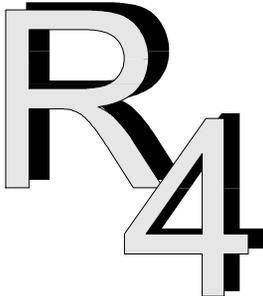


**FY 1999**



**USAID/Namibia**



**RESULTS REPORT**

**AND**

**RESOURCE REQUEST**

**MARCH 1997**

USAID Namibia

**March 21, 1997**

**Ms. Carol Peasley  
Acting Assistant Administrator for Africa  
U.S. Agency for International Development  
Washington, D.C. 20523**

**Dear Ms. Peasley:**

**USAID Namibia is pleased to submit our Results Report and Resource Request (R4) for Fiscal Year 1999. This document represents a major effort on behalf of the Mission and our implementing partners. However, the Mission, and I particularly, assume full responsibility for its content.**

**This R4 is our best attempt to capture on paper the results our Program is achieving, results that you observed during your one week visit to Namibia in February of this year. We believe the attached R4 confirms that *USAID is making a difference in Namibia*, and that if we are provided the resources we have requested, this country will be widely recognized as a USAID and, more broadly, a development success story.**

**We have designed the Namibia program for maximum impact and, as a consequence of strategic choices, are the lead donor in all four S.O. areas. In developing our Strategic Objectives, targets and indicators, we put "on the line" our commitment, along with that of our GRN, NGO and other local partners, to the achievement of *results of a high order*; results that really will make possible Namibia's "graduation" in 2005.**

We trust that our willingness to be "risk takers" -- something which USAID's development policies encourage -- will not be used against the Program through too narrow an application of the new results review process about to begin in Washington. In other words, we trust that the R4 process will take into consideration the constraints and nuances that make each country and USAID program unique, even if many Missions are involved in similar sectors.

Finally, there was only one portion of the R4 guidance that caused alarm in this Mission (and I dare say, probably caused alarm in several others as well), and that was the requirement to rank Strategic Objectives in order of elimination (in the event of a shortage of funds) and, separately, in order of their performance.

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For Missions like ours that have recently approved strategies and S.O.s that are interdependent, ranking them for elimination is not only technically questionable, but is also a divisive exercise. When required to engage in such a ranking exercise, otherwise cooperative teams (and it takes a lot of time and effort to build strong, effective teams, as we all know) engage each other, and eventually, Mission management as *adversaries* order to protect "their" S.O. This occurs, I believe, because truly empowered S.O. Teams "own" their S.O.s. Is not that, in part at least, what reengineering is all about?

If other Missions report similar experiences, perhaps the Agency could consider eliminating this exercise from the R4 process in the future. On the other hand, if the Agency is inclined to conclude that S.O. ranking cannot be eliminated from the R4, and that it should be done in Washington rather than the field in order to spare Missions the pain of the ranking process, then we (and other Missions I am sure) would opt to endure the pain in the field rather than lose control over something so important to our teams and their local partners.

On behalf of the Namibia Mission, I wish you and the Bureau success in the review process and look forward to receiving the results.

Sincerely yours,

Edward J. Spriggs  
AIDREP

USAID Namibia

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**PART I**  
**Factors Affecting Program Performance**

**General: The Namibia Program is on Track**

The USAID Program in Namibia is designed to help this new democracy overcome its apartheid legacy of gross disparities across the social and economic spectra while laying the groundwork for Namibia to prosper in the competitive twenty-first century -- to become a true African success story. The basic strategy, embodied in the approved CSP of 1996 and the accompanying management contract, is to focus assistance on human resources development, basic education, natural resources management and democratic institution building through the CSP approved "graduation" date of 2005. By that time, the strategy anticipates that the human resource base will be sufficient -- a critical mass of Namibians well trained in key skill areas will have been created -- to enable the country to continue its development progress toward true middle income status with considerably reduced donor assistance.

Performance under each of the Mission's four strategic objectives is well on track, as will be discussed in more detail in Part II, with the exceptions described below. The R4 process has led to a close examination of the validity of each S.O., and has reconfirmed that these interrelated S.O.s remain both achievable and critical to fulfilling the goal of the CSP, namely: the strengthening of Namibia's new democracy through the social, economic and political empowerment of Namibians disadvantaged by apartheid. This examination has also reconfirmed for USAID Namibia's senior staff the magnitude of our undertakings in each S.O., specifically the fact that *in each area USAID is the lead donor* and that we have chosen, with our partners, to *seek very high level results* in each area. We realize now that ours may indeed be a very risky strategy in the current USAID results-dominated climate. Moreover, the limited time available for the accomplishment of these ambitious objectives, in light of Namibia's dire human resource constraints -- inherited from the country's lengthy and severe, and only recently ended, colonial and apartheid history -- makes program performance very sensitive to the several external factors described below.

**Constraints at the Strategic Objective Level**

**Delay in affirmative action legislation weakened demand for training programs:** A key human resources development strategy of the Mission is to utilize a variety of training options as an inducement for public and private sector employers to bring more Namibians historically disadvantaged by apartheid ("HDNs") into managerial and professional positions. A major assumption underlying this approach, as detailed in the Mission's 1996 CSP, was that affirmative action legislation would be enacted in 1996 and would foster a change in the tendency of employers to retain their apartheid era hiring and promotion practices. Due to the Australian Aid

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Agency's decision in early 1996 to cease its assistance to the GRN in developing this legislation and the eight months that elapsed before NORAD assistance was secured, the enabling environment for achievement of S.O. #1's results, particularly in the private sector, was much less favorable than originally assumed, and results are approximately one half a year behind schedule. Adjustments in targets may need to be considered for next year's R4.

Abrupt centralization of Agency participant training mechanisms forced delays in public sector training. The Mission's second group of public sector management training participants under S.O. #1, thirty in total, were to have commenced U.S. training in September 1996. However, the Agency's decision to cancel the PIO/P mechanism in favor of the new Global Training for Development (GTD) arrangements forced the Mission to abort the training until the new GTD mechanisms were in force, nearly six months later.

**Insufficient "fill" of Peace Corps Volunteers reduced quantitative and qualitative teacher training results.** The Mission's basic education objectives under S.O. #2 depend in substantial part on in-service training to upgrade the skills of a large number of under qualified, rural-based primary school teachers. To provide the intensive, on-site training needed, USAID Namibia entered into one of the Agency's largest Participating Agency Services Agreements (PASA) with Peace Corps. Although the PASA called for over 100 PCV teacher trainers over four years, the average "fill" over the first two years of the activity was only about 40% of the planned level of support. This has adversely affected both the quality and quantity of planned in-service teacher training, and related results.

**Change in human and financial resource picture for CBNRM will affect future results.** Mission objectives in community-based natural resources management under S.O.#3 can only be achieved, as explained in the 1996 approved CSP, if the current *pilot* CBNRM activities, particularly natural resource "conservancies," are replicated on a national basis. This, in turn, requires (a) continuation of USAID support and (b) increased human resource capacity (specifically, CBNRM expertise) within the Ministry of Environment and Tourism (MET). As for the former, the CSP assumed continued *regional* funding of at least \$2 million annually for five years commencing in FY 1999, based on what was known in early CY 1996 about the developing Southern Africa Regional Strategy. As of this writing, it is apparent that the regional strategy will *not* include continued funding of existing regionally funded, but bilaterally implemented CBNRM activities in Southern Africa. On the human resources issue, the MET currently lacks sufficient staff with CBNRM extension skills, and has not moved as decisively as anticipated in retraining existing parks and wildlife management staff and in hiring new staff more able to work in the HDN rural communities. Delay in the passage of the affirmative action legislation mentioned above has contributed to the Ministry's slow progress. Without additional funding to support Mission S.O.#3, which always has been dependent upon resources from outside the bilateral Operating Year Budget (OYB), the Mission will be forced to eliminate this S.O. from the portfolio in 1999, one year before completion of the five year CSP period. If

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additional funding were to be made available, disbursement of funds would be contingent on specific MET human resource development undertakings, thus providing the leverage needed to ensure GRN action. The results of AID/W's decision in this matter will be reflected in next year's R4.

### **Constraints at the Bilateral Policy Dialogue Level**

**Reduced OYB adversely affects policy dialogue with GRN.** GRN data indicate that total donor aid to Namibia *increased* by approximately 20% during 1996, while USAID contributions *declined* by nearly 7%. Donors which increased their programs were the European Union (EU), Austria, Belgium, China, Denmark, Germany and the United Kingdom. Aggregate assistance from EU states totaled 62.23% of donor funding. The EU, as a separate entity, contributed 6.24%, USAID 9.63%, the U.N. system 9.71% and NGOs 4%. In FY 1996, USAID, with obligations of \$8.9 million, from all sources (i.e., bilateral, regional and special disaster relief funds) was ranked by the GRN as the *sixth* among bilateral donors, after Germany, Sweden, Norway, China and France. This compares with USAID's ranking of second or third in 1994 and 1995. Given that much of USAID Namibia's success has been in the arena of policy dialogue in areas such as donor coordination; national human resources development planning; environmental legislation; anti-corruption, government ethics and transparency; basic education planning, and various democracy and human rights issues, and given the active State Department diplomacy with the GRN on a wide range of issues, it is clear that both the development and diplomatic dialogues have benefitted from the United States' status as a leading donor and that a decline in that status would reduce Namibia's chance to be a USAID success story.

PART II  
Progress towards Strategic Objectives and Intermediate Results

**Strategic Objective #1:**            **Enhanced roles for historically disadvantaged Namibians in key public sector, NGOs and private sector organizations.**

**I.        Executive Summary**

*Given the newness of this S.O., progress is mostly evident at the I.R. level.* USAID's interventions under S.O. #1 are already making a difference in overcoming Namibia's critical human resources development needs in key skill areas and institutions. Limited movement of trained Historically Disadvantaged Namibians (HDNs) into managerial, leadership and ownership positions is only beginning to take place. Yet, significant achievements are indicated by the following results:

Baseline	Achievements
NGO programs determined by NGO leadership and focussed mainly on pre-Independence political agendas	NGO leadership are beginning to focus on areas defined by HDN needs such as microenterprise skills, literacy, HIV/AIDS awareness and counseling, and women's empowerment
NGO community strongly divided on political and racial grounds	NGO leaders are developing coalitions and working relations with other NGOs based on development objectives. NGO Boards are becoming more representative with HDN playing prominent technical and managerial roles.
NGO community feared "advocacy" would offend GRN; limited efforts were ad hoc, short term and reactive	NGO leaders are becoming more outspoken on development issues and are integrating advocacy as part of their organizational strategy
Public Sector training ad-hoc and "donor driven"	Participating targeted public sector organizations are establishing training committees, are conducting training needs assessments and are developing long term HRD plans and strategies.

	Specific goals and objectives for HRD are being included in the First National Development Plan (NDP#1)
Public Sector has few HDNs in highly skilled technical positions	Twelve medium and long term returned participants are assuming new positions with greater technical responsibilities in the Public Sector and at the University
White-led private sector taking a defensive position against HDN promotion and advancement, reluctant to be pro-active until affirmative action legislation is enacted.	Twelve major private sector companies are developing training plans to support HDN professional development
	Companies are actively liaising with University of Namibia (UNAM) to recruit HDNs for the first time
	30 HDN managerial participants are in training and/or awaiting scheduled training
	Private sector managers participating actively in the USAID Private Sector Advisory Board and developing an own agenda for HDN professional development.

This S.O. encompasses several results packages, which the Mission plans to consolidate later in 1997, including: long-term degree training under African Training, Leadership and Advanced Skills (ATLAS), implemented by the African-American Institute (AAI), short term management training under Global's HRDA, implemented by AFRICARE (Private Sector) and Global's Training for Development (GTD)/ Institute for International Education (IIE) public sector, and a bilateral NGO strengthening activity known as READ, which ends in December 1998 and is implemented by World Education Inc. (WEI). Each Results Package has a Namibian Steering Committee or Advisory Board, and each involves negotiation of staff development plans and individual training plans with every organizational beneficiary. The Mission's strategy is to use state of the art management training options (1) to leverage commitments and resources from key employers to improve their internal enabling environments in support of the hiring and advancement of HDN managers and (2) to give HDN nominees of such employers the capability, through training, to take advantage of advancement opportunities. Thus, S.O. #1 does not directly seek to strengthen or improve the overall performance of employing institutions, with two exceptions: key NGOs and development Ministries, the latter through more focused training rather than through comprehensive assistance (e.g. long-term technical assistance).

**NGO Representation Improved:**

Private Sector Foundation (PSF) was started by a group of white businessmen in the early 1980's to support emerging entrepreneurs. S.O. #1 training support has resulted in PSF establishing a more representative Board of Trustees, establishment of Regional Advisory Credit Committees to evaluate loan applications, a gender focus in the program and addition of a very successful micro-enterprise component. These changes allow PSF to considerably expand their client base and reach more than 3,200 HDNs.

The S.O. has two Intermediate Results within its manageable interest. IR #1.1: "*Increased number of historically disadvantaged Namibians acquiring enhanced managerial and technical skills & knowledge*" and IR #1.2: "*Improved access for trained historically disadvantaged Namibians to technical, managerial and leadership positions*". Both Intermediate Results are demonstrating significant progress and are proceeding on target.

**II. The Objective's contribution to Agency Goals & U.S. foreign policy Objectives.**

S.O. #1 supports the Agency's priorities under economic growth, specifically investing in people and expanding economic access and opportunity. Lack of skills and professional qualifications, together with illiteracy (about 50%), are primary causes of high unemployment in Namibia. Growth in every sector of the economy is severely constrained by the shortage of skilled, experienced and trained HDNs. Linked to this is the nation's most pressing economic and social issue: Apartheid's legacy of an extraordinarily wide disparity in incomes among its citizens. In addressing this potentially explosive inequality issue, S.O. #1 operates directly to improve Namibia's prospects for peace, stability, democracy and continued free market policies, while improving U.S. economic opportunities by addressing critical constraints to economic growth.

I.R.s #1.1 and #1.2 have a further linkage to two Agency Program Approaches: (1) expand opportunities for women; and (2) expand productivity and earnings in geographic areas and/or markets with high concentrations of poor people. See Figure 1 (attached) for detailed description of linkages to Agency Goals.

Through work with a wide variety of local, development-oriented NGOs, the Mission's S.O. #1 contributes to the Agency's renewed emphasis on civil society development and increased participation in development at the local level. At the same time, USAID is supporting, through its strategic effort to strengthen local NGOs, a variety of NGO-led HIV/AIDS prevention efforts as well as Namibia's major NGO-led micro-enterprise training programs.

**III. Performance Analysis**

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Since May 1996, when Washington approved USAID Namibia's new five year Country Strategic Plan (CSP) (1996-2000) and an expanded thrust into a comprehensive human resources development as a separate strategic objective, USAID Namibia has refined its approach under this new S.O. #1 to ensure that Namibia will have a "critical mass" of well-trained personnel sufficient to meet the economy's needs and support its democratic political system by the graduation date of 2005.

**Given the overall development schedule of this S.O., most activities have exceeded their targets.** A critical assessment of this period reveals that progress in S.O. #1's efforts to enhance the movement of HDNs into managerial, leadership and ownership roles is at different stages in each of the three arenas of activity--key public sector and private sector entities and key NGOs. Briefly, *measurable progress* at the S.O. level has been achieved in the *NGO sector* where USAID has the most experience; USAID trainees in the *public sector* have completed their training and are in the process of reintegrating in their organizations to assume more responsible positions, while the *private sector* activities--the most recent and perhaps the most critical to overall CSP Objectives -- have made excellent progress in testing various approaches, establishing the conditions for training that could lead to enhanced roles for HDNs, and in securing the participation of an initial group of important companies in a mainstream business community still dominated by apartheid-era thinking.

### NGOs

NGOs play critical roles (1) in Namibia's economic development, particularly in the training of adults in microenterprise skills, literacy, HIV/AIDS awareness and counseling, and women's empowerment; (2) in Namibia's civil society and democracy, which provides increasing opportunities for citizen input, in large part due to S.O. #4 activities; and (3) in the "supply" of HDN leadership in all sectors, with many of Namibia's technically capable government officials, private sector managers, entrepreneurs and community leaders having begun as NGO trainers, managers and leaders.

As a result, the role of NGOs in the Mission portfolio has gradually broadened to become a major vehicle for delivering development assistance. The Mission as part of its 1994/95 restructuring of portfolio, conducted an informal evaluation of partner NGOs with Washington participation. The evaluation highlighted that none of the targeted NGOs had sustainable institutional structures to support either enhanced roles for potential Namibian leaders or the long-term delivery of services to HDNs. The Mission responded by refocussing activities on strengthening the capacity of 25 local NGOs to carry out development skills training and to play a larger role in civil society.

Since the 1994/95 restructuring of the NGO activity, USAID funds have trained a total of 72 staffers and technical people in the NGO community, most of whom now hold positions with

greater responsibility than prior to the training. A total of 35<sup>1</sup> completed their training by September 1996, while another 37 graduated in November, 1996; all are contributing significantly to I.R.#1.1 in the NGO sector. The latter results will be included in the next R4 period. The trainees came from 20 different NGOs and all of them have progressed to assume more responsibility in their respective NGOs. *This number exceeds the 1996 target of 15 and is within the range of meeting the EOPS target of 25.*

The training approach used in the NGO sector is different from that used in other sectors and, due to this approach and the small size and flexibility of NGOs compared to employers in other sectors, enhanced roles are a more immediate result of the training received. The NGO training approach is as follows: individuals are trained using a participatory non-formal approach, in workshops and through in-service training, until the training objectives are met and the trainees are able to assume roles and responsibilities identified by the NGOs prior to training.

**NGO staff taking on increased responsibilities:**

- € **Nahason Katjangua** used to be a trainer for the HIV/AIDS umbrella organization, NANSO. After he completed the READ ToT course, Nahason was appointed Acting Director and now manages all NANASO activities, supervises NGO staff and writes funding proposals.
- € **Lauria Kazenaimue** started as an assistant trainer at U-Do-Trust, a Namibian NGO that provides skills training to unskilled and unemployed women. After USAID training through READ, she became Head Trainer, revised the existing curricula, and introduced new courses. She also started her own radio program on the National Broadcasting Corporation's Herero (a local language) Service. She offers listeners tips on a range of domestic skills and health topics, indirectly expanding her skill training to adults beyond the catchment area of U-Do-Trust's Training Center.
- € **Chipee Kandirikirira** was one of the trainers at NARA, an NGO that specializes in participating rural appraisals (PRA) training to assist rural residents to identify their resources and develop benefit distribution plans. After the READ ToT course, he became Head of the Training Division in a coordination role. His current responsibilities focus more on curriculum training design and coordinating activities of a 8 member training staff.

**NGO capacity has been dramatically improved during this reporting period.** Local NGOs have improved their abilities to track the impact of their services and have developed new

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12 women and 23 men

## USAID Namibia

curricula and manuals for community training. Targeted NGOs are adopting modern, innovative and participatory adult non-formal education and training (NFE&T) methodologies and are showing progress towards building institutional capacity. NGOs are taking the lead in program curricula design, training design and implementation using these new skills. With a stronger focus on improved methods of services delivery, NGOs are more effectively addressing their customers' needs.

### **"Master Trainers" sustain NGO training:**

**Ms. Lidwina Aipinge, Ms. Claudia Amupanda and Mr. Craig February** have attended the READ ToT training first as participants and then as co-facilitators. In a special course, they learned the key elements in becoming "Master Trainers". Now the three of them (with support from their respective NGO organizations) will provide the TOT course to other Namibian NGO trainers on a sustainable basis.

NGOs have redefined their vision and developed strategic or long term plans with input from their Boards, staff and customers, to meet the new challenges in a democratic Namibia. New visions have resulted in improved organizational structures and management systems, such as planning systems involving more stakeholders; new human resource management plans; new financial management systems, and new monitoring and evaluation systems.

### **With USAID support, advocacy effectiveness and impact have improved significantly.**

NGO leaders are becoming more outspoken, better articulating their needs and playing a strong role in representing their constituents in policy discussions (a synergy with SO#4). With their newly gained skills, NGOs are soliciting public input and providing policy recommendations on pressing public issues such as land reform, community-based natural resource management and housing development.

Yet another example of USAID funded NGO activity in policy reform has occurred in the **HIV/AIDS area**. NANASO, the HIV/AIDS umbrella NGO, supports over 10 smaller NGOs<sup>2</sup> and trade unions with funds from USAID. This has already has generated some "success stories," among them a USAID-fostered public commitment to a GRN-NGO partnership in the fight against HIV/AIDS and the engagement of an important women's small business association<sup>3</sup> in HIV/AIDS awareness training. They have successfully lobbied for more liberal regulations for

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Aid for AIDS; BRICKS Community Project; Council of Churches in Namibia; Complementary Learning Center; Katonyala; Namibia Tuberculosis Association; Red Cross of Namibia; Namibia Food and Allied Workers' Union; Namibian Network of AIDS Services Organizations; and Saamstaan Housing Cooperative.

Okatumbatumba Hawkers' Association

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HIV infected workers and negotiated increased job security with fishing companies for personnel who have tested positive for HIV/AIDS. HIV/AIDS NGOs have also convinced the Ministry of Health and Social Services to appoint a special advisor to plan a coordinated approach to HIV/AIDS.

USAID funded NGO Capacity Building for Sustainability	
<b>NEW VISION FOR THE LEADERSHIP OF THE NGO</b>	Katonyala, AIDS Care Trust, Namibia Network of AIDS Service Organizations (NANASO), Saamstaan Housing Cooperative and BRICKS community project have developed new vision for their organizations with the participation of various stakeholders.
<b>NEW MANAGEMENT SYSTEMS IDENTIFIED, DESIGNED, AND INSTALLED</b>	NANASO, Cooperative Support and Enterprise Development Agency (COSEDA), U-DO Trust and Rossing Foundation addressed management systems challenges, through introducing new planning systems (new credit schemes, monitoring and evaluation systems, etc.) with involvement of more stakeholders.
<b>INCREASED RESPONSIVENESS TO ORGANIZATIONS CLIENTS</b>	NGOs (Private Sector Foundation, COSEDA, Caprivi Selfhelp Organization and Okutumbatumba Hawkers Association) trained staff have increased sensitivity to and effectiveness with clients.
<b>NETWORKING</b>	<p><b>Multiple examples of NGO to NGO and NGO to GRN support has occurred over time.</b></p> <p>A: Namibia Literacy Program and Rossing Foundation on Support for Needs Assessment Design, Training, and Implementation</p> <p>B: Joint Project Ventures:</p> <ul style="list-style-type: none"> <li>- Rossing Foundation and Private Sector Foundation on Training of Trainers.</li> <li>- Okutumbatumba Hawkers Association and Urban Trust on Technical Assistance.</li> <li>- U-DO Trust, Evangelical Lutheran Church In Namibia, United Nations Children Fund and PSF on Support for Training Curriculum Design</li> <li>- BRICKS, Namibia Literacy Program, Namibia Development Trust and Complimentary Learning Centre on support for Organizational Analysis.</li> </ul>

**Public Sector:**

The severe shortage of HDNs with well developed managerial and technical skills cuts across all three "sectors" addressed under S.O. #1. The high demand for such individuals compared to their supply is manifested in an unusually high turnover rate in and between these sectors, which makes a human resources development approach based on institutional strengthening problematic -- a major reason why USAID Namibia's focus at the S.O. #1 results level at this stage is on individuals rather than institutions, NGOs excepted, as noted above.

Based on the Mission's experience with competitive, demand-driven training programs such as ATLAS, opportunities to remedy the HDN skills shortage problem through long-term training are greatest in the public sector. Given the much greater training investment per capita where long term training is involved, a strategic choice has been made to focus long term training on critical skill areas and on people believed to have substantial potential for leadership and/or advancement, rather than specific public sector institutions. Participant eligibility also is based in part on employer undertakings regarding re-employment and advancement. By contrast, short term management and technical training for HDNs in the public sector is focused on a limited number of development-related institutions (e.g. Ministries of Fisheries, Trade and Industry, Tourism; National Planning Commission; Namibia Development Corporation).

