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# RESULTS REVIEW

FY 1995

## NAMIBIA

**USAID**



March 1996



Agency for International Development  
Washington, D.C. 20523

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March 27, 1996

Jim Govan  
Director  
AFR/DP

Dear Jim,

I am transmitting herewith USAID/Namibia's first Results Report (R2) in accordance with Washington guidance. This Report complements information and data contained in our Country Strategic Plan which was reviewed and approved one month ago. This R2 also reflects agreed upon changes and revisions to our program reached during the CSP process (See Section III).

We believe there is some contradiction between the Agency Guidance (STATE 036070) and the February 16 "e"-mail guidance from AFR/DP, with regard to the handling of the AFR/DP API section "Progress towards the Country Goal". We have not attempted to deal with this contradiction, but rather separated the AFR/DP requirement under Section I based on the Namibia Exit Goals articulated in the Namibia CSP. In responding to the AFR/DP request for "concrete examples" we have attached as Annex C "success stories" used during the CSP review as well as those cited in our 1997 Congressional Presentation. Likewise the New Partners Initiative is in a separate Annex B. In trying to incorporate all data requested we have followed Agency guidance first and included additional guidance from AFR/DP as indicated in the Table of Contents. We have attempted throughout the text to highlight the impact of USAID/Namibia's program on policy and institutional reform, as AFR/DP requested under each of the Strategic Objectives.

USAID/Namibia has related it's progress to overall Agency goals, but did not attempt to report against Agency indicators. The Mission will assess whether Agency Indicators are appropriate for its program during the process of finalizing its monitoring and evaluation plan due September 1996. In preparation for the plan USAID/Namibia has requested TDY assistance of Kathy Keel and Karen Teitjen for June 1996.

As you know, USAID/Namibia is in the final stage of effecting a Management Contract with Washington which, when approved, will reflect the foundation of our program over the next five years. As indicated in Section III, "Status of Management Contract", we are concerned about our ability to meet the stated objectives and results shown in the attached report as this is totally dependent on having sufficient program and OE resources to implement the CSP. We look forward to receiving feedback from the established Committee on our R2 exercise.

Regards,

Edward J. Spriggs  
USAID Representative

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<sup>1</sup> Africa Bureau Requirement per " e-mail", February 16, 1996: "R2: Drowning in Guidance"

## Annexes

- A. Acronyms
- B. New Partnership Initiative (NPI)
- C. Success Stories\*

## Foreword

U.S. development and humanitarian assistance to Namibia was initiated in FY 1991. From the outset, there appeared to be a consensus within USAID that USAID/Namibia's main focus should be on basic formal education (with other major donors concentrating their efforts in the productive and health sectors). Although there was no official U.S. assistance strategy for Namibia, USAID/W guidance in FY 1992 permitted the Mission to have two strategic objectives: (1) basic formal and non-formal education and (2) natural resource management. Some assistance in democracy/governance was also approved as a "target of opportunity" with human rights funds administered by the Embassy.

In June 1993, President Nujoma became the first African Head of State to meet with President Clinton in Washington. Reporting cables on that meeting (and a subsequent meeting with Secretary of State Christopher) indicated that Namibia was considered to be a highly regarded democratic partner in Africa, and that the U.S. would look favorably on Namibia's need for additional assistance in training, scholarships and combatting HIV/AIDS. However, by the end of FY 1993, owing to problems with the education NPA, USAID/Namibia was only able to obligate \$1.6 million in bilateral funds and another \$1.5 million in regional SARP funds in support of natural resource management.

In early FY 94, the newly-appointed USAID Representative to Namibia held consultations in Washington on the future focus of the program, which resulted in a revised "interim contract" (94 STATE 024053). As a result, USAID/Namibia undertook a major redesign of the basic education reform program, moving from NPA to projectized assistance in a manner that secured the full participation of the GRN and incorporated substantial U.S. Peace Corps resources. Following this guidance, the Mission also developed a unique, private sector management training program, conducted a D/G assessment, while implementing its ongoing projects and activities.

In FY 1995, USAID/Namibia provided initial funding for the newly-designed Democratic Institution Building Results Package (RP), and a new HIV/AIDS component under its ongoing adult training RP. The regionally-funded natural resource activity was amended to include additional funding to support community based natural resources management through August 1999. During this period (1994 - 1995) USAID/Namibia restructured its entire portfolio to realize greater customer involvement and increased focus on results. Through CY 1995, USAID/Namibia engaged in discussions with USAID/W and its partners to reach consensus on the program focus and strategic direction under the Agency's new reengineering policies. During this period, USAID/Namibia also engaged in extensive consultations with its stakeholders, partners and customers to establish ultimate customer needs and to draft its customer service plan, monitoring and evaluation plan, and Country Strategic Plan.

USAID/Namibia submitted its CSP in January 1996 as the first prepared under the final 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 frame. Based on agreements reached at the strategy review the CSP was approved and Namibia now awaits final approval of the operating unit's management contract, in accordance with section 201.5.12a of the ADS. Based on AID/W recommendations, it was decided to divide the Mission's original education Strategic Objective (S.O.) into two S.O.'s and that the Mission will be given until the end of FY 96 to rework the Results Framework and finalize a Performance Monitoring Plan.

In the absence of an approved program strategy, USAID/Namibia lacked a strategic monitoring, evaluation and reporting system and has had to rely on a combination of concept and project paper indicators (that were developed as part of the Strategy exercise) to report on program impact. This R2 has been prepared within the Strategic Framework approved barely two weeks ago. USAID/Namibia is using this R2 to reaffirm its commitment to managing for results and set the basis for future results reporting. Therefore, this R2 is, in essence, transitional. The split of the education strategic objective will only be fully realized in subsequent R2 reporting, once the Mission monitoring and evaluation plan and revised results framework has been established and approved. Prior impact has been incorporated to the extent possible.

## Section I

### A. Factors Affecting Program Performance

Progress in Namibia depends on continued peace, political stability, sound economic policies and improved regional security. USAID/Namibia firmly believes that Namibia can become an USAID "success story". This statement is, however, based on a continuation of the prevailing assistance environment, and assumes that:

- a. the people of Namibia remain committed to national reconciliation and the peaceful development of their country as they currently appear to be;
- b. the Government -- and the country's major political parties -- remain firmly committed to the building of a multiparty, democratic state and to the protection of the human rights of all its citizens;
- c. the Government continues to pursue economic and social policies which favor equity and stress private initiative, private sector growth, transparency and good governance; and
- d. the Government -- and its development assistance partners, **including the United States** -- are willing and able to provide the level of resources required to fully sustain Namibia's development effort.

Growth in every sector of the economy is severely constrained by the **shortage of skilled, experienced and trained human resources**. There are not enough qualified Namibians to fill available positions in the formal sector (in which there is a 10% skills deficit). Decades of inadequate education and training for the majority population, particularly in the rural areas, has resulted in a lack of marketable and employable skills and very high unemployment figures, officially 22% of adults age 18-40. Linked to this is the nation's most pressing economic and social issue, that of **wide disparity in incomes among its citizens**. Namibia's highly skewed distribution of income favors the five percent minority that receives 70% of the Gross Domestic Product (GDP), that occupies most of the cultivable land and that enjoys incomes on a par with developed countries. This is contrasted with the majority population (black) which lives predominantly in the rural north on less productive communal lands, relies on subsistence farming, has high unemployment, high illiteracy rates (60%) and survives on annual incomes of \$100-\$200 per annum. Under Strategic Objective #1 Improved Training Opportunities for historically disadvantaged Namibians, USAID Namibia focusses on short- and medium-term approaches (two-five years) to develop skills and trained Namibians for the 21st century. These interventions target the majority population through formal and non-formal programs which, should produce a cadre of adults with marketable vocational, technical and managerial skills. The types of programs being implemented include two to three year degree programs (BA, MA and PhD) in priority

skills, managerial training with priority given to the private sector, and structured non-formal adult education and training programs through NGOs.

**The GRN's ability to sustain large budgetary support to education**

and human resource development is linked to achievement of stated results under S.O. #2. Since independence in 1990, the GRN has committed large budgetary allocations to education and social services ranging from 25-35% of its total national development budget. This year's Development Budget allocates 23% most of which is for basic education (grades 1 to 10). Under Strategic Objective #2, Improved delivery of quality primary education to grade 1-4 learners in the most disadvantaged schools, USAID Namibia is supporting the GRN to develop a national curriculum for lower primary education through long-term technical assistance, commodities and training. By 2001 we expect to have in place a complete lower primary curriculum at the national level, and to upgrade the skills of at least 1500 trained teachers located in 500 of the most disadvantaged schools.

**Sustainable natural resources management in collaboration with communities under Community Based Natural Resource Management is dependent upon passage of legislation and policies which will allow communities to benefit from wildlife activities.**

A major aspect of the Community Based Natural Resource Management (CBNRM) is linked to the use of wildlife within the boundaries. The passage of legislation allowing communities to benefit from wildlife is a key piece of achievements of results under Strategic Objective #3, Increased benefits to historically disadvantaged Namibians from sustainable local management and natural resources. USAID has helped the GRN strengthen a fledgling CBNRM program, that would allow local communities living on communal lands (public) to form "conservancies" to derive benefits from natural resource management. However, this legislation is still pending despite some recent gains having been made during the past year. Failure to pass this legislation could seriously thwart stated objectives under Strategic Objective #3 regarding use of wildlife. The slow process of developing adequate policies and programs to effectively manage these natural resources is a major constraint.

**Namibia's democracy is fragile** although on the surface the country appears to have **political stability**. Namibia established itself at independence as a modern democratic state with a liberal constitution and strong commitment to protecting the civil liberties of all its citizens. However, whereas the GRN has upheld the basic tenets of the constitution, established a National Assembly and a second house of Parliament and has conducted free and fair elections (national, regional and local), the GRN has been slow in removing old laws that inhibit stated objectives for equality. In addition, linkages between legislators and citizens have remained weak. Many of Namibia's new political institutions still lack the capacity to operate effectively, due primarily to lack of trained personnel and undeveloped systems and procedures. Also the need for transparency and for a political system that is accountable to its citizens are new concepts in this newly emerging democracy. USAID is targeting assistance under S.O.#4 to strengthening of Parliament based on indicators which will track the number of established committees, contacts between the public, advocacy

groups and legislators and the number of new legislation being introduced on behalf of expressed needs of its citizens.

**Cross Cutting Issues within all four S.O.s are gender, population growth and drought.**

**Gender** issues per the Namibian Constitution, adopted at Independence, establishes a strong framework for **securing and expanding rights for women**. However gender biases have remained deep-rooted and have been re-validated by existing customary, religious, and political structures which remain intact. . Both civil and customary laws consider women to be dependents and minors and these remain on the books. The GRN is finally moving ahead on introduction of legislation on equality of women to reverse generations of discrimination, which will update old South African Laws in accordance with its Constitution. USAID has incorporated gender collection data into all four S.O.s and has devised systems to include gender indicators to ensure participation and representation of women and girls.

**Population** growth rates in Namibia are 3.1% per year which is more than the GDP rate of 2.9%. The GRN is cognizant that if the population growth rate continues at its present rate it could outstrip the development gains being made in education, human resources development and sustainable natural resource management.

In January 1996, the GRN met one of its Round Table donors conference commitments by completing a draft national family planning policy paper, which is currently being vetted within the Government. Namibia's first Planned Parenthood Clinic was opened in January 1996.

**Drought** is linked to the fragile eco-system in Namibia and the ability to have sustained natural resource management under S.O. #3. Much of the Namibian economy is based on renewable resources; for example, agriculture, livestock, wildlife and tourism industry, and fishing. Historically, Namibia has suffered from drought like conditions five out of every seven years during the last century. The GRN recognizes the need for long term strategies to address the countries recurrent drought problem. Per NDP#1, the National Planning Commission has been tasked with developing a long-term plan in response to recurring drought which will include adaptation of better land use and livestock grazing practices, and maximizing water usage.

**CREDIT, HOUSING GUARANTEE AND FOOD-AID PROGRAMS:**

USAID/Namibia does not have Credit, Housing Guarantee and Food aid Programs within its Portfolio and manageable interests. We file a negative response.

## **B. PROGRESS TOWARDS THE COUNTRY GOAL**

USAID/Namibia's overall program goal is "the strengthening of Namibia's new democracy through the social, economic and political empowerment of Namibians historically disadvantaged by apartheid". This goal reflects Namibia's unique history and development challenges. It is founded on the past to help Namibia reverse a century of colonial and apartheid rule, but focusses on Namibia's potentially bright future as a democracy and the need to prepare Namibians to effectively lead their country into the 21st century and prosper as a nation in a highly competitive international environment.

USAID/Namibia's goal corresponds to the GRN's overall objective, as enshrined in Article 98 of the nation's Constitution: "securing economic growth, prosperity and a life of human dignity for all Namibians." USAID/Namibia's goal has direct linkages to three of five Agency goals:

- Goal 1: Encouraging broad-based economic growth;
- Goal 2: Building sustainable democracies; and
- Goal 4: Protecting the environment.

As amplified in Section II, USAID/Namibia's Strategic Objectives are linked to seven of the Agency's Objectives, which are grouped under the three Agency Goals mentioned above.

The assistance program strives to achieve this goal through four closely related strategic objectives addressing: human capacity building through skills training; basic education (Grades 1-4); community-based natural resource management, and strengthening democratic institutions.

Over the past six years, USAID and other donors have contributed to making some progress towards the GRN goal of increased equity within the Namibian society. For instance, since Independence, Namibian life expectancy has risen by three percent; more than 20% of the adult population with no formal education has been enrolled in literacy programs; and access to formal education for the age group 7 - 13 years has increased to 95%. In relative terms the human development index has risen from 135 in 1993 to 108 in 1995. Although the situation remains bleak, these indicators do suggest improvements which are among the best in Africa. In summary, Namibia faces very difficult economic and social problems. Nevertheless, it appears to have better prospects for overcoming them than most other sub-Saharan countries. Indeed, with enlightened donor assistance in strategic areas, Namibia has the potential for becoming a solid development success story.

The U.S. aid program in Namibia -- although just under five years old -- can be credited with a number of solid accomplishments, particularly in promoting policy reforms in education and natural resource management.

