for continued discussion of GBVF and they benefit from the community events as it brings stakeholders together and allows for connections to be formed.

4 CONCLUSION AND RECOMMENDATIONS

The 16 Days of Activism Campaign has a global and local significance, and continues to remain an important element in the fight against GBVF and VAWC as South Africa continues to face a challenge that has been labelled as the new “pandemic”. Efforts by government and non-government stakeholders to take part in the Campaign has remained consistent since 1993 and has developed strong brand recognition in the country.

There are several important factors that need to be taken into consideration to strengthen the effectiveness of the Campaign. This includes setting a clear overarching theme accompanied by structured processes and approaches for the planning of the Campaign across stakeholders. The convening department plays an important role in creating these structures and ensuring involvement by the right stakeholders to enable the achievement of the Campaign outcomes. This Campaign must be supported by ongoing efforts to support victims and prevent future rising rates of GBVF.

4.1 Relevance and coherence

The continued need for a global and local response to GBVF and VAWC continues to remain relevant in South Africa with ever increasing numbers of cases and victims. The Campaign is an important component in the broader fight against this, however, the specific objectives of the Campaign must be considered in light of shifting needs and concerns. In addition, there are certain building blocks which must be in place to support successful implementation and outcomes and thus contribute to the medium and long term outcomes as outlined in the ToC.

Notably, there are important lessons from the manner in which the Campaign was designed prior to 2019 and should be used as a measure of best practice.

There are **ten key recommendations** for improving the relevance and coherence of this Campaign.

R1. Set a **clear overarching strategy** for the Campaign that can be broadly applicable to a variety of stakeholders and departments. Consideration should be given to setting a theme that runs over several years to create predictability and a longer-term response, alternatively setting a theme for the year (as part of 365 day efforts) with the Campaign amplifying the message during the period.

R2. The **Theory of Change must be used as a guiding framework** to ensure all the building blocks are in place for the successful achievement of the outcomes – these outcomes should also be clearly defined and while they should not shift continuously must be relevant to the needs of the country and fit into broader efforts.

R3. The **concept note** set by the convening department should provide clear guidance on the interpretation of the theme. It must be broad enough to provide guidance to a range of organisations to adapt and apply it within their contexts or in line with their mandate.

R4. The concept notes should include an **implementation framework** or guiding document. This should include clear paths to targeting important subsegments such as being disability inclusive. This balances structure with autonomy as organisations should still have the freedom to implement their own types of activities in line with resource availability.

R5. Convening department should be responsible for crafting **shareable resources**, such as social media assets, that can be utilised by any organisation. The **GCIS should be a key driver of this branding effort** including crafting of clear and **tailored messaging for different audience segments**.

R6. **Mobilise media efforts from national broadcasters** across both television and radio. Partnerships should be re-established and these stakeholders should be considered key partners in the Campaign efforts.

R7. **Re-establish the NCC as a central coordinating body headed by the convening department** responsible for delivery of the Campaign – it should include key stakeholders such as the DSD and GCIS. The establishment of the National Council for all GBVF and VAWC efforts should then define and determine the placement, role, and responsibility of the NCC (or convening department) of the Campaign going forward.

R8. **Hold briefing sessions more often and consistently** to support with ongoing attendance and participation of various stakeholders across government and non-government. These briefing sessions should include invitations to private sector organisations to support private-public partnerships.

R9. **Consider the Campaign period** as it overlaps with important times - school & university exams and holiday seasons. The Campaign may need to start efforts earlier or consider the extent to which certain departments are required to be involved over a period where they may have conflicting priorities.

R10. Set clear **objectives and indicators to measure the outcomes of the Campaign** in each year and support with a common understanding of the purpose of the Campaign. This should be **supported by clear reporting structures and templates** for participating departments to complete. These should be linked to clear accountability mechanisms to ensure that the Campaign is not seen as a tick-box only activity.

4.2 Efficiency

There are clear and important steps that need to be taken by the convening department to support a more efficiently run Campaign. This includes setting of their own internal processes and procedures as well as consideration for the type of support they should provide to other organisations. A well-structured Campaign with standard processes and cadence are important contributors to supporting a coordinated approach and improving the effectiveness of the Campaign.

There are two key recommendations from these findings:

R11. **Standard processes and procedures for the planning of the Campaign** must be put in place and followed. This includes key dates for meetings and deliverables, cadence for meetings and collaboration, and central sources of information.

R12. Define the **type of support or involvement expected from departments who do not have a dedicated budget** for the campaign – explore both financial and non-financial contributions that could be made.

4.3 Effectiveness

The Campaign's effectiveness has been supported and hindered by several factors. The strong brand awareness around the Campaign continues today and is a result of dedicated and ongoing efforts by government to mark this period. This is evidenced by the strong participation of CSOs and several departments in the activities they run.

However, the Campaign needs a stronger collaborative effort across all stakeholders and the re-establishment of ongoing discourses and involvement by important stakeholders such as the GCIS and DSD. There are no new recommendations for this section as these have already been defined in "relevance" and "efficiency" above.

The Way Forward

GBVF and VAWC continue to be pressing challenges in South Africa with evidence that the problem is worsening. This structural challenge requires long-term national effort supported by a set of complementary activities driving towards a common goal. The NSP on GBVF is an important guiding framework, however, the implementation of the supporting activities will determine its success.

The 16 Days Campaign has played an important role historically by raising awareness of an issue that was largely unspoken and unacknowledged in communities. However, in light of the persisting issue the future of the Campaign is at a pivotal point. This evaluation has highlighted the strengths of the Campaign as well as the significant efforts and changes needed to support the successful achievement of the Campaign objectives. The efforts of the Campaign must be balanced against its effectiveness and impact, the latter is unclear given the lack of available evidence and documentation, to determine the sustainability and role of the Campaign in future. In light of this, further studies and efforts may be needed to measure the historical impact of the Campaign, to determine the role of the Campaign as part of broader GBVF efforts, and define awareness and the supporting objectives of the Campaign going forward.

