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USAID/NAMIBIA
A TRAINING NEEDS ASSESSMENT AND
COUNTRY TRAINING STRATEGY
FOR AFFIRMATIVE ACTION

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I. INTRODUCTION

Apartheid discriminated against all non-white peoples in South-West Africa, but it did not discriminate equally. The traditionally disadvantaged population comprised people of mixed racial descent, known as "coloureds," and African blacks. The blacks incurred greater handicaps under apartheid in education, employment, and political development than the coloureds; they remain, four years after Namibia's independence, the least advantaged group. They also represent nearly ninety percent of the country's population.¹ Apartheid's legacy, then, embraces an issue of impoverished human capital as well as one of social inequity.

Both matters jeopardize the peaceful advance of the country. On the one hand, demands for equal opportunity from the majority group are likely to become critical political agendas, diverting attention from economic growth. On the other hand, economic growth will be compromised by a dearth of skilled workers and competent managers, and no country can afford to import costly human capital indefinitely.

USAID in Namibia has discerned clearly the lineaments of this problem and is prepared to confront the issues through a keenly focused application of human resources development. To frame an HRD strategy, the Mission assembled a four-person consulting team partially financed through HRDA core funds.² The Consulting Team was managed by AMEX International, Inc. and spent four weeks in Namibia, from April 18 to May 13, 1994.

In contemplating the many directions that training assistance could take in Namibia, USAID narrowed its sights to a group that is receiving little attention from other donors and which could produce tremendous leverage through increased skills: black managers. Working closely with the Mission, the team defined the objective of the proposed Project as the *creation of a core group of black Namibian managers in positions of senior responsibility*.

The Mission also proposed that three quarters of Project training funds be allocated to the private sector, with remaining funds going to those government offices most directly related to private enterprise. The individual beneficiaries would be men and women currently employed in management positions, or assured employment by a company or public office. The task of the Team was to determine the feasibility of the undertaking and, if appropriate, to suggest the best means for implementing the project.

The consultants prepared a work plan and brief interview questionnaires to ensure consistent gathering of information in a rapid appraisal. The Mission reviewed and approved these instruments, which are located in Appendix N of this report. The consultants then conducted extensive interviews with senior management in private firms, in the GRN, among international donors, and with representatives from training, educational, business support, and civic organizations. The Team's internal consultative process was continuous: all statements, conclusions, and recommendations in this report represent full consensus among the four Team members.

The report comprises three primary chapters: a Training Needs Assessment (TNA), a Country Training Strategy (CTS), and a Country Training Plan (CTP) for HRDA. Descriptions of the private and public sectors and of affirmative action are located in the appendices. These are the chapters upon which the



analyses and recommendations in the TNA and the CTS have been based. The Team believes that this organization of the report enhances overall readability, while permitting as great an inclusiveness of material as can be expected from the exercise. A more comprehensive essay on affirmative action stands, by Mission request, as a separate document.

NOTES

¹ An ILO survey revealed that blacks comprise 88 percent of Namibia's population, whites 5 percent, and coloureds and "other races" 7 percent: GRN, *The Reconstruction and Development of Namibia* (Windhoek, 1990), p. 1.

² The consulting work in Namibia of Donald Hart, AMEX International, Inc., and Susan Votaw, Creative Associates International, Inc., was entirely funded by the Human Resources Development Assistance Project (698-0463) under AID Contract No. AOT-0463-C-3215-00 AFR/ONI/TPPI. The consultants Anne Newman, Coopers & Lybrand and Richard Betz were financed through USAID/Namibia monies.



II. TRAINING NEEDS ASSESSMENT

A. Statement of Work

The objective of the proposed project—to help create a core group of black Namibian managers at senior levels of responsibility—channeled the needs assessment towards clearly defined beneficiaries among both institutions and individuals. Individual beneficiaries are black Namibian professionals who occupy, or are prepared to assume, positions of substantive managerial authority. The principal institutions are mainstream private businesses; a second category of institutions are government offices with direct influence upon private enterprise. Other possible beneficiaries or collaborating partners include training providers and business support organizations.

The affirmative action agenda also guided the training needs assessment towards the individual, not the institution. The individuals, however, must be employed, or assured employment, in organizations large enough to house a diversified work force with a managerial staff permitting career development through vertical movement. Companies must embrace the philosophy of affirmative action and make special commitments to the project; they must participate actively in seminars on organizational transformation to ensure full success in the training objectives set for the affirmative action employee.

Finally, it is clear from the outset that training will be programmed at an executive level.

B. The Private Sector Focus

During the life of the HRDA Project, Missions across Africa have conducted over twenty Private Sector Training Needs Assessments (PSTNA). Most of these assessments have concentrated on small and medium businesses, defined in the context of sub-Saharan Africa, and have looked closely at the training needs of the emerging entrepreneur.¹ The present assessment differs from these past efforts. Rather than evaluate the skills of sole proprietors, small business managers, and line foremen, the Team had to inquire into the general needs of men and women who already boast substantial experience and who are employed in businesses sufficiently large to contain a staff of managers.

◆ Selection of industries

The assessment survey focused on private businesses from mining, the fishing industry, the financial sector, from retail and wholesale trade, and from tourism. The survey included as variables a few small enterprises and one manufacturing business. Reasons for this choice of industries, as well as background on much of the following discussion, is detailed in Appendix A. The assessment also comprised black-owned business with no need for internal affirmative action (though in clear need of management development) as well as business support organizations. Interviews with the managing directors followed the format prescribed in the survey instrument supplied in Appendix M.

The Team chose firms for interview on the basis of diverse criteria: high-level visibility, representativeness in a priority sector, eminence of the CEO, and upon the recommendations of USAID and local chambers of commerce. It is essential to bear in mind that the interview data do not constitute a statistically valid survey sample: *no extrapolations from the data may be used to describe the private sector in Namibia or in Windhoek.*



◆ **Results of the survey**

Of the twenty-five firms surveyed, the work force in companies ranged from eight to three thousand employees, though the median would be close to eighty. Black Namibians hold thirty-nine percent of overall ownership, which includes sole proprietorship, partnership, and employee shareholding. The employment figures of most immediate interest to the present purpose are in the table below.

Employment in Private Firms Surveyed

	Actual numbers	Percents	Range
Total work force	8004		8 - 3,000
Total managers	396		1 - 80
Managers/work force	396	5%	
Total black managers	82		0 - 25
Black managers/management	82	21%	
Women/work force	1695	21%	2 - 492
Women managers/management	72	18%	0 - 13

The figures suggest that there is a resource pool of potential candidates for training that, while small, represents a sufficient base for recruitment. The data do not reveal management levels, but the research showed that in fact few blacks occupy senior posts, and most can be found with lower-middle level management responsibilities. Though one out of five managers is female, the number of black women managers is quite small.

In response to questions about in-house training, one third of the firms have a formal program, one tenth use local training providers outside of in-house work. Few have training budgets; these ranged from US\$37,000 to \$140,000.

In the specific area of affirmative action, 50 percent of the businesses have a written policy; half of these are affiliates of foreign companies. Only a quarter of responding firms have a program document with which to implement their policy and track progress in affirmative action placements.

Firms were divided over whether Namibia should legislate affirmative action. They enjoyed greater consensus on the form such legislation should assume, if passed: nearly all respondents felt that quotas and impositions would be counterproductive, that legislation should instead set guidelines, recommend goals, and suggest incentives. They also felt that non-compulsory legislation of this nature would not compromise a firm's productivity, since it would not interfere with promotion through merit. Most respondents believed that affirmative action, properly implemented, would be a positive force for their business: it enhances their image, obviates worker disruptions, expands markets, and may boost productivity by raising employee morale. A majority of respondents claimed that the single greatest



constraint to affirmative action lies in the limited pool of qualified blacks, in both technical and managerial domains.

All interviewees were asked if USAID's proposed assistance would be useful for their firms, even though participation in the Project would imply specific commitments regarding employment and promotion decisions, senior managerial time, and co-financing. Nearly one hundred percent of the respondents answered affirmatively.

The survey instrument did not list a series of specific areas for training, a methodology that was common in the prior PSTNA process. The consultants felt that open-ended questions would be more appropriate for the managerial level being discussed; furthermore, the open-ended approach presaged the strategy we believe the project should follow: determining needs on the basis of enlightened consultation with candidates and their employers.

Respondents frequently raised the need for long-term technical training, but that sort of assistance lies outside the scope of the Project. Although several respondents felt that they could not define training requirements for middle or senior managers without extensive reflection, others spoke to predictable needs in marketing and sales, financial analysis, personnel management, and customer relations. A few needs were quite specific: preparation of joint ventures, negotiation for credit, participation in Asian trade fairs, and learning European quality standards.

The responses from the companies interviewed do not permit Project focus on any one area of skill development. These results are appropriate: whereas new entrepreneurs across the world can benefit from training in a broad range of basic skills, experienced managers with substantive corporate responsibilities require structured training at high levels in order to assume more senior roles in their companies.

Although the survey questionnaire remained unchanged during the course of the interviews, during the second week of work the consultants discussed with each respondent matters regarding Project management: private versus public, an indigenous versus a foreign firm, chambers of commerce versus private business, and where and how the work should commence. Discussions gathering around these issues were open-ended; they produced two observations of import:

1. The Project should be managed by a local, private institution.
2. Success in this project will almost certainly depend upon gaining the confidence and good will of the small, tightly knit community which runs business in Namibia, a community dominated by powerful and wealthy whites. The Mission should nurture success initially from within this structure. Successes could be within foreign-owned corporations as well as local, family-owned businesses, but they should first be sought within the larger, more prominent firms.

◆ **Summary**

Factors critical to success for the Mission's affirmative action objective are already in place in the business sector of Namibia. Larger companies are doing in-house training and many have formal or unwritten affirmative action policies or principles. Senior officers of companies state that they are



ready to collaborate with USAID's project. Competent black managers at mid-levels are at a premium, but they are not scarce: the resource pool exists.

A trump for USAID lies in the present achievements of the Project's target clientele. These are managers who have already reached remarkable levels of success for their social group. Caretaking in recruitment and selection will harness some of the best talent in the country for human resource development.

Potential candidates may be found in companies which might be burdened by the costs of training; others will be working in corporations which do not need outside financial assistance. USAID need not balk at working with the latter group. Affirmative action at real managerial levels is very new in Namibia. While CEOs and their staffs may be able to articulate the general directions to be pursued, they do not have the practical experience to change their corporate culture or to design and conduct managerial training programs, and they may welcome assistance. Large businesses that have done relatively little in affirmative action but which express interest in the Project may prove to be excellent partners.

A challenge for the Project lies in seeking female candidates from businesses. Our research shows that, as a group, women in Namibia suffer greater discrimination in business than do blacks. It will not be easy to meet HRDA Project objectives in the selection of women candidates from private enterprise.

One should consider looking at the value of affirmative action in Namibia from a sectoral, as well as from an individual, perspective. From one point of view, there is little affirmative action activity to be realized in a black-owned business with a majority of black employees. But expansion of black-owned businesses through the improvement of its management can become a means for the entire social group to acquire greater prominence in an industry. In this case, the promotion of the individual becomes less relevant than the promotion of the firm through enhanced management. The fishing industry may be a case in point. It is a matter of accelerating empowerment.

C. Public Sector Focus

The Team surveyed the status of black Namibian management and related training needs within GRN public sector and parastatal entities to fulfill the Terms of Reference's mandate of 25 percent public sector participation. Background information on the public sector and its human resource development system is presented in Appendix B.

◆ *Target organizations*

The Mission directed the Team to focus the public sector training needs assessment on those offices and parastatals which interact most directly with private enterprise and, within this category, to identify those agencies with significant under-representation of black Namibian managers. The Team further met with representatives of organizations playing central coordinating roles. Consequently, examinations concentrated on the following entities:

- **direct interaction with private enterprise**—Ministry of Trade and Industry; Ministry of Fisheries and Marine Resources; tourism portfolio of Ministry of Environment and Tourism;²



- Ministry of Finance; Namibian Ports Authority; Namibian Development Corporation; Swawek; Telecom; TransNamib; Namibian Wildlife Resorts (a parastatal to be formed in late 1994);
- **black Namibians significantly underrepresented in management**—Ministry of Environment and Tourism; Namibian Ports Authority;
- **central role coordinating development of GRN's management cadre**—Office of the Prime Minister; Ministry of Labour and Human Resource Development;³
- **principal local provider of management training**—University of Namibia.

◆ ***Target organizations and private sector-led economic growth***

The Ministry of Fisheries and Marine Resources clearly has a direct role in private sector development because fisheries is the second largest industrial employer in Namibia, second to mining, employing over 10,000 people including seasonal workers and paying US\$62 million in wages. It is expected that the fishing industry will become the single largest industrial employer within the next five years.⁴ The recent incorporation of Walvis Bay⁵ will add further business growth in this area. The Ministry is responsible for ensuring that fishery resources and the development of the industry are sustainable and will provide a lasting contribution to the economy.

