

## Final Report

### **NAMIBIA: CONSOLIDATING PARLIAMENTARY DEMOCRACY IN NAMIBIA: EXPANDING LEGISLATIVE CAPACITY INSIDE AND OUTSIDE OF PARLIAMENT**

**USAID Co-operative Agreement No. 690-A-00-98-00228-00  
September 1, 1998 to December 31, 2000**

#### **I. SUMMARY**

From September 1998 through December 2000, the National Democratic Institute for International Affairs (NDI) conducted a program to support parliamentary democracy and citizen participation in the legislative process in Namibia. With support from the U.S. Agency for International Development (USAID)/Namibia under cooperative agreement No. 690-A-00-98-00228-00, NDI provided technical assistance to both houses of parliament; advocacy training to civil society organizations; and technical training to journalists who report on parliament.

This is the second phase in a three-phase program, 1995 –2002. NDI and its partners report results in meeting USAID/ Namibia’s fourth strategic objective: *increased accountability of Parliament to all Namibian citizens*. Activities focused on developing and refining institutional structures and procedures to establish an efficient, transparent, independent and accountable Parliament. In 1998, NDI expanded its program to include assistance to civil society organizations to promote enhanced public access to public policy formulation. NDI activities during this two-year assistance program have included five programmatic areas: parliament, civil society, public policy issues, the media and gender.

The last section of this report provides details in the results of these program initiatives. However in introducing the report it is worth noting that this two-year period saw important advancements in the professional structures and legislative procedures, and public participation in Parliament. The Namibian Parliament is independent, open and publicly accessible and a forum for critical debate. It is not “a rubber stamp”. It stands out as one of the models of African Parliamentary governance that are stimulating a democratic environment and a commitment to the ideals of the Constitution, regarded as one of the most liberal democratic constitutions in the world.

These advancements were made at a period in time in which Namibia experienced several points of adversarial climatic fusions, which in other societies would have promoted democratic regression, such as is occurring in Zimbabwe. It is possible that the Parliament and its democratic mechanisms provided a release for the pressure points. For example the military engagement in the DRC was questioned and debated on many occasions in the Parliament. This did not occur in any other Parliament in the region, only South Africa came close. The Constitutional amendment to allow the President to seek a third term was publicly debated at all levels of civil society, in Parliament. When the ruling party split over the issue, it brought to light a significant issue for full public view.

HIV/AIDS pandemic has been central to parliamentary debate and questioning of the Executive. Unlike other countries in the region, Cabinet Ministers are responsive to Parliamentary inquiries. Unlike The prophets of doom who forecast autocracy if the ruling party strengthens its majority in 1999 elections, SWAPO has returned to Parliament with a constitutional majority and has not made a move to revise the constitution, nor abandon the rule of law.

Namibia's democracy faces challenges, but it has institutionalized the tenets of democratic programs. The regional audits illustrated that after ten years of independence, Namibians recognize Parliament as the branch of government, to express their views and influence policy

NDI has implemented this program under a co-operative agreement with Parliament, signed by the Speaker of the National Assembly, the Chairman of the National Council. Both individuals are represented on the Project Advisory Committee, a committee of distinguished Namibians who review the program and guide its design and implementation.

NDI's role in Namibia continues to be defined by the practical implementation of the Agenda for Change. NDI works in close concert with the Parliament and Namibian organizations to help Parliament fulfill its potential as an independent branch of government. As guided by the presiding offices, the emphasis has been on organizational and development training skills for staff to better serve MPs; the development of effective committee structures in both Houses; clearer definitions of roles and responsibilities of both Chambers and their Members; and the establishment of a proactive information and research center.

The Institute will continue to work over the next two years to strengthen and define more clearly the role and influence of the regional council in the policy making, provide assistance to the NC to define its role as the representative body of the regions and encourage the constructive involvement of stakeholders and CSO in plans and policies of central government.

## **II. BACKGROUND**

Since the first parliamentary elections in 1989, Parliament has been in the process of defining itself and the role of citizens in the formation of national laws and policies. The two Houses of Parliament, the National Assembly and the National Council share an equal status but perform different functions. The role of the National Council is to represent the interests of the 13 regions in national policymaking and serve as a conduit for public participation in the law making process. Organizational development of the National Council has lagged behind that of the National Assembly, (two-year difference in formation) NDI designed its current program inside Parliament with a focus on institutional development and increased civic participation. Activities were targeted at strengthening the committee systems in the National Council and Assembly the mechanisms for public outreach, and staff skill building.

Despite civil society's increased involvement in national policy debates, NGOs remained weak in 1998 and their constituencies were poorly organized and dependent on donor funding. Citizen groups needed assistance to develop advocacy strategies and the skills to influence legislation and government policy. A local NGO partner of NDI, the Namibia Non-Governmental Organizations Forum (NANGOF) had been slow to develop its coordinating and networking role within civil society. During the two-year period, NDI continued its assistance to NANGOF to develop its capacity to conduct advocacy training and support its members.

In the first phase of program, 1995 –1998, NDI conducted training programs for journalists and government media liaison officers to improve reporting on legislative and government issues. Progress in this area was hampered by the lack of a local partner and financial considerations. Under the follow-on agreement, NDI secured a local partner, the BRICKS Community Project (BRICKS), to design and conduct programs to improve media coverage of the national legislative process and policy and advocacy issues. In addition, an independent radio station that NDI had previously worked with creating a program for parliamentary reporters providing an unbiased information, is permanently housed in each chamber to facilitate the relay of information to the regions through community radio.

### **III. PROGRAM OBJECTIVES**

In 1995, NDI entered into a cooperative agreement with USAID to support the continued development of Namibia's multiparty democracy by assisting Namibian leaders in making Parliament a direct access channel for citizen participation. The program was developed in collaboration with NDI's partners, including leaders and presiding officers; the offices of the Prime Minister and Attorney general; regional and local elected officials; and NGO and media representatives. The USAID/Namibia's Mission strategy, dated on December 30, 1995 states:

The key word in USAID/Namibia's goal is empowerment. As the USAID program evolved, it was recognized that political empowerment was of equal importance (to economic and social empowerment), in order to assure a full role for Namibian civil society and individual citizens in shaping and protecting transparent, equitable, pro-growth national development policies and good governance.

In 1998, the follow-on agreement was implemented to address what many Namibian leaders, scholars and citizens viewed as a gulf between electors and the elected and the threat it posed to democratic consolidation. This program's activities were designed to assist in the development of a governmental and political culture in which transparency, accountability and responsiveness to public concerns prevail. NDI activities from 1998 to 2000 assisted Parliament in progressing beyond the fundamentals to develop its own internal capacity to maintain and improve the institution. All program activities in the 1998 to 2000 cooperative agreement were targeted to contribute to the following objectives:

- A legislative process that is open to input from constituents and involves direct

- contact between MPs, interest groups and constituents;
- Communication between MPs and constituents through media and community outreach;
- A legislative process that is deliberative and supported by policy analysis and information; and
- An electoral process that is free and fair and supported by institutional reform.

These objectives were promoted through a range of activities, including specialized workshops, conferences, study missions, technical assistance, educational forums, roundtable discussions and individualized consultations. The continued improvement on the information technology resources enhanced research capacity, intergovernmental communications and the quality of communications of the legislature.

As the 1999 general election approached, USAID advised that assistance to the election program should be minimized and focus on civil society issue advocacy.

#### **IV. PROGRAM ACTIVITIES**

##### **A. Parliament**

##### **1. Independence of the Legislative Branch**

###### **a. Parliament Service:**

The establishment of the Parliament Service Commission is the last phase of the Agenda for Change. Still a very politically sensitive issue, the parliamentary leadership has been strategic at raising the need for an autonomous service commission at every forum, in an effort to garner support from the Executive. The Presiding Officers have both informed NDI that they are hesitant to introduce the draft legislation in the National Assembly, due to lack of support from the Executive. However, President Nujoma has reaffirmed his commitment to the implementation of the Agenda, as stated in his opening of Parliament address in 2000.

NDI supported the National Assembly and National Council Secretaries by providing comparative information and relevant research materials regarding legislation to establish and independent Parliamentary Service Commission. NDI organized for 2 experts (who were in Namibia on commonwealth tour) Sir Colin Shepard from the UK and Hon Lundy, from Canada, to participate in the NC orientation program on the subject; the institute provided financial support to have the draft legislation reviewed by a leading Namibian constitutional attorney, and brought experts, such as former MP from Zimbabwe, Mr. Matarue and UK MP Hon. Linton to address the issue with Ministers at Induction programs.

###### **b. Parliamentary Ethics:**

At the request of the Speaker of the National Assembly, who chairs the Assembly's Privileges Committee, and the Legal Counsel, NDI conducted comparative research on

parliamentary ethics stipulations. The research focused on the South African model for parliamentary ethics. This information was compiled in a memo and included information on: South Africa's public and private disclosure sections; public access to the disclosure registry; the role of South Africa's Joint Sub-committee on Ethics and Members Interests; the watchdog role of the press and the involvement of the political parties; areas where South Africa's Registrar of Member's Interests suggested improvements could be made to its Code; ethics training; and reference materials. NDI conducted consultations with the Speaker to discuss these ethics issues.

NDI participated in a roundtable in April 2000 that was held to discuss the financial disclosure form in the new code of conduct for National Assembly MPs. Based on comparative information and an understanding of international norms, NDI provided clarification, regarding the Namibian disclosure form. Present at the roundtable were: the Ombudswoman, the Secretary of the National Assembly, the two new National Assembly Legal Counsels and NDI representatives. Based on information and decisions taken at the roundtable, the Assembly Legal Counsels developed guidelines for filling out the disclosure forms. These guidelines were presented to members of the National Assembly at a follow-on workshop.

c. Budget Awareness Project:

During the reporting period, budget seminars were organized and sponsored shortly after the national budget was tabled in the National Assembly. The main objective of the training seminars for MPs was to develop the capacity of the legislature to effectively influence and contribute to the budget-making process, and to perform some oversight role during the budget debate. Two of the seminars were developed to accommodate the specific interests of each House. The National Assembly's seminar focused on the aggregate economic health of the nation. The more experienced legislators were interested in an analysis of the various bellwether indicators and their impact on the country, its macroeconomic standing in the region and international community. The National Council seminar focused on the development budget, with the emphasis on how to fund regional projects that provide for the delivery of goods and services to their constituencies. Attention was focused on the need for stricter monitoring in the regions of the government implementation process as well as donor funded projects. Those attending the workshops included ruling and opposition party MPs, deputy ministers and ministers. Participants praised NDI for the quality and relevancy of its training programs for MPs.

At the request of MPs, NDI/NCCI organized and sponsored additional budget briefings for Members of Parliament at the National Assembly and at the National Council on the additional budget. Participants included opposition MPs, ministers, deputy ministers, the deputy speaker and a few backbench MPs. The agendas were determined by the MPs and party whips. Both of the daylong sessions included presentations by the Ministry of Finance, the National Planning Commission and the Bank of Namibia. Presenters explained how to read and analyze the additional budget alongside the Appropriation Act; when to make interventions; and how to develop priorities for their regions. To enhance knowledge of the budget process, a budget handbook was created and translated into six indigenous languages.

Trainers at the seminars included two experts from the National Planning Commission (NPC), whose presentation reviewed the National Development Budget (NDP1) that encompasses Namibia's economic and budgetary goals. The Deputy Director of Treasury from the Ministry of Finance provided an analysis of the new categories for women and children in the 99/00 budget. A former trainer from the Bank of Namibia, also provided comparative budgetary analysis of the Southern Africa region, reviewed the trends in governments social spending and its impact on the deficit.

In May of 2000, NDI and its partner, Omusema, a local organization that specializes in policy development, organized a budget briefing for MPs and staff of the National Council. Presenters included Martin Mwinga of the Bank of Namibia and the Auditor General. The MPs participated and were very keen to know more on the past trends and future lessons the budget allocations can be utilized to address socio-economic issues and development priorities. The briefing helped MPs to articulate substantive issues during their budget debate in the National Council chambers since this was the first time that such an analysis was presented to them. At the end of the briefing both MPs and staff made a set of recommendations among others was that NDI and Omusema should organize a follow-on workshop on how to analyze the budget in relation to the 2<sup>nd</sup> National Development Plan.

