



Report on Final Evaluation of the Pro Poor Governance, Gender Equality and Women's Empowerment from a Human Rights Perspective in Namibia

Final Report

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Lastly, the views and opinions expressed in this report are those of the authors and do not in any way represent those of UNWOMEN or the Spanish Government.

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Abbreviations and Acronyms

CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CSO	Civil Society Organisations
GBV	Gender Based Violence
GRB	Gender Responsive Budgeting
GRN	Government of the Republic of Namibia
IDEA	International Institute for Democracy and Electoral Assistance
M&E	Monitoring and Evaluation
MGECW	Ministry of Gender Equality and Child Welfare
MP	Member of Parliament
NDP4	Fourth Namibia National Development Plan
NGCM	National Gender Coordination Mechanism
NGPTF	National Gender Permanent Task Force
NIPAM	Namibia Institute for Public Administration and Management
OMAs	Offices Ministries and Agencies
SADC	Southern Africa Development Community
SADC PF	Southern Africa Development Community Parliamentary Forum
SWAPO	South West Africa People's Organisation
TIPEEG	Targeted Intervention Programme for Employment and Economic Growth
TOT	Training of Trainers
UNAM	University of Namibia
UNDP	United Nations Development Programme
WPC	Women's Parliamentary Caucus

Executive Summary

Introduction

The Pro Poor Governance, Gender Equality and Women's Empowerment from a Human Rights (pro-poor project) perspective project was implemented from January 2012 to December 2013. However, the initial design of the project was done between 2008 and 2009, but due to delays in implementation the project had to be redesigned in 2011/2012 to align to the changed context. The overall goal of the project is to support the implementation of national commitments to gender equality and women's empowerment in Namibia. The project is funded by the Spanish government and it came to an end in December 2013.

Namibia has a strong political will to address women's empowerment and gender equality as demonstrated by the National and Legal policy frameworks and commitments that are currently in place. The Constitution of the Republic of Namibia states in Article 10 that "no person shall be discriminated against based on their sex, color..." In addition, Namibia launched its second National Gender Policy (2010-2020) to address gender inequality and other socio-economic issues that impact on women disproportionately.

Despite the progress made, many challenges remain in the attainment of gender equality and women's empowerment. Women in Namibia are facing increased prevalence of HIV and AIDS, high rates of gender based violence (GBV), and continued pervasive gender- and intra-household inequalities, which worsens poverty. The representation of women in parliament has declined in the last election (2009) from 30% to 24%. In 2014, the ruling SWAPO Party which won the 2014 November elections amended its Constitution to accommodate 50/50 women/men representation in all its structures. Hence the SWAPO Party list to the National Has a 50:50 representation and is the majority. This makes it possible to have a high number of elected women in the next parliament for Namibia.

The country's fourth National Development Plan (NDP4) presents a good entry point for strengthening gender equality in Namibia. The plan articulates gender equality and the empowerment of women as a key principle and requires sectors to mainstream gender in their sectoral plans. As the national machinery tasked with the mandate of promoting gender equality and women's empowerment, the Ministry of Gender Equality and Child Welfare (MGECW) is tasked with the mandate to *ensure gender equality and equitable socio-economic development of women and men and the well being of children*. However, the Ministry recognizes that staff have capacity challenges that may hinder their ability to meet the mandate of the Ministry. While Staff are familiar/knowledgeable on laws and policies that relate to gender equality, some of them are unable to apply the knowledge in their day-to-day work. This project has therefore sought to address the skills gap in the MGECW and also provide a baseline for future interventions in gender mainstreaming.

Purpose and objective of the evaluation

This was a final evaluation of the pro-poor governance project. The purpose of the evaluation was as follows:

- To understand whether the project had met its objectives including factors that may have enabled or hindered the attainment of objectives.
- To distil good practices that can inform programming of similar nature in the future

- To make recommendation for stakeholders on actions that are required to support sustainability of results.

The main users of the evaluation include: UNWOMEN, the Namibian Government, and other stakeholders in gender in Namibia.

Methodology

The evaluation was mainly qualitative with data collection methods comprising mainly documentary review and key informant interviews in Namibia. Data was collected from government ministries including the Ministry of Gender Equality and Child Welfare (MGECW), Office of the Prime Minister, Parliament, UNWOMEN, Civil Society, and academia.

Findings

The evaluation findings are organised around four OECD DAC evaluation criteria of relevance, efficiency, effectiveness and sustainability¹. The evaluation was also conducted in line with the UNWOMEN evaluation guidelines.

Relevance

The assessment of relevance in this evaluation focused on how the project was appropriate to the government of Namibia's priorities for gender equality and women's empowerment.

The pro-poor project was relevant to the needs of women and girls. Women and girls are the poorest and most disadvantaged in terms of access to resources and opportunities for economic empowerment in Namibia. By improving delivery of gender results through better coordination, increased resources (through gender responsive budgeting (GRB)) and effective mainstreaming of gender across all sectors, women and girls would benefit more equitably from social and economic development programmes thereby reducing their individual poverty and its associated negative impacts.

The multi-stakeholder approach in the design of the project ensured it was aligned to the needs of stakeholders. It was also aligned to government priorities and was appropriately designed to assist the Government of the Republic of Namibia (GRN) meet its commitments to the SADC Gender Protocol and CEDAW. This was the case for two main reasons. First, the project design and implementation was led by the MGECW which ensured their priorities were reflected in the design. Secondly, the fund from the Spanish government was flexible enough to allow for changes or additions of activities to support achievement of objectives.

Efficiency

Efficiency in the context of this evaluation assessed how well various activities undertaken transformed available resources into achieving intended outputs in terms of quantity, quality, and timeliness.

The evaluation finds that the project was efficiently managed. Planning processes were inclusive, opportunities for cost sharing were embraced and the project oversight was strong. Quality of outputs and adequacy of support was satisfactory although there were challenges

¹ Given the short timeframe of implementation, the evaluation was limited to the assessment of relevance, efficiency, effectiveness and sustainability. At the end of year two it was not expected that impacts would be visible at the woman level (changes in the lives of women due to project activities) as many results were at output and intermediate outcome level.

with some training activities with the length of and multi-sectoral training approach being major issues of concern for participants.

Effectiveness

Effectiveness measured the extent to which the project managed to achieve its stated outputs and outcomes.

Despite the short timeframe for the project in relation to the types of outcomes required, the project was a success achieving about 83% of its intended outputs in the good to very good category. Key achievements include:

1. Institutionalization of gender budgeting in the GRN planning and budgeting process. Additional support in the region of the GRB guidelines and capacity building of the Ministry of gender and other Offices Ministries and Agencies (OMAs) in GRB.
2. Institutionalization of the National Gender coordination Mechanism approved by cabinet
3. Raising discussion in parliament on the zebra political system which supported other initiatives such as by SADC and SADC PF to ensure Namibia adopted the 50:50 representation reflected in the SADC Gender Protocol. At the time of the evaluation the ruling SWAPO party had already adopted the zebra system for the upcoming elections thus women's representation is set to rise.
4. Facilitating the establishment of a Masters Degree in Gender at the University of Namibia will increase the number of gender experts to respond to rising demands for gender expertise in Namibia. The first group of students will be graduating in 2015. A total of 13 students were enrolled at the time of the evaluation.
5. Building capacity of the Ministry of gender to be able to effectively lobby and advocate for institutional changes with regards to gender.

One of the most significant achievements of the project was raising the prominence of the Ministry of gender and with that the importance of gender mainstreaming among OMAs in Namibia. As one stakeholder put it, *"it put the Ministry of gender on the map and gave it a voice"*.

The key reasons for its success included those to do with the design and the political context in Namibia. The key success factors were as follows.

1. Political support for gender from the highest levels in government including the President and Prime Minister.
2. Letting the Ministry of gender lead the reform agenda with externally recruited staff providing background technical advice resulted in the highest level on involvement in the Ministry - the Minister - taking on the reform agenda. Thus increasing the pace of change.
3. Flexibility in the design of the fund allowed the project to take on emerging issues to support attainment of objectives.

Sustainability

Sustainability in this evaluation measures the extent to which outcomes will continue beyond the life of the project. Assessment of sustainability shows that all things constant the major achievements by the project are sustainable as they are institutionalized and supported at the highest echelons of government. However, sustainability will be undermined by the following two main factors if not addressed in the near future:

1. Under staffing and high staff turnover in the MGECW

2. Lack of an in-service training programme on gender mainstreaming and GRB at the public service training institute

Conclusion

Despite the short time period available for implementing the project, it managed to largely achieve its key results (83% of outputs). Most importantly it delivered key results at policy level that would otherwise require more time e.g. introduction of compulsory gender budgeting and the National Gender Multi-sectoral Coordination Mechanism. The introduction of the Masters Course in Gender is also another milestone achieved within one year of project implementation. Flexibility in funding, government ownership and leadership and a carefully designed project to build on past success of the Joint Gender Programme in Namibia are some of the factors for this success.

Nonetheless, the project ended pre-maturely and many of the results require further assistance to mature. Issues of understaffing in and knowledge gaps of gender budgeting in MGECW and indeed across the OMAs threaten the continuation of GRB and the national coordination mechanism. Supporting measures such as effecting gender mainstreaming across government needed much more time and resources to achieve it. In many ministries gender mainstreaming still lags behind despite the training workshops conducted for gender focal persons.

Lessons learnt

1. Flexibility in funding and project management is required when working with the government as project lead. This flexibility should align project demands with government capacity.
2. The process of project development and implementation has to have government in the lead to create trust in the donor-recipient relationship. This trust spurs ownership and is important for projects of this nature to succeed.
3. Where political support for gender is high better results are obtained by Ministry to Ministry lobbying and having the Ministry of gender take lead of the advocacy and lobby agenda as opposed to building an external movement.

In middle income countries such as Namibia, allowing the Ministry of gender take lead of project implementation through incorporation of the project activities in the Ministry work plan can result in reduced costs of implementation. This is because the government is also able to contribute resources to ensure effective implementation of activities.