The Ministry of Environment and Tourism also has a direct role in economic growth: since independence, tourism has grown almost 30 percent⁶, with further growth projected over the short to medium term. The Ministry is responsible for marketing Namibian tourism internationally and for addressing weaknesses in the tourism sector.

The Ministry of Trade and Industry is GRN's principal agency charged with promoting the growth of trade, commerce, and industry by formulating appropriate policies and strategies. The Ministry of Finance is responsible for regulating and controlling GRN finances and for advising on fiscal and monetary policy which directly effect all businesses in Namibia. Parastatals were included in the TNA because of their varying direct involvement in private sector-led growth.

◆ ***Target organizations and affirmative action***

Once the key GRN organizations involved directly in economic growth areas were identified, the Team gathered data on affirmative action within these organizations.

The GRN can claim substantial achievement in placing blacks into the management cadre. Significantly less progress has been made with women in management positions. While further information is supplied in Appendix B, management represents less than one percent of the total public sector work force. Seventy percent of these public sector managers are black or coloured. Women in management account for some 16 percent of the total work force; data was unavailable on the racial distribution of women in public sector management.

Within the organizations targeted under this TNA, over 60 percent of the management cadre is black or coloured, according to May 1994 OPM data and to subsequent conversations with ministry personnel. Women, however, account for a mere 8 percent of management in these target organizations. Parastatals have shown the least success: the proportion of black managers ranges from 0 (Namibian Ports Authority and Swawek) to 44 percent of management (Namibian Development Corporation).



The GRN maintains that there is no need for more specific affirmative action legislation.⁷ In this area, as in others, the GRN values national reconciliation and has chosen a pragmatic approach toward a sensitive and potentially divisive issue.

◆ ***Findings from the training needs assessment***

The Team's review of relevant documents and extensive interviews with senior government officials within the target organizations revealed that the Namibian public sector suffers from an extremely small pool of qualified managers who can understand and use state-of-the-art management principles and practices. In addition, the corporate culture is not conducive to proper use of management knowledge and skills.

The apartheid system depended on a cadre of white managers who were narrowly skilled as administrators to enforce apartheid's rules. Progressive management practices had no place in such a system. Many Namibians returned from exile over the past five years, bringing advanced professional and technical qualifications. Although the GRN has actively promoted these returnees into management positions, in many cases, they have had little practical management training or experience.

All ministry personnel interviewed strongly endorsed the Project and cited a tremendous need for management development training. Developing a highly skilled management cadre has become a GRN priority with the changes inherent in a restructured public service and with the need to ensure that disadvantaged Namibians succeed in management positions.

- Special deficiencies in management skills mentioned during interviews include planning, analysis, project formulation and management, policy making, policy implementation, and financial and personnel management.
- A recently completed ODA training needs assessment of the management cadre reinforced the need to strengthen the skills of the management cadre. The study identified priority training needs in strategic planning, financial management, personnel management, communication, and delegation.
- These findings are reinforced by sector-specific training needs studies conducted over the past year in the Ministries of Fisheries and Marine Resources and of Environment and Tourism. These studies identified needs in the Ministry of Fisheries and Marine Resources in strategic management, managing change, risk management, decision-making, and total quality control; and, in the Department of Tourism and the upcoming Namibian Wildlife Resorts parastatal, in senior management/chief executive skills, hotel management, catering and tour agency management.

Of equal importance—yet less recognized—is the need to transform government organizations to create an environment that will ensure success of managers, particularly black managers newly placed in the management cadre.

◆ ***Summary***

Placement of additional disadvantaged Namibians into management positions will continue at a decreased rate: the GRN's rationalization program will reduce opportunities by lowering the number of management positions by a sixth, from around the current 480 to around 400. A number of GRN



officials believe that disadvantaged Namibians currently in management positions will be reassigned and that white Namibians will increasingly leave the public service. The GRN's challenge will thus be three-fold:

- to improve disadvantaged Namibian management capacities;
- to transform government organizations to create environments conducive to success for black Namibians managers;
- to ensure a suitable pool of disadvantaged Namibians to assume positions in the management cadre as these become available.

The following table proposes public and parastatal sector organizations that are eligible for HRDA assistance, selection criteria, and information on the types of training that might be provided.

PROPOSED PUBLIC AND PARASTATAL TRAINING UNDER HRDA/NAMIBIA			
ORGANIZATION	SELECTION CRITERIA		HRD ASSISTANCE
	Need Affirmative Action	Direct Role in Econ. Growth	
Ministry of Environment and Tourism	Yes	Yes	Extensive (in-country, third country, U.S.)
Ministry of Finance	Yes	Yes	Extensive (in-country, third country, U.S.)
Office of Prime Minister	Yes	No	Limited (in-country, U.S. degree)
Ministry of Fisheries and Marine Resources	No	Yes	Limited (in-country, third country, U.S. degree)
Ministry of Trade and Industry	No	Yes	Limited (in-country, U.S. degree)
University of Namibia	Yes	No	Limited (U.S. degree)
Parastatals:			
Namibian Ports Authority	Yes	Yes	Extensive
Namibian Wildlife Resorts (new)	Likely	Yes	Extensive
Namibian Dev. Corp.	Yes	Yes	Extensive
Swawek	Yes	No	Limited
Telecom	Yes	No	Limited
TransNamib	Yes	Yes	Extensive

To be successful, senior Namibian managers will need to demonstrate competency in the technical area that they oversee as well as be able to effectively manage a diverse work force. The Project will



therefore adapt a two-pronged approach, providing executive leadership and management development skills to black managers from about 15 government agencies and parastatals as well as transforming their organizations so that Project alumni can succeed as managers. Assistance under this Project will emphasize short-term (three months or less) management training in Namibia (using highly specialized regional or U.S. consultants), in the region (primarily South Africa), or in the U.S. Some targeted degree training will be an option, primarily masters degrees for parastatal organizations' managers. Degree training under HRDA or ATLAS funding will focus on specific technical skills—masters degrees in development economics or in finance—coupled with management training.

D. Local Training Resources

Namibia has virtually no local resources to provide the sophisticated management training required by this Project. A variety of NGOs offer low-level skills development, vocational training, and small business development skills. Foremost among these are IMLT (Institute for Management and Leadership Training), the Private Sector Foundation, and the Rössing Foundation.

The East and Southern African Management Institute (ESAMI) maintains a one-person office which can develop specific training programs using regional trainers. The University of Namibia (UNAM) is the locus for formal academic training in management. The GRN has designated UNAM's Centre for Public Service Training (CPST) as the primary training provider for public service management training, though few courses have been offered to date due to staffing and funding constraints, and reports on results have been disappointing.

To compensate for a limited range of executive leadership and management development courses in Namibia, the Project can draw upon a rich variety of management skills training resources from the southern Africa region. Illustrative regional institutions are described in Appendix F, along with further information on the local training institutions.

E. Conclusions

The Project is feasible and timely for both the public and private sectors. Furthermore, the narrow focus on a specific social group as well as on the achievers from within that group enhances the Project's chances of delivering early success. USAID will be positioned to assume leadership in affirmative action within the donor community. The Mission enjoys a special opportunity to make significant progress through concrete actions because it is neither subordinating project implementation to formal legislation nor imposing unwelcome policies upon recipient companies.

For the private sector, the most influential business leaders of Namibia must endorse the Project. This requirement has implications for the Project's management structure as well as for the measures to be taken within the business community. To gain the confidence of the dominant business community, the Project should be managed by an organization that is accessible, politically neutral, and well regarded. A foreign entity would be unlikely to meet these criteria unless it operated under a local partner. The consultants believe that project management must be external to USAID offices and housed in a Namibian organization.



Government endorsement of the Project is no less important than the blessing of private sector leadership and will require time-consuming efforts on the part of senior Mission personnel. Government offices are likely to compete actively for inclusion in the Project. Intense interest from the public sector will mandate good training management from within the Mission: solid criteria for selection and intimate knowledge of relevant agencies.

It will be inadequate to move forward on affirmative action solely on the side of the trainee, who must be re-integrated into his or her organization in a way that leverages the training received. Effective reintegration implies that an affirmative action framework must provide the participating companies with a means for effecting internal cultural changes, which we denote as organizational transformation. Such commitment to engage the businesses or agencies in a process of organizational review will at the same time constitute the most essential commitment of the organization to the Project.

Meeting HRDA directives for women's participation will be a challenge and an opportunity for USAID. The pool of resources shrinks dramatically when moving from qualified black males to their female counterparts. Nonetheless, the opportunity for USAID to make a clear statement about the promotion of women in the private sector and in government lies within the Project's potentials. The Mission may find that it has to define candidates more broadly—perhaps to include coloureds—in order to ensure adequate female participation. Insofar as the Project's goal is to expand the human resource base for the benefit of all Namibians, the Mission should see the promotion of women as integral to Project success.

NOTES:

1. For an early analysis of these efforts, see Harmon and Orsini, "Synthesis of HRDA Private Sector Training Needs Assessments" (Labat-Anderson, Inc., 1989).
2. The Mission requested that HRDA focus on the tourism portfolio of the Ministry of Environment and Tourism because USAID/Namibia's LIFE project already deals specifically with its environmental wing.
3. The Ministry of Labour and HRD was interviewed to obtain information on GRN's approach to affirmative action in the private sector. This Ministry was not included in the training needs assessment because it primarily performs a regulatory function related to private sector labor matters. The Ministries of Agriculture and of Mines and Energy were not examined because of the need to focus the Project sharply on priority sectors; according to the National Planning Commission, there is limited growth potential in those sectors.
4. GRN, *Analysis of the Training Needs of the Fisheries Industries and the Ministry of Fisheries and Marine Resources*, October 1993.
5. Walvis Bay reverted to Namibian ownership on March 1, 1994, six weeks prior to the Team's arrival in Namibia.
6. European Union, *Namibia Tourism Development Study*, n.d.
7. In his speech to Parliament, June 7, 1991, the Prime Minister stated that the Public Service Act and its Amendment "give the public service commission ample power to carry out its affirmative



action and balanced structuring in the Public Service without the need for any further legislation or committee of commission."



III. COUNTRY TRAINING STRATEGY

A. Basis for the Strategy

HRDA guidelines propose a Mission's strategic objectives as the point of departure for a CTS.¹ In the present case, the Consulting Team followed Mission directives and used the following objective to design a CTS for the HRDA Project in Namibia: the creation of a core group of mid-level and senior black Namibian managers, largely in the private sector.

The TNA revealed consistent, active interest in the type of affirmative action work that USAID suggests.² The CTS takes into account these elements as well as USAID/Namibia's limited relationships to date with the private sector and with those line ministries interviewed during the TNA. In both the CTS and the HRDA CTP, recommendations for implementing all phases are grounded on the recognition that:

- the resource pool of individual candidates is shallow, more so in private companies than in government;
- training must take place at a senior management level;
- training of individuals must be accompanied by intensive organizational transformation work within the recipient firms and public offices.

The CTS is guided by the Team's firm conviction that the Project's success depends upon lodging its management with a local private institution (the Mission has excluded from consideration Project management by a government entity). This conviction, unanimously held by the consultants, emerged from both spontaneous and solicited advice from Namibians interviewed in all sectors.

1. Organizational Commitment to Affirmative Action

Successful affirmative action is not a unilateral operation undertaken on behalf of the previously disadvantaged individual. Effective affirmative action requires that responsibility be shared between the individual and the employer through a process of organizational transformation designed to facilitate and sustain the results of affirmative action throughout the organization. Organizational transformation implies employer commitment to the individual's career path and provision of an environment conducive to support career development. Consequently, USAID/Namibia's HRDA Project places considerable emphasis on working with employers prior to initiating any HRD activities for the manager being developed.

Affirmative action policies and implementation plans, in-company line change agents, commitment to individual career paths as well as the necessary skills, are all elements of a successful affirmative action strategy. This CTS differs from other USAID training strategies in the focus placed on the employer and on the employment conditions that will ensure that training is used as intended.

2. Participation by Women

Experience across Africa shows that recruitment and selection mechanisms are critical to increased participation by women in USAID training activities. Most women do not learn about training



opportunities through the standard recruitment mechanisms, which is another reason to encourage transparency and open advertising of training.

The Team therefore recommends that the Advisory Board include influential members who can reach out to women in business and in government, and that the Project's work with employing organizations specifically address female candidates for affirmative action.

The Team believes, however, that the defined target population for this Project—black Namibians with the potential to become middle and senior managers in public and private organizations—will by definition restrict women's participation. The pool of black Namibians who can benefit from Project activities is already limited. The Team's research has shown that the number of black Namibian women who qualify is extremely small. The Team believes that HRDA as currently defined in Namibia will not meet the project target of 35 percent female participation.

A possible solution is to expand the target population for women. This might include reaching out to:

- in the GRN—women in government working at lower levels than the middle and senior managers generally targeted by the Project;
- in the retail trade sector—there is a large pool of women that represent an opportunity for Mission intervention;
- coloured as well as black women in all target sectors.