Annexure A: Evaluation questions

Primary evaluation questions	DAC Criteria	Secondary evaluation questions
To what extent has the design of the 16 Days Campaign enabled the achievement of its intended objectives?	Relevance and Coherence	<ul style="list-style-type: none"> • What are the main problems or needs that 16 Days Campaign aims to address? • Is the Campaign designed appropriately to enable the achievement of its objectives? <ul style="list-style-type: none"> ◦ Who is/ was consulted or included in the design of the Campaign (each year) – e.g. women representation? • Is the theory of change and logframe for the Campaign sound? What are the assumptions underpinning the ToC? • Is the Campaign designed to enable effective implementation by all stakeholders (institutional arrangements)? • What is the institutional framework for the Campaign? Who are the stakeholders involved in planning, implementation etc.? <ul style="list-style-type: none"> ◦ The three spheres of government, centre of government departments, civil society, labour, private sector, Chapter 9 institutions and development partners – Institutional mapping • Is this institutional framework cohesive and appropriate? Are there any gaps? • Are the roles and responsibilities commonly understood by all stakeholders?
Has the implementation of the 16 Days Campaign been efficient?	Implementation	<ul style="list-style-type: none"> • To what extent has the Campaign been implemented as planned? • How have the various stakeholders interpreted and implemented the Campaign? • How has the Campaign been included in the APPs, implementation plans, budgets of various stakeholders? • What factors influence the way the Campaign is implemented by various stakeholders? • What are the main enablers and bottlenecks/ constraints/ barriers to efficient implementation of the Campaign? • What activities are currently being offered by various stakeholders at local, provincial, and national levels across the objectives of the Campaign – by government/ CSOs/ other stakeholders? – Landscape map
	Efficiency	<ul style="list-style-type: none"> • What has been the level of participation, collaboration and coordination from stakeholders in the implementation of the Campaign? <ul style="list-style-type: none"> ◦ Are the coordination and reporting systems adequate? ◦ Are the communication strategies effective at all levels? • What, if any, have been the areas of synergy/ complementarity/ diversion between the various stakeholders involved in the implementation of the Campaign? • Have adequate resources (budgets, human capacity etc.) been allocated to the implementation of the Campaign? <ul style="list-style-type: none"> ◦ Have budgets been aligned/ funds been ringfenced for these activities. ◦ If not, how is the implementation of the 16 Days Campaign expected to be funded. • How can resource allocation be improved? What can be done to improve efficiency?
To what extent has the 16 Days Campaign achieved its intended objectives	Effectiveness	<ul style="list-style-type: none"> • To what extent has the implementation of the 16 Days Campaign been effective in achieving its objectives? <ul style="list-style-type: none"> ◦ creating awareness and publicity about the problem of violence against women and children; ◦ assisting and motivating victims to seek help; ◦ encouraging the involvement of everyone in condemning violence against women and children; and ◦ providing a platform for continued discussion of GBVF • Are these effects attributable to the 16 Days Campaign or would they have occurred anyway? • What factors contributed to/ hindered the achievement of outcomes?

Annexure B: Detailed fieldwork**Fieldwork with national stakeholders**

Department	Planned	Status
Commission for Gender Equality	1	Completed
South African Human Rights Commission	1	Read, no response
Department of Communication and Digital Technologies (DCDT)	1	Read, no response
Government Communication And Information System (GCIS)	1	Completed
Statistics South Africa (Stats SA)	1	Completed
Department of International Relations and Cooperation	1	Not attended
Department of Tourism	1	Not attended
Department of Cooperative Governance (DCoG)	1	Completed
Department of Traditional Affairs (DTA)	1	Read, no response
Department of Home Affairs (DHA)	1	No response
Department of Police (SAPS)	1	Completed
Department of Justice and Constitutional Development (DoJ&CD)	1	Unavailable
National Prosecuting Authority	1	Completed
Human Settlements	1	Completed
Department of Higher Education and Training (DHET)	1	No response
Department of Health (DoH)	1	Completed
Department of Basic Education (DBE)	1	Completed
Department of Social Development (DSD)	1	Completed
Total	17	10

Fieldwork with provincial stakeholders

Area of government	Department	Planned	Departments Contacted	Completed
Social services	Department of Health (DoH)	Max = 4	Gauteng; KwaZulu-Natal; Mpumalanga; Western Cape	2
	Department of Basic Education (DBE)	Max = 4	Free State ; Gauteng; KwaZulu-Natal; Western Cape	3
	Community safety	Max = 4	Free State; Gauteng; KwaZulu-Natal; North West; Western Cape	3
	Department of Social Development (DSD)	Max = 4	Eastern Cape; KwaZulu-Natal; Limpopo; Northern Cape; Western Cape; and Gauteng	6
Total		16	19	14

Fieldwork with other key stakeholders

Organisation	Stakeholders	Planned	Completed
Research/ Universities	Centre for the Study of Violence and Reconciliation	Maximum = 2	2
	Centre for Child Law at the University of Pretoria		
	Council for Scientific and Industrial Research (CSIR)		
	Wits Centre for Diversity Studies (WiCDS)		
Experts	Lisa Vetten	Maximum = 3	2 (1 refusal)
	SVRI		
	UN Women		
	Southern Centre for Inequality Studies		
CSOs/ advocacy	National NPOs (full SSIs)*	Maximum = 3	3
Total		8	7

* SSIs with three national NPOs different from those held with the CSOs below, these were long form 1-hour discussions while the CSO fieldwork below were shorter, telephonic interviews.

CSO Fieldwork Overview

CSOs were purposively selected based on their involvement in GBVF with the DSD across all the provinces, and additional organisations were sourced and identified through the National Shelter Movement and other large NGOs. The evaluation sought a mix of the type of CSOs based on their location and type of work to ensure a representative sample.

Province	Sample	Contacted	Full interviews	Short interviews*	Total interviews
National	10	37	3		3
Eastern Cape	10	38	4	4	8
Free State	10	36	3	2	5
Gauteng	10	27	4	1	5
Kwa-Zulu Natal	10	19	2	2	4
Limpopo	10	24	2	3	5
Mpumalanga	10	25	2	2	4
Northern Cape	10	12	2	1	3
North West	10	9	2	1	3
Western Cape	10	50	5		5
Total	100	277	29	16	45

*Note: Interviews shortened to five key questions.

Annexure C: Literature review

International policies and frameworks

The **Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)** was ratified by South Africa on 15 December 1995 and accepted to the Optional Protocol to CEDAW in March 2005.¹¹⁴ CEDAW, which is often described as an International Bill of Rights for Women, was adopted by the United National General Assembly in 1979.¹¹⁵ The Convention's 30 articles explicitly define the meaning of discrimination against women, outline an agenda for national action to end such discrimination, and legally binds the 189 countries that have ratified it.¹¹⁶ The Convention targets culture and tradition as influential forces shaping gender roles and family relations, and it is the first human rights treaty to affirm the reproductive rights of women.¹¹⁷

The **Declaration of Basic Principles of Justice for Victims of Crime and Abuse of Power** which was adopted by the United Nations General Assembly in 1985 recognises and address the needs and rights if victims of crime and violence.¹¹⁸ South Africa is a signatory to this Declaration. It is based on premise that victims of violence should be treated with respect for their dignity. The Declaration makes provision for four central principles relating to the treatment of victims:

- Access to justice and fair treatment;
- Restitution;
- Compensation; and
- Assistance

Therefore, victims of the 'abuse of power' are entitled to access all mechanisms of justice and to prompt redress for the harm and loss suffered. They are also entitled to receive adequate specialized assistance in dealing with emotional trauma and other problems caused by the impact of victimisation.