#### Results:

- *Members of Parliament support the need for dedicated, specialized staff component for the institution.*
- *MPs acknowledge utility of the code of conduct and declare assets.*
- *NA Secretary and legal counsel increase their capacity to manage the process and guide Members through the Code of Conduct procedures.*
- *Parliament has enhanced its capacity through the creation of a joint budget committee, staffed by the Secretaries of each house to develop each houses budget*
- *Increased and more focused participation by MPs on Budget deliberations; focused questions; higher level of debate with MPs making specific references to reform of the budget process, funding priorities and monitoring of expenditures, projects etc.*

d. Management:

The National Assembly members of management took part in the first and second part of the Strategic Management Training, 20 - 22 January and 27 - 29 March 1999, respectively. Eleven managers (five women, six men) participated in the first workshop and the second had 13 participants, (six women, and seven men.) The two seminars covered topics such as clarifying the organizational structures, appropriate management behavior, intercultural issues, and strategic planning. The objective was to foster communication between key managers to strengthen the foundation on which the staff operations are built.

NDI, in collaboration with the senior staff of the National Assembly Secretariat, conducted the third phase of the four-part parliamentary management-training program in 2000. The workshops were attended by 10 of the 13 National Assembly managers and facilitated by NDI consultant, Ulfried Scwake. During the workshops, managers formulated a mission statement; determined the secretariat's institutional values; and discussed how to change the organizational culture to more effectively meet needs.

The National Assembly Secretariat (NAS) conducted a series of management training workshops during August 2000. The purpose of the workshops was to reinforce the planning and management changes that had been implemented in each of the NAS divisional teams. Participants at the workshops included senior managers, committee clerks, and staff from the Speaker's office and the human resources department from the Table Office. The workshops focused on how to define the contributions of work carried out in sub-divisional level jobs and link them to the success indicators per area of accountability, project and assignment. Workshop facilitators also explained the importance of inter-personal skills in maintaining productive teams, with an emphasis on conflict resolution and accountability for individual performance.

Program Officer Miriam Nghitotovali met with the NA Secretariat to discuss strategic management planning, development and training during the past two years to assess progress made and, how to plan for the future. As part of the existing NDI strategy of sustainability, all of the managers agreed to groom one junior person in each of their directorates for the continuity and replication of skill sets.

Results:

- *Parliament has become stronger as an institution and has demonstrated increased responsibility for legislative oversight of the executive and increased receptiveness to citizen participation in and contributions to the legislative process.*
- *MPs have the knowledge and skills to review the budget, budget allocations and ask focused questions during deliberations. During last year's budget debate, MPs exhibited substantial knowledge about issues and allocations, which were reported in print media.*
- *Increased capacity of senior staff to manage the future development of Parliament; Mission statement of the NA is in place; the legislative support staff has a common vision, clear professional values, against which progress is measured exist;*

- *Staff exudes pride and ownership in work products and service to MPs.*
- *Institutionalization of programs, such as management training for which the NA paid for half training sessions and budgeted for additional sessions.*

e. Computer Systems Administration:

In an effort to develop the capacity of Parliament to support its computer infrastructure and maximize the use of technologies for legislative research, NDI conducted training for Junior Systems Administrator on system administration, management and backup. NDI also trained the Junior Systems Administrator on trouble-shooting and server backup. Through this process, Parliament was able to efficiently rely on its computer infrastructure for legislative and administrative processes.

Training was also conducted for members of both houses of Parliament and staff from different directorates. The training was aimed at enhancing the capacity of Parliamentarians and staff to utilize computer technologies in conducting legislative work. The training was also designed to assist Parliamentarians and staff to access, update and utilize information and technology options offered by the Parliament Information Management System. Among others, members and staff were trained on legislative research using the Internet as a tool, sharing information using e-mail, instant conferencing using instant messaging and team-work area using the Parliament. Members and staff were also trained on document production and creating presentations. Through this intervention, 89 Members of Parliament from both houses attended training programs over a three-month period, while 66 members of staff attended and successfully completed their course on communication information technology.

Results:

- *Parliament's Junior Administrator has increased capacity to maintain and expand Parliament's computer network as well as communication and information technology resources.*
- *The establishment of an IT committee, composed of the heads of various divisions, to guide the development of information technology in their respective directorates and the institution as a whole.*
- *IT committee members have been trained and equipped to provide skills necessary to solve routine problems with the computer network and provide basic training to other staff members.*

## **2. Structures for Citizen's Input**

a. Committees:

NDI continued to support the leadership of Parliament to refine its committee system to enable Members of each house to become more knowledgeable about specific policy areas, and create space for CSOs to provide input to bills or policies under the committees' review. To assist staff to attain the capacity to efficiently organize the business of Parliaments and its Committees, NDI and the Namibian parliament organized a legislative writing and research skills workshop, which was held on June 7, and 8, 1999. Those who participated were members of Parliament, members of the Library, Research and Information Division and Committee Clerks. Professor Nico Steytler, of the University of Western Cape, facilitated the workshop. Using a parliamentary committee report as an example, the facilitator engaged members in an exercise that demonstrated how to capture relevant and necessary information from public hearings, witnesses testimony and government memo's/statistics for committee reports. As a result of the workshop, Parliament established a standard format and outline for all legislative committee reports.

After months of preparation, the National Assembly and NDI conducted the second phase of the induction program, whose first phase was held in March. Induction II focused heavily on the parliamentary committee system. The program also included detailed information on parliamentary protocol and the Agenda for Change. In an effort to "learn through doing," the program included four mandatory workshops that simulated the committee environment. Three international resource persons were invited to share information with the Members: Hon. S. K. Banda, an MP and committee chair from an opposition party in Malawi; Mr. Michael Mataure, a former MP and former committee chair from the ruling party in Zimbabwe; and Adv. Mwelwa Chibesekunda, the chief clerk in the Zambian Parliament. Additionally, numerous Namibian resource persons also gave presentations during the program. In an effort "to take Parliament to the people" the program also included formal opportunities for the National Assembly members to interact with representatives of the Regional Councils from the most populous regions of the country, "the four O regions," the Ondonga traditional authorities, and representatives from private sector and civil society. The program took place in a transparent manner and members of the media were invited to observe and report on the workshops.

The induction program included numerous Namibian resource persons from within and outside the Parliament. Additionally, six international resource persons were invited to share comparative information. Those invited to present at the induction included: British MPs Martin Linton and John Marek; Chair of the South African Parliamentary Women's Caucus Lulu Xingwana; Former Secretary General of the Parliament of North Rhein Westfalia, Professor Heinrich Grosse-Sender; South African Public Protector Selby Baqwa; and Clerk of the Zambian National Assembly Mwelwa Chibesakunda.

In November 2000, NDI organized a study mission to Indonesia for chairpersons of committees of the National Council. The study mission focused on the parliamentary committee structure and mechanisms for public participation within the Indonesian legislative framework. During the week-long visit, the five Namibian delegation met with 89 people in 22 separate meetings to gain a comparative understanding of Indonesia's legislative structure, committee system, and administrative support system.

The study mission to Indonesia provided the delegation an opportunity to experience general workings of select committees, their respective roles and responsibilities, the specific roles and responsibilities of committee chairpersons and staff. As an institution that derives its legitimacy from the regions, the National Council delegation was also keen to learn and observe the roles of members of Parliament and how they maintain active links and contacts with their respective regions, considering the vastness of Indonesia. Lastly, the delegation sought to exchange views on how to conduct effective public hearings and consultations on legislation before Parliament, how to play an effective oversight role over the executive and to study how information technology has enhanced the work of committees;

Given the Indonesian experience, the complexity of the Indonesian society and the country's scattered Islands, the delegation experienced Parliament at work through committees. In Indonesia, committees are valuable conduits for public participation, and their open door policy allows civil society to play a role in the policy direction of the country. Parliamentary committees are also valuable mechanisms for the oversight function of Parliament, through special committees and the Indonesian "spot check" concept.

It was evident during the visit that structures for accountability and transparency exists in Indonesia. The spot checks conducted by parliamentary committees serve as a control mechanism and a mechanism to ensure that public officials remain accountable and that they are reporting accurately on issues. The spot check mechanism is indeed a practical method for both elected representatives and public officials to account to the citizens of the country, a mechanism that the National Council October 2000 National conference recommended.

In response to numerous requests from the newly elected Committee Chairpersons, the Speaker with support from NDI, organized a one-day workshop to review the draft version of the Guide for Committee Chairpersons and clerks. The Speaker facilitated the workshop and shared the importance of the committees, understanding rules and procedure and the value of well-researched reports tabled in the Chamber.

#### Results:

- *Both Houses of Parliament have established functioning committees whereby bills are referred to and input is sought on legislation.*
- *Cabinet Ministers have expressed greater appreciation of the important role that Committees play in the legislative review.*
- *Committee findings, deliberations are compiled into reports, which are routinely tabled and discussed in the Chamber.*
- *Committees are receptive to CSO inputs, recommendations and proposed amendments to improve legislation.*

- *Committees have begun to exercise minimal function of oversight of the executive branch. Several committees have developed close working relationships with Ministries under their jurisdiction and seek concurrence before tabling committee reports or amendments.*

**b. Inter-Governmental Relations:**

In 2000, NDI worked with the National Council and the Ministry of Regional, Local Government and Housing to identify mechanisms that would enhance the National Council's role as facilitator of communication and liaison between National, Regional and Local government. Through a comprehensive nation-wide survey, NDI assisted the National Council to identify challenges for inter-governmental relations in Namibia and the opportunities and potential that exists.

**Through the regional surveys, obstacles and challenges for efficient participation and coordination of government programs were identified. As a result of this intervention, it was agreed that the National Council was strategically positioned to facilitate communication and information sharing between national government and the regions, including local and traditional authorities. The National Council has amended its standing rules and orders to reflect this need.**

Working with the National Council and Regional Councils, NDI provided technical assistance to facilitate and strengthen the participation of regional councils in the country's legislative process. In partnership with the National Council and with the support of the Ministry of Regional, Local Government and Housing, NDI developed terms of reference for an audit to determine the level of regional capacity, infrastructure and skill levels. The regional audits identified regional issues, concerns and attitudes about the National Council legislative review process. Information collected through the audit has been used to inform NDI's programs with the regional councils and to develop strategies to improve and strengthen regional and public participation in the country's legislative process and the National Council in particular.

During May 2000, NDI conducted workshops in the Erongo, Ohangwena, Khomas Omusati, Oshana and Kunene regions. These workshops were the second phase of NDI's program to identify mechanisms to strengthen regional and citizen participation in the legislative process. The 560 participants who attended the workshop were representatives of non-governmental and community-based organizations, regional councilors, local authorities and traditional authorities. Responses to the questionnaires distributed in April formed the basis for discussion for all of the workshops, which were conducted in each of the country's 13 regions.

The final workshop took place in the Omaheke region in June 2000. As in the other workshops, the workshop was well attended by all the key stakeholders in the region. According to the participants, the initiative to consult citizens on their regional issues and concerns was unique in the country's history. The workshops provided, for the first time, an opportunity for citizens to identify mechanisms for strengthening public participation in the legislative process and public access to Parliament.

In July, NDI presented the preliminary findings from the regional survey to the ministry directly responsible for regional affairs, the Ministry of Regional, Local Government and Housing. The Secretary of the National Council and some of the participants in the survey accompanied NDI to the meeting that was attended by the Minister, deputy Minister and the heads of all directorates. The Secretary spoke about the issues that were identified in the survey, which included regional concerns about communication between Parliament and the regions; communication between the Ministry and the regions; lack of communication and coordination between regions; and lack of access to parliamentary information.

**In October 2000, the National Council held a two-day conference that focused on strengthening the role and functions of the National Council as a framework to provide linkages between the Parliament and citizens of Namibia. Participants discussed the results of the nation-wide regional surveys, which were aimed at identifying mechanisms to enhance public participation in the legislative process. The historic conference provided a forum for representatives from both houses of Parliament, civil society, government and traditional authorities to develop a national strategy to enhance communication between elected representatives and their constituents. Participants discussed methods to increase regional participation in the legislative process by facilitating access to the National Council and legislative information in Parliament.**

c. Community/Constituency Outreach:

In August 1999, NDI was invited to assist an MP from a remote impoverished part of the country, Kunene Region, to share the “how to” develop advocacy campaigns and promote citizen participation and strengthen community outreach. The objective of the workshop was to increase the community/regional awareness and skills to enhance public participation in the national decision-making process. Specific topics included how to formulate policy issues to reflect regional concerns and how to develop long-term advocacy campaigns. HIV/AIDS, unemployment and gender, were identified as priority issues that required information and mobilization by the regional leadership.