***The contribution of public sector training to Results at the S.O. and I.R. levels is proceeding on target***, a remarkable achievement given sudden AID/W instructions in 1996 to suspend use of the PIO/P participant financing mechanism in favor of GTD, which resulted in approximately 30 Public Sector participants' training programs being cancelled until GTD contracting on the ground caught up with the policy process. Forty five individuals have so far successfully completed U.S. or Third Country training. This figure excludes trainees completing short-term environmental training and also excludes other short-term in-country workshops (176 participants). A total of 23 students have returned from the US to Namibia with Masters Degrees, eventually to assume increased responsibilities in their respective public sector organizations. Only three of these participant trainees, all from the University of Namibia (UNAM), have been back for at least one year, the minimum period the Mission considers necessary for effective measurement of advancement after completion of training. In fact, all three have been given increased responsibility in UNAM. The Mission supported five Masters degrees in Non-Formal Education to build institutional capacity of the MBEC's Department of Adult and Basic Education to support NGOs. These students, two women and three men, completed their studies in 1996 and are already making a significant impact on the MBEC's ability to support adult education in Namibia. The impact of the other trainees (in terms of their contribution to the S.O. level results) will only be measured within the next R4 cycle, ***once they have been back in their organizations for at least a year.*** Anecdotal information suggests that the objective of enhanced roles is being achieved.

**EXAMPLES OF ENHANCED ROLES IN THE PUBLIC SECTOR:**

Mr. Fredericks (MBEC) is a high school principal who completed a Masters in Education Administration in the U.S., returned and established an association of principals. They meet periodically to develop and set standards and systems for improved school management.

**Mr. Jorry Kaurivi (Min. of Agriculture)** was a research assistant before he left to obtain a Masters in Soil Science. Upon his return he was promoted to Research Officer. He is applying his technical expertise to research and improve soil fertility in northern Namibia, where nearly half of the country's population rely on crop production for their livelihood.

Currently there are 32 participants pursuing their masters degrees at different universities in the U.S. in areas including Epidemiology (HIV/AIDS), Education Administration and Management, Business Administration, Journalism (Mass Communication), Political Administration, Animal Science/Beef, African History, Environmental Resources and Marine Biology. Eight outstanding young women with extraordinary leadership potential have started their undergraduate studies and the first group of four will complete their four year program in 1999.

Twelve key development-related public sector entities<sup>4</sup> are participating in short-term training programs. USAID is assisting and training staff in target organizations in conducting training needs assessments, to establish or strengthen staff development plans to support enhanced roles for trained historically disadvantaged Namibians. Eight<sup>5</sup> of these target organizations now use staff development plans to support enhanced roles for trained HDNs. The Ministry of Fisheries and the Ministry of Trade and Industry have completed their Training Needs Assessments, while MET and the National Planning Commission are at a less advanced stage. The Mission has been successful in working with development Ministries and other key organizations in the Public Sector to provide enhanced environments for participants returning from either long-term or short term training.

Although it is not within USAID's manageable interest under S.O. #1, as stated earlier, to strengthen or improve the overall performance of Public Sector institutions, the Mission's more

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Ministry of Basic Education and Culture; Ministry of Home Affairs; Ministry of Agriculture, Water and Rural Development; Ministry of Finance; Ministry of Environment and Tourism; Ministry of Trade Industry; Ministry of Fisheries and Marine Resources; University of Namibia; Namibia Broadcasting Corporation; Namibia Port Authority; Office of the Prime Minister; and the National Planning Commission

Ministry of Trade and Industry, Ministry of Environment and Tourism, Ministry of Fisheries, Ministry of Finance, Ministry of Basic Education and Culture, Office of the Prime Minister and the National Planning Commission and UNAM.

focussed training programs in key development Ministries should have a direct and positive impact on their performance. Now that the Mission has secured additional in-country capacity via GTD, these efforts will become more concentrated and systematic, which should result in greater numbers of Public Sector participants assuming enhanced roles after their return.

#### **EXAMPLES OF IMPACT IN THE PUBLIC SECTOR**

- € In country training support to the National Planning Commission (NPC), has resulted in (1) the GRN including specific goals and objectives for HRD in the First National Development Plan; (2) setting in motion a process to improve its donor coordination and aid management capacity; (3) increasing awareness of the need to establish and implement a national monitoring and evaluation system to track results of the National Development Plan.
- € In-country training and short term technical support for the Ministry of Trade and Industry's Investment Center, produced an "Investors Roadmap" and an inter ministerial undertaking to deregulate and streamline investment, licensing and business formation procedures. Major assistance from the E.U. to continue this process has been leveraged as a result of this USAID effort.
- € USAID training has allowed the Ministry of Finance's Tax Administration Unit to establish more efficient tax systems.

#### **Private Sector.**

The newest and potentially most far reaching RP in S.O. #1 is the private sector training component. Designed to use first rate managerial training as a catalyst to encourage the hiring and advancement of HDN's in managerial and professional positions in "mainstream" companies, this component of the Mission's strategy directly addresses the equity, income and wealth distribution issues that constitute Namibia's paramount development challenge. The theory of the RP is that the relatively large Namibian mainstream business community can be tapped as a training ground for future mainstream HDN entrepreneurs, if these companies will hire, promote and retain more HDNs in managerial positions.

A two year pilot management training activity was launched in December 1995 to test the above hypothesis, also reflected in the approved CSP, and develop approaches for the bilateral HRD intervention planned for late 1997. A 1994 training needs assessment concluded that mainstream companies generally wanted more HDN managers and would participate in a USAID-funded training program as it would help the companies accomplish this objective.

In practice, however, old attitudes remained problematic, and it has taken an entire year of experimentation with different approaches to foster a change of attitude and build trust in the private business community. By the end of CY 1996, three mainstream companies had bought

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into the program<sup>6</sup>. Individual staff development plans have been negotiated, company commitments to create an internal atmosphere conducive to HDN professional development have been secured, and two participants were sent to the U.S. for short term management training and/or internships.

In late 1996, with USAID's encouragement, implementing partner AFRICARE obtained the services of a Namibian Afrikaans-speaking business consultant as a "salesperson" for the activity. By mid-February, 1997, nine additional mainstream companies<sup>7</sup> had agreed to participate in the program, and between 19 and 30 new participants will begin training within a few weeks. With affirmative action legislation likely to be introduced in Parliament in mid - 1997, it is likely that 1996 U.S. training targets will be met between mid and late 1997.

One of the important lessons learned is that the operating environment for the private sector is even more restrictive than anticipated by the 1994 HRD assessment. The reasons are:

1. Many companies are reluctant to hire and foster the advancement of HDNs until leading companies make internal changes or until legislation is passed which mandates affirmative action. According to the National Chamber of Commerce (a USAID partner), the companies justify their behavior on grounds that they will be at a competitive disadvantage unless ALL companies are on the same playing field.
2. Affirmative action legislation has been on and off the GRN Agenda twice previously and the Private Sector (and more conservative parastatals and divisions within certain Ministries), have simply not taken GRN admonitions concerning HDN advancement seriously.

Given the late beginning of the Private Sector management training RP (the cooperative agreement with AFRICARE was signed December 1995, well into the reporting period), and delays in the Affirmative Action legislation, the 1996 targets for third country and US-based training clearly were overly ambitious. However, despite the constraints in the overall environment, USAID has validated that enhanced roles for HDNs, as expressed in S.O.#1, remains an achievable S.O. within the Mission CSP timeframe. The pilot activity has been successful in establishing a working partnership with the National Chamber of Commerce and Industry (NNCCI), local HRD consultants, and several leading edge companies which have begun to implement enhanced roles for USAID-trained HDNs. A large group of additional

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Commercial Bank of Namibia, Standard Bank of Namibia and Bonmilk

Namibia Beverages, Hartlief Continental Meat Products (Pty) Ltd, Bank Windhoek, Southern Life Namibia, Namib Mills (Pty) Ltd, Pupkewitz Toyota, the O&L Groups, MEATCO and Barden International

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businesses have confirmed candidates for training in the project and have agreed in principle with the institutional reform objectives of the program. Short-term, in-country training in diversity as an HRD strategy has attracted 330 participants. A Namibian private sector advisory board composed of leading HDN business persons and progressive white executives has been selected to oversee the private sector component and is operating very effectively. Two in-country seminars on effective business communication and total quality management have been held.

### **III. Expected Progress through FY1999 & Management Actions:**

During 1997 USAID plans to consolidate the various Results Packages under this Strategic Objective into a single S.O. Agreement. As part of this process the S.O. Team will consolidate and harmonize M&E systems across Results Packages. The Mission started in January 1997 to work with its partners in developing a more uniform instrument with which to measure increased responsibility and to try and define an instrument that can best capture the training inputs in a meaningful manner that meets the data requirements of USAID and our partners. Once this process is complete and a new baseline established, targets will be reassessed. At that time USAID will have a quantitative basis on which to develop targets for the new bilateral human resource development results package for inclusion in the next R4.

Based on advisory board and steering committee feedback and intensive discussions with all stakeholders, USAID has validated that enhanced roles for HDNs, as expressed in S.O.#1, remains an achievable S.O. within the Mission CSP timeframe and is indeed a paramount goal for our customers. It is also the top GRN priority. The Prime Minister, in meetings with the U.S. Vice President and separately with the Acting-AA/AFR in February 1997, requested an accelerated effort in management and financial skills training, stating that there is an urgent need for such skills in the Public Sector. This HRD focus is also supported by Namibia's First National Development Plan (NDP 1), adopted by Parliament in 1996. Therefore, as detailed in the 1998 Congressional Presentation, the Mission will later this year commence the design of a bilateral HRD Results Package as the principal tool for the achievement of S.O. #1 results. Lessons learned from the two year pilot management training program will be incorporated into the new bilateral human resources development results package, with a tranche of \$4 million in FY 1998 funding. This activity will accelerate support for short and medium-term training for mid-level managers in the private sector, NGO community, and public sector.

The objective of this intervention will be to develop a larger and growing cadre of Namibians with the advanced management, technical and leadership skills needed for the private, public and NGO sectors in the 21st century and to support a continuing enabling environment conducive to HDN entrepreneurship and ownership participation in the mainstream economy. Programming of more in-country courses on management and strengthening of the capacity of existing local

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institutions to carry out such training at a more advanced level than at present will be a secondary focus of this longer-term intervention.

The initial enabling environment needed to support this intervention is very likely to be in place by the time design commences. Following considerable policy discussions between USAID and the GRN, affirmative action legislation has now been drafted by the Ministry of Labor, with assistance from the ILO and NORAD. The time line for introduction of this legislation is mid 1997. The fact that this legislation did not come to fruition as anticipated in early 1996, required the Mission to make major adjustments in its approach: namely, to adopt a much lower profile approach and work on a company-by-company basis with leading firms in order to build confidence and develop some success stories that could influence more companies to buy in. This adjustment proved successful. Once two major banks (Standard and Commercial) and a major food processor (Bonmilk) committed themselves to the program, nine other major companies joined. This trend should continue even without legislation because more companies are seeing the linkage between upgraded skills and improved company performance.

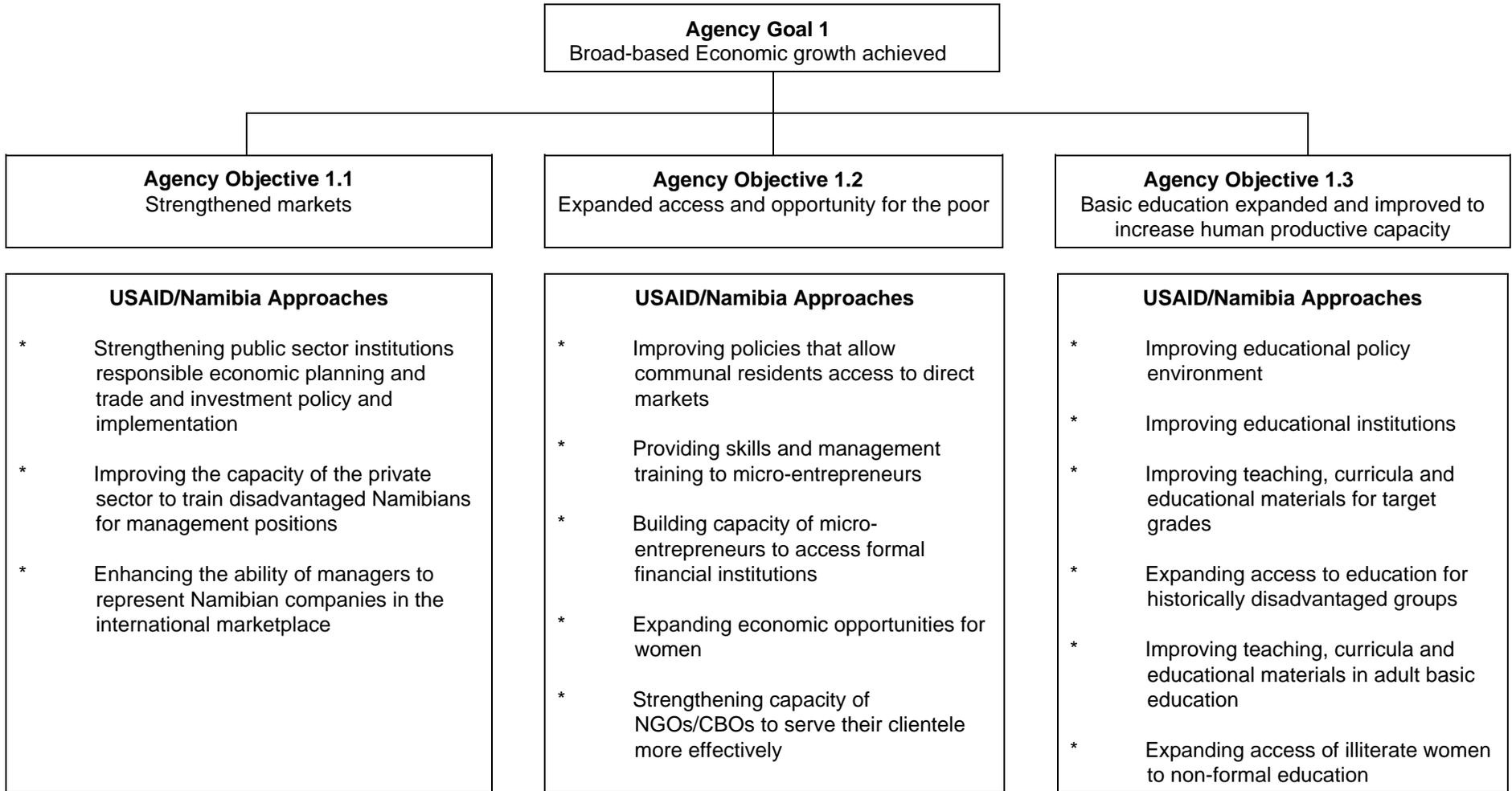
FY 1998 will mark the last full year of USAID assistance to NGOs in capacity strengthening and institution building under the READ activity. The Life of Project funding for READ has been reduced by approximately \$2 million, due to decisions made during the 1996 CSP review to reduce the Mission's average OYB from \$9.4 to \$8.0 million. This reduction means that some of the out year targets concerning the number of NGO personnel trained and number of NGO's strengthened to sustainable status will not be reached. The Mission is reviewing the phase out plan for this activity, scheduled to end in December 1998, and will adjust targets in the next R4. However, USAID expects to leave in place at least five fully sustainable local NGOs and umbrella organizations. These will be the providers for local in-country training and institution building. NGO leaders, trainers and other personnel will be eligible participants in other Mission HRD activities. The primary focus of NGO institutional development supported by USAID will shift to advocacy training under S.O. #4.

The Mission has made the strategic choice to eliminate the undergraduate scholarship component of ATLAS because there is at best only a tenuous linkage between undergraduate U.S. training and S.O. level results, given the four year time period for undergraduate training and related uncertainties. Undergraduate degree training is also twice as costly as M.A. training. Alternative strategies, such as local currency scholarships for promising students in the UNAM Business School, will be explored. The very successful linkage between UNAM and private sector employers initiated and fostered under USAID's private sector pilot HRD activity will be enhanced under the new bilateral HRD activity.

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**Figure 1: Relation of USAID/Namibia Strategy to Economic Growth Strategic Framework**

Principal S.O.s supporting Agency Goal 1: S.O.1, S.O.2  
 Areas of Synergy S.O.3



<p><b>OBJECTIVE: SO#1:</b> Enhanced roles for historically disadvantaged Namibians (HDNs) in key public sector, NGOs and private sector organizations</p> <p><b>APPROVED:</b> 06/05/96 <b>COUNTRY/ORGANIZATION:</b> USAID/Namibia</p>			
<p><b>RESULT NAME:</b> S.O. #1: Enhanced roles for historically disadvantaged Namibians (HDNs) in key public sector, NGOs and private sector organizations</p>			
<p><b>INDICATOR:</b> 1.1 Number of USAID trained HDNs assuming increased responsibilities</p>			
<p><b>UNIT OF MEASURE:</b> # of Namibians (cumulative)</p> <hr/> <p><b>SOURCE:</b> READ, PTMS</p> <hr/> <p><b>INDICATOR DESCRIPTION:</b> # of HDNs reporting increased responsibility or promotion</p> <hr/> <p><b>COMMENTS:</b> The SO Team is still in the process of developing an instrument to track this indicator uniformly across sectors (NGO, Public and Private Sector Organizations)</p>	<b>YEA R</b>	<b>PLANNE D</b>	<b>ACTU AL</b>
	1995	0	0
	1996	50	47 (F=12)
	1997	134	33 thru Feb 97
	1998	251	
	1999	303	

<p><b>OBJECTIVE: SO#1:</b> Enhanced roles for historically disadvantaged Namibians (HDNs) in key public sector, NGOs and private sector organizations</p> <p><b>APPROVED:</b> 06/05/96 <b>COUNTRY/ORGANIZATION:</b> USAID/Namibia</p>			
<p><b>RESULT NAME:</b> S.O. #1: Enhanced roles for historically disadvantaged Namibians (HDNs) in key public sector, NGOs and private sector organizations</p>			
<p><b>INDICATOR:</b> 1.2 Number of target organizations with enhanced roles for USAID trained HDNs</p>			
<p><b>UNIT OF MEASURE:</b> # of Organizations (cumulative)</p> <hr/> <p><b>SOURCE:</b> READ, PTMS, M &amp; E</p> <hr/> <p><b>INDICATOR DESCRIPTION:</b> Organizations where trained HDNs have increased responsibility</p> <hr/> <p><b>COMMENTS:</b></p>	<b>YEA R</b>	<b>PLANNE D</b>	<b>ACTU AL</b>
	1994	0	
	1995	13	10
	1996	21	22
	1997	28	
	1998	41	
	1999	49	

<p><b>OBJECTIVE: SO#1:</b> Enhanced roles for historically disadvantaged Namibians (HDNs) in key public sector, NGOs and private sector organizations</p> <p><b>APPROVED:</b> 06/05/96 <b>COUNTRY/ORGANIZATION:</b> USAID/Namibia</p>			
<p><b>RESULT NAME:</b> IR 1.1 Increased number of historically disadvantaged Namibians acquiring enhanced managerial and technical skills and knowledge</p>			
<p><b>INDICATOR:</b> 1.1.1 Number of Namibians trained in managerial and technical skills with USAID funds</p>			
<p><b>UNIT OF MEASURE:</b> # of Male &amp; Female HDNs (cumulative)</p> <hr/> <p><b>SOURCE:</b> READ, PTMS</p> <hr/> <p><b>INDICATOR DESCRIPTION:</b> # of HDNs completing training. This includes US-based, Third Country and In-country Workshops and seminars.</p> <hr/> <p><b>COMMENTS:</b> The diverse nature of training undertaken in the three sectors (NGO, Public &amp; Private) and the varying forms of training makes it difficult to interpret data. Reader should note that the appearance of progress is the result of progress in in-country workshops and seminars and that in fact, only the private sector component is lagging with respect to third-country and US-based training. See detailed break-down in attached Table.</p>	<b>YEA R</b>	<b>PLANNE D</b>	<b>ACTU AL</b>
	1993	150	123
	1994	150	169
	1995	200	199
	1996	616	702 (F=272)
	1997	1229	
	1998	1585	
	1999	1615	

## Results Tracking Matrix for IR. #1.1

Performance Indicator	Description and Units	Prior Achievements	Reporting Period 1996	Reporting Period 1996	1997	1998	1999	Source	
			Actual	Target	Target	Target	Target		
<b>IR 1.1: Increased number of historically disadvantaged Namibians acquiring enhanced managerial and technical skills &amp; knowledge</b>									
1.1.1 Number of Namibians trained in managerial and technical skills with USAID funds	Definition: Number of HDNs completing training  Unit: # of male and female HDNs (cumulative)	In-C	0	222 M + 116F	120	500	580	580	HRD A PRIV ATE
		Third-C	0	1M +2F	30	65	65	65	
		US	0	0	35	70	70	70	
		In-C	0	IF	1	61	261	261	HRD A PUBL IC
		Third-C	0	1M +1F	2	20	45	45	
		US	0	13M+8F	20	50	62	62	
		%	1	10	10	16	26	46	ATL AS degre e
		&	2	3	3	7	12	22	
		%	0 +77 IC	1		8	4	4	PD& S
		&	0 +43 IC	2		4	3	3	
		%	17	38	43	69	75	75	REA D EE - pub
		&	7	17	27	32	35	35	
		%	0	3	3	3	3	3	REA D MBE C
		&	0	2	2	2	2	2	
%	128	141	162	198	248	248	REA D NGO		
&	86	121	138	162	192	192			
1.1.2 Number of women acquiring skills in non-traditional areas	Definition: Undergraduate degrees in Accounting, Engineering, Urban Planning, Hydrology and NRM Unit: # & (cumulative)	0	0	0	0	0	8	ATL AS Degre e	

<p><b>OBJECTIVE: SO#1:</b> Enhanced roles for historically disadvantaged Namibians (HDNs) in key public sector, NGOs and private sector organizations</p> <p><b>APPROVED:</b> 06/05/96 <b>COUNTRY/ORGANIZATION:</b> USAID/Namibia</p>			
<p><b>RESULT NAME:</b> IR 1.1 Increased number of historically disadvantaged Namibians acquiring enhanced managerial and technical skills and knowledge</p>			
<p><b>INDICATOR:</b> 1.1.2 Number of women acquiring skills in non-traditional areas</p>			
<p><b>UNIT OF MEASURE:</b> # of Females (cumulative)</p> <hr/> <p><b>SOURCE:</b> PTMS</p> <hr/> <p><b>INDICATOR DESCRIPTION:</b> Undergraduate degrees in Accounting, Engineering, Urban Planning, Hydrology &amp; NRM</p> <hr/> <p><b>COMMENTS:</b></p>	<b>YEA R</b>	<b>PLANNE D</b>	<b>ACTU AL</b>
	1995	0	
	1996	0	0
	1997	0	
	1998	0	
	1999	4 graduates completed	

<p><b>OBJECTIVE: SO#1:</b> Enhanced roles for historically disadvantaged Namibians (HDNs) in key public sector, NGOs and private sector organizations</p> <p><b>APPROVED:</b> 06/05/96 <b>COUNTRY/ORGANIZATION:</b> USAID/Namibia</p>			
<p><b>RESULT NAME:</b> IR1.2 Improved access for trained historically disadvantaged Namibians to technical, managerial and leadership positions</p>			
<p><b>INDICATOR:</b> 1.2.1 Number of public sector units and private sector organizations with HRD plans that support HDN professional development</p>			
<p><b>UNIT OF MEASURE:</b> # of organizations/units cumulative</p> <hr/> <p><b>SOURCE:</b> HRD, ATLAS</p> <hr/> <p><b>INDICATOR DESCRIPTION:</b> Includes needs assessment and a training plan that support the professional development of HDNs in participating organizations/units</p> <hr/> <p><b>COMMENTS:</b></p>	<b>YE A R</b>	<b>PLANNE D</b>	<b>ACTU A L</b>
	1995	1	1
	1996	5	4
	1997	14	
	1998	17	
	1999	18	

<p><b>OBJECTIVE: SO#1:</b> Enhanced roles for historically disadvantaged Namibians (HDNs) in key public sector, NGOs and private sector organizations</p> <p><b>APPROVED:</b> 06/05/96 <b>COUNTRY/ORGANIZATION:</b> USAID/Namibia</p>			
<p><b>RESULT NAME:</b> IR 1.2 Improved access for trained historically disadvantaged Namibians to technical, managerial and leadership positions</p>			
<p><b>INDICATOR:</b> 1.2.2 Number of sustainable NGOs contributing toward HDNs professional development</p>			
<p><b>UNIT OF MEASURE:</b> # of NGOs (cumulative)being worked with/# of NGOs (cumulative) that have reached sustainability</p> <hr/> <p><b>SOURCE:</b> READ</p> <hr/> <p><b>INDICATOR DESCRIPTION:</b> Number of NGOs that rate 3 or more on all aspects of the JIA</p> <hr/> <p><b>COMMENTS:</b></p>	<b>YE A R</b>	<b>PLANNE D</b>	<b>ACTU A L</b>
	1993	0	0
	1994	0	0
	1995	A 6 B 0	A 6 B 0
	1996	A 7 B 1	A 8 B 2
	1997	A 14 B 3	
	1998	A 20 B 5	
	1999	A 20 B 5	

**Strategic Objective #2: Improved delivery of quality primary education to Namibian learners in grades 1-4 in the most disadvantaged schools:**

**I. Executive Summary**

Since USAID's successful policy dialogue in 1994, that resulted in the Namibian Government's commitment to refocussing the education reform to the lower primary level, the strengthened USAID/ Namibian Government (GRN) partnership has resulted in *excellent progress towards developing a coordinated approach at lower primary and towards the achievement of S.O. #2* as indicated by the following results:

<b>Highlights of Achievements</b>
Grade 1 curriculum and syllabi developed.
Grade 1 materials tested and refined in target schools.
All Grade 1 teachers are now able to use the new syllabi as a result of national level training.
Entire process of materials production is now contextualized. Materials are developed by educators from the region for which materials are intended.
Because of Structured Instructional Materials (SIMS) and Continuous Assessment Materials (CAMS) training, Namibia now has a cadre of Namibian teachers (30) at the regional level with the capacity to participate in the writing and testing of new curricular materials thus reducing the need for outside technical assistance.
Grade 1 SIMS were developed for language literacy Maths, Environmental Studies, and translated in 2 local languages from the most populous northern regions.
184 teachers in Grade 1 have trailed and used the new learner centered SIMS.
CAMS have for the first time been integrated into the instructional materials for Grade 1.
Teachers Basic Competency Manual (TBCM) has been developed for PCVs in disadvantaged/rural schools and is now the basis of the Instructional Skills Certificate (ISC) to certify teachers nationally.
Baseline assessment for Grade 1 and 2 completed

The primary Results Package supporting S.O. #2 is the *Basic Education Support (BES)* project, with a current LOP of 18.3 million. Technical assistance is provided by the Institute for International Research (IIR), Ohio University and Harvard Institute for International Development (HIID).