The **Convention on the Rights of the Child** was ratified in November 1989, and was entered into force on 2 September 1990. The convention is premised on the belief that children are not just objects who belong to their parents and for whom decisions are made, or adults in training. Rather, they are human beings and individuals with their own rights. The Convention is targeted at ensuring that all children (up to the age of 18 years) get the health care and nutrition they need to survive and develop, and there are stronger safeguards in place to protect children from violence and exploitation. It has also given children a voice, allowing them to both be heard and to participate in discourse in their societies.¹¹⁹

In December 1993 in Vienna, the United Nations General Assembly adopted the **Declaration on the Elimination of Violence Against Women (DEVAW)** – resolution 48/104. This Declaration was significant in that it made violence against women an international issue, not subject to claims about cultural relativism. The DEVAW defines violence against women as any act of GBV that results in, or is likely to result in, "physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or private life."¹²⁰ Unlike a convention, DEVAW does not possess the binding legal force, although it remains a widespread and important source of principle among the international community. The Declaration includes a variety of issues such as female genital mutilation, rape and torture, domestic battery, and female sexual slavery, all of which had previously been regarded, in some quarters at least, as acceptable

¹¹⁴ www.sarpn.org.za/documents/d0001335/index.php

¹¹⁵ <https://www.un.org/en/global-issues/gender-equality>

¹¹⁶ <https://www.unwomen.org/en/digital-library/multimedia/2019/12/infographic-human-rights>

¹¹⁷ <https://www.un.org/en/global-issues/gender-equality>

¹¹⁸ <https://www.soulcity.org.za/projects/previous-projects/gbv/resources/understanding-gender-policy-and-gender-based-violence-in-south-africa-a-literature-review>

¹¹⁹ <https://www.unicef.org/child-rights-convention#learn>

¹²⁰ Article 1 of the Declaration on the Elimination of Violence against Women, 1993

or beyond the realm of the law.¹²¹ It is from this declaration that the 16 Days Campaign was born (described further below).

The **1995 Beijing Platform for Action** (BPFA) issued by the United Nations Fourth World Conference on Women and signed by South Africa contains key commitments that governments all over the World should comply to. The Platform places the empowerment of women at the centre stage and it also recognizes that women's rights and empowerment are a requirement for the advancement of humanity.¹²² In 2020, a UN Women report revealed that more than 80% of the member countries (of 166 in total) reported that action to implement and enforce laws governing violence against women had been achieved in the previous five years, with 87% of countries reporting having introduced measures to strengthen services for survivors of violence.¹²³ In the same year, leaders pledged to ramp up efforts to fully implement the Beijing Declaration and Platform for Action, including ending all forms of violence and harmful practices against women and girls.

Goal 5 of the **2030 Agenda for Sustainable Development**, specifically, addresses gender equality, as one of its targets. Target 5.2 aims to eliminate all forms of violence against all women and girls in the public and private sphere, including trafficking, sexual, and other types of exploitation, while target 5.3 aims to eliminate all harmful practices such as child, early, and forced marriage and female genital mutilation by 2030.¹²⁴

Regional policies and frameworks

The **African Charter on the Rights and Welfare of the Child** (also called the ACRWC or Children's Charter) was adopted by the Organisation of African Unity (OAU) in 1990 (in 2001, the OAU legally became the African Union) and was entered into force in 1999. Like the United Nations Convention on the Rights of the Child (CRC), the Children's Charter is a comprehensive instrument that sets out rights and defines universal principles and norms for the status of children. The ACRWC and the CRC are the only international and regional human rights treaties that cover the whole spectrum of civil, political, economic, social and cultural rights.¹²⁵

The **Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa** (the Maputo Protocol) was ratified on 17 December 2004. This instrument is considered one of the most progressive African instruments relating to the promotion of the rights of women in Africa.¹²⁶ It encompasses the provisions of CEDAW and further expands on various women's human rights such as those relating to sexual and reproductive health rights and violence against women.¹²⁷ Article 14 of the Protocol expands on women's sexual and reproductive health rights to include the right to control fertility and spacing of children, and authorising medical abortion in cases of sexual assault, rape and incest.

Twelve member states – including South Africa have committed to the provisions of the Southern African Development Community (SADC) **Gender and Development Protocol in 2008**. The overall objectives of the Protocol are to provide for the empowerment of women, to eliminate discrimination, and to achieve gender equality and equity through the development and implementation of gender responsive legislation, policies, programmes and projects. The SADC Declaration requires State Parties to put in place legal measures, education programmes, and services aimed at preventing violence against women.¹²⁸

¹²¹ https://www.un.org/en/genocideprevention/documents/atrocity-crimes/Doc.21_declaration%20elimination%20vaw.pdf

¹²² https://www.unwomen.org/sites/default/files/Headquarters/Attachments/Sections/CSW/PFA_E_Final_WEB.pdf

¹²³ https://www.unwomen.org/-/media/headquarters/attachments/sections/csw/pfa_e_final_web.pdf?la=en&vs=1203

¹²⁴ <https://sdgs.un.org/goals/goal5>

¹²⁵ <https://www.corecommitments.unicef.org/kp/the-african-charter-on-the-rights-and-welfare-of-the-child>

¹²⁶ <https://www.saflii.org/za/journals/SPECJU/2018/9.pdf>

¹²⁷ Ibid

¹²⁸ Addendum to the SADC Declaration on Gender and Development: Prevention and Eradication of Violence against Women and Children.

In addition, SADC has developed the **Regional Strategy and Framework of Action for Addressing GBV (2018-2030)** and the **Regional Strategy on Women, Peace and Security (2018-2022)**, which both seek to harmonize and coordinate the regional response to GBV and to help Member States to effectively respond to GBV. Additionally, the **SADC Sexual and Reproductive Health and Rights (SRHR) Strategy for 2030** and its corresponding scorecard includes indicators to measure progress to the SDG's targets related to SDG 5.1.

The South African response

Legislative framework

Since 1994, South Africa has joined all the regional and global conventions and ratified all the international instruments which seek to advance the attainment of gender equality as listed above. In addition, South Africa also has a legislative framework in place aimed at addressing violence against women and children.