NDI provided technical and financial advice and worked in close consultations with Hon. Muharukua to develop the agenda and select facilitators to present on the priority issues. All political party leaders from the region were present, including the Governor, regional councillors, local and traditional authorities. The facilitators explained and demonstrated the techniques and skills needed for advocacy and policy formulation on issues affecting the region. Mrs Emily Katarikawe, UNAIDS consultant, explained advocacy campaigns in Uganda conducted by grassroots constituency communities and traditional authorities in the formulation of a national HIV/AIDS policy. Mr Gawaseb, from the Department of Women’s Affairs focused on the recently passed gender development policy and how the community could approach ministries that endorsed the policy and have funds earmarked to promote gender activities. He stressed the need for communities to participate and engage the Directorate on issues through the regional representative. Mrs. Olu King, of Katatura Youth Enterprise Centre (KYAEC), explained how to generate income through grants from government, donors and banks including KAYEC. Olu-King highlighted the need for regions to secure non-governmental sources of funding and listed Namibian institutions that provide services

and assistance for community projects and development. NDI Director Adv. Akumu discussed parliamentary structures and mechanisms and explained how to lobby national representatives, utilise parliamentary committees, and submit recommendations to a bill or policy under consideration.

All the presenters provided written materials and publications, including *How Laws are Made, Understanding the National Budget, and How to Analyse Legislation*, which were published by NDI. The workshop concluded with participants forming a committee to develop a strategy for the Kunene to advocate for policies on HIV/AIDS education, gender inequity and unemployed youth. NDI agreed to conduct future advocacy skills training based on the outcome of the regional committee.

In 1999, NDI assisted the Parliamentary Women's Caucus, and the NA committee on Human Resources to organize a one-day workshop for Parliamentarians to sensitize MPs on the HIV/AIDS. The high profile workshop was opened by the Prime Minister, chaired by the Speaker and Chairman, to sensitize MPs on the growing pandemic and how to address it as a governance and development issue. The Minister of Health gave the keynote address and the Director of the Uganda AIDS Commission explained the importance of political will in Uganda's program to promote behavioral changes to combat the disease. As a result of the Workshop MPs of both Houses, committed to establishing Parliamentary forums to continue dialogue with all sectors, organize briefings and debate to broaden understanding of the pandemic, and to consult on developing the required policies to promote consensus on national policies.

#### Results:

- *Parliament uses opportunities to demonstrate its awareness of its representative role and seeks to organize forums to educate constituents and the legislature.*
- *The National Council enhances opportunities through Information Technology for citizen participation in national policy making through the regional councils.*
- *The National Council amends its rules to allow MPs to travel six times during session to their regions to solicit input on bills.*
- *Regional Councils table improved, informative reports in the National Council.*
- *The National Conference brought together (for the first time) Governors, Regional Councillors & Officers, Ministry Officials, NGO's and Local Authorities to discuss and devise mechanisms to strengthen public participation in public policy and legislative arenas.*

### **3. Legislative & Outreach Skills**

#### a. Legislative Skills:

A focal point of NDI's assistance to the Parliament has been the development of the parliamentary clerks of the, committee, legal and research directorates, to provide the institution with the necessary skills to research, analyze and review legislation.

In July, NDI organized a legislative workshop for parliamentary clerks and NGO parliamentary monitors. Delme Thomas Cupido, a lawyer from the Legal Assistance Center, facilitated the workshop in Namibia. The objective of the workshop, which was a follow-up to one held for parliamentary clerks earlier in the year, was to give participants the legal skills necessary to carry out their jobs more effectively. After reviewing the basic structure and goals of parliamentary work, the facilitator concentrated on the process of making bills into law. He explained the seven steps in the process, with emphasis on how to read a bill critically.

In November 1999, NDI organized a series of legislative skills workshop for the clerks of Parliament and NGO parliamentary monitors. The workshops were a follow-up to the previous ones held for parliamentary staff and NGO members. The objective of the workshops was to assist parliamentary clerks and CSO parliamentary monitors to understand the legislative process and to develop the skills necessary to perform their designated tasks in Parliament. One workshop targeted how laws are made and how to read bills critically. The workshop included all the steps of the legislative process and the roles of those involved: the committees, the two chambers where bills are tabled, and the public when a hearing is required. NDI Program Officer Miriam Nghitotovali, who organized the workshop, used the handbooks *How Laws Are Made* by the LAC and *How to Read Bills Critically*, an NDI publication, during the workshop.

In December 1999, NDI organized another workshop on comparative legal research and analysis for parliamentary clerks. NDI Country Director Achieng Akumu and Elizabeth Cassidy, a law professor at UNAM facilitated the workshop. Participants gained a better understanding of the uses of comparative legal research and analysis in the legislative process and for law reform. The facilitators explained the similarities and differences in how different legal systems deal with problems and how the legislature is the last recourse to amend gaps in the law. Domestic violence and divorce cases were used to demonstrate how the Namibian Law reform society has conducted comparative legal research and analysis to inform its process in drafting legislation for law reform. Useful Internet sites and a list of law libraries in Windhoek and the region were provided to the staffers to enable them to conduct their research more effectively.

With assistance from NDI, the National Assembly Division of Research Publication and Editorial Services, the Directorate Library and Computer Services and the Directorate of Committee Services commenced comprehensive legislative research and writing training. The May 2000 workshop focused on developing research, analysis and report writing skills. Seventeen participants attended the training session that was facilitated by NDI Consultant, Dr. Beth Terry. The objective of the workshop was to introduce the entire program and to identify the participants' experience with research. The facilitator presented techniques for interviewing and compiling and analyzing information that was collected. At the close of the workshop, participants and the facilitator agreed that an additional workshop needed to be conducted to clarify the structure, roles and responsibilities involved in the research-training program.

In response to a request from the Chairperson of the National Council and the Acting Secretary of the National Assembly, NDI agreed to sponsor three participants in a course on legislative drafting at Tulane University in Louisiana. The Chief Whip of the National Council, the Acting Director of the Committee Services and Legislative Counsel in the National Assembly Directorate of Legal Services of the National Council attended the course in June 2000. The title of the course was “Drafting in Plain Language for Multilingual Legislatures”. This was the third consecutive year that NDI had sponsored participants from Parliament at the two-week course, which was very beneficial to both Houses in developing members’ legislative drafting skills. The participants made several recommendations that were endorsed by the Secretaries; they included plain language drafting of bills, the translation of bills into few indigenous languages, a code of Conduct for Parliamentary staff, inclusion of dispute resolution procedures in Parliaments administrative regulations and a joint calendar of both houses parliamentary sessions, including committees. The Deputy Speaker and the Vice Chair were receptive to the recommendations and agreed to work with the Secretariat of both houses to advocate and support their implementation.

Parliament, with assistance from NDI, organized a five-day workshop on bill summary and analysis. Thirty-five participants attended the workshop, which took place during August 2000. The training workshop was the culmination of NDI’s five-year effort, in partnership with the Legal Assistance Center, to assist Parliament to produce easily understood bill summaries for MPs and the general public. Adv. Vincent Crabbe, a professor, former judge and electoral commissioner from Ghana, explained the process involved in legislative drafting: including bill summaries, bill analysis and research tools. Advocate Mulanda, a legal drafter in the Ministry of Justice, presented a paper on the legislative process in Namibia and the importance of constitutional constraints and the Bill of Rights in the process. Johann Malan, a lawyer from the Legal Assistance Center, explained to parliamentary staff members how to effectively summarize and explain bills to MPs. The workshop was widely covered by both the print and broadcast media in Namibia and applauded by the Vice Chairperson of the National Council as timely because MPs needed skilled and competent staff to guide MPs in their deliberations of laws and in the future develop recommendations and amendments.

In September, NDI organized a two-day workshop for Parliament’s support directorates of Library, Information, Research and Computer services. The workshop was aimed at providing a forum to define inter-related activities within the different directorates, develop a framework that would identify, align and re-align various relationships, job descriptions and responsibilities and finally cross check the inter-relationship between the directorates and the broader mission and objectives of Parliament and the administration, to improve the use and sustainability of individual and institutional capacities. With the assistance of Prof. Mphaisha from the University of the Western Cape, Parliament considered the recommendations from the two-day workshop and restructured and re-aligned the three directorates accordingly to reflect the current needs of Parliament. Cognizant of the fact that to a large extent, the different divisions complement each other, the recommendations also paved way for the amalgamation of the division of research and library services into a subsidiary of the information and computer services division.

### Results:

- *MPs and Staff of the NA and NC enhance their capacity to carry out legislative and functions.*
- *Increased number of Bill summaries were produced by National Assembly legal counsel.*
- *Improved relationship between Justice Ministry legal drafters and Parliamentary Secretariat, and legal counsel, with the potential to explore and develop mechanisms or a process to facilitate private Members bills.*
- *Staff members possess the capacity to research and draft informative committee reports, capturing public inputs using the Stetyler format.*

### b. Outreach Skills:

NDI worked with members of the National Council to identify regional issues and concerns on public participation, access to Parliament and coordination between different stakeholders in the region on policy and legislative formulation and implementation. During the survey, NDI interviewed almost 500 people and held consultations with 424 people in 12 of the thirteen regions of Namibia. Accompanied by Members of the National Council and their staff, the consultative process provided practical lessons and experiences on the issues and concerns that the different stakeholder have regarding the legislative and policy formulation process in Namibia and their role in it. Decentralization policies and their implementation were highlighted as prime examples of a process that requires considerable consultations and participation, particularly by the Regions, since they are expected to implement government policies. In this regard, the National Council, in particular the committees, we identified as having the potential, the skills and the capacity to reach-out to the public and facilitate greater participation.

From the lessons learnt during the consultations and complemented by the international exposure for Committee Chairpersons in Indonesia, NDI held a roundtable in December 2000 to develop a constituency outreach strategy with National Council MPs based on the two preceding processes. A framework for a sustainable constituency outreach program was developed and resulted in the amendment of the National Council Standing Rules and Orders that now has a mandatory requirement for members to return to their regions to consult on various legislative and policy issues before Parliament, not less than 6 times a year.

**A plausible development arising from this amendment, is the fact that the National Council has allocated financial resources within the Council's reduced budget for this purposes, underpinning the Council's commitment to involve and seek public views when reviewing legislation or advising the executive and the National Assembly. The National Council also embarked on a process to institutionalize constituency outreach programs by utilizing information technologies and the national and community media to inform and**

**obtain feedback from the public. The allocation of two offices for KCR in the Parliament should therefore be understood within the context of reaching out to the public and creating two-way conduits of information sharing and participation.**

Results:

- *National Councillors enhance their ability to provide constituency services in a more routine and formal manner.*
- *KCR presence in both houses demonstrates increased understanding of the critical role that media plays in pluralistic democracy.*

c. New Members:

In February 1999, NDI assisted the Office of the Chairman and the Secretary of the National Council to organize a two and half-day orientation program for newly elected members of the National Council. The orientation opened by the Deputy Prime Minister featured the key relevant ministers to share with the new MPs programs and projects their constituent's could benefit from. The Minister of Regional Local Government and Housing, as the line Ministry, spent time educating MPs on the Cabinet's vision of the decentralization policy and the critical role and responsibilities that regional councilors and the National Council would have under the new policy. The Attorney General expounded on the system of government in Namibia and the role of the NC in the law-making process. The Speaker of the National Assembly discussed the need for Parliament to integrate and implement the principals of the *Agenda for Change*, with emphasis on developing a strong committee system and professional staff. The Speaker reminded the MPs that they were breaking new ground as Namibia did not have a history of parliamentary culture and that they were responsible in assisting the presiding officers to develop an effective professional and practical parliamentary system. Two commonwealth consultants, Sir Colin Shepard, former MP from the UK and Hon. Phillip Lundy, a Canadian MP shared, their backgrounds and ideas on how to represent constituents interests in Parliament. As commonwealth experts on parliamentary systems they advocated for Namibia to mold a functional apolitical Parliamentary Service. Two National Assembly chairpersons presented on committees and provided advice on the importance of their outreach role, briefing the media and the necessity of incorporating inputs form civil society. The Obudswoman also presented on the role of her office and the services provided in the regions.