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Teacher training and support is provided by U.S. Peace Corps Volunteers under the largest USAID/Peace Corps PASA in Africa.

USAID Namibia employs a three-pronged approach in implementation of S.O. #2. At the *national level* USAID is supporting the GRN to build capacity to develop, manage, and support, a new curriculum for lower primary (Grades 1-4), including the production of new teacher and student materials, and the development of new, more appropriate approaches to student assessment and testing. At the *school level* USAID is reducing inequality in the provision of educational services through an intensive on-site teacher training effort in approximately half of Namibia's most disadvantaged lower primary schools through a massive joint venture with Peace Corps. Thirdly, USAID more recently has begun to assist in building the Ministry of Basic Education and Culture's (MBEC's) capacity to monitor and evaluate progress in primary education reform and to engage more effectively in *long-term planning*.

The S.O. has two Intermediate Results within USAID's manageable interest. I.R. #2.1: "*Improved quality of primary school teachers in the target and selected classrooms*" and I.R. #2.2: "*New, improved lower primary curriculum developed*". Progress in I.R. #2.1, in terms of developing materials and approaches has exceeded expectation, as seen by the MBECs use of the materials for the MBEC's Instructional Skills Certificate. However, progress with teacher training is lagging (although this will only impact performance indicators in 1997). **I.R. #2.2 is progressing well within the targets set by USAID/MBEC for the implementation of the reform.** The backlog resulting from the slow start-up in 1995 has been erased.

## **II. The Objective's contribution to Agency Goals & US foreign policy Objectives**

The strategic emphasis on basic education supports Agency directives under the new re-engineered primary objectives for economic growth. It also contributes directly to increased equity in social, economic and political participation and thereby improves long term prospects for peace and stability (See figure S.O. #2). Despite GRN efforts to address inequalities, the majority of teachers serving disadvantaged groups remain unqualified, particularly at lower primary level -- grades 1 through 4. USAID assistance will enable the GRN, not only to upgrade the majority of these teachers, but also to put in place a system of in-service training that addresses this problem.

I.R. #2.1 and I.R. #2.2 are linked to four Agency Program Approaches: (1) improved policy and regulatory framework for a better education system; (2) strengthened national, regional and school-level education systems; (3) improved teaching curricula, and educational materials; and (4) expanded access to education for women and other disadvantaged groups. (See attached Figure 2 for detailed description of linkages to Agency Goals)

## **III. Performance Analysis**

Namibia has made excellent and significant progress in analyzing early education problems and deficits to understand the complex dimensions of reform in establishing broad policies to frame the new education system; in creating the National Institute for Educational Development (NIED) to

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enhance instructional programming, in-service training, and research and evaluation; and in initiating a Lower Primary Reform Task Force to oversee educational development and reform in Grades 1-4.

USAID is the major donor at the primary level and is contributing directly to the modernization of Namibia's primary school curriculum and the upgrading of hundreds of under qualified, rural primary teachers. In the last year, as progress on the ground became evident, the Mission played a much stronger supportive policy dialogue role with the GRN on education policy and planning. In fact, the Mission has been invited to provide leadership in the efficiency efforts of the MBEC. USAID has already played a key role in assisting the GRN to refocus its resources and personnel on primary education reform and the lower primary (grades 1-4) in particular. As described below, these efforts are resulting in fundamental improvements in curriculum, materials and teacher performance that will provide long-term benefits for Namibia with respect to reduction of illiteracy and improved efficiency of the entire education system.

When considering the year-to-year development schedule, *the reform activities are progressing on track within the targets set by USAID/MBEC for the implementation of the lower primary reform.* The Grade 1 curriculum and syllabi development is completed, and all Grade 1 teachers supported by PCVs have attended at least one workshop on the new materials. USAID's stronger supportive policy dialogue role with GRN has led to broad acceptance of SIMS and CAMS by National Institute for Educational Development (NIED). In preparation for the materials development, writer training was carried out in the process of materials development of SIMS and CAMs for Grade 1. Recruitment of high quality writers and editors was difficult, particularly for work in the English language. However, teachers, trained as writers for the SIMS and CAMS materials, are undertaking materials development with editing assistance. Activities focus on the development of instructional materials that are highly structured, systematically developed and monitored, and contain many opportunities for self and class assessment in the accomplishment of instructional objectives. Structured materials are aimed at assisting under qualified teachers, and particularly those undertrained, in the presentation of quality lessons for their learners, while at the same time providing on-the-job training in pedagogy.

### **CUSTOMER FEEDBACK: USAID INSTRUCTIONAL MATERIALS A SUCCESS**

After the first 6 weeks of implementation of the new instructional materials for disadvantaged teachers and learners, 24 schools with unqualified or under qualified teachers were visited to see how the early implementation of the new materials was faring. Every teacher visited indicated that the materials were excellent, easy to use, and promoted high motivation among learners.

Skills transfer and long term training of NIED personnel are proceeding at a slower pace than planned. Although on-the-job training for writers/trainers in Structured Instructional Materials has been completed for Grade 1, and on-going training is being provided in planning, research and statistics, NIED has not yet been able to provide specific counterparts for long term advisors, or to identify personnel for long term training needed to ensure sustainability.

Regarding USAID's contribution towards the provision of better quality instruction to primary school students in Grade 1-4 in Namibia's most disadvantaged schools, *the institutionalization of teacher training approaches in disadvantaged schools is progressing ahead of schedule even though the teacher training targets have not been met.* During this period, 29 target schools were assisted by 8 PCVs and participated in the general lower primary reform program of the MBEC. The 8 Peace Corps Volunteers (PCVs) assisted 52 Grade 1 teachers in the implementation of the new syllabuses; 196 teachers in Grades 2-4 in the new learner-centered teaching methodology; and many more non-target teachers in any general teaching problems that arose in these schools. BES technical assistance supported these efforts as requested and helped in the continuing cluster selections. These numbers imply that in terms of the numerical targets (for improved quality of primary school teachers), activities have exceeded the I.R. targets. However, in terms of quality (unqualified teachers benefitting from intensive one-on-one training from PCVs) progress is lagging, primarily due to the unexpectedly large shortfall in the number of PCVs available for S.O.#2. The intensive PCV teacher training ensures that under-qualified teachers have daily or weekly access *in their classrooms* to high quality teacher training support over an extended period of two years and ensures that they successfully transition to the effective use of learner centered teaching methodologies, including continuous assessment.

**A MODEL FOR INTERAGENCY COLLABORATION: USAID PASA WITH PEACE CORPS:**

At the school level USAID targets the most disadvantaged teachers, most of whom are female, lack education and skills training, work in isolated rural schools and do not have access to Ministry support. The approach of combining Peace Corps (PC) expertise in fielding PC teacher trainers in remote areas with USAID technical support to the PCVs is ensuring that quality education is reaching even these very remote rural schools and villages. At the same time, the PCV link to the remote schools ensures that contextual issues are factored into the curriculum and materials development.

The overall design, methodology and approach towards teacher training in these remote rural schools have been piloted successfully during the reporting period. Specifically lessons learned relate to how well teachers in these remote schools work with Peace Corps teacher trainers, how much access teachers have to Ministry in-service programs and materials, and how Ministry policy and procedures are implemented in these remote schools. This information has effectively been used as a basis for the curriculum and materials design component of the program and helps ensure that the contextual issues of politics, history and culture are factored into the technical development of the curriculum. Teachers' Basic Competencies Manual (TBCM) materials, developed through USAID technical assistance for use by Peace Corps trainers in the target schools, were drafted, tested, refined and translated into local languages. At the same time the MBEC has instituted the in-service BETD to improve the skills of teachers in basic education, but access to this program is limited to 12th grade graduates. More than 50% of the teachers in the disadvantaged and rural schools are under qualified, many possessing less than a 10th grade education. To accommodate those with 10th grade education, MBEC is developing the Instructional Skills Certificate (ISC), *which is based on the Teacher Basic*

*Competency Manual developed for use in target rural schools.* The MBEC/USAID seeks to provide equivalency certification based on life experiences and self-enhancement after formal schooling to qualify teachers for entrance to the ISC.

**EXCEEDING EXPECTED TARGETS:**

*The Teacher's Basic Competencies Manual (TBCM)s* were developed through USAID technical assistance for Peace Corps volunteers to use in remote rural schools. There are 20 modules in the package/series. Each module covers an important topic for effective teaching. They explain the complicated concepts and actions in simple terms and have been translated into three local languages. Their effectiveness in early trials has led to their adoption as the core of curricular materials for the new Namibian Instructional Skills Certificate (ISC). The ISC is a linking certificate to the existing Basic Education Teaching Diploma, which is the qualifying academic requirement for teaching in Namibia. This program and the TBCMs will enable teachers with limited educational qualifications to build their skills and eventually become fully qualified primary school teachers.

Finally in terms of the institutionalization of capacity within the MBEC to develop, manage, and support quality education -- a more recently identified objective of the S.O. Team -- progress is already evident. The approach taken by USAID is to support development of organizational capacity of NIED required for lower primary reform as the reform unfolds. The use of both short term and long term technical assistance has allowed USAID to respond in a flexible manner to the evolving needs of the organization. The establishment of permanent representation on the MBEC's Lower Primary Task Force and of a Project Steering Committee has allowed USAID to maintain constant dialogue needed to balance the need for outside support (which improves the quality of input) with the need to develop sustainable in-house capacity. Although NIED is not yet fully staffed, and many key positions will only be recruited in 1997, NIED has taken the lead in developing the policies and processes needed to manage the lower primary reform. NIED is a growing and evolving institution involved in a difficult process of planning through consensus building among divergent interests. All development and production is carried out with substantial involvement of local educators, which assures that materials are educationally appropriate and that the process is locally "owned" and sustainable.

**IV. Expected Progress through FY 1999 & Management Actions.**

During the 1997-1999 period, special emphasis will be placed on key sustainability issues: institutionalization of in-service training for unqualified teachers, to increased access to Ministry resources and programs with less dependency on Peace Corps assistance, and increased capacity at NIED to develop new curricula and materials appropriate for the majority of Namibia's lower primary schools with less dependency on USAID-supported long term advisers. Thus, considerable effort will be taken in defining long term training needs at NIED, consolidating achievements, putting in place a broad policy framework for teacher training and teacher education in the short and medium term and strengthening policy planning and M&E (for MBEC). In addition, "regular" activities will continue on schedule. For example, Grade 1 materials will be completed and implemented in 1997;

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Grade 2 in 1998; the curricula for grades one and two will be translated into at least five languages and be in use in 1023 schools, reaching approximately 60,000 students nationally; Grade 3 will be developed in 1998 and implemented in 1999; the instructional objectives for Grade 4 will be completed in 1998.

In joint MBEC/USAID discussions it has been decided not to send NIED staff for advanced training until a comprehensive needs assessment has been conducted and both partners are satisfied that an interim arrangement can be reached that can allow the reform process to move ahead at an acceptable pace while key staff are being trained. This process has already started in January 1997.

At the target school level, the target districts will expand from Ondangwa East and Ondangwa West to also include the heavily populated Kavango district. At the same time implementing partners will be building on lessons learned from the previous two years to increase the number of PCVs up to the originally planned levels.

### **MISSION HAS MANAGED S.O.#2 ACTIVITIES SUCCESSFULLY FOR RESULTS:**

Management actions during 1996:

- € Institutional contract amended to increase effort in curriculum and materials design;
- € A new Chief of Party was brought in;
- € President of Institutional Contractor and other technical personnel were brought to Namibia for technical discussions with MBEC/NIED and to present a SIMS seminar at NIED;
- € Policy dialogue with Peace Corps, including a letter from the U.S. Ambassador to the Administrator of Peace Corps, a follow up meeting by AIDREP with senior PC/W officials and further letter exchanges;
- € Regular weekly meetings between all implementing partners to improve teamwork.

#### ***Results:***

- € A productive contract team;
- € Timely delivery of Grade 1 Materials;
- € NIED embraced new SIMS materials as the primary approach for Grades 1-4;
- € PC/W form commitments to provide number of PCVs needed for optional results;
- € Coordination of all S.O. Activities at national, regional and target school levels.

The lower numbers of Peace Corps volunteers recruited for the intervention in the target schools -- 16 PCVs with teacher training credentials, rather than the planned 25, eight of whom were early terminators (ETs), leaving a balance of eight -- will impact on the quality of teacher training in 1997, even if the qualification target of 288 teachers trained in the new curriculum, materials and pedagogy is reached. USAID has facilitated constant dialogue between Peace Corps and MBEC and reached agreement on revised qualifications for PCVs which, in turn, will ease PC/W recruitment constraints. All partners are collaborating closely with Peace Corps to conduct a special evaluation into the factors leading to early PCV termination and minimize hardship for the volunteers. Special events

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and a workshop arranged by the MBEC for regional officials and families hosting PCVs has helped improve cultural understanding.

At the same time the Mission has engaged Peace Corps Washington in policy dialogue around the key issues. In order to strengthen awareness and collaboration within the S.O., Mission staff organized and actively participated with Peace Corps' and USAID Washington staff as well as Institutional contractor's head office staff and technical team members in a forum in Peace Corps Washington offices to discuss the goals of the S.O.; including the SIMS and CAMS, monitoring and evaluation and the joint roles of Peace Corps Volunteers and the Technical team. As a result, a stronger common vision for the S.O. has emerged between all partners.

### ***Donor Coordination***

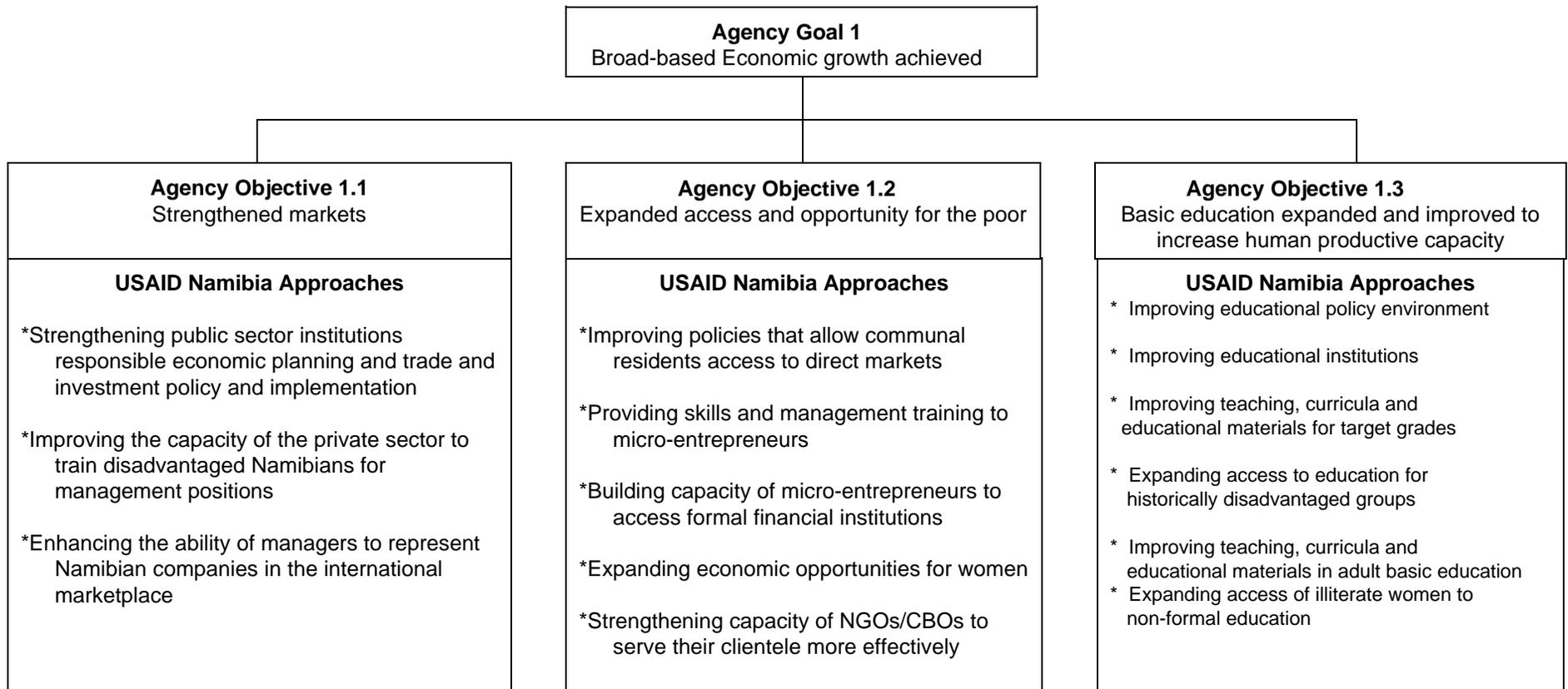
USAID works closely with other donor agencies supporting basic education in Namibia. Meetings are held regularly with SIDA on coordinating SIDA's assistance to pre-service teacher education curricula with our assistance in In-service teacher education programs. The EU is presently in the design phase of its education support program and invited USAID recently to a workshop with MBEC to provide feedback on their findings.

As an alternative strategy USAID/MBEC launched an investigation into the feasibility of involving other volunteer agencies in the program area to make up the missing support. Fortunately the policy dialogue with Peace Corps has been successful and Peace Corps/Washington has agreed to step up recruitment efforts.

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Figure 2:Relation of USAID Namibia Strategy to Economic Growth Strategic Framework

**Principal S.O.s supporting Agency Goal 1: S.O.1, S.O.2  
Areas of Synergy S.O.3**



<b>OBJECTIVE: SO#2:</b> Improved delivery of quality primary education to Namibian learners in grades 1 - 4 in the most disadvantaged schools			
<b>APPROVED:</b> 06/05/96 <b>COUNTRY/ORGANIZATION:</b> USAID/Namibia			
<b>RESULT NAME:</b> SO 2: Improved delivery of quality primary education to Namibian learners in grades 1 - 4 in the most disadvantaged schools			
<b>INDICATOR:</b> 2.1 Institutional capacity at the national level (MBEC) to develop and manage instructional inputs and services			
<b>UNIT OF MEASURE:</b> Progress towards institutionalization of above systems and approaches	<b>YEAR</b>	<b>PLANNED</b>	<b>ACTUAL</b>
<b>SOURCE:</b> BES  <b>INDICATOR DESCRIPTION:</b> a) Creation and operation of Materials Production Unit (MPU)	1995	Strategic development plan for MPU; teacher's guide in continuous assessment; and review and suggest revisions to new curricula and syllabi, assist in translation of Grade 1 syllabi, and design materials for Grade 1.	MPU plan approved by NIED management; teacher's guide prepared and distributed for review; and participated in training and monitoring activities for the new syllabi, supported the translation of materials for Grade 1, and assisted in the development of Grade 1 scope and sequence for key subjects.

b) Development and use of

Continuous Assessment System

c) Development and use of Systematic Instructional Materials approach

**COMMENTS:**

	1996	MPU fully operational; produce Grade 1 materials draft, which incorporate continuous assessment materials.	<p>(a) MPU created by NIED, staffed (5/7), and operating.                  (b) and (c) Grades 1 and 2 instructional materials under development using SIMs and CAMs approach. CAMS are incorporated into the SIMs.</p> <p><i>Institutional support:</i>                  Policy for MPU production was finalized and adopted by NIED management.                  Continual training of MPU personnel.                  Draft of in-house skills development program for NIED.                  Participation in the Lower Primary Reform task force and materials subcommittee, NIED Continuous Assessment working group, and NIED Technology and Training Committee.</p>
	1997	a) Grade 1 materials produced and distributed b) Grade 1 developed and used in target schools c) Grade 2 developed and used in target schools	
	1998	a) Grade 2 materials produced and distributed b) Grade 2 developed and used in target schools c) Grade 3 developed and used in target schools	

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	1999	<p>a) MPU production (or provision for the production) and distribution of all instructional materials for grades 1-4 in local languages and English</p> <p>b)Development and provision to targeted classrooms tools (eg. matrix, performance checklist) for tracking student performance</p> <p>c)Trained cadre of specialists in NIED with developed workplan and budget to conduct classroom observations</p>	
	2000		

<p><b>OBJECTIVE: SO#2:</b> Improved delivery of quality primary education to Namibian learners in grades 1 - 4 in the most disadvantaged schools</p> <p><b>APPROVED:</b> 06/05/96 <b>COUNTRY/ORGANIZATION:</b> USAID/Namibia</p>
<p><b>RESULT NAME:</b> SO 2: Improved delivery of quality primary education to Namibian learners in grades 1 - 4 in the most disadvantaged schools</p>
<p><b>INDICATOR:</b> 2.2 % of classrooms in target schools meeting established criteria for improved quality education inputs and services</p>

<p><b>UNIT OF MEASURE:</b> # of classrooms as a percentage of the total of targeted disadvantaged lower primary school classrooms (1 classroom + 1 teacher)</p>	<b>YE A R</b>	<b>PLANNED</b>	<b>ACTUAL</b>
	1993	0	0
	1994	0	0
	1995	Trial schools; minimal assistance by Peace Corps Volunteers to target schools; baseline assessment planned and instruments developed for English, Environmental Studies, and Maths.	Trials for TBCM to improve teacher qualifications; PCVs assigned to trial schools to provide resource support in all areas of the reform; M&E plan developed; assessment plan developed; instruments trial tested in local schools.