Recommendations

The recommendations are focused on issues that need to be addressed to sustain the gains made by the project.

1. The budget call circular demanding all sector budgets to incorporate gender budgeting from the Ministry finance created a huge demand for skills and knowledge of gender budgeting. Yet the MGECW did not have the capacity in-terms of numbers of staff and skills to coordinate the implementation of gender budgeting by sector ministries. At the same time, the Namibia Institute for Public Administration and Management (NIPAM) is yet to develop a gender budgeting in-service training. The absence of this capacity will threaten sustainability of this initiative. The decentralized National Gender Coordination

Mechanism also places additional demands for capacity on the MGECW at all levels (national and sub-national). The evaluation recommends the following:

- a. MGECW advocates for the incorporation of in-service gender budgeting at NIPAM. To compliment this effort, technical support is required in developing the training curriculum from development partners such as UNWOMEN and to conduct training of trainers (TOT) to ensure continuation and sustainability of the initiative.
 - b. There is need to support MGECW in developing sector specific case studies and adapting the training materials on GRB accordingly, plus technical handholding to ensure that the trained staff implement the skills accordingly.
 - c. The Masters course will go some way in building supply of gender experts in Namibia. To support this effort the MGECW needs to lobby for increased qualified staff in the Ministry according to the Gender Capacity Five Year Development Action Plan 2013 – 2017 to meet demands for coordinating gender budgeting and overseeing the National Gender Coordination Mechanism.
2. For gender mainstreaming to be implemented by OMAs there is a need for additional technical support from development partners to the MGECW in capacity building and facilitation of development of gender committees within sector ministries. A study on the Ministry of Defense and other sectors where gender mainstreaming is successful in Namibia will inform this process.
 3. There is need to support MGECW in developing sector specific case studies and adapting the training materials on GRB accordingly, plus technical handholding to ensure that the trained staff implement the skills accordingly.
 4. While women's participation in parliament is set to increase with the adoption of the zebra system, there is need for coordination of women's position on issues undermining women's rights in parliament and also support women's political empowerment through ensuring that the Women's Parliamentary Caucus is functional. Work has been done in assessing challenges undermining its effectiveness and a constitution was drafted under the project. The evaluation recommends:
 - a. additional technical support from development partners working through the MGECW to facilitate functionality of this important institution.

1 Introduction

This report presents findings of the End of project Evaluation of the Pro Poor Governance, Gender Equality and Women’s Empowerment from a Human Rights Perspective in Namibia (referred to as “pro-poor project” or “project” in this report). The evaluation was conducted by Ngonidzaishe Marimo of JIMAT Development Consultants.

1.1 About the Pro-poor project

The Pro Poor Governance, Gender Equality and Women’s Empowerment from a Human Rights perspective project was implemented from January 2012 to December 2013. However, the initial design of the project was done between 2008 and 2009, but due to delays in implementation, the project had to be redesigned in 2011/2012 to align to the changed context. The overall goal of the project is to support the implementation of national commitments to gender equality and women’s empowerment in Namibia. The project is funded by the Spanish government and it came to an end in December 2013.

The specific planned outcomes for the project were as follows²:

1. **Outcome 1:** Enhanced capacity and/awareness of gender mainstreaming within the national machinery, selected key Offices, Ministries and Agencies (OMAs)
2. **Outcome 2:** Increased responsiveness of national strategies and programmes to gender equality with respect to national and international commitments

From these two outcomes, twelve outputs were expected to be delivered as presented in Table 1.

Table 1: Outcomes and outputs for the Pro-poor project

Outcome	Outputs
Outcome 1: Enhanced capacity and/awareness of gender mainstreaming within the national machinery, selected key Offices, Ministries and Agencies (OMAs)	Output 1.1: Enhanced understanding of the gender capacity of current staff of MGE CW (head office and in regional offices) Output 1.2: Enhanced capability of MGE CW staff to understand and promote the mandate of the Ministry Output 1.3: Capacity development strategy of the staff of the MGE CW is institutionalized Output 1.4: Increased awareness on the role of selected key ministries in promoting gender equality Output 1.5: Enhanced awareness of Women in Business Association on the Pro-poor programmes and policies that could enhance their economic welfare
Outcome 2: Increased responsiveness of national strategies and programmes to gender equality with respect to national and international commitments	Output 2.1: Enhanced capability among the staff of the MGE CW to champion and support the application of a Multi-sectoral Approach in mainstreaming gender Output 2.2: Enhanced motivation and capacity to mainstream gender amongst technical heads of government (offices/ministries/agencies)

² These outcomes are drawn from the revised project design document and the work plans for 2012 and 2013

	<p>Output 2.3: Enhanced motivation and capacity to mainstream gender within key offices/ ministries/agencies</p> <p>Output 2.4: Increased awareness amongst political leaders on Multi-sectoral Approach to gender mainstreaming</p> <p>Output 2.5: Enhanced understanding of the role of political parties in implementing the SADC Gender Protocol</p> <p>Output 2.6: Better understanding on opportunities and obstacles faced by the Women Parliamentary Caucuses</p> <p>Output 2.7: A plan of action is developed to enable the Women Parliamentary Caucus to influence positive changes in the political party manifestos</p>
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The project was implemented over two years (2012 and 2013). The key activities implemented in year one (2012) included³:

- 1) a comprehensive assessment of staff capacity of the MEGCW from national to regional levels.
- 2) trainings for the staff of the MEGCW to strengthen their skills and enable them carry out their functional duties more effectively and consequently promote the alignment of Ministry activities with core vision and mission as outlined in the strategic plan.
- 3) training of staff of ministries on gender mainstreaming and the linkages to gender based budgeting.
- 4) workshop with Members of Parliament on Multi-Sectoral Approach to Human Rights in Africa which reviewed the status of gender mainstreaming and considered the incorporation of gender in budget processes.
- 5) engagements with the University of Namibia (UNAM) and Namibia Institute of Public Administration and Management (NIPAM) for the introduction of gender courses (an academic course at Masters Level and public sector training courses respectively)
- 6) gender Mainstreaming Training targeting staff from government Offices, Ministries and Agencies (OMAs). A total of one hundred and five staff (105) staff from eight (8) priority OMAs were trained to develop or strengthen their skills in gender mainstreaming with a focus on developing the sector plans. The participants were drawn from OMA's head offices in Windhoek as well as regional offices
- 7) an analysis of the national Women Parliamentary Caucus with which identified , challenges faced by the national Women Parliamentary Caucus and made recommendations that the Caucus be re-established to support women political empowerment
- 8) a workshop that brought together political parties to deliberate on their role in supporting the women access and ascension to positions of leadership.
- 9) capacity building of the National Gender Permanent Task Force (NGPTF⁴) and also creation of a platform for the task force to deliberate on potential application of a Multi-sectoral Approach to Human Rights in the country.
- 10) a workshop in December 2012 with Members of Parliament (MPs) to explore the application of Multi-Sectoral Approach to gender mainstreaming.

³ Annual Work Plan January-December 2013.

⁴ The primary monitoring structures suggested in the National Gender Policy is the National Gender Permanent Task Force (NGPTF). The NGPTF will work with the MEGCW to support, oversee and monitor government's accountability on gender results

11) supporting a workshop with women in small businesses in Khomas Region. The activity was implemented in collaboration with the Standard Bank and the Ministry of Finance. The workshop aimed to train women on basic business principles, to highlight the opportunities presented by Namibia's National Planning Commissions' Targeted Intervention Programme for Employment and Economic Growth (TIPEEG). TIPEEG was designed as an additional vehicle to stimulate creation of jobs to cushion the vulnerable groups of the population against social and economic inequalities.

At the end of year 1 not all activities had been implemented and results were still emerging and therefore further support was needed through a no cost extension of the project by one year. Year two (2013) focused on three areas in order to contribute to the goal of the project:

- a. multi-sectoral approach to women's rights;
- b. gender responsive budgeting;
- c. advocacy;
- d. gender and poverty eradication;
- e. capacity strengthening; and
- f. politics and decision making.

Table 2 presents activities implemented under each focus area.

Table 2: Activities implemented in 2013

Focus area	Activities
Multi-sectoral approach to women's rights	Meeting with selected National Gender Permanent Task Force members to finalize the TORs in accordance with the recommendations of the Training on a Multi-Sectoral Approach. workshop to strengthen capacity of the National Gender Permanent Task Force and to consolidate decisions of the coordination framework for gender (2 training sessions during 2 quarterly meetings)
Gender responsive budgeting	Budget Breakfast – after the Budget hearing (to assess the budget as an advocacy tool; stakeholders selected OMAs, MPs, students, academia, NGOs etc) Update of Case Studies in Gender Responsive Budgeting Training Manual (Health, Agriculture & Education) and follow-up training for 8 OMAs with an emphasis on Deputy Director level to Permanent Secretaries) workshops for in-depth training for Ministry of Finance (Management cadre) on gender responsive budgeting
Advocacy	Gender Advocacy messages on NDP4 (poverty) and Decision Making (women's empowerment) Bi-annual project newsletter
Gender and Poverty Eradication (NDP4)	Conducting gender analysis of selected laws and policies (Identify gender gaps in the National procurement Policy, TIPEEG, Mining Concession Policy, Fishing Quota Policy, SME Policy, Trade Policy) ⁵ Women's empowerment and life skills training and mentoring for women in politics and public servants Support the establishment of the Women's Business Directory with UNDP and the National Chamber of Commerce (NCCI)
Capacity Strengthening	Gender Capacity strengthening for MGECW staff through a) TOT for Directorate of Gender staff and Gender Liaison Officers and b) Gender training for the rest of the MGECW Headquarter staff c) Gender training for regional staff c) Women's empowerment training Support the institutionalization of gender capacity development through long term gender training a) Support NIPAM to develop an Gender Induction course for all Public Servants b) Support UNAM in the development of the MA course in Gender
Politics And Decision Making	Technical support to political parties to support the implementation of the SADC Protocol on Gender and Development's target of 50/50 by 2015 Retreat to Sensitize the Permanent Secretaries on multi-sectoral approach on the empowerment of women and gender equality and lobby for their support in gender mainstreaming and in the high level coordination mechanism for gender results Support the establishment of the Women's Parliamentary Caucus through a) workshop on the development of the constitution/membership/scope and b) setting up of the structure/office of the WPC

The beneficiaries of the project were varied but mainly included:

- a) the Ministry of Gender Equality and Child Welfare;
- b) Other Offices of Ministries and Agencies (OMAs);
- c) Parliamentarians;
- d) Political parties; and
- e) academic institutions.