In response to MPs requests NDI in April 1999, NDI conducted a Practical Skills and Procedures workshop for National Council MPs. The agenda focused on questions and subjects that MPs had selected through a survey: including rules and procedures of the House, decorum in the Chamber, how to organize committee hearings, how to conduct comparative research on the Internet and develop regional reports. NDI and the National Council staff created a booklet for the new MPs, which contained basic information about the Council's administration and management structure and included a glossary of parliamentary terms. Staff also conducted a tour of the parliamentary grounds for MPs, which included a brief session at the Research and Information Centre, where NDI Program Officer John Marsh demonstrated the computer

research facility to the MPs.

In March 2000, NDI, the Office of the Speaker and Secretary assisted the National Assembly to organize an induction workshop for newly elected MPs. The four-day workshop was designed to provide members with information to execute their jobs more effectively. A comprehensive tour of Parliament was also given to the new members. Topics included: the role of the National Assembly and its members; the separation of powers; the roles of, and relations between, the branches of the state; the rules and procedures of the National Assembly; mechanisms for legislative oversight of the executive; how laws are made; the role of parliamentary committees; the role of political parties in Parliament; the committee on gender equality and development; the code of conduct; the role of the ombudswoman; the relationship with the media; the relationship with civil society organizations; the role of the Parliament Secretariat; the organization and administration of the National Assembly; and the relationship with international and regional partners. This induction program was the third time that NDI and the Speaker had collaborated on such an initiative, with the first in 1990.

An eight-member delegation from the National Assembly participated in an NDI-organized parliamentary study mission to Ghana from June 12 to 17, 2000. Participants included seven MPs (four from the governing party and three from the parliamentary opposition parties) and the National Assembly's Legal Counsel. The study mission was geared towards MPs who were new to their office. During the mission, delegates consulted with the deputy speaker, majority and opposition leaders, committee members, the women's caucus, the Clerk and parliamentary staff, legal drafters, and non-governmental organizations that work closely with Parliament. The delegation observed sessions in the Chamber, committee meetings and participated in a legislative drafting course.

As a follow up to the study mission, NDI facilitated three roundtables. The roundtables were designed to develop and present the recommendations and a report on the mission's conclusions about parliamentary practices in Ghana that could be used as models in the Namibian National Assembly. At the first roundtable, delegates came prepared with individual recommendations to be considered by the group. At the second roundtable, delegates debated the merits of each of the recommendations and came to a consensus on 24 recommendations that would be presented to the National Assembly. Representatives from the delegation formally presented the final report and recommendations to the Speaker of the National Assembly at the third roundtable. Recommendations included: legal drafting courses for MPs, an extension of daily question time, written records to be made available for the answers to main questions, the Speaker to hold regular forums for citizen input into national policy, the establishment of a government assurances committee, the establishment of a second Deputy Speaker drawn from the minority parties, and the preparation of a brief summary to precede each bill.

#### Results:

- *The NA and NC have the capacity to provide new Members with the basic information and skills necessary to perform their new duties as Parliamentarians.*

- *The workshops brought together Ministers, Deputy Ministers and Backbenchers to learn about the crucial role of parliamentary governance and Committees in a parliamentary system.*
- *The Workshop participants achieved a greater understanding of parliamentary norms.*
- *Increased understanding and use of parliamentary rules and procedures by backbenchers.*

d. Staff Development:

Two committee staff members, one from each House of Parliament, participated in a staff attachment program at the Australian parliament. This program was a follow-up to the attachment program in the U.S., facilitated by NDI in 1997. Program Officer, John Marsh, arrived in Australia a week before the participants to make final arrangements. While in Australia, the two staff members learned about the following aspects of committee work: committee outreach and interaction with civil society; parliamentary oversight of the executive branch; procedures and protocol for relationships between staff and MPs; and operations at the Table office. The committee staff members spent time observing committees in both Houses of the National parliament and the state legislatures at new South Wales and Victoria. The report back session was organized to allow for the participants to share their report and observations with their respective Secretaries and Managers.

The Division of Research, Publications and Editorial Services, the Directorate of Library and Computer Sciences, and the Directorate of Committee Services and Table Offices conducted a workshop on management systems implementation for participants from the National Assembly. The objectives of the workshop were to identify areas where institutional values are included in job functions; to develop relationship skills; to increase the level of information sharing; and to identify how individual contributions contribute to institutional results. Participants agreed that some of the institutional structures in parliament were not clear; for example, junior staff found it difficult to perform according to expectations because they were not always certain whom they report to. Another problematic issue that was discussed was the overlapping roles and duties of clerks when serving MPs, especially when conducting research.

Parliament produced and published four editions of the “*Debate*” during Phase 1, with minimal NDI technical support. The publication is budgeted for by Parliament and is widely distributed. Parliamentary staff designed and wrote all of the articles and layout was also done by parliamentary staff from the information division. NDI supported the Information officers by editing documents, and suggestions regarding the layout of the publication. Members, Ministers and CSO said they found the publication informative and very professional.

Results:

- *Parliamentary staff possess the legislative and basic skills necessary to function in their roles of supporting the MPs and the institution as a whole.*

- *Parliament has the capacity to induct new staff and MPs.*
- *Staff are more confident in performing tasks assigned to them and as indicated during the attachment report back sessions, recommend practical reforms clarify their roles, improved processes to better serve MPs and, overall recommendations to benefit institutional development.*

#### **4. Communication & Information Technology Resources**

For the first time in the electoral history of Namibia, NDI worked with the Directorate of Elections to develop a web based result center in Windhoek. The result center was used as a central depository of election results from all the regions of Namibia and assisted the Directorate in accessing results, verifying and tallying in a timely manner. The result center was also the focal point for the press and political parties in terms of access to developments and results from all regions. Through the NDI initiative, stakeholders in the election were able to access results from a central location and this added value to the process, information and the outcome of the 1999 election. The website facilitated direct public access to information. Broadening the foundation and structures for informed citizen participation in the legislative and decision-making process, which is one of NDI's objectives in its work inside and outside Parliament.

Under DIB, much work was done to lay a solid foundation in Parliament from which advanced communication and information system could be developed. During COD phase one, training was conducted for Parliamentarians and staff to acquire skills to directly access and utilize information technology resources.

**Based on one of the recommendations by a National Council staff member on the 1997 NDI staff attachment, NDI assisted the National Council to automate, in house, the Chamber's order paper and minutes. NDI held four workshops for staff of the National Council table clerks, on how to digitize and produce order papers and daily minutes of chamber proceedings and notices. The computer program enabled the Council to maintain an in-house copy of the bill register. Training focused on the basic use of cells, formatting, trending and simple formulas, which allowed participants to enter information on spreadsheets. At another workshop, Table Office members were trained in the next stage of converting operations documents into digital form. As a result of the training, the National Council table office can produce its own documents and no longer requires NDI support or assistance.**

NDI continued to work with the Parliament Information Technology Committee to finalize the first phase of the parliamentary information management system. The first phase, the development of a Parliament Web site, contained basic information about the Parliament and the two Houses that make up the legislative body: the National Assembly and the National Council. The Web site also contained parliamentary documents, contact information for MPs and staff, the role

and functions of each of the committees in parliament, and biographies of presiding officers. The site provided links to other government web sites. NDI staff demonstrated how to navigate the Web site to members of Parliament, who were very enthusiastic and gave the project their support.

In collaboration with the Parliament Information Technology Committee, NDI conducted a one-day workshop in June 2000 on developing Parliament's Information Management System (IMS). The IMS was a component of Parliament's initiative to make parliamentary information more accessible to the public and to provide unhindered public access to the legislative process. The system allowed citizens to communicate directly with Parliament. At the workshop, participants discussed how the system would operate and prepared a presentation about the IMS for the Speaker of the National Assembly and the Chairperson of the National Council. Committee members adopted a time frame for the development and implementation of the system and assigned responsibilities to members of the IT Committee.

NDI and the Parliament IT Committee conducted a second one-day workshop in July to explain the system's potential impact on current parliamentary rules and procedures. During the workshop, representatives from the directorates were given an opportunity to discover how the system related to their respective roles and functions and to identify mechanisms that could be used to incorporate their directories into the system. The directorates also proposed changes or additions to the system.

The Speaker of the National Assembly invited NDI to present the IMS concept to a plenary session of the National Assembly and later on organized a workshop for the Standing Rules Committee in July to consider the opportunities that the system would bring to Parliament as an institution and to individual committees. The workshop also considered some of the implications of the system on the existing standing rules and orders. During the workshop, NDI also explained the different stages of IMS and how the digital system would improve the current legislative process. The benefits included increased avenues for citizen participation, direct access to parliamentary information, and centralized co-ordination of parliamentary schedules, calendars and programs. Although a few members expressed reservations about the direct access provided by the system to the public for online submissions on legislation, the committee supported the concept without any major amendments.

NDI completed a computer skills assessment program for members and staff of Parliament in August. The assessment determined the levels of computer literacy necessary for the effective implementation of the IMS and the general functioning of Parliament. NDI compiled the assessment results and divided MPs and staff into classes based on competency levels. During August, the IMS committee met twice to review the progress in the development of the information management system. Both the bill tracking and data base frameworks were completed; those components track all the stages of legislation and store it in an online database. The engines for the bio-data component were also completed. The engines enable Parliament to publish bio-data on MPs and allow information to be edited, removed, transferred and shared through a basic and user-friendly procedure.

During the month of September NDI sponsored a visit to the Parliament of South Africa for members of the Staff IT Committee. The purpose of the visit was to expose the committee members to the conceptualization, development, implementation and management of the South African Parliament Web Based information management system. Two members of the technical committee were sent to South Africa to observe crucial issues in the evolution of the South African information communication system. Staff made several important observations including the positive and negative implications of the system on public participation, the overall functioning of Parliament and its committees, the benefits and challenges for Provincial Legislatures and the implications on staff.

Results:

- *MPs and staff have greater access to relevant legislative information at Parliament.*
- *Enhanced public participation and exchange of information in the legislative process.*
- *Citizens are better informed about issues because they can track bills, gain information, participate in public hearings and make submissions in bills.*
- *Increased transparency and accountability of elected officials.*

## **B. Increased Citizen Participation in the Legislative Process**

In order to encourage and promote interactive citizen participation and support public participation and transparency in the December 1999 Parliamentary and presidential elections, NDI sponsored a study mission for three Namibian delegates to observe the second post-apartheid elections in South Africa from May 27 to June 4, 1999. Those who participated were: Hon. Dino Stuart, member of Parliament; Mr. Tousy Namiseb, Human Rights and Documentation Centre (HRDC) at the University of Namibia; and Mr. Paulus Kapia, Secretary of the SWAPO Youth League. A follow-up meeting was held to discuss what participants learned about election monitoring, capacity building and the significance of the South African elections to the consolidation of democracy throughout the southern African region. The Deputy Speaker of the National Assembly, Dr.Zephaniah Kameeta and Members of Parliament, as well as representatives from civil society, the Directorate of elections, the media attended the televised event.

During the reporting period, NDI worked with NANGOF, Women's Manifesto Network, Bricks, KCR, LAC and Namibian Media Women's Association (NAMWA) to assist them to organize, and articulate the needs of their constituents in the legislative arena. Activities were undertaken to build the capacity of partner NGO's to conduct advocacy campaigns. With NANGOF, NDI provided assistance to develop its regional focal points, to enhance NANGOF leadership role and its capacity to provide advocacy support to its regional member organizations.

NDI and NANGOF signed an MOU in 1999, which initiated an attachment program to develop the policy and networking program at NANGOF. The objective of the program was to

assist and strengthen the ability of civil society organizations to participate in the policy making process in Namibia. Because NANGOF is the NGO umbrella organization in Namibia, strengthening its advocacy capability was critical to increasing civil society's access to Parliament. In the MOU, NDI agreed to help NANGOF in the following activities: search for an advocacy program officer; formulation of a medium-term work plan; strategic planning; monitoring Parliament; and engagement with committee members. The NANGOF executive chose the Land Policy Initiative as the focal issue for program activities.