**SOURCE:** BES

**INDICATOR**

**DESCRIPTION:** Teachers for grades 1-4 trained in and using continuous assessment, new teaching methodology, new curriculum, and new instructional materials

**COMMENTS:**

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	1996	Grade 1 Baseline Assessment completed. New Grade 1 Syllabi developed, produced, and distributed by NIED (using facilities of the MPU for production work). Initiation of work in the Directorate of Planning and Development.	Classrooms (Grade 1=52 teachers; Grade 2= 55; Grade 3=51; Grade 4=90) in 29 schools with 8,385 learners supported by 8 PCVs. All have new Grade 1 syllabuses provided by NIED through the regional offices, with relevant materials.  Classroom observational tapes reviewed for M&E uses. Recruitment of RTA in M&E and assignment to the Directorate of Planning and Development. Recruitment of Testing and Assessment Advisor for NIED also accomplished.
	1997	288 Grade 1 teachers trained	
	1998	448 Grade 1 and 448 Grade 2 teachers trained	
	1999		
	2000		

<p><b>OBJECTIVE: SO#2:</b> Improved delivery of quality primary education to Namibian learners in grades 1 - 4 in the most disadvantaged schools</p> <p><b>APPROVED:</b> 06/05/96 <b>COUNTRY/ORGANIZATION:</b> USAID/Namibia</p>			
<p><b>RESULT NAME:</b> IR 2.1: Improved quality of primary school teachers in the target and selected classrooms</p>			
<p><b>INDICATOR:</b> 2.1.1 % of teachers in grades 1-3 trained in use of new curriculum, learner-centered instruction and continuous assessment in target classrooms</p>			
<p><b>UNIT OF MEASURE:</b> # of teachers as a percentage of total teachers in targeted disadvantaged schools</p> <hr/> <p><b>SOURCE:</b> BES</p> <hr/> <p><b>INDICATOR DESCRIPTION:</b> Teachers in grades 1-3 have participated in at least one training workshop</p> <hr/> <p><b>COMMENTS:</b></p>	<p><b>YEA R</b></p>	<p><b>PLANNED</b></p>	<p><b>ACTUAL</b></p>
	1993	0	0
	1994	0	0
	1995	0	0
	1996	0	<p>SIMs strategy workshop (2 wks) with 27 teachers from 4 target regions -- writers' training.</p> <p>SIMs/CAMs writing workshops held for 2 wks each month for the 27 writers.</p> <p>Institutional Support: continuous assessment 2 wk workshop for NIED professional staff (n=50+).</p>
	1997	288 Grade 1 teachers trained	
	1998	448 Gd 1 & 448 Gd 2 teachers trained	
	1999	288 Gd 1, 288 Gd 2, 576 Gd 3 and 576 Gd 4 teachers in target schools received training	

	2000		
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<b>OBJECTIVE: SO#2:</b> Improved delivery of quality primary education to Namibian learners in grades 1 - 4 in the most disadvantaged schools			
<b>APPROVED:</b> 06/05/96 <b>COUNTRY/ORGANIZATION:</b> USAID/Namibia			
<b>RESULT NAME:</b> IR 2.1: Improved quality of primary school teachers in the target and selected classrooms			
<b>INDICATOR:</b> 2.1.2 Teacher training modules operationalized and implemented			
<b>UNIT OF MEASURE:</b> Teacher training modules	<b>YE A R</b>	<b>PLANNED</b>	<b>ACTUAL</b>
<b>SOURCE:</b> BES	1993	0	0
	1994	0	0
<b>INDICATOR DESCRIPTION:</b> Teachers Basic Competency Manual (including modules) translated into 5 local languages and distributed to regional offices, pre- and in-service teacher trainers trained in use of TBCM, and classroom teachers in targeted classrooms and selected classrooms in 7 regions trained	1995	TBCM designed and developed.	TBCM designed and developed.
	1996	TBCM translated, produced and distributed	Second edition of English-version of TBCM. TBCM accepted for the ISC.  Translations in three languages begun (10 modules x 100 teachers in tryout): draft translations in Ruciriku and Rukwangali available; draft versions in Oshikwanyama and Oshindonga sent to the North for tryout by PCVs, teachers, principals.
<b>COMMENTS:</b>	1997	ISC Guidelines developed and adopted. TBCM used as part of the ISC program. 540 Teachers trained	

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	1998	540 Teachers trained	
	1999	240 Teachers in targeted and selected classrooms trained in TBCM use.	
	2000		

<b>OBJECTIVE: SO#2:</b> Improved delivery of quality primary education to Namibian learners in grades 1 - 4 in the most disadvantaged schools			
<b>APPROVED:</b> 06/05/96 <b>COUNTRY/ORGANIZATION:</b> USAID/Namibia			
<b>RESULT NAME:</b> IR 2.2: New, improved lower primary curriculum developed			
<b>INDICATOR:</b> 2.2.1 Curriculum syllabi developed			
<b>UNIT OF MEASURE:</b>	<b>YEA R</b>	<b>PLANNED</b>	<b>ACTUAL</b>
<b>SOURCE:</b> BES	1993	0	0
	1994	0	0
<b>INDICATOR DESCRIPTION:</b>	1995	0	0

Curriculum syllabi delineate subjects and topics for grades 1-4, and are translated into 5 local languages

**COMMENTS:**

	1996	1st grade syllabus developed and translated	<p>Grade 1 syllabi developed, translated, and distributed. NIED was primarily responsible for this accomplishment; regional offices undertook the implementation. Project funded translations under the African language curriculum development group of NIED.</p> <p>National languages Grades 1-3 syllabus workshop (1 wk) for 24 participants to develop new syllabuses for all the Namibian languages.</p> <p>Materials development for literacy at Grade 1 in Oshindonga and Oshikwanyama. Six teachers/writers completed the writing of 49 lessons in the languages over several meetings.</p> <p>Participation in Lower Primary Reform workshop for n=130 teachers, principals, and advisory teachers to determine the content of syllabi for Grade 2.</p>
	1997	2nd grade syllabus developed and translated	
	1998	3rd grade syllabus developed and translated	
	1999	4th grade syllabus developed.  Curriculum syllabi in 4 subjects for grades 1-4 developed and translated into five local languages	
	2000		



<p><b>OBJECTIVE: SO#2:</b> Improved delivery of quality primary education to Namibian learners in grades 1 - 4 in the most disadvantaged schools</p> <p><b>APPROVED:</b> 06/05/96 <b>COUNTRY/ORGANIZATION:</b> USAID/Namibia</p>			
<p><b>RESULT NAME:</b> IR 2.2: New, improved lower primary curriculum developed</p>			
<p><b>INDICATOR:</b> 2.2.2 # of grade subject-language curriculum materials developed for grade 1-4</p>			
<p><b>UNIT OF MEASURE:</b> # of approved grade-subject-language materials</p> <hr/> <p><b>SOURCE:</b> BES</p> <hr/> <p><b>INDICATOR DESCRIPTION:</b> Camera ready copies of grade-subject-language materials (ie. syllabi, teacher guides, instructional materials) approved by MBEC for use in target schools</p> <hr/> <p><b>COMMENTS:</b></p>	<p><b>YEA R</b></p>	<p><b>PLANNED</b></p>	<p><b>ACTUAL</b></p>
	1993	0	0
	1994	0	0
	1995	Grade 1 curriculum materials developed in Maths, Environmental Studies, and local language literacy.	1800 lessons planned for Grades 1-4. Grade 1 materials designed.
	1996	Grade 1 curriculum materials produced in three languages.	Orientation and Readiness materials produced in three languages and distributed to schools.
	1997	1st grade materials developed in 4 subjects in 5 languages (20 units)	All Grade 1 materials produced and distributed in three languages. Grade 2 materials designed and plans outlined for the development in five languages. Language RTA departs.
	1998	2nd grade materials developed in 3 subjects in 5 languages (15 units)	

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	1999	<p>3rd and 4th grade materials developed in 3 subjects (15 units/Gd 3, 7 units Gd 4)</p> <p>Materials for grades 1-4 in four (five for 1st grade) subjects and in five local languages developed (57 units)</p>	
	2000		

<p><b>OBJECTIVE: SO#2:</b> Improved delivery of quality primary education to Namibian learners in grades 1 - 4 in the most disadvantaged schools</p> <p><b>APPROVED:</b> 06/05/96 <b>COUNTRY/ORGANIZATION:</b> USAID/Namibia</p>			
<p><b>RESULT NAME:</b> IR 2.2: New, improved lower primary curriculum developed</p>			
<p><b>INDICATOR:</b> 2.2.3 # of trained Namibians acquiring skills to sustain and manage instructional improvement activities</p>			
<p><b>UNIT OF MEASURE:</b> Cum #</p> <hr/> <p><b>SOURCE:</b> BES</p> <hr/> <p><b>INDICATOR DESCRIPTION:</b> Selected Namibians receive advanced training in skills and areas of expertise to presently provided by USAID funded technical experts in MBEC's departments of Planning &amp; NIED</p> <hr/> <p><b>COMMENTS:</b></p>	<b>YEAR</b>	<b>PLANNED</b>	<b>ACTUAL</b>
	1993	0	0
	1994	0	0
	1995	0	0
	1996	Training candidates selected, training programs developed	Discussions underway.
	1997	Trainees start studies	
	1998	Trainees continue studies	
	1999	Trainees complete studies  5 (100%) Namibians, having received advanced training, have assumed key technical and managerial roles in Planning and NIED	
	2000		



<p><b>OBJECTIVE: SO#2:</b> Improved delivery of quality primary education to Namibian learners in grades 1 - 4 in the most disadvantaged schools</p> <p><b>APPROVED:</b> 06/05/96 <b>COUNTRY/ORGANIZATION:</b> USAID/Namibia</p>			
<p><b>RESULT NAME:</b> IR 2A: New M&amp;E system in place and operational</p>			
<p><b>INDICATOR:</b> 2.3.1 An effective M&amp;E system to monitor the lower primary reform, established and operational</p>			
<p><b>UNIT OF MEASURE:</b> developed M&amp;E system</p> <hr/> <p><b>SOURCE:</b> BES</p> <hr/> <p><b>INDICATOR DESCRIPTION:</b> A M&amp;E system--comprising an authorized unit with budget, personnel and mandate--collects data, regularly produces and disseminates descriptive statistical and analytic reports on status of system, school, teacher and student performance to monitor the lower primary reform</p> <hr/> <p><b>COMMENTS:</b></p>	<p><b>YEAR</b></p>	<p><b>PLANNED</b></p>	<p><b>ACTUAL</b></p>
	1993	0	0
	1994	0	0
	1995	0	M&E plan presented and accepted by NIED and Planning.
	1996	Recruit M&E RTA. Unit established and staffed.	Corporate Planning was staffed in January, 1996; Director of the Directorate of Planning and Development was appointed in August, 1996; RTA was recruited from HIID and assigned to Directorate of Planning and Development; Testing and Assessment RTA recruited.
	1997	Personnel trained in strategic planning, research, measurement, and statistics; data analysis of SACMEQ data and presentations developed for international conferences and national distribution.	

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	1998	Descriptive and analytic report produced, disseminated and reviewed formally by decision-makers; current year data collected and processed	
	1999	Descriptive and analytic reports produced, disseminated and reviewed formally by decision-makers; current year data collected and processed	
	2000		

**Strategic Objective #3: Increased benefits to historically disadvantaged Namibians from sustainable local management of natural resources.**

## I. Executive Summary

For a cumulative investment of \$15 million, the progress towards achievement of this Strategic Objective has been excellent, as indicated by the following results:

<b>Highlights of Achievements</b>
June 1996 <i>enactment</i> of major new legislation [for the first time] to legally empower rural communities to manage and derive benefits from their natural resources (S.O. & I.R. #3.1);
<i>Strengthened</i> policy and planning capacity in Ministry of Environment and Tourism (MET) to support Community Based Natural Resource Management (CBNRM) and community development (I.R. #3.1 & I.R. #3a);
<i>Establishment</i> of natural resource accounting and economic policy analysis capability in MET as a model for Southern Africa (I.R. #3.1, 3a & 3b);
<i>Improved</i> local Namibian NGO and Community Based Organizations (CBO) capacity and support for CBNRM (I.R. #3.2);
<i>Demonstrated progress</i> in establishing economically viable CBNRM models and in the development of activities leading to conservancy formation which exceeded projected targets (S.O. Indicators #3.1 and 3.2) both in terms of community income and the number of households participating in pilot activities (I.R. #3.2); and
<i>Achieved broad acceptance</i> (from community to parliamentary level) of the concept of CBNRM. This represents a fundamental change in the negative perceptions of HDNs towards Conservation (I.R. #3.1, 3.2 & 3a).

The primary Results Package supporting S.O. # 3 is the *Living in a Finite Environment (LIFE)* Results Package, with a LOP of \$15 million. It is being implemented by the World Wildlife Fund (WWF) under a Cooperative Agreement with USAID Namibia, as a major component of a larger RCSA Natural Resource Management (NRM) Project. WWF brings an additional 25% match to the LIFE efforts. In addition, an **Environmental Education** Results Package supports a \$1.5 million grant with the Rössing Foundation, a Namibian NGO, for a national program of environmental education

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and sub-grants to Namibian organizations and institutions carrying out environmental education activities.

S.O. #3 has two Intermediate Results within USAID's manageable interest. I.R. #3.1: "*Improved policy and legislative environment for local control of natural resource management*" and I.R. #3.2: "*Strengthened community-based natural resource management activities in target communities*". The major achievements envisaged under I.R. #3.1 have been realized with the enactment of an amendment to the Nature Conservation Ordinance of 1975 (commonly known as the Conservancy Act) which was passed by Parliament in May and gazetted in June 1996. S.O. Indicator numbers 3.3. and 3.4, would seem to indicate that conservancy formation is behind schedule, but this is the result of administrative delays in the registration of conservancies rather than programmatic delays. Progress towards I.R. #3.2 targets is proceeding on target, indicating that potentially viable models are emerging.

#### **REGIONAL ACHIEVEMENTS**

Being the last of the countries to join the Regional NRM Project, the design and implementation is based on lessons learned from the other NRM Project packages. Namibia has taken advantage of the Regional Coordination components with exchange visits, technical staff exchanges, sharing of reports, and participation in regional conferences. USAID Namibia is now acknowledged as a leader in the field and even provides M&E technical assistance to other countries in the Region and well as to RCSA.

## **II. The Objective's contribution to Agency Goals & US foreign policy Objectives**

USAID/Namibia is supporting the Agency's objectives in the environment by improving natural resource management in communal areas, where poverty and the impact of unsuitable government policies seriously threaten the rural poor. This S.O. is linked to:

- Agency Objective 4.5 -- sustainable natural resource management
- Agency Objective 4.1 -- biological diversity conserved
- S.O. #3 of the Agency's Initiative for Southern Africa (ISA)
- USAID Namibia's S.O. #3 complies with Section 117, 118 and 119 of the Foreign Assistance Act (FAA)
- Agency Objective 1.2 - expanded access and opportunity for the poor

In accordance with Section 201.5.10g of the Automated Directive System (ADS), a Background Assessment of Tropical Forestry and Biodiversity Review was *carried out* in Namibia in August 1996. The Assessment provides the analytical framework which supports USAID's continued involvement in the sector (See attached Figure 3 for detailed description of linkages to Agency Goals).

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Namibia's S.O. #3 *supports* the Agency's renewed emphasis on civil society development and increased participation in development at the local level. Through work with a variety of local, conservation-oriented NGOs and CBOs, the Mission's S.O. #3 contributes towards *optimizing* the synergies within the Mission portfolio, supporting NGO capacity building (S.O. #1), NGO coalition building and advocacy (S.O. #4) and HRD in the fields of natural resource management and environmental education (S.O. #1). S.O. #3 contributes towards micro-enterprise development by supporting several communities to start enterprises such as campsites, tourist villages and the sale of natural resources such as thatching grass.

### **III Performance Analysis**

#### **Policy-level Results:**

In the area of natural resource management, USAID helped the GRN strengthen its Community Based Natural Resources Management (CBNRM) program, that is promoting the formation of "conservancies" by local communities to better manage common resources. USAID and its GRN partner, has had paramount policy impact in the areas of regulatory changes to empower local communities to manage their resources, in the formulation of tourism policy, initiating natural resource accounting and in establishing a framework for an environmental investment fund.

*The enactment of an amendment to the Nature Conservation Ordinance of 1975 which was passed by Parliament in May and gazetted in June 1996, is an important milestone towards the achievement of this S.O.* This action follows *two years of continual policy dialogue* between USAID and its development partners and Namibian stakeholders, including the Ministries of Environment and Tourism, Finance, Agriculture, Water and Rural Development and members of Cabinet. This achievement has been consolidated by the promulgation of administrative regulations to guide Conservancy formation on Communal lands. See log of CBNRM policy actions (Attached).

In addition, USAID has contributed to the passage of three other policies related to CBNRM/Environmental Education and has fostered dialogue around several other policies. Major achievements have been in the areas of land use, environmental impact assessment, environmental research and the conservation of biodiversity and habitat protection and Community Based Tourism. The pending Land Policy provides guidance for access and use on both communal and private land. USAID and Partners monitoring the draft Land Bill are to ensure that wording in it does not negate the benefits provided to communities in the Conservancy Act.

**RELATED POLICY ACHIEVEMENTS BECAUSE OF S.O. #3:**

- € Land Use Planning was adopted by the MET in 1994. Mission resources assisted the MET in providing input about the constraints and opportunities in communal areas on land policy issues.
- € The Conservation of Biodiversity and Habitat Protection policy was endorsed by the MET and passed by Cabinet. In 1994 this policy prompted initiatives to assess the resource base in Caprivi.
- € The Parks and People policy was drafted in March, 1997. This policy will enable communities inside national parks to benefit from the sustainable use of wildlife and related tourism activities.
- € In 1995, USAID funded the formation of an NGO, the Namibian Community Based Tourism Association (NACOBTA). The association's success in advocacy has led to the adoption of a Communal Tourism Policy.

Improved policy and planning capacity in MET is also evident in the Directorate of Environmental Affairs (DEA) where improvements in economic analysis, public relations and publicity and policy planning are most prominent. The DEA's achievements in economic analyses of environmental policies are a *model for Southern Africa*. Additionally, USAID funds support research within the Social Science Division (SSD) of the University of Namibia, technical assistance as well as local, regional and international level information exchange in support of this Strategic Objective. An Environmental Threats Assessment was completed to assist USAID and MET prioritize strategic options. Finally, the first stages of development were completed on a natural resource accounting model that will allow policy makers to weigh economic costs and benefits of various environmental scenarios.

These policy-related achievements indicate success not only in establishing a policy and legislative environment to support CBNRM (I.R. #3.1.1), but also to build a new policy framework within MET to support continued development of conservation policies in the communal areas *that would exceed targets projected for the S.O.*

USAID Namibia has substantially raised natural resource management awareness levels among partners and customers in Namibia and throughout the Southern African Region. *The Namibian press carried numerous articles about conservancies and USAID supported video was shown on national television and to the National Council* (providing a synergy with S.O. #4). The video, translated to indigenous languages, continues to be used by MET, NGOs and CBOs for extension purposes.

**CBNRM Activity-level Results**

***Despite initial concern that the absence of the necessary legal environment would hamper efforts to establish CBNRM models in communal areas, the program has demonstrated considerable progress.*** USAID's assistance has fostered: the formation of community institutions such as conservancy committees, community game guards and community resource monitors in three targeted areas in preparation for conservancy formation. Economic and social assessments have been undertaken in these major socio-ecological regions. The Community game guards have minimized poaching of all animals, including elephant, in target areas. Community members, trained in participatory techniques and in natural resource and enterprise management, have been given greater capacity to sustainably manage natural resources and increase community income. Work with local women's groups has resulted in sustainable harvesting of reeds and long grasses used for building and roofing thatch while generating income for these women.

Measurable increases were noted in capacity of 12 organizations to improve their management abilities in CBNRM. The number of people participating in management bodies, known as management committees (I.R. #3.2, I.R.#3.2.2), was lower than projected as communities elected smaller committees than originally anticipated. This resulted in more efficient committees.

**CUSTOMER FEEDBACK TAKEN SERIOUSLY:**

An example of the strength of community committees was demonstrated to the project Steering Committee when in July, 1996, Nyae Nyae in Bushmanland was the focus of discussion and consideration for an extension of the sub-grant. The community members gave an in-depth presentation of their progress to date and a proposal of future needs. Steering Committee members entered into discussion with the Management Committee members which included a lively debate on the amount of Technical Assistance needed. The Nyae Nyae Management Committee argued convincingly for less "hand-holding" and greater autonomy. The outcome of the discussions altered the Steering Committee's attitude for the need for supervisory technical assistance which was reflected in the resources allocated to Nyae Nyae Farmers Cooperative.

The early involvement of Namibian Non-governmental Organizations (NGOs) and Community Based Organizations (CBOs) has been key to the success of the CBNRM Program to date. USAID training funds has resulted in increased capacity to carry out CBNRM activities both at the field and management level. ***Measurable strengthening of CBO and NGO capacity in CBNRM is evident*** in the formation of an association of community-based tourism bodies; capacity-building of both field-based NGOs, and CBOs concerned with environmental issues and the establishment of an environmental education center in the Windhoek township of Khomasdal.

**STRENGTHENED NGOs and CBOs**

**NGOs**

- ' Namibia Nature Foundation
- ' Namibia Community-Based Tourism Association
- ' Integrated Rural development and Nature Conservation
- ' Rössing Foundation

**CBOs**

- ' Caprivi Arts and Culture Association
- ' Nyae Nyae Farmers Cooperative
- ' Salambala Management Committee
- ' Balelwa Concession Committee

*Success in establishing community institutions has resulted in exceptional income (exceeding targets) being realized for more households in target communities involved in USAID assisted Community Based Natural Resource Management (CBNRM) activities* (as measured by Indicator numbers 3.1 and 3.2). This increase was due in large part (60%) to the overwhelming success of thatching grass activities in East Caprivi, a popular and lucrative enterprise for over 750 registered cutters. USAID assisted in the training of community members in sustainable harvest. A second enterprise, the Caprivi Arts and Cultural Center (CACA), contributed to the increased number of households benefiting from USAID-supported CBNRM activities. Micro-enterprise activities already operating on a net profit basis are crafts production (5), thatching grass (1), tourism cultural village (1), campgrounds (1) and sale of reeds (1). This indicates significant progress towards the establishment of lucrative micro-enterprises, benefiting households which are outside the formal Conservancy structure but within the designated conservancy communities. **Progress has been consistent and relatively stable, indicating potentially viable models emerging.** These enterprises serve both as local models and important sources of lessons learned for the planned national implementation of CBNRM. The Table below, provides details of the most lucrative enterprises reported during FY 1996.

Additionally, USAID/Namibia's support to a community based management activity in northwestern Namibia, to establish and train water point committees in promoting democratic values through participatory decision-making, *has become a model for rural water committees on a National level.*

### **CBNRM/Gender Issues**

USAID Namibia actively ensures women are substantial participants in the CBNRM Program:

- , Women serve on all community management committees and help made decisions about prospective conservancies
- , Women NGO staff are active players in the CBNRM program
- , 39% of the beneficiaries are women-headed households and receive benefits accordingly
- , Program efforts support community women as Resource Monitors
- , Particular support and assistance is given to local female artists (potters, basket weavers and crafts makers)

The combination of these CBNRM related activities have set the stage for the registration of 2 or 3 Conservancies by mid 1997. Communities in two areas (Nyae Nyae and Salambala) are in an advanced stage of preparing their submissions to register a conservancy. This will give legal recognition to pilot conservancy activities on 680,000 ha of communal land. The Conservancy Law, in effect, provides the opportunity for the local management or establishment of conservancies to all people living in communal areas involving an area of some 330,000 km<sup>2</sup>. ***It should be noted that indicators under this S.O. do not measure the indirect benefits that will accrue to all people living in communal areas from the improved policy environment.*** Indirect benefits will accrue through empowerment at the community level which creates increased opportunities for rural subsistence communities to manage common resources and diversify opportunities for income generation. Local empowerment should result in improved conservation of critical ecosystems on which some of the poorest households in Africa depend.