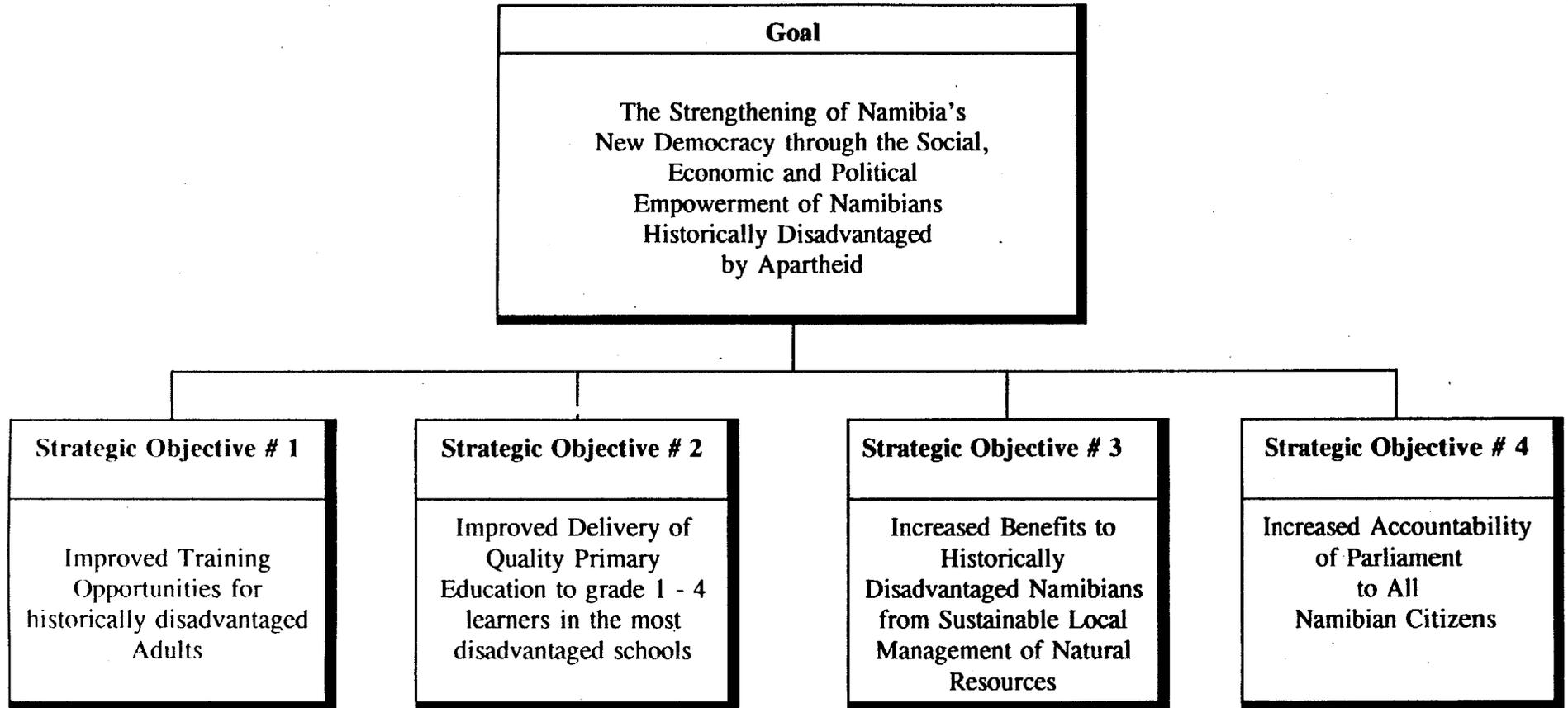
USAID/Namibia has played a major role in helping the GRN reform and improve its basic education system, including shifting the focus of its formal education reform significantly toward primary education -- not an easy task -- given the many strong proponents of strengthening secondary and tertiary education; moving from the former examination-driven system, that was designed to effectively weed out 40 percent of the disadvantaged population, to a learner-centered, continuous assessment system; shifting a greater proportion of its education investments to communal and other rural and peri-urban areas; and introducing policy reforms that have strengthened local community control of education.

In the area of natural resource management, USAID has helped the GRN strengthen a fledgling Community Based Natural Resources Management (CBNRM) program, that is allowing local communities to form "conservancies" to better manage common resources. USAID-financed economic and social assessments have been undertaken in three major socio-ecological regions. USAID's assistance has fostered: the formation of community game guards and community resource monitors in three regions; the establishment of an environmental education center in the Windhoek township of Khomasdal; the formation of an association of community-based tourism bodies; and capacity-building of both field-based NGOs concerned with environmental issues and the Directorate of Environmental Affairs. Work with local women's groups has resulted in sustainable harvesting of long grasses used for thatched roofing. This generates income in lieu of the former slash and burn agricultural practices. USAID has had major policy impact in the areas of regulatory changes to empower local communities to manage their resources, in the formulation of tourism policy and in the creation of an environmental investment fund. Most importantly, USAID/Namibia has substantially raised natural resource management awareness levels among a host of stakeholders, partners and customers.

USAID's initial accomplishments in democracy/governance include: completion of a national D/G assessment, staff training for the National Assembly and National Council, political party building, voter education, and election monitoring. Perhaps most importantly, USAID's initial work with leading parliamentarians in the assessment, designing and early implementation of the new Democratic Institution Building (DIB) Results Package, has supported the development of a consensus in favor of improved transparency and accountability, and more participatory legislative processes through open public hearings and other approaches. Other complementary activities include production of plain-language summaries of the Constitution and parliamentary legislation; and the provision of reference materials on law, human rights and democracy/governance to public institutions. Namibia has established a fragile but working democracy with a relatively free and vociferous print media and private radio stations, which present alternative, often critical, viewpoints on key issues. In the early 1990s Namibia's entire public administration system was completely restructured. The former ethnically-based and multi-tiered system was replaced with a unified structure of 20 ministries. The popularly-elected Government is fully committed to racial and ethnic reconciliation and improving the welfare of all its people. The GRN is pursuing free market policies which show promise of placing the economy on the path of self-

sustaining growth. And the country is relatively free of corruption which erodes so many other developing countries. Namibia is in a strategic area of southern Africa and its capacity to make a peaceful transition from minority domination -- politically and economically -- to majority rule and empowerment improves the stability of the entire southern Africa region.

## USAID/NAMIBIA Strategic Objectives



## Section II

### Progress toward Strategic Objectives & Intermediate Results

#### Strategic Objective #1

##### A. SUMMARY OF DATA

Improving the education and skills of Namibia's historically disadvantaged population so that they can take their rightful place in modern society is probably the greatest challenge facing Namibia. The country's dependency on U.S. and other donor assistance is likely to continue until such time as there is a critical mass of educated, trained and skilled Namibians to lead the development process. An entire generation of citizens has completely missed any opportunity to acquire quality formal education. Although, this lack of education and advanced skills among the general adult population is a major constraint to development, the country's small population makes it possible to materially effect it.

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 60 -70%), are primary causes of high unemployment in Namibia. Accelerated economic growth will not take place until the majority of citizens have the requisite skills to work productively. The Mission's strategy addresses this problem by a two-fold approach: to provide capacity-building assistance to NGOs engaged in basic adult skills training in order to improve non-governmental organizations (NGO) training skills and institutional sustainability; and to provide specialized targeted training to individuals in technical and managerial skills areas (including areas that support the Mission's other S.O.s). Through work with a wide variety of local, development-oriented NGOs, the Mission's S.O. #1 also contributes to the Agency's renewed emphasis on civil society development and increased participation in development at the local level. Under this S.O., USAID/Namibia is also providing, through local NGOs, awareness training in HIV/AIDS prevention. In addition, the Mission recently began advising and assisting the GRN to develop a national Human Resources Development (HRD) strategy along with improved inter-ministerial coordination in this critical area.

USAID/Namibia's NGO activity, Reaching Out with Education to Adults in Development (READ) RP was initiated as non-formal adult education activity. The role of NGOs in the Mission portfolio has since gradually broadened to become the primary vehicle for delivering development assistance. As part of the Mission's 1994/5 restructuring of its portfolio, an informal evaluation of partner NGOs was conducted with Washington participation. The evaluation highlighted that, none of the targeted NGOs had sustainable institutional structures to support the long-term delivery of services to HDNs. The Mission responded by

refocussing activities on strengthening the capacity of local NGOs to carry out development training priorities and to play a larger civil society advocacy role. USAID has supported two Customer Surveys in 1991 and 1994 respectively of NGOs for background information, but also to improve networking among NGO's and donors.

This activity now focuses on the strengthening the institutional capacity of NGOs and the training of NGO trainers. The activity introduces NGOs to modern, innovative and participatory adult non-formal education and training (NFE&T) methodologies. The targeted NGOs are showing progress towards building institutional capacity and at the same time improving the quality of their service delivery to their customers. NGOs are also 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.

In addition, USAID undertook HIV/AIDS related assessments to determine the capacity of GRN, the community and NGOs to provide support for HIV/AIDS victims and assess success in educating the public on HIV prevention. The study ended with a workshop to discuss major findings and recommendations with GRN officials, public and private health providers, donors and NGOs and formed the basis for the design of an NGO strengthening component attached to the READ RP in building capacity among NGOs to undertake HIV/AIDS education and awareness building. The activity involves at least ten local NGOs<sup>1</sup>, and 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>2</sup> in HIV/AIDS awareness training. Local HIV/AIDS NGOs have shown improvement in their abilities to track the impact of their services and have developed four new curricula and manuals for community training. The non-formal adult education activity is assisting the Ministry of Youth and Sport's (MYS) HIV/AIDS youth peer education program(s) through staff training under the HIV/AIDS training of trainers activity. MYS also utilizes the skills of Peace Corps Volunteers in their youth peer education programs. HIV counselling is an area that is severely neglected by the government. USAID supported two NGO counselors to attend a two week training course on HIV pre-and-post test counselling in the U.S.

A Condom Availability and Accessibility study and a HIV/AIDS Youth Sexual Knowledge, Attitudes and Practices study were conducted by USAID during FY 1995 and findings shared with the GRN and NGOs.

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<sup>1</sup> 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.

<sup>2</sup> Okatumbatumba Hawkers' Association

In May 1994, USAID undertook a Human Resources Assessment which identified skills gaps within both the public and private sectors, as well as a dearth of HDN managers, particularly in the private sector. Based on discussions with government and private sector officials, USAID and partners identified short term management training as appropriate to address some of these needs. USAID's intervention will build on the lessons learned during a "pilot" phase to identify the types of internships and firms/organizations for placement of selected trainees. As designed, the pilot activity focuses primarily on the private sector, while a separate component under the African Training for Leadership and Advanced Skills (ATLAS) Program addresses the need for technical skills training. The private sector managerial training will provide an incentive to mainstream companies to hire and promote more HDN men and women managers. Managerial training for the public sector is, on the other hand, designed to strengthen selected economic ministries and parastatals. These incentives are critical for Namibia's future economic growth because a major constraint to the country's inability to attract foreign investment is the "closed end" nature of the well-established or "mainstream" private sector community and an inadequate number of emerging, growth oriented entrepreneurs. The latter is directly related to the lack of Historically Disadvantaged Namibian men and women with mainstream business skills in middle and upper-level management in the private and public sectors. If this activity succeeds, a bilateral HRD RP is planned for FY 1997.

Based on the results of the 1994 Human Resources Assessment, USAID/Namibia increased its targets for advanced skills training threefold -- in a bid to ensure a sufficiently large core of technically skilled Namibians to meet the CY 2005 graduation targets. In addition, the assessment highlighted the persisting effects of gender discrimination in the formal labor market. Women employees tend to be grouped into a narrow range<sup>3</sup>; of the 12,200 women (as opposed to 10,700 men), classified as "professional" in a 1988<sup>4</sup> survey, roughly 10,000 were either nurses or teachers. In contrast, in the engineering, architectural, legal and accounting professions, women were vastly outnumbered by men, while there were virtually no women artisans of any kind and four times more men than women in the category "manager". To address this problem, USAID/Namibia included, in 1994, a female undergraduate component that targets areas of gender bias in the labor market.

The effectiveness of individual training skills in selected areas has been enhanced by the USAID-encouraged establishment of training committees and training assessment plans. Private sector and public sector management boards have been established to provide local oversight and ownership over training activities. In March 1995, USAID and GRN signed a Memorandum of Understanding covering public sector training under which the GRN has agreed to pay salaries and give job guarantees for MA students studying in the U.S. The first wave of Namibian men and women have successfully completed their MA degree studies

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<sup>3</sup> ILO, 1991

<sup>4</sup> 1988 "Manpower" survey, Ministry of Labor and Manpower Development

and have returned to Namibia. (Thirty percent of the awards are reserved for women.) Perhaps most significantly, following dialogue with the GRN on the need for more attention to HRD in its draft five year development plan, the GRN has sought USAID advice and support in crafting a comprehensive HRD strategy for the plan, to form the basis for improved HRD planning and more effective targeting of both GRN and donor resources in this important component of the GRN's development plans.

## B. ANALYSIS OF THE DATA

**Strategic Objective #1: "Improved training opportunities for historically disadvantaged adults".**

*Performance Indicator #1.1: Number of target organizations that use staff development plans that support enhanced roles for trained historically disadvantaged Namibians.*

Twelve key development-related Ministries and parastatals<sup>5</sup> are participating in the HRD training programs. Seven of these target organizations use staff development plans to support enhanced roles for trained HDNs. USAID is assisting and training staff in target organizations in conducting training needs assessments, to establish or strengthen staff development plans and to support enhanced roles for trained historically disadvantaged Namibians.

In addition six NGOs<sup>6</sup> meet the institutional criteria of having appropriate, transparent, functional accounting, personnel and management policies and systems, including staff development plans in place. This result is additive, it reflects synergy between the two intermediate results under this S.O. During the finalization of the M&E plan this target will be revised.

*Performance Indicator #1.2: Number of historically disadvantaged men and women successfully completing USAID supported training.*

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<sup>5</sup> 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

<sup>6</sup> Cooperative Support and Enterprise Development Agency(COSEDA); Namibia Credit and Cooperative Union League (NACCUL); Namibia Women's Center (NWC); Namibia Literacy Programme (NLP); Okatumbatumba Hawkers' Association (O.H.Ass); and. Private Sector Foundation (PSF)

Twelve individuals<sup>7</sup> have so far successfully completed their training which have included short-term<sup>8</sup> and masters degree<sup>9</sup> training. An additional 27 participants are still in the US completing their studies.

Five ATLAS participants have successfully completed their studies and returned to Namibia. Three of these candidate are from the University of Namibia, where 2 women specialized in Basic Education, supporting the Ministry needs and the Mission's targets in S.O. #2. The third candidate (male) was promoted to the position of Senior Assistant Registrar at the University as a result of his USAID-funded studies. The other candidates<sup>10</sup> have been promoted to Education Advisor in the MBEC, and Economist with the Namibia Development Corporation under the Ministry of Trade and Industry respectively. Six more participants are expected to return in 1996 after completion of their post-graduate studies. HRDA Public Sector training sent 7 participants to the U.S. and other countries for training. Another group of 18 will depart early 1996.

In the area of Environmental Education (EE) 20 participants<sup>11</sup> were selected for training in Namibia and South African universities. Seven<sup>12</sup> of these trainees have successfully completed their studies and returned to Namibia. One of the women, Ms. Loini Katoma, was recently promoted from a Director position within the Ministry of Basic Education and Culture (MBEC) to the first female Permanent Secretary of the Ministry. Her interest and skills in environmental education will provide impetus to more fully integrate EE into formal and non-formal education curricula. The Environmental Education component of the READ RP facilitates national and regional training in Environmental Education and Nature Conservation. The component was initiated in 1992, and has steadily increased the number of HDNs trained in EE. Of the first two candidates<sup>13</sup> sent, one, a teacher from the rural area, completed training in Nature Conservation in 1994. In 1995, two out of the six EE trainees who completed their studies, were women.

The Mission is supporting five Masters degrees in Non-Formal Education to build institutional capacity of the MBEC's Department of Adult and Basic Education. These

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<sup>7</sup> Six women and six men

<sup>8</sup> Seven participation Environmental Education

<sup>9</sup> Five ATLAS participants

<sup>10</sup> Both male

<sup>11</sup> 6 female and 14 male

<sup>12</sup> 3 women and 4 men

<sup>13</sup> both female

students, two women and three men, will complete their studies in 1996.

*Performance Indicator #1.3: Number of participatory non-formal education and training programs implemented by target NGOs.*

This is a new indicator that will be refined as part of the finalization of the M&E plan. It is therefore not possible to give an accurate figure on the number of programs implemented, but only a minimum number based on the number NGOs that implement at least one NFE&T program.

25 NGOs participating in the READ RP capacity building and training of trainers activities have developed skills to plan, implement, monitor and evaluate at least one of their activities using participatory non-formal education methodologies. NGOs usually implement more than one activity or program, dependant on the needs of their customers. These NGOs are:

- Aid for AIDS
- Breast Feeding Association (BFA)
- BRICKS Community Project
- Council of Churches in Namibia (CCN)
- Complementary Learning Center (CLC)
- Cooperative Support and Enterprise Development Agency (COSEDA)
- Evangelical Lutheran Church In Namibia (ELCIN)
- Epukiro Adult to Child Development Programme (EACDP)
- Katonyala
- Namibia Credit and Cooperative Union League (NACCUL)
- Namibia Food and Allied Workers' Union (NAFAU)
- Namibia Women's Center (NWC)
- Namibia Tuberculosis Association (NAMTA)
- Namibian Network of AIDS Services Organizations (NANASO)
- Namibian Non-Governmental Organization Forum (NANGOF)
- Namibia Institute for Community Development (NICODE)
- Namibia Literacy Programme (NLP)
- Namibia National Chambers of Commerce and Industry (NNCCI)
- Namibia National Farmers Union (NNFU)
- Okatumbatumba Hawkers' Association (OHAss)
- Private Sector Foundation (PSF)
- Red Cross of Namibia
- Rossing Foundation
- Saamstaan Housing Cooperative
- U-Do Trust

In addition, one of the Community Based Natural Resource Management (CBNRM) NGOs (Integrated Rural Development and Nature Conservation - IRDNC) has a major on-going

program which has been successfully implementing participatory non-formal education and training activities in community based natural resource management under S.O. #3. The focus is to involve the community in determining how they will manage and utilize their natural resources and reflects synergy within the program.