3. Using ATLAS as a Resource

The Africa Bureau's ATLAS project is an important resource for USAID/Namibia's affirmative action HRD strategy. ATLAS is the Mission's cheapest mechanism for long-term training in the U.S: participating American universities provide tuition scholarships that significantly reduce the cost of training. ATLAS should therefore be the Mission's first choice for any long-term training needs. Women can pursue undergraduate degrees in the U.S. under ATLAS funding; ATLAS should therefore be the first recourse for such training.

ATLAS funds bi-annual regional conferences, workshops, and seminars in Africa; this resource should be used when appropriate to meet individual employer or trainee objectives. ATLAS funds can also be used for three to six month non-degree training in the U.S. for former long-term trainees who may want to develop new skills or become familiar with new techniques.

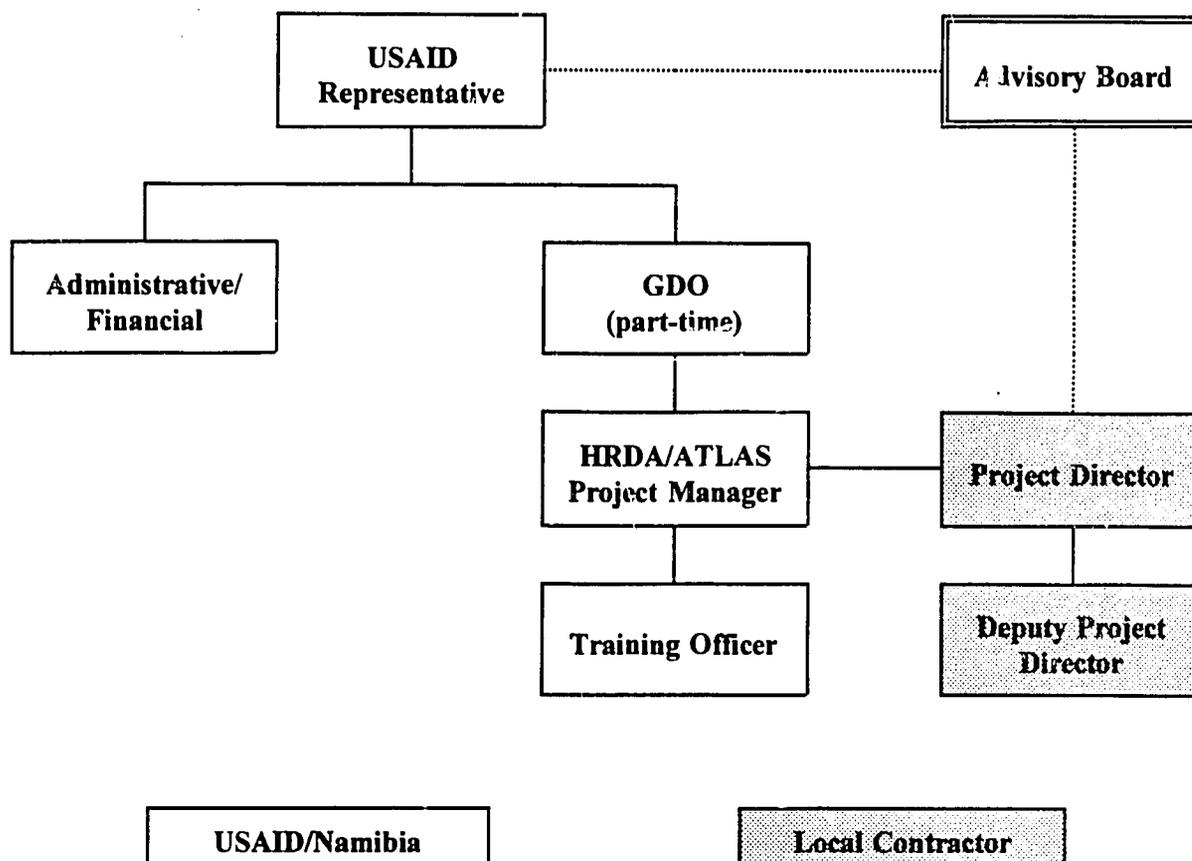
ATLAS is the Africa Bureau's most prestigious leadership training project. The Team therefore urges the Mission to use it as a targeted mechanism to support its objectives and strategies. This implies developing and adhering to transparent procedures and channels.

4. Proposed Management Structure

Three entities share HRDA management: USAID/Namibia, a local Contractor, and an Advisory Board. The chart below shows how these three key entities interact. Detailed information on the various roles and responsibilities recommended for the Contractor, Advisory Board and the Mission are supplied in Appendix G.



PROPOSED HRDA/NAMIBIA MANAGEMENT STRUCTURE



To ensure competent supervision of the contract, USAID/Namibia will hire an HRDA/ATLAS Project Manager. Because this person should be an experienced training manager with extensive familiarity with USAID regulations, the Mission will probably need to recruit a U.S. PSC. The Mission should also hire a Training Officer who will take primary responsibility for USAID training documentation and for the PTMS system. The Training Officer will likely be an FSN. The GDO will supervise the HRDA/ATLAS Project Manager.

The Contractor will hire a full-time Project Director and Deputy Project Director under the USAID contract. The Project Director will manage the contract team to ensure fulfillment of the contract's statement of work and subsequent workplans. The Project Director will define Project interventions and provide primary affirmative action interventions within companies, government offices, and other Project target organizations. The Deputy Director will coordinate HRD activities with the target organizations. The Contractor will make a good faith effort to recruit for both positions among qualified Namibians so as to ensure credibility and access to the Project's target organizations.

The specific level of effort for contractor administrative and support staff will be determined by organizations submitting proposals to USAID.



The Advisory Board is one of the three key players sharing Project implementation responsibilities, advising the Project on policies and project administration, reviewing requests and selecting candidates for HRD interventions from and private employers, monitoring the progress and results of project activities, and participating in regular consultative colloquia on affirmative action with government and business leaders. Advisory Board functions and member qualifications are furnished in Appendix G.

B. Steps to be Taken Prior to Implementation

The Team's research revealed that the time is ripe for a strong, highly targeted affirmative action project. There is no history of failed affirmative action in Namibia. Yet USAID visibility will be required in order for influential business and government leaders to participate in the Project. USAID must be perceived as trustworthy and effective in order to provide strong Project leadership. The Team recommends the following series of steps to initiate the Project.

1. USAID and the Private Sector

Namibia's private sector is run by a small number of major firms managed by key business leaders with a strong influence on directions within the sector. These leaders must see the worth of and be willing to promote the Project in order for businesses to take part and for the project to succeed.

The Team's research revealed that key Namibian private sector figures are little aware of the Mission's presence and activities. In a small country where personal contacts are extremely important, the Mission's leadership profile will be crucial to the Project's success. Accordingly, the Team recommends that the Mission continue the dialogue initiated during the data collection process for this strategy by meeting with private sector leadership. These meetings should serve to introduce Mission staff to the influential people within Namibia's private sector, to begin the process of identifying Project Advisory Board representation, and to develop a short-list of firms with which Project activities could be launched.

2. USAID and the GRN

GRN leaders in critical agencies must support the Project; successes in their departments will encourage other agencies to participate in the Project.

Mission leadership is not well known within key GRN offices. The AID Representative and GDO should immediately capitalize on the good will and interest expressed during the Team's visit by holding substantive meetings with the Office of the Prime Minister, Ministry of Labour and HRD, and the Permanent Secretaries and Managing Directors of each target organization. These meetings have multiple purposes: to introduce Mission leadership to pivotal GRN agencies and actors, to reinforce GRN and Mission commitment to Project activities, and to identify potential GRN representation on the Project Advisory Board.

3. USAID and the Training Office

Setting up and administering this Project are labor-intensive processes that the Mission cannot manage under its current staffing pattern. The Team recommends that the Mission identify a U.S. PSC to serve as Project Manager for HRDA and ATLAS, under the Mission's GDO's direct supervision.



The sheer volume of activities and paperwork will be beyond the scope of a single U.S. PSC. The Team recommends that the Mission identify a Namibian to serve as Training Officer. The ideal candidates' qualifications and responsibilities are spelled out in Appendix G.

4. USAID and the Local Contractor

Affirmative action bares sensitive nerves in a society. It will not succeed if it is perceived as an outside agenda. In Namibia, where a few key people wield tremendous influence, strong management housed in or associated with a local, well known and respected organization or group of organizations is critical to the Project's success. Non-indigenous management will hamper the Project's ability to generate the commitment that will be required by government and business.

Effective local management will offer politically neutral inroads to Namibia's private sector while alleviating USAID/Namibia's Project management burden. The Team therefore strongly recommends that USAID/Namibia contract this Project's implementation to a Namibian organization or to a group of organizations operating under a Namibian partner.

We recommend that USAID/Namibia issue a Request for Proposals (RFP) to all interested organizations resident and registered to conduct business in Namibia. The Team is confident that there are organizations in Namibia with the technical expertise and administrative skills to manage this Project, including such critical activities as constituting an Advisory Board, supervising organizational transformation, formulating training requests, and monitoring the HRD process.

The Namibian contractor will provide links between relevant affirmative action and human resource development resources in Namibia, elsewhere in southern African, and in the U.S.

Project staff should perform only limited technical assistance work themselves. Their role is to help organizations articulate their technical and HRD assistance needs and to facilitate access to the right training resources. Appendix G supplies a detailed description of the Contractor's roles and responsibilities.

5. Baseline Data Collection

Data are critical to demonstrating Project impact on black Namibians in senior positions within the public and private sectors. There are currently no reliable baseline figures on black Namibians in management positions in the private sector, and data from the public sector cluster blacks and coloureds together. Baseline data collection is thus a prominent feature of the Mission's ability to demonstrate the Project's progress in reaching its objectives.

The scope of work for collecting this data should be an integral part of the Mission's RFP for the local Contractor. The types of quantitative and qualitative baseline data that should be collected are discussed below under Monitoring and Evaluation.



C. The Contractor: Establishing the Project

Project initiation can begin in earnest once Project management has been locally contracted, including identifying a suitable Project Director. The Team recommends that the Contractor perform the following project initiation steps.

1. Develop the First Annual Workplan

The Contractor will develop a two and a half-year workplan for the life of the project as well as a suggested first annual workplan as part of its proposal. USAID/Namibia will review and approve this first year plan before any further implementation steps take place.

2. Constitute the Advisory Board

The Advisory Board will include the USAID/Namibia Representative or his designee as well as approximately seven eminent leaders from Namibia's business community and government, of which at least two should be women. The Board will serve four principal functions. It will counsel the Contractor on overall Project direction and management. It will provide feedback on the progress and results of Project activities. It will review and determine selection of private sector requests for assistance. Lastly, the Board will participate in an annual symposium on affirmative action.

One of the Contractor's first tasks should be to constitute the Advisory Board by:

- inviting appropriate GRN and business leaders to join the Advisory Board;
- holding an initial Advisory Board meeting to devise the protocol and procedures that will govern Board functioning;
- training Board members in what is expected of them.

3. Collect Baseline Data

The Team recommends that the Contractor collect baseline data on black Namibians currently in public and private sector management prior to beginning any HRD interventions under the Project. Such data will be necessary for the Mission to demonstrate its progress towards meeting the Project objective.

4. Institute a Public Relations/Marketing Campaign

The Team recommends that the Contractor develop a suitable campaign to disseminate information about the Project to a widespread audience. The campaign should use appropriate media including radio, television, and Project brochures, and it should help advance the recruitment of women.

5. Hold a National Symposium on Affirmative Action in Namibia

Public and private leadership expressed a remarkable degree of interest in affirmative action during the course of developing this Strategy. The Project should capitalize on this interest by holding a national symposium on affirmative action, bringing together business and government leaders.



6. Conduct Workshops on Affirmative Action for the Private Sector and GRN

Workshops on affirmative action are the next step in moving the affirmative action debate out of theoretical considerations into a practical, measurable process of implementation. The Team recommends that the Project's workshops bring business and government together in this endeavor and cover the status quo in Namibia regarding affirmative action.

The proposed workshops will serve two purposes. They will provide information about affirmative action strategies. They will develop a model which includes organizational transformation as well as individual affirmative action plans for identified AA candidates. The workshops should remain highly practical, with exercises to apply the model to each organization so that participants leave the workshop with tentative blueprints for implementation in their organization. These plans should spell out recommendations about recruiting and selecting affirmative action candidates.

The workshops should be conducted by an affirmative action specialist with experience in the practical implementation of affirmative action strategies and procedures for measuring success.

7. Develop Selection Criteria

The Team recommends that HRDA in Namibia be implemented according to a set of criteria and guidelines, to be applied to selecting organizations for assistance as well as to identifying individuals as candidates for affirmative action. Guidelines will ensure transparency of decisions and will facilitate the Contractor's and Advisory Board's contributions to Project implementation. They will also expedite turnaround of HRDA activities: with guidelines formally accepted by USAID, the Contractor can proceed to implement the Project without continual recourse to the Mission for approvals. Guidelines we recommend include:

- selection of firms
- selecting individuals
- organizational prerequisites for absorbing training interventions and appropriate utilizing Project alumni
- defining HRD interventions.