### **MASTER POTTER REALIZES HIGH PROFIT IN RURAL CAPRIVI**

Angelina Simushi of Loma village in far eastern Caprivi, is a single mother of four children. Her family have been the village potters for generations. Having for the first time been given the opportunity to market her hand-made pots, Angelina has been able to send two of her four children to boarding school for secondary education, bought school uniforms and school shoes for all four of her children and at the end of November 1996 she was able to buy two cows from the income she derived.

The Mission's policy reform and CBNRM activity development successes to date would indicate the Program is well underway towards supporting the development of CBNRM models which could be duplicated in a national basis. It is anticipated that once conservancies are formed, and wildlife increases, communities will benefit more directly from activities relating to the utilization of game resources. The biggest benefits from improved NRM will be qualitative rather than quantitative.

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Beyond the initial achievements envisaged under this S.O., the highest level of potential impact of USAID assistance is in long term systemic change within MET. The MET, as are other GRN Ministries, is in the process of transition from the old apartheid based conservation and preservation policies to a new policy framework based on community involvement and control.

USAID has made steady progress in it's attempts to introduce new approaches and increase awareness of the contextual issues of politics, history and culture that have to be integrated into the broad policy framework for it to be relevant and successful.

There is also an increased awareness of the need for inter-ministerial coordination and an appreciation of the cross-cutting nature of environmental concerns. MET has begun a number of initiatives to establish inter-ministerial working groups, but the impact of this effort has yet to be realized.

In terms of MET institutional capacity and the establishment of an enabling environment, therefor, considerable change is evident in the overall planning and policy environment, especially as it relates to CBNRM and the development of activities leading to conservancy formation. System change with respect to the implementation of policies and programs to benefit HDNs in communal areas (outside the S.O. target areas) has, however, been lagging. Successful implementation of CBNRM models developed during this phase of U.S. assistance requires support to MET to develop and institutionalize new management skills. This requires, new methods, new skills and above all management techniques that takes into consideration local knowledge and perception and the complex nature of problems facing communal areas.

### **IV. Expected Progress through FY 1999 & Management Actions**

Prospects for successfully reaching the Strategic Objective are excellent. Targets, as determined when the results packages were designed in 1992 and reassessed in 1995 as part of CSP development, are on track. Potential external constraints, such as the Land Act, are being carefully monitored, and issues are being taken up by our Namibian partners in various advocacy fora. Continuous monitoring and evaluation provides a strong base for policy discussions and continuous feedback to our implementing partners. Economic analysis is being carried out by MET's economists to guide communities in making long term sustainable conservancy decisions.

S.O. #3 is supporting communities in two areas (Nyae Nyae and Salambala) to prepare their submissions to register a conservancy. By end of FY 1998, we expect the following achievements: (a) US\$200,000 in income will be generated from community-based activities; (b) 1,650 households will benefit and will share these resources; (c) at least five conservancies are expected to be registered -- bringing a cumulative total of 1,190,000 ha of land formally under local management. These conservancies and other income generating, potentially sustainable, CBNRM activities will be models for communal area residents in all parts of Namibia interested in organizing themselves in order to generate alternative sources of income. Such alternates are crucial for people living on marginal lands with annual incomes of less than \$100. Although the CBNRM program is expected to provide

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community members with increased economic benefits, qualitative and non-cash benefits are also expected. An evaluation of benefits derived from CBNRM is planned for 1998 to provide better insight into the qualitative range of benefits resulting from improved NRM. In terms of the policy and legislative environment, the program will have completed a review of the Traditional Authorities Act, the Communal Lands Act, and the proposed Agricultural policy to ensure consistency with proposals for conservancies.

The MET is currently analyzing the data on natural resources in communal areas. USAID is assisting in providing training in the GIS system, wildlife surveys, resource surveys, and data entry and analysis. This will ensure improved understanding of the environmental impacts of CBNRM activities and measure assumptions under I.R. #3b. By FY 1999, S.O. #3 activities should result in the first signs of improvement in the resource base, especially in relationship to wildlife populations. Before off-take can be considered, populations have to reach a sustainable level. ***Full and substantial benefits that will sustain the costs of running a conservancy are not expected until at least 2005.***

This Strategic Objective is fully funded through FY 1999. The sustainability of the intervention, as measured at the community level by economically viable activities that generate income exceeding expenditures, and at the national level by the ability to replicate successful pilot activities (including conservancies) is dependent upon future environmental funding beginning in FY 1999. USAID's strategy is based on the assumption that, once established, these conservancies, other organized CBNRM activities, and new NGOs and CBOs related to both, will serve as models for new CBNRM activities and as advocates for continuing pro-CBNRM and community based tourism policies and programs (a synergy with S.O.#4). However, as USAID's funding nears completion, there has been increased scrutiny regarding MET's institutional capabilities to support continued growth of CBNRM in Namibia (e.g., a National CBNRM program). One of the MET's major constraints is its lack of trained HDNs. By optimizing synergy with S.O. #1 and providing additional training resources to S.O. #3, USAID is working with MET to enhance the roles of HDNs in MET. Specifically, USAID is encouraging needs assessments and the development of new HRD plans to improve access for trained HDNs in MET and providing opportunities for advanced training in critical skills areas. This has become a focus for Mission policy dialogue with the Minister of Environment and Tourism and the Prime Minister to prepare for national implementation of CBNRM in 1999. The Mission will continue to reinforce the process of change through outreach and information exchange among SADC countries to complement strategic investments in training of MET staff and accelerate CBNRM activities in target areas. Emphasis will be on improving the technical and extension capacity of the MET for the implementation of CBNRM and other community based programs.

The Mission's 1996 CSP assumes regional funding will be available in the amount of \$2 million for the National implementation of CBNRM. Since the RCSA Strategy will only be finalized after submission of this R4, and does not appear likely to contain funding for USAID Namibia, the Mission is requesting a change in the Management Contract to add \$2 million annually in bilateral funds for five years beginning August, 1999 for the national implementation of CBNRM. This proposed revision of

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the Contract is necessary to achieve maximum impact from existing investments in CBNRM. The Mission will consult with the Bureau Program Office to negotiate this change.

**CBNRM Policy Time-Line: January 1995 - February 1997**

<p style="text-align: right;">January y</p>	<p style="text-align: center;">1997</p> <div data-bbox="902 205 1219 407" style="border: 1px solid black; padding: 5px; margin: 10px auto; width: 80%;"> <p>President Nujoma demands progress in Conservancy formation and sharing of park benefits</p> </div>
<div data-bbox="293 514 613 653" style="border: 1px solid black; padding: 5px;"> <p>Conservancy Registration Regulations released</p> </div>	<div data-bbox="902 703 1219 800" style="border: 1px solid black; padding: 5px; margin: 10px auto; width: 80%;"> <p>Consultative Meeting on Land Policy</p> </div>
<div data-bbox="293 848 613 978" style="border: 1px solid black; padding: 5px;"> <p>MET begins drafting regulations to implement legislation</p> </div>	<div data-bbox="902 978 1219 1106" style="border: 1px solid black; padding: 5px; margin: 10px auto; width: 80%;"> <p>President Nujoma signs Amendment; Law Gazetted</p> </div>
<div data-bbox="293 1106 613 1241" style="border: 1px solid black; padding: 5px;"> <p>National council Approves Wildlife Ordinance Amendment</p> </div>	<div data-bbox="902 1106 1219 1241" style="border: 1px solid black; padding: 5px; margin: 10px auto; width: 80%;"> <p>Draft Land Policy completed</p> </div>
<div data-bbox="293 1241 613 1373" style="border: 1px solid black; padding: 5px;"> <p>National Assembly approves Wildlife Ordinance Amendment</p> </div>	<div data-bbox="902 1241 1219 1373" style="border: 1px solid black; padding: 5px; margin: 10px auto; width: 80%;"> <p>Conservancy video screened with National Council</p> </div>
<div data-bbox="293 1373 613 1470" style="border: 1px solid black; padding: 5px;"> <p>Conservancy Video screened on NBC</p> </div>	<div data-bbox="902 1373 1219 1470" style="border: 1px solid black; padding: 5px; margin: 10px auto; width: 80%;"> <p>Conservancy video launched</p> </div>
<div data-bbox="293 1470 613 1602" style="border: 1px solid black; padding: 5px;"> <p>Briefings on conservancies to MET staff in Kunene</p> </div> <p style="text-align: right;">January y</p>	<p style="text-align: center;">1996</p>

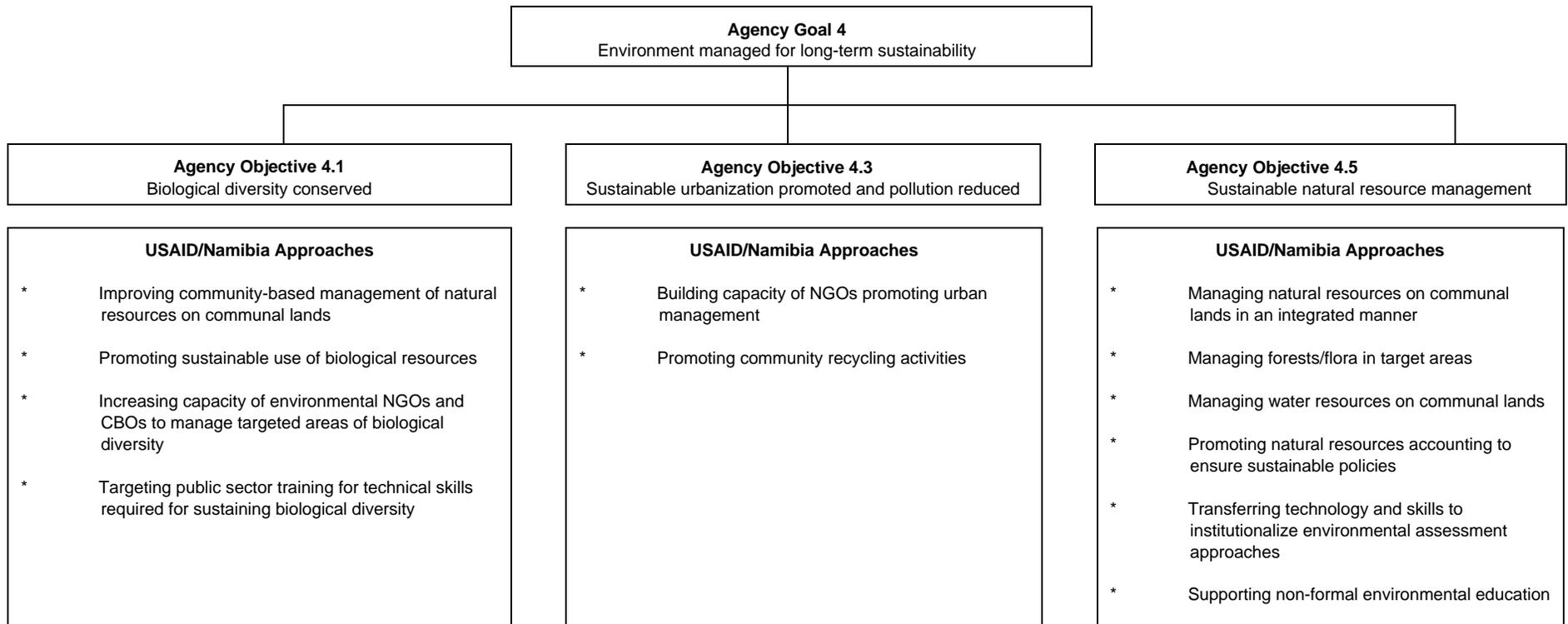
Submission to Parliament of amendment to Wildlife Ordinance		Meetings held within MET to draft ordinance amendment and plan implementation
Drafting of Umbrella Tourism Act continues		
Paper on Land Tenure and Grazing Systems		
MET Conservancy Policy Implementation Planning Meeting NACOBTA formed		3 PTOs granted to CBTEs and first tourism concession granted to HDN
Midgard Tourism Workshop		MET approves Community-based Tourism Policy
Cabinet approves Conservancy Policy		Wereldsend Community-based Tourism Workshop
MET releases Conservancy paper		
	January	1995

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**Figure x: Relation of USAID/Namibia Strategy to Environment Strategic Framework**

*Principal S.O. supporting Agency Goal 4:  
Areas of Synergy*

S.O.3,  
S.O.1



<p><b>OBJECTIVE: SO#3:</b> Increased Benefits to Historically Disadvantaged Namibians from Sustainable Local Management of Natural Resources</p> <p><b>APPROVED:</b> 06/05/96 <b>COUNTRY/ORGANIZATION: USAID/Namibia</b></p>			
<p><b>RESULT NAME:</b> SO 3: Increased Benefits to Historically Disadvantaged Namibians from Sustainable Local Management of Natural Resources</p>			
<p><b>INDICATOR:</b> 3.1 Community income (gross) from program-supported natural resource management activities</p>			
<p><b>UNIT OF MEASURE:</b> N\$ (annual)</p> <hr/> <p><b>SOURCE:</b> LIFE M&amp;E</p> <hr/> <p><b>INDICATOR DESCRIPTION:</b> Gross financial income from program-supported NRM activities, excluding non-cash benefits</p> <hr/> <p><b>COMMENTS:</b></p> <p>Although community management bodies have not been registered with MET, communities have been making income from NRM related activities.</p>	<b>YEA R</b>	<b>PLANNE D</b>	<b>ACTUAL</b>
	1993	0	0
	1994	20,000	22,075
	1995	30,000	28,918
	1996	44,000	35,320
	1997	100,000	
	1998	200,000	
	1999	198,675	
	2000		

<p><b>OBJECTIVE: SO#3:</b> Increased Benefits to Historically Disadvantaged Namibians from Sustainable Local Management of Natural Resources</p> <p><b>APPROVED:</b> 06/05/96 <b>COUNTRY/ORGANIZATION:</b> USAID/Namibia</p>
<p><b>RESULT NAME:</b> SO 3: Increased Benefits to Historically Disadvantaged Namibians from Sustainable Local Management of Natural Resources</p>
<p><b>INDICATOR:</b> 3.2 Number of male- and female headed households in target communities that benefit from program supported NRM activities</p>

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<b>UNIT OF MEASURE:</b> # of male-headed & # of female-headed households (annual)	<b>YE A R</b>	<b>PLANNE D</b>	<b>ACTUAL</b>
	1993	0	0
<b>SOURCE:</b> LIFE M&E	1994	80	410
	1995	700	1558
<b>INDICATOR DESCRIPTION:</b> Household as defined in Namibian Census. Households receiving income in target areas.	1996	1,250	1,606
	1997	1,485	
<b>COMMENTS:</b>	1998	1,650	
The male female split is an estimate based on the census data	1999	1,800	
	2000		

<p><b>OBJECTIVE: SO#3:</b> Increased Benefits to Historically Disadvantaged Namibians from Sustainable Local Management of Natural Resources</p> <p><b>APPROVED:</b> 06/05/96 <b>COUNTRY/ORGANIZATION:</b> USAID/Namibia</p>			
<p><b>RESULT NAME:</b> SO 3: Increased Benefits to Historically Disadvantaged Namibians from Sustainable Local Management of Natural Resources</p>			
<p><b>INDICATOR:</b> 3.3 Hectares of communal land under local management</p>			
<p><b>UNIT OF MEASURE:</b> #Ha (cumulative)</p> <hr/> <p><b>SOURCE:</b> LIFE M&amp;E</p> <hr/> <p><b>INDICATOR DESCRIPTION:</b> a) Areas in which new forms of local management have been fostered b) Area/resource under local community control (Registered by MET)</p> <hr/> <p><b>COMMENTS:</b></p> <p>The area/resource under local management is coupled with the passage of the conservancy legislation and the drafting of administrative regulations governing conservancies which did not happened until late 1996. Registration of at least 2 conservancies is anticipated in April 1997.</p>	<b>YEA R</b>	<b>PLANNE D</b>	<b>ACTUAL</b>
	1993	0	0
	1994	0	0
	1995	0	0
	1996	a)680,000 b) 10,000	a) 680,000 b) 0
	1997	a)1,215,00 0 b) 710,000	
	1998	a)1,215,00 0 b)1,190,00 0	
	1999	a)1,215,00 0 b)1,215,00 0	
	2000		

<p><b>OBJECTIVE: SO#3:</b> Increased Benefits to Historically Disadvantaged Namibians from Sustainable Local Management of Natural Resources</p> <p><b>APPROVED:</b> 06/05/96 <b>COUNTRY/ORGANIZATION:</b> USAID/Namibia</p>			
<p><b>RESULT NAME:</b> SO 3: Increased Benefits to Historically Disadvantaged Namibians from Sustainable Local Management of Natural Resources</p>			
<p><b>INDICATOR:</b> 3.4 Number of conservancies created</p>			
<p><b>UNIT OF MEASURE:</b> # (cumulative)</p> <hr/> <p><b>SOURCE:</b> LIFE M&amp;E, MET Sources</p> <hr/> <p><b>INDICATOR DESCRIPTION:</b> Number of conservancies registered by MET</p> <hr/> <p><b>COMMENTS:</b></p> <p>The first session of the MET sub-committee to approve/consider conservancy applications meets only in April. Its anticipated that by end of FY1997, there will be at least three conservancies registered with the MET.</p>	<b>YEA R</b>	<b>PLANNE D</b>	<b>ACTUAL</b>
	1993	0	0
	1994	0	0
	1995	0	0
	1996	1	0
	1997	3	
	1998	5	
	1999	5	
	2000		

<p><b>OBJECTIVE: SO#3:</b> Increased Benefits to Historically Disadvantaged Namibians from Sustainable Local Management of Natural Resources</p> <p><b>APPROVED:</b> 06/05/96 <b>COUNTRY/ORGANIZATION:</b> USAID/Namibia</p>			
<p><b>RESULT NAME:</b> IR 3.1 Improved policy and legislative environment of sustainable natural resource management</p>			
<p><b>INDICATOR:</b> 3.1.1 National policies, legislation and regulations adopted that promote environmentally sustainable resource management practices</p>			
<p><b>UNIT OF MEASURE:</b> # policies/legislation (cumulative)</p> <hr/> <p><b>SOURCE:</b> MET</p> <hr/> <p><b>INDICATOR DESCRIPTION:</b> Conservancy legislation and regulations, policy on parks and neighbors, community based tourism policy, CBNRM policy and legislation and comprehensive environmental regime.</p> <hr/> <p><b>COMMENTS:</b></p> <p>The MET is on course with regard to developing policies supportive of natural resource management in Namibia. The MET is developing a policy to enable communities inside national parks and proclaimed areas to benefit from natural resources, particularly wildlife.</p>	<p><b>YEA R</b></p>	<p><b>PLANNE D</b></p>	<p><b>ACTUAL</b></p>
	1993	0	0
	1994	0	1
	1995	2	2
	1996	4	3
	1997	4	
	1998	5	
	1999	5	
	2000		

<p><b>OBJECTIVE: SO#3:</b> Increased Benefits to Historically Disadvantaged Namibians from Sustainable Local Management of Natural Resources</p> <p><b>APPROVED:</b> 06/05/96 <b>COUNTRY/ORGANIZATION:</b> USAID/Namibia</p>			
<p><b>RESULT NAME:</b> IR 3.1: Improved policy and legislative environment for sustainable natural resource management</p>			
<p><b>INDICATOR:</b> 3.1.2 Number of USAID-funded activities that have assisted Namibian organizations to establish legal, regulatory and policy frameworks supportive of CBNRM</p>			
<p><b>UNIT OF MEASURE:</b> # national and regional visits (cumulative)</p> <hr/> <p><b>SOURCE:</b> LIFE M&amp;E</p> <hr/> <p><b>INDICATOR DESCRIPTION:</b> Number of USAID-supported workshops, training, study tours, etc. that support efforts to improve the legal, regulatory and policy frameworks for CBNRM.</p> <hr/> <p><b>COMMENTS:</b></p> <p>Number of exchange visits, training and workshops are being undertaken to share ideas and experiences locally and in the region over NRM related activities in particular. With the registration of conservancies these activities are likely to intensify.</p>	<p><b>YEA R</b></p>	<p><b>PLANNE D</b></p>	<p><b>ACTUAL</b></p>
	1993	0	0
	1994	2	2
	1995	7	8
	1996	12	13
	1997	14	
	1998	15	
	1999	16	
	2000		

<p><b>OBJECTIVE: SO#3:</b> Increased Benefits to Historically Disadvantaged Namibians from Sustainable Local Management of Natural Resources</p> <p><b>APPROVED:</b> 06/05/96 <b>COUNTRY/ORGANIZATION:</b> USAID/Namibia</p>			
<p><b>RESULT NAME:</b> IR 3.2: Strengthened community-based natural resource management activities in target communities</p>			
<p><b>INDICATOR:</b> 3.2.1 Number of Namibian organizations strengthened to sustainably assist communities in the establishment of sustainable CBNRM enterprises and management enterprises</p>			
<p><b>UNIT OF MEASURE:</b> # organizations (cumulative)</p> <hr/> <p><b>SOURCE:</b> LIFE M&amp;E</p> <hr/> <p><b>INDICATOR DESCRIPTION:</b> # of organizations that show a 40% improvement in management capacity, as measured by the Institutional Development Profile</p> <hr/> <p><b>COMMENTS:</b></p> <p>The LIFE Program continuously assists partner organizations to become self-reliant in terms of management skills and other skills/tools.</p>	<b>YEA R</b>	<b>PLANNE D</b>	<b>ACTUAL</b>
	1993	0	0
	1994	0	0
	1995	1	1
	1996	2	2
	1997	3	
	1998	4	
	1999	4	
	2000		

<p><b>OBJECTIVE: SO#3:</b> Increased Benefits to Historically Disadvantaged Namibians from Sustainable Local Management of Natural Resources</p> <p><b>APPROVED:</b> 06/05/96 <b>COUNTRY/ORGANIZATION:</b> USAID/Namibia</p>			
<p><b>RESULT NAME:</b> IR 3.2: Strengthened community-based natural resource management activities in target communities</p>			
<p><b>INDICATOR:</b> 3.2.2 Number of Namibian men and women participating in officially recognized management bodies which assume responsibility for management of natural resources</p>			
<p><b>UNIT OF MEASURE:</b> # men and women in management bodies (annual)</p> <hr/> <p><b>SOURCE:</b> LIFE M&amp;E</p> <hr/> <p><b>INDICATOR DESCRIPTION:</b> Community based management bodies named by communities to manage natural resources (registered with MET) which take on new NRM responsibilities</p> <hr/> <p><b>COMMENTS:</b></p> <p>Total numbers of management committee members are lower than anticipated, but committees have worked hard to ensure equitable representation. 23% of the members are women.</p>	<b>YE A R</b>	<b>PLANNE D</b>	<b>ACTUAL</b>
	1993	0	0
	1994	& = 0 % = 8	& = 2 % = 10
	1995	& = 5 % = 20	& = 8 % = 44
	1996	& = 12 % = 64	& = 12 % = 41
	1997	& = 18 % = 84	
	1998	& = 24 % = 104	
	1999	& = 30 % = 123	
	2000		

<p><b>OBJECTIVE: SO#3:</b> Increased Benefits to Historically Disadvantaged Namibians from Sustainable Local Management of Natural Resources</p> <p><b>APPROVED:</b> 06/05/96 <b>COUNTRY/ORGANIZATION:</b> USAID/Namibia</p>			
<p><b>RESULT NAME:</b> IR 3.2: Strengthened community-based natural resource management activities in target communities</p>			
<p><b>INDICATOR:</b> 3.2.3 Number of program-supported activities that produce positive net economic benefits to resource users in target areas</p>			
<p><b>UNIT OF MEASURE:</b> # enterprises (cumulative)</p> <hr/> <p><b>SOURCE:</b> LIFE M&amp;E</p> <hr/> <p><b>INDICATOR DESCRIPTION:</b> Activities initiated and run by communities</p> <hr/> <p><b>COMMENTS:</b></p> <p>The short-fall in actual enterprises established is a result of conservancies not yet registered. Once conservancies are registered, more effort will be focused on enterprise development with an expected increase as planned.</p>	<p><b>YEA R</b></p>	<p><b>PLANNE D</b></p>	<p><b>ACTUAL</b></p>
	1993	0	0
	1994	3	4
	1995	6	7
	1996	10	9
	1997	15	
	1998	20	
	1999	21	
	2000		

## USAID Namibia

### Strategic Objective #4: Increased Accountability of Parliament to all Namibian Citizens

#### I. Executive Summary

This is a relatively new S.O. in the USAID Namibia portfolio. Given the modest nature of the investment and the very ambitious nature of the S.O., activities are targeted on constraints in the Parliamentary system to assure a full role for Namibian civil society and individual citizens in shaping and protecting transparent, equitable, pro-growth national development policies and good governance. The development of the Mission S.O. has incorporated previous ad-hoc assistance from 116(e) human rights funds for parliamentary development, political party building and civic education into a coordinated approach to support the strengthening of Namibia's two houses of Parliament, the media and civil society organizations. ***Progress towards achieving a more accountable Parliament has been excellent.*** The following results highlight the achievements during the reporting period, which marks the first full year of implementation of this new S.O.:

"THEN" As of August 1995	"NOW" Through February 1997
Legislative process closed; rubber stamping of bills	Citizen input results directly in amendments to three bills
No standing committees	8 standing committees established in Assembly; 3 chaired by opposition members
No bills referred to committees	Eight bills referred
Limited opportunities for public participation	Both houses conduct public hearings on 7 issues in regions throughout the country
Staff newly hired; unable to carry out basic functions	Establishment of Parliamentary research, information and library services; staff able to conduct research for MP's deliberations
Few organized advocacy campaigns	NGOs assisted under S.O.s 1,3 and 4 initiate 10 pro-active advocacy campaigns and establish advocacy as part of their organizational strategies
Little donor support for civil society advocacy	Key donors, such as UNDP, GTZ and SIDA commit resources to civil society advocacy

The primary results package under S.O. #4 is the Democratic Institution Building results package with LOP funding of approximately \$3 million. DIB is being implemented by a U.S. NGO, the National Democratic Institute of International Affairs. The main partners under S.O. #4 are the National Assembly and the National Council, who entered into a Memorandum of Understanding setting forth the responsibilities and scope of each partner.