1.1.1 Implementation Structure

The project was implemented by the MGECW with technical support from UNWOMEN. This included fund management and delivery of activities. A local project support staff was contracted in 2012 to assist the MGECW in implementing project activities. In the second year full-time Technical assistance was hired through the MGECW's recommendation to support implementation of capacity building activities of the MGECW and other OMAs. In the first year this technical support was mainly outsourced which slowed the pace of implementation because recruitment processes of the MGECW were protracted.

UNWOMEN provided oversight of project implementation. Funds were disbursed on a quarterly basis to MGECW after approval of quarterly acquittals and quarterly reports.

The total project budget was US\$519,336. At the end of the project, a total of US\$412,947 was utilised, leaving a balance of US\$106,389.

1.2 Purpose of the evaluation

This was a final evaluation of the pro-poor governance project. The purpose of the evaluation was as follows:

- To understand whether project had met its objectives including factors that may have enabled or hindered the attainment of objectives
- To distil good practices that can inform programming of similar nature in the future
- To make recommendations for stakeholders on actions that are required to support sustainability of results

The main users of the evaluation include: UNWOMEN, the Namibian Government, and other stakeholders in gender in Namibia.

The evaluation results shall enable UNWOMEN and other stakeholders to plan future support for gender in Namibia.

1.3 Evaluation objectives and scope

The objectives of the evaluation are in accordance with the UN WOMEN evaluation guidelines which require all projects to undergo an end of project independent evaluation as a means to determine the results achieved in its implementation and lessons that could be learned in the implementation of future similar projects and for the UN WOMEN global offices.

The evaluation questions in the ToR are structured around the OECD DAC evaluation criteria of relevance, efficiency, effectiveness, impact⁶ and sustainability as presented in Table 3.

Table 3: Evaluation questions in the ToR⁷

Criterion	Questions
Relevance	<ol style="list-style-type: none"> 1. Do the partners, target groups and beneficiaries consider that the project contributed to gender equality and women's empowerment in Namibia? 2. Are the project objectives addressing identified rights and needs of the target group(s) in national and local contexts? How much does the project contribute to shaping women's rights priorities? 3. Do the activities address the problems identified? 4. Is the project design articulated in a coherent structure? Is the definition of goal, outcomes and outputs clearly articulated?
Efficiency	<ol style="list-style-type: none"> 1. Could the activities and outputs been delivered with fewer resources without reducing their quality and quantity? 2. Have UN Women's organizational structure, managerial support and coordination mechanisms effectively supported the delivery of the project? 3. Have the outputs been delivered in a timely manner?
Effectiveness	<ol style="list-style-type: none"> 1. What was the progress made towards the achievement of the expected outcomes and expected results? What are the results achieved? 2. What are the reasons for the achievement or non-achievement? 3. To what extent have beneficiaries been satisfied with the results? 4. To what extent have capacities of gender equality advocates been strengthened? 5. To what extent do the intended and unintended benefits meet the needs of disadvantaged women and girls?
Sustainability	<ol style="list-style-type: none"> 1. What is the likelihood of the benefits from the project being maintained after the project finishes? 2. Is the project supported by SADC and Namibian institutions? Do these institutions demonstrate leadership commitment and technical capacity to continue the efforts and activities supported by the project and/or replicate them? 3. Are requirements of national ownership satisfied? 4. What operational capacity of national partners, also known as capacity resources, such as technology, finance, and staffing, have been strengthened?

1.4 National context

Women's enjoyment of rights, resources, and voice are shaped by institutional structures in a democratic system. Women in Namibia constitute 51% of the population which is approximately

⁶ Given the short timeframe of implementation, the evaluation was limited to the assessment of relevance, efficiency, effectiveness and sustainability. At the end of year two it was not expected that impacts would be visible at the woman level as many results were at output and intermediate outcome level.

⁷ All the questions were as per the ToR. All questions in the ToR were used for the evaluation with the exception of impact as explained above.

2 million and are slightly more in rural areas at 52%. While there has been notable progress in ratifying conventions, passing laws and developing policies on gender equality, women in Namibia continue to be disadvantaged in all spheres of national life. This is evident in the high level of unemployment among women, limited influence and power as well as feminized poverty. Yet the constitution provides the fundamental rights of equality and freedom from discrimination (Chapter 3 Article 10). Namibia also has a gender policy, 2010-2020, to address gender inequality and other socio-economic issues that impact on women disproportionately. The country's fourth National Development Plan (NDP4) also provides a framework for strengthening gender equality in Namibia. The plan articulates gender equality and the empowerment of women as a key principle and requires sectors to mainstream gender in their sectoral plans.

Although Namibia has a development policy that is committed to balancing access to development resources for women and men, it was clear the progress was rather too slow to materialize. Although Namibia is considered a relatively functional democratic system, significant levels of gender biases continued to persist which stems from the history of colonisation particularly in the area of service delivery (health, education, and other social services). A common approach to correcting gender-specific governance failures has been to encourage women's access to public offices so they can directly represent and address women's concerns and needs. It is not enough to only increase the levels of women's participation in decision making positions, the emphasis should be on the importance of transformative leadership.

Women's representation and participation in decision making at parliament and managerial levels has fluctuated over time. Following the 2009 elections, women's representation in the national assembly stood at 26.87%. Women are under-represented in regional councils where only 13 out of 107 are female and 3 out of 13 are regional governors. Women are well represented in Local Authority Councils where they constitute 45%⁸.

As Namibia is a signatory to the SADC Protocol on Gender and Development, the government has committed itself to achieve the target of 50% men and women representation by 2015. Women's participation in decision-making is an important step towards women's empowerment. It is crucial that their interests be taken into consideration both at national and local political levels. The challenge still remains to go beyond numbers and ensure that those in leadership positions are gender sensitive and promote access, control and equitable distribution of resources.

The MGECW is tasked with the mandate to ensure gender equality and equitable socio-economic development of women and men and the well being of children. However, the Ministry recognized that staff had capacity challenges that could hinder their ability to meet the mandate of the Ministry. While Staff were familiar/knowledgeable on laws and policies that relate to gender equality, they were unable to apply the knowledge in their day-to-day work.

The pro-poor project therefore sought to address the skills gap in the MGECW and other OMAs to be able to implement the government of Namibia's commitments encapsulated in international regional and national commitments such as the CEDAW, SADC Protocol on Gender and Development and the National Gender Policy, NDP4 and the national constitution. The political commitment for gender equality demonstrated by the government of Namibia

⁸ Morna, C.L., Jambaya, L. and Makamure, L. 2012 SADC Gender Protocol 2012 Barometer – Namibia. Gender Links

provided good ground for the project to work with MGECW to influence changes in policies and institutions to facilitate implementation of these commitments.

2 Methodology

The evaluation was conducted in a participatory manner. This entailed involving UN WOMEN, Ministry of Gender Equality and Child Welfare in the design of the evaluation and its approval. Participation also included ensuring that a broad range of stakeholders were consulted with particular focus on the primary stakeholders. Approaches such as group interviews and internet based interviews were utilized as supportive measures in light of the limited time that was available for interviews in Namibia.

It was also conducted according to the UNWOMEN Evaluation Policy Guidelines and using rights-based and gender equality approaches.

Data collection was mainly through documentary review and key informant interviews in Namibia. A total of 12 interviews were conducted with implementation staff and beneficiaries in Namibia and UNWOMEN office in South Africa. The Categories of stakeholders interviewed were the following:

- UNWOMEN
- Government
- Academia
- Parliamentary staff
- Civil Society Organisation

Selection of these categories was based on the stakeholders involved in the project. Given the limited time available for interviews in Namibia of two days, the most critical or primary respondents were selected – those that were involved as implementers or beneficiaries and had good knowledge about the project. Annex 5 provides the list of people interviewed for the evaluation.

2.1 Study limitations

The following were limitations for the evaluation:

1. The country visit coincided with the death of a prominent member of the ruling SWAPO party and campaigning for elections. Politicians and MPs were therefore not available to be interviewed. However, the evaluator managed to meet with parliamentary staff.
2. A careful selection of key stakeholders had to be made to ensure the most key were met during the time in Namibia. This could have excluded other critical stakeholders and numbers of interviews for triangulation and verification of findings. To offset this, the project had good documentation of activities which were used to validate and triangulate results of interviews.

3 Findings

The findings of the evaluation are organised according to four OECD DAC evaluation criteria of relevance, effectiveness, efficiency and sustainability and are guided by UNWOMEN evaluation guidelines. Lessons learnt from implementation of the project are presented as the last topic under this section.

3.1 Relevance

Relevance in this evaluation focused on how the project was appropriate to the government of Namibia's priorities for gender equality and women's empowerment.

3.1.1 Addressing the needs of stakeholders, women and girls

There was consensus among stakeholders on the relevance of the project in Namibia. While Namibia had strong commitment for gender equality, implementation of these commitments lagged behind.

"Gender is very popular politically resulting in a lot of political will for gender related commitments but implementation is lacking". A key informant in Namibia

The Namibia Constitution recognises the equal rights of men and women while the National Development Plan 4 highlights the need for gender equality as a means for reducing poverty as women are the most disadvantaged. Implementation of these commitments has been slowed by the lack of capacity and drivers for change within government. For example, gender budgeting was first discussed in 1998 but could not take off because of lack of capacity within the Ministry to take lead in the process. A National Gender Coordination Mechanism was discussed in corridors within the Ministry but there was no consensus on how to take this forward. Yet, more opportunities were becoming available to advance gender equality in Namibia. Political will for gender equality was at its highest, Namibia had signed the SADC Gender Protocol, the National Gender Policy review had been finalised and the Joint UN Gender programme had created momentum which needed to be sustained for normative and institutional frameworks to be changed to facilitate gender equality programmes to be developed and financed.