This legal framework is underscored by the **Constitution of the Republic of South Africa**, founded on values of (a) Human dignity, the achievement of equality and the advancement of human rights and freedoms. (b) Non-racialism and non-sexism. (c) Supremacy of the constitution and the rule of law. Specific rights listed in the Bill of Rights, such as Section 9 which upholds the right to equality, including equality before the law, equal protection and benefit before the law for everyone, and the prohibition of unfair discrimination by the state and individuals on a number of grounds, including gender. Further sections of the Constitution also speak to relevant rights, including:

- Section 10 – which protects the right to human dignity;
- Section 11 – which protects the right to life;
- Section 12 – which protects the right to freedom and security of the person, and includes the right of everyone to be free from all forms of violence.

Section 28 of the Constitution specifically addresses the rights of children, and includes the following protection and rights:

- Section 28(1)(b): The right to be protected from maltreatment, neglect, abuse, and degradation.
- Section 28(1)(c): The right to be protected from exploitative labour practices.
- Section 28(1)(d): The right to be protected from performing work or services that are not appropriate for their age, impacting their well-being, and affecting their development and educational participation.
- Section 28(1)(g): The right to be treated as a child when in conflict with the law.
- Section 28(1)(h): The right to be represented by a legal practitioner assigned by the state.
- Section 28(1)(i): The right to be protected in case of armed conflicts and not be used for any cause

The Constitution thus sets the framework for an effective legislative response to violence against women and children by enabling the government to pass and implement a range of policies, strategies, and legislation, which to date has included the following.

The **National Crime Prevention Strategy (NCPS)** of 1996¹²⁹, which articulates a new direction in the way crimes such as violence against women and children, is to be governed - that is, how crime is to be understood and managed. This policy places violence against women as a national priority.

Section 51 of the **Criminal Law Amendment Act 105** of 1997¹³⁰ prescribes minimum sentences for certain offenses, including: Murder; Rape; Indecent Assault; Sodomy; Kidnapping; Child Stealing; Assault when a dangerous wound is inflicted; Arson; Malicious injury to property; and entering premises with an intention to commit an offense.

¹²⁹ <https://www.csvr.org.za/docs/crime/1996nationalcrime.pdf>

¹³⁰ <https://www.justice.gov.za/legislation/acts/1997-105.pdf>

The **Criminal Procedure Second Amendment Act 85** of 1997¹³¹ regulates bail conditions by shifting the onus in bail applications to the accused on serious offences such as murder and rape.

The **Maintenance Act** of 1998 guarantees the rights of a child to a living standard that are adequate for physical, mental, spiritual and social development. The Act ensures that maintenance for the child is recovered from the parents or other persons financially responsible for the child.

The **Domestic Violence Act 116** of 1998¹³² stipulates that: "any member of the South African Police Service must, at the scene of an incident of domestic violence or as soon thereafter as is reasonably possible or when the incident of domestic violence is reported; render such assistance to the complainant as may be required in the circumstances, including assisting or making arrangements for the complainant to find a suitable shelter and to obtain medical treatment."¹³³

The **Domestic Violence Act 116** of 1998 and **Domestic Violence Amendment Act** of 2021¹³⁴ affords the victims of domestic violence protection from domestic abuse. The amendments addressed the practical challenges and gaps which manifested since the act came into operation in December 1999. The new amendments include new definitions of offenses and expands on existing definitions. Furthermore, the bill introduces online applications for protection orders and widening the responsibilities of the health and education sectors.

The **Employment Equity Act** of 1998 ensure that discrimination in employment, occupation and income within the labour market are curtailed. It encourages equitable representation of women and other historically disadvantaged persons at all levels of public and private entities.

The **Promotion of Equality and Prevention of Unfair Discrimination Act** of 2000 ensures that women have equal enjoyment of rights and freedoms to redress the wrongs of the past.

The **Children's Act 38** of 2005¹³⁵ and **Children's Amendment Act**, 2007 establishes a standard for determining the "best interests of a child." The Act outlines guiding factors for applying this principle, specifically addressing aspects related to crime and maltreatment. These factors include ensuring protection for the child from any physical or psychological harm that may subject or expose them to maltreatment, abuse, degradation, ill-treatment, violence, or harmful behaviour towards others; safeguarding the child from family violence; opting for actions or decisions that aim to prevent or minimise further legal or administrative proceedings concerning the child.

The **Criminal Law (Sexual Offences and Related Matters) Amendment Act 32** of 2007¹³⁶, aimed at bridging the gap between common law and statutory law in relation to sexual offence crimes, in order to provide adequate protection to the victims of sexual offences, and broadened the definition of rape and other sexual offences.

The **Criminal Law (Sexual Offences and Related matters) Amendment Act 6** of 2012¹³⁷ amends Chapter 6 of the Criminal Law (Sexual Offences and Related Matters) Amendment Act, which provides for the effective prosecution and conviction of offenders. It expands the

¹³¹ <https://www.justice.gov.za/legislation/acts/1997-085.pdf>

¹³² <https://www.justice.gov.za/legislation/acts/1998-116.pdf>

¹³³ <https://static.pmg.org.za/docs/090713victimempowerguide.pdf>

¹³⁴ <https://www.justice.gov.za/legislation/acts/2021-014.pdf>

¹³⁵ <https://www.gov.za/documents/childrens-act>

¹³⁶ <https://www.justice.gov.za/legislation/acts/2007-032.pdf>

¹³⁷ https://www.gov.za/sites/default/files/gcis_document/201409/a620120.pdf

scope of the National Register For Sex Offenders (NRSO) as well as the list of people who are to be protected. The act aims to increase the periods for which a sex offender's particulars must remain on the NRSO before they can be removed.

The **Prevention and Combating of Trafficking in Persons Act 7** of 2013 fights trafficking of young girls and women, as well as the practice of ukuthwala - a form of abduction that involves kidnapping a girl or a young woman by a man and his friends or peers with the intention of compelling the girl or young woman's family to agree into marriage.

The **Criminal and Related Matters Amendment Act 12** of 2021¹³⁸ imposes stricter conditions for the granting of bail to those who are charged for committing a criminal offence linked to violence against women. These amendments will also expand the types of offences for which minimum sentences must be imposed, for example, to allow for a minimum sentence of life imprisonment for the murder of a child.

The **2016 White Paper on Safety and Security**¹³⁹ promotes an integrated and developmental approach to safety and violence, setting out an overarching policy for safety, crime, and violence prevention that will be articulated in a clear legislative and administrative framework to facilitate synergy and alignment of policies on safety and security. The White Paper provides substance and direction to the National Development Plan's objective of 'building safer communities', and identifies six key themes that inform crime, namely: effective and integrated service delivery for safety, security and violence and crime prevention; safety through environmental design; active public and community participation; early intervention to prevent crime and violence; victim support; and effective criminal justice.