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The S.O. has three Intermediate Results within USAID's manageable interest. I.R. #4.1: "*Increased opportunities for citizen participation in the legislative process*"; I.R. #4.2: "*Increased use by parliamentarians of enhanced skills as legislators and representatives of citizens*" and I.R. #4.3: "*Increased public advocacy by NGOs and Civic Groups in national and/or media fora*". Progress towards I.R. #4.1 and I.R. #4.3 is on track and is moving forward. Opportunities for citizen participation are not only being put in place, but trends show that Parliamentarians will actively use and promote them. By optimizing synergies within the portfolio (especially with regard to S.O. #1) performance under I.R. #4.3 has been excellent and exceeds initial expectations.

## **II. The Objective's contribution to Agency Goals & US foreign policy Objectives**

Given the important diplomatic role which the United States played in achieving Namibia's Independence, it is very much in the U.S. foreign policy interest to assist Namibia in strengthening and maintaining its multi-party democracy. At the same time, Southern Africa has become a major focal point for U.S. investment, economic assistance and overseas market development. Namibia is not only a potential model for democracy and development in Southern Africa, but a positive force for conflict resolution throughout the region. However, while Namibia currently enjoys political stability, the future of its democracy is by no means assured.

The Mission's strategy contributes to all four of the objectives under the Agency's goal of building sustainable democracies. Figure S.O.#4 (Attached) highlights how USAID Namibia approaches under S.O. #4 are contributing to the Agency's objectives for democracy.

The objective of a more accountable and responsive Parliament is being achieved by optimizing the synergies within the Mission portfolio. Education, democracy and environmental activities are all designed to strengthen the public advocacy capacity of local developmental NGOs in order to increase "demand" for a participatory, transparent and accountable government. Conversely, the focus on opening up Parliamentary processes creates "lobbying" opportunities for Namibians (USAID customers and others) to seek appropriate policies regarding an "enabling environment" in which small and medium enterprises, community-based tourism, and local NGOs can flourish. USAID Namibia believes this strategy will help establish a dynamic and sustainable development environment that will empower Namibians to find their own solutions to Namibia's unique development challenges. Promotion of such dynamics between civil society and government is an appropriate USAID emphasis in democratic countries where the citizens can and should be empowered to play a larger "policy dialogue" role.

USAID Namibia's strategy is also contributing to the democracy and governance aims of the Regional Center for Southern Africa. The Mission is working closely with Namibian Parliamentary leaders and representatives playing a leadership role in the development of the SADC Parliamentary Forum, intended as a platform for public debate and review of regional policy and development. The promotion of internet research capabilities for the Namibian Parliament and civil society organizations

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under S.O. #4 is facilitating regional networking and information-sharing on democracy, governance and human rights issues.

### **PRESIDENT CHAMPIONS USAID-SUPPORTED DEVELOPMENTS IN PARLIAMENT**

It is important to note that the legislative process is not an exclusive preserve of parliamentarians, but that the citizenry, who will be affected by these laws, should be involved in their formulation . . . I wish to emphasize that public hearings on bills being considered on the floor are an essential mechanism that our Parliament must make use of. It is a process that is highly essential for the development and strengthening of our young democracy. Statement by President Nujoma on the opening of the First Session of Parliament for 1997.

### **III. Performance Analysis**

This reporting period marks the first full year of the program. Activities under S.O. #4 developed structures and initiatives that are the foundation for a more open and representative legislative process. **A review of S.O. level indicators shows that USAID funded activities are well on track.** During this period, USAID support resulted in the standing committees becoming operational in the National Assembly so that they now review bills and conduct public hearings. Both houses amended legislation in response to citizen input, solicited through public hearings and raised through NGO and media advocacy.

#### **USAID ASSISTANCE TO COMMITTEES: POSITIVE CUSTOMER FEEDBACK**

The Ministry process completely by-passed us, and we had no opportunity to comment on this bill. We are very grateful this committee has given us a chance to express our views. A company representative testifying at a February 1997 hearing by the Standing Committee on Economics on a proposed insurance bill.

Results to date indicate that **progress towards opening up the legislative process for citizen participation (I.R. #4.1) is on track and is moving forward.** Opportunities for citizen participation are not only being put in place, but trends show that Parliamentarians will actively use and promote them.

The National Assembly committee system was established in November 1995 -- nearly five years after the house came into being -- and began to conduct regular meetings in June 1996. As of September 1996, two committees, the Standing Committee on Economic Affairs in the National Assembly and the National Council's ad hoc committee on the Married Person's Equality Bill, had conducted public hearings (I.R. Indicator #4.1.2). The lower number of issues on which public hearings were held through September 1996, two as against a target of five (Indicator #4.2), is a reflection of the newness of the intervention and the high number of procedural bills tabled.

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However, progress since September 1996 has been rapid. Of note, the Speaker of the National Assembly refused to refer bills until the committees were functional and competent. Activities under S.O. #4 have emphasized development of the committees, including comprehensive training in bill analysis and committee procedures for committee members. In November 1996, the Speaker referred eight bills to three standing committees and in February 1997, two of the committees launched country-wide public hearings on seven of the eight bills referred.

The establishment of opportunities for citizen input will need to be underpinned by parliamentary procedures and rules (I.R. #4.1.1). Draft committee rules to provide for the mandatory referral of bills and to enable committee members to conduct field hearings on a routine basis have been presented to the Standing Rules and Orders committee, but have not yet been passed.

The National Council has yet to establish its committee system. However, through S.O.#4 supported training in bill analysis, and participation in seminars and workshops on committees, the Council has also enhanced its capacity to review legislation, moving beyond procedural review of legislation to proposing amendments for the National Assembly to debate before final passage of a bill. In response to media reports and public campaigns, the National Council proposed successful amendments to two bills that would have hampered basic human rights.

**Progress towards improving the skills of Parliamentarians as legislators and representatives of citizens is on track.** Efforts under S.O. #4 have focused on putting in place staff and procedures to support MPs in both houses to develop public outreach skills and to research, review and deliberate legislation and policy. A critical assessment of this period reveals that MPs in both houses are beginning to take account of the concerns of citizens in their deliberations. Backbencher MPs in the National Assembly have pro-actively sought to use the committee system as a means for more comprehensive review of legislation and greater public participation.

The National Council also took the lead in soliciting regional, public input on the Married Persons Equality Bill, in part because many members were resistant to the bill. Technical assistance under S.O. #4 helped members understand how to organize and conduct these hearings - the first ever conducted. Due to active lobbying by a coalition of NGOs and women's organizations, the bill was passed in May 1996 with two amendments that clarified concerns and misunderstandings raised during the hearings and debates of the Council. The bill constitutes an important precedent for achieving the goals of gender equality espoused in the Namibian Constitution.

Until April 1995, MPs had no staff to support them in their committee functions, as well as in their research, information and outreach requirements. The library was closed much of the time, and offered few materials other than a small book collection, periodicals, and the daily newspapers. In addition, during a baseline monitoring and evaluation study for S.O. #4, MPs from all parties expressed skepticism that staff can operate in a non-partisan matter. Increasing the institutional capacity of Parliament (I.R. #4A) is outside the manageable interest of USAID, but USAID's successful policy dialogue and training activities have contributed significantly to Government's commitment to the establishment of additional staffing and funding levels. The Parliamentary Research, Information and

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Library Service (PARILS) has been established with USAID support, and includes an extensive computer network with Internet access.

### **PARLIAMENTARY LEADER SEES INFORMATION SYSTEM AS TOOL FOR EMPOWERMENT**

This generous assistance [under S.O. #4] is giving "access to the Parliament of Namibia. Due to progressive developments in the world of communications, the world has become smaller. Having access to the means of communication is highly empowering to both members and staff of Parliament. The system available at this research center will allow for broad and efficient consultations on various issues by the members, the staff and the public. Members [can have] informed discussions, as their basis of consultation has [now] been broadened, and the support staff serving them is equipped with skills. Chairman of the National Council at the Launching of the Parliamentary Research Center on November 14, 1996.

As a result of USAID's training support, staff have made considerable progress in developing research and information skills that can assist members to carry out their legislative and committee responsibilities. Most staff had only rudimentary computer skills, but following a specially designed program of computer training, many can format and produce complex documents, such as newsletters. In September 1996, research training for staff resulted in the preparation of briefing memos on two bills before the National Assembly. MPs have referred to these memos, as well as to simple bill summaries prepared by a public interest law firm under S.O. #4 in their deliberations. Leading up to the hearings in February 1997, MPs have increasingly requested research assistance from staff. Members have also made use of a clipping service initiated by staff. Several motions and responses have made reference to news stories from the clippings on issues such as corruption.

### **WOMEN MPS FORM CAUCUS**

Of the total MPs in the National Assembly, 14 out of 78 are women. Only one woman serves on the 26 member National Council. In June 1996, following participation in a regional conference of women parliamentarians in Malawi, women MPs from the ruling party and the main opposition formed a Women's Caucus to represent the needs of women, to review legislation for gender sensitivity and to forge cooperation across party lines. With support under S.O. #4, the women met with a former Irish MP to develop a strategy for implementing the Caucus. The Caucus will need to overcome party divisions, ingrained attitudes, and the limited legislative experience of its members if it is to have an impact on legislation. Consultations are being conducted with the Caucus to determine how activities under S.O. #4 can best support their goals. Controversial bills that are likely to be tabled in 1997 include an anti-rape bill, an affirmative action bill, a communal land bill, and a bill that eases restrictions on abortion.

NGOs and civic groups have undertaken 10 intensive advocacy campaigns in the reporting period (I.R. #4.3.3). This progress reflects the impact of S.O. #4 activities and success in optimizing the synergies

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between the institutional strengthening and human resources support contributed by S.O.s #1,3 and 4. **There were few public hearings through September 1996 and despite the limited scope for participation in policy formulation by NGOs and civic groups; progress towards increasing public advocacy by NGOs and civic group(I.R. #4.3) has been excellent and has exceeded initial expectations.** *Public comment, in the form of petitions, letters and delegations, was made on 21% of bills of public interest, a level higher than projected (I.R. #4.3.1).* The production of simple bill summaries, supported under S.O. #4, has been central to this achievement. This information enables the media, NGOs, and other representative groups to analyze how the legislation will affect different citizen groups. Several organizations, including the National Trade Union Federation, have used the summaries to promote consultation and debate among their members. One example of note was the debate and subsequent amendment of the Identification Bill. The summary revealed that there would be severe criminal punishment for those unable to produce identity cards on the spot. The media and several organizations publicized this potential human rights violation and sparked off a national debate that prompted the National Council to amend the legislation.

### **NGOS, RIGHTS ACTIVISTS AND THE MEDIA UNITE TO HALT ANTI-PRESS PROVISIONS**

In May 1996, the National Assembly passed the Powers, Privileges and Immunities of Parliament bill. The bill included provisions that punitively restricted press coverage of Parliamentary activities. The provisions posed a potential threat to the Constitutional guarantee of freedom of the press. A media alert by the Media Institute of Southern Africa and a bill summary produced under S.O. #4 drew attention to the anti-press clauses, prompting Namibian NGOs, the press and human rights activists to lobby for their removal. During its referral to the National Council, members subsequently amended the bill to ensure press freedom.

The baseline study for S.O. #4, as well as a joint workshop conducted under S.O.s 1 and 4 revealed that advocacy efforts by civil society organizations are ad-hoc, short-term and reactive. Many NGOs still lack the capacity to sustain long-term, well-organized advocacy campaigns. In an effort to address this constraint, the Mission and its partners are working across S.O.s to organize joint workshops, coordinate grant support and adopt an integrated approach towards NGO and civil society customers. Under S.O. #4, financial and technical assistance is being given to the Namibian Non-governmental Organization Forum (NANGOF) to establish an advocacy desk that will coordinate sector specific advocacy forums, facilitate policy research, disseminate information and organize capacity-building for member NGOs in advocacy. S.O. #1 is working with NANGOF and member NGOs as well as other umbrella groups to develop organizational capacity for better management, constituency outreach, and decision-making. This complementary approach has enabled NANGOF to contribute to the formulation of debates on several key policy issues, including the legal framework of NGOs, and the development of a national human resources policy.

**NGOS MAKE RECOMMENDATIONS ON LAND POLICY**

From August to November 1996, the main NGO umbrella body, NANGOF, conducted consultative workshops in all regions of Namibia to elicit the views of women and men concerning a draft national land policy. NANGOF is a Namibian partner for the READ activity under S.O. #1. Based on the consultations and with the assistance of technical input through S.O. #3, NANGOF forwarded a position paper with specific policy recommendations and launched a media and information campaign to stimulate debate on the policy. They criticized the Ministry of Lands for trying to complete a draft bill before the policy consultation was complete, cautioning Government "*not to move too hastily in this process at the expense of ensuring that Namibians have an effective opportunity to contribute to the policy, to properly understand it, and to hopefully lend their support to its provisions.*"

The media component of S.O. #4 has not been implemented due to limited institutional capacity in-country to conduct and sustain media training. (See Section III).

No national elections will take place until 1998 (Indicator #4.4). One promising achievement during the period was the adoption by the National Assembly of the principle of a report, drafted by a multi-party committee, that would provide state support for political parties. The proposed formula for allocating funds provoked public debate and rejection by smaller parties, who criticized a recommendation to exclude parties not represented in the National Assembly. This process prompted Government to withdraw the formula in order to identify a system of campaign finance agreeable to opposition parties and the public at large.

**III. Expected progress through FY 1999 & Management Actions:**

Activities in 1997, will continue to build on current results. The progress in developing programs and structures indicates that USAID funded activities are well on track. The media component, in contrast, is behind schedule because there is limited institutional capacity in-country to conduct and sustain media training. The S.O. team has undertaken consultations with the Project Advisory Committee of stakeholders, and with a Namibian NGO, hosted a workshop with media practitioners to assess the skills and resources required to develop capacity in legislative and governmental reporting. Based on these consultations, the program will work with media institutions in Southern Africa and international journalists to design and conduct in-country courses and on-the job training aimed at supporting journalists to be proactive in their coverage of Parliament and other political institutions.

**FOCUS GROUPS HIGHLIGHT CITIZEN DEMAND FOR MORE INFORMATION ON PARLIAMENT**

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Citizens are the ultimate customers for S.O. #4. In 1996, S.O. #4 conducted focus groups with nearly 200 citizens around the country to ascertain public understanding and awareness of Parliament and other democratic institutions. Participants uniformly requested more information about Parliament and pointed out the need for regular contact with their elected representatives:

*We should hear everything [which has been said in Parliament], because we are the people who elected them in those positions. A man in rural Caprivi region.*

*We definitely need more information because only those who can read and those who listen to the radio get the information. If you ask people in the villages about Parliament you will see that a lot more needs to be done. A woman in Northern Namibia.*

The S.O. #4 team has used the study to facilitate strategies with MPs and staff about how the program can best support their efforts to develop outreach to citizens. Activities in 1997 will target constituency outreach, media relations, and public education through information materials and radio programs.

As a direct outcome from continued dialogue with the chairperson of the National Council, efforts in 1997 will target this constituency-based house, to strengthen its role within the Parliamentary system. Work with the Council will further target the development of its committee system and the development of a regional reporting process as a channel for debating regional needs and priorities at the national level. The team expects that through these efforts, National Councilors will develop improved legislative and outreach skills and will undertake outreach visits to rural areas.

### **BUILDING ON SUCCESSES: S.O. #4 SUPPORTS AN OPEN BUDGET PROCESS**

The S.O. #4 team has actively consulted with civil society groups and with regional and local government officials to assess their experience and priorities for advocacy. Stakeholders acknowledged the gains achieved but highlighted the need for public participation in the formulation and review of government spending priorities. S.O. #4 has responded to this need by introducing a component to train NGOs, business groups, including the National Chamber of Commerce, and regional and local authorities on how to read and analyze the national budget. Work with MPs on soliciting public input into the budget debate and oversight will ensure that these stakeholders will have an opportunity to make recommendations and raise concerns.

During the year, the S.O. #4 team conducted a baseline study and developed a monitoring and evaluation plan. The team is using the plan as a tool to assess impact and the effectiveness of the program approaches. As the program enters its second year, the team will also revisit the indicators and targets to ensure that they measure progress accurately and effectively.

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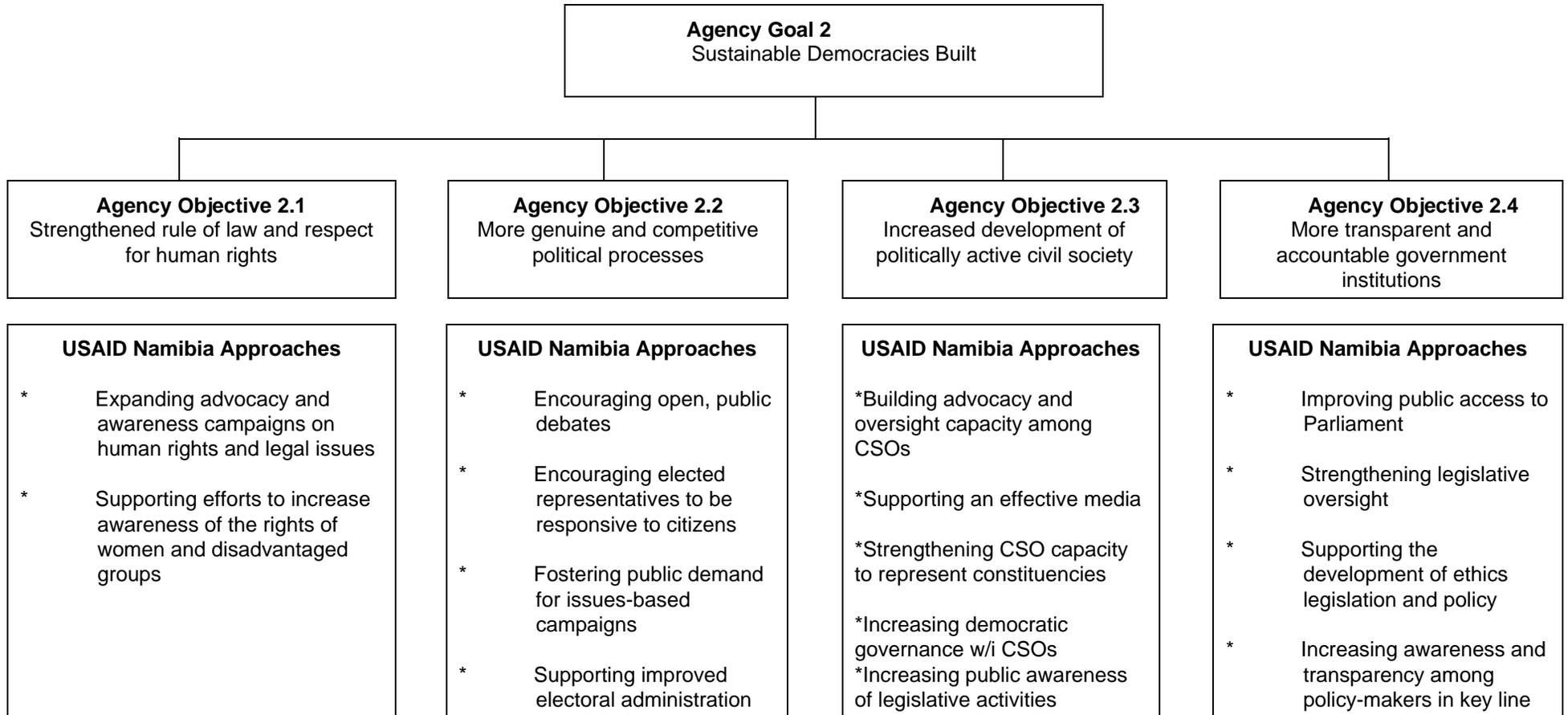
USAID Namibia anticipates that future accomplishments will include a functioning committee system with public hearings in both houses, establishment of pilot constituency offices for National Council MPs, constituency outreach by MPs through town meetings or other formal fora, improved legislative debates, a lively and publicly debated budget process, and more effective advocacy campaigns by NGOs and other civil society groups.

In FY 97, USAID Namibia will conduct an assessment with customers and partners to develop a follow-on democracy results package that will build on results in strengthening Parliament's accountability to Namibian citizens. A logical next step will be the strengthening of elections and other democratic processes that promote accountability and participation. The package will be linked to preparations for the December 1998 regional elections and the December 1999 national elections. Areas of emphasis could include voter registration and other reforms, programs with party caucuses to promote constituent outreach and open public debates, and work with NGOs and other groups on voter and civic education to promote a culture of citizenship. Other possibilities include support for the reform of policy processes, and ongoing support for civil society advocacy and strengthening. In light of the growing commitment by the Namibian government to decentralization, USAID Namibia will also explore, for possible inclusion in the follow-on RP, capacity-building for local and regional authorities in needed skills areas such as public finance, management and development planning. Such a follow-on activity would share potentially important synergies with S.O.#1.