The design of the original project as shall be highlighted under efficiency was multi-stakeholder including government, UNWOMEN and CSOs. The design was based on agreements of these three major stakeholders in the implementation of the project.

The pro-poor project was relevant to the needs of women and girls. Women and girls are the poorest and most disfranchised in terms of access to resources and opportunities for economic empowerment in Namibia. By improving delivery of gender results through better coordination, increased resources (through gender responsive budgeting (GRB)) and effective mainstreaming of gender across all sectors, women and girls would benefit more equitably from social and economic development programmes thereby reducing their individual⁹ poverty and its associated negative impacts.

⁹ An assessment of actual benefit by women could not be done as these initiatives were still starting at the time of evaluation.

3.1.2 Appropriateness of design

The original project focused on facilitating gender budgeting, mainstreaming of gender in selected ministries and regional councils plans and strategies, building capacity of gender advocates and developing models of community level initiatives for advancing women's economic rights. Strategies for achieving these objectives included:

1. Technical assistance to the government of Namibia on CEDAW reporting and other regional human rights instruments
2. Increasing women's participation in politics through advocacy
3. Gender budgeting at the local level
4. Policy dialogue between women's organizations and regional councils' procurement committees or departments to contribute to adoption of gender responsive tendering and procurement procedures.

As can be seen from the strategies the initial project did not aim to influence policy but to enhance capacity for demand and supply of gender responsive services and programmes. The original design indeed addressed concerns that included limited capacity to formulate and implement gender responsive plans and budgets and declining participation of women in politics to advocate and champion for mainstreaming of gender equality in policies and programmes. Targeting the community also was important as one interviewee put it, "*gender equality had become an elitist phenomenon with limited regard for community level gender equality*". However, not targeting institutionalization through influencing policy changes in government was the biggest flaw of this design. For example, there was discourse within government on gender budgeting since 1998 but with little progress. Interviews with the MGECW and another interviewee from parliament showed that while knowledge to implement gender responsive budgeting was an issue, the greatest challenge was the lack of institutionalization of the initiative and support from the highest structures of government. Therefore, to facilitate implementation there was need to create "demand" for gender responsive budgeting among all Offices, Ministries and Agencies (OMAs).

"In Namibia there is a great respect for institutionalized processes." **Key informant**

This fundamental flaw was addressed in the new design (see section 3.2.1 for reasons for re-design) eventually implemented which not only focused on capacity – “the supply side” - but also aimed at creating demand by advocating for gender budgeting to be a compulsory part of the planning and budgeting system for all OMAs – “the demand side”.

Secondly, the new design of the project adapted to the change in context: the implementation of the Millennium Development Goals Achievement Fund (MDG-AF) Gender Joint Programme of United Nations (UN) agencies - referred to as the Joint Programme¹⁰. The Joint Programme had a strong community level component which built numerous initiatives for economic empowerment of women which the Pro-poor intended to achieve. Implementing this component in the pro-poor project would have resulted in replication and inefficient use of resources. The Joint Programme had also assisted the Ministry to finalize the National Gender Policy. Support

¹⁰ The Joint Gender Programme was a separate project funded by the Spanish government under the MDG-AF. The Joint programme started after the initial design of the pro-poor project in 2008. Thus the initial pro-poor project design was prior to UN joint gender programme but by the time the project was implemented, the context had changed particularly with the implementation of joint gender programme. Joint gender programme begun in February 2009 and ended in July 2012.

was required to facilitate its implementation. One of the critical elements of this was establishment of a national coordination mechanism for monitoring of gender equality across the 12 thematic areas of focus presented in the National Gender Policy.

Thirdly, and a factor of the nature of the funding/partnership framework between UN WOMEN and the Spanish government which was not prescriptive on outputs as it stated the desired outcome and allowed for outputs and activities that were consistent with the context of implementation, enabled the project to take advantage of emerging opportunities to achieve the project objectives. These included:

1. facilitating the development of syllabi for gender and development to offset the critical shortage of gender specialists in the country; and
2. gender analysis and subsequent revisions to ensure gender responsiveness of the current procurement bill.

Fourth, the project design rightfully focused on building the capacity for Ministry-to-Ministry lobbying. There was already political will to implement gender equality initiatives from the highest levels in government. Within the MGEWCW there were ideas of what was needed to be done but there were gaps in capacity. Therefore there was need to increase internal capacity of the MGEWCW to be able to take advantage of this political will by pushing for policy changes with regards to gender equality as opposed to building an external movement to push for this agenda. In this way the project managed to achieve key changes with relation to gender equality e.g. gender responsive budgeting and the national coordination mechanism.

Fifth, having the government take the lead on the project with externally recruited project staff providing background technical support, built ownership of project activities and results in the MGEWCW. In the second year (2013) the project was incorporated in the Ministry's annual work plan reflecting its importance to the Ministry. Having the Ministry take lead of project activities and subsequent ownership led to senior management, including the Minister taking up actions and opening up avenues to access powerful positions to facilitate the changes required e.g. Minister of Finance, Prime Minister, etc. Examples include:

1. the Minister changing the oversight level of the national coordination mechanism from directors to cabinet and permanent secretaries. This ensured that activities got implemented and won the attention of cabinet for approval and institutionalization within a short space of time
2. taking gender budgeting to the Minister of finance and convincing the Ministry of its importance and link to poverty reduction. This ensured adoption and institutionalization of GRB within a short space of time

Lastly, one of the greatest strengths of the design was the process adopted in developing it. As the senior staff of MGEWCW put it:

"To begin with the design has to be ours. We know what we want to achieve. So government has to drive the project, the state should lead. When it leads, it takes the political commitments and provides resources". **Senior staff in the MGEWCW**

This is exactly the process undertaken in designing the pro-poor project. The Ministry was closely involved in its design and led the revisions to the original design to suit the changing context. This strengthened ownership of the project.

However, there were some challenges. The structuring of training workshops for gender responsive budgeting which were cross-sectoral undermined adequacy of training as the

training became generic. One trainee interviewed highlighted that it was difficult for them to apply the training in their own sector due to lack of sector specific examples. Furthermore, given that some participants had no gender background, the length and content of training was in some cases not adequate. One participant highlighted that they could not grasp what was being taught because they had no gender background and needed more time and an alternative content to be able to comprehend and apply the training.

While the majority of outputs were found to be appropriate to achieve the stated outcomes there were some exceptions. Output 1.5¹¹ in the new project design, though relevant to ensure women take advantage of economic opportunities its structuring did not ensure adequate support was provided to ensure the objective was met. The activity for this output was a single training workshop. There was need to support them beyond the single training workshop to ensure the training was put to use and that additional support was provided to enable the women to take advantage of the economic opportunities in Khomas region. Lastly the rationale for selection of Khomas region was not clear in both the original and revised versions of the project document.

3.2 Efficiency

Efficiency in the context of this evaluation assessed how well various activities undertaken transformed available resources into achieving intended outputs in terms of quantity, quality, and timeliness.

3.2.1 Fund management

In general fund management was satisfactory. There was adequate capacity and systems in government and UNWOMEN to manage fiduciary risks.

However, there were challenges with the government being understaffed in relation to the seemingly fast paced project implementation that the pro-poor project required because of the short period of implementation, an issue raised in monitoring reports by UNWOMEN. This in some cases delayed implementation of activities and submission of acquittals and budgets to UNWOMEN which in turn delayed disbursements. However, these challenges should have been expected given the nature of staffing in the Ministry and other ways to overcome them could have been considered, e.g. limiting the number of disbursements per year to reduce the administrative burden. However, in the course of the programme, UNFPA supported the Ministry with the position of an accountant who supported financial reporting for UNFPA, UN Women and other Development Partners.

Other delays were caused by the lengthy procurement processes of government for consultants offering technical support to the project. This was a challenge particularly in the first year, 2012, when the project had no technical advisor. Recruiting short term consultants also increased administrative burden on already overstretched Ministry staff delivering project activities given the pace at which activities were to be implemented because the implementation period was short (two years). In addition to the delays in procurement, stakeholders raised concerns about the quality of outputs from some of the technical work outsourced to consultants due to the limited capacities in gender within Namibia. In response to these shortcomings, the project

¹¹ Enhanced awareness of Women in Business Association on the Pro-poor programmes and policies that could enhance their economic welfare

recruited a full time technical advisor who implemented the majority of capacity building activities increasing the speed of project implementation.

The greatest delay experienced by the project, was the delay in its launch. The project was to commence in 2010 but eventually commenced in 2012 and ended in 2013 after approval of a one year extension by the Spanish government. The delays resulted in the project being implemented for an effective two years instead of the planned three resulting in a very intensive work plan of activities. While the selection of activities (as discussed under relevance) largely ensured that implementation of activities and results could be achieved within the given time period of two years, the reduction in time had its drawbacks.

The project did not have adequate time to implement measures to facilitate an exit strategy that would sustain results such as supporting capacity building for effective implementation of gender responsive budgeting, and the national coordination mechanism. The government has continued to pursue these initiatives and has the capacity to sustain them, however sustainability might be threatened by inadequate training among MGECW staff as staff in the Ministry highlighted they needed additional training and technical assistance. Furthermore the increased demands for capacity in gender budgeting by sector ministries will overwhelm the already overstretched Ministry (see more discussion under Effectiveness).

The reasons for the delay in starting the project varied. Interviews with UNWOMEN and the MGECW confirmed by the justification for extension showed that the following were the major reasons:

1. as the project was developed with multiple stakeholders, agreements on the design and implementation plan took longer than expected. The process started in 2009 and ended in 2011
2. the advent of elections also stalled progress as focus for stakeholders and especially government shifted to elections. The introduction of new Ministers meant the project had to be re-introduced which again took time.