**Performance Indicator #1.4:** *Number of NGOs meeting established sustainability criteria.*

This is a new program indicator, which needs to be refined during 1996.

By 1994 none of the NGOs under any of USAID Namibia's activities had progressed significantly towards institutional sustainability. As a result the activities were re-focused away from skills training, towards building NGO institutional capacity. By the end of FY 1995, seven NGOs<sup>14</sup> have developed the institutional capacity to meet at least 3 of 6 established criteria<sup>15</sup>. Two of these NGOs are female led and serve mostly women. They focus on income generation and small business development with an additional focus of one on skills training and the other on community HIV/AIDS education.

**Intermediate Result #1.1:** *Improved delivery of non-formal education and training services to adult historically disadvantaged Namibians by NGOs.*

**Performance Indicator #1.1.1:** *Number of target male and female trainers delivering participatory non-formal education and training services to historically disadvantaged Namibians.*

The total number of NGO staff trained through the adult, participatory non-formal education and training component of the READ RP reached 77 in 1995. This number (77 trainers) has already exceeded the cumulative projection for 1996. Out of this group, 16<sup>16</sup> NGO staff are

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<sup>14</sup> Cooperative Support and Enterprise Development Agency; Namibia Credit and Cooperative Union League; Namibian Network of AIDS Services Organizations; Okatumbatumba Hawkers' Association; Private Sector Foundation; U-Do Trust; and Integrated Rural Development and Nature Conservation

<sup>15</sup> Established Institutional Sustainability criteria; 1) NGOs plan, implement monitor & evaluate activities as per expressed beneficiary needs, 2) NGOs assess & track the impact of their services on adults, 3) NGOs have a functional plan for financial sustainability, 4) NGOs possess appropriate, transparent, functional accounting, personnel & management policies & systems, 5) NGOs achieve lowered unit cost of service delivery by 15%, and 6) NGOs have clear & accountable governing structures with diverse membership".

<sup>16</sup> 9 women, 7 men

certified as participatory non-formal trainers of trainers. The remaining 61 trainers focus on participatory non-formal training of community educators. An additional 19<sup>17</sup> are undergoing training towards becoming certified participatory non-formal trainers of trainers.

***Intermediate Result 1.2. Increased commitment of public and private sector organizations to improved performance and enhanced technical and managerial roles of historically disadvantaged Namibians through education and training.***

***Performance Indicator #1.2.1. Number of candidates nominated for USAID training programs by target organizations.***

The lack of quality education for generations of Namibians combined with low levels of English skills, reduces the number of potential candidates for any training program. Rather than reduce the training criteria, USAID/Namibia is approaching the problem by wider advertisement of the program; supporting the establishment of training plans and continued dialogue with Ministry Permanent Secretaries and company directors in the private sector. In this way USAID/Namibia is improving the ability of the program to reach established targets. Decisions regarding people trained are made and implemented with the assistance and expertise of the HRDA Public and Private Sector Advisory Boards, made up of representatives of government, private sector organizations and NGOs. Thirty five percent of the awards are reserved for women.

***Performance Indicator #1.2.2. Number of USAID-supported private and public sector organizations involved in organizational transformation.***

At the beginning of 1995 none of the targeted private sector companies and Ministries had staff development plans. Assistance in developing HRD plans and training needs assessment started in the third quarter of 1995, whereafter the training and institutional transformation is expected to manifest. The indicator will capture the success of business to adopt 21st century business strategies and approaches that value efficiency and diversity.

## **C. EXPECTED PROGRESS IN FY 1997 AND FY 1998**

Targeted private and public organizations will be using staff development plans that support of training of historically disadvantaged Namibians in technical and managerial fields. At the same time, the capacity of private and public sector training committees will be enhanced to evaluate the training needs of all segments of the organization; and make objective decisions that lead to the fulfillment of staff development plans. Namibian managers and supervisory

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<sup>17</sup> 10 women & 9 men

staff will have been sensitized to issues such as building and managing diversity; interactive team building; stress management; gender concerns and other 21st century business strategies and approaches. By the end of 1998 more than 1,000 Namibians<sup>18</sup> will have completed training in technical and managerial fields, a significant number in Namibia. The program will have fostered the establishment of a Namibian management alumni forum as an independent networking organization. This will serve as a forum for former participants (and other trainees from other programs) to network on job leads, business opportunities, and other progressive business strategies. The long term goal is for former candidates to utilize the USAID-funded training and resulting enhanced on-the-job experience as a springboard for the development of an indigenous business class which can provide a greater contribution to the mainstream economy of Namibia.

The number of women participating in the training programs at undergraduate and post-graduate levels will have increased due to the introduction of the female under-graduate component. The first group of 4 female undergraduates will be returning to Namibia in 1999. A total of 32 participants<sup>19</sup> will have completed masters degree training and have returned to Namibia by 1998.

At least 4 more women and 9 HDN men will have completed their Environmental Education (EE) Diploma and Degree training. Five staff members from MBEC (two women, three men) will also have completed Masters Degree training in Non-formal Education.

USAID/Namibia expects the total number of programs implemented by NGOs to remain constant during this period. The Mission is targeting 45 NGO programs to introduce Namibian NGOs to NFE & T. Through the participatory capacity building activities, the NGOs' programs have already improved in quality. It is becoming clear that as NGOs start planning for institutional sustainability the trend is to narrow the field of focus rather than expand the number of programs. Targeted NGOs undertake more diverse and focussed activities within a given program. Therefore the number of programs may not expand rapidly, as NGOs are becoming more focused on the needs of their customers and their own internal capacity, but the quality of NFE&T activities implemented by NGOs is expected to increase.

The initial NGO desk audit that was completed as part of the CSP development will be supplemented by a more comprehensive study of the NGO community to better understand their development needs. NGO strengthening will continue as a cross-cutting concern for the implementation of the Strategy. The number of NGOs moving towards, and reaching all 6 institutional sustainability criteria, will increase. At least 5 NGOs will reach full institutional

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<sup>18</sup> Representing roughly 5% of the total number of professional positions in Namibia. The 1988 survey of the Ministry of Manpower Development identified 22,900 positions as professional.

<sup>19</sup> including at least 10 women

sustainability by 1998. Activities under the program will begin to lay the foundation for the development of strong fostering of advocacy capacity in NGOs to effectively support their development agenda , as well as the development objectives outlined in S.O. #4..

**Table 1: Data for SO1: Baseline and Expected Results**  
**Strategic Objective 1: Improved Training Opportunities for Historically Disadvantaged Adults**

Performance Indicator	Precise Definition of Indicator and Unit of Measurement	Baseline Data		Actual Results		Targets		
		Year	Value	1994	1995	1996	1997	1998
				Actual	Actual	Exp'd	Exp'd	Exp'd
1.1: Number of target organizations that use staff development plans that support enhanced roles for trained historically disadvantaged Namibians	Definition: The existence of HRD plans and the extent to which they support the enhanced role of historically disadvantaged Namibians, measured annually  Unit: # of organizations	1992	0	0	13	3	4	6
1.2: Number of historically disadvantaged men and women successfully completing USAID supported training	Definition: Completion of internship or degree/diploma training at accredited institutions  Unit: # men and women trained* (Cumulative)	1992	♂ = 0 ♀ = 0	♂ = 0 ♀ = 2	♂ = 10 ♀ = 8	♂ = 238 ♀ = 87	♂ = 490 ♀ = 170	♂ = 750 ♀ = 250
1.3: Number of participatory non-formal education and training programs implemented by target NGOs	Definition: Non-formal Education and Training programs which fully involve and incorporate NGO participation, concepts, input and feedback  Unit: # programs by target NGOs (Cumulative)	1993	0	1	26	15	30	45
1.4: Number of NGOs meeting established institutional sustainability criteria	Definition: NGO meet the READ Project criteria for Institutional Sustainability**  Unit: # NGOs (Cumulative)	1993	0	0	7	10	12	35
<p>Narrative Comments/Notes:</p> <p>* Expected female participation is 35%.</p> <p>** The wording of this indicator will be reviewed in light of the new S.O. #1 to capture progress more effectively. Criteria for Institutional Sustainability is defined as: 1) NGOs plan, implement monitor &amp; evaluate activities as per expressed beneficiary needs, 2) NGOs assess &amp; track the impact of their services on adults, 3) NGOs have a functional plan for financial sustainability, 4) NGOs possess appropriate, transparent, functional accounting, personnel &amp; management policies &amp; systems, 5) NGOs achieve lowered unit cost of service delivery by 15%, and 6) NGOs have clear &amp; accountable governing structures with diverse membership".</p>								

**Table 2: Data for SO1: Baseline and Expected Results**  
**Strategic Objective 1: Improved Training Opportunities for Historically Disadvantaged Adults**  
**Intermediate Result 1.1: Improved delivery of non-formal education and training services to adult historically disadvantaged Namibians by NGOs**

Performance Indicator	Precise Definition of Indicator and Unit of Measurement	Baseline Data		Actual Results		Targets		
		Year	Value	1994	1995	1996	1997	1998
				Actual	Actual	Exp'ed	Exp'ed	Exp'ed
1.1.1: Number of target male and female trainers delivering participatory non-formal education and training services to historically disadvantaged Namibians:	Definition: NGO trainers that have been trained by USAID projects that deliver Non-formal Education and Training  Unit: # male and female trainers (Cumulative)	1993	0	8M 8F	38M 39F	32	60	90
Narrative Comments/Notes:								

**Table 3: Data for SO1: Baseline and Expected Results**  
**Strategic Objective 1: Improved Training Opportunities for Historically Disadvantaged Adults**  
**Intermediate Result 1.2: Increased commitment of public and private sector organizations to improved performance and enhanced technical and managerial roles of historically disadvantaged Namibians through education and training**

Performance Indicator	Precise Definition of Indicator and Unit of Measurement	Baseline Data		Actual Results		Targets		
		Year	Value	1994	1995	1996	1997	1998
				Actual	Actual	Exp.	Exp.	Exp.
1.2.1: Number of candidates nominated for USAID training programs by target organizations	Definition: Private companies and Ministries complete formal nomination process for each candidate*  Unit: # nominations each year	1992	5	55	72	150	160	170
1.2.2: Number of USAID supported private and public sector organizations involved in organizational transformation	Definition: The number of organizations participating in activities to increase awareness for the need of affirmative action programs and the value of diversity Unit: # of organizations (cumulative)	1995	0	0	0	7	14	20
Narrative Comments/Notes: *This requires commitment from the Ministry or private sector company to a training plan for the career advancement of the candidate								

## Strategic Objective #2

### A. SUMMARY OF DATA

Since the establishment of the USAID Mission in Namibia in 1991, the primary focus of the program has been on basic education reform, to achieve the greatest possible long term sustainable impact. This emphasis on Basic Education supports Agency directives under the new reengineered primary objectives for economic growth. It also contributes directly to increased equity in social, economic and political participation. Just prior to independence, government spending per white student was N\$5,163. In the Owambo Region, where 52% of Namibian students resided, per capita spending was only N\$534 per student. There were similar disparities in the number of certified teachers, teacher/pupil ratios and student performance.

The first major component of the new program -- a rapidly-designed basic education NPA Program -- was authorized in March of 1991. Under this program, USAID/Namibia has contributed to the GRN's goal of reforming and improving its basic education system. In formal basic education, the Mission initially assisted the GRN in its education reform effort by providing budgetary support during a critical period of transition from the former apartheid-based system, supporting the transition from 11 different ethnic departments of education into a unified system of education. However, the extent and complexity of the reform in education was initially underestimated by the NPA program.

USAID/Namibia's initial effort to provide non-project assistance in the education sector was its most salutary learning experience. The decision not to continue the education NPA was made after considerable difficulties with the complex NPA mechanism owing to lack of experience on the part of the GRN, and failure to adequately explain and communicate issues such as conditionality on the part of USAID/Namibia. Since that time, USAID/Namibia has worked diligently to arrive at a mutual and acceptable working relationship with GRN officials that includes continuous and frequent dialogue and ensuring GRN's full participation in the design and implementation of activities.

During FY 1994 USAID/Namibia redesigned the education support program in a manner that secured the full participation of the GRN. Current assistance is focused on providing direct, projectized support for reform of the country's lower primary school system (Grades 1 through 4) by providing technical assistance, commodities, and training to increase the Ministry of Basic Education's capacity to implement a new lower-primary curriculum at the national level. This includes putting into place a unified (appropriate and gender sensitive) national curriculum to replace the eleven different ethnic curricula developed under the Apartheid regime prior to 1990. The activity also provides direct targeted support, through an innovative agreement with Peace Corps, to teacher training in close to 50% of the disadvantaged rural schools in Namibia. Our strategy is unique in being able to provide direct people-level impact in the most disadvantaged rural schools through one of the largest USAID-Peace Corps/PASA interventions in teacher training.

With the signing of the Basic Education Support (BES) RP in June 1994, USAID/Namibia became the largest and most influential donor at the lower primary level. The extensive consultations and dialogue during the design and early implementation phases of this activity resulted in the decision of GRN to substantial reprogram resources from secondary and tertiary levels to the primary level. This has not been easy, and there were strong proponents for the secondary and tertiary education systems. The shift was multifaceted, with a move away from an exam-driven system designed to weed out as much as 40% of the black population, to a learner-centered, continuous assessment system. USAID/Namibia works successfully with the GRN and other donor agencies in focusing attention on the most crucial educational constraints to Namibia's growth. In this regard the challenge is to provide essential inputs into quality and equity without further increasing GRN expenditure. USAID/Namibia has been instrumental in policy reforms that improve community control of educational resources and in achieving significant shifts in educational investments toward the communal and other rural and peri-urban areas. USAID has made outstanding progress on the policy aspects of this Strategic Objective although initial progress in relationship to actual achievement of targets and program outcomes is slow -- principally due to the lag between policy reform and impact and the newness of the key interventions in this S.O. area.

## **B. ANALYSIS OF THE DATA**

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

The Ministry of Basic Education and Culture (MBEC) has made significant progress towards dismantling the former ethnically-based and multi-tiered system and replacing it with a unified Ministerial structure. The MBEC completed an education expenditure review in 1995, as a basis for drafting future education policies aimed at improving efficiency and fostering equity. The review underlined the fact that the unequal financial allocation (which resulted in the unequal access to quality education for historically disadvantaged Namibians) continues to constrain the provision of quality education to disadvantaged schools. Although some change was evident, to date most of these changes are small and not all changes are in the desired direction.

The first year after Independence saw a 10 % general enrolment increase as a result of a backlog of learners who previously had not been in the school system. Many of these new learners were over-aged. While the rate of increase of enrolment still exceeds the population growth rate, the increase in enrollment at the primary level appears to have stabilized at an annual average of 3.75% (compared to 43% and 148% at junior secondary and senior secondary levels respectively). Net enrollment figures in Grade 1 decreased in 1995 to 65,258 (compared to 88,673 in 1991), even though enrollment figures for the age group 7 - 13 increased by 7.5% from 87.5% in 1991. Primary school enrollment rates for girls remain high at 50.4%.

In most grades promotion rates have increased and repetition rates accordingly decreased. The Grade 1 the 1990 repetition rate of 37% has decreased to 32% in 1993. This trend has helped reduce overcrowding and severe over-enrollment.

Learner /teacher ratios have changed only slightly over the past five years. Major differences in learner /teacher ratios still exists across regions, especially in the primary phase. Nationally the proportion of teachers with Grade 12 or higher qualifications has increased from 51,5% in 1992 to 59,2% in 1995. This improvement is disproportionately located in the advantaged schools, with rural disadvantaged schools experiencing a consistent decline in the proportion of qualified teachers.