NDI Program Officer Nampila was instrumental in organizing a key workshop on the budget process for civil society organizations in and around Windhoek. The NDI and NANGOF seminars held in 1999 focused on the national budget and how Namibian civil society organizations could make interventions to relevant Parliamentary committees, Ministries and regional institutions. Approximately 40 participants, representing more than 30 organizations, attended the event, which was the first of its kind to target civil society. The workshop included presentations from the National Planning Commission, the Ministry of Finance and the Bank of Namibia. Presenters discussed the stages of the budget process and the macroeconomic conditions of the country, with particular emphasis on how civil society organizations (CSOs) could become involved in the process in the future. Participants discussed ways to maximize their role in the prioritization of funding and ways to participate in watchdog activities related to the budget process. The recommendations that resulted for the workshop included: more educational and awareness programs on the national budget in every region; CSO involvement in the formulation of the national development plan; and CSO involvement in the mid-term review of future plans and not just in the planning stages. Participants stressed the importance of regional participation in the budget process.

**As a result of the workshops and NANGOF interventions, NANGOF was invited by the Ministry of Finance to provide the Directorate of Treasury with recommendations/inputs into the 2000/1 budget. NANGOF's recommendations were included in a Report of the Ministry of Finance (MOF) titled "Improved budgetary Planning, under a Capacity Building Project" in the MOF. Furthermore, NANGOF was selected by the National Planning Commission to serve as a member to the technical committee to develop the Policy framework on the second National development Plan. In response to a request from the National Planning Commission, (NPC), NDI Program Officer Pero Nampila contributed to 2<sup>nd</sup> National Development Plan (NDP2) on the role of private sector and civil society in implementing and monitoring the national development plan. (The NPC is the organ of government that plans and formulates national development frameworks and priorities.) Program Officer Nampila' input was based on NDI's experience of working in both CSO's and private Sector on issues of Affirmative Action and the National Budget.**

NANGOF continued to implement program activities in accordance with the MOU that was signed by the organization and NDI in May 1999. In order to prepare for the potential effects of the millenium bug, NDI provided technical assistance and support to NANGOF on the potential effect of Y2k on NGO's. In April 2000, NANGOF published with financial support from NDI a

newsletter, “NGO Update”, that informs member NGOs about important activities which are facilitated by NANGOF and also about public policy matters that require input from CSOs. NANGOF continued to lobby on the communal land bill and for educational reform. As a result of the Parliamentary Monitor’s participation in the NDI workshops NANGOF, CCN, NAMWA and other CSOs routinely submit testimony to relevant parliamentary public hearings on important legislation

In May 2000, NANGOF conducted regional outreach workshops in five regions that focused on advocacy and lobbying skills training for its members. NANGOF invited NDI to present and facilitate at the workshops. NDI Program Officer Miriam Nghitotovali represented NDI and shared with participants the intervention points at Parliament to advocate and how to develop strategic parliamentary advocacy campaigns. Topics that were addressed included: how laws are made, steps and bodies involved in the legislative process, and how to effectively use lobbying tools and skills. Traditional leaders, various community-based organizations, teachers, community media organizations and local NGOs attended the workshops.

## 1. Gender

Under DIB, NDI worked with the Parliamentary Women's Caucus to develop Terms of Reference that would encourage and facilitate constructive engagement with Civil Society organisations. The Parliamentary Women's Caucus included the sole woman of the National Council. In October, 1998, following the introduction of the Affirmative Action the Women's Caucus held a seminar, facilitated by Ms. Yasmin Khan, of the University of the Western Cape, South Africa, to discuss the impact of integrating gender into key pieces of legislation. She reviewed the draft Affirmative Action legislation with the Women MPs and suggested areas for improvement to address harassment and discrimination in the public service.

NDI provided technical assistance to the Namibian Women's Manifesto Network (WMN), a coalition of CSOs and political party representatives that advocate for increased political attention to women and children's issues. The WMN developed a Manifesto, a 25-page booklet that outlined the demands of women. NDI provided technical assistance to the WMN to conduct a nation-wide pre-election advocacy campaign. Additionally, Senior Program Officer Montague acted as the technical assistant to the WMN to support a series of advocacy activities during the WMN-initiated Gender Awareness Month (the month of March 2000). NDI also provided financial support to conduct Gender Awareness Month activities.

In April 2000, as part of the NDI-assisted series of gender advocacy activities, the Namibian Women's Network (WMN), the Multi-Media Campaign on Violence Against Women and Children and the Khomas Steering Committee of Men Against Violence Against Women marched to Parliament to present a petition to the Deputy Speaker. The petition contained two demands: the Secretary of Justice to finalize and table the Domestic Violence Bill and the Parliament to pass the Child Care and Protection Bill and the Child Maintenance Bill. The petition had approximately 1,000 signatures. Signatories included those who had participated in Gender Awareness Month activities as well as students and staff at the University of Namibia and other educational institutions.

During May, NDI provided Sister Namibia, the organization that directs the WMN, with technical assistance to develop a more suitable structure for its organization, including reorganizing volunteers and developing a board of directors. A new edition of the magazine, *Sister*, was published by Sister Namibia in August. The magazine featured the activities that took place during the NDI-sponsored Gender Awareness Month. The month-long event brought together civil society organizations led by the WMN, members of Parliament and the Executive to discuss issues of importance to Namibia's women and children.

In September 2000, NDI began to give the WMN financial and technical assistance for an advocacy campaign that seeks to require by law that women hold fifty percent of elected decision-making positions in all levels of government. The WMN, with NDI assistance, organized a workshop to launch the campaign and to develop advocacy tools to be used by the campaign. Approximately, 40 persons representing a wide range of civil society attended the workshop. NDI's Senior Program Officer Maryam Montague acted as a program trainer. At the campaign's launch that concluded the workshop, the Deputy Chair of the National Council submitted a presentation. As a follow up to the workshop, NDI's Senior Program Officer facilitated a workshop on focus group moderation skills for WMN leaders. Approximately nine WMN representatives attended the

workshop, which was designed to enable participants to conduct focus groups to pre-test mock posters that had been developed as a tool for the advocacy campaign.

Results:

- *Increased ability of civil society to organize and advocate citizen's interests in the national legislative process.*
- *The National Assembly refines its process to receive and respond to public petitions.*
- *NANGOF plays an enhanced role in the NGO community. NANGOF expands its capacity to support and build the advocacy skills of other NGO's.*
- *NGO's made valuable contributions during last year's national budget debate on key economic issues. CSO contributions were recognized by the MOF, and they continue to be consulted.*
- *WMN developed a strong lobbying network on women and children's issues in all 13 regions. Due to well organized marches, rallies, petitions and letter writing campaigns, WMN received media attention in over 100 reports.*

## **2. Public Policy Issues**

In response to partners' demands for issue specific programs, NDI undertook initiatives to assist Parliament to fulfil its oversight of the executive function, while working with CSOs to enhance their capacity to advocate on behalf of citizens. Such non-partisan programs revolve around public policy issues have become mechanisms to put theory to practice, allowing MPs and NGOs to gain expertise and knowledge in specific legislative areas.

a. The Budget Awareness Project:

Since 1997 NDI has worked very closely with the Namibia Chamber of Commerce and Industry during the past three years to increase awareness of the role of civil society in the development of national spending priorities. In 1998, NDI/NCCI extended the partnership to include the Association of Regional Councils (ARC) to facilitate the workshops in the regions. During the reporting period, six regional workshops were held in remote rural areas of the country. All the workshops were very well attended in all regions and covered by NBC indigenous radio and on one occasion, NBC T.V.

The Budget Handbooks was translated into six indigenous Namibian languages and widely distributed in 1999. NBC T.V. special events reporter Bertha Amakali, who developed a short piece on the publication and its benefits to all Namibians, covered the launch of the translated handbooks by Deputy Minister of Finance. The short piece featured on a TV current events show and NBC language radio, heightened interest and the demand for the books.

During the last week of March 2000, NDI and Omusema Training Associates (OTRA) organized a roundtable on the national budget for Namibian civil society organizations. Participants

included representatives from the Bank of Namibia, commercial banks, and the private sector, the University of Namibia, NGOs, trade unions and Namibian research organizations that specialize in policy development. The roundtable provided an opportunity for participants to examine the past trends, current realities, and expectations for public participation the national budget process. Participants learned how to include expenditures for issues such as gender/women, child protection, the environment, HIV/AIDS and poverty alleviation in the national budget. Recommendations from the roundtable will be put into a report that will be presented to the Minister of Finance. The roundtable will use information and recommendations from the roundtable in Parliament and regional workshops after the tabling of the National Budget.

NDI held several consultative meetings in July 2000 with NANGOF, Namibia Teachers Union (NANTU) and Sister Namibia to discuss possible NDI support for the organizations' efforts to influence the budget process. NDI had already signed an MOU with Omusema to carry out research and collect relevant baseline information to strengthen advocacy campaigns by other organizations. Sister Namibia drafted a terms of reference for Omusema to follow in its review of resource allocations for women's issues and women's participation in government ministries and other sectors of society. NANTU advocacy efforts were focused on providing input to the Education Bill that was scheduled to be tabled during the period under review. NANGOF played an important role in coordinating and facilitating most of the organizations' advocacy efforts to ensure that there was broad support for the member NGOs.

#### Results:

- *Improved quality of debate in both chambers; MPs ask the Minister better focused questions, utilizing skills and information shared by resource persons;*
- *Use of the Budget handbook by National Planning Commission Directorate of Regional Development to train financial officers;*
- *Increased media coverage of the budget approval process*
- *Increased number of MPs of both Houses acknowledge and lobby the MOF for procedures for a more transparent and open budget process.*
- *MPs are better informed about the Budget and its process, how to make relevant interventions, ask more focused questions*
- *CSO interventions accepted by the MOF in 1999/2000 budget.*

### **C. Ethics**

During the reporting period, NDI provided significant assistance to the Government's technical Anti-Corruption committee. Representing the Institute on the technical committee, Program Officer Akumu assisted the committee to seek consensus on the issues, broadly consult stakeholders nation wide, provided international and regional perspective on the issues and implementation strategies. Based on the recommendation of NDI Program Officer Akumu, a special briefing seminar was held for Parliamentarians, which was facilitated by Secretary to Cabinet and the Attorney General. On 7-9 October 1998, NDI provided technical and financial assistance to the Office of the Prime Minister and the Attorney General, for National Conference on the Integrity/Promotion of Ethics and combating of Corruption. A year later, Cabinet approved the recommendation of the National Consultative conference establish an independent anti-corruption Agency. NDI has continued to consult with and provide information to the offices of the Prime Ministers, Attorney General and the Minister of Justice.

#### Results:

- *Comprehensive ethics legislation is drafted by the Ministry of Justice.*
- *Stronger links between civil society and Parliament.*
- *Increased awareness by the public of ethics reform and the need for mechanisms to curb corruption.*
- *Both Houses develop procedures for a more transparent and open budget process.*
- *NANGOF drafts Code of Excellence for adoption by CSO members.*

#### **D. Media Coverage of Legislative Affairs**

In 1998, the Bricks Community Project (BRICKS) and NDI signed a new cooperative agreement to continue programs to improve media coverage of legislative processes and issues. In November 1998, NDI and BRICKS organized a media roundtable to discuss future programming activities to support media involvement in the legislative process. Participants agreed on the need to improve the media's research capabilities for in depth reporting on parliamentary activities. In March, BRICKS, the U.S. Information Service, the University of Namibia and NDI cosponsored an Internet research workshop for the media. Trainers were provided the University of Namibia and the University of Colorado. The workshop was conducted in two sessions to accommodate the large response from those responsible for reporting on Parliament. Several staff members from parliament also participated in the training sessions. Thirty participants were trained in intermediate and advanced techniques of software usage and organization: this included different methods used to acquire information on the Internet and how to manipulate search terms to produce precise results. Participants acquired the skills necessary to report on legislative and political subjects in greater depth.

BRICKS/NBC and NDI organized a two-day workshop in November 2000 for NBC Television, Radio and the two Katutura Community Radio (KCR) reporters, and a representative

from the Omukuni, A Roman Catholic Publication on how to minimize biased electoral coverage of political parties and techniques to educate the public about the Parliamentary and Presidential elections. The workshop facilitator Ms. Amina Frense, Editor in Chief, Special Assignments and Elections SABC TV News engaged and challenged 25 participants to use non-partisan techniques to engage and inform the electorate during the pre-election period for presidential and parliamentary elections took place in December 1999.