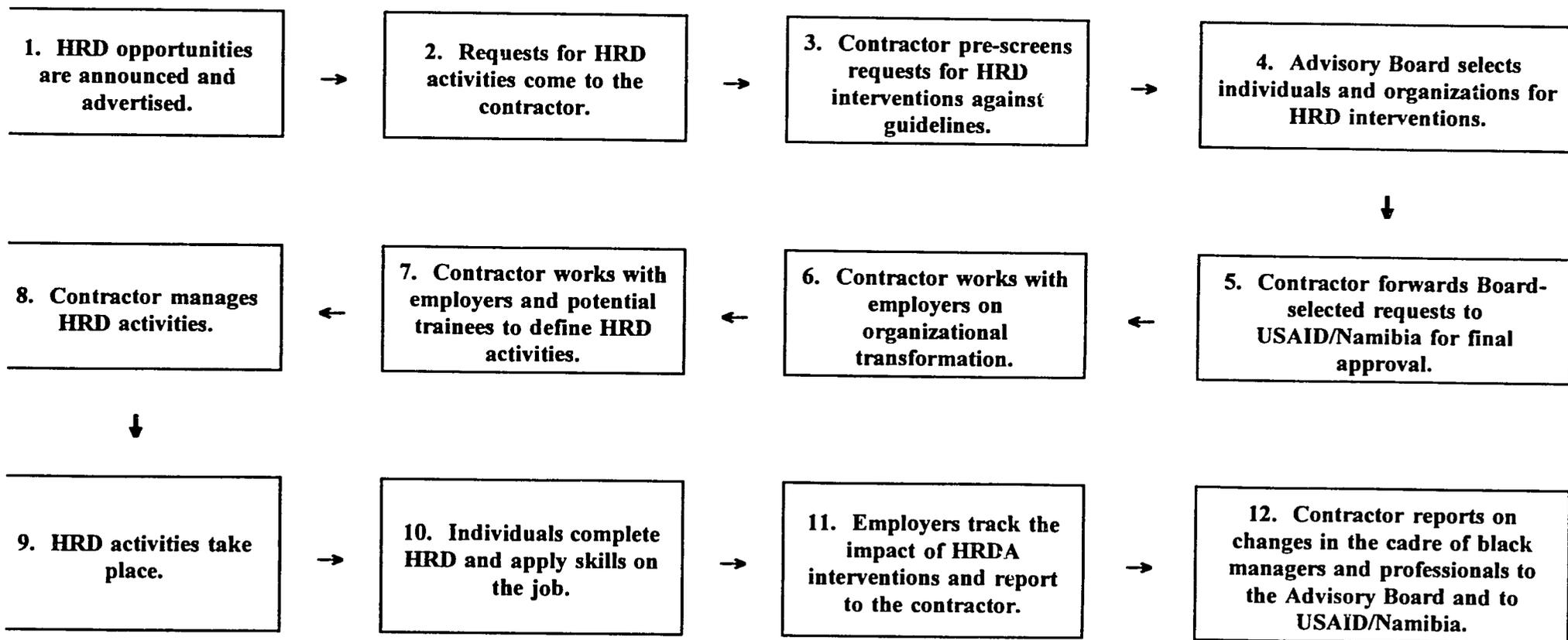
Sample guidelines for selecting organizations for assistance and individuals for training are provided in Appendix H, Appendix C describes the organizational environment required for affirmative action to succeed, and Appendix I provides guidelines for programming training (choosing the type of training—academic or non-degree—and the training location—in-country, third country or U.S.)—on the basis of the goals identified.

D. The Contractor: Implementing Project Activities

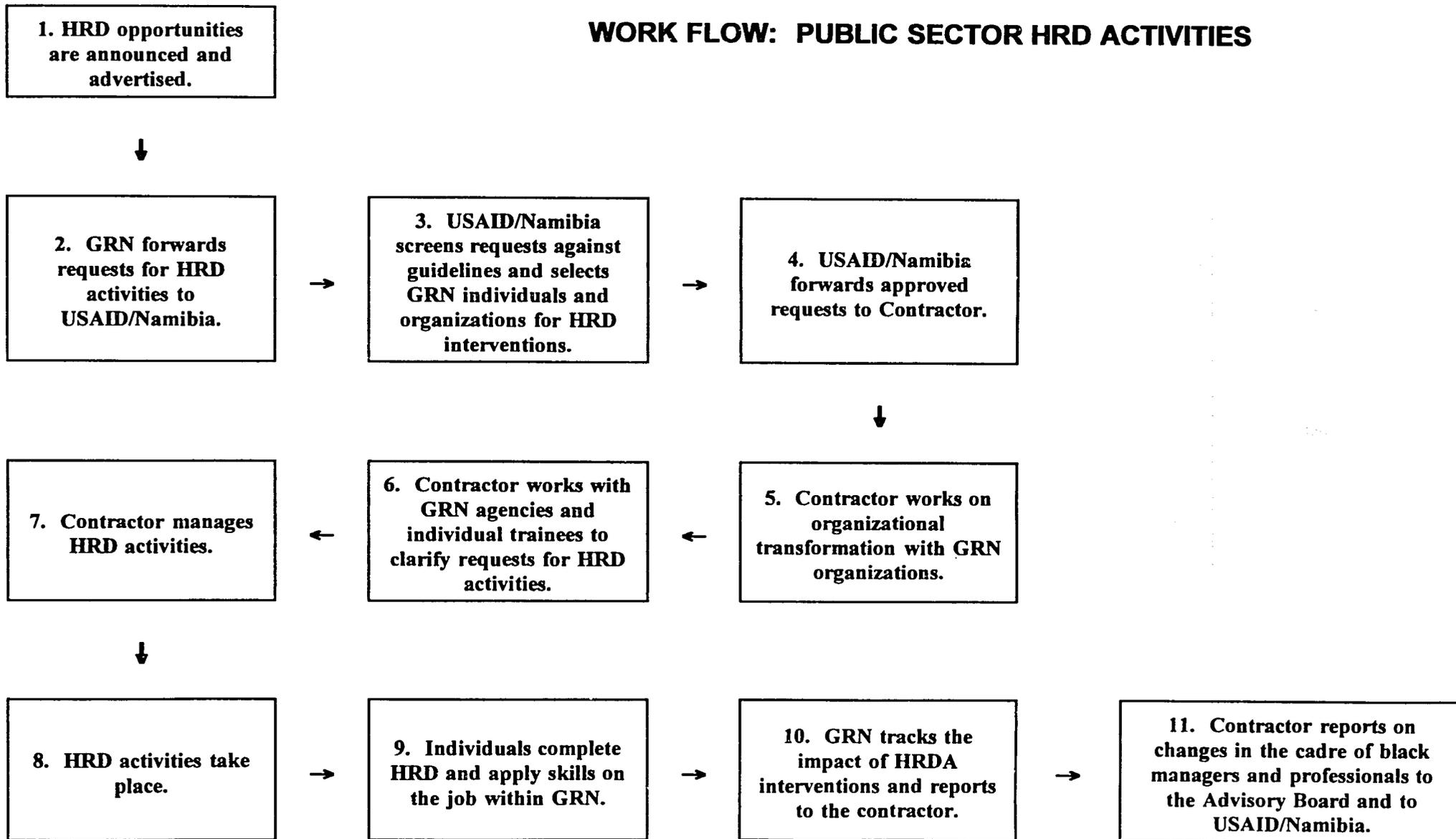
The process for defining and implementing education and training activities under HRDA must be smooth enough to ensure quick turnaround of training requests. It should also include substantive work with employers prior to actual training to ensure that the organizational structures and commitments are in place, a necessary condition for careers to advance according to project and individual employer objectives. The processes the Team recommends for defining and implementing private and public sector HRDA activities are shown in the work flow charts on the following pages.



WORK FLOW: HUMAN RESOURCES DEVELOPMENT ACTIVITIES — PRIVATE SECTOR



WORK FLOW: PUBLIC SECTOR HRD ACTIVITIES



1. Selecting Beneficiary Firms and Organizations

The Project should begin by focusing on firms and organizations where interventions are likely to have the greatest immediate impact on the Project objective. Initially, firms should also hold promise to serve as role models for additional organizations wishing to join the Project in its later years. Appendix H discusses the recommended profile for private sector firms, including their sector of activity, size, visibility, and potential for leadership in affirmative action in Namibia.

The Project should also accept applications for education or training from individual candidates for affirmative action who are not yet employed. Such candidates should secure commitments from future employers, with Contractor or Advisory Board assistance if necessary, to make sure that Project-funded training is applied as intended.

2. Developing the Organizational Context for Affirmative Action

The Contractor will work extensively with beneficiary firms to develop the organizational context required for affirmative action to be successful. In this manner firms express their commitment to affirmative action (through policies, plans, codes of conduct and commitment of resources) and to the Project (demonstrated by agreement to the Contractor's and Advisory Board's role and by commitment to maintaining the data required to demonstrate impact). The Contractor will develop organizational criteria for successful affirmative action activities for USAID/N approval at Project outset. Illustrative criteria are furnished in Appendix H.

3. Selecting Individual Participants

Once the organizational context is confirmed, the Contractor will work with beneficiary organizations to identify candidates for HRDA-funded training who meet the criteria and guidelines for candidates' management potential and professional and personal profile that were developed at Project outset. Appendix H shows sample criteria for selecting individual participants.

The Project will emphasize people who are already employed within target firms or GRN agencies. The Project can fund training for individuals who are not currently employed, provided that the training is linked to its ultimate usage. This means that unemployed candidates for affirmative action must have commitments from firms that they will be suitably employed and that the firms are willing to undertake the organizational transformation procedures that are linked to the success of any affirmative action program under this Project. If necessary, the Contractor or Advisory Board members will work with the employers to secure these commitments.

It is beyond the scope of this Project to perform a search and outreach function to recruit Namibians currently in exile. However, the Project Advisory Board should be constituted in such a way that its members have outreach into this valuable pool of potential affirmative action candidates.

4. Establishing Commitments and Obligations

Certain organizational commitments should be required in order for employers to benefit from HRDA-funded assistance. These include affirmative action policies, plans, and programs as described above and in Appendix C.



Employers must also commit themselves to tracking black Namibian career mobility within their organizations and to reporting complete gender-disaggregated data to the Contractor.

5. Defining an HRD Intervention

The specific HRD intervention is defined during the consultative process between Contractor, employer and the future trainee. This collaboration will allow the Contractor to determine what type of HRD to provide, and where, on the basis of the specific skill deficiencies and career objectives. Education or training can of course be provided in specific organization and managerial skills. The Project will emphasize providing skills, not credentials; consequently, it is likely that the Project will stress non-degree training. The Mission may consider providing long-term academic training to competitively selected applicants in targeted fields; this training would be entirely funded through ATLAS.

To enhance the impact of HRDA-funded training on individual black Namibians' careers, all HRDA training should encompass career acceleration techniques, career management skills, and training in counteracting the psychological effects of discrimination.

HRDA offers a wide array of programming choices: training can be academic or non-degree, and can take place in Namibia, in the region, or in the U.S. Appendix I provides guidelines for decisions concerning types and locations of training.

6. Managing Training

The Contractor, under the direction of the HRDA/ATLAS Project Manager, will be required to provide the full array of services to manage HRDA-funded training activities in Namibia, in the region, or in the U.S. This includes provision of all regulation allowances, placing and monitoring trainees, following up on Project-funded trainees and organizations, managing the collection of data showing the impact of HRDA training, and reporting to USAID as stipulated in the contract.

The Contractor will specifically be responsible for managing all aspects of training taking place in Namibia or in third countries. U.S.-based participants will be programmed through Partners for International Education and Training (PIET) and its private sector development arm, Entrepreneurs International. This is the existing, competitively contracted, and most cost effective mechanism for programming all types of U.S.-based training, from long-term academic education to short-term, highly targeted skills training, internships, and study tours.

The USAID/Namibia Training Officer will be responsible for tracking all HRDA training through the Participant Training Management System (PTMS), a database management system that allows the Mission to maintain key statistics on all aspects of processing in-country, third country, and U.S.-based training. All PTMS tracking is disaggregated by gender. While PTMS as programmed does not offer a built-in method to track interventions in organizational transformation, the databases can be adapted to suit this purpose.

7. Follow-On

This Project's emphasis on organizational transformation as the key pre-condition for individual training and advancement means that the Contractor must maintain an ongoing relationship with each employer



benefiting from HRDA-funded activities. The Contractor's responsibilities should incorporate managing this relationship as well as determining additional skills training for Project alumni colleagues, work groups and the alumni themselves.

8. Celebrating Success

The business-government dialogue will be critical to the Project's success and momentum. The Team recommends that the Contractor work to maintain this dialogue by holding regular colloquia between GRN and the private sector to enhance the business-government dialogue and to celebrate Project successes.