Staff changes in UNWOMEN also stalled progress in the start of the project. The processes for implementation only picked up with the introduction of a new project officer in 2011. By the time the project was agreed on between the government of Namibia and UNWOMEN in 2011, the Joint UN programme for gender was also coming to an end. Initiatives the project had intended to implement had already been covered under the joint programme. There was therefore a need to re-think its design, especially to build on the successes of the joint programme.

At approval of the revised design in 2012, the project had only one year left of the intended three years. It was clear this period was inadequate to achieve the set objectives of policy influence and facilitating measures for sustainability plus capacity issues in the MGECW highlighted earlier, thus necessitating an extension to 2013.

The approach adopted by the project, of government taking lead in implementation led to ownership of the project by MGECW. This had efficiency spin offs as the government cost shared. For example, costs for workshops such as living expenses and other travel for MGECW and government staff were frequently met directly from the respective Ministry budgets. Communication printing and stationery were also other costs met directly by the government. Staff salaries to the project were reduced. The role of the project coordinator became irrelevant in year two as activities were incorporated in the MGECW work plan. The project results were also included in the performance pact for staff of the directorate for Gender Equality as part of the government of Namibia public service performance management system.

The ability of the project to pursue joint implementation on some activities resulted in reduced costs of implementing the project. Ordinarily, activities such as workshops for politicians or seating members of parliament are very expensive to hold. For example, experience with UNICEF's parliamentary Programme in eastern and Southern Africa shows these workshops can cost between USD300 and USD 700 per participant¹². The political party conference held in Windhoek in 2013 and led by the project is one such example. Its aim was to build support for implementation of the 50:50 representation in parliament between men and women in pursuance of the need to attain the SADC Gender Protocol 50:50 participation in political leadership in Namibia. The conference attracted interest and funding from UNDP, the International Institute for Democracy and Electoral Assistance (IDEA); SADC Secretariat and SADC Parliamentary Forum. Their support enabled the activity to reach out to more participants including MPs and politicians from the region to be speakers and share their experiences with Namibia on gender equality in politics¹³. Furthermore, as reported in the fourth Quarterly Report for 2012, majority of the training in this quarter was conducted by the Gender Adviser located in the MGECW resulting in savings on consulting fees for trainers.

All these initiatives led to savings for the project which enabled it to pursue other emerging issues not reflected in the project document but were critical in supporting the intended outcomes. Consequently, after implementing a majority of the activities and additional emerging actions a saving of \$106,389 was realized¹⁴.

3.2.2 Project management

Project management - recruitment of a project coordinator was required and provided for activities to be better coordinated in the first year as they were not incorporated in the government work plan. The concerted efforts by project staff to facilitate ownership by the MGECW and ensure the project was driven from within the Ministry is commendable and good practice for similar work targeting similar results and in similar context. The ability of the Ministry together with the project staff to identify opportunities to advance project intended results is good practice. However, for this to be a success there needed flexible decision making processes within UNWOMEN. This was exactly the case as shown by the changes to project activities in 2012 and during project implementation to suit the context and emerging issues e.g. recruitment of a technical advisor, the Masters degree in gender at the University of Namibia (UNAM) and engendering the procurement bill as explained below.

While the project made a decision to have the project housed and implemented to a large extent by MGECW staff, it did not, from a planning perspective, take into consideration their limited capacities in gender. For example, a capacity assessment of the Ministry financed through the project found that only 2.9% reported as specialized in gender. Of those with some gender training irrespective of their specialization (42%) a majority 54.5% had attended a 1-7 day workshop focused on a gender related issue¹⁵. Therefore this lack of capacity within the Ministry had the potential to derail the project by undermining the quality of activities and results obtained. At planning stage a technical advisor to build capacity of the MGECW to implement project activities should have been considered. The project coordinator alone could not have

¹² JIMAT (2010) Evaluation of UNICEF Southern And Eastern Africa Parliamentary Support Programme

¹³ Mission report of the UN Women Project Coordinator, 3 October 2013

¹⁴ UN Project Atlas System

¹⁵ MGECW (2013) Ministry of Gender Equality and Child Welfare: Staff Gender Capacity Assessment Report and Development Action Plan

been able to achieve this in an effective manner given the core responsibilities of coordination and reporting. Coincidentally this gap was met by a technical advisor recruited separately by UNDP under the Joint UN Gender programme funded by the Spanish government in 2012. To UN WOMEN's credit they were able to be flexible enough to extend the contract on MGECW request to cover 2013 partly to spearhead the capacity building of Ministry staff but also to reduce outsourcing of too many short term experts which was reducing the pace of implementation of activities (discussed earlier). This also contributed to reduction of transaction costs on the part of the Ministry.

The monitoring and reporting system for the project included mainly Quarterly reports. However, there were frequent visits (quarterly) to the MGECW by UN women who are based in South Africa for support and oversight of implementation.

Within the directorate of Gender Equality, it was reported that progress in implementation was discussed in monthly directorate meetings as management meetings within the Ministry. Thus, management was kept informed on progress in implementation.

3.2.3 Adequacy of support

Adequacy varied across different categories of activities but largely was satisfactory. Senior staff from the MGECW highlighted that technical support provided to them to facilitate lobbying for adoption of gender responsive budgeting and the national coordination was adequate, timely and of the right quality. The flexibility of the technical support, to not only limit itself to the project TOR but to encompass emerging issues as well, contributed to this satisfaction by not only senior managers of the Ministry but also staff in the gender directorate.

"We wish we could keep the technical advisor for much longer because he was very helpful and we still need the advice he provided". **Key informant interview with staff in the directorate.**

Discussions with recipients of training activities lamented the inadequacy of the time available for the training to cover topics in the depth required as most did not have gender background. Specifically the cross-sectoral trainings while they have been important stimulate discussion on gender and raise consensus on certain issues were highlighted by trainees as not very beneficial when it came to applying the training in their own sectors. However, there was appreciation for the quality of trainers and delivery.

3.3 Effectiveness

Effectiveness measured the extent to which the project managed to achieve its stated outputs and outcomes.

Table 4 presents an analysis of the extent of achievement of the different outputs.

Table 4: Achievement of outputs

Output	Achievement ^a	Comments
Output 1.1: Enhanced understanding of the gender capacity of current staff of MGECW (head office and in regional	A	A gender capacity assessment was conducted in late 2012 with report available in 2013.

Output	Achievement ^a	Comments
offices)		
Output 1.2: Enhanced capability of MGECW staff to understand and promote the mandate of the Ministry	B	Several methods were adopted to facilitate training of Ministry staff based on the findings of the assessment. Training workshops in gender mainstreaming and GRB were for staff at head office and in the regions. Day to day support was provided to staff in the directorate to implement their mandate including facilitation of discussions on plans and strategies related to promoting gender equality in Namibia e.g. the National Coordination Mechanism and GRB. Staff interviewed supported the fact their knowledge had increased as a result of the project. They particularly appreciated the day to day advice as very helpful. However, challenges of staff turnover and inadequate staffing in the directorate shall undermine full achievement of this output.
Output 1.3: Capacity development strategy of the staff of the MGECW is institutionalized	B	<p>A capacity development strategy was developed and costed. The Gender Capacity Five Year Development Action Plan 2013 - 2017 would cost an estimated N\$14,260,000. The strategy has five outcome areas including:</p> <ul style="list-style-type: none"> i. Increase staff gender awareness. ii. Gender training skills development and knowledge enhancement. iii. Develop a job structure for promoting gender equality and women empowerment as per the MGECW mandate. iv. Strengthen coordination and accountability for the implementation of gender programmes in the MGECW. v. Strengthen financing for gender activities in the MGECW. <p>Already some progress was made under the pro-poor project financing in the following areas: (1) increasing staff gender awareness, (2) gender training skills development and knowledge enhancement, and (3) strengthen coordination and accountability for the implementation of gender programme in the MGECW. More resources are needed to deepen engagement in these outcome areas as to begin implementing actions in the remaining two outcome areas.</p>
Output 1.4: Increased	A	Training was conducted in the second quarter of

Output	Achievement ^a	Comments
awareness on the role of selected key ministries in promoting gender equality		2013. Follow up meetings were conducted by staff in the MGECW including at Ministerial level. The result was the circular for all budgets of OMAs in the 2014/2015 fiscal year to incorporate gender. Adoption of the National Gender Coordination Mechanism at cabinet level was another result of this awareness.
Output 1.5: Enhanced awareness of Women in Business Association on the Pro-poor programmes and policies that could enhance their economic welfare	C	A training workshop was held for women in business in Khomas region with reference to pro-poor programmes and policies/strategies that they can take advantage of. It was also done in line with the SADC Recommendation of the Women in Business Action plan. However, much more than the once off training was required ¹⁶ . There needed to be follow up actions to technically support women in business in Khomas region to fully take advantage of the opportunities through pro-poor programmes.
Output 2.1: Enhanced capability among the staff of the MGECW to champion and support the application of a Multi-sectoral Approach in mainstreaming gender	B	Discussions on the national gender coordination mechanism were going on prior to the project implementation. The pro-poor project was able to bring the diverging views together into one coherent design. An international consultant was recruited to facilitate the process and provide training in gender coordination. All this provided the Ministry with capacity to develop and lobby for the institutionalization of the coordination mechanism. However, the Directorate of Gender Equality is one of the understaffed in government to be able to effectively manage this system at national and regional levels given other emerging demands such as capacity requests from OMAs to implement GRB.
Output 2.2: Enhanced motivation and capacity to mainstream gender amongst technical heads of government (offices/ministries/agencies)	C	A series of workshops were held in quarter 4 of the first year, 2012. Discussions with one of the ministries trained showed increased motivation to mainstream gender. However, capacity to mainstream gender is limited and is left to the gender focal persons in most cases who are not fully clear of how they are to do this. One gender focal person interviewed for the evaluation highlighted they were not fully knowledgeable of what they were supposed to do and how to do it despite attending two training workshops (albeit on different agendas). Thus development and

¹⁶ During the training, one challenge raised was potential partners for women's businesses were not aware of what women were engaged in to facilitate preferential procurement. UNDP was interested in taking up the activity and they took leadership to create a national database through a project called Gender Responsive Procurement. However this had not been completed by the time of the evaluation.