***Intermediate Result #2.1: Increased capacity of target teachers to implement the new curriculum.***

***Intermediate Result #2.2: Improved curricula and instructional materials at primary schools.***

***Intermediate Result #2.3: Improved learner assessment at primary schools.***

The Basic Education Support (BES) RP under this S.O. addresses the program objective of improving delivery of quality education. Its accomplishments will be indicated by improved quality education services, increases in teacher competencies, wider use of improved syllabi, teacher's guides and continuous assessment in core subjects in targeted schools, and implementation of the new grade 1-4 curriculum in core subjects. Because the target school activity was only piloted in 1995 and full start-up is only anticipated in 1996, the values provided in the tables for 1995 and 1996 are zero. Indicators will measure completion of the process. Prior to the design of the BES RP the Ministry's reform had focussed on strengthening secondary and tertiary education. The old fragmented, ethnic-based syllabi has remained in use in the lower primary classrooms.

The BES RP start-up activities began in 1995. The overall design, methodology and approach towards the testing of curricular materials for Grades 1-4 was piloted. This was done using Peace Corps volunteers trained in two local languages working very closely with MBEC on both regional and national levels. During 1995 three volunteers served in nine schools within three clusters in the most disadvantaged schools in Namibia. The volunteer's activities and schedules were coordinated by a fourth volunteer who also served as liaison between the teachers, principals and regional education offices. Pilot activities provide a firm information base on which to proceed with the implementation phase. Specifically lessons learned relate to how well teachers in these remote areas relate to, and work with, volunteer 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 forms the basis for the curriculum and materials design component of the program.

In mid-1995 the technical team arrived in country and held a consensus-building conference with all stakeholders and partners: high level MBEC officials, Regional Officials representing all 7 regions, inspectors, school principals, teachers and representatives from communities, Peace Corps, USAID and other donor agencies. At that conference program goals were highlighted, and an action plan was developed within the context of Namibia's overall Basic Education Reform Program. Activities and initiatives during the last half of 1995 included the technical team providing inputs at a national level through assistance in Grade 1 syllabi development; translation of the Grade 1 syllabi into 11 Namibian languages; in-service workshops for all grade 1 teachers in use of the new materials; preparation for the introduction to continuous assessment (CA) methodologies; the drafting of pilot CA materials; development of a Teachers Basic Competencies Manual and financial support for the development and production of the document: *A Profile of Education in Namibia*, which was launched by the Minister in early 1996. In late 1995, 18 Peace Corps volunteers were trained in local languages and the new grade 1 syllabi. The volunteers will be placed in 16 clusters of the most disadvantaged lower primary schools at the start of the school year in January 1996.

### **C. EXPECTED PROGRESS IN FY 1997 AND FY 1998**

The new syllabi and materials for Grade 1 will be introduced in January 1996, followed by Grade 2 in 1997, Grade 3 in 1998 and Grade 4 in 1999. A baseline Grade 1 learner assessment will be conducted in early 1996 and followed by Grades 2, 3 and 4 in '97, '98 and '99. Approximately \$100,000 is allocated through the BES RP for the purchase of blackboards for lower primary classrooms operating out of stick and mud structures and under trees.

Demand for education in Namibia is high. Enrollment rates for the age group 7-13 years has increased to 95%. Disadvantaged communities continue to support GRN programs to construct their own lower primary schools. Despite these achievements, the MBEC remains concerned about access for marginalized communities to primary education. USAID will support a study tour of the Director of Education Program Implementation (who is responsible for these marginalized children) to visit sites and programs sponsored by PVOs and government agencies in the US. As a result, the MBEC will have greater capacity to develop and implement appropriate programs to meet the need of marginalized children in Namibia.

During the next five years USAID's support for improved delivery of Primary Education to Namibian learners in grades 1-4 in the most disadvantaged schools will include: activities in

curriculum development and design; translation of materials into the major five Namibian languages; and teacher-training in remote areas. This will support the USAID program goal of expanded access to better services, materials and improved learner outcomes as a result of our interventions.

Table 4: Data for SO2: Baseline and Expected Results

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

Performance Indicator	Precise Definition of Indicator and Unit of Measurement	Baseline Data		Actual Results		Targets		
		Year	Value	1994	1995	1996	1997	1998
				Actual	Actual	Exp.	Exp.	Exp.
2.1: Percentage of most disadvantaged schools meeting established criteria for improved quality education services	<p>Definition: Schools in which project supported teachers are implementing learner centered teaching methodologies*</p> <p>Unit: # of disadvantaged schools as a percentage of the total of 1,023 disadvantaged lower primary schools</p>	1995	0	0	0	3%	10%	20%
2.2 Percentage of boys and girls in the most disadvantaged schools with access to improved quality education services	<p>Definition: Schools in which teachers are implementing learner centered teaching methodologies</p> <p>Unit: # of learners as a percentage of the total number of 187,783 learners in most disadvantaged schools*</p>	1995	0	0	0	3%	10%	20%

**Table 5: Data for SO2: Baseline and Expected Results**

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

**Intermediate Result 2.1: Increased capacity of target teachers to implement the new curriculum**

Performance Indicator	Precise Definition of Indicator and Unit of Measurement	Baseline Data		Actual results		Targets		
		Year	Value	1994	1995	1996	1997	1998
				Actual	Actual	Exp.	Exp.	Exp.
2.1.1: Number of male and female teachers in the most disadvantaged schools implementing learner-centered training methodologies <sup>1*</sup>	<p>Definition: Teachers are using new methods of teaching and continuous assessment</p> <p>Unit: # male and female teachers (Cumulative)</p>	1995	0	0	0	100	300	700
<p>Narrative Comments/Notes:</p> <p><sup>1*</sup> It is anticipated that at least 50% of these teachers are women.</p>								

**Table 6: Data for SO2: Baseline and Expected Results**  
**Strategic Objective 2: Improved delivery of quality primary education to Namibian learners in grades 1 - 4 in the most disadvantaged schools**  
**Intermediate Result 2.2: Improved curricula and instructional materials at primary schools**

Performance Indicator	Precise Definition of Indicator and Unit of Measurement	Baseline Data		Actual Results		Targets		
		Year	Value	1994	1995	1996	1997	1998
				Actual	Actual	Exp.	Exp.	Exp.
2.2.1: Number of syllabi developed for grades 1-4	Definition: Camera ready copies of syllabi approved by MBEC for use in schools  Unit: # of approved syllabi for each grade	1995	4	0	4	8	12	16
2.2.2: Development of a management plan for the Ministry of Education's materials development unit	Definition: A policy manual approved by NIED Management Committee for the Materials Development Unit  Unit: Policy Manual approved: Yes/No	1995	N	N	N	N	N	Y
2.2.3: Percentage of target schools implementing new grade 1-4 curriculum in core subjects	Definition: Number of schools out of the total of 500 target schools where new curriculum materials are in place and in use  Unit: % of target schools	1995	0	0	0	0	20%	40%
Narrative Comments/Notes:								

**Table 7: Data for SO2: Baseline and Expected Results**

**Strategic Objective 2: Improved delivery of quality primary education to Namibian learners in grades 1 - 4 in the most disadvantaged schools**  
**Intermediate Result 2.3: Improved learner assessment at primary schools**

Performance Indicator	Precise Definition of Indicator and Unit of Measurement	Baseline Data		Actual results		Targets		
		Year	Value	1994	1995	1996	1997	1998
				Actual	Actual	Exp.	Exp.	Exp.
2.3.1: Number of curriculum assessment protocols / instruments developed for Grade 1-4	Definition: Continuous assessment manuals and components of each syllabus approved by Continuous Assessment Task Force  Unit: #	1995	0	0	0	9	13	17
2.3.2: Number of male and female teachers in the target schools implementing continuous assessment	Definition: Teacher trainers report... are using new methods continuous assessment  Unit: # male and female teachers (Cumulative)	1995	0	0	0	100	300	700
Narrative Comments/Notes:								

### Strategic Objective #3

#### A. SUMMARY OF DATA

USAID is supporting GRN efforts to improve natural resource management and conservation in communal areas, where poverty and the impact of unsuitable government policies seriously threaten critical habitats on which some of Africa's poorest households subsist. An estimated 100,000 households are effected by severe soil erosion, disturbed water balance and deforestation<sup>20</sup>. This strategic objective in turn supports the Agency's objectives in the environment. The S.O. is directly linked to Agency Objective 4.5 -- sustainable natural resource management -- and contributes indirectly to Agency Objective 4.1 -- biological diversity conserved. It also directly supports the achievement of the third strategic objective under the Agency's Initiative for Southern Africa (ISA), which is: "to establish key regional conditions for sustainable increases in productivity of agriculture and natural resources by smallholders". The emphasis is on conservation of wildlife and other natural resources through a community-based natural resources management (CBNRM) approach, an area in which USAID has considerable experience and comparative advantage. The Strategic Objective focuses on the disadvantaged and vulnerable groups in northern Namibia, by supporting the formation of 'pilot' communities who control, manage and derive benefits/income from local natural resources on a sustainable basis. It is directed at bringing about the necessary national policy and legislative changes to allow communal area populations to derive economic benefits from their natural resources, rights previously denied under the colonial system and apartheid.

The approach taken under S.O. #3 therefore emphasizes community-based tourism, wildlife utilization, and the development of small enterprises --all based on the sustainable use of natural resources. However, part of the legacy of the apartheid conservation policies is a negative environmental perception and attitude in rural communities. The Strategic Objective therefore includes a program of environmental education to increase awareness of local natural resource and environmental issues. The Environmental Education (EE) component is implemented by a Namibian NGO which provides a resources library, desk-top publishing capacity and sub-grants and assistance to NGOs, EE groups, teachers and government staff. This NGO also provide small sub-grants for groups and organizations to carry out EE activities.

The Mission's initiatives in S.O. #3 are being implemented primary through the LIFE RP, originally a five year activity between USAID and GRN's Ministry of Environment and Tourism (MET). A highly participatory mid-term assessment of the LIFE RP was undertaken in 1995. The assessment proved to be an effective approach to developing consensus amongst the program's many partners and stakeholders (including USAID, MET,

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<sup>20</sup> State of the Environment in Southern Africa, Southern African Research and Documentation Centre, 1994

WWF and various NGOs) on the need for greater focus on key rural communities rather than large geographic areas. The assessment found the activity to be highly promising and that work with community-based organizations in target areas is proceeding on a solid foundation, with several communities already making measurable progress toward the establishment of sustainable CBNRM regimes in East and West Caprivi and Eastern Bushmanland. During the mid-term assessment, the Mission revised the LIFE RP description and extended the PACD for additional two years<sup>21</sup>. These changes will enable the Mission to realize significant impact at the intermediate results level. During the 1995 Fiscal Year a total of 235 community members were trained in participatory and technical Natural Resources Management and enterprise management, of which 32% were women. This training has improved the capacity of CBNRM groups at the community level to sustainably manage their natural resources and increase community income. Measurable strengthening of Namibian Government and NGO capacity in CBNRM is already evident.

USAID has contributed towards setting in motion a process of law and policy reform that could provide the basis for reconstruction and the sustainable development of a critical ecosystem on which the majority of Namibians depend for their livelihood. The Mission contributed to advancing important NRM policies and regulations during this period. The policies on Conservancies in Communal Areas and Conservation of Biodiversity and Habitat Protection were passed by Cabinet, while there are several other policies endorsed by the Ministry of Environment and Tourism.

In the area of rural water supply, USAID/Namibia supports a community based management activity (implemented through a grant to a USPVO) in southern Kunene (northwestern Namibia) to establish water point committees and train them in management and technical issues specifically relating to the use and sustainability of their water point. Training is designed to promote democratic values through participatory decision-making and strongly encourages interdependency among community members. This is a pilot initiative to establish a model for rural water committees on a National level. The Department of Rural Water Supply is currently reviewing the possibility of retaining the same USPVO to serve as primary training facilitator for Rural Extension Officers for all 13 Regions in Namibia. To date 30 communities have benefitted from both management and technical training in the southern Kunene Region. Between 45 - 50 % of training certificate holders under the program are women. In addition, one clear indicator of increased efficiency regarding the use of this critical natural resource has been a 30% increase in the number of community vegetable gardens under this program. This has led to increased smallholder commercial activity (mainly between the communities and small local shops). There has also been a marginal increase in the availability of animal fodder, on a seasonal basis, as a result of these gardens.

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<sup>21</sup> The extension was authorized after the needed additional funding was secured from ISA and AFR/W. It is important to note that LIFE's funding, indeed nearly all of S.O. #3, is dependent upon Regional and AID/W Environmental Funds

## B. ANALYSIS OF THE DATA

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

**Performance Indicator #3.1: Community income (gross) from program supported natural resource management activities.**

Without the necessary legislation to allow communities use rights over natural resources, including wildlife, the return of economic benefits to communities has been slower than anticipated for this time period. However, due in large to strengthened USAID conditionality, the needed legislation is on the Parliamentary calendar for introduction (and expected passage) in early CY 1996. Meanwhile, the Mission is making steady progress in developing models that provide benefits to communities.

The Mission's ultimate customers (those in target communities) earned N\$ 131,900 in gross community income from program supported natural resource management activities in 1994. This income increased to N\$ 160,000 for 1995. Most of the income was from community based natural resource related enterprises, such as thatching grass, selling traditional craft, campsite and the sharing of bed-night levies. This income level is expected to increase during this fiscal year once the Conservancy legislation is enacted by the Namibian Parliament.

30 Namibian communities are benefitting from local control of rural water supplies in semi-desert areas.

**Performance Indicator #3.2: *Number of male and female households in target areas economically benefiting from program supported natural resource management activities.***

The data on the number of male and female households receiving benefits has been collected, but not analyzed at the time of this report. The analysis will be complete during the next reporting period.

**Performance Indicator #3.3: *Hectares of communal land under local management***

By law, communal areas belong to the state with no provision for control by occupants. The Conservancy legislation currently being debated in the Parliament makes provision for communal dwellers to have user rights over resources in the communal lands. The use will be governed by community management committees. Until the enabling legislation is passed to allow these local management committees to form conservancies and other forms of local control, the number of hectares remains at zero.

*Performance Indicator #3.4: Number of natural resource management structures created.*

In the absence of Conservancy Legislation, there is no method for entities to legally register with the Ministry of Environment and Tourism.

As part of smaller component of the program, a total of 30 water point committees have been set up in extremely arid southern Kunene. This is a pilot activity undertaken with the Directorate of Rural Water Supply to establish a model for rural water committees on a National level. The activity is expected to result in the formation of a total of 50 committees and will end in 1996. These committees are therefore reported separately under this indicator.

*Intermediate Result: #3.1: Improved policy and legislative environment for local control of natural resources in communal areas.*

USAID/Namibia's programs have contributed to the passage of four CBNRM/EE policies in 1994 and two in 1995. The most significant of these is the Conservancy legislation for which much of the background work has been done in 1994 and 1995. In 1994, the communal conservancy policy was adopted by the Minister of Environment and Tourism (MET); in 1995 it was passed by Cabinet. This policy has been tabled before Parliament<sup>22</sup>.

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 Mission will continue supporting discussions on Land Use Planning and encourage a Land Use bill to be introduced in Parliament within the next two years.

Mission funds support research within the Social Science Division (SSD) of the University of Namibia in support of this Strategic Objective.

The Conservation of Biodiversity and Habitat Protection was endorsed by the MET and passed by Cabinet. This policy prompted initiatives to assess the resource base in Caprivi. One study on elephants has been completed and additional studies will be undertaken from time to time. The Mission will continue to support such efforts in support of policy development.

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<sup>22</sup> The Conservancy Legislation was passed by the National Assembly on March 14, 1996, without controversy. It has been referred to the second House of Parliament, the National Council, where passage is expected imminently. The legislation received strong public endorsement by the President of Namibia in his March, 1996 "State of the Nation" address.