E. Monitoring and Evaluation

The objective of the monitoring and evaluation activities under HRDA is to provide information to make informed decisions on Project direction. USAID/Namibia has described the HRDA Project as a ground-breaking project in affirmative action. Success will require that timely and accurate information be collected and reported to enable USAID and the Contractor to make informed decisions on the Project.

1. Monitoring

Measurement of Project progress towards its objective will require tracking the number of blacks in management positions in Namibia. The Contractor will conduct a baseline study to gather the data against which Project results will be measured. The research will incorporate data on the number of blacks in middle and senior management positions and will devote special attention to statistics on women. Firms and government agencies benefiting from Project interventions will report on changes in these numbers, enabling the Contractor to maintain the database to reflect changes in affirmative action results. This information will be included in the workplans and progress reports and will be provided to USAID/Namibia and the Advisory Board as requested and to the USAID mid-term and final evaluation teams.

The Project should bring about both quantitative increases and qualitative improvements in the number of successful black managers in Namibia.

◆ *Quantitative performance indicators.*

Quantitative indicators of performance should include:

- increased number of black managers country-wide;
- increased number of women as middle and senior level managers;
- increased number of organizations in Namibia which have adopted affirmative action policies and programs.

◆ *Qualitative performance indicators.*

Qualitative indicators of achievement should include:



- improved performance of black managers;
- appropriate services for women clients;
- the introduction of staff development policies which support the development of black managers and role models;
- transformation of the corporate cultures within Namibian organizations;
- increased organizational effectiveness through instilled values and norms more appropriate to modern business practices.

◆ ***Monitoring responsibilities.***

The recipient organizations will assume primary responsibility for data gathering and reporting as a condition for HRDA assistance. The Contractor will provide guidance to the recipient organizations on the types of information that is required. If necessary, the Contractor will follow up with the individuals and organizations to verify certain information.

The quantitative and qualitative changes will be assessed and measured at the level of the individual black manager and at the level of the organization, with minimal Project effort devoted to more expensive and methodologically complex data collection. The overall monitoring and evaluation system should be as cost effective as possible, focusing on obtaining information of direct and immediate use in Project management, using means to produce meaningful impact data. The Contractor's proposal to manage the Project should specify a plan to monitor the Project's impact, including sources of data and means and frequency of data collection.

2. Evaluations

USAID/Namibia will finance a final evaluation of the Project. Contractors to perform the evaluations will be competitively selected from among firms with USAID evaluation IQCs. The Mission may also do a formal internal review of the Project after one year of implementation.

3. Contractor Workplans and Reporting Requirements

The Contractor's Project Director will be responsible for all official communications and reporting on the Project between the Contractor team and USAID. In addition to regular meetings and discussions between the Project Director, the Advisory Board, and the USAID HRDA/ATLAS Project Manager, the Contractor will supply the following reporting documents.

◆ ***Two and a Half Year Workplan***

The two and a half-year workplan as submitted in the Contractor's proposal will be further refined and developed through consultations by the Contractor team and submitted for review and approvals to the USAID HRDA/ATLAS Project Manager within 90 days after the contract is signed. At a minimum, the workplan will be based on the submitted proposal and will contain initial baseline information on Project beneficiaries including needs identified, strategies to meet the needs, local, regional and U.S. resources, year by year budgets, and contingency plans to respond rapidly to the experimental nature of this Project.



◆ **Annual Workplans**

These workplans will contain information on levels of effort for all activities planned for the year in terms of needs, levels of anticipated activities, resources, costs. The first annual workplan will be developed by the Contractor team and submitted for review and approval by USAID within 30 days of the signing of the contract. Subsequent workplans will be due 60 days before the end of each contract year.

NOTES:

1. *HRDA Project Paper, Annex N.*
2. The Team also encountered some skepticism in the community in regard to donor interventions in affirmative action: the Namibian Development Corporation greeted us by saying we were the thirteenth affirmative action team to visit their offices in the four years since independence, with no projects initiated as yet.



IV. HRDA TRAINING PLAN

The HRDA Training Plan will be developed annually by the Contractor and submitted to USAID/Namibia for approval. The following outlines anticipated activities during the first year of the contract, and provides average funding levels for the subsequent fiscal years.

A. Illustrative Timeline

PERIOD	ACTIVITY	LEAD RESPONSIBILITY
May 1994	HRDA strategy researched, framed and reviewed	Consulting Team; Mission
May 1994	Final comments on CTS	Mission
June 1994	Finalize documentation for HRDA buy-in	Mission
June 1994	Finalized CTS to Mission	AMEX International
July 1994	Develop RFP for Contractor to manage HRDA in Namibia	Mission; REDSO assistance
June-Sept. 1994	Maintain high-level GRN and private sector contacts to continue dialogue initiated during CTS development process	Mission
June-Sept. 1994	Hire USAID/Namibia HRDA/ATLAS Project Manager	Mission
June-August 1994	Hire Mission Training Officer	Mission
September 1994	U.S.-based training for Training Officer	Mission
September 1994	Bids for local contractor due for Mission review	Bidders
October 1994	Review bids for local contract; best and final offerings	Mission
October 1994	PTMS training in Namibia	Mission; PTMS contractor
November 1994	Award contract for managing HRDA locally	Mission
December 1994	Review and approve Contractor's first annual workplan	Mission; Contractor
December 1994	Approve Contractor's guidelines for selecting firms and individuals	Mission; Contractor
December 1994	Advertise HRDA Project	Contractor
December 1994	Constitute Advisory Board	Contractor
January 1995	Train Advisory Board	Contractor
January 1995	Collect baseline data on black managers in the public and private sectors	Contractor
January 1995	Hold national symposium on affirmative action in Namibia	Contractor
February-April 1995	Conduct workshops on affirmative action with firms and GRN agencies	Contractor
February 1995	Begin organizational transformation work with local firms and GRN agencies	Contractor
March 1995	Begin HRD activities for affirmative action candidates	Contractor
March 1995	Begin any 2 year training so that trainees can return well before PACD	Contractor
March 1997	Final date by which long-term trainees should return from training	Contractor
September 1997	Project completion date	



B. Illustrative Draft Budget

LINE ITEM	FY 94	FY 95	FY 96	FY 97	TOTAL
CONTRACT BUDGET					
Personnel					
Project Director		65,000	65,000	65,000	195,000
Deputy Project Director		30,000	30,000	30,000	90,000
Consultants		30,000	30,000	30,000	90,000
Support Staff		10,000	10,000	10,000	30,000
Equipment and Supplies		15,000	2,000	2,000	19,000
Travel and Perdiem		3,000	3,000	3,000	9,000
Overhead @ 50 percent		69,000	69,000	69,000	207,000
TOTAL CONTRACT BUDGET		222,000	209,000	209,000	640,000
USAID/NAMIBIA BUDGET					
HRDA/ATLAS Project Manager	31,250	130,000	130,000	130,000	421,250
Training Officer	6,250	25,000	25,000	25,000	81,250
Supplies and Equipment	12,000	2,000	2,000	2,000	18,000
TOTAL USAID/NAMIBIA BUDGET	49,500	157,000	157,000	157,000	520,500
SUB-TOTAL: CONTRACTOR AND MISSION COSTS	49,500	379,000	366,000	366,000	1,160,500

LINE ITEM	FY 94	FY 95	FY 96	FY 97	TOTAL
PROJECT IMPLEMENTATION					
Set-Up Procedures:	10,050				10,050
Develop RFP (2 weeks)	7,500				7,500
U.S. Training for Training Officer:					
Train Advisory Board		1,200			1,200
National Symposium		6,600			6,600
Introductory workshops with companies 5 @ \$2,375 each		11,875			11,875
Baseline data collection		20,000			20,000
HRDA Implementation:					
Board meetings: 6/year @ \$500/each		3,000	3,000	3,000	9,000
Organizational transformation workshops: 5/year @ \$16,650 each		83,250	83,250	83,250	249,750
In-Country Training (1 wk, 10 people): 6/year @ \$13,450/each		80,700	80,700	80,700	242,100
Third Country Training (1 wk, 10 people): 6/year @ \$21,000/each		126,000	126,000	126,000	378,000
Third Country Training (2 wks, 10 people): 6/year @ \$36,000/each		216,000	216,000	216,000	648,000
Third Country Training (1 year): 3/year @ \$10,400/each		31,200	31,200	31,200	93,600
Entrepreneurs International (6 wks): 8/year @ \$18,000/each		144,000	144,000	144,000	432,000
Short-term U.S. training: public sector (6 wks): 6/year @ \$22,500/each		135,000	135,000	135,000	405,000
Long-term U.S. academic (1 yr): 3/year @ \$30,000 (ATLAS: not summed here)		(90,000)	(90,000)		(180,000)
Evaluation				80,000	80,000
TOTAL PROJECT IMPLEMENTATION BUDGET	17,550	858,825	819,150	899,150	2,594,675
STAFF COSTS (FROM PRIOR PAGE)	49,500	379,000	366,000	366,000	1,160,500
TOTAL HRDA BUDGET	67,050	1,237,825	1,185,150	1,265,150	3,755,175



NOTES

1. The illustrative timeline is a guide; it is understood that events may overtake any of the scheduled items.
2. Like the timeline, the budget is illustrative: the Mission should develop a more accurate calculations based upon its experience and the realities of local costs.



APPENDICES

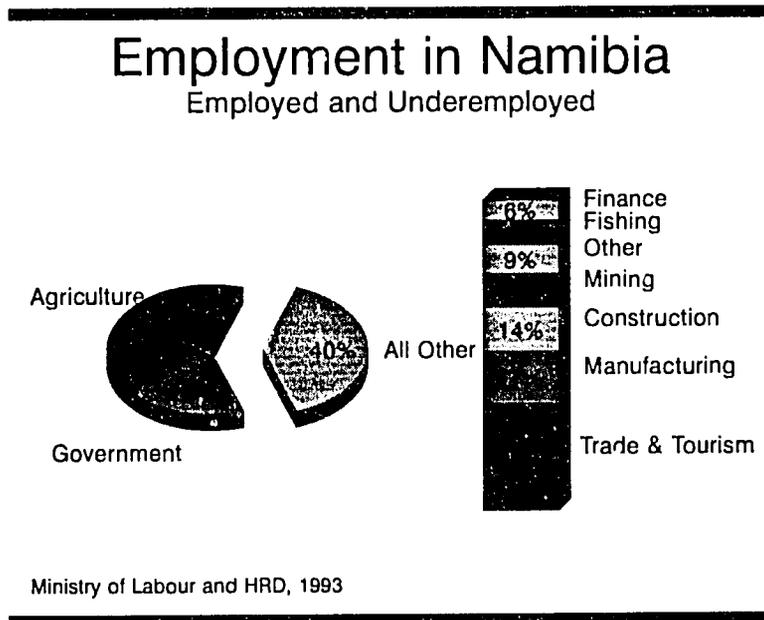
APPENDIX A: THE PRIVATE SECTOR IN NAMIBIA

1. Overview

No comprehensive study of the private sector, or of the productive economy in general, exists for Namibia. Such a study would require an extensive and sophisticated survey whose ultimate value would be more academic than practical. The present discussion is an effort to place the private sector of Namibia within the context of the country's overall economy and to provide such information as is useful for elucidating the Consulting Team's approach to the Training Needs Assessment and the Country Training Strategy.¹

In the context of sub-Saharan Africa, Namibia's economy is unusual. Its GDP of \$2.5 billion puts it in the ranks of far more populous countries such as Uganda, Mali, and Madagascar. But Namibia's small population—1.5 million people—gives it a GDP per capita of \$1,650, making it a middle-income nation ahead of every country on the sub-continent save Gabon and South Africa. This apparent privilege, however, disguises while it reveals, for wealth does not extend deeply into the Namibian society.

To understand the limited confines of wealth, one must explore both labor and economic data. The ILO calculates an economically active population of 560,000 persons,² of which nearly 100,000 do not work at all. As the chart below shows, nearly half of Namibia's employed and underemployed work in agriculture and fishing.



Labor market segmentation and wage dispersion have created a clear economic dualism in Namibia, where unskilled workers earn as little as four to five percent of senior management's income.³ Around independence, per capita GDP—essentially an indicator of wages when broken down by social groups—looked as indicated in the following table. Although the situation has improved today, the proportions have not changed radically.