The **National Policy Guidelines for Victim Empowerment Programme** which has its origins in the National Crime Prevention Strategy. Its goal is 'to inform, guide and facilitate the provision of services to victims of crime and violence in order to address their needs efficiently and effectively'.

The **National Inter-sectoral Shelter Policy for Victims of Crime and Violence** aims to facilitate and enable the provision of a comprehensive spectrum of services to all those seeking shelter from crime and violence. The policy recognises that the provision of shelter services and programmes cannot be addressed by the Department of Social Development alone and provides guidance around the scope and purpose of shelters, defines the spectrum of sheltering and accommodation, outlines admission criteria and the minimum programme of services to be made available to residents, outlines the framework required to enable their day-to-day functions including the continued development of shelter staff, defines service specifications to enable standardised funding, and defines the roles that other government departments are required to play in order to ensure a comprehensive response to violence in families and communities. The policy also provides guidance for the monitoring and evaluation of the implementation of the policy.¹⁴⁰

The **National Child Care And Protection Policy (2019)**¹⁴¹ establishes South Africa's comprehensive statement on the Care and Protection of Children. The policy acknowledges that achieving the envisioned goals is a collaborative effort involving multiple stakeholders. It serves as a cohesive framework for the effective and systematic implementation of the country's responsibilities in child care and protection. The Policy requires all responsible role-players, including departments, non-governmental organisations and levels of government, to put in place all measures required to achieve the policy goal: *All children in South Africa receive a continuum of the developmental care and protection services they need in an enabling and supportive environment to survive, develop to their full potential, be protected*

¹³⁸ https://www.gov.za/sites/default/files/gcis_document/202203/4582228-01criminalandrelatedmattersamendmentact12of2021.pdf

¹³⁹ <https://www.saferspaces.org.za/uploads/files/2016-WPSS.pdf>

¹⁴⁰ <https://www.justice.gov.za/vg/gbv/NSP-GBVF-FINAL-DOC-04-05.pdf>

¹⁴¹ https://www.gov.za/sites/default/files/gcis_document/202102/national-child-care-and-protection-policy.pdf

from violence, abuse, neglect, exploitation and discrimination, and participate in decisions that affect them¹⁴².

South African plans, strategies and programmes

The South Africa government has developed several strategies and programmes to respond to the prevalence of GBVF.

The Integrated Social Crime Prevention Strategy of 2011¹⁴³ enabled government departments to respond to crime-related issues in a coordinated and focused manner to curb the effects of the underlying causes of crime, reduce the risk of becoming a victim, raise the safety of the community as a whole, and thus improve quality of life and human right. The strategy aims to maximise the participation of communities and civil society organisations in the mobilisation and creation of a dedicated and integrated crime prevention capacity, aimed at conducting ongoing research and evaluation of departmental and public campaigns.

The **Strategy and Guidelines for Children Living and Working in the Streets** was developed in June 2011 to give guidance on the services and programmes to be rendered to children living and working on the streets. The strategy outlined key interventions to bring all role players to the realization of better services for these children.

The **National Development Plan 2030 of 2012** sets forth an ambitious agenda aimed at eradicating poverty and reducing inequality by 2030, focusing on fostering an inclusive economy, enhancing education and health, bolstering social protection, and expanding employment opportunities. A crucial aspect of the NDP is its commitment to sustainable infrastructure development and environmental conservation, alongside building a strong, ethical, and capable state that promotes dignity and collaboration across various sectors. The plan envisions a future where opportunities are determined by individual capabilities and efforts, rather than socio-economic backgrounds.

However, when examined through a gender lens, the NDP's approach tends to broadly address issues without specific strategies for tackling gender inequality, especially in areas such as unequal pay, gender-based violence, economic empowerment, access to health and education, and the representation of women in leadership roles. The plan's effectiveness could be enhanced by incorporating targeted actions to dismantle barriers to women's full economic participation, addressing gender-based violence with focused strategies, tailoring health and education policies to better meet women's needs, and ensuring women's representation in decision-making processes. Additionally, implementing effective monitoring mechanisms and recognizing intersecting forms of discrimination are critical for achieving true gender inclusivity within the NDP framework. Strengthening these aspects is essential for the NDP to fully address the diverse needs and rights of women and gender minorities in South Africa.

In 2018, there was a national outcry with the escalation of violence against women and children and femicide. The #TotalShutdown Movement took to the streets to demand the government to introduce more programmes to protect women and children, as well as hold perpetrators accountable for their abusive violence.¹⁴⁴ The response was a Presidential Summit where government, civil society, and non-governmental organisations came together to strategize ways to eradicate violence against women. The Summit developed the **Presidential Summit Declaration against Gender-based Violence and Femicide** which seeks to achieve the following goals:¹⁴⁵

- ensuring effective political and community leadership of the fight against GBVF;
- the establishment of a multi-stakeholder GBVF council that will develop a National Strategy with Action Plan for GBVF;
- the continued roll-out of Thuthuzela Care Centres, which are one-stop facilities that are a critical part of South Africa's anti-rape strategy;

¹⁴² Ibid.

¹⁴³ https://www.saferespaces.org.za/uploads/files/Integrated_SCP_Strategy_0.pdf

¹⁴⁴ <https://genderjustice.org.za/photo-gallery/the-total-shutdown/>

¹⁴⁵ https://www.gov.za/sites/default/files/gcis_document/201903/summit-declaration.pdf

- adequate funding for GBVF programmes;
- women-centred economic development;
- a targeted, social behaviour change programme to address patriarchal values and norms; and
- fast tracking the review of existing laws and policies on GBVF to be victim centred.

National Plan of Action for Children (2019 – 2024) offers a comprehensive national strategy for the well-being and development of children. The key framework guiding these efforts is the National Plan of Action for Children (NPAC). This fourth NPAC charts an integrated, consultative and participatory process for continued delivery on children's rights. The NPAC strengthens children's rights' implementation through the alignment with international conventions and principles such as the United Nations Convention on the Rights of the Child (UNCRC) as well as domestic plans including the National Development Plan.