The Mission has assisted the MET in actualizing the Environmental Impacts Assessment (EIA) Policy which was in place prior to the start of the Mission's intervention in Namibia. With Mission support, field staff will be trained in EIA and will carry them out in the target areas. The Mission supported economist in MET has been very active in this effort.

In 1995, the MET adopted a Communal Tourism Policy which encouraged the creation of the Namibian Community Based Tourism Association (NACOBTA). This NGO, which has principal funding from USAID/Namibia, assists over 20 HDN tourism operators to discuss issues and concerns and to advocate for policy and regulation changes.

*Performance Indicator #3.1.1: Number of Namibian men and women participating in local management structures.*

Local management is promoted through the establishment of local management structures targeting different resource uses. Although traditionally men have served in decision making and leadership roles, the Mission is increasing women's involvement in these groups. By 1994, 50% of management was female. In 1995 as the activity initiatives moved to other communities, the number of people involved grew, but the percent of women declined. Women still represent 33% of the management structures, and with continued effort in this regard it is anticipated that this percentage will increase over the next three years.

*Performance Indicator #3.1.2: Number of Namibian organizations strengthened to provide information on natural resource management and environmental issues.*

USAID/Namibia's activities to strengthen organizations to provide information on natural resource management and environmental activities have focussed on NGOs. Two local environmental "umbrella" NGOs were recently formed in large through USAID support to strengthen advocacy in environmental issues. The Namibian Community Based Tourism Association (NACOBTA) works closely with over 20 HDN tourism operators, especially those in communal areas, to share information and network issues: NACOBTA aims to develop a stronger communal tourism sector. They support training and information exchanges as well as policy reform. NEEN, the Namibian Environmental Education Network, is working with all non-formal and formal Environmental Educators in the Country. Their work also entails information exchange and networking as well as development of materials, cooperative activities to celebrate various environmental events and increased media coverage on environmental issues of concerns.

In addition the Mission has strengthened two environmental education centers by providing materials and equipment and in-service training of staff. Semi-annual planning workshops are conducted with Government Environmental officers to effectively plan and coordinate activities in their individual areas.

Targets for this performance indicator will be revised as the Mission M&E Plan and targets are finalized.

*Performance Indicator #3.1.3: Number of regional visits and information exchanges by community based organizations, NGOs and key government officials facilitated by USAID supported programs on environmental issues facing Namibia.*

Community based organizations, NGOs and government officials attended a total of 43 field visits, exchanges, and workshops over the past two years. These include:

- a) National Information exchanges (23)
  - Planning meeting for CBNRM National Program (Jan-94);
  - Salambala Conservancy Feasibility field visit (April-94);
  - PRA Workshop (Apr-94);
  - Bushmanland Environmental Planning Committee (Jan-95);
  - Caprivi Planning workshop (Jan-95);
  - Natural Resource Accounting Sensitization (Oct-94);
  - Grassroots Development and Communication Skills (May-94);
  - Planning Workshop for East and West (Feb-94);
  - Report to Huab Community on socio-economic survival (Feb-94);
  - SSD Planning workshop (Feb-94);
  - Conservation Workshop at Klein Dobe (Feb-95)
  - Participatory Approaches to Environmental Extension (Mar-95);
  - Craft Production and Marketing Workshop (Mar-95);
  - Community-Based Tourism Enterprise Workshop (May-95);
  - Eco-tourism Workshop (May-95);
  - Establishment of an Environmental Investment Fund (May-95);
  - NGO conference (Hardap - 93);
  - Environmental Arts Festival (MET, NGO, -93)
  - Game Rangers exchange (Wereldsend - 93);
  - Earthcare Joambore in Etosha (MET, NGOs - 93)
  - NGO NEEN Conference (1994)
  - EE Project Introduction to Northern Forestry Committee (Rossing Foundation);
  - MET, BBC, NBC
- b) Regional Exchange Visits (7).
  - Sheila Ramsay (Bazarhuto, Mozambique) visit to Namibia (Feb-95);
  - West Caprivi Steering Committee to Zimbabwe (Jul-95);
  - Study tour to Botswana to look at Morama bean production (Apr-95);
  - SSD visit to CABS in Zimbabwe (May-95);
  - Marshall Murphree (University of Zimbabwe/CASS) Visit to Namibia (Jun-95);
  - Sheila Ramsay (Bazarhuto, Mozambique) to Namibia (May-94)

- EEASA (NGOs, MET - 94).
- c) Attendance at Regional & Events (13)
  - USAID funded Kasane CBNRM Workshop (Apr-95);
  - LIFE RP funded CBNRM Workshop in Zambia (Jun-95);
  - IUCN Sustainable Utilization Workshop in Zimbabwe (Aug-95);
  - IUCN CBNRM Course (Aug-Sep 94);
  - CABS/IUCN CBNRM Course (Jun-Jul 95);
  - WWF/SAST Meeting in Harare (May-95);
  - WWF/SAST Meeting in Harare (Feb-95);
  - Symposium on Policy for Consumptive Use (Jun-95);
  - WWF Regional meeting in Kenya (Mar-94);
  - PRA course in Kenya (1994)
  - PCC Meeting in Johannesburg Oct-95;
  - Burkino Faso CBNRM exchange (Jun-95);
  - NAEAA International Education Training course (1995).

The purpose of these exchange visits was to enlighten communities and people that work with them as to other initiatives being undertaken by other communities; share problems and concerns; learn new approaches and methodologies; and solidify plans to carry out their own initiatives. Regional conferences, workshops and exchanges were helpful to government officials and participating community members alike to gain information about lessons learned in other countries in the region. The Mission continues to promote opportunities for exchanges and conferences and it is expected that this activity will increase during 1996 and into 1997.

***Intermediate Result #3.2: Strengthened community-based natural resource management models in target communities.***

***Performance Indicator #3.2.1: Number of project supported CBNRM of models that produce positive net economic benefits to resource users in target areas.***

There are several supported enterprises that yielded positive net economic benefits for communities involved in natural resource management. These various enterprises include:

- Campsites
- Tour guides
- Traditional Craft groups
- Traditional villages
- Canoeing

- Traditional museums
- Bednight levy
- Thatching grass
- Electric fences

***Intermediate Result: #3 b: Improved natural resource base in communal areas.***

Although this intermediate result is not within the USAID/Namibia's manageable interest, the Mission supports activities in related environmental areas including Natural Resource Accounting, Environmental Impact Assessment and water management.

**C. EXPECTED PROGRESS IN FY 1997 AND FY 1998**

Once the conservancy legislation has passed the Mission anticipates a rapid increase in results that benefit communities directly. Passage will allow people in communal areas to control demarcated hectares of land and to make decisions about the use of that land. This will empower people in communal areas to control their natural resources and create income generating activities. During this period, it is expected that six conservancies will be registered with the MET covering an area of 35,000 ha in East and West Caprivi, East Otjozondjupa, and the Uukwalundi area of Omasati. Assistance will be provided with the mobilization and training of conservancy management bodies to ensure that each conservancy has a Management Committee which represents the communities served and a management plan on how the conservancy will be utilized. Community income will have increased by N\$700,000 per year and will benefit 1,750 households. Activities to promote the formation of conservancies will be undertaken on community, regional (within Namibia) and national levels to involve all concerned parties, including regional conservation officials, traditional leaders, local government officials, policy makers in other ministries and NGOs. The technical and extension capacity of the MET will be increased through training to prepare MET staff for the implementation of CBNRM and ensure the sustainability of the intervention. This training will be carried out both under the LIFE RP and in synergy with S.O. #1 technical and managerial training activities.

Activities will be focussed along the Kwando river by means of aerial surveys of key areas. Potential high value sites for the development of tourism enterprises, conservancies and key wildlife areas will have been identified. Land use planning, including (1) the location of conservancy boundaries; (2) core management areas; and (3) the environmental impact assessment of the development of infrastructure will have been completed. The land use plans will be supported with conservancy and natural resource management plans and long term resource monitoring plans.

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.

Policy framework analysis will have been completed for the community management of water points, based on impact assessments relating to water, general environmental, training and policy issues. These impact assessments will have been completed by Namibian based consulting agencies to strengthen local capacity. The training of rural water extension officers to serve communities in 13 regions will have been completed.

The work of the umbrella NGOs, ( NACOBTA and NEEN ) would ensure greater participation of rural communities in environmental issues and policies. The CBNRM conference at the end of January 1996, reaffirmed increased efforts by black-led NGOs in CBNRM activities. Of particular importance is a coordinating NGO to support CBNRM activities in Namibia. Although this concept has been discussed within the MET and between field based NGOs, it has not yet come to fruition. The Mission will encourage the official formation of this coordinating NGO as part of its sustainability efforts for CBNRM in Namibia.

**Table 8: Data for SO3: Baseline and Expected Results**  
**Strategic Objective 3: Increased Benefits to Historically Disadvantaged Namibians from Sustainable Local Management of Natural Resources**

Performance Indicator	Precise Definition of Indicator and Unit of Measurement	Baseline Data		Actual Results		Targets		
		Year	Value	1994	1995	1996	1997	1998
				Actual	Actual	Exp.	Exp.	Exp.
3.1: Community income (Gross) from program supported natural resource management activities	Definition: Financial or substantive benefits distributed to communities. This includes income from all sources i.e. salaries, conservancy, meat from trophy hunting.  Unit: N\$ or equivalent	1993	0	131,900	160,000	350,000	550,000	700,000
3.2: Number of male and female households in target areas economically benefiting from program supported natural resource management activities	Definition: Households receiving income (or substantive benefits)  Unit: # of male/female households	1993	0	410	1158	1250	1500	1750
3.3: Hectares of communal land under local management	Definition: Area / resource under local community control  Unit: # Ha	1993	0	0	0	10,000	16,000	35,000
3.4: Number of natural resource management structures created	Definition: Legal entity/groups established through official procedures and registered with Ministry  Unit: # entities (Cumulative)	1993	0	0	0 + 30 Water pt. committees	4 + 50 Water pt. committees	10	18
Narrative Comments/Notes: Includes conservancies, community based tourism, and other resource based (i.e. grass thatching) business enterprises								

**Table 9: Data for SO3: Baseline and Expected Results**

**Strategic Objective 3: Increased benefits to historically disadvantaged Namibians from sustainable local management of natural resources**  
**Intermediate Result 3.1: Improved policy and legislative environment for local control of natural resources in communal areas**

Performance Indicator	Precise Definition of Indicator and Unit of Measurement	Baseline Data		Actual results		Targets		
		Year	Value	1994	1995	1996	1997	1998
				Actual	Actual	Exp.	Exp.	Exp.
3.1.1: Number of Namibian men and women participating in local management structures	Definition: Community based management bodies  Unit: # men and women (cumulative)	1993	0	men=30 women=15	men=120 women=40	♂ = 200 ♀ = 90	♂ = 200 ♀ = 110	♂ = 300 ♀ = 160
3.1.2: Number of Namibian organizations strengthened to provide information on natural resource management and environmental issues	Definition: NGOs / Community Groups and Institutions able to provide CBNRM + EE information  Unit: # organizations (cumulative)	1993	0	0	3	2	3	4
3.1.3: Number of regional visits and information exchanges by community based organizations, NGOs and key government officials facilitated by USAID supported programs on environmental issues facing Namibia	Definition: Field trips, study tours, exchange visits within the southern African region and nationally  Unit: # visits / exchanges (cumulative)	1993	4	20	43	15	10	10
3.1.4: National policies, legislation and regulations adopted that promote environmentally sustainable resource management practices	Definition: Conservancy legislation, policy on parks and neighbors, community based tourism policy and CBNRM policy  Unit: # policies/legislation	1993	0	4	2	Conservancy Legislation and policy		

Performance Indicator	Precise Definition of Indicator and Unit of Measurement	Baseline Data		Actual results		Targets		
				1994	1995	1996	1997	1998
		Year	Value	Actual	Actual	Exp.	Exp.	Exp.
Narrative Comments/Notes:								

## **Strategic Objective #4**

### **A. SUMMARY OF DATA**

The Mission's Democratic Institution Building (DIB) results package was initiated in August 1995 as the primary activity supporting Strategic Objective #4: Increased accountability of Parliament to all Namibian citizens. Through a grant to the National Democratic Institute for International Affairs (NDI), the DIB is providing technical assistance, commodities and training to develop the institutional capacity and constituency outreach of Namibia's two houses of Parliament. Support to non-governmental organizations and the media aims to enhance their capacity to represent public interests in policy and legislative formulation. This is a new component of the mission's strategy. The performance data tables include preliminary baseline data and targets for the strategic objective to the extent that these have been developed for strategy purposes. USAID/Namibia cannot yet report on performance toward achieving the results of S.O. #4. Activities are underway to establish baseline data not yet available, such as the level of media reporting on parliamentary affairs and advocacy efforts.

### **B. ANALYSIS OF THE DATA**

From 1992 to 1995 -- prior to the implementation of the DIB program -- all of the Mission's democracy and governance activities were dependent on small funds through HR 116(e) and AREAF grants. Despite the short-term and ad hoc nature of these grants, the Mission's democracy and governance activities have had lasting impacts that have begun to contribute to the achievement of results envisaged under S.O. #4. In addition, the Mission's support to Namibian development and service NGOs, under S.O. #1 and S.O. #3, is promoting improved management and practices of democratic governance to help NGOs better serve and represent their constituencies. Building a strong civil society at the grassroots level is a basic need if Namibia's fledgling democracy is to grow. The Mission used the lessons learned from its diverse portfolio of 116(e) and AREAF activities to develop a coordinated approach to D/G. Based on adequate resources the DIB RP will build on the Mission's previous experience and lessons learned.

#### **Strategic Objective #4: Increased accountability of Parliament to all Namibian citizens**

At the S.O. level, the Mission's expected results will gauge if and how elected representatives and future candidates solicit and use public input. The Mission's strategy will contribute directly to three of the objectives under the Agency's goal 2: sustainable democracy built. These are objective 2: more genuine and competitive political processes; objective 3) increased development of politically active civil society; and 4) more transparent and accountable government institutions.

The GRN has upheld the basic tenets of the Constitution, and conducted free and fair

elections at the national, regional and local level. The National Assembly, established after Independence, comprises individuals elected from a national party list on the basis of proportional representation. By establishing a second house of Parliament (the National Council) in 1992, as called for by the Constitution, the GRN addressed the need for better representation of the rural population at the national level. Nevertheless, the government has created few mechanisms for public input, resulting in weak linkages between national legislators and civil society. Political parties have given little attention to soliciting constituency input and formulating electoral platforms.

In 1994, USAID regional assistance enabled NDI to train nearly 1,000 party agents in preparation for the December 1994 national elections. According to election evaluations, approximately half of all polling stations had party agents as monitors. Party poll watchers from opposition parties were able to testify on behalf of the Directorate of Elections on alleged irregularities of voting results in four constituencies. Workshops involving local representatives from all parties helped strengthen local structures and introduced parties to campaigning and constituency outreach techniques: an important step to bridging the gap between parties and the electorate.

Media training enabled parties to use radio and television media extensively in their campaigns. Leaders from all seven parties contesting the election presented platforms during regularly scheduled, free air time offered by the Namibian Broadcasting Company and funded by the grant. Of note, the activities resulted in the *first live public debates by party representatives* and prompted party officials to articulate positions on issues such as crime, education and unemployment (reflected in the baseline data of indicator 4.4). The political party building initiative was complemented by USAID/AREAF support for extensive voter education campaigns in all nine language services of the Namibian Broadcasting Company.

The above achievements represent significant steps towards strengthening the responsiveness of Namibian political parties to the citizens whom they represent. Similarly, increased citizen awareness of the election process resulted in media reports, citizen letters and call-ins to radio programs that promoted a focus on issues-based election campaigns.

***Intermediate Result #4.1: Increased opportunities for citizen participation in the legislative process***

USAID/Namibia's approach is to assist in strengthening a parliamentary structure -- constituency offices, a committee system, open public hearings and public access-oriented parliamentary rules and procedures -- that will permit and encourage citizen participation. USAID's previous activities have enabled Parliament to lay the foundation for these mechanisms. From 1992 to 1994, USAID supported a series of three training workshops as well as technical assistance for Parliamentarians and staff. In July 1993, USAID funds supported a three day training workshop for Parliamentary staff and party whips. A series of panel discussions and working groups resulted in a draft Standing Committee structure and

the development of a set of committee rules. The workshops also resulted in the publication of the Standing Rules and Orders for each of the two houses of Parliament. These reference works are used frequently by members of both houses.