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**Figure S.O. #4: Relation of USAID Namibia Strategy to Agency Democracy Strategic Framework**

**Principal S.O. supporting Agency Goal 2:** S.O.4  
**Areas of Synergy:** S.O.1; S.O.3



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<b>OBJECTIVE: SO#4: Increased Accountability of Parliament to All Namibian citizens</b>			
<b>APPROVED: 06/05/96 COUNTRY/ORGANIZATION: USAID/Namibia</b>			
<b>RESULT NAME: SO #4: Increased Accountability of Parliament to All Namibian citizens</b>			
<b>INDICATOR: 4.1 The extent to which the legislative process meets established criteria for representing the concerns of different citizen groups</b>			
<b>UNIT OF MEASURE: Index indicator (See PMP)</b>  <hr/> <b>SOURCE: Bill analysis, Review of Parliament official documents. Key informant interviews.</b>  <hr/> <b>INDICATOR DESCRIPTION: Established criteria - See PMP for further details.</b>  <hr/> <b>COMMENTS:</b>	<b>YEA R</b>	<b>PLANNE D</b>	<b>ACTUAL</b>
	1993	0	0
	1994	0	0
	1995	0	0
	1996	1.5 (B)	1.7
	1997	2.7	
	1998	3.4	
	1999	4.0	
	2000		

**USAID Namibia**

<b>OBJECTIVE: SO #4: Increased Accountability of Parliament to All Namibian citizens</b>			
<b>APPROVED: 06/05/96 COUNTRY/ORGANIZATION: USAID/Namibia</b>			
<b>RESULT NAME: SO 4: Increased Accountability of Parliament to All Namibian citizens</b>			
<b>INDICATOR: 4.2</b> Number of issues on which public hearings, including committee hearings, are held			
<b>UNIT OF MEASURE:</b> # of issues	<b>YEA R</b>	<b>PLANNE D</b>	<b>ACTUAL</b>
<b>SOURCE:</b> Committee reports and schedules. NDI Project reports, NDI media analysis.	1993	0	0
	1994	0	0
	1995	0	0
	1996	5	2
	1997	7	Thru 2/97 7
	1998	10	
	1999	25	
	2000		
<b>INDICATOR DESCRIPTION:</b> # of issues on which hearings are held			
<b>COMMENTS:</b>  The National Assembly standing committee system was established in November 1995. The first bills were referred to committees in November 1996. Prior to that date, hearings were conducted on two issues - the National Council conducted nationwide hearings on the Married Persons Equality Bill and the National Assembly Standing Committee on Economics conducted a hearing on the South Africa/European Union proposed free trade Agreement. With referral of bills, the number of issues on which hearings are held has already increased.			

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<b>OBJECTIVE: SO#4: Increased Accountability of Parliament to All Namibian citizens</b>			
<b>APPROVED: 06/05/96 COUNTRY/ORGANIZATION: USAID/Namibia</b>			
<b>RESULT NAME: SO 4: Increased Accountability of Parliament to All Namibian citizens</b>			
<b>INDICATOR: 4.3 Number of media reports reflecting interaction of parliamentarians with the press on substantive issues</b>			
<p><b>UNIT OF MEASURE: Total # of print and electronic media reports</b></p> <hr/> <p><b>SOURCE: NDI media analysis</b></p> <hr/> <p><b>INDICATOR DESCRIPTION: Press reports on different citizen group concerns based on direct comments by or interviews with Parliamentarians and staff. Parliamentarians are defined as backbencher MPs: members of both houses who are not Cabinet members.</b></p> <hr/> <p><b>COMMENTS: Since the monitoring and evaluation baseline study found that there were no reports in the printed media that reflect interaction of backbencher MPs with the press on substantive issues, this raises the concern about whether this indicator, as presently defined, would be sensitive enough to monitor change in the relationship between legislators and citizenry. By strengthening the legislative and outreach skills of MPs, it is anticipated that backbencher MPs will gain the confidence and experience to engage the press. It is not clear whether the monitoring of the printed media alone would provide enough information to monitor change.</b></p>	<b>YEA R</b>	<b>PLANNE D</b>	<b>ACTUAL</b>
	1993	0	0
	1994	0	0
	1995	0	0
	1996	ESTABLIS H BASELIN E	0
	1997	10% INCREAS E	
	1998		
	1999		
	2000		



**USAID Namibia**

<b>OBJECTIVE: SO#4: Increased Accountability of Parliament to All Namibian citizens</b>			
<b>APPROVED: 06/05/96 COUNTRY/ORGANIZATION: USAID/Namibia</b>			
<b>RESULT NAME:SO 4: Increased Accountability of Parliament to All Namibian citizens</b>			
<b>INDICATOR: 4.4 Number of open, public debates by party candidates in national and regional election campaigns</b>			
<b>UNIT OF MEASURE: #</b>	<b>YEA R</b>	<b>PLANNE D</b>	<b>ACTUAL</b>
<b>SOURCE: Media analysis</b>	1993	0	0
	1994	0	0
	1995	0	0
<b>INDICATOR DESCRIPTION: Debates involving two or more candidates responding to questions</b>	1996	N/A	N/A
	1997	N/A	
<b>COMMENTS:</b>	1998	5	
	1999	N/A	
No national elections will take place until 1998	2000		

**USAID Namibia**

<b>OBJECTIVE: SO#4: Increased Accountability of Parliament to All Namibian citizens</b>			
<b>APPROVED: 06/05/96 COUNTRY/ORGANIZATION: USAID/Namibia</b>			
<b>RESULT NAME: IR 4.1: Increased opportunities for citizen participation in the legislative process</b>			
<b>INDICATOR: 4.1.1 The adoption and maintenance of parliamentary procedures that facilitate citizen input</b>			
<b>UNIT OF MEASURE: Y/N</b>  <hr/> <b>SOURCE:</b>  <b>Standing rules and orders, NDI monitoring &amp; evaluation</b>  <hr/> <b>INDICATOR DESCRIPTION: A procedure or rule which facilitates citizen inputs into deliberations of both Houses</b>  <hr/> <b>COMMENTS:</b>  Two rule changes to provide for open committee meetings and public hearings, have been presented to the Standing Rules and Orders Committee of the National Assembly but have yet to be reviewed. It is expected that the Standing Rules & Orders will be revised this year to accommodate these rules.	<b>YEA R</b>	<b>PLANNE D</b>	<b>ACTUAL</b>
	1993	0	0
	1994	0	0
	1995	0	0
	1996	Yes	NO
	1997	Yes	
	1998	Yes	
	1999	Yes	
	2000		

**USAID Namibia**

<b>OBJECTIVE: SO #4: Increased Accountability of Parliament to All Namibian citizens</b>			
<b>APPROVED: 06/05/96 COUNTRY/ORGANIZATION: USAID/Namibia</b>			
<b>RESULT NAME: IR 4.1: Increased opportunities for citizen participation in the legislative process</b>			
<b>INDICATOR: 4.1.2 Number of standing and ad hoc committees that facilitate citizen input or hold public hearings</b>			
<b>UNIT OF MEASURE: # of committees</b>  <hr/> <b>SOURCE: DG</b>  <hr/> <b>INDICATOR DESCRIPTION: # of committees involving Parliamentarians that facilitate citizen input</b>  <hr/> <b>COMMENTS:</b>  See comments under indicator 4.2	<b>YEA R</b>	<b>PLANNE D</b>	<b>ACTUAL</b>
	1993	0	0
	1994	0	0
	1995	0	0
	1996	3	2
	1997	5	Thru 2/97 2
	1998	7	
	1999	15	
	2000		

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<b>OBJECTIVE: SO #4: Increased Accountability of Parliament to All Namibian citizens</b>			
<b>APPROVED: 06/05/96 COUNTRY/ORGANIZATION: USAID/Namibia</b>			
<b>RESULT NAME: IR 4.1: Increased opportunities for citizen participation in the legislative process</b>			
<b>INDICATOR: 4.1.3 Number backbencher MPs who participate in formal town/ village meetings to engage in public outreach</b>			
<b>UNIT OF MEASURE: #</b>	<b>YEA R</b>	<b>PLANNE D</b>	<b>ACTUAL</b>
<b>SOURCE: DG</b>	1993	0	0
	1994	0	0
<b>INDICATOR DESCRIPTION: Number of backbencher MPs who use formal meetings as a forum to address the public on parliamentary activities</b>	1995	0	0
	1996	5	NOT AVAILAB LE
<b>COMMENTS: Indicator to be reviewed</b> The M&E baseline found that although backbencher MPs reportedly visit constituents, this takes place on an informal and ad hoc basis; few conduct regular visits in their official capacities. However, during the interviews, MPs did not distinguish between these types of visits and were unwilling to do so, arguing that conversations conducted during funerals or other personal visits were indeed an important source of information and outreach. For this reason, no accurate baseline data was obtained.	1997	10	
	1998	20	
	1999	30	
	2000		

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<b>OBJECTIVE: SO #4: Increased Accountability of Parliament to All Namibian citizens</b>			
<b>APPROVED: 06/05/96 COUNTRY/ORGANIZATION: USAID/Namibia</b>			
<b>RESULT NAME: IR 4.2: Increased use by parliamentarians of enhanced skills as legislators and representatives of citizens</b>			
<b>INDICATOR: 4.2.1 Backbencher MPs use citizen input in debating legislation</b>			
<b>UNIT OF MEASURE: %</b>	<b>YEA R</b>	<b>PLANNE D</b>	<b>ACTUAL</b>
<b>SOURCE: Bill analysis, MP interviews</b>	1993	0	0
	1994	0	0
<b>INDICATOR DESCRIPTION: Bill analysis shows the inclusion of citizen input by backbencher MPs in Parliamentary debates</b>	1995	0	0
	1996	N	Y
<b>COMMENTS:</b>	1997	N	
An analysis of the Married Persons Equality Bill found that backbencher MPs used input from public hearings as well as petitions to ask questions and propose amendments.	1998	Y	
	1999	Y	
	2000		

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<b>OBJECTIVE: SO #4: Increased Accountability of Parliament to All Namibian citizens</b>			
<b>APPROVED: 06/05/96 COUNTRY/ORGANIZATION: USAID/Namibia</b>			
<b>RESULT NAME: IR 4.2: Increased use by parliamentarians of enhanced skills and representatives of citizens</b>			
<b>INDICATOR: 4.2.2 Percentage of MPs who report regularly utilizing staff resources</b>			
<b>UNIT OF MEASURE: %</b>	<b>YEA R</b>	<b>PLANNE D</b>	<b>ACTUAL</b>
<b>SOURCE: MP survey</b>	1993	0	0
	1994	0	0
<b>INDICATOR DESCRIPTION: Skills and information from library, research, information, and committee staff</b>	1995	0	0
	1996	10%	10%
<b>COMMENTS:</b>	1997	25%	
Indicator will focus on backbencher MPs, as part of the baseline study for the PMP, in-depth interviews were conducted with PMPs from both houses. Six of the Ten reported regularly using staff resources. However, this finding can not be generalized to all backbencher MPs. It is expected that Parliamentary staff will conduct a survey of all MPs in FY97 that will provide accurate percentage.	1998	25%	
	1999	25%	
	2000		

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<b>OBJECTIVE: SO #4: Increased Accountability of Parliament to All Namibian citizens</b>			
<b>APPROVED: 06/05/96 COUNTRY/ORGANIZATION: USAID/Namibia</b>			
<b>RESULT NAME: IR 4.2: Increased use by parliamentarians of enhanced skills as legislators and representatives of citizens</b>			
<b>INDICATOR: 4.2.3 Number of visits and requests to library and research services</b>			
<b>UNIT OF MEASURE:</b> Total # of visits and requests  <hr/> <b>SOURCE:</b> Library log  <hr/> <b>INDICATOR DESCRIPTION:</b> Visits and requests by phone or letter  <hr/> <b>COMMENTS:</b>	<b>YEAR</b>	<b>PLANNED</b>	<b>ACTUAL</b>
	1993	0	0
	1994	0	0
	1995	0	0
	1996	Establish services	Services established in 1996
	1997	Estimated 20% growth per first year	6/96 - 9/96 T = 15
	1998	Estimated 10% growth annually	
	1999		
	2000		

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<b>OBJECTIVE: SO#4: Increased Accountability of Parliament to All Namibian citizens</b>			
<b>APPROVED: 06/05/96 COUNTRY/ORGANIZATION: USAID/Namibia</b>			
<b>RESULT NAME: IR 4.3: Increased public advocacy by NGOs and Civic Groups in national and/or media fora</b>			
<b>INDICATOR: 4.3.1 Percentage of bills of public interest that receive public comment</b>			
<b>UNIT OF MEASURE: # (cumulative)</b>  <hr/> <b>SOURCE: Bill analysis, committee reports, MP and staff interviews, media analysis</b>  <hr/> <b>INDICATOR DESCRIPTION: Bills of public interest (as opposed to procedural and technical bills) in which public input is made directly to parliament</b>  <hr/> <b>COMMENTS:</b>  Methods included letters to MPs and the Parliamentary leadership, petitions and delegations.	<b>YEA R</b>	<b>PLANNE D</b>	<b>ACTUAL</b>
	1993	0	0
	1994	0	0
	1995	0	0
	1996	10%	21%
	1997	25%	
	1998	35%	
	1999	50%	
	2000		

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<b>OBJECTIVE: SO #4: Increased Accountability of Parliament to All Namibian citizens</b>			
<b>APPROVED: 06/05/96 COUNTRY/ORGANIZATION: USAID/Namibia</b>			
<b>RESULT NAME: IR 4.3: Increased public advocacy by NGOs and Civic Groups in national and/or media fora</b>			
<b>INDICATOR: 4.3.2 Number of umbrella/federation groups of NGOs formed/strengthened around specific sectors or issues</b>			
<b>UNIT OF MEASURE: # (cumulative)</b>  <hr/> <b>SOURCE: NGO and civic group reports, press releases, M&amp;E</b>  <hr/> <b>INDICATOR DESCRIPTION: Group of 3 or more NGOs joining forces to consult, recommend, and/or act on issue/s of common concern</b>  <hr/> <b>COMMENTS:</b> Through 1996, six umbrella/federation groups of NGOs were formed or strengthened around specific sectors. Of these, two -- the Namibian Community-based Tourism Association, supported under S.O.3 and the Namibian Environmental Education Network, supported under S.O.1, were formed. Those that were strengthened included the NGO Working Committee on Land Reform and the National Association of Namibian AIDs Service Organizations.	<b>YEA R</b>	<b>PLANNE D</b>	<b>ACTUAL</b>
	1993	0	0
	1994	0	0
	1995	0	0
	1996	3	6
	1997	5	
	1998	5	
	1999	6	
	2000		

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<b>OBJECTIVE: SO #4: Increased Accountability of Parliament to All Namibian citizens</b>			
<b>APPROVED: 06/05/96 COUNTRY/ORGANIZATION: USAID/Namibia</b>			
<b>RESULT NAME: IR 4.3: Increased public advocacy by NGOs and Civic Groups in national and/or media fora</b>			
<b>INDICATOR: 4.3.3 Number of campaigns/efforts by NGOs and interest groups to influence pending policy or legislation</b>			
<b>UNIT OF MEASURE: # of campaigns (cumulative)</b>  <hr/> <b>SOURCE: NGO and interest group surveys, bill analysis, semi annual joint SO team review</b>  <hr/> <b>INDICATOR DESCRIPTION: Campaigns by NGOs and interest groups to influence pending legislation through petitions, providing documentation to MPs, and/or providing testimony</b>  <hr/> <b>COMMENTS:</b>	<b>YE A R</b>	<b>PLANNE D</b>	<b>ACTUAL</b>
	1993	0	0
	1994	0	0
	1995	0	0
	1996	5	10
	1997	10	
	1998	15	
	1999	15	
	2000		

**PART III.**  
**Status of the Management Contract**

*No fundamental changes are proposed to the Mission's Management Contract direction at this time*

**CSP review and approval in 1996.** USAID Namibia submitted its CSP in January 1996 under the ADS Reengineering guidance. The CSP was reviewed during Namibia program week held February 13 - 16, 1996 as a five-year strategy within a ten year graduation time frame. Based on agreements reached at the strategy review, Washington approved, in May 1996, USAID Namibia's new five year Country Strategic Plan (CSP) (1996-2000). Significantly, this approval (96 State 93269) included the ten year graduation scenario *and* the Mission's "exit goals" related to that scenario. The resulting contract is based on four Strategic Objectives which include an expanded focus on human resources development.

**Satisfaction of key contract requirements.** The contract required the Mission to submit a revised Results Framework and Performance Monitoring Plan during 1996 to reflect the strategy review's proposed split in the Mission's Strategic Objective #1 into two separate objectives, respectively, for human resource development and basic education. These documents were submitted to USAID/W in December 1996. USAID/W confirmed the approved wording for the revised S.O. #1 and S.O. #2 and the other strategic objectives in State 27986, dated 14 February 1997, indicating that the four Mission strategic objectives as currently worded are in the NMS and will serve as the basis for FY 1997 obligations and the present R4 exercise.

The contract also required the Mission to submit a final version of the draft Customer Service Plan (CUSP) which had been attached to the CSP. The Mission has continued to work on the CUSP, temporarily halting the effort from time to time in order to concentrate on the 1996 R2 process, the semi annual results report process for the six month period ending September 30, end of year obligations, finalization of the new Results Framework and Performance Monitoring Plan, as described above, and preparation of the current R4. The Mission plans to submit the revised CUSP in the June-July period (1997), after completing the process of formalizing our heretofore "interim" Strategic Objective Teams, and reconciling their role vis-a-vis Mission functional offices. Meanwhile, the draft CUSP serves as the framework for the Mission's relationship with its customers. It reflects the heavily participatory process underlying each strategic objective, assured by the Mission's reliance on Namibian steering committees and advisory boards that provide for customer *ownership* of (not just participation in) *every* results package and activity in USAID Namibia's portfolio.

**The program status issue.** The February 1996 CSP review, as stated above, slated Namibia for graduation in 2005. Meanwhile, before the CSP management contract could be finalized, the first Agency guidance describing "graduating" countries as "limited program countries" appeared in April 1996 in 96 State 72618. This cable required, essentially, that limited program Missions begin

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to prepare new strategies contemplating phase out or graduation of their programs. USAID Namibia responded to this guidance on April 24 in Windhoek 1274, which proposed that since Namibia's graduation was ten years in the future, and the recently approved CSP contained detailed "exit goals" contemplating a reasonably detailed graduation scenario, the Mission should be permitted to prepare its "graduation strategy" and detailed transition plan in its *next* five year CSP, due in the 2000 - 2001 time period. The CSP approval cable and management contract were delayed while this issue was considered by PPC, M, and AFR. USAID/W's answer was the May 1996 CSP approval cable and management contract, which omitted any reference to the need to revisit the approved Namibia strategy, and confirmed that the Mission could proceed with four strategic objectives, as agreed during Namibia Program Week.

**S.O. #3 funding.** In Part I and Part II of this R4, the issue of continued funding for S.O. #3 was discussed. Such funding is not available within the OYB level approved in the CSP contract, although the CSP expressly assumed that regional funding in the amount of \$2 million would be provided. However, the Mission is requesting, in Part IV of this R4, *additional* OYB in the amount of \$2 million annually from FY 1999 through FY 2003, or \$10 million in total, to continue S.O.#3. In the event such additional funding is not available to support this environmental strategic objective, it will be deleted from the program. If this action becomes necessary, it will be reflected in future R4s. In the event the requested additional OYB is made available, S.O.#3 would be continued as described in the CSP and, except for the funding change, no significant changes would need to be made in the Mission's Management Contract. The next R4, in this case, would describe out year plans in more depth.

## ANNEX SUCCESS STORIES

### **USAID is making a difference in Namibia**

#### **S.O. #1: *Enhanced roles for historically disadvantaged Namibians in key public sector, NGOs and private sector organizations:***

Two innovative boards have been established to oversee implementation of USAID's short-term human resources development activity: one for the public sector and another for the private sector with titles of Public Sector Advisory board and the Private Sector Advisory board respectfully. The two boards are comprised of prominent Namibians from both sectors of the economy. Both boards oversee the training under the Human Resources Development Assistance (HRDA) intervention. They also are involved in the selection process of the people to benefit from the program. Under HRDA private sector component, the Advisory Board appointed a consultant who has to date visited 20 different private companies and has successfully identified 20 applicants for short term training. There have been measurable successes for those Namibians who benefitted from the African Training, Leadership and Advanced Skills (ATLAS) Degree program which is now entering its fifth year. At planned annual levels of \$1 million, it is one of the largest ATLAS programs on the continent and those who partake in its benefits not only acquired enhanced and new qualifications, but several returned participants have been promoted. The following provide a capsule description of advanced positions being held by four of the more than 20 graduates who have to date completed their degree program and returned to Namibia:

- Mr. Fredericks moved from a deputy principal to a principal, Mr. Mukuahima advanced from the position of Head:Compensation and Labor Relations to Senior Assistant registrar (This position is equivalent to a Human Resources Manager in other organizations;
- ,Mr. Frits Beukes was promoted from a Junior Lecturer position to a Senior Lecturer position in Industrial Psychology;
- Ms. Aletta Scott of the Faculty of Education advanced from a position of a Junior Lecturer to a Senior Lecturer position, Mr. Jorry Kaurivi moved from a Research Technician position to a Research Officer, --Mr. Samuel Kapiye moved from a control officer position to a land use planner, and Mr. Jerome Mouton moved from an Economist position to a Marketing Manager position.

#### **S.O. #2: *Improved delivery of quality primary education to Namibian learners in grades 1-4 in the most disadvantaged schools:***

USAID, in its bid to support the Government's reform in basic education, has developed instructional materials. In January 1997, workshops were held for all grade one teachers to introduce these new materials and obtain feedback. More importantly, trainers at these workshops were the same Namibian teachers who helped to draft the new curricula being reviewed. The feedback from Namibian teachers

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were in all instances very favorable. Later these materials were introduced into 24 schools initially and based on follow-up visits to these chosen schools, the new materials have been a resounding success with grade 1 students displaying motivation and more participation in the learning process. Teachers queried cited as examples overall improvement in attendance as well as improvement in comprehension in all subjects covered. Before the implementation of the material in 31 schools in the northern part of Namibia, a classical multiple-choice and performance items that mirrors the instructional objectives was assessed with favorable results.

The Teachers' Basic Competencies Manual (TBCMs), developed as part of the BES project's intervention, supports the National Institute for Education Development (NIED). Packages containing 20 modules are now available and in use in some schools. Each module covers an important topic to enable effective teaching. As structured, they explain complicated concepts and actions in very simple terms, including visual aides, and have been translated into three local languages. Their effectiveness in early pilot activities has led to their adoption as the major curricular materials for the Instructional Skills Certificate (ISC). The ISC is a linking certificate to the Basic Education Teaching Diploma, which is the qualifying academic requirement for teaching in Namibia. This program and the TBCMs will enable teachers with grade 10 educational experience to build their skills and eventually become fully qualified teachers.

### **S.O. #3: Increased benefits to historically disadvantaged Namibians from a sustainable management of resources:**

The USAID funded LIFE activity has resulted in a transformation in one man's life in Caprivi, an area in the northern part of Namibia. The individual known as the "bicycle" man, is being helped through a LIFE funded grant which encourages local artists to produce unusual crafts. Lyphot Tubazunze decided to steer away from the common hippo and elephant carvings, to produce a wooden replica of his bicycle. The bicycle that he produced not only earned him first place and a N\$1000 prize at an art festival sponsored by the Caprivi Arts and Craft Association (CACA), but more importantly it continues to earn him needed money due to a growing demand for his innovative crafted wooden bicycles. LIFE has also made a difference in the life of one Caprivi women, Ms. Angelina Simushi, who is from the far eastern Caprivi village of Loma. Ms Simushi has been in the pottery business for years as a means of support for herself. However, through the LIFE funded CACA organization she is now able to take her pottery business as far as the capital of Namibia Windhoek, some 1600 kms away from her village. This support allows her the opportunity to reach wider markets and to maximize her profit. In terms of earnings realized, her life has improved tremendously.