The summit also resulted in the setting up of the **Interim Steering Committee on GBVF (ISC on GBVF)**¹⁴⁶, which was tasked with overseeing the development of the **Emergency Response Action Plan (ERAP)** – “a six-month emergency initiative consisting of specified interventions, indicators, and targets, with lead departments assigned specific responsibilities.”¹⁴⁷ The ERAP initiative was implemented by the Interim Committee from October 2019 to March 2020 and had a total budget allocation of R1.6 billion. The ERAP seeks to address five key intervention areas, namely:¹⁴⁸

1. Access to justice for victims and survivors;
2. Change norms and behaviour through high-level prevention efforts;
3. Urgently respond to victims and survivors of GBVF;
4. Strengthen accountability and architecture to respond to the scourge of GBVF adequately; and
5. Prioritize interventions that facilitate economic opportunities for addressing women's economic vulnerability.

The Interim Steering Committee established the **Gender Based Violence and Femicide National Strategic Plan (NSP on GBVF)** which was approved by Cabinet in April 2019. The Department of Women, Youth and Persons with Disability is the custodian of the strategy and oversee its implementation. The NSP on GBVF aims to provide “a multi-sectoral, coherent strategic policy and programming framework to strengthen a coordinated national response to the crisis of gender-based violence and femicide by the government of South Africa and the country as a whole.”¹⁴⁹ The plan is centred upon six pillars, namely:¹⁵⁰

1. Accountability, Coordination, and Leadership
2. Prevention and Rebuilding Social Cohesion.
3. Justice, Safety, and Protection
4. Response, Care, Support, and Healing
5. Economic Power
6. Research and Information Management.

¹⁴⁶ <https://www.justice.gov.za/vg/GBV-Summit-Report-2018.pdf>

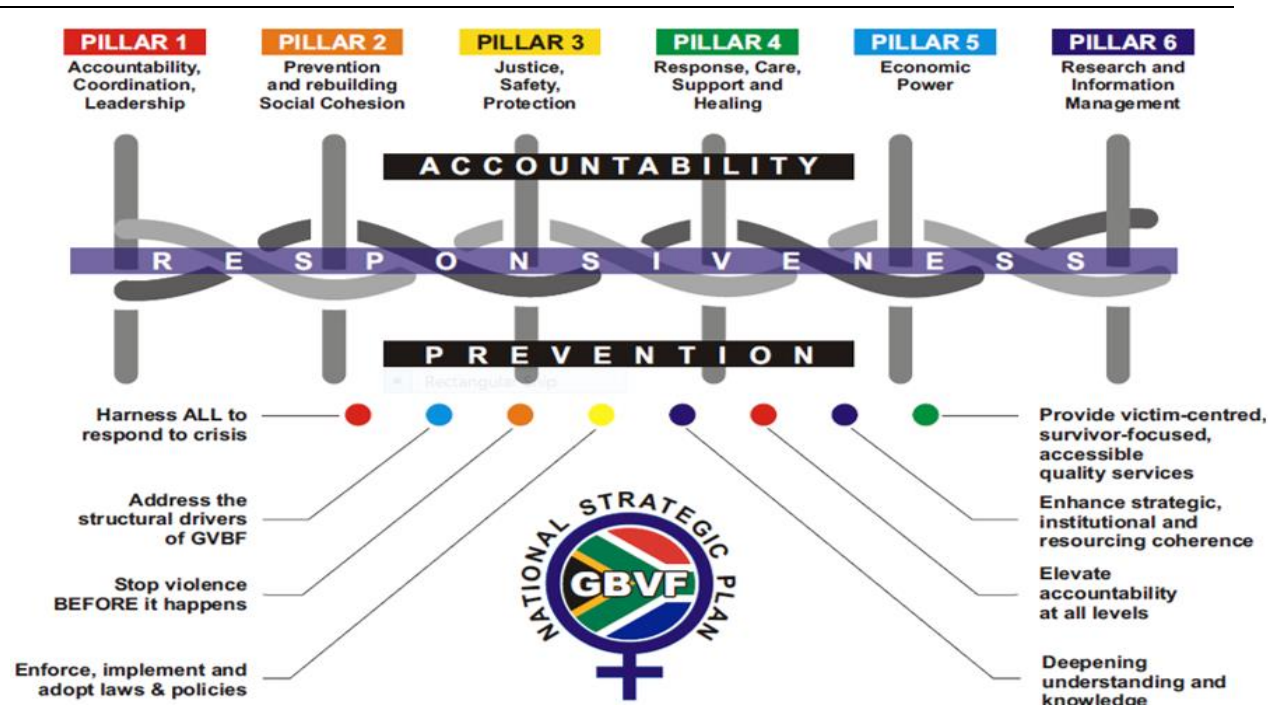
¹⁴⁷ <https://www.gov.za/speeches/chairperson-tamara-mathebula-emergency-response-action-plan-gender-based-violence-and>

¹⁴⁸ Ibid

¹⁴⁹ <https://www.justice.gov.za/vg/gbv/NSP-GBVF-FINAL-DOC-04-05.pdf>

¹⁵⁰ Ibid

NSP on GBVF Overview



Source: GBVF National Strategic Plan

Institutional framework to address violence against women and children in SA

Addressing violence against women and children requires a multi-sectoral approach to ensuring the sustained achievement of the objectives of the NSP on GBVF.

Department of Social Development

The South African Department of Social Development (DSD) is a government agency in charge of providing social development, protection, and welfare services to the public¹⁵¹. The Department's core mandate is derived from the Constitution, Act 108 of 1996, sections 27(1)(c), 28(1), and Schedule 4, which states that all South Africans have the right to: access to appropriate social assistance for those unable to support themselves and their dependents; welfare services, population development, and disaster management as functional areas of concurrent national and provincial legislative competence; and strategic leadership for the Department of Social Development.¹⁵² The objective of the DSD is to enable the poor, the vulnerable and the excluded within the South African society to secure a better life for themselves, in partnership with them and with all those who are committed to building a caring society.

The DSD's core functions include the management and oversight of social security, which includes social assistance and social insurance policies aimed at preventing and alleviating poverty in the event of life cycle risks such as loss of income due to unemployment, disability, old age, or death; and developmental social welfare services, which help to reduce poverty, vulnerability, and the impact of HIV/AIDS through sustainable development programmes in collaboration with implementing agencies, State-Funded Institutions, Non-Governmental Organisations (NGOs), Community-Based Organisations (CBOs) and Faith-Based Organisations (FBOs).¹⁵³

The department's seven priorities¹⁵⁴ are:

- Priority 1: A Capable, Ethical and Developmental State
- Priority 2: Economic Transformation and Job Creation

¹⁵¹ <https://www.dsd.gov.za/>

¹⁵² <https://www.dsdmpu.gov.za/about.html>

¹⁵³ <https://nationalgovernment.co.za/units/view/38/departement-of-social-development-dsd>

¹⁵⁴ https://static.pmg.org.za/DSD_Revised_Annual_Performance_Plan_for_the_Department_of_Social_Development...pdf

- Priority 3: Education, Skills and Health
- Priority 4: Consolidating the Social Wage through Reliable and Quality Basic Services
- Priority 5: Spatial Integration, Human Settlements and Local Government
- Priority 6: Social Cohesion and Safe Communities
- Priority 7: A better Africa and World

Under priority six (Social Cohesion and Safe Communities), the DSD deals with challenges around GBVF, social crime prevention and others. The DSD is the lead department for the VEP (see below) and is responsible for reporting on implementation progress of the VEP to the Integrated Justice System Development Committee (IJS DevCom), which is the Sub-committee of the Justice, Crime Prevention and Security Cluster (JCPS).