In November 1995, the National Assembly implemented a system of Standing Committees that was based on the recommendations from the 1993 workshop. Outputs from the workshop have provided the framework for current drafts of the Assembly's committee rules, which are due to be submitted for review to the Standing Rules and Orders Committee in early 1996. The draft committee rules require open hearings with testimony from the public. Similarly, an opposition member of Parliament has reported that he drew on information presented at the three workshops to initiate the first ever Private Member's Bill, introduced at the November 1995 session of the National Assembly. The majority in Parliament strongly opposed the bill, which targeted language law, but allowed it to be introduced in recognition of the member's efforts. Of note, a strong base of non-partisan co-operation contributed to the formation of the committee system. Three of eight committees in the National Assembly are chaired by an opposition member.

***Intermediate Result #4.2: Enhanced skills of parliamentarians as legislators and representatives of citizens***

Parliamentarians and staff lack the skills to undertake library, research and public outreach activities needed to support parliamentarians to introduce, amend and debate legislation. These skills are necessary for Namibia's parliamentarians to represent citizen concerns and to provide effective oversight of the dominant executive branch. The National Council, the lower house, has moved from offering no amendments in its first year of existence to proposing amendments on several key pieces of legislation in the 1995 sessions. Nevertheless, the technical merit of the amendments has remained weak.

Central to achieving I.R.s #4.1 and #4.2 is the ability of Parliament to strengthen its institutional capacity. Until 1995, Parliament lacked equipment and information materials and had few staff, most of whom had limited capacity, to provide technical and administrative support to members to carry out their legislative, committee work and representational responsibilities. In May 1995, both houses drafted a blueprint for parliamentary strengthening to increase its effectiveness in its relationships with civil society. Many of the recommendations of the document correlate closely with previous results of the Mission-supported workshops with Parliament, described above. In 1995, GRN authorized the hiring of 55 new staff members, including 27 to provide support to library, research, and public outreach services as well as committee support. The staffing is expected to be complete by mid-1996. GRN commitment to the funding and implementation of the parliamentary activities under S.O. #4 were formalized in October 1995 with the signing of a Memorandum of Understanding between USAID's implementing partner, NDI and the Parliament.

**Intermediate Result #4.3    *Increased public advocacy by NGOs and Civic Groups in local, regional, national and/or media fora***

The Namibian government upholds the principles of freedom outlined in its Constitution. As measured by the Civil Liberties index, Namibia has performed relatively well. Citizens have the right to organize, and the number of civil society organizations has increased ten-fold since Independence in 1990. Despite links between a portion of the press and political parties or the government, the media is relatively free and regularly critiques government performance and reports mismanagement and corruption. However, many of the old laws are still on the books and need to be repealed to redress gender and racial inequities promulgated under colonialism and apartheid in line with the Namibian Constitution.

Civil society organizations in Namibia are still developing effective management and organizational skills. Most currently lack the advocacy skills to engage the state on issues of public concern. NGOs and civic groups, as well as business associations and unions, have become more cognizant of their responsibility to channel public input into legislative and policy formulation. Increased advocacy efforts among NGOs have resulted in, *inter alia*, a national conference of 300 rural people on land reform issues; lobbying by a national chamber of commerce, which unifies white and black business sectors, on economic and labor policies, including affirmative action; and the use of media to challenge government housing and micro-enterprise policies. At the same time, NGOs are demonstrating alternative policy and program options by undertaking pilot activities and collaborating with ministries and officials at the local and regional level.

Activities under all USAID/Namibia S.O.s will contribute to increased public advocacy by NGOs at all levels through two inter-related approaches: First, by supporting NGOs and civic groups to use the media and the parliamentary fora, when it is in place, as platforms for representing the interests of their constituencies to Parliament; and secondly, the program will be developing advocacy capacity as part of the organizational strengthening activities undertaken under S.O. #1 for target NGOs. Although the Mission has only recently targeted support to advocacy, USAID/Namibia has achieved several notable successes both through its democracy and governance support and its work with NGOs under S.O.s #1 and #3.

In 1994/5, two 116 (e) grants to the Legal Assistance Center, a public interest law firm, supported its advocacy initiatives on behalf of children, particularly juvenile offenders. The achievements of these grants have provided a model for NGO participation and collaboration with government for policy and legislative reform. In FY 1994, USAID supported a workshop that brought together representatives of public, private and NGO organizations to discuss children's rights. The collaboration established at this workshop continued with the Legal Assistance Center (LAC) and the University of Namibia's Human Rights Documentation Center (HRDC) working closely with the Ministry of Health and Social Services and the Ministry of Justice to draft a new children's act, including reforms in the handling of child neglect and abuse. Of note, LAC and HRDC highlighted critical

shortcomings in how juveniles are treated under Namibia's penal system. In July 1994, LAC convened a juvenile justice forum involving 7 government Ministries, Namibian NGOs, and UNICEF. Their ongoing advocacy and collaboration with the government resulted in a policy reform removing children from incarceration in adult prison facilities where they were at risk of physical abuse to separate facilities pending identification of places of safety for future housing.

Through a follow-on 116 (e) grant, the Legal Assistance center is implementing a Juvenile Justice Diversion program aimed at establishing judicial and police systems for diverting youth from arrest, court procedures, and prison sentences and for involving families and children in consultations. LAC worked with local ministry and judicial officials to pilot a screening process for youth awaiting trial at the Windhoek Magistrate's court. It is envisaged that this process be expanded throughout Namibia and be institutionalized as part of a permanent structure for juvenile justice.

The most obvious achievement of these USAID interventions is an improved legal and institutional framework for children's rights, a result that shows how advocacy can contribute to Agency Objective 2.4 to strengthen the rule of law and respect for human rights. However, it must be noted that the level of NGO participation in drafting and piloting these reforms has been heretofore unknown in Namibia, due to the dominance of the executive branch and the lack of public consultation and input into draft policy and legislation. On an international level, Namibia's work on children's rights led to its role as a forceful proponent of the rights of the girl child at the 1995 UN World Conference on Women.

USAID's support to community based natural resource management in targeted areas has drawn attention to the need for conservancy legislation to benefit residents in communal areas. Through dialogue, discussions and increased media coverage among NGOs, community members and government officials, the benefits of granting use rights to communal dwellers has become widely known and supported. With assistance from USAID, the Conservancy Policy, initially drafted and approved by the MET, has been endorsed by the Cabinet. It was tabled in the National Assembly at the end of February 1996, with expected passage by mid-March. This bill will allow community management teams to demarcate a number of hectares where natural resources, including wildlife, can be managed for tourism and/or consumptive use. The benefits from these activities within the conservancies will be returned directly to the communal areas to improve their standard of living.

Yet another example of NGO activity in policy reform has occurred in the HIV/AIDS area. NANASO, the HIV/AIDS umbrella NGO, supports over 10 smaller NGOs and trade unions with funds from USAID. They have successfully lobbied for more liberal regulations for HIV infected workers. They 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. This appointment was carried out the end of February and it is anticipated that services and resources in the area of HIV/AIDS will improve in the near future.

### **C. EXPECTED PROGRESS IN FY 1997 AND FY 1998**

USAID/Namibia expects that its Parliamentary strengthening activities will yield tangible results in FY 1997 and FY 1998. By the middle of FY 97, a public information office, new parliamentary procedures, and an on-line library and research system will be in place. Both houses of Parliament will have established committee systems and procedures to support public input. USAID expects that a comprehensive Parliamentary structure that provides for citizen participation will be *operationalized* by the end of FY 1998. Even though, the two houses will have the capacity to undertake public hearings, conduct open press hearings, and visits to constituencies, the Mission anticipates that it will take several years before the structures are used effectively. Parliamentarians using the new fora to solicit public input will represent a landmark achievement.

NGO involvement in the legislative process will be contingent on the establishment of the new parliamentary fora. However, once mechanisms for public input are in place, the Mission anticipates a small but steady increase in the participation of NGOs and civic groups in the legislative process.

Because the NGOs are still in the transition to become effective developmental organizations, few NGOs in Namibia have experience in advocacy and representational skills. Their priority is to improve services to communities and ultimate customers. However, some NGOs are beginning to recognize the importance of policy and legislative reform that supports the development needs of their constituencies. Given the lack of advocacy skills, as well as USAID's limited resources in this area, the Mission will seek to improve the effectiveness of a limited number of NGOs on specific advocacy initiatives. It is likely that in FY 1997 and FY 1998, as NGOs begin to gain experience in advocacy, their efforts will target policies and programs by line ministries and by government officials at the local and regional levels. It is envisaged that training will give NGOs practical skills in policy analysis and effective communication, with the measurable result that NGOs increasingly use the media to represent the interests of their constituencies. Should funds become available in FY 1997, USAID would concentrate efforts in coalition building and work with local NGOs to establish a national NGO to serve as a resource center to facilitate advocacy and to monitor systematically policy and legislative activities as well as election campaigns.

Similarly, training and support to Parliamentarians as well as media personnel will contribute to an increased use of the media, by parliamentarians, journalists and the public, as a platform for public information and debate on legislative activities.

Planned regional and national elections in 1998 and 1999 will also provide an opportunity for USAID to strengthen Namibia's electoral process. Again, depending on the availability of funds, USAID would support Government initiatives to improve voter registration and electoral administration. Training and technical assistance to parliamentary parties and civil society organizations would promote outreach with constituents, open public debates, and civic education. It is envisaged that these interventions would result in the development of issues-oriented election platforms and a better informed electorate.

**Table 10: Data for SO3: Baseline and Expected Results**

**Strategic Objective 3: Increased Benefits to Historically Disadvantaged Namibians from Sustainable Local Management of Natural Resources**  
**Intermediate Result 3.2: Strengthened community-based natural resource management activities in target communities**

Performance Indicator	Precise Definition of Indicator and Unit of Measurement	Baseline Data		Actual Results		Targets		
		Year	Value	1994	1995	1996	1997	1998
				Actual	Actual	Exp.	Exp.	Exp.
3.2.2: Number of project supported CBNRM models that produce positive net economic benefits to resource users in target areas	Definition: Activities initiated and run by communities  Unit: # enterprises	1993	0	4	7	9	13	17
Narrative Comments/Notes: Actions include setting regulations, allotting benefits and working with outside groups								

**Table 11: Data for SO4: Baseline and Expected Results**  
**Strategic Objective 4: Increased Accountability of Parliament to All Namibian Citizens**

Performance Indicator	Precise Definition of Indicator and Unit of Measurement	Baseline Data		Targets		
		Year	Value	1996	1997	1998
				Exp.	Exp.	Exp.
4.1: The extent to which the legislative process meets established criteria for representing the concerns of different citizen groups	Definition: Established criteria Unit: Y/N	1995	0 of 5	2 of 5	3 of 5	4 of 5
4.2: Number of public hearings, including committee hearings, held with citizen participation	Definition: # of hearings that facilitate citizen input* Unit: # of hearings	1995	0	5	7	10
4.3: Number of media reports reflecting interaction of parliamentarians and staff with the press on concerns generated by different citizen groups	Definition: Press reports on different citizen group concerns based on direct comments by or interviews with Parliamentarians and staff Unit: Total # of print and electronic media reports	1996	TO BE ESTAB.	Est. 10% growth per year		
4.4: Number of open, public debates by party candidates in national and regional election campaigns	Definition: Debates involving two or more candidates responding to questions Unit: #	1994 elections	2	N/A	N/A	5
Narrative Comments/Notes: First hearings expected to be held in 1996						

**Table 12: Data for SO4: Baseline and Expected Results**  
**Strategic Objective 4: Increased Accountability of Parliament to All Namibian Citizens**  
**Intermediate Result 4.1: Increased opportunities for citizen participation in the legislative process**

Performance Indicator	Precise Definition of Indicator and Unit of Measurement	Baseline Data		Targets		
		Year	Value	1996	1997	1998
				Exp.	Exp.	Exp.
4.1.1: The adoption of parliamentary procedures that facilitate citizen input	Definition: A procedure or rule which facilitates citizen inputs into deliberations of both Houses  Unit: Y/N	1995	No	Yes	Yes	Yes
4.1.2: Number of standing and ad hoc committees created that facilitate citizen input or hold public hearings	Definition: # of committees involving Parliamentarians that facilitate citizen input  Unit: # of committees created	1995	0	3	5	7
4.1.3: Number of visits from parliamentarians to constituencies	Definition: Number of visits by parliamentarians to conduct open meetings, town meetings or debates in different constituencies*  Unit: # of visits	1995	To be estab.			
Narrative Comments/Notes: Total number of administrative regions in Namibia is 13						

**Table 13: Data for SO4: Baseline and Expected Results**

**Strategic Objective 4: Increased Accountability of Parliament to All Namibian Citizens**

**Intermediate Result 4.2: Enhanced skills of parliamentarians as legislators and representatives of citizens**

Performance Indicator	Precise Definition of Indicator and Unit of Measurement	Baseline Data		Targets		
		Year	Value	1996	1997	1998
				Exp.	Exp.	Exp.
4.2.1: The % of weekly press briefings meeting established criteria for including concerns of citizens	Definition: Established criteria* Unit: %	1995	0%	25%	50%	75%
4.2.2: The number of times public and media use the Parliamentary information office	Definition: Requests by phone, letter or visit Unit: Total # of requests	1995	0%	Office established	Estimated 10% growth per year	
Narrative Comments/Notes: * Parliament conducts weekly press briefings in which (1) parliamentarians and staff conduct Questions and Answers sessions; and (2) parliamentarians and staff address topical citizen generated issues						

**Table 14: Data for SO4: Baseline and Expected Results**

**Strategic Objective 4: Increased Accountability of Parliament to All Namibian Citizens**

**Intermediate Result 4.3: Increased public advocacy by NGOs and Civic Groups in local, regional, national and/or media fora**

Performance Indicator	Precise Definition of Indicator and Unit of Measurement	Baseline Data		Targets		
		Year	Value	1996	1997	1998
				Exp.	Exp.	Exp.
4.3.1: Number of media reports covering NGO and Civic groups public advocacy	<p>Definition: Press reports covering NGO / Civic Group activities, statements, actions and reports in support of different citizen group concerns</p> <p>Unit: # of print and electronic reports</p>	1996	To be estab.			
4.3.2: Number of times NGOs and Civic Groups participate in new parliamentary fora	<p>Definition: Groups attend to lead discussions</p> <p>Unit: # of times</p>	1993	0	5	10	15

## Section III

### Status of the Management Contract

USAID Namibia is currently negotiating a Management Contract with USAID/Washington based on the February 13-16 review of the Country Strategic Plan with the following major agreements:

Number of Strategic Objectives: Four

Mid Term Review of Results: FY 1998

Approved Resource level: \$8 million minimum beginning FY 96

Approved Staffing: USDHs 5 until 1997; thereafter 4<sup>23</sup>  
USPSCs 2 until 1997; thereafter 3  
\* FSNs 19 until 1997; thereafter 18  
(\*Excludes the one DHFSN)

#### A. STRATEGIC OBJECTIVE CHANGES OR REFINEMENTS

Agreement reached during February review of USAID/Namibia's Country Strategic Plan to split S.O. #1 into two S.O.s as follows:

S.O. #1: Improved training performance and education/ Training Opportunities for HDNs

S.O. #2: Improved Delivery of quality primary education to grades 1-4 Learners in the most disadvantaged Schools

Remaining two Strategic Objectives remained in tact except for renumbering of S.O.s

S.O. #3: Increased Benefits to historically disadvantaged Namibians from Sustainable Local Management of Natural Resources

S.O. #4: Increased Accountability of parliament to all Namibian Citizens.

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<sup>23</sup> The transition from 5 to 4 USDH positions assumes that the Mission will be provided with a Program Funded USPSC position.