### **S.O. #4: Increase of accountability of Parliament to all Namibian citizens:**

USAID is also making a difference in Namibia's highest law making body, the Parliament. USAID funded Democratic Institution Building (DIB) Results Package helped to initiate formulation of parliamentary standing committees. Despite some reluctance on the part of the Speaker of the National

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Assembly on whether such committees will make any meaningful contribution, this process has now been used in vetting eight out of fifteen bills brought before the Parliament in 1996. More recently, throughout the month of February 1997 the standing committee on Economics and Natural Resources conducted public hearings in Namibia's 13 regions on bills that were pending in the house. Committee members are working across party lines to carry out their mandates and to promote public participation. The two committee chairs, one from the ruling party, South West Africa Peoples Organization (SWAPO), and one from the main opposition party (DTA), held a joint press conference to inform the public about the upcoming hearings to be held in their regions and launch this process. These leaders, along with their staffs, worked together in the drafting of a press release that summarize the above bills and included in their publication contact names and numbers of staff in parliament, who could provide additional information, together with the Parliament e-mail address. This marks the first proactive use of the media by backbenchers to communicate with constituents. The committee hearing are being attended by a cross-section of different citizen groups. Out of a total of eight committees scheduled, three are headed by the opposition and the composition of these committees is almost half opposition.

**PART IV.  
Resource Request**

**1 Financial Plan**

USAID Namibia requests \$10 million in OYB and \$1.2 million in OE for FY 1999. The OYB level is based upon identified requirements to carry out the approved Country Strategic Plan (CSP) divided among the four approved Strategic Objectives as outlined in the table below. O.E. requirements identified in paragraph 4 are necessary to support the program and reflect an efficient, minimum staff complement. Justification for continuance of the FY 1997 staffing levels into FY 1999 is provided in part 2 of this section. The staffing levels requested are: five USDH positions, three US PSC positions, one international FSN and eighteen FSNs.

<b>Development Assistance</b>	(\$ millions )	<b>FY 97</b>	<b>FY 98</b>	<b>FY 99</b>
S.O. #1	Enhanced roles for HDNs in key public sector, NGOs and private sector organizations	6.0	4.0	5.0
S.O. #2	Improved delivery of quality primary education to Namibian learners (grades 1-4)	1.1	2.8	2.0
S.O. #3	Increased benefits to HDNs from sustainable local management of natural resources	0.1	-	2.0*
S.O. #4	Increased accountability/Electoral support	0.8	1.2	1.0
OYB Total		8.0	8.0	10.0
<b>Operating Expenses</b>		1.0	1.1	1.2
Total OE and OYB		9.0	9.1	11.2

(Note Program Development and Support funding is a line item within each S.O.)\*

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The above OYB levels for FY 99 will allow the Mission to meet its approved CSP commitment and achieve sustainability of results outlined in Part II in all four S.O.s. A major change in funding levels within the planned FY 99 OYB is the request for additional \$2 million in bilateral funds in support of S.O. #3, protecting the environment. This change is also reflected in Part III concerning the Management Contract and in Part II, Progress Towards Objectives, under S.O. #3.

S.O.#1 is the Mission's highest priority objective, based on customer feedback, GRN priorities and the Mission strategy for Namibia's graduation in 2005. Through S.O.#1, USAID is becoming Namibia's lead donor in human resources development. S.O. #1 investment through FY 1996 totals \$15 million with a planned further investment of \$15 million during the FY 97 to FY 99 period. The FY 99 funding request of \$5 million, while the largest among the four S.O.s in reality is a 15% reduction over that provided in FY 97. The majority of these funds will support the new bilateral HRD Results Package. USAID will replace the current global "pilot" HRDA activity with a \$12 million, five year bilateral HRD Results Package by end of FY97. This HRD Results Package will form the core of the S.O. #1 strategy and will continue to receive the bulk of S.O. #1 funding through 2002. In FY 99, USAID will complete and phase out the six year Results Package, begun in FY 1993, which supports NGO capacity building, adult education and environmental education.

The S.O.#1 mortgage at the end of FY 1999 is expected to be \$ 4.6 million, which includes the annual \$1 million global earmark for scholarships and \$3.6 million for the bilateral HRD activity. Most of the current \$5.7 million pipeline is expected to be eliminated within the next 12 months through quick disbursing sub-grant activities under the NGO support Results Package. S.O. #1's pipeline was examined in November 1996 as part of the Semi-Annual Results Report (SARR) exercise and was found to be within the acceptable range defined by the USAID Washington guidance for the R4. S.O. #1's staffing requirements consist of one USDH who will devote 50% of staff time to this S.O., two full time FSN professionals and one part time FSN support staffer. These levels are considered sufficient to oversee and implement the on-going three Results Packages and the planned new bilateral HRD Results Package through FY 99.

S.O.#2 directly supports Namibia's Basic Education reform program at the primary school level, an area that has been the cornerstone of USAID's involvement in Namibia since its independence in 1990. USAID is Namibia's major partner in lower primary curriculum development and teacher training. The FY 99 funding request of \$2 million will finance completion of the current Basic Education Support Results Package and design and start up costs for the follow-on activity.

The S.O. #2 mortgage of \$8.2 million is owing to commencement of the follow-on basic education activity due to begin in FY 99. The large pipeline shown in the attached tables can in part be attributed to the complicated contractual mechanisms for the current Results Package, including a \$4.2 million PASA with Peace Corps (that disbursed slowly initially but is now picking up) and a technical assistance contract that only recently has filled vacant long term advisor positions. S.O. #2's staffing requirements consist of one USDH who will devote 50% of staff time to this S.O., one full time USPSC, one part time FSN professional and one part time FSN support staffer. These

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levels are considered sufficient to oversee and implement the current and planned follow-on basic education Results Packages through FY 99.

S.O. #3 encompasses USAID's major environmental activities in Namibia, a critical intervention in an arid country with threatened ecosystems. Through S.O.#3, USAID is the lead donor and key partner in the GRN's long term CBNRM program. To date the United States Government (USG) has made a substantial investment of \$15 million plus U.S. staff time in support of policy reform and pilot CBNRM activities, such as community managed wildlife conservancies in Namibia. Results have been very positive. This request for additional OYB funding of \$2 million in FY 99 is part of a five year, \$10 million follow-on CBNRM activity that will be critical to assuring sustainability of these relatively new pilot conservancies, and to enabling Namibia to replicate the successful models on a national basis. The additional investment affords the USG a prominent role in not only policy and decision making, but in leveraging of additional funding from other donors. The USG's ability to continue as the major donor and our ability to continue in an area of predominant U.S. capability is dependent upon a commitment of additional funding for a follow-on Results Package beyond FY 99.

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Heretofore all funding for this Results Package has been provided through the Southern Africa Regional Program (SARP) or the Regional Center for Southern Africa (RCSA). The assumption at the time of USAID Namibia's February 1996 CSP review was that the RCSA would include NRM funding in its budget to continue replication of identified successful models and approaches at the national level beyond FY99. Although, RCSA has yet to finalize its strategy, indications are strong that bilaterally implemented CBNRM programs in the region will no longer be supported by ISA/RCSA. Given the 1996 Namibia CSP review decision to reduce USAID Namibia's OYB by nearly \$1.5 million to \$8.0 million, the Mission lacks resources to take over financing of this S.O.

Thus, the choices discussed in Namibia's 1996 CSP are clear: either additional OYB is made available to the Mission to assure that full results are achieved at the national level, or USAID ceases its involvement in this sector in 1999, thereby forfeiting a major U.S. investment in environmentally feasible CBNRM models in Namibia. This funding request for S.O. #3 is further discussed in Parts I, II and III of this R4.

The current S.O. #3 pipeline of \$10 million (including the grant to Environmental Education) shown on program tables, includes \$3.7 million in obligations for the LIFE RP, which were "embargoed" pending passage and gazetting of the CBNRM legislation which was only affected in June 1996. Also it does not reflect fully the actual expenditures and accruals for the period ending September 1996; and does not take into consideration that nearly \$2 million was awarded in subgrants to local NGOs in February 1997. Another \$400,000 is scheduled to be awarded in additional subgrants by mid 1997. In addition to these subgrants, training and other expenditures are expected to increase sharply over the next eighteen months. We expect the majority of this pipeline to be disbursed by early CY 1999 and the balance completely expended by August 1999 when the LIFE Results Package ends. Staffing for S.O.#3 consists of one full time USPSC, one USDH who will provide 50% of staff time to this S.O., one full time FSN professional and one part time FSN support staffer. This level of staffing is expected to be sufficient to oversee and implement the current Results Package and proposed new bilateral follow-on activity through FY 99.

S.O. #4 encompasses the Mission's democracy and governance objectives. USAID is the lead donor in the field of democratic institution building in Namibia. The FY 99 funding request for S.O.#4 will fund the activities related to current support for improved accountability of Parliament and electoral support for regional and national elections planned in late 1998 and 1999.

The S.O.#4 mortgage for the current Results Package is a modest \$0.7 million. This reflects an upward adjustment in the initial LOP to account for monitoring and evaluation and other components identified during the first year of implementation. A major portion of the S.O. #4 pipeline shown in the attached program tables will be disbursed within the next 12 months and was therefore found to be within the USAID Washington Guidance for the R4. Staffing for S.O. #4 consists of one USDH who will devote 50% of staff time to this S.O., one full time USPSC and a part time FSN professional as well as a part time FSN support staffer.

## **2. Prioritization of Objectives:**

As stated in the preceding section of Part IV, the human resources development effort embodied in S.O.#1 is a top priority for our customers and the GRN. Hence, S.O.#1 is the Mission's highest priority. Given the newness of this S.O. and the constraints faced in the HRD sector (see discussion of S.O.#1 in Part II), the Mission is very satisfied with the performance of this S.O. and the results achieved to date.

As already noted in Part II, USAID is making a difference in overcoming Namibia's critical human resources shortages through interventions and three major Results Packages which provide non-formal adult education and skills development, NGO capacity building, long term degree programs and short-term managerial training programs. The investment of a planned \$15 million in FY 97 through FY 99 will result in even more demonstratable examples of broad-based economic development.

In terms of the overall performance of the Mission Goal and program strategy, S.O. #1 is important in the short term in that it helps provide the human productive capacity that underpins progress in all four S.O.s. The strengthening of civil society organizations and their advocacy capacity provides additional synergy throughout the portfolio, and these efforts are also largely dependent on S.O. #1 funding.

With respect to S.O.#2, USAID's involvement in basic education reflects a long term commitment to another key GRN priority, a priority which annually draws more than 25% of the total Government budget. Because of the high priority accorded both education and human resources development by the GRN and their close linkage with each other strategically, S.O.s #1 and #2 were combined as a single S.O. in the Mission's original CSP submission in February 1996. For technical reasons raised during the strategy review, Washington asked the Mission to separate basic education from adult related human resources development. Nevertheless, both remain the highest priorities in the USAID Namibia strategy.

S.O. # 4, with a relatively small investment of \$3 million to date and a planned future supplement of \$3 million, will support the completion of activities that improve accountability of Parliament *and* a new activity to strengthen the election process for the local and national elections planned in 1998 and 1999. The results to date from this modest investment include direct input by citizens into three recent bills which have since become laws; establishment of standing committees where just a year ago none existed; public hearings being held in both houses of Parliament on regular basis; establishment of Parliamentary research, information and library services with staff trained to carry out these functions. As the newest Results Package addition to the portfolio, in terms of short term impact, S.O. #4 is among our highest performers. Its ranking in the table below under "importance of Objective to overall performance" places it behind S.O. #1 and S.O. #2 for the reasons stated above. In that respect, S.O. #4 is the logical next priority S.O. as it supports

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democratic development. Whereas S.O.s #1 and #3 support strengthening of public advocacy capacity in local development NGOs in order to increase "demand" for a participatory, transparent and accountable government, S.O. #4 focuses on opening up Parliamentary processes and creation of "lobbying" opportunities for Namibians to seek appropriate policies and an "enabling environment" for political and economic freedoms essential for this newly emerging democracy's graduation.

In preparing the ranking for the column "Order in which Objectives would be Eliminated", USAID had no other choice but to place S.O.#3 as the S.O. to be eliminated in the event of funding cuts. The Mission had to make this choice because our funding request for FY 99 is above the contract OYB and because RCSA's future funding for Namibia is uncertain. (See discussion above, under section 1, Financing Plan, of this Part IV.) Identifying S.O. #3 as first under the category for elimination is being done the risk of losing this S.O. and likewise all of our prior investment. At the same time, S.O. #3 has performed in an excellent manner, as explained in Part II and above.

In terms of ranking for the "Performance of the Objectives" column, all of the S.O.s are performing "on track" in light of the critical assumptions articulated in the CSP, and all are being well managed for results despite the constraints identified in Part I of this R4 (Factors Affecting Program Performance). *Relative* performance measurement, therefore, is exceedingly difficult. The newest S.O.s (#1 and #4) have done well in their first year of operation. Accordingly, S.O.#4, which has encountered the fewest difficulties, is ranked first. S.O.#1, which has encountered severe difficulties (see Part I Factors Affecting Program Performance), and achieved substantial progress despite these, is ranked second.

The more established S.O.s, #2 and #3, have each performed well despite encountering extraneous problems. Because of its singular success on the policy and enabling environment front and increased benefits at the community level, S.O. #3 would be ranked next. Yet S.O.#2 also has been successful on the policy front and in managing for results despite significant constraints (e.g., the unexpectedly low Peace Corps "fill") . Indeed, depending on the criteria used *and the weighting*, S.O.#2 could be ranked anywhere from first place through fourth place, and the same could be said for any of the other S.O.s.

IMPORTANCE OF OBJECTIVE TO OVERALL PERFORMANCE	ORDER IN WHICH OBJECTIVES WOULD BE ELIMINATED	PERFORMANCE OF THE OBJECTIVES (HIGHEST FIRST)
S.O. #1	S.O. #3	S.O. #4
S.O. #2	S.O. #4	S.O. #1
S.O. #4	S.O. #2	S.O. #3
S.O. #3	S.O. #1	S.O. #2

**3. Field Support, Title II, Title III and BHR**

A. Linkage of field support:

USAID Namibia has two Results Packages under S.O.#1 which rely on field support through the Global Human Resources Development Assistance project and African Training and Leadership Advanced Skills. In FY 1998, USAID will phase out of the pilot management training activity being implemented under the global HRDA. Prior to phase out, USAID will design and begin its bilateral HRD activity under S.O. #1 in FY 1997 with initial funding of \$3 million.

B. Title II, Title III and IDA:

USAID does not have a Title II and/or Title III program, although drought continues to be a cross cutting issue. USAID is addressing the drought issue through an OFDA grant of US \$ 250,000 for technical assistance to the Namibian Government to increase its planning capacity and ability to develop short, medium and long-term strategies for mitigating the country's drought and other disasters.

**4. Workforce and Operating Expense Requirements:**

At the present time, USAID Namibia is managing with a minimum staff complement. The FY 1999 target levels are:

US Direct Hire	5
Internationally Hired OE	0
Locally Hired OE	18
<b>Total OE</b>	<b>23</b>
Program	9
<b>Total Workforce</b>	<b>32</b>

There will be a change in USDH staff beginning in later FY 97 when the GDO and EXO are due to be replaced. Candidates for these positions have been, or soon will be, identified and assigned. In FY 98 the Program Officer will depart.

Although the revised FY 99 target levels give the USAID/Namibia Unit a bit more flexibility to manage its resources according to its specific needs, especially with regard to program-funded personnel, the lower limit imposed for locally recruited OE personnel continues to place a hardship on the Operating Unit.

USAID Namibia has been advised that its FY 1999 Operating Expense (OE) level will be straight-lined at the FY 1997 amount of \$977,200 per annum. While this amount is just sufficient for effective management of the Mission in 1997, conducting operations for two additional fiscal years with no adjustment for inflation will undoubtedly be a formidable impediment to smooth management. Even if inflation in Namibia has little or no effect on the U.S. dollar cost parts of the budget, USAID/Namibia's need to replace aging furnishing and equipment, provide essential training to new employees and accommodate impending market-driven FSN salary increases. This makes a straight-lined budget impractical if not impossible.

**(1) Workforce Levels**

**(a) OE Workforce:** USAID Namibia has a much smaller workforce than the average *Limited* mission. Whereas most comparable Operating Units have from 30 to 50 locally recruited OE-

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funded personnel, according to Overseas Restructuring Guidance, received in May 1996, USAID Namibia has only 18, plus one internationally recruited direct-hire TCN. While this comparison is in no way intended to serve as an argument for increasing our OE workforce, it is intended to convey the important message that **we have no fat to trim**. Our OE staff is more than fully occupied and simply cannot afford the loss of yet another support position. In some cases, particularly in the Executive and Program Offices, one employee may perform the same functions that two to three individuals do in many other Operating Units with a comparable number of USDH and USPSC personnel.

Consequent to the reduction in the OE workforce levels directed in FY 1996 and 1997, the Operating Unit's support offices, EXO and Financial Management, took cuts in administrative support personnel. Given the necessity of retaining our specialist positions, such cuts were only possible in the support sectors of janitorial and general administrative/secretarial services. With regard to janitorial services, the position eliminated was painlessly replaced with a thrice per week service provider which costs the Operating Unit less than a full-time janitorial position. However, the elimination of the general administrative/secretarial support positions in both the Executive and Financial Management Offices has proved a near disaster. The absence of any clerical and secretarial support for two offices of 16 fully occupied employees has resulted in a sharp deterioration in efficiency. Office filing has suffered and officers and specialists spend much more energy with such time-consuming and necessary, though simple, tasks as filing and addressing envelopes. It simply is not an efficient or rational use of the employees' time and talents.

To redress the lack of general clerical and secretarial support in the Executive and Financial Management Offices, the Operating Unit will, by the beginning FY 1998, re-organize clerical/secretarial support. Instead of the current assignment of clerical support staff to particular functional offices, they will be allocated by Strategic Objective; there will be one secretary for Strategic Objectives 1 and 2 and one secretary for Strategic Objectives 3 and 4. This re-organization of clerical staff will enable the Operating Unit to assign one locally recruited OE employee to provide clerical and secretarial services to the Executive Office and the Financial Management Office.

Unfortunately, under USAID Washington's suggested FY 1998 and FY 1999 workforce scenarios, the gains realized through the reorganization of the Operating Unit's clerical/secretarial support staff will be offset by the loss of yet another locally recruited OE staff position. This cutback will mean that some work does not get done and that some work is shifted to other, already fully occupied employees. Such a cutback, even if it is one FSN position, will begin to "break the camel's back" in our Mission, because USAID Namibia is already as thinly staffed as possible, with no duplication or overlap in OE FSN jobs.

In the event another cut is required, the most likely scenario is that a driver position will be eliminated. This would seriously impede the performance of the Executive Office for the following reason: because many Mission employees do not drive, the Executive Officer and the General

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Services Officer would, on a daily basis, find themselves forced to undertake time-consuming, menial activities such as the delivery of mail and supplies, fueling the motor pool vehicles, etc. The 10 thousand dollars saved annually will actually cost the Agency much more in lost efficiency as direct hire employees perform more lower-scale FSN tasks. Cutting additional locally recruited OE positions in Namibia, therefor, does not make good economic or managerial sense and ***we therefore ask that the FY 1998 and FY 1999 workforce ceiling be maintained at the FY 1997 levels.***

**Internationally recruited OE personnel:** One of the existing OE funded employees, the Chief Accountant, is a direct hire TCN employee recruited from Zimbabwe. In the absence of a US Direct Hire Controller position, this position remains essential to our financial management operations. In order to accommodate our existing TCN Chief Accountant, we request that the FY 1999 targets, as well as the FY 1997 and FY 1998 ceilings, be amended to reflect that **one** of the OE positions is internationally recruited.

**(b) Program Workforce:** The FY 1999 target level of 9 program funded positions is only just adequate to manage and implement our current portfolio of 4 Strategic Objectives. The Operating Unit has management and specialist personnel for each of our Strategic Objectives and has recently recruited a Results Specialist who will develop implementation expertise useable in each Strategic Objective, will be responsible for on-going results monitoring, and will work with the Program Office in, among other things, results evaluation.

Notwithstanding the devastating USAID personnel upheavals of 1996, USAID Namibia has developed a strong, lean, competent and dedicated staff of professionals. The success of this program hinges on our ability to retain and properly utilize this staff. Though not easy, we have reduced and reorganized our personnel staffing in such a way that is both operationally and cost effective. Many USAID Namibia employees are cross-trained and able to do multiple jobs, necessary because the Mission has no redundant personnel whatsoever. We implore the Agency to retain our staffing at the FY 1997 levels of 5 US Direct Hire, 9 Program and 19 OE-funded FSN positions (including our "internationally recruited" Chief Accountant).

The current and projected allocations of USAID Namibia's workforce are illustrated in staffing tables as attached.

## **(2) Operating Expense**

As a result of reduced operating levels in fiscal years 1996 and 1997, USAID Namibia has cut costs wherever possible. For example, office space has been slashed and reconfigured, rental costs are being proportionately shared with program funded personnel, warehouse space and rental costs are being shared with other U.S. Government agencies, NXP procurement has been slashed, permission has been granted to trade-in replacement motor vehicles, telephone communications

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costs have been cut through tighter controls, and conference and training travel have been reduced below even the bare minimum. In some cases, particularly sharing office and warehouse space/costs, vehicle trade-ins and communications, the reduced OE levels have helped to make USAID Namibia a more efficient organization. We are learning, for example, to better care for and extend the life of our non-expendable property. *In other areas, namely travel and training, the cost reductions have the opposite impact: our efficiency is being compromised.*

The OE budget approved for FY 1997, while tight, is one in which we are able to operate efficiently, albeit some procurement and training has been postponed or shelved. If, as we have been advised, our FY 1997 dollar level remains the same for Fiscal Years 1998 and 1999, we can anticipate that operations will be seriously impaired during those fiscal years.

The annual inflation rate for Namibia is currently in excess of 15 per cent. Consequently, local salaries and operating costs continue to rise (a 14 per cent increase in local salaries has recently been approved and an additional increase is expected as a result of a recent, comprehensive salary survey). USAID has been in Namibia for over 6 years and the replacement of some major property, e.g. office machines/equipment, some furnishings and motor vehicles, is or soon will be imperative. Furthermore, employee development/training is a priority if our staff is to remain current, especially with regard to reengineering/reform procedures, new management systems software, procurement, activity implementation, financial management, and other areas vital to Mission effectiveness. Since, in order to retain competent staff, we must meet local salary requirements, as well as US Direct Hire entitlements, most cuts have to be taken in procurement, training and travel. Continuing to slash investment in these areas will ultimately precipitate a situation where employees are poorly equipped to implement USAID's objectives in Namibia. Productivity and morale will surely suffer.

Attachment 3A, OE budget tables, illustrates the difficulty of trying to make a straight-lined budget suffice in the face of increasing costs.

Finally, the management of USAID Namibia is fully cognizant of the budget difficulties the Agency has experienced and continues to face. The Operating Unit is committed to doing everything in its power to operate at the highest level of efficiency possible given the resources available. Namibia is an example to other nations, in Africa and elsewhere, in the Democracy and Environment sectors, both of which are encompassed in USAID Namibia strategic objectives. It is in the interest of the United States of America as well as Namibia to insure that adequate resources, including support resources, are available to help realize Namibia's goals of achieving a full democracy, sound environmental practices, and, through education and training, fostering opportunities for all Namibians to achieve full participation in the economy.

## 5 Environmental Compliance

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This mission has already implemented requirements under 22 CFR 216, e.g. the IEEs and Environmental Impact Assessment (EIA) for all implementation activities of the LIFE project. These have been reviewed by C. Bingham, REDSO/ESA Nairobi, and W. Knausenberger AFR/SD/ROS/Wash. No projected activities for 1998 will require anything greater than an environmental review, which is accommodated under the IEEs. Depending on the positive feedback for FY '99 funds where the Community Based Natural Resource Management concept will be implemented on a national level, further IEEs and EIA are needed. All actions on a national level will be executed by the Ministry of Environment and Tourism (MET) and part of the requested funds will be utilized to support the assessments and studies.

### **6. BHR REQUIREMENTS**

#### *Humanitarian Assistance:*

At the present time, USAID Namibia does not have any Humanitarian Relief Programs. Per para above, we are responding to request for drought assistance through a grant from OFDA to the GRN in support of Technical Assistance.