1. Victim Empowerment Programme (VEP)

VEP is an intersectoral and comprehensive approach to supporting victims and survivors of crime and violence (including GBVF) and their families to deal with the impact of the incident. The VEP is one of the key priorities of the Justice Crime Prevention and Security Cluster as reflected in the Integrated Criminal Justice System Strategy and it contributes to Outcome 3: "People in South Africa are and feel safe."¹⁵⁵ The VEP aims to restore the loss or damage caused by criminal acts and their consequences through a variety of actions intended to empower victims to deal with the consequences of the event, to leave it behind, and suffer no further loss or damage.¹⁵⁶ The VEP focuses on the "development, monitoring and evaluation of the implementation of a comprehensive, integrated legislative and policy framework related to the empowerment of victims." Some of the specific programmes under this include the provision of shelter services, providing psychosocial support, establishing one stop centres and victims support models, and the green door programme where certain houses are identified as places of safety for survivors of GBVF in selected communities. The VEP provides a range of statutory services aimed at:¹⁵⁷

- ensuring that victims receive emotional and practical support,
- assisting victims with the management of trauma,
- ensuring that victims are educated to identify the symptoms of post-traumatic stress,
- referring victims to professional services where necessary,
- providing court support services during the criminal justice process,
- promoting the rights and responsibilities of victims through advocacy,
- ensuring that victims are aware of their rights,
- ensuring that ongoing victimisation is prevented and providing a shelter service.

2. The Gender Based Violence Command Centre (GBVCC)

The DSD established the Gender Based Violence Command Centre (GBVCC) to provide professional psychosocial support and trauma counselling to victims of GBVF. The GBVCC offers a call centre service that operates 24 hours per day, every day of the week that is dedicated to providing psychosocial support and counselling to those affected by gender-based related violence, particularly women and children.¹⁵⁸

South African Police Services (SAPS)

The SAPS is tasked with ensuring that victims of crime are treated with respect and dignity. It should furthermore ensure that they are provided with information, protection, and assistance, and are given the opportunity to offer information. The SAPS has been tasked to establish victim-friendly facilities in a bid to ensure privacy for the victims of intimate partner violence, and is expected to continuously train its personnel on victim empowerment, amongst other things.

¹⁵⁵ https://www.nda.org.za/newsroom/posts/ndas_response_to_newzroom_afrika_interview_on_cara_programme_for_gbvf

¹⁵⁶ National Policy Guidelines for Victim Empowerment

¹⁵⁷ <https://www.westerncape.gov.za/service/victim-empowerment-programme>

¹⁵⁸ The Command Centre has an accessible toll-free number (0800 428 428) and a Please Call Me Facility (*120*7867#)

Judiciary (Courts)

The Courts, particularly the Family Court (Clerks and Magistrates), Sexual Offences Courts, and Domestic violence courts (which differ across provinces and municipalities) also play a role in highlighting that women are a vulnerable group whose wellbeing and safety is precarious in a patriarchal society arising from factors related to their historical oppression and exclusion from economic activity.¹⁵⁹ The jurisprudence of the Courts has thus been developed to offer a gender-sensitive and socio-political approach to cases and interpret legal and other relevant instruments.

Thuthuzela Care Centres

The Courts also work closely with the 55 Thuthuzela Care Centres in the country, which work to reduce secondary trauma for the victims, improve perpetrator conviction rates, and reduce the time it takes to finalise cases.¹⁶⁰ The Thuthuzela project is led by the National Prosecution Authority's Sexual Offences and Community Affairs Unit (SOCA), in partnership with various departments and donors as a response to the urgent need for an integrated strategy for prevention, response, and support for rape victims.¹⁶¹

Civil Society Organisations

The DSD as a lead department for the VEP through ERAP is mandated to identify and strengthen CSOs that provide services to survivors and victims of GBV.¹⁶² To that end, the DSD must make funding available for capacity building and support to CSOs. The implementation approach is for DSD to transfer the VEP funds to the National Development Agency (NDA) whose task is to manage and distribute funds to CSOs through the Criminal Asset Recovery Account (CARA) fund. The objective of this fund is to strengthen CSOs and shelters within the Victim Empowerment Sector.¹⁶³ The CSOs who receive the CARA fund provide the following statutory services:¹⁶⁴

- Family strengthening aimed at increasing family strengths, enhancing child development, and reducing the likelihood of child abuse and neglect. This should be based on engaging families and communities in building their capacity.
- Social crime prevention which is focused on the structural drivers of GBV. In particular, it should focus on the vulnerable groups, including women, children and the elderly and those living with physical disabilities.
- Social behaviour changes programmes focusing on boys and men.
- Welfare services focusing on social protection, the maximisation of human potential and the fostering of self-reliance and participation in decision-making. The developmental social welfare should have a particular focus on the causes and effects of social vulnerability and marginalisation, and the delivery of integrated services to communities, families, and individuals affected by such phenomena.

The Office on the Rights of the Child

The Office on the Rights of the Child (ORC) is responsible for co-ordinating the implementation of all children's rights policy in all three spheres of government, for all international, regional and national reporting obligations related to children, and for the realisation of the NPAC.