It was decided that USAID/Namibia would not be required to develop goal-level indicators, since the Mission's "Exit Goals" articulate the achievements anticipated by 2005 "graduation". These would be reviewed mid-way through the strategy period (1998).

## **B. SPECIAL CONCERNS OR ISSUES**

**DA Resources:** Our priority concern is the level of resources that will be available to enable USAID/Namibia to carry out its stated objectives over the next five years. The \$8 million is the medium scenario which is \$1.4 million less than requested. At that level it places planned activities in democracy and governance and advocacy in jeopardy.

**Staffing constraints:** likewise our ability to carry out our stated objectives is linked to the Missions management capacity, including staff and OE funds. A proposal to reduce the number of USDHs has been linked to increases in USPSC ceiling. Sufficient OE and OE-funded FSN positions to maintain the Mission's management capacity is a major concern. Finally the Mission awaits an AFR decision on an additional program-funded USPSC position to manage S.O. #4 (Democracy) activities.

## **C. 22 CFR 216 ISSUES AND SCHEDULE**

N/A.

USAID/Namibia does not anticipate initiating any new activities requiring IEEs or EAs. In anticipation of the Namibian CSP the Mission has worked extensively during 1995 with its Namibian partners and REDSO/ESA to develop the scope of work for the Background Threats Assessment, which will commence during early CY 1996.

## Annex A

### Acronyms

ADS	Automated Directives Systems
ATLAS	African Training for Leadership in Advanced Skills Project
BES	Basic Education Support Project
BFA	Breast Feeding Association
CASS	Center for Applied Social Sciences
CBNRM	Community-based Natural Resources Management
CCN	Council of Churches in Namibia
CLC	Complementary Learning Centre
COSEDA	Cooperative Support and Enterprise Development Agency
CSO	Central Statistics Office
D/G	Democracy & Governance
EACDP	Epukiro Adult to Child Development Program Katonyala
EE	Environmental Education
EIA	Environmental Impact Assessment
ELCIN	Evangelical Lutheran Church in Namibia
GRN	Government of Namibia
HDNs	Historically Disadvantaged Namibians
HIES	Household Income and Expenditure Survey
HRD	Human Resources Development
HRDA	Human Resources Development Assistance
IRDNC	Integrated Rural Development and Nature Conservation
LAC	Legal Assistance Center
LIFE	Living in a Finite Environment Project
LOP	Life of Project
MBEC	Ministry of Basic Education and Culture
NACCUL	Namibia Credit and Cooperative Union League

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NACOBTA	Namibia Community Based Tourism Association
NAFAU	Namibia Food and Allied Union
NAMTA	Namibia Tuberculoses Association
NANASO	Namibia Network of AIDS Services Organizations
NANGOF	Namibian Non-Governmental Organization Forum
NEEN	Namibian Environmental Education Network
NFE&T	Non-Formal Education and Training
NGO	Non-Governmental Organization
NICODE	Namibia Institute for Community Development
NLP	Namibia Literacy Program
NNCCI	Namibia National Chamber of Commerce and Industry
NNFU	Namibia National Farmers Union
NPC	National Planning Commission
NRM	Natural Resources Management
PCC	Project Coordination Committee (Regional NRMP)
PRA	Participatory Rural Assessment
PVO	Private Voluntary Organization
READ	Reaching out with Education to Adults for Development Project
RP	Results Packages
SO	Strategic Objective
SSD	Social Sciences Division (UNAM)
UNAM	University of Namibia

## Annex B

### New Partnership Initiative

USAID/Namibia's strategy is to maximize the use of PVOs and NGOs as primary vehicles for delivery of development assistance. Over the next five years, the Mission foresees these organizations playing an even larger role, depending on the various budget assumptions. Three of USAID/Namibia's four Strategic Objectives are linked together through the program's rather substantial involvement with U.S. and local NGOs in each S.O. area as summarized in Table 1. Building civil society will help establish a dynamic, sustainable development environment in Namibia that will empower Namibians to engage in finding solutions to their development challenges. Promotion of such a dynamic between civil society and government is an appropriate USAID emphasis in democratic countries, where the citizens can and should play (or be empowered to play) a larger "policy dialogue" role than that played by bilateral donors. In terms of the Agency's 40% target for NGOs, USAID/Namibia is already at this marker in terms of program implementation. New activities (D/G and HRDA) will be run almost exclusively through PVOs and NGOs.

USAID's single largest on-going NGO activity, Reaching out with Education for Adults in Development (READ), supports NGO strengthening in the portfolio. USAID supports other local NGOs under each of its three S.O.s, but to a lesser extent. Under READ, World Education Inc. (WEI), the implementing USPVO, is assisting some 25 different local NGOs in developing institutional sustainability. The formation and support of umbrella NGOs has been successful in further strengthening a number of smaller NGOs. In HIV/AIDS, a new area of focus under READ, WEI is working closely with NGOs who are providing community services in that area. In addition, under READ, USAID is providing a \$1.5 million grant to a major local NGO, the Rossing Foundation, to carry out environmental education.

Most of Namibia's indigenous NGOs originate from the pre-independence period. They can be divided roughly into three categories: (1) those that were created during the resistance movement against the South African regime under apartheid; (2) those set-up by the South African Government to undermine the development of free civil society; and (3) those established by businesses to fulfill their "social responsibility" mandates. The first group have strong constituencies within the disadvantaged sectors of the population, but due to constant harassment by the South African Government and their reliance on donor funding, failed to develop sustainable institutional structures and tended to maintain donor driven programs. The other two groups generally have well developed institutional structures and programs, but don't have representative management structures, are managed/controlled by white-led boards which are generally regarded with suspicion and mistrust by the HDN population. Under this setting, advocacy is not new. What is new is the movement

away from politically-based approaches (e.g. "protest") to development approaches. One of the major problems encountered by NGOs has been this transition. The challenge has been to get NGOs to refocus their energies on development issues and to think in the mode of services to their constituents with accountability and participatory approaches. The transition is complicated by the complex interplay of traditional attitudes, regulations and funding mechanisms that support the maintenance of the status quo.

Few NGOs in Namibia have staff with experience and skills in advocacy or even representational skills. Because the NGOs are still in the transition to become effective developmental organizations, their priority is to improve services to communities. However, some NGOs are beginning to recognize the importance of policy and legislative reform that supports the development needs of their constituencies. Given the lack of advocacy skills, as well as USAID's limited resources in this area, the Mission will seek to improve the effectiveness of a limited number of NGOs on specific advocacy initiatives. It is likely that in FY 1997 and FY 1998, as NGOs begin to gain experience in advocacy, their efforts will target policies and programs by line ministries and by government officials at the local and regional levels. It is envisaged that training will give NGOs practical skills in policy analysis and effective communication, with the measurable result that NGOs increasingly use the media to represent the interests of their constituencies. Should funds become available in FY 1997, USAID would concentrate efforts in coalition building and work with local NGOs to establish a national NGO to serve as a resource center to facilitate advocacy and to monitor systematically policy and legislative activities as well as election campaigns. The "contract" approving USAID/Namibia's CSP provides for the Mission's OYB to be reduced by about 17% the impact of which would be a significant reduction in DG and READ RP future funding. Among the casualties are more well-developed NGO advocacy capacity and the NGO "Advocacy Centre".

Strong NGO involvement in the legislative process will be contingent on the establishment of the new parliamentary fora. However, once mechanisms for public input are in place, the Mission anticipates a small but steady increase in the participation of NGOs and civic groups in the legislative process.

While the GRN per their NDP#1 statements, considers the NGO community as partners and as a resource in dealing with critical development issues, very little has been done to encourage the development of sustainable local NGOs. Six years after independence, many NGOs are still struggling to define themselves, while some are merely paper organizations with no sustainable means of support; others are making the transition to viable and full fledged NGOs able to provide services to communities and clients. The role of NGOs in post-independent Namibia is still evolving and requires continued monitoring and support.

## RESULTS:

An NGO survey conducted in early 1991 identified 60 such organizations involved in some aspect of NGO related activities under the "informal" system of working within the community without official GRN designation as NGOs.

In preparation for the CSP, USAID funded a desk audit of NGO's active in the three S.O.s but has decided that given the strategy approach to use NGOs, a more encompassing study of the NGO community is required. Such a study will be part of a baseline data collection process during the first year of CSP implementation.

### A. NGO CAPACITY BUILDING:

USAID/Namibia's NGO activity, Reaching Out with Education to Adults in Development (READ) RP was initiated as non-formal adult education activity. The role of NGOs in the Mission portfolio has since gradually broadened to become the primary vehicle for delivering development assistance. As part of the Mission's 1994/5 restructuring of its portfolio, an informal evaluation of partner NGOs was conducted with Washington participation. The evaluation highlighted that, none of the targeted NGOs had sustainable institutional structures to support the long-term delivery of services to HDNs. As a result the activities were re-focussed away from literacy training, towards increasing NGO institutional sustainability. By the end of FY 1995, seven NGOs<sup>1</sup> have developed institutional capacity to meet at least 3 of 6 established criteria<sup>2</sup>. Two of these NGOs are female led and serve mostly women. They focus on income generation and small business development with an additional focus of one on skills training and the other on community HIV/AIDS education.

NGO strengthening will continue as a cross cutting concern for the implementation of the Strategy. The number of NGOs moving towards, and reaching all 6 institutional sustainability criteria, will increase. It is expected that at least 5 NGOs will reach full institutional sustainability by 1998. Activities under the program will begin to lay the foundation for the development of strong fostering of advocacy capacity in NGOs to effectively support their development agenda.

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<sup>1</sup> Cooperative Support and Enterprise Development Agency(COSEDA); Namibia Credit and Cooperative Union League (NACCUL); Namibian Network of AIDS Services Organizations (NANASO); Okatumbatumba Hawkers' Association; Private Sector Foundation; U-Do Trust; and Integrated Rural Development and Nature Conservation (IRDNC)

<sup>2</sup> Established Institutional Sustainability criteria: 1) NGOs plan, implement monitor & evaluate activities as per expressed beneficiary needs; 2) NGOs assess and track the impact of their services on adults; 3) NGOs have a functional plan for financial sustainability; 4) NGOs possess appropriate, transparent, functional accounting, personnel and management policies and systems, 5) NGOs achieve lowered unit cost of service delivery by 15%, and 6) NGOs have clear and accountable governing structures with diverse membership".

USAID/Namibia targets 45 programs to introduce Namibian NGOs to NFE & T. The Mission expects the total number of programs implemented by NGOs to remain constant. Through the participatory capacity building activities, the NGOs' programs have already improved in quality. It is becoming clear that as NGOs start planning for institutional sustainability the trend is to narrow the field of focus rather than expand the number of programs. NGOs rather undertake more diverse and focussed activities within a given program. Therefore the number of programs may not expand rapidly, as NGOs are becoming more focused on the needs of their customers and their own internal capacity, but the NFE&T activities implemented by NGOs is expected to increase. The total number of NGO staff trained through the adult, NFE&T component (READ RP) reached 77 in 1995. This number (77 trainers) has already exceeded the cumulative projection for 1996. Out of this group, 16 NGO staff<sup>3</sup> are certified as participatory non-formal trainers of trainers. The remaining 61 trainers focus on participatory non-formal training of community educators. An additional<sup>4</sup> 19 are undergoing training towards becoming certified non-formal trainers.

25 NGOs participating in the READ RP capacity building and training of trainers activities have developed skills to plan, implement, monitoring and evaluating at least one of their activities using participatory non-formal education methodologies. NGOs usually implement more than one activity or program, dependant on the needs of their customers. These are:

- AIDS for AIDS
- Breast Feeding Association (BFA)
- BRICKS Community Project
- Council of Churches in Namibia (CCN)
- Complementary Learning Center (CLC)
- Cooperative Support and Enterprise Development Agency (COSEDA)
- Evangelical Lutheran Church In Namibia (ELCIN)
- Epukiro Adult to Child Development Programme (EACDP)
- Katonyala
- Namibia Credit and Cooperative Union League (NACCUL)
- Namibia Food and Allied Workers' Union (NAFAU)
- Namibia Women's Center (NWC)
- Namibia Tuberculosis Association (NAMTA)
- Namibian Network of AIDS Services Organizations (NANASO)
- Namibian Non-Governmental Organization Forum (NANGOF)
- Namibia Institute for Community Development (NICODE)
- Namibia Literacy Programme (NLP)
- Namibia National Chambers of Commerce and Industry (NNCCI)
- Namibia National Farmers Union (NNFU)

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<sup>3</sup> 9 women, 7 men

<sup>4</sup> 10 women and 9 men

- Okatumbatumba Hawkers' Association (OHAss)
- Private Sector Foundation (PSF)
- Red Cross of Namibia
- Rossing Foundation
- Saamstaan Housing Cooperative
- U-Do Trust

## B. NGO INVOLVEMENT IN HIV/AIDS:

The READ RP has a \$1 million NGO strengthening component in HIV/AIDS education and awareness, involving ten local NGOs, which already generated some "success stories". Among them is a USAID-fostered public commitment to a GRN-NGO partnership in the fight against HIV/AIDS and the engagement of an important women's business association<sup>5</sup> in HIV/AIDS awareness training.

The aim of the activity is to form partnerships with HIV/AIDS NGOs, to build institutional capacity within these NGOs, and to train NGO staff to become trainers of trainers, and trainers of community educators. Within the first year, the HIV/AIDS initiative has had great successes in all three areas.

During this first phase, a close partnership was formed between the READ RP, one HIV/AIDS umbrella NGO and nine service providing NGOs<sup>6</sup>. These 10 NGOs participated in the Institution Building workshops, a Monitoring and Evaluation workshop, and have shown improvement in the ability to assess and track the impact of their services.

A major Training of Trainers (TOT) course was conducted over the past 8 months. A significant success of this first course was the coordination of READ RP implementation team with the HIV/AIDS umbrella organization<sup>7</sup>. This union was vital for the sustainability of the HIV/AIDS effort and the skills and knowledge transferred.

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<sup>5</sup> Okatumbatumba Hawkers' Association

<sup>6</sup> AIDS for AIDS; BRICKS Community Project; Complementary Learning Center; Namibia Food and Allied Workers' Union; Namibian Network of AIDS Services Organizations; Council of Churches in Namibia; Katonyala; Namibia Tuberculosis Association; Red Cross of Namibia and Saamstaan Housing Cooperative.

<sup>7</sup> Namibian Network of AIDS Services Organizations

Because the NANASO trainers realized from the beginning that they will be entirely responsible for the training of NGO staff once the HIV/AIDS initiative is completed in 1997, they took a pro-active, co-facilitating role in the training.

The first group of 19 NGO trainers from 10 NGOs completed the three part TOT course over the past year. These trainers participated in three 2-week workshops. Between the more formal training sessions, they had the opportunity to implement skills acquired by returning to their NGOs and their customers to test the participatory methods in which they were trained. This allowed for feedback to the course trainers in terms of appropriateness of methods used, and to allow for adaptation of training curriculum design and development in which all trainers were involved. As part of the training and networking activities, READ RP implementation staff undertook 6 field visits to support and supervise NGO trainers. Four different curricula manuals for community training were also developed.

### C. NGO INVOLVEMENT IN COMMUNITY BASED NATURAL RESOURCE MANAGEMENT

USAID/Namibia's activities to strengthen organizations to provide information on natural resource management and environmental activities, while focussing on Local NGOs, have been implemented by World Wildlife Fund, a USPVO and the Rossing Foundation, a major namibian PVO.

Two Local environmental "umbrella" NGOs were recently formed in large part through USAID support. The Namibian Community Based Tourism Association (NACOBTA) works closely with over 20 HDN tour operators, especially in communal areas, to share information and issues, and to develop a stronger communal tourism sector. They support training and information exchanges as well as policy reform. NEEN, the Namibian Environmental Education Network, is working with all non-formal and formal Environmental Educators in the Country. Their work also entails information exchange and networking as well as development of materials, cooperative activities to celebrate various environmental events and increased media coverage on environmental issues of concerns.