Output	Achievement ^a	Comments
		implementation of gender mainstreaming action plans still lagged behind. Nonetheless, there are examples where future initiatives can learn from such as the successes in gender mainstreaming by the Ministry of Defence.
Output 2.3: Increased awareness amongst political leaders on Multi-sectoral Approach to gender mainstreaming	A	A training workshop was held in the fourth quarter of 2014 for parliamentarians and parliamentary staff to lobby for their support for the application of the multi-sectoral approach and to strengthen MPs with knowledge and skills to enable them to champion gender initiatives and strengthen their oversight role. The workshop resulted in a statement of support from MPs.
Output 2.4: Enhanced understanding of the role of political parties in implementing the SADC Gender Protocol	A/B	A political parties' conference was held in 2013. The conference raised interest from other development partners including UNDP, SADC secretariat, SADC PF and IDEA. It brought politicians from different countries in the SADC region to share their experiences in implementing the 50:50 representation in politics. While Namibian political parties (led by the ruling party, SWAPO) had recognized the 50:50 representation there was no clear understanding of how this would be done. So the workshop sought to raise awareness on implementation of the 50:50 representation in politics. In 2014, the SWAPO, which is the ruling party, announced it was implementing the 50:50 representation for the upcoming parliamentary elections. The evaluator did not speak to politicians to determine the level of understanding during the country visit as it coincided with the funeral of a prominent member of the ruling party.
Output 2.5: Better understanding on opportunities and obstacles faced by the Women Parliamentary Caucuses	A	An assessment of the Women's Parliamentary Caucus (WPC) was conducted in 2013 with recommendations on strengthening the WPC. These included development of their constitution.
Output 2.6: A plan of action is developed to enable the Women Parliamentary Caucus to influence positive changes in the political party manifestos	B	A plan of action was developed but its implementation has lagged behind.

^a Key: A – very good and fully achieved; B – good and largely achieved but with challenges; C – satisfactory and partly achieved; D – Not achieved

3.3.1 Achievement of Outcome 1

As highlighted in Table 3 several capacity building workshops were conducted for both the MGE CW and the key OMAs. The workshops managed to raise awareness on gender mainstreaming among OMAs. With the absence of strong follow up sector specific support especially in the development of action plans within the OMAs, implementation of gender mainstreaming remained weak. In one of the ministries interviewed gender mainstreaming is limited to the gender focal person. Given the other responsibilities of the staff and that gender mainstreaming is not part of their key performance assessment; it tended to be left behind.

Within the MGE CW there was considerable increase in capacity on gender mainstreaming as a majority had no gender specialization background (only 2.9% of staff had self-identified gender specialization). Staff interviewed highlighted the quality of their work and analysis had improved not only because of the training workshops but the subsequent day to day technical support which was highlighted as most important for putting theory to practice. The increased capacity was reflected in the ability of the Ministry to, for the first time, engage with parliamentarians. The Ministry's ability to lobby for GRB and the national coordination mechanism were also testament to this increased capacity.

One of the other key achievements under this outcome is facilitation of the establishment of a master's degree programme in gender at the University of Namibia. This initiative was started under the Joint Programme. The Pro-poor project managed to ensure the momentum was not lost by facilitating exchange visits for lectures at the University of Namibia with Makerere University in Uganda. The project also financed the recruitment of technical consultants and workshops to assist the University of Namibia develop the syllabi for the course. The course was approved by the university senate in 2013. It is fully managed by the university and is financed through normal university course financing mechanisms. On its launch approximately 70 applications were received showing the huge interest in the course. At the time of the evaluation a total of 13 students were enrolled and due to complete their studies in 2015. A second enrollment will be done after review of the current enrollment in 2015. The introduction of the course is in response to limited gender expertise in Namibia and is aimed to offset the huge demand for gender once gender mainstreaming in OMAs picks up.

3.3.2 Achievement of Outcome 2

The key achievements under this outcome include:

1. Adoption of gender responsive budgeting by government.
2. Adoption by government of the proposed multi-sectoral national gender coordination mechanism.
3. Increased capacity in the MGE CW.

After several meetings of staff of MGE CW and those of the Ministry of Finance including at Ministerial level an agreement was reached for Namibia to adopt GRB. GRB was not a new concept in Namibia as it was developed in 1998 with the Commonwealth support but implementation was fragmented and in isolated periods when development partner support was available. It lacked drivers from within government to ensure it became institutionalized. This project managed to facilitate the process by ensuring the government was in control and driving the agenda with the support of technical capacity to do so.

The multi-sectoral approach to coordination of gender was another key achievement of the project. The first achievement was to raise awareness and support for this approach among OMAs and MPs. The second achievement was to gather support at the highest echelons of government. During the initial meetings the plan was that the coordination mechanism would be implemented at directorate levels in government. However, the then new Minister of the MGECW took it up to cabinet for approval. It is in this process that oversight of the mechanism was moved from the directors' level to the level of permanent secretaries to ensure it was implemented. The national gender coordination mechanism was approved at cabinet level. At the time of the evaluation the MGECW was rolling out the mechanism in regions.

Despite support for women's participation in politics and decision making by political parties and especially the ruling party, implementation of the zebra system lagged behind. At the time the project started Namibia had signed the SADC Gender Protocol which advocated for 50:50 representation in politics and decision making. There was thus increased lobbying from SADC secretariat, SADC PF and civil society for political parties to meet this commitment. However, in all this, political parties had not been brought together to understand the importance or benefits of such an approach in the electoral system. The political parties' conference in 2013 managed to bring in political parties and raise understanding of how to implement the 50:50 representation in politics. The conference increased the momentum for implementation of the 50:50 representation in addition to other initiatives especially within SWAPO, some political parties and the civil society.

3.4 Sustainability

Sustainability in this evaluation measures the extent to which outcomes will continue beyond the end of the project.

Major outcomes of the pro-poor project were:

1. Introduction of GRB in the planning and budgeting system
2. Introduction of the national gender coordination mechanism
3. Capacity in the MGECW in gender, gender budgeting and gender mainstreaming
4. Awareness of gender mainstreaming in OMAs

3.4.1.1 Introduction of GRB

The introduction of GRB created an additional demand for capacity to implement it. Technical assistance required by ministries include conducting sector gender assessments and associated action plans to facilitate gender budgeting. Secondly, the Ministry has to analyse all budgets for their gender responsiveness, attend all budget hearing meetings for all OMAs. Yet in discussion with MGECW the capacity to carry out all these activities is limited in terms of the number of staff available and their technical know-how. For example two staff at head office trained by the project have already left the Ministry further reducing the MGECW's capacity to meet these additional technical assistance demands as GRB and gender mainstreaming are not yet part of in-government training courses at the public service training institute.

"It will be difficult to meet the training demands as we are also still learning about GRB. In addition we are short staffed". Key informant MGECW

This lack of capacity shall pose a serious challenge in the near future in the implementation of GRB. There is a real risk of the gains regressing in the near future if this is not addressed.

3.4.1.2 Introduction of NGCM

The NGCM is institutionalized and is supported by cabinet, therefore it will be resourced. However, the major challenge as with GRB is that the limited capacity in MGEWCW may undermine its effectiveness.

3.4.1.3 Capacity in the MGEWCW

Through the project, MGEWCW staff were trained in: gender and development, mainstreaming gender, and gender budgeting at national and regional levels. Sustainability of this capacity will be negatively affected by high staff turnover in government in the absence of an in-service training course on gender mainstreaming. Induction processes do not yet incorporate gender mainstreaming.

4 Conclusion, Lessons and Recommendations

4.1 Conclusion

Despite the short time period available for implementing the project, it managed to largely achieve its key results (83% of outputs). Most importantly it delivered key results at policy level that would otherwise require more time e.g. introduction of compulsory gender budgeting and the National Gender Multi-sectoral Coordination Mechanism. The introduction of the Masters Course in Gender is also another milestone achieved within one year of project implementation. Flexibility in the partnership agreement between UNWOMEN and the Spanish Government, Government of Namibia ownership and leadership and a carefully designed project to build on past success of the Joint Gender Programme in Namibia are some of the factors that contributed to its success.

Nonetheless, the project ended pre-maturely and many of the results require further assistance to mature. Issues of understaffing in and knowledge gaps of gender budgeting in MGECW threaten the continuation of GRB and national coordination mechanism. Supporting measures such as effecting gender mainstreaming across government needed much more time and resources to achieve it. In many ministries it still lags behind despite the training workshops conducted for gender focal persons.

4.2 Lessons learnt

The following lessons can be distilled from implementation of the Pro-poor project.

1. Flexibility in funding and project management is required when working with the government as project lead. This flexibility should align project demands with government capacity.
2. The process of project development and implementation has to have government in the lead to create trust in the donor-recipient relationship. This trust spurs ownership and is important for projects of this nature to succeed.
3. Where political support for gender is high, better results are obtained by Ministry to Ministry lobbying and having the Ministry of gender take lead of the advocacy and lobby agenda as opposed to building an external movement.
4. In middle income countries such as Namibia, allowing the Ministry of gender take lead of project implementation through incorporation of the project activities in the Ministry work plan can result in reduced costs of implementation and these are shared with the Ministry. With provision of technical support for the Ministry to take lead in implementation of projects results in reduced costs for implementing the project.

4.3 Recommendations

The recommendations are focused on issues that need to be addressed to sustain the gains made by the project.