The resource person, through video tapes of SABC election programs, was able to demonstrate to the participants how to exercise self censorship when attending political meetings or rallies; how to determine the sequence of coverage of events that occur simultaneously; accessing and reporting on polling stations and how to objectively informally poll the public on issues. A result of the workshop was the development of several short segments on political shows, by Bertha Amakali, NBC news reporter, polling the public at large on their understanding of the Party List system and the significance of the political party manifestos.

NDI assisted Chris Ndivanga, program co-coordinator for BRICKS, to develop a six-month media-training program. The program provided specialized training to journalists who report on Parliament and encouraged regional reporters and NGO media workers to use the media to articulate policy advocacy and development issues. BRICKS agreed to provide technical assistance to volunteer reporters who cover parliamentary events for (KCR). The goal of the media program was to facilitate live dialogue between the public and Parliament on legislative and policy issues. During the National Council (1999) and National Assembly (2000) induction programs, KCR broadcast twelve programs that highlighted the role of Parliament, the role of MPs and the importance of citizen participation in the legislative process.

During March, NDI and KCR conducted a workshop for community radios in Namibia. Representatives from four community radios and NAMWA attended the workshop. The workshop was part of NDI's initiative to promote sustainable citizen participation methods, and exploring the role of community radios in facilitating that process. The workshop was also aimed at identifying the capacity and skills among community radios in Namibia, the results of which will inform the KCR constituency outreach program. Out of four community radios attending the workshop, two community radios agreed to collaborate with KCR on the parliamentary program and to facilitate their respective regional parliamentary broadcasts. Following the workshop recommendations, NDI worked with both Parliament and KCR to institutionalize their Parliamentary coverage. This intervention resulted in Parliament allocating three rooms to KCR and the community media initiative.

In identifying a practical mechanism for information sharing between KCR and other community media institutions, conducted a survey to determine capacity and skills within community media institutions and assisted KCR in developing a framework information dissemination and gathering using Internet Technologies. The Internet Technologies were developed and by combining audio clips and text, community radios and other media institutions acquired direct access to parliamentary proceedings through the KCR web site. The web site also provides audio versions of policy debates and regional views on legislation. With its permanent relocation to Parliament, KCR is the only radio station in Namibia providing full and often, unedited version of

parliamentary proceedings to the public.

In July 2000, NDI developed a training program for the staff of KCR and its partner community radio stations. The objective of the training was to enable KCR and partner radio staff members to operate the digital communication system (DCS) when covering parliamentary proceedings and to share media data. The DCS is an Internet-based system that was developed with assistance from NDI as part of the Institute's exit strategy for its media assistance to KCR.

During the month of September NDI embarked on the final phase of the KCR/NDI collaborative partnership. The closeout process included the completion and hand-over of the KCR Web Broadcasting System, a workshop on the role of community media, sustainability, fund raising and proposal writing, and the relocation to Parliament. The three-day community media workshop attracted participants from the south and northern parts of Namibia, KCR and NBC staff. The workshop looked at the role of community media in facilitating public participation and the challenge of sustainability for community institutions. As the last of NDI's interventions with KCR, the workshop established a network of community media institutions that will share human resources, news and information, technical skills and equipment.

Results:

- *Improved reporting on activities at Parliament as well as policy and advocacy issues.*
- *Established a network of private community radios to provide parliamentary coverage to communities and feedback to MPs.*
- *KCR acquired a permanent cubicle in the National Assembly and National Council Chambers.*
- *KCR serves as a conduit for information between Parliament and citizen in indigenous languages.*

## **E. Publications**

Under COD Phase 1, NDI and its partners have produced publications in each programmatic area. The publications resulted from training activities and were developed by the partners, with NDI editing and providing technical advice.

- *Translated Budget Handbooks:* The Budget Handbooks were translated into six indigenous Namibian languages and were distributed widely in the regions. The Director of Regional Development Budget in the National Planning Commission informed NDI that she uses the Budget handbooks to train regional financial officers.
- *Parliamentary Reporter's Reference Manual:* This guide was developed by the resource persons, BRICKs and NDI for print, TV and radio reporters that cover Parliament. The guide is designed to demystify Parliament to reporters and provides tips to improve relations between journalists and politicians to encourage greater participation in the legislative process.

- *Guide for Community Media Institutions:* The focus of this guide to assist non-profit organizations with proposal writing and organizational development. It was specifically developed to assist KCR with its fundraising efforts.
- *The Draft Guide for Committee Chairs:* A guide to assist new and existing members of Parliament in their role as committee chairpersons.
- *National Council Guide to Administration & Management:* A short guide for new MPs of the National Council to orient them with the services availed by the staff of the National Council. The booklet provides basic information about the National Council's administration and management.

With the development of a parliamentary information management system (IMS), NDI developed three publications focusing on the following aspects:

- *Introduction to the IMS:* A manual for members and staff of Parliament on the basic use of Computer Technologies in a parliamentary environment. The guide was designed to help members and staff who had never used Computers before and succeeded in training 78 members and 34 staff.
- *Guide to Legislative Research:* The guide to Legislative Research was developed to assist both members and staff of Parliament to conduct issues based research on the Internet. Given the enormous workload faced by members and staff, and the varying nature of the topics under discussion, the Internet has proved to be a valuable resource for research. The guide is a research tool for Parliamentarians and staff as it organizes different resources on the Internet and their respective addresses in a practical and centralized order. The guide complement's NDI's initiative of developing the skills of Members and staff as recommended by Section 7.2 of the Agenda for Change.
- *The IMS Management Handbook:* The IMS handbook is an instructional handbook aimed at institutionalizing the IMS within Parliament and providing continuity and sustainability of the Information Management System beyond the NDI intervention. The Handbook assists existing and new Parliamentarians and staff on how to utilize the Information Technology infrastructure at Parliament. Secondly, it also serves as a guide on the support and management of the system by Parliament and the Regional Councils.

## EVALUATION

*Throughout phase one of the cooperative agreement, NDI remained focused on its four major programmatic areas: parliament, civil society, public policy issues and the media. The Institute's priority was to develop the institutional capacity in parliament to receive public input in the legislative process and much progress was made towards developing sustainable structures for citizen input in the National Assembly. After successfully enhancing the institutional capacity and independence of the National Assembly, NDI began increasing its assistance to the National Council to develop a committee system and to strengthen mechanisms of communication with the regional councils. Increased weight was also placed on empowering civil society to play a more substantial role in the national legislative process.*

NDI evaluated the programs progress through participants surveys and informal feedback; feedback from political party leaders; written evaluations of programs advisors; and written and oral reports. Results were further evaluated based on the degree to which Parliament, staff and civil society partners organizational, information dissemination and reporting skills were transferred. **The following are highlighted as significant results that occurred during the reporting period.**

### 1. **Increased Capacity Of MPs**

Through NDI assistance MPs from both Houses have continued to strengthen their capacity as legislators, through exposure missions to other parliaments. The MP's induction programs conducted in Windhoek and Ondangwa and the NDI supported study mission to Ghana will continue to yield results beyond the life of the program. Members of Parliament, who participated in the Ghana Study Mission for new MPS, gained an increased understanding of inter-party alliances and comparative parliamentary practices and procedures. Upon return, **Hon. Nora Schimming-Chase (COD)** said:

*"These were a very rewarding five days. We experienced a great deal that we couldn't have learned in workshops. What was very special was the way we worked together to come up with the mission recommendations. I want to thank NDI for organizing the mission".*

The National Assembly's Induction II program achieved important results. The workshop brought together Ministers, their Deputies and Backbenchers to learn about committee systems in parliament. The program was unique because it allowed members of the Executive and their deputies to participate in parliamentary committees for the first time and a first-hand experience of the processes and work of parliamentary committees. The induction program, led by expert resource persons, gave participants a greater understanding of international parliamentary norms and processes

### 2. **Increased Accountability of Parliament to All Namibian Citizens.**

NDI continued through its programs to strengthen linkages between parliament and the public. During this reporting period, NDI facilitated and supported the National Council's regional audits and the development of a more user-friendly Information Management System. To enhance linkages between parliament and the public, NDI developed questionnaires for the regional survey and organized workshops in all 13 political regions of Namibia. More than 400 principal stakeholders participated in the audits and the audits culminated in an agreement to hold a national conference. This experience must have compelled the Chairman of the National Council Hon. Kandy Nehova to say in May 2000 that "your (NDI) efforts to create linkages between the Regional Councils and the National Councils MP's are commendable. I had an idea but you have improved on it and made it a reality. It looks very good".

During this period a web site with a bill tracking component and a database of parliamentary documents was developed through the Parliament IT Committee with NDI support. The Namibian Parliament has combined existing parliamentary processes with web-based technologies to facilitate public participation and the exchange of parliamentary information. Draft legislation, committee reports, research documents and bill summaries are all now available online. The technology enables the public to have 24-hour access to parliament with a guaranteed opportunity to make public submissions directly on bills of interest. As a result of the web site, the public is more informed about political issues and can participate in public hearings throughout the country.

### **3. Increased Influence of the National Council Committees in the Legislative Process.**

The National Council participation in the legislative process has improved considerably. A testimony to this is the fact that the National Council Committee on Regional Development and Reports sent the Communal Land Bill back to the National Assembly with amendments for improvement and a joint committee of both houses was created to study and improve the Bill. This rejection of a bill that had been approved by the National Assembly is testimony to the growing importance of the second house in parliamentary committees and its increased understanding of its role as the House of Review. The National Council actions further reflected that its constituency interests overrode party interests.

### **4. Increased Capacity of Parliamentary Staff.**

Several important programs were organized with minimal NDI assistance including National Council practical skills, Induction program and the Budget workshop. Staff continued to demonstrate maturity and understanding of their responsibilities and conducted an in house assessment of the research, library and information division to clarify overlapping roles of committee and research division.

NDI has continued to organize programs aimed at enhancing the capacity of parliamentary staff. During this period, a number of programs were organized, such as the Staff Management Implementation workshops and the legislative skills-building workshops. These workshops addressed the critical challenges in the new structures of both houses and assisted the staff in understanding their roles and areas of responsibility in the institutional organization of Parliament.

As a result of Staff attachment program in 1997 and a subsequent committee clerk's initiative, the National Council produced its own publications in house, using staff, at a savings of US\$2000 per annum.

### **5. Increased Sustainability and Ownership of Programs to Build Skills for Members and Staff.**

Sustainability is a key issue in parliament's long-term capacity to function effectively. NDI has made considerable effort to enable parliament to manage and sustain its future training needs. NDI's Country Director consulted regularly with major stakeholders, the Speaker of the National Assembly, the Chairman of the National Council and leaders of civil society about the need to institutionalize training programs in the legislative body. NDI continues to engage both secretaries of the two houses of Parliament about the importance of maintaining regular training programs for MPs and staff. Parliament has claimed ownership of few programs as demonstrated by the National Assembly assuming costs for the follow-up on implementation program with NDI only paying for half the program.

At the practical level, NDI has organized training programs intended to strengthen the skill and knowledge base of parliamentary staff, Civil Society organizations and MP's at large. During this period, NDI organized a training course for parliamentary staff and legal drafters in the Ministry of Justice on how to analyze and simplify bills for MPs and the public. The goal is to stop the practice of having bill summaries produced by the Legal Assistance Center (LAC) and instead, parliamentary staff will produce the summaries in collaboration with legal drafters.

## 6. Increased Capacity of the Media.

NDI works to support media resulted in significant achievements over the 2 year reporting period. Improved media coverage of Parliament has been more informative and investigative. Based on NDI/BRICKS training for Radio and TV Broadcasts in 1999, several reporters have established initiative through conducting informal and public opinion polls on public policy issues. NBC has expanded its parliamentary reports to include indepth MP interviews on statements and actions in the chambers and follow-up. There has been significant improvement in the manner in which some ministries provide information to the public. The Minister of Defense has dedicated a budget to train liaison officers as a direct result of media training held in 1998, which emphasizes the free flow of information from government to the public. Press is now invited to on-site media press briefings, as in the case of the DRC and Angola.

NDI worked with the Katutura Community Radio (KCR) to establish a network of private community radio stations that provide parliamentary coverage to communities and give feedback to MPs. NDI facilitated KCR's relocation to parliament and the radio now broadcasts from two offices in the National Assembly and National Council Chambers. KCR is the *first radio to be housed at Parliament*. Community radio institutions have developed skills and sustainable financial and human resource skills as a result of NDI organized workshops on Development and Sustainability for Community Media Institutions.