Indicator of Wage Segmentation

<i>year</i>	<i>white modern</i>	<i>black wage</i>	<i>subsistence</i>
1988	12,839	585	55

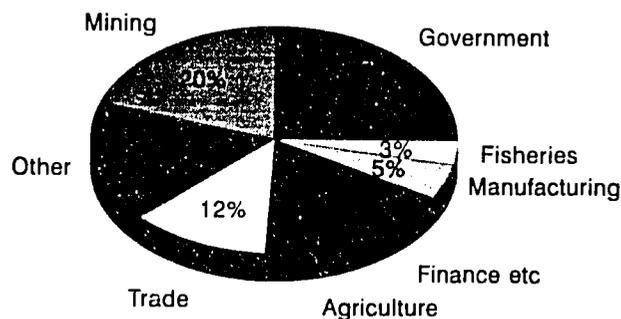
Source: UNDP, "Population and National Accounts of Namibia," 1989

It is well known that following independence, the process of national reconciliation led to a bloated civil service, assuring new positions for blacks and other traditionally disadvantaged Namibians as well as guaranteeing the tenure of virtually all currently employed whites. One implication for the private sector was the rapid depletion of qualified black Namibians from the available pool of managers and technicians. Today, for full-time workers, government and formal private sector employment rolls achieve near parity at around 65,000 workers each. Parity of work force in public and private sectors does not fit easily into this relatively free-market economy and distorts the natural allocation of manpower. Only applied human resources development can redress this distortion in an expanding economy.

Namibia's GDP in 1992—the last year for which official figures are available—can be broken down as follows:⁴

Namibian Economy

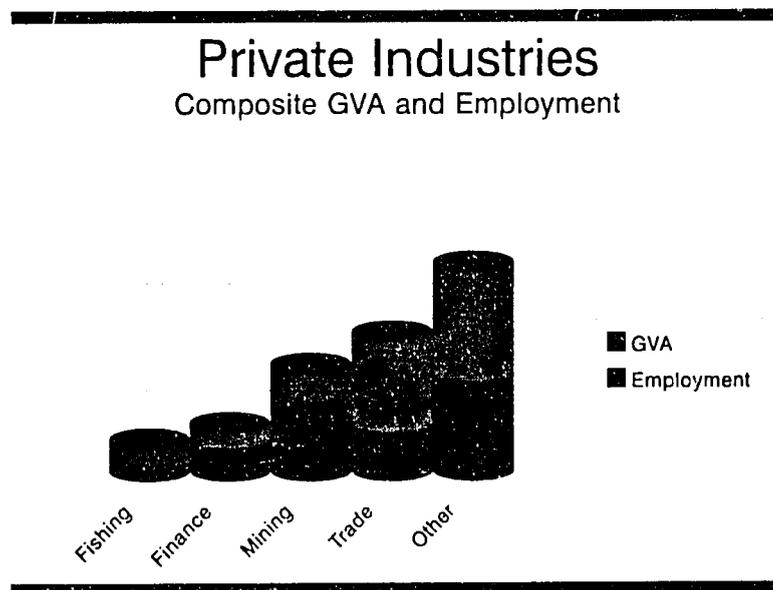
Contribution to GDP



Source: GRN, *Economic Review*, 1993

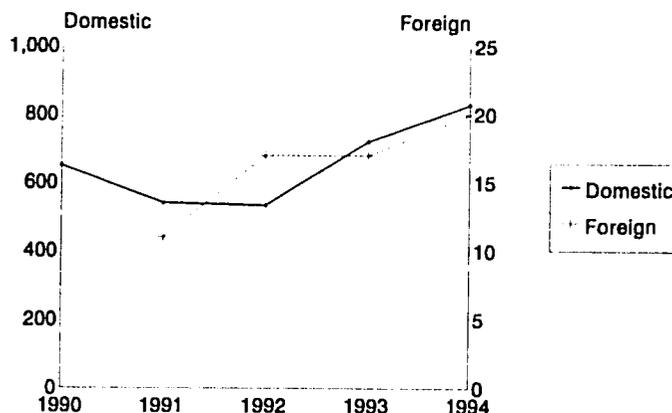
The figures suggest that the Gross Value Added (GVA) of private economic activity constitutes three quarters of GDP. Because these data do not disaggregate parastatal firms—which have mixed shareholding—the actual private GVA is somewhat less. The figures also join formal and informal enterprise, the latter including subsistence farming, barter, and petty commerce. A rough estimate of formal private sector GVA would bring its contribution to somewhere between 55 to 60 percent of GDP.⁵

The following chart demonstrates the relative stature of various industries in the private sector when their contribution to both GDP and to employment are joined.



The total number of registered firms in Namibia is around 7,000.⁶ Trends in new registrations are a meaningful indicator of a country's investment climate. The chart below shows that a plunge in domestic business investment in 1991 was followed by a brief period of stability, then by rising figures. The figure for 1994 is a direct extrapolation from the high number of registrations recorded during the first three months of the year (207). Registration of new foreign companies appears to be more or less stable, documenting the GRN's disappointment in its failure thus far to raise the level of foreign direct investment.

New Company Registrations



Source: Registrar of Companies

Despite the even trend in foreign investment, the growth in new domestic business is encouraging. Most new registrations come from small businesses, a phenomenon which will mandate increasing needs for competent management. In coming years, some new businesses will inevitably be formed by men and women who leave large firms to launch their own enterprises. These entrepreneurs will bring their acquired management skills with them. The better those skills, the more the new owners will contribute to broad business success in Namibia. The following section discusses those industries, or business sectors, where the field for management development appears to be the most fertile.

2. The Industries

◆ *Mining*

No description of the Namibian economy, much less of the private sector, can avoid commentary on the mining industry. Although waning in relative importance owing largely to diminished external demand, mining still stands as a giant in the macroeconomic profile of the country. In recent history, this industry generated over a third of the GDP, 75 percent of Namibia's export earnings, and almost 40 percent of tax revenues. The following table portrays both a recent and a more contemporary position of the sector.

The Mining Sector Expressed as Percentages of the Economy

<i>Year</i>	<i>GDP</i>	<i>Fixed Investment</i>	<i>Exports</i>	<i>Tax Revenues</i>
1988	36	26	58	14
1992	32	14	59	13

Source: GRN, Economic Review, 1993.

The big mining companies, six in number, are the largest group of firms in Namibia and are all wholly or in majority foreign-owned. Rössing Uranium and Consolidated Diamond Mines enjoy high repute among Namibians for their dedicated efforts towards training managers and skilled workers from the previously disadvantaged classes. (Tsumeb, the third largest firm, is quite different and is not a role model for training disadvantaged citizens.) Mining is not likely to be a growth sector in Namibia for years to come, so that opportunities within the companies remain limited. Nonetheless, the mining firms will remain among the best training grounds for management in Namibia and can at the least serve as models for the Mission's Project.

◆ *Fishing*

Exploiting some of the richest coastal waters in the world, fishing has long been an important industry for Namibia. Now that the country claims rights over 200 miles of these waters and that sovereignty of Walvis Bay has been turned over by South Africa, the fishing industry is primed for steady growth. Its GVA increased by five percent in 1991 and 38 percent in 1992. The formerly depleted resource is recovering more quickly than predicted, and Namibia is steadily acquiring its own fleets, reducing the fees paid to foreign charter boats.

Parts of the fishing sector have been effectively "blackened," in the words of the Namibians. Fishing rights have been leased to aspiring entrepreneurs. Unfortunately, preparation for this transfer of rights was ill-conceived: many who received them possessed neither the financial security nor the managerial know-how to exploit their concessions effectively. Furthermore, the processing and exporting side of the industry remains by and large in the hands of a few whites.

Black Namibians in the fisheries sector are now keenly aware of their need for specialized management training. They have cited specifically a need to learn to develop business plans for credit purposes and to negotiate joint ventures. This may be a sector where training is justified for black owners of small businesses, since they really enjoy far less ownership of the industry than the levels of their activity would seem to indicate.

◆ *Financial institutions*

Banks, insurance companies, and pension funds control most of the allocation of money to the private sector in Namibia. Because the secondary market is virtually non-existent, and because most of the institutions are subsidiaries or affiliates of South African companies, this sector has channeled its investments out of the country. The commercial banks have not been generous with their resources to black businesses. Partly in response to the traditional banks' restricted lending policies, one black businessman has established a new commercial bank, City Savings and Investment Bank Limited. He



has wisely brought in some of the more powerful white businessmen as shareholders and members of the board. As the official opening for the bank took place during this consultancy, we can offer no commentary on the institution's viability. The bank is, however, highly interested in accessing managerial training resources through HRDA.

Two of the largest and longest established banks are Standard Bank and First National. They are affiliates of South African institutions and generally follow headquarters' guidelines on financial matters as well as on hiring and promotional policies. They are among the more progressive organizations in the traditional private sector in promoting affirmative action through real training rather than through window-dressing.

The largest private insurance company in Namibia, SANLAM Corporation, also follows the policies of its RSA headquarters. SANLAM's affirmative action targets align with its percentage of black policyholders, and SANLAM is one of the few companies operating locally that have a program for tracking progress in affirmative action placements and promotions. Because its potential market among black Namibians is vast, SANLAM needs black sales staff and managers.

A parastatal that prior to independence operated as a homelands development bank is the present Namibian Development Corporation. Totally restructured and divested of its direct investment arm, the NDC continues to exercise commercial banking functions under government subsidies. The NDC also has a strong human resources department and has actively placed trainees in other countries as well as in workshops in Namibia. The recent restructuring has impaired the NDC's financial ability to do much of this work. This parastatal financial intermediary provides debt financing to indigenous businesses and would welcome working with the HRDA Project.

In Windhoek there are several holding companies that have diversified investment portfolios. Commercial Investment Corporation is one of the largest of these in total assets. CIC holds equity in areas as divergent as food distribution, pharmaceuticals, and plastic manufacturing and has an extensive series of wholly or partially owned firms in Namibia, South Africa, Botswana, Zaire, and Angola. As early as 1973 the company enacted its own anti-discrimination policies and put some black supervisors in charge of white workers. The firm would like to discuss possibilities of executive training for black managers once the Project is launched.

◆ *Tourism*

Tourism continues to play a relatively small role in foreign exchange earnings and in creation of employment; nonetheless, it is considered to be a sector with potential for significant growth. In 1992—the latest date for which we have figures—the increase in tourism measured by the number of bed-nights sold was 11 percent.⁷ Namibia currently expects that stability in South Africa following elections will bode well for this sector. While the larger hotels currently follow their headquarters' leads in affirmative action policies, and have made remarkable progress up to junior management, they have not taken the measures necessary to build staffs of middle or senior management among blacks. The consultants believe that the hotels would be willing participants in the HRDA Project.



◆ *Wholesale and retail trade*

Contributing 13 percent to GDP and providing over a third of the jobs in the formal private sector, wholesale and retail trade in Namibia can, for present purposes, be divided roughly into three groups: large subsidiaries or affiliates of foreign companies, large family-owned businesses, and small local businesses. In accordance with USAID's directives to the Team, this report is concerned with the first two categories.

For several reasons the trade sector is important to the Project: It is a slowly but steadily growing industry; it employs a majority of blacks and coloureds; and management needs fewer technical skills than in finance, food processing, or manufacturing.

Powerful interests control the sector. Even in the South African affiliates, local merchants often own shares and sit on boards of directors. To our knowledge, there is no employee shareholding.⁸ Anecdotal evidence suggests that this merchant group will block entry into the market for rival retailers, even in the poorer districts of urban Namibia.

As might be expected, the South African companies are moving more rapidly in affirmative action than are the local family businesses. Given the size of the sector, near certainty of continuous growth, and the heightened possibility of recruiting black female candidates, HRDA should aggressively seek to work in wholesale and retail trade.⁹

3. Affirmative Action and the Private Sector

A visitor to Windhoek perceives immediately that private enterprise in this capital is of a different order from that of most of sub-Saharan Africa. There is no hawking or peddling; the sidewalks are lined with modern storefronts, attractive merchandise displays, and a broad variety of goods such as one might see in the better commercial sections of Europe or the U.S. There is an air of contemporaneity, marketing know-how, and competitiveness.

This image is less distorted than it is shallow. It disguises deep insecurities in Namibian private enterprise. In fact, the private sector in this country thrives on protectionism. External protectionism has sheltered manufacturing, agriculture, and financial services. Internal protectionism is related to the external and is more pervasive and insidious. Whites dominate the private sector, in particular a very small group of powerful families. Some consequences of this intimate, exclusive network of owners are highly restricted procurement patterns, tax evasion, imperfect understanding of international business, the choking of entrepreneurship, and, through importation of management, failure to develop the indigenous human resource.

Creating a strong cadre of black Namibian managers in the private sector will contribute to unravelling internal protectionism. For several reasons this undertaking is indispensable: in every country, and in any time frame but the short-term, indigenous management is cheaper, more productive, and more loyal. Long-standing, visible foreign management inevitably becomes a source of disaffection in society. But most importantly for Namibia, building local black management capacity will curtail a dangerous tendency towards splitting the society into white private enterprise and black government.



This split emerged as a tacit agreement during the first years of national reconciliation following independence. In the short-term it very likely proved the only sound approach, since most private capital was in the hands of white owners who husbanded their resources responsibly. But revenue derives only from production, trade, or taxation; a government comprising individuals with little or no stake in either of the two first sources of rents will eventually raise fiscal imposition and flirt with various forms of government control over commerce and industry. Black civil servants at all levels must perceive that class and national benefits accrue through the growth and dynamism of private business.