1. The budget call circular demanding all sector budgets to incorporate gender budgeting from the Ministry of finance created a huge demand for skills and knowledge of gender budgeting. Yet the MGECW did not have the capacity in-terms of numbers of staff and skills to coordinate the implementation of gender budgeting by sector ministries. At the same time, the Namibia Institute for Public Administration and Management (NIPAM) is yet to develop a gender budgeting in-service training. The absence of this capacity will threaten sustainability of this initiative. The decentralized National Gender Coordination Mechanism also places additional demands for capacity on the MGECW at all levels (national and sub-national). The evaluation recommends the following:
 - a. MGECW advocates for the incorporation of in-service gender budgeting at NIPAM. To compliment this effort, technical support is required in developing the training curriculum from development partners such as UNWOMEN and in training of trainers to further build the capacity.
 - b. There is need to support MGECW in developing sector specific case studies and adapting the training materials on GRB accordingly, plus technical handholding to ensure that the trained staff implement the skills accordingly.
 - c. The Masters course will go some way in building supply of gender experts in Namibia. To support this effort the MGECW needs to lobby for increased qualified staff in the Ministry according to the Gender Capacity Five Year Development Action Plan 2013 – 2017 to meet demands for coordinating gender budgeting and overseeing the National Gender Coordination Mechanism. .
2. Economic empowerment of women still lags behind in Namibia. Although the project attempted to address this in the Khomas region the support was inadequate to facilitate achievement and sustained results. A broader women's economic empowerment programme would yield better results. The MGECW needs support from development partners to design and implement such a holistic programme so that feminised poverty is tackled.
3. For gender mainstreaming to be implemented by OMAs there is a need for additional technical support from development partners to the MGECW in capacity building and facilitation of development of gender committees within sector ministries. A study on the Ministry of Defense and other sectors where gender mainstreaming is successful in Namibia will inform this process.
4. While women's participation in parliament is set increase with the adoption of the zebra system, there is need for coordination of women's position on issues undermining women's rights in parliament and also support women's political empowerment through ensuring that the Women's Parliamentary Caucus is functional. Work has been done in assessing challenges undermining its effectiveness and a constitution was developed under the project. The evaluation recommends:
 - a. additional technical support from development partners working through the MGECW to facilitate functionality of this important institution.
 - b.

Annexes

Annex 1: List of Documents Reviewed

1. Annual Work Plan January-December 2013
2. Annual Work Plan for the Pro-poor Project: January to December 2012
3. MGECW.2012. Gender Mainstreaming Training Workshop for the Ministry Of Gender Equality and Child Welfare Staff. Final Training Workshop Evaluation Report.
4. MGECW.2012. Gender Budget Initiative –Namibia (GBI-NA): Concept Note.
5. MGECW.2012. Gender Responsive Budgeting Training Workshop for the Ministry Of Gender Equality and Child Welfare Staff.
6. Ministry of Finance. 2014. Treasury: Budget circular for the 2015/2016 budget
7. MGECW.2013. Coordination Mechanism for the Implementation of the National Gender Policy (2010-2020).
8. MGECW. 2013. Pro-poor governance and gender equality and women’s empowerment: from a human rights perspective Quarterly Report: January – March 2013
9. MGECW. 2013. Pro-poor governance and gender equality and women’s empowerment: from a human rights perspective Quarterly Report: October – December 2012
10. MGECW. 2013. Staff Gender Capacity Assessment Report and Development Action Plan (With Cost Estimates).
11. MGECW. 2013. The Conference on Women in Politics and Decision – Making in Namibia, 22-23 November 2013. Protea Hotel, Walvisbay, Namibia
12. MEGCW.2014. Pro-poor Governance: Special Newsletter.
13. Morna, C.L., Jambaya, L. and Makamure, L. 2012 SADC Gender Protocol 2012 Barometer – Namibia. Gender Links
14. Muwonge, A. and NdahafaNghifindaka. 2013. Assessment of the Women’s Parliamentary Caucus. A consultancy report prepared for the MGECW
15. UNIFEM 2010. Pro Poor Governance, Gender Equality and Women’s Empowerment from a Human Rights Perspective in Namibia Phase I. Project proposal prepared for the Spanish Government
16. Government
17. UNOWMEN and MGECW. 2012. Pro Poor Governance, Gender Equality and Women’s Empowerment from a Human Rights Perspective in Namibia. Revised Project Document 2012.

Annex 2: Evaluator Biodata

Ngoni Marimo is an experienced evaluator with 11 years of experience. He holds a Masters Degree in Poverty and Development from the Institute of Development Studies at the University of Sussex in the UK. He specializes in M&E and research on social development projects. He has specific expertise in gender, livelihoods, social protection, and sexual and reproductive health. He has conducted evaluations in 10 countries in Eastern and Southern Africa.

He has completed evaluations for NGOs, UN agencies, European Commission, World Bank and bilateral donors such Austria Development Agency, DFID, Swiss Agency for Development Cooperation (SDC) and SIDA.

For more information on the experience and qualifications of the evaluator please visit www.jimatconsult.co.zw

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Annex 3: Evaluation Matrix

Criterion	Questions
Relevance	<ol style="list-style-type: none"> 5. Do the partners, target groups and beneficiaries consider that the project contributed to gender equality and women's empowerment in Namibia? 6. Are the project objectives addressing identified rights and needs of the target group(s) in national and local contexts? How much does the project contribute to shaping women's rights priorities? 7. Do the activities address the problems identified? 8. Is the project design articulated in a coherent structure? Is the definition of goal, outcomes and outputs clearly articulated?
Efficiency	<ol style="list-style-type: none"> 4. Could the activities and outputs been delivered with fewer resources without reducing their quality and quantity? 5. Have UN Women's organizational structure, managerial support and coordination mechanisms effectively supported the delivery of the project? 6. Have the outputs been delivered in a timely manner?
Effectiveness	<ol style="list-style-type: none"> 6. What was the progress made towards the achievement of the expected outcomes and expected results? What are the results achieved? 7. What are the reasons for the achievement or non-achievement? 8. To what extent have beneficiaries been satisfied with the results? 9. To what extent have capacities of gender equality advocates been strengthened? 10. To what extent do the intended and unintended benefits meet the needs of disadvantaged women and girls?
Impact	<ol style="list-style-type: none"> 1. What are the intended and unintended, positive and negative, long term effects of the project? 2. To what extent can the changes that have occurred as a result of the project be identified and measured? 3. Is there evidence that the project enabled the rights-holders to claim their rights more successfully and the duty-holders to perform their duties more efficiently? 4. To which extent have efforts been successful to stop harmful and discriminatory practices against women?
Sustainability	<ol style="list-style-type: none"> 5. What is the likelihood of the benefits from the project being maintained after the project finishes? 6. Is the project supported by SADC and Namibian institutions? Do these institutions demonstrate leadership commitment and technical capacity to continue the efforts and activities supported by the project and/or replicate them? 7. Are requirements of national ownership satisfied? 8. What operational capacity of national partners, also known as capacity resources, such as technology, finance, and staffing, have been strengthened?

Annex 4: Project Result Framework

Results	Indicators	Means of Verification/Sources of Information	Risks and Mitigation Strategies
<p>Goal – Support the implementation of international and national commitments to gender equality and women’s empowerment in Namibia</p>			
<p>Outcome 1 : Enhanced capacity and/awareness of gender mainstreaming within the national machinery, selected key Offices, Ministries and Agencies (OMAs)</p>	<p>Percentage of benefiting officials reporting improvement in their gender skills and knowledge in the opinion polls</p> <p>Percentage of participating officials from the select key ministries reporting a positive change in their perception with respect to gender mainstreaming</p>	<p>Opinion surveys</p> <p>Testimonials</p> <p>References to the support rendered by the MGECW</p>	
<p>Output 1.1: Enhanced understanding of the gender capacity of current staff of MGECW (head office and in regional offices)</p>	<p>Capacity assessment of staff in the MGECW carried out in the Ministry’s head office and all their regional offices</p>	<p>Capacity assessment reports</p>	<p>Risk: Staff could be averse to providing information on capacity limitations/low capabilities.</p> <p>Mitigation strategy: staff will be assured of objectivity in assessment. The intended use of the survey will be explained prior to rolling out the capacity assessment survey</p>

Results	Indicators	Means of Verification/Sources of Information	Risks and Mitigation Strategies
			Data gathering will utilize in-house capacity as far as possible
Output 1.2: Enhanced capability of MGECW staff to understand and promote the mandate of the Ministry	Percentage of Ministry staff trained on gender mainstreaming and overarching nature of gender mandate in all the four Directorates of the Ministry	Training reports Signed attendance registers Post training evaluation	Risk: Time constraints due to competing demands Mitigation: Training will be incorporated in the MGECW's Plans of Action/Programmes
Output 1.3: Capacity development strategy of the staff of the MGECW is institutionalized	A capacity development strategy developed and adopted during the life of the project	Approved capacity development strategy	Risk: priority of the Ministry on staff development could shift with changes in senior management Mitigation: New senior officials are made aware of the intervention and the added value to the Ministry/fit between intervention and the strategic priorities of the Ministry The MGECW incorporates staff development in the priorities of the Ministry
Output 1.4: Increased awareness on the role of selected key ministries in promoting gender equality	Four key Offices/Ministries/Agencies (Finance, National Planning Commission and Office of the Prime Minister) are outreached through	Training reports/workshop report Correspondences between	Risk: Time constraint due to competing time demands of targets ministries

Results	Indicators	Means of Verification/Sources of Information	Risks and Mitigation Strategies
	training and sensitization workshops during the first year of implementing the project	MGECW and the officials of the target ministries	Mitigation: promote buy-in from senior officials by linking the intervention to the NDP 4 and the Multi-sectoral Approach to Gender Mainstreaming
Output 1:5: Enhanced awareness of Women in Business Association on the Pro-poor programmes and policies that could enhance their economic welfare	Women in business in Khomas Region trained in reference to opportunities provided by government strategies/policies and the SADC Recommendation of Women in Business Action Plan in the first year of project implementation	Training reports Testimonials from the Association	Risk: Sustainability of benefits to beneficiaries cannot be secured if partnerships are not widened Mitigation: Establish partnerships with organizations that are implementing interventions that can benefit the targeted women. For instance financial institutions and relevant government structures. Promote uptake of the intervention by the MGECW's Directorate of Community Development since the intervention aligns with the mandate of the directorate
Outcome 2: Increased responsiveness of national strategies and programmes to gender equality with respect to national and international	The Government of the Republic of Namibia's national and international commitments are articulated in national and political strategies and	National Development Plan 4 Sector plans	