### FINDINGS

**Progress was made in enhancing the capacity of civil society to engage in national policymaking and in improving media coverage of legislative and governmental affairs. Program objectives, indicators and anticipated and actual results are described below.**

**OBJECTIVE 1:** *Parliament creates the structures and develops the skills to function as an independent branch of national government distinct from the executive and the judiciary.*

**A. Indicators:** Parliament Service legislation is drafted, passed and enacted and a parliamentary commission is formed and functioning.

**Anticipated Results:** Creation of a parliamentary service responsible for staff at Parliament that is independent of the Public Service.

#### **Results:**

- Staff developed the capacity to perform their designated jobs and responded to research requests,
- Staff organized committee meetings, public hearings and drafted committee reports.
- The Parliament continues to recruit specialized staff in anticipation of the establishment of a Parliament Service Commission, e.g. there are now five Legal Counsel serving the Parliament.
- Legislation is drafted to create a Parliament Service Commission. Several education workshops through Orientation and Induction Seminars were held to inform MPs of the necessity of an independent Parliamentary Service Commission.
- NDI and parliament conducted a four-part parliament management training series to develop legislative and research skills of MPs, committee clerks, staff and NGO parliamentary monitors to provide participants with the legal skills necessary to function effectively in their jobs. Forty-four (44) persons were trained.

- NDI organized a series of legislative skills workshops for the clerks and NGO parliamentary monitors to enhance their understanding of the legislative process. The workshops utilised “How Laws are Made, and How to Read Bills Critically” as training and reference tools. Twenty-six (26) persons were trained.
- NDI provided assistance for comprehensive legislative research and writing training for the National Assembly Division of Research Publication and Editorial Services, the Directorate of Library and Computer Services, and the Directorate of Committee Services.

*“We have really learnt how to organize and conduct these types kinds of program. What we did in Ondangwa is a lesson to ourselves that we have the ability to organize complex program. This is good preparation for the CPA that will be held in Windhoek in 2002...we will have thousands of MPs descending upon us” (September 2000)*

***Hon. Willem Konjore  
Deputy Speaker National Assembly***

**B. Indicators:** Creation of improved job descriptions and mission statements; existence of a fully trained systems administrator at parliament.

**Anticipated Results:** Increased capacity of senior staff to manage the future development of parliament.

**Results:**

- Staff has developed good public relations skills to engage the press, draft press releases, advertise Parliamentary activities on radio, in local print media and to correspond with interest groups.
- Staff have skills how to prepare witnesses testifying before committees and materials to guide the public on how to engage and interact with Committees.
- The National Assembly Secretariat senior staff with minimal NDI assistance, conducted a workshop to improve job descriptions and develop a mission statement for secretariat managers.
- A consultant was hired to maintain the system until a permanent systems administrator is hired. Senior staff formed an IT committee to manage and expand the system to suit additional functions, including the automation of order papers at the National Council, a bill tracking system and a committee database.
- As the result of a staff assessment of the directorates of library, information, research and computer services, NDI organized a workshop to address issues raised in the assessment. Participants developed a framework to define relationships between the directorates, job responsibilities, and the relationship of the directorates to the overall mission of parliament. About twenty participants were trained.

*“The success of the Management training with Ulf is something I would like to impress upon you. While the practical application of the lessons learnt are now still outstanding, it is certainly my perception that the entire management team felt a sense of achievement and growth as a result of this program”. (Nov. 1999)*

***Adv. Stephaine Winson  
Secretary of the National Assembly***

**C. Indicators:** Creation of a management plan for technology resources at parliament.

**Anticipated Results:** Increased capacity of the systems administrator to maintain and expand parliament’s computer network as well as communications and information technology resources.

**Results:** Significant progress was made in the development of an advanced communication and information system at parliament.

- Staff came away with several critical recommendations to safeguard and improve the Namibia IMS after studying the system in the South Africa National Council of Provinces.
- As part of the Parliament Information Management System (IMS), the Parliament Web-site was created to increase public access to the legislative process to allow direct citizen access to parliamentary information.
- Parliament and NDI support combined existing website, Parliament processes and web based technologies to facilitate public participation and the exchange of Parliament information, including draft legal committee reports, research documents and bill summaries.
- The information communication/management system has been designed to be supported by Parliament staff guided by the IT committee.
- NDI held four workshops for staff of the National Council on how to digitize and produce order papers and minutes of chamber proceedings.
- Bill tracking and database frameworks were created to track all stages of legislation that are stored in an online database.
- A guide to legislative research was developed to assist members and staff of parliament to conduct issues related research on the Internet. It includes information on the support and management of the system.
- A draft IMS handbook was produced to assist MPs and staff on how to utilize and expand the information technology infrastructure at parliament.

**The Speaker of the National Assembly noted:**

*“The new publications that you are working with us on are brilliant. They are empowering us. They are developing our capacity as parliamentarians and as representatives of the people”. (July 2000)*

**OBJECTIVE 2: *The National Assembly and the National Council establish, maintain and expand mechanisms for citizen input into the national policymaking process.***

**Indicators:** Committees meet regularly in each House and committee members have increased technical knowledge on committee related issues.

**Anticipated Results:** Functioning committees in both Houses routinely have bills referred to them and they seek public input on legislation.

**Results:**

- The National Assembly Committees continue to reach out, solicit and involve Civil Society organizations in their deliberations as evidenced by the high level participation and amendments to the rape bill, communal land and VAT bills. Newspaper ads and radio announcements are made to inform the public of committee activities, hearings.
- Approximately 500 key civil society actors participated and responded to The Regional surveys, regional audits/workshops and the National Conference on Strengthening Public Participation in the legislative process;
- National Council MPs drafted and tabled a report of their findings from the Indonesia study mission. In the report NC committee Chairpersons recommend and advocate for the adoption of practical oversight mechanisms, to establish networks to monitor and evaluate programs and projects in their respective regions
- Committees of both Houses meet regularly to review bills.

- National Assembly rules are amended to allow standing committees to sit during recess periods and hold public hearings.

**Below is a list of committees and the bills that they reviewed:**

***NATIONAL ASSEMBLY***

**Standing Committee on Economics**

- Road Traffic and Transport Bill
- Road Fund Administration Bill
- Roads Authority Bill
- Roads Contractor Company
- Namibia National Reinsurance Corporation Bill
- Labour Act (Act 6 of 1992)
- Income Tax Amendment Act
- Road Fund Admin. Bill [B.43-98]
- Road Contractors Company Bill
- Road Traffic and Transport Bill
- Road Authority Bill [B.44-98]
- Legitimacy of Cash-Loan Companies
- Motor Vehicle Accident Fund Bill,

**Standing Committee on Security**

- Legal Practitioners Amendment Bill

**Standing Committee on Natural Resources**

- Diamond Bill
- Communal Land Reform Bill

**Standing Committee on Human Resources Equality and Gender Development**

- Combating of Rape Bill
- Combating of Immoral Practices Amendment Bill
- Plight of Pensioners
- Namibia Institute of Pathology Bill

**Standing Committee on Standing Rules and Orders**

- Members of Parliament and other Political Office-Bearers Pension Fund Bill

**The Reports of Committees Tabled in the Chambers**

- Committee Report on the Value Added Tax Bill
- Committee Report on the Communal Land Reform Bill
- Committee Report on the Combating of Rape Bill B
- Committee Report on the Immoral Practices Amendment Bill

***NATIONAL COUNCIL***

**Standing Committee on Regional Development and Reports**

- Road Authority Bill
- Road Fund Administration Bill

- ❑ Road Traffic and Transport Bill

### **Ad Hoc Select Committee, National Council**

- ❑ The Communal Land Reform Bill

## **V. The Reports of Committees Tabled in the Chambers**

- ❑ Committee Report on the Value Added Tax Bill
- ❑ Committee Report on the Communal Land Reform Bill
- ❑ Committee Report on the Combating of Rape Bill
- ❑ Committee Report on the Immoral Practices Amendment Bill
- ❑ Committee Reports of the National Council on the Road Authority Bill, Road Fund Administration Bill, Road Traffic and Transport Bill

**Hon. Pohamba, Secretary General of SWAPO and Minister of Land, Resettlement and Rehabilitation** acknowledged NDI's contributions. *(August 1999)*

*"We want to reiterate our appreciation for the work you at NDI have been doing all these years. You have been a source of education for us, the parliamentarians. Your activities have been very useful to us. It sounds bad when we hear that you are about to leave in two years. But you have been providing us the machinery for us to support ourselves".*

**B. Indicators:** Number of public hearings held by committees in each House and the number of participants.

**Anticipated Results:** Committees in both houses have begun to exercise their function of providing oversight of the executive branch.

**Results:**

- Improved quality and information contained in National Assembly committee reports tabled.
- National Assembly Committee continues to refine oversight role as evidenced in the Natural Resource Committee report recommendations to amend the communal land bill. It is important to note that consensus of all MPs in committee is required to report a bill back to the house. That particular committee was Chaired by an opposition MP and Th majority of its MPs were from the governing party.
- The National Council rejection and remand to the National Assembly, the communal Land Reform Bill, led to further deliberations on amendments being adopted by the National Assembly. The National Council committee on regional development held public hearings and solicited input before recommending amendments to the bill based on its findings.
- Based on the actions of the National Council on the communal Land Bill, a joint committees comprising of Members of both houses from the governing party was formed, to review the amendments proposed by the National Council.
- Increased understanding and appreciation by Members of the Executive of the utility of parliamentary committees and the public hearing process. Several important social policy bills were referred to committees for further public input, e.g. the rape bill, plight of pensioners, Immoral practices amendment bill.

- Several Ministers are responsive to Committees requests and often work through the recommendations in committee before being adopted in the Chamber, e.g. rape, education bill.
- Improved analytical questions asked posed to minister's during the National Assembly Question Time - particularly on budget.

**C. Indicators:** Number of committee hearings to review government policies or laws; information sharing between the National Council and regional councils; and number of submissions from regional councils to the National Council.

**Anticipated Results:** The National Council enhances opportunities for citizen participation in national policymaking through the regional councils.

**Results:**

- The National Council Amended its Standing rules and orders to require that MPs visit their constituencies six times per session to seek their views on legislation.
- Improved regional reports tabled in the National Council, which discuss the impact of the development budget and legislative policies on specific regions.
- Commitment by the National Council to hire a regional liaison officer that will communicate, share information with and seek input directly from regional liaison officers.
- Support for the Information Management system by all 13 Governors and Regional Officers as the best vehicle to inform the public and solicit public input on polices and legislation.
- Provision of a offices for community media in the Chamber of the National Council, to record sessions and interview MPs on public policy issues.
- Regional surveys, first time in Namibia, the National Council comprehensively consulted and its stakeholders on how to strengthen the National Council more then 400 principal stakeholders were consulted. The audits resulted in the National Council consultative conference, which proposed constitution amendments to how the National Council conducts itself.

**D. Indicators:** Increased public input into the budget process.

**Anticipated Results:** Both Houses develop procedures for a more transparent and open budget process.

**Results:**

- Parliament creates a budget committee, comprised of both Secretaries, Controlling officers, to develop a budget for each house.
- As a result of the budget seminars, MPs are better prepared for the budget debates and ask focused questions of the Minister of Finance, which were reported by the media as “MPs *no longer, making political statements*”.
- Following a budget seminar, National Council MPs demonstrated their oversight role with regards to monitoring projects funded in the Development Budget.
- Director of Regional Development in the National Planning Commission states at a workshop for CSO’s that she uses the NDI/NCCI Budget Handbooks to train Regional financial officers.
- The Speaker, for the first time in Namibia’s Parliaments History in 1998, motivates for the National Assembly and the National Council’s budget in the National Assembly Chamber.

- The National Assembly includes the Standing Economics Committee in the development process of its budget.
- Civil Society’s recommendations and inputs are accepted by the Directorate of Treasury are included in a report of the Ministry of Finance titled, “ Improved budgetary Planning”, under a capacity building project.
- Increased demand for regional budget workshops, all which were extensively covered by NBC radio.
- The translated versions booklet, “Understanding the National Budget” continue to be in high demand and are widely disseminated and utilized by all sectors.