Local management of natural resources is promoted through the establishment of local management structures targeting different resource uses. Although traditionally, men have served in decision making and leadership roles, the Mission is increasing women's involvement in these groups. By 1994, 50% of management was female. In 1995 as the initiatives moved to other communities, the number of people involved grew, but the percent of women declined. Women still represent 33% of the management structures, and with continued effort in this regard it is anticipated that this percentage will increase over the next three years.

One of the Community Based Natural Resource Management (CBNRM) NGOs

(Integrated Rural Development and Nature Conservation - IRDNC) has a major on-going program which is successfully implementing a participatory non-formal education and training program in community based natural resource management. The focus of the program is to involve the community in determining how they will manage and utilize their natural resources. Education and training is offered to community members by NGO staff, LIFE program staff and consultants.

In the area of rural water supply, USAID/Namibia supports a USPVO - initiated community based management activity in southern Kunene to establish water point committees and train them in management and technical issues specifically relating to their water point. This is a pilot initiative to establish a model for the establishment of rural water committees on a National level. This pilot activity is operated by USPVO, Africare. It is scheduled to end in 1996. The overall participation of woman in these committees is 45%.

#### D. NGO INVOLVEMENT IN INCREASING PUBLIC ADVOCACY

Civil society organizations in Namibia are still developing effective management and organizational skills, and currently lack the advocacy skills to engage the state on issues of public concern. NGOs and civic groups, as well as business associations and unions, have become more cognizant of their responsibility to channel public input into legislative and policy formulation. Increased advocacy efforts among NGOs have resulted in, *inter alia*: a national conference of 300 rural people on land reform issues; lobbying by a national chamber of commerce, which unifies white and black business sectors, on economic and labor policies, including affirmative action; and the use of media to challenge government housing and micro-enterprise policies. At the same time, NGOs are demonstrating alternative policy and program options by undertaking pilot activities and collaborating with ministries and officials at the local and regional level.

Activities under all USAID/Namibia S.O.'s will contribute to increased public advocacy by NGOs at all levels through two inter-related approaches: First, by supporting NGOs and civic groups to use the media and the parliamentary fora, when it is in place, as platforms for representing the interest of their constituencies to Parliament; and secondly, the program will develop advocacy capacity as part of the organizational strengthening activities undertaken under S.O. #1 Adult training for target NGOs and, more indirectly, under SO#3 (Environment). Although the Mission has only recently targeted support to advocacy, USAID/Namibia has achieved several notable successes both through its democracy and governance support and its work with NGOs under S.O.s #1 and #3.

USAID's support to CBNRM in targeted areas has drawn attention to the need for conservancy legislation to benefit residents in communal areas. Through dialogue, discussions and increased media coverage among NGOs, community members and

government officials, the benefits of granting use rights to communal dwellers has become widely known and supported. With assistance from USAID, the Conservancy Policy, drafted and approved by the MET, has been endorsed by the Cabinet. It was tabled in the National Assembly at the end of February 1996, with expected passage by mid-March. This bill will allow community management teams to demarcate a number of hectares where natural resources, including wildlife, can be managed for tourism and/or consumptive use. The benefits from these activities within the conservancies will be returned directly to the communal areas to improve their standard of living.

Yet another example of NGO activity in policy reform has occurred in the HIV/AIDS area. NANASO, the HIV/AIDS umbrella NGO, supports over 10 smaller NGOs and trade unions with funds from USAID. NAFU has successfully lobbied for more liberal regulations for HIV infected workers. They 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. This appointment was carried out the end of February and it is anticipated that services and resources in the area of HIV/AIDS will improve in the near future.

## **TABLE 1: NGO involvement by Strategic Objectives (S.O.s):**

### **Strategic Objective #1**

#### **Intermediate Results #1.1** Management Training and Strengthening:

Under the HRD management training for the private sector.

USAID implementing partner: AFRICARE, a U.S.-based PVO.

Intermediate and Ultimate Customers: Namibia National Chamber of Commerce and Industry (NNCCI), a local non-profit organization, assistance is being provided through training opportunities.

#### **African Training for Leadership and Advanced Skills (ATLAS):**

USAID implementing partner: African American Institute (AAI), a U.S.-based PVO, and TUCSIN, a local non-profit education entity.

Candidates are selected and processed for masters and undergraduate degree programs. USAID has a sub-grant with TUCSIN to identify female undergraduate candidates and to upgrade their secondary education through a preparatory college program.

#### **Intermediate Results #1.2** non-formal education:

USAID implementing partner: WEI, a U.S.-based PVO.

Intermediate and Ultimate Customers: Up to 40 local NGOs.

The non-formal adult education activity which constitute Intermediate Result #1.2 has the largest number of local NGOs who perform both as intermediate and ultimate customers depending on the activity and structure.

### **Strategic Objective #3**

#### **Intermediate Results #3.1 and #3.2**

USAID implementing partner: World Wildlife Fund (WWF), a US-based PVO.

Intermediate Customers: Local community based NGOs including Nyae Nyae Farmers Cooperative, IRDNC, NACOBTA and NNF.

#### **Intermediate Results #3.1**

USAID implementing partner: The Rossing Foundation, local NGO.

Supports community-based NGOs, the Government (MET and MBEC) in designing environmental education programs and training modules.

### **Strategic Objective #4**

#### **Intermediate Results #4.1, 4.2, 4.3 and 4.4**

USAID implementing partner: National Democratic Institute (NDI), for International Affairs, a U.S.-based NGO.

Intermediate Customers: Parliamentarians and staff, civil society organization and the media.

Ultimate Customers: Namibian citizens.

## Annex C: Success Stories

**SUCCESS STORY:**        **S.O. #1**        **Improved Training Opportunities for Historically Disadvantaged Adults**

*I.R. #1.1        Improved delivery of non-formal education and training services to adult historically disadvantaged Namibians by NGOs*

Degree training:

Under the Non-formal Adult Education project (READ), five participants are in the U.S. for Academic training (i.e. two-year Masters degree programs). They have all completed their first year internships in Namibia in 1995 and returned to the U.S. for completion of their degrees in 1996. All were selected from the Department of Adult and Basic Education (DABE) in the Ministry of Basic Education and Culture (MBEC). They are:

Mr. Naftalie Kahivere - Materials Dev. Officer, DABE  
Mr. Christian Shatona - Education Officer, DABE  
Ms. Sirkka Hamutenya-Merumi - Literature Program Organizer & Trainer, DABE  
Mr. Heroldt Murangi - Education Officer, DABE  
Ms. Rakel Simhopileni - Adult & Continuing Education Coordinator, DABE

(b) Short-Term Training:

In 1995, Mr. Hermann /Honeb, was sent under the READ Project for Technical short-term training in Program Design and Management in the U.S.

Two employees from HIV/AIDS NGOs were sent to the U.S. for HIV/AIDS counseling training in the U.S. They were:

Ms. Diina-Maria Uguulu - a nurse and volunteer HIV/AIDS Counselor at the Onanjokwe Lutheran Mission Hospital in the northern part of Namibia.  
Ms. Magreth Naris - an HIV/AIDS Counselor employed by the AIDS Care Trust.

*I.R. #1.2        Increased commitment of public and private sector organizations to improved performance and enhanced technical and managerial roles of historically disadvantaged Namibians through education and training*

To date, twenty participants have been sponsored for academic training under the

Environmental Education project through the Rossing Foundation.. Most are pursuing degree level studies in the Republic of South Africa (RSA) in the field of Environmental Education.

In FYs 1994 and 1995, USAID Namibia funded the largest OYB transfer (\$1 million each FY) to the African Training Leadership and Skills (ATLAS) Program.

This level of funding has been linked to orientation visits and agreements with participating GRN entities prior to selection of candidates with goal to develop a comprehensive training development plan in each Ministry which sets forth their overall training objectives, requirements and placement of the returning participants. In FY 1994 and through FY 1995 the USAID FSN Training Officer visited each of the GRN ministries and parastatals to orient them about the ATLAS program. The signing of a master training plan under a Memorandum of Understanding in April 1995, set forth the framework and responsibilities of the GRN and USAID under ATLAS and HRDA. This was a result of months of dialogue between the Office of the Prime Minister, National Planning Commission and the Ministry of Basic Education and Culture. Among the responsibilities of the GRN are the transport costs for participants selected for ATLAS BA, MA and PhD in the U.S.

During the two year period beginning in 1993 through 1995, ATLAS has sent 27 Namibian males and females to the U.S. for academic training in areas of Education Administration Management, Science and Biology, Planning and Finance, Natural Resource Management, Urban Planning, Civil Engineering, Communication/Journalism, Business Management and Industrial Psychology. These individuals were nominated by Min. of Education, Min. of Agriculture, Min. of Home Affairs, University of Namibia (UNAM), Namibian Broadcasting Corporation and Dept. of Water Affairs respectively. Five participants have successfully completed their studies and have returned to Namibia to implement their improved specialized skills and in that way make a useful contribution to the development of Namibia. They are: Ms. Aletta Scott - UNAM, Mr. Berthold Mukuahima - UNAM, Mrs. Charmaine Villet - UNAM, Mr. Jerome Mouton - Min. of Trade and Industry and Mr. Albertus Isaacs - Min. of Education. Ms. Scott, Mr. Isaacs and Mr. Mouton have all completed their Masters degrees within record time (i.e. one year instead of two). Ms. Scott is working at UNAM as Acting Head of Department in the Department of Educational Foundation and Management and also serves as the local AAI representative. Mr. Mouton is with the Namibia Development Corporation, working as an Economist/Consultant and Mr. Mukuahima has been promoted to Senior Assistant Registrar: Personnel - at UNAM. Mrs. Villet has decided to stay on in the U.S. to complete her doctorate in Education Administration while Mr. Isaacs is working as an Education Advisor at the Min. of Education. Six more participants are expected to return in 1996. They are:

Mr. Fritz Beukes - UNAM, Ms. Angelica Katjita - Min. of Home Affairs, Mr. Samuel Kapiye - Min. of Agriculture, Mr. Jorry Kaurivi - Min. of Agriculture, Mr. Gervasius

Kashindi - Min. of Education and Ms. Aleksandra Puz of Dept. of Water Affairs.

Beginning in FY 1994 USAID expanded the ATLAS selection to include undergraduate studies for females many of whom are just completing highschool equivalents. Those selected in FY 1994 for undergraduate degree programs under ATLAS are now in the U.S. studying. This was accomplished with the assistance of a local institution who identified candidates and provided tutoring and preparatory college work. A second group of five undergraduate female candidates were selected the end of 1995 for entry in universities in August 1996 as part of a larger group of 20 ATLAS candidates. art for the U.S. .

In addition to USAID Namibia, the ATLAS selection process includes participation by the following: representatives of the Min. of Education, Office of the Prime Minister, USIS and the local AAI representative who all serve on the ATLAS Steering Committee. By advertising the program widely to all the government ministries and strictly adhering to the criteria we were able to improve the quality

In FY 1995 USAID and the GRN agreed to a managerial training program under a pilot activity of two and a half years duration. Under this activity, USAID with assistance of U.S. NGO will implement a short-term managerial training program benefitting both the public and private sectors.

To date, six participants have received management training in the U.S. and third countries. Established Advisory Boards have identified 18 prospective candidates from both public and private sectors for management training courses in 1996 in the U.S. and third countries. This private sector training is aimed at providing short term technical and managerial training to historically disadvantaged Namibians working in target organizations .

The six participants who successfully completed their training are:

Mr. Beajah Wohler - Ministry of Finance; Procurement Management.

Mr. Arrie Koopman - Ministry of Finance; Procurement Management.

Ms. Cathaly Bezuidenhoudt - Office of the Prime Minister; Human Resource Management.

Ms. Anna Nakale - Ministry of Finance; Human Resources Mgmt.

Mr. Samson Kaulinge- Ministry of Finance; Management Development.

Ms. Milly Jafta - Office of the Prime Minister, Human Resource Management.

The Public Sector Advisory Board oversees candidates' selection and ensure placement in customized training programs. The larger part of the HRDA project is the Private Sector part, which is managed by AFRICARE, a local US PVO who will be working closely with USAID and the Private Sector Advisory Board..

**SUCCESS STORY: S.O. #2**

**Improved delivery of quality primary education to grade 1-4 learners in the most disadvantaged schools**

**I.R #2.1            Increased capacity of target teachers to implement the new curriculum**

**I.R #2.2            Improved curricula and instructional materials at primary schools**

The ability to meet the above IRs is linked to decision by the GRN to allocate larger amounts of its education budget to lower primary thus guaranteeing the distribution of curricula being developed with USAID assistance. This decision resulted from dialogue with officials of MBEC during redesign activities in mid 1994 and the initial implementation of the redesign Basic Education Support activity in FY 1995.

**SUCCESS STORY:**        **S.O. #3**        **Increased benefits to Historically Disadvantaged Namibians from Sustainable Local Management of Natural Resources**

*I.R. # 3.1        Improved policy and legislative environment for CBNRM in communal areas*

*I.R. # 3.2        Strengthened community-based natural resource management models in target communities*

**LIFE**

**LIZAULI TRADITIONAL VILLAGE**

**The place where you learn about the Caprivian culture from the horses mouth**

The Lizauli Traditional Village gives relevancy to the concept that tourism plays a key role in the generation of wildlife-related benefits for local communities.

The Lizauli traditional village is situated 20 km north of the comfortable Lianshulu Lodge in the East Caprivi Strip of Namibia. This traditional village is adjacent to the Mudumu National Park along side the Kwando river.

The Lizauli traditional village is a community enterprise, which is being supported with LIFE Project funds. It is initiated and managed by the people of the Lizauli village. The traditional village was formed with the aim of educating the tourist about the traditions and customs of the people of the area. The Lizauli traditional village is an imitation of a real traditional village, representing the Mafwe and Mukushi cultures. It's inception was underscored with the assistance from the management of the Lianshulu Lodge. Thus, it is a collaborative effort between the Lianshulu Lodge and indigenous communities as well as conservation bodies. It is aimed at ensuring that the tribal communities living around the park enjoy the benefits of tourism in the area. This is also aimed at returning direct economic and social benefits to the local inhabitants by means of a bed levy fee. Besides the economic benefits, the local population's goal is to exchange cultural ideas with tourists. This collaborative effort between local communities and the Lianshulu Lodge management allows visitors the opportunity of experiencing the unique local cultures and traditions.

Another success that generates employment and resources for women in the same area is grass thatching. Instead of burning the grass as was the custom and practice before, workshops on environment resulted in women deciding to collect the grass for roofing and other uses. This has generated incomes for local women in the area.



Committees which was based on the recommendations from the 1993 workshop. Outputs from the workshop have provided the framework for current drafts of the Assembly's committee rules, which are due to be submitted for review to the Standing Rules and Orders Committee in the first quarter of 1996.

*I.R. # 4.3 Increased public advocacy by NGOs and civic groups in local, regional, national and/or media fora*

In FY 1994 and FY 1995 Two 116(e) grants to the Legal Assistance Centre have supported its advocacy initiatives on behalf of children, particularly juvenile offenders. The achievements of these grants have provided a model for NGO participation and collaboration with government for policy and legislative reform.

In FY 1994, USAID supported a workshop on Children's Rights that brought together representatives of public, private and NGO organizations to discuss children's rights. With the collaboration of the Legal Assistance Centre and the University of Namibia's Human Rights Documentation Centre (HRDC), working closely with the Ministry of Health and Social Services and the Ministry of Justice to draft a new children's act, including reforms in the handling of child neglect and abuse. More importantly the GRN changed the way they handle juveniles in the penal system by removing them from incarceration with adults into separate quarters for children and out of way of physical abuse. A follow-on 116(e) grant, the Legal Assistance Centre is implementing a Juvenile Justice Diversion program aimed at establishing judicial and police systems for diverting youth from arrest, court procedures, and prison sentences and for involving families and children in consultations. LAC worked with local ministry and judicial officials to pilot a screening process for youth awaiting trial at the Windhoek Magistrate's court. It is envisaged that this process be expanded throughout Namibia and be institutionalized as part of a permanent structure for juvenile justice.