¹⁵⁹ Gender_Based_Violence_and_Femicide_Summit_Speech.pdf

¹⁶⁰ <https://rapecrisis.org.za/programmes/road-to-justice/thuthuzela-care-centres/>

¹⁶¹ https://www.npa.gov.za/sites/default/files/resources/public_awareness/TCC_brochure_august_2009.pdf

¹⁶² https://static.pmg.org.za/RNW680-2022-04-02-ANNEXURE_A.pdf

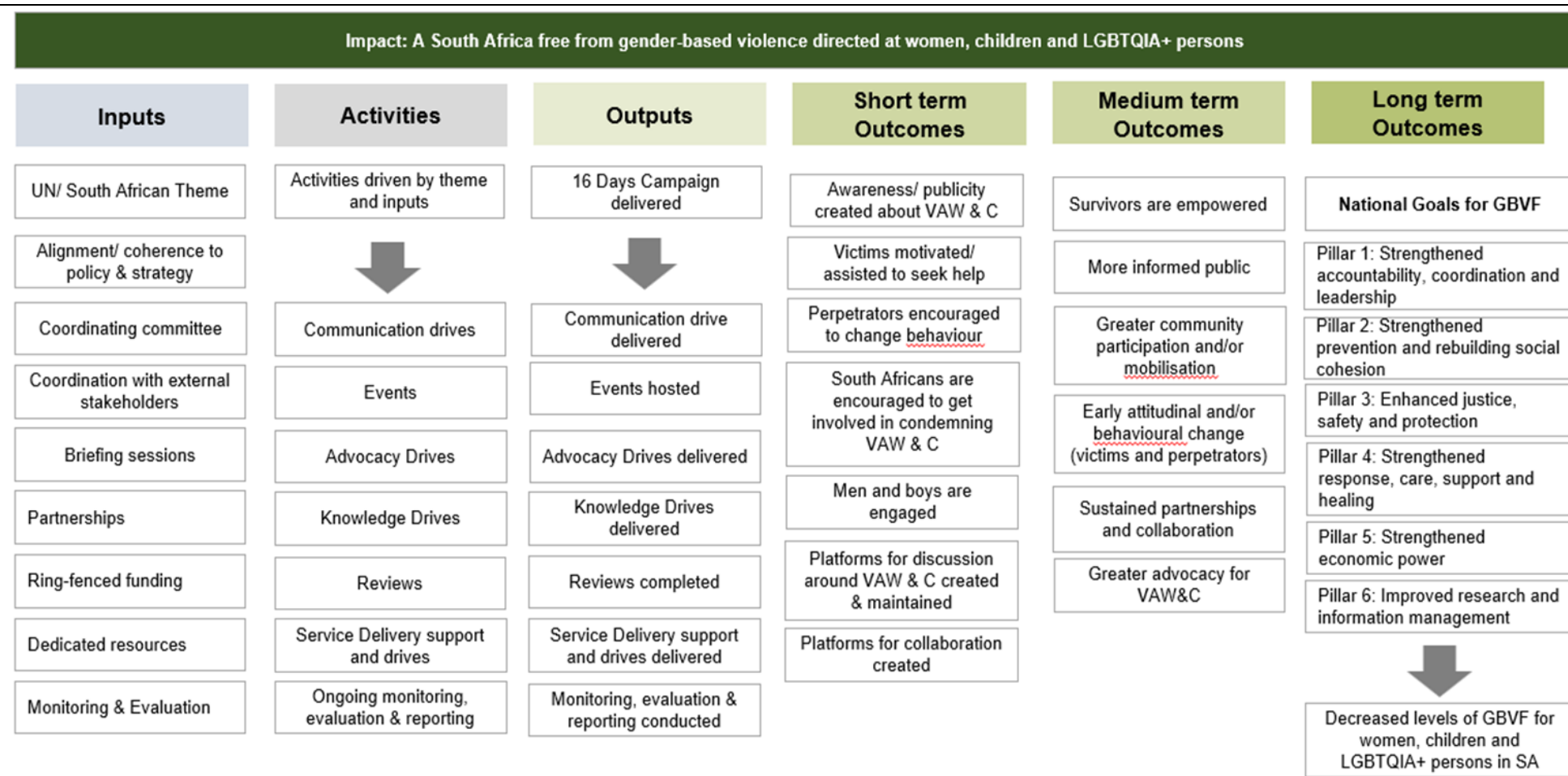
¹⁶³ <https://www.nvecsoforum.org.za/documents/NVECSO%20Basic%20Information.pdf>

¹⁶⁴ https://static.pmg.org.za/RNW680-2022-04-02-ANNEXURE_A.pdf

Annexure D: 16 Days Campaign themes

Year	UN Theme	South African Theme
1998	Building a Culture of Respect for Human Rights	Building a Culture of Respect for Human Rights
1999	Fulfilling the Promise of Freedom from Violence	Fulfilling the Promise of Freedom from Violence
2000	Celebrating the 10th Anniversary of the Campaign	Celebrating the 10th Anniversary of the Campaign
2001	Racism and Sexism: No More Violence	Racism and Sexism: No More Violence
2002	Creating a Culture that Says No to Violence Against Women	Creating a Culture that Says No to Violence Against Women
2003	Violence Against Women Violates Human Rights: Maintaining the Momentum Ten Years After Vienna	Violence Against Women Violates Human Rights: Maintaining the Momentum Ten Years After Vienna
2004	For the Health of Women, for the Health of the World: No More Violence	
2005	Celebrate 16 Years of 16 Days: Advance Human Rights <--> End Violence Against Women	Partnerships for Peace
2006	Demanding Implementation, Challenging Obstacles: End Violence Against Women	Let's All Act Against Abuse
2007	Human Rights for Women <--> Human Rights for All: UDHR60	No to the abuse of our women and children
2008	Commit, Act, Demand: We CAN End Violence Against Women!	Don't Look Away, Act Against Abuse
2009	Structures of Violence: Defining the Intersections of Militarism and Violence Against Women	Don't Look Away, Act Against Abuse
2010	From Peace in the Home to Peace in the World: Let's Challenge Militarism and End Violence Against Women!	Speak-out against abuse
2011	From Peace in the Home to Peace in the World: Make Education Safe for All!	From Peace in the Home to Peace in the World: Proliferation of small arms and their role in domestic violence
2013	Safe Spaces for Women and Girls	Don't Look Away, Act against Abuse
2014-17	Orange YOUR Neighbourhood.	Count me in: Together moving a non-violent South Africa forward
2018	Ending Gender-Based Violence in the World of Work	"#HearMeToo: End Violence against Women and Children
2019	Ending Femicide	Enough is Enough – 356 days to Gender-Based violence and Femicide
2020	Building a Culture of Respect for Human Rights	ACT AND DON'T LOOK AWAY
2021	Fulfilling the Promise of Freedom from Violence	The Year of Charlotte Manny Maxeke – 16 Days of Activism – moving from awareness to accountability
2022	Celebrating the 10th Anniversary of the Campaign	Socio-Economic Rights and Empowerment to build Women's Resilience against Gender-Based Violence and Femicide: Connect, Collaborate, Contract!

Annexure E: Theory of change





**planning, monitoring
and evaluation**

Department:
Planning, Monitoring and Evaluation
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