An affirmative action project should seek approbation from both government and business. Beyond approbation, it must join their foremost representatives in the project's implementation. One means to this end is the constitution of an Advisory Board, such as discussed in the CTS. Through an Advisory Board, the Project must disseminate a vision beyond redressing historical inequities: it must capture a sense of developing the Namibian human resource base for the advantage of all citizens, irrespective of race. The fact that blacks constitute not only the vast majority of the population but are also those in greatest need of training makes them the appropriate target for Project interventions at senior managerial levels. This is a project about the leadership of Namibia in future generations.

NOTES:

1. In this chapter, data are gathered from diverse sources, of which some are more contemporary than others; accuracy is not assured in all cases. Nonetheless, for the present purposes, proportion and change take primacy over precision.
2. GRN, "Tackling Unemployment in Namibia," 1993, p.2, and GRN, *The Status of Economically Active Population [sic] in Namibia*, 1991, pp. 23-45.
3. World Bank, *Namibia: Poverty Alleviation with Sustainable Growth*, p. 16.
4. GRN, *Economic Review*, 1993, p.15.
5. Subsistence agriculture is calculated at about two percent of GDP (*ibid.*); we are estimating that 10 percent of quarrying and trade are actually informal, or non-structured, and that some ten percent of transport, construction, and manufacturing falls within the public domain.
6. This and the information that follows was gotten in direct conversation between the consultants and the Office of the Registrar of Companies in the Ministry of Trade and Industry.
7. *Economic Review*, 1993.
8. In our very small sample of companies, only the Commercial Investment Corporation had an employee stock option plan.
9. The consultants had a chance to observe a workers' demonstration in front of one of the family-owned businesses during their stay in Namibia. The workers, primarily women, were demanding training.



APPENDIX B: THE PUBLIC SECTOR IN NAMIBIA

The GRN since independence has pursued moderate and enlightened economic policies, including encouragement of market forces in private sector growth. One of the major challenges the government now faces is long-term development of its human capital. Although white Namibians control 85 percent of the nation's wealth, they represent only about five percent of the population. These figures summon concerns of both social equity and human resource availability. Regardless of the effectiveness of Namibia's enabling environment for private sector-led growth, its underdeveloped work force and small pool of skilled Namibian managers place it in an uncompetitive position relative to its regional and international trading partners. Before addressing the human resources development plans of the government, this chapter presents a brief summary of the public sector's structure.

◆ *GRN structure*

The public sector consists of:

- 18 ministries;
- the Office of the Prime Minister;
- 5 other offices, including the National Planning Commission;
- 13 regional administration offices that function under the direction of the regional councils;
- parastatal organizations including the Namibia Development Corporation (formerly the First National Development Corporation), Swawek (the water and electrical corporation), TransNamib (rail, airlines, and transportation), Telecom, and the Namibian Housing Enterprise; a new parastatal, the Namibia Ports Authority, has recently been established to manage transportation activities into and out of newly incorporated Walvis Bay; another new parastatal, tentatively named Namibia Wildlife Resorts, will be created with GRN, employee, and local and outside investors to manage the government's numerous resorts and game park facilities;
- a number of marketing boards.

The University of Namibia is an autonomous institution governed by an independent council, mostly funded by the GRN.

Three significant features characterize the public sector for the purposes of this report:

- the large size of the public service;
- the GRN's affirmative action agenda, particularly at the managerial level;
- the rapid policy and procedural changes that are occurring within the public sector.

◆ *Size of the Public Service*

The public sector currently has about 60,500 public servants; GRN expenditure on personnel rose from 25 percent of total government expenditure in 1989/90 to well over 50 percent by 1992.¹ This is probably much larger than it needs to be given Namibia's population and comparing with similar countries such as Botswana. This is a significant increase from the approximately 41,000 public servants at independence.



This increase, due in large measure to the policy of national reconciliation, led to overstaffing, overlapping functions, occasional confusion about primary responsibilities for government initiatives and policies, misinformation on the status of new policies and procedures, and wastage of government financial resources.

◆ *GRN's affirmative action agenda*

Affirmative action is controversial in Namibia. Although some perceive it as "apartheid in reverse," in one interviewee's words, most Namibians see affirmative action more broadly as a human resource development challenge to create both a larger pool of quality Namibian managers and a more broadly diverse and representative work force to reflect better the needs and aspirations of all the people of Namibia. All recognize that affirmative action is intended for the majority who were denied opportunity because of race.

The public service's mandate for affirmative action or "balanced structuring" is embodied in Article 23 of the Namibian Constitution, "Apartheid and Affirmative Action" which specifically declared the practice of racial discrimination a punishable offense. However, this Article is only an enabling provision giving power to Parliament to act on affirmative action if it so chooses.

Parliament approved the 1990 Public Service Act and the 1990 Public Service Act Amendment to provide implementation guidance on affirmative action. These acts allowed the Public Service Commission to deviate from existing "career systems" procedures towards filling posts to a system based on open competitive announcements. The Commission accepted ministerial requests for advertising and filling management vacancies by relaxing experience requirements in favor of qualification requirements. Disadvantaged candidates are to be hired when candidacies are otherwise judged equal, though not at the expense of the minimum qualifications and experience required to perform the job; the GRN defines "disadvantaged" to include both blacks and coloureds. All personnel for ministry management posts must be submitted through the Office of the Prime Minister for approval by the Public Service Commission and Cabinet.

In practice, affirmative action was largely left to the ministries' Permanent Secretaries. The Public Service Commission referred a number of cases back to particular ministries for disadvantaged candidates to be considered, especially in ministries where the results of balanced structuring caused concern and where disadvantaged candidates were judged equal to or better than advantaged candidates.

The GRN recognizes the special discriminatory practices to which women have been subjected. Accordingly, the GRN's prioritized sequence from most disadvantaged to most advantaged runs: disadvantaged female to disadvantaged male to advantaged female to advantaged male (it is appropriate to note that the HRDA strategy development Team did not follow this prioritization during its assessments, since the Team received explicit instructions from USAID to focus on black Namibians).

GRN claims that there is no need for more specific affirmative action legislation. In his speech to Parliament on June 7, 1991, the Prime Minister stated that the Public Service Act and its Amendment "give the public service commission ample power to carry out its affirmative action and balanced structuring in the Public Service without the need for any further legislation or committee or commission." GRN has adopted the same pragmatic approach in dealing with this sensitive and potentially divisive issue as in others where national reconciliation is valued.



GRN has made significant progress in hiring black Namibians despite the lack of specific affirmative action legislation or watchdog agencies. GRN can show significantly less progress in hiring women. The following provides summative data on affirmative action in the public sector. GRN reports on affirmative action using the categories of advantaged (white) and disadvantaged (black, coloured); we use these terms in the following analyses although they differ from the nomenclature adopted in the remainder of this document.²

Affirmative Action in the Public Service

Category	Number	Percentage of Total Work force	Distribution	
			Advantaged	Disadvantage d
Total work force	60,500	100%	9%	91%
Management cadre	480	> 1%	30%	70%
Women	16,432	27%	n/a	n/a
Women in management	75	16%	n/a	n/a

Over 60 percent of the management cadre is disadvantaged within the organizations targeted under this TNA, according to May 5, 1994 OPM data and to subsequent conversations with ministry personnel. GRN has been most successful with black and coloured males, accounting for over half of management, and least successful with women, who only represent 8 percent of management within these target entities as shown in the following table.

HRDA/Namibia Target Organizations: Affirmative Action in the Management Cadre

Ministry	Disadvantaged				Advantaged			
	Female		Male		Female		Male	
Office of Prime Minister	2	4%	9	17%	0	7	14%	
Min. of Finance	1	2%	6	11%	0	5	10%	
Min. of Fisheries	0	0%	4	8%	0	1	2%	
Min. of Trade & Industry	1	2%	7	14%	0	3	6%	
Min. of Env. & Tourism	0	0%	1	2%	0	4	8%	
Totals	4	8%	27	52%	0	20	40%	



For the parastatals, the Team conducted primary research focusing on black, rather than on black and coloured, managers. The parastatals cannot boast nearly the progress of the government agencies in promoting black management.

Affirmative Action in Namibian Parastatals

Parastatal	Total Managers	Black Managers	Black mgrs/ all mgrs
Namibian Development Corporation	9	4	44%
TransNamib	70	6	9%
Namibian Ports Authority	8	0	0%
Swawek (total work force)	750	0	0%
University of Namibia ³	n/a	n/a	n/a

GRN is drafting a comprehensive affirmative action bill, to be presented to Cabinet and Parliament in late 1994. According to information supplied by OPM and by the Ministry of Labour and HRD, this bill will apply to all private and parastatal organizations in Namibia but not to the public sector.

◆ *Rationalization: policy and procedural changes within the public service*

The public sector is in a state of transition. Virtually all ministries, offices, and parastatals have policy documents in various stages ranging from draft to final acceptance by Parliament. New government procedures are also being prepared and implemented. Parastatals have been created to assume government staff and activities because of Government White Papers in ministries such as Fisheries and Environment and Tourism.

A public service rationalization strategy was instituted approximately 18 months ago. Each ministry submitted and secured Cabinet approval for a Rationalization Plan through the Office of the Prime Minister. The Plans are intended to streamline the objectives, functions, and activities of each ministry, thus reducing duplication and the size of the public service.

Rationalization is meant to create a leaner and more effective public service. The management cadre should be downsized by over a third, from 480 to around 300. In all likelihood, however, the rationalization process will never be completed. Changes will continually be introduced: as with any government bureaucracy, personnel will only be retrenched as a last resort. With the upcoming elections, retrenchment is unlikely. Many government leaders hope that personnel slated for retrenchment will find new jobs in other government offices or in the private sector.

◆ *GRN's human resource development system*

On paper, the GRN enjoys a comprehensive human resource development system that compares favorably to others in this part of Africa.⁴ The system can be summarized as follows.



The *Office of the Prime Minister* is charged with overall responsibility for coordinating training for public servants. OPM handles this through two departments. First, OPM's *Directorate of Human Resource Development* coordinates service-wide management training. Second, the *Department of Public Service Management* interacts with each ministry's personnel office to coordinate public service training, directed by an Undersecretary reporting to the Secretary to Cabinet. Within this department are Directorates for Human Resource Development, Management Services, Personnel Policy and Systems, and Human Resource Management.

The Constitution provides for a Public Service Commission, an independent government agency appointed by Parliament which, with Cabinet, must approve all hiring decisions involving the public service management cadre. According to OPM, the Public Service Act, currently with Cabinet for revisions, will make the Commission an advisory, not executive, body, which will act as a watch dog for the public service, though with no explicit affirmative action role.

Each Ministry has a *Training Committee*—and will soon appoint a Training Officer, where none exists—to coordinate training within the ministry.

OPM and each ministry have training budgets, often modest: OPM's training budget is N\$1 million which includes the cost of OPM trainers delivering training; additional funds can be requested.

Most training within the public service is reactive: training is generally in response to apparent problems within the system rather than a systematic process of identifying training needs based on performance and then preparing programs to meet those needs. There appears to be little analysis of performance problems to determine if training is the appropriate intervention or if structural or other impediments are the cause of the performance problem. Furthermore, much training within the public service is donor-driven. While providing needed funds to the GRN, donor-funded training can be wasteful and disruptive if it is not well planned and integrated.

OPM appears to recognize the need for a more precise HRD Plan to identify and respond to human resource development requirements within the public service. OPM has recently completed a training needs assessment of the public service management cadre with ODA support. Another assessment is currently underway to compile data on training needs at supervisory, technical, and administrative levels of all ministries within the public service.

The recently introduced GRN Training Policy⁵ mandates that all training not specific to a ministry's portfolio—including management development, training abroad, and training by private/other institutions—"of Offices/Ministries staff is to be coordinated by [OPM's] Directorate of Human Resource Development... in cooperation with each Office/Ministry Training Committee and Personnel Office."

Human Resource Development plans do exist for the Ministry of Environment and Tourism and for the Ministry of Fisheries and Marine Resources through donor assistance. This CTS was not able to determine if other ministries have human resource development plans. Some parastatals, such as the new Namibian Ports Authority, will prepare human resource development plans later this year.

Management training is offered at the University of Namibia Centre for Public Service Training. GRN acknowledges this Centre as the main institution for the delivery of in-service management training



within the public service, although little training has occurred due to staffing and financial constraints and reports on performance are disappointing. Other institutions, such as IMLT, have offered public service training although only about 10 percent of IMLT's participants are drawn from the public service. OPM currently provides basic courses covering introduction to computers, supervision, training of trainers, induction into the public service, registry control, secretarial training, and English proficiency.

Technical and other ministry-specific training is normally carried out each ministry's training staff.