*“The Budget project, in my opinion, is an excellent demonstration of a smart partnership between government and its social partners” (March 2000)*

**Hon Rick Kukuri,**

**Deputy Minister of Finance,** (at the launch of the translated budget

handbooks)

**OBJECTIVE 3: *Members and staff of the National Assembly and the National Council enhance their capacity to carry out legislative and outreach functions.***

**A. Indicators:** Quality of debate in both Houses and the number of private member bills or amendments introduced.

**Anticipated Results:** Increased ability of parliamentarians to make substantive contributions, including offering amendments, during debate on draft legislation and policies.

**Results:**

- Staff is developing skills to summarize and analyze bills. During the reporting period National Assembly Staff summarized and presented analysis of the education bill using power point.
- MPs and senior staff came away from the Louisiana Institute of International Drafting recommending drafting of bills and polices in plain language
- Through the Indonesia Study Mission, MPs were exposed to how MPs maintain active links, contacts and acquire input from their respective constituencies on the scattered islands. MPs recommended the establishment of a strong research division and oversight mechanisms, spot checks, to National Council to implement in Namibia.
- The National Council amended its standing rules and orders to require six visits to the regions to inform the public on Parliament and solicit their views on policy matters.

**B. Indicators:** Number of MPs who implement formal constituency outreach programs and regional input is reflected in National Council debates.

**Anticipated Results:** National Councilors enhance their ability to provide constituency services to citizens in a more routine and formal manner.

**Results:**

- The 13 historic audits conducted by the National and NDI demonstrated increased capacity of National Council MPs to reach out to their constituencies in an organized, effective and consistent manner.
- The National Council amended its rules and orders to mandate six visits to consult and solicit constituents’ views on public policy matters.

- The National Council submits regular report on impact of legislation on respective regions as well as monitor projects funded through the development budget.
- The formation of a committee in the Kunene region to formulate strategies to address issues of HIV/AIDS and the appropriate channels for advocacy through regional councilors, governors and MPs.

**C. Indicators:** Orientation courses and materials for new MPs are established and maintained in parliament.

**Anticipated Results:** The National Council and the National Assembly have the capacity to provide new members with the basic information and skills necessary to perform their new duties as parliamentarians.

**Results:**

- The orientation and practical skills workshops for the National Council trained new members in the basics of parliamentary processes, procedures and discourse.
- Parliamentary induction programs provided members of the National Assembly with an orientation to their roles in the legislative process.
- Study missions to countries such as Ghana allowed MPs to observe and compare how laws are made and how MPs and parliamentary personnel conduct themselves in the legislative process in other countries, and the utility of question time.
- Louisiana International Institute of Legislative Drafting increased understanding of the importance of legislative drafting skills in plain language.
- Five instructional publications were produced to increase the capacity of MPs to perform their roles in Parliament. Publications included: *Draft Guide for Committee Chairs*; *Guide for Internet Research*; *NC Administration & Management*; *Parliamentary Reference Manual*; *Budget Handbooks* (in five indigenous languages)

As a result of these contributions by NDI, **Chairman of the National Council Honourable Kandy Nehova** had this to say:

*“Your efforts to create linkages with the Regional Councils and the National Council MPs are commendable. I had an idea but you have improved on it and made it a reality. It looks very good.”*

**D. Indicators:** Percentage of backbench MPs who regularly utilize staff resources and number of research request they make to staff; legal counsels effectively serve MP needs.

**Anticipated Results:** Parliamentary staff will have the legislative and basic skills necessary to serve MPs and to support the functioning of parliament.

**Results:**

- MPs reported that the staff has become more pro-active anticipating research needs after tabling a motion or statement in the chambers. MPs are pleased with the efficiency and professionalism demonstrated by staff.
- Australia attachment program clerks recommendations included both Secretaries develop joint calendar; improve streamlined committee procedures; witness guidelines and media briefs, public education and outreach materials.

- Parliamentary staff demonstrate competence in their work: they conduct meetings independently, guide MPs during committee sessions, and organize public meetings and hearings, conduct research, draft talking points and reports of public hearings.
- MPs reported during M & E interviews that they rely heavily on the work done by staff to accomplish their legislative functions.
- Parliament Research/information division organized its second and third information booth at the Windhoek International Show with minimal assistance
- The Parliament publication, the Debate is published with minimal assistance.

**E. Indicators:** Orientation courses and materials for new staff are established and maintained in parliament.

**Anticipated Results:** Parliament will have the capacity to induct new staff.

**Results:**

- Parliamentary staff participated in the development of parliamentary publications and used the publications to organize and conduct orientation and induction workshops for both returning and new MPs.
- Senior staff inducted new MPs, who were elected in by-elections.

**F. Indicators:** Backbench MPs and staff use communication and IT resources at parliament.

**Anticipated Results:** Members and staff have greater access to relevant legislative information at parliament.

**Results:**

- Eighty percent of staff has computer research skills.
- Sixty percent of MPs have basic computer research skills, basic on approximately 15 training session.
- Parliament (both houses) used part of its budget to purchase 35 additional computers; computers upgrade.
- NDI and Parliamentary Staff developed a user friendly Publication, “Guide to Legislative Internet Research”.

**OBJECTIVE 4: Civil society increases its capacity to participate fully in Namibia’s democratic institutions and processes, particularly in parliament.**

**A. Indicators:** Number of bills that receive input from CSOs; number of campaigns by NGOs to influence policy/legislation; number of umbrella groups of NGOs formed around specific issues; number of media reports about NGO advocacy activities and campaigns.

**Anticipated Results:** A limited, but increased ability of civil society to organize and advocate citizen interest in the national legislative process.

**Results:**

- Sixty advocacy campaigns to influence legislation were conducted during the reporting period.

- NANGOF was invited to serve on NPC technical committee and contributed chapter to NDP II.
- Civil society organizations in Namibia are advocating for their constituents at Parliament. The NNFU and the WMN, have petitioned Parliament on various issues related to the land question, constitutional reform, increased representation of Women in leadership, troops in the DRC, domestic violence, electoral reform and illegal fencing.
- LAC and NANGOF have contributed directly to petitioning and testified before parliamentary committees.
- CSOs are granted interviews by Ministers (NANGOF/Minister of Finance and National Planning Commission) on matters such as the development of the National Budget.
- Katutura Community Radio (KRC) has been given two broadcasting offices with facilities, within the Chambers of Parliament. KCR has done a lot to promote the image of parliament. They have interviewed MPs in indigenous languages and have broadcast these interviews. The radio station supports public participation through telephone calls and open line chat show discussions on the national broadcaster, NBC.

**B. Indicators:** Number of advocacy campaigns, umbrella groups and NGO federations to which NANGOF provides leadership and support; system created for sharing information within NGO community.

**Anticipated Results:** NANGOF plays an enhanced leadership and organizing role in the NGO community. NDI provided financial support to NANGOF to install a local area network to facilitate smooth and efficient running of the secretariat and better info management.

**Results:**

- NANGOF played a leading role in mobilizing campaigns and support for the causes of non-governmental organizations. The umbrella organization spearheaded campaigns for land reform, participated in peaceful demonstrations and submitted petitions to the industry and Parliamentary Committee on its recommendations.
- An NGO Code of Excellence was drafted and agreed upon by the NGO community.
- NANGOF campaigned for an open approach in the development of the National Budget and has lobbied the National Planning Commission (NPC) and the Ministry of Finance. As a result NANGOF became a member of the NPC technical committee on reforms.
- NANGOF election monitoring of presidential election in 1999 was jointly sponsored by NANGOF and CCN; both CSOs campaigned for political party adherence to the election code of conduct.

**C. Indicators:** NANGOF has an advocacy officer; number of advocacy training activities organized by NANGOF for CSOs.

**Anticipated Results:** Number of consultative/information sharing meetings NGOs and parliamentary committees on public policy issues.

**Results:**

- NANGOF developed a newspaper to inform membership about policy and legislative developments.
- NANGOF conducted 13 regional advocacy workshops to train regional networks how to conduct Parliament advocacy campaigns.
- NANGOF testified before Parliamentary committee and lobbied on the land, education and labour reforms

**OBJECTIVE 5: *Local media increases its ability and willingness to provide more and better information on legislative and governmental affairs.***

**A. Indicators:** Quantity and quality of media coverage of proceedings in both Houses of parliament.

**Anticipated Results:** Improved reporting on activities at parliament.

**Results:**

- Improved educational coverage during 1999 presidential and National Assembly elections.
- Improved Parliamentary coverage by NBC, (focused T.V. Magazine reports on Parliaments outreach efforts
- There has been an improved and expanded parliamentary report on NBC radio and television. NBC radio covers parliamentary deliberations extensively, as well as MPs outreach work in the regions, in English as well as in the vernacular. These can be traced by monitoring radio chat shows and NBC radio educational programs in the different languages and 98 Regional Council Elections.

**OBJECTIVE 5: *The government of Namibia implements comprehensive ethics legislation that guides accountability in government and minimizes the influence of corruption in the conduct of public business.***

**A. Indicators:** Ethics legislation is drafted and passed.

**Anticipated Results:** Comprehensive ethics legislation is enacted.

**Results:**

- Government reverses earlier cabinet decision and agrees to recommendation from the 1998 National Conference on Integrity and Promotion of Ethics to establish an independent anti-corruption unit.
- Comprehensive ethics legislation is drafted by the Ministry of Justice.
- NANGOF Code of Excellence to adopted by all members of the umbrella organization

**B. Indicators:** Number of MPs who comply with ethics legislation; number of media reports implicating elected officials or civil servants in corruption scandals.

**Anticipated Results:** Elected officials and civil servants are informed on the requirements of the Act.

**Results:**

- The National Assembly adopted a code of conduct in 1999. The formula and modus operandi for the declaration of assets have been explained to MPs through a workshop facilitated by the Speaker.
- The Declaration of Assets form was developed by the Secretary to the National Assembly and Legal Council with support from NDI. The Secretary, supported by legal counsel holds a follow-on educational workshop to the National Assembly for MPs.

- National Assembly Secretariat and Legal Counsel consult widely to improve the forms and process in the National Assembly.
- Increased number of media reports callings for strengthened corruption laws and policies.

## CONCLUDING OBSERVATIONS

Namibians feel that they have made significant strides in building a foundation of democracy and the establishment of a parliamentary democratic culture by which citizens access and contribute to and influence the legislative democratic process. Namibians feel better informed about their elected representatives and acknowledge their representation, despite demands for formalized institutional channels for interaction and information.

Parliament continues to implement the Agenda for Change. Namibia's Parliamentary democracy remains by large characterized by adherence to Parliamentary procedures and expectation. It has been encouraging to experience the enthusiasm of MPs to learn more about their roles and responsibilities. Increased demands for specialized focused workshops by new MPs and some of the highest participation in training program skill development and other educational workshop organized inside and outside the country. Parliament and political leadership MPs, the Prime Minister all continue to express appreciation for NDI's assistance.

Several MPs from the Executive have come to appreciate NDI's Parliament skill building programs and have come to participate and appreciate them and the publications produced by NDI and its partners. Illustrative of these, the budget briefings where MPs demanded additional briefings on more focused subject matter, the 2<sup>nd</sup> Induction program and training on the information management system. The National Council National consultative conference was culmination of the regional survey, the national audits and the Indonesia study mission to determine the future operations of the National Council as the representative body.

There has been noticeable progress in the direction of focused and sustained advocacy efforts, by civil society. MPs and Parliament as an institution has created space and welcomes interaction/engagement between citizens, stakeholders and elected officials. As a first in Namibia's Parliamentary history Community radio, KCR, has been designated office space to carry Parliament's deliberations and messages to all "four corners" of the country. During the reporting period NANGOF, WMN played a key role in the shaping the development of public policy through contributions to parliamentary committees on key pieces of legislation. NDI training provided civil society partners with information and skills to engage Parliament, its Members in a constructive manner.

The success of NDI's program is tied directly to the ability and the political will of Parliament, its staff and the Institutes local partners. Several sustainability components have been built into NDI's programs. NDI has and will continue to plan program activity that will compliment the parliamentary calendar and other government related activities. Such dovetailing has paid off in terms of institutionalizing certain programs, such as bill summary, the budget project and induction. NDI's technique of non-partisan approach to programs continues to provide critical space for people to meet and discuss their ideas regarding Namibia's democracy.