Results	Indicators	Means of Verification/Sources of Information	Risks and Mitigation Strategies
commitments	programmes		
Output 2.1: Enhanced capability among the staff of the MGECW to champion and support the application of a Multi-sectoral Approach in mainstreaming gender	<p>Number of staff of the MGECW trained on application of the Multi-sectoral approach to gender mainstreaming</p> <p>Percentage of trained staff reporting enhanced understanding of the application of Multi-sectoral approach</p>	<p>Training Reports</p> <p>Pre and post training evaluation reports</p>	<p>Risk: Such first time exposure to the Multi-Sectoral Approach might not be sufficient to enable participants to apply and support the approach</p> <p>Mitigation: The Gender Advisor (currently placed by the UNDP to lend technical support to the MGECW) will provide continuous mentorship to staff after the training.</p>
Output 2.2: Enhanced motivation and capacity to mainstream gender amongst technical heads of government (offices/ministries/agencies)	<p>Number of Permanent Secretaries outreached in the first year of project implementation</p> <p>Percentage of Permanent Secretaries taking initiative to mainstream gender in their ministries as evidenced in the course of developing sector plans</p>	<p>Outreach reports</p> <p>Post outreach review reports</p> <p>Draft sector plans/internal guidelines or plans of actions towards developing sector plans</p>	<p>Risk: Permanent Secretaries could opt to send their juniors to the outreach workshop (retreat)</p> <p>Mitigation: MGECW will make the request through the Office of the Secretary to the Cabinet who has the power to 'summon' Permanent Secretaries</p> <p>The Permanent Secretary of the MGECW will lobby to promote interest among the Permanent</p>

Results	Indicators	Means of Verification/Sources of Information	Risks and Mitigation Strategies
			Secretaries of other Ministries
<p>Output 2.3: Enhanced motivation and capacity to mainstream gender within key offices/ ministries/agencies</p>	<p>Number of select ministries (Finance, National Planning Commission and Office of the Prime Minister) outreached in the first year of motivation</p> <p>Number of targeted ministries taking initiative to mainstream gender in as indicated by outreach reviews as evidenced in the course of developing sector plans</p>	<p>Outreach reports</p> <p>Post outreach review reports</p> <p>Draft sector plans/internal guidelines or plans of actions towards developing sector plans</p>	<p>No risk is envisaged as the target ministries have indicated interest in training through informal requests</p>
<p>Output 2.4: Increased awareness amongst political leaders on Multi-sectoral Approach to gender mainstreaming</p>	<p>Number of Members of Parliament trained on Multi-sectoral Approach to Gender Mainstreaming</p> <p>Percentage of trained MPs reporting willingness to support/champion the Multi-sectoral Approach as measured by post training reviews</p>	<p>Training reports</p> <p>Post training evaluation reports</p> <p>Signed attendance register</p> <p>Unsolicited feedback from MPs</p>	<p>Risk: The intervention needs to be complemented by others in order to yield desired results particularly because political office bearers could be quite short term in their positions if not re-elected</p> <p>Mitigation: The outreach to the select ministries and Permanent Secretaries is designed to be complementary</p>

Results	Indicators	Means of Verification/Sources of Information	Risks and Mitigation Strategies
			<p>The MGECW will design follow-up activities post the life of the project</p> <p>Strategic partnerships with organizations such as SADC PF will also be established to build on the intervention</p>
<p>Output 2.5: Enhanced understanding of the role of political parties in implementing the SADC Gender Protocol</p>	<p>Number of political parties trained on SADC Gender Protocol</p> <p>Political parties undertake to political parties to engender their political manifestos</p> <p>Women’s Parliamentary Caucus</p>	<p>Training reports</p> <p>Political declaration</p>	<p>Risk: Training alone will not result in engendered manifestos or improved participation of women without follow up activities</p> <p>Mitigation: Strategic partnerships with organizations such as SADC PF will be established to sustain intervention</p>
<p>Output 2.6 : Better understanding on opportunities and obstacles faced by the Women Parliamentary Caucuses</p>	<p>An assessment undertaken to highlight challenges and opportunities faced by the WPC</p>		<p>No risk is envisaged</p>

Results	Indicators	Means of Verification/Sources of Information	Risks and Mitigation Strategies
<p>Output 2.7: A plan of action is developed to enable the Women Parliamentary Caucus to influence positive changes in the political party manifestos</p>	<p>A plan of action developed with clear roles and responsibilities and lines of accountability</p>	<p>Adopted plan of action</p>	<p>Risk: Potential lack of implementation of the plan of action hence possibility of lack of continuity sustainability</p> <p>Mitigation: Establish partnerships with strategic organizations that have a similar mandate such as the SADC PF</p> <p>Link the activity to other initiatives such as those carried out by IDEA</p> <p>Promote uptake of support by the MGECEW in their forthcoming sector plans</p>

Annex 5: List of People Interviewed

Position	Organisation
Permanent Secretary	MGECW
Director, Directorate for Gender Equality,	MGECW
Deputy Director, Directorate for Gender Equality,	MGECW
Gender Focal Person	OPM
Former Gender Technical Advisor in MGECW	Independent Consultant
Project Officer	UNWOMEN
Gender Focal Person in the National Assembly, Director of Community Services	National Assembly
Lecturer	MRC, University of Namibia
Dean, Faculty of Humanities and Social Sciences	University of Namibia
Head, Department of Sociology	University of Namibia
Country Manager	Gender links
Senior Development Planner	MGECW

Annex 6: Tools

Ministry of Gender Equality and Child Welfare (Director, Permanent Secretary)

Relevance

1. Were you involved in the design of the project? How?
2. Do you think the project addressed your needs as the government? Provide examples?
3. Do you think the project was the best way to contribute to gender equality and women's empowerment in Namibia? Why?
4. Has the project assisted in the shaping of women's priorities? How?
5. What problems were identified that initiated the project? Do you think the project addressed these problems?
6. Do you think the project addressed the government of Namibia regional and international commitments on gender equality and women's empowerment? How?

Efficiency

7. In your opinion were (a) training; (b) technical assistance from the project of the right quality in terms of duration, content and adequacy? Why do you say so?
8. Were the approaches the least cost or activities could have been implemented in another way?
9. Were activities implemented on time? What were the factors?
10. In your opinion was the support received adequate?
11. In your opinion as the project well managed i.e. clear roles and responsibilities between the Project Coordinator UNWOMEN, and the Ministry of Gender Equality and Child Welfare?
12. What monitoring mechanisms were in place to monitor progress in the project?
13. What challenges did the project face in implementation?

Effectiveness

14. In general would you say the project has been a success? Why would you say so?
15. What results were achieved in the following:
 - a. Capacity building
 - b. national coordination of gender
 - c. high level advocacy
16. What would you say were the main factors or challenges for your observations?
17. Would you say that there is increased responsiveness of national strategies and programmes to gender equality with respect to national and international commitments?
18. Would you say the project has increased women's political participation in line with the SADC Protocol on Gender and Development?

Sustainability

19. Would you think these results are sustainable in the near and long term?
20. What will affect sustainability of these results?

Relevance

1. What problems was the project attempting to address?
2. Was the project the best fit for these problems, why?
3. How was the government involved in the design? Was this adequate and were there any challenges? Provide examples?
4. Has the project assisted in the shaping of women's priorities? How?
5. Do you think the project addressed the government of Namibia's regional and international commitments on gender equality and women's empowerment? How?

Efficiency

6. In your opinion were (a) training; (b) technical assistance from the project of the right quality in terms of duration, content and adequacy? Why do you say so?
7. Were the approaches the least cost or activities could have been implemented in another way?
8. Were activities implemented on time? What were the factors?
9. In your opinion was the support received adequate?
10. In your opinion as the project well managed i.e. clear roles and responsibilities between the Project Coordinator UNWOMEN, and the Ministry of Gender Equality and Child Welfare?
11. What monitoring mechanisms were in place to monitor progress in the project?
12. What challenges did the project face in implementation?

Effectiveness

13. In general would you say the project has been a success? Why would you say so?
14. What results were achieved in the following:
 - a. Capacity building
 - b. national coordination of gender
 - c. high level advocacy
15. What would you say were the main factors or challenges for your observations?
16. Would say that there is increased responsiveness of national strategies and programmes to gender equality with respect to national and international commitments?
17. Would you say the project has increased women's political participation in line with the SADC Protocol on Gender and Development?

Sustainability

18. Would you think these results are sustainable in the near and long term?
19. What will affect sustainability of these results?

Relevance

1. Were you involved in the design of the project? How?
2. What challenges did you face with relation to knowledge and technical skills in gender equality and women's empowerment?
3. Do you think the project addressed these challenges? Provide examples?
4. Do you think the project was the best way to contribute to gender equality and women's empowerment in Namibia? Why?
5. Has the project assisted in the shaping of women's priorities? How?
6. Was the training/support you received appropriate for the needs
7. Do you think the project addressed the government of Namibia's regional and international commitments on gender equality and women's empowerment? How?

Efficiency

8. In your opinion were (a) training; (b) technical assistance you received from the project of the right quality in terms of duration, content and adequacy? Why do you say so?
9. Do you think the timing of the support was appropriate? Why do you say so?
10. What challenges did the project face in implementation?

Effectiveness

11. What have you been able to do as a result of the support you received that you could not do before with relation to gender equality and women's empowerment?
12. Are there challenges you face in using the capacity you received? What are the challenges and how best do you think they can be addressed?

Sustainability

13. Would you think these results are sustainable in the near and long term?
What will affect sustainability of these results?