◆ ***Organizations assessed***

The Team selected organizations according to two principal criteria:

1. *Direct relationship to private sector-led economic growth:* Ministry of Trade and Industry; Ministry of Fisheries and Marine Resources; tourism aspects of the Ministry of Environment and Tourism; Ministry of Finance; critical parastatals: Namibian Ports Authority, Namibian Wildlife Resorts (a parastatal that may be formed later this year), Namibian Development Corporation, Swawek, Telecom, and TransNamib.
2. *Central role coordinating development of the GRN management cadre:* Office of the Prime Minister; Ministry of Labour and HRD.

Regarding the following data, a word of orientation is due. In the public sector, data aggregating black and coloured employees are available, but managers interviewed were seldom prepared to cite numbers for blacks alone. For this reason, the public sector assessment often quotes affirmative action figures uniting blacks and coloureds. These figures must be taken with caution in the context of the present report, because they are not always indicative of the status of the assessment's target clientele, black managers.

The Team visited the Ministry of Labour and Human Resource Development to obtain information on the GRN's approach to affirmative action in the private sector; the Ministry was viewed as a target for the TNA primarily because it performs a regulatory function related to private sector employment.

The Ministry of Mines and Energy and the Ministry of Agriculture were not examined because of limited growth potential in these sectors.⁶

The *Ministry of Trade and Industry's* principal role is to promote growth of trade, commerce, and industry by formulating appropriate policies and strategies. Black and coloured Namibians account for eight—72 percent—of the eleven management positions. While this ministry has and continues to do an admirable job related to affirmative action, it appears that more is needed to strengthen senior officials' management skills.

The *Ministry of Environment and Tourism* promotes tourism, an area which has grown sharply since independence and is expected to continue to grow.⁷ Black and coloured Namibians represent 37 percent of management—three of the eight management positions. The Ministry has offices in London and Frankfurt to market Namibian tourism overseas, and is responsible for addressing weakness in the tourism sector.



GRN is in effect the major tourism company in Namibia, employing 870 people and owning 30 percent of all beds in Namibia. GRN is discussing creating a new parastatal, Namibian Wildlife Resorts, to manage the GRN's resorts. This parastatal will be owned 30 percent by the GRN, 20 percent by employees, and the remaining 20 percent by local or outside investors.

The Ministry is working with the Namibian Association of Training in Hospitality, related to the Hotel Association and providing hotel training, to expand its functions to cover all training related to tourism. Eventually, in coordination with the Namibians Association of Training in Hospitality, a formal Hotel and Tourism School will be established at the Technikon where some tourism training has already commenced.

Major donors in the ministry are the German Government, which provides training to ministry staff, and the EC, which provides major technical assistance on tourism policy.

The *Ministry of Fisheries and Marine Resources* is responsible for ensuring that fishery resources and the development of the industry are sustainable and will provide a lasting contribution to the economy. Namibia's fishing industry offers considerable potential: fisheries now employ over 10,000 people including seasonal workers and pays N\$220 million in wages, making fisheries the second largest industrial employer in Namibia next to the mining industry. It is expected that the fishing industry will become the single largest industrial employer within the next five years.⁸ Fish processing and other resulting business activities such as transportation should also benefit from this sector. Walvis Bay's recent incorporation will add to further business growth in this area.

There are six management positions in the ministry with disadvantaged Namibians holding three of these positions. The Ministry appears to be well advanced in policy formulation and implementation, a comment supported by a number of outside observers. Senior management is qualified in relevant technical areas but lacks coherent management skills development.

A new Fisheries Training Institute will be developed at Walvis Bay, possibly using the former South African Naval barracks. The fisheries school at Lüderitz, administered by the Rössing Foundation, will likely remain.

The major donor in fisheries is Norway, with Germany, Japan, Iceland, Denmark, France, Australia, and the FAO all contributing technical assistance personnel, particularly on the GRN fleet, or various types of training.

The *Ministry of Finance* is responsible for regulating and controlling finances of the government and advising on fiscal and monetary policy. There are 14 management positions in the Ministry with black and coloured Namibians accounting for half of these positions.

The *Office of the Prime Minister* has 18 management positions; black and coloured Namibians hold eleven (61 percent) of these. OPM is responsible for administering the public service and for coordinating personnel and human resource development functions. The British government and UNDP furnish major assistance in training and with public service rationalization.

The *Ministry of Labour and Human Resource Development* is responsible for facilitating labor matters with employers and unions and for developing and implementing policy related to labour matters in



the private sector. The Labour Commissioner is responsible for affirmative action matters in the private sector.

There are nine management positions in the Ministry with black and coloured Namibians holding seven—78 percent—of these.

The Ministry of Labour and HRD has recently been involved in the ongoing development of an affirmative action bill, funded in part by the Australian Government, which the Ministry states will be completed for Cabinet review by the end of 1994. Other initiatives include a Training Fund established through the Vocational Training Act to pay for artisan and technical training. The amount of the levy has not yet been established. Another training incentive scheme exists whereby companies investing in Namibia can deduct from their taxes up to 125 percent of the costs of training their staff. This scheme is in effect over a set number of years on a diminishing percentage basis.

The *Namibian Ports Authority* is a fully owned GRN parastatal that has been in existence for about two months. No black or coloured Namibians hold any of the eight management positions in the organization. The Marketing Manager and the Accounts Manager positions are vacant at the present time; the CEO has said they are actively recruiting among disadvantaged Namibians. The total work force numbers 340 positions with about 180 positions occupied by black and coloured Namibians.

The Permanent Secretaries of Transportation, Finance, and Fisheries sit on the Advisory Board. The Authority may be split into two companies, one for cargo handling and one for port management.

An affirmative action policy was written into the parliamentary bill establishing the Authority. In essence, the policy follows public service guidelines: if competing candidates have equal qualifications (not considering experience), disadvantaged Namibians will be selected. The Authority has no training plan nor is training currently occurring.

The *Namibian Development Corporation* has 380 staff with disadvantaged Namibians holding 4 of the 9, or 44 percent of management positions. NDC is a fully GRN-owned parastatal created by act of Parliament in October 1993 when the prior South African government-created First National Development Corporation was split into two companies: the NDC and the Amalgamated Holdings Company, a holding company with extensive small businesses, primarily in the north.

NDC reports to the Ministry of Finance; Permanent Secretaries from the Ministries of Finance, Agriculture, Trade and Industry, and Mining serve on the Advisory Board.

Swawek employs 750 people, with no black managers. A parastatal under the Ministry of Mines and Energy, *Swawek* is responsible for providing electricity within Namibia. The Team was not made aware of any affirmative action program at *Swawek*.

The Team was not unable to obtain statistical information on the management cadre within the *University of Namibia (UNAM)* though UNAM appears to have a considerable number of non-Namibians in senior positions. UNAM was created by an act of Parliament in 1992 and receives most of its funding from the GRN. Its Centre for Public Sector Training and the Faculty for Economics and Management Science are potential providers of training under this Project.



TransNamib has 70 managers; six of these—9 percent—are disadvantaged Namibians. *TransNamib* is a parastatal although no government official sits of the Board of Directors. *TransNamib* has consistently made a profit each year; its major holdings are in transportation, airlines (*Namib Air*), and Namibia rail. The organization has a well developed HRD function but most training is focused on artisans and technical staff. *TransNamib's* Human Resource Manager is coordinating in-house non-degree management training through the University of Cape Town in South Africa.

NOTES:

1. These figures derive from data provided by the Office of the Prime Minister.
2. GRN affirmative action statistics are based on April 1993 OPM data; new data will be available in June 1994 and are not expected to vary significantly according to OPM.
3. Figures on affirmative action placements were not available for the University of Namibia though it is understood that non-Namibians hold many senior management positions.
4. Basic documents that describe GRN's human resource development system are the Acting Secretary to Cabinet's recently released "Training Policy for the Public Service," OPM's compilation of ministry rationalization plans, and subsequent strategy papers on sectoral matters.
5. OPM *Circular Number 12, 1994*.
6. According to NPC, GRN anticipates mining, especially uranium and other metals, to grow only slightly during National Development Plan I—1995 to 2000. Discovery of gas and oil is uncertain and unreliable. Commercial agriculture is expected to provide some employment potential through higher value crop production, though fewer workers are expected to be employed since Namibian markets in South Africa and especially in Europe are unlikely to expand.
7. The EC Report on Tourism states that the sector has grown at almost 30 percent per year since independence; this estimate seems exaggerated.
8. According to the Analysis of the Training Needs of the Fisheries Industries and the Ministry of Fisheries and Marine Resources.



APPENDIX C: AFFIRMATIVE ACTION

1. Legislation in Namibia

Namibia's 1990 Constitution specifically allows for "equality and freedom from discrimination to all Namibians," with the provision that nothing in the above article shall prevent Parliament from enacting legislation for the advancement of Namibians who have been disadvantaged.¹

The ILO with Australian funding developed a draft bill on affirmative action. This was submitted to GRN in April 1991 but was rejected after consultation with private sector executives. No further bill has been tabled.

2. Affirmative Action's Status in Namibia

In Namibia the *private sector* evinces no sense of urgency towards affirmative action. Although there is general consensus amongst medium to large businesses that affirmative action is necessary, very few businesses have actually formulated AA policies. Even fewer have implemented AA programs, and those companies that are implementing are usually following the policy of their South African headquarters.

The *public sector* presents a different picture. Through the GRN's policy of national conciliation, people already in the public sector before independence were guaranteed government employment through to retirement. Though these numbers have diminished to some extent by natural attrition, the public sector is overstaffed, and the GRN has now embarked on a policy of rationalization intended to reduce the size of government. At the same time, there is a cadre of black public sector managers who came into office after independence. Some of these have been promoted too quickly, are inexperienced, and lack management skills.

3. Implementing Affirmative Action in Namibia

There is no pressure for legislation to accelerate the process of affirmative action in Namibia. At the same time, awareness is growing within both government and business that there is a great need for competent managers and that these people will have to be drawn from local black Namibians.

Many private sector managers voice support for affirmative action, but cite a shortage of qualified black Namibians because of weak educational backgrounds, including low academic retention rates, poor subject choice, and a lack of math, science, and accounting teachers at school. The pool of black managers in the private sector is small at present, but large enough to lead a positive trend in their development as high-level black managers. Investment in their development and that of their peers from the public sector would be worthwhile.

Many organizations lack knowledge about implementing affirmative action, although there are some very informed people in high level management positions in Namibian firms. Most managers in this survey demonstrated positive attitudes along with a willingness to participate in an affirmative action undertaking, yet said they did not know how to go about implementing affirmative action in their



organization. Most people were enthusiastic about participating in a network to support AA initiatives and to share expertise and experience.

The combination of enthusiasm and a willingness to participate in a comprehensive affirmative action project are strong factors in favor of embarking on this project in Namibia.

4. The HRDA Approach to Implementing Affirmative Action in Namibia

The key to a successful affirmative action strategy lies as much with the employer's commitment to the manager's success on the job as with the training provided to the upcoming manager. The HRDA/Namibia implementation strategy incorporates organizational development activities to provide an environment conducive to supporting career development alongside training for the affirmative action candidate.

a) Organizational Transformation

Three critical elements must be in place for affirmative action activities to be successful. Affirmative action must be an explicit element of the organization's *strategic plan*. The organization's *entire work force* must be involved. There must also be *in-company, line management change agents* to support implementation of the policy.

◆ Strategic plan

Top leadership must explicitly advocate affirmative action. It is essential that the strategy for affirmative action be incorporated into the organization's strategic business plan. The elements which must be discussed and ratified at the top executive level are:

- the affirmative action policy document;
- the organization's philosophy regarding affirmative action;
- the target group for affirmative action and the rationale for this;
- targets for affirmative action;
- guidelines for implementation;
- recruitment and selection guidelines;
- broad outlines on development and promotion procedures based on specific performance management principles.

The components of the affirmative action program must be specified and must incorporate organizational transformation designed to create a climate conducive to career development, including supportive and productive working relationships. The cultural transformation of the organization is a vital element in the success of affirmative action programs.

It is essential that a budget be approved for the affirmative action strategy as part of the overall strategic plan. This budget must be carefully aligned to affirmative action targets.



◆ *Work force involvement*

Organizational transformation implies a change in the general cultural climate of the organization. It also means a change in management style from an authoritarian model to a more collaborative approach. Such change requires a great deal more consultation with the general work force, particularly with union leadership. Implementing affirmative action is often an emotionally charged process. Transparency is a key factor in gaining commitment to success.

Consultation should encompass:

- discussion of the policy document;
- discussion of the AA program;
- implementation issues such as selection of AA candidates;
- measurement of success;
- promotion procedures;
- the implementation of the organizational transformation process;
- communication of proposed plans to the work force.

◆ *In-company line management change agents*

The affirmative action and organizational transformation processes must be internalized within the organization in order to be effective. Success thus indicates that the organizational transformation process be run by in-company line people trained to implement such a process. The major role of these change agents is to facilitate a communication process throughout the entire organization that results in better inter-group understanding, more effective problem-solving techniques, and open working relationships beneficial to career development and acceleration.

Experience shows that when organizational transformation is run by outside consultants, internal commitment falters once the consultants have left. Consultants should instead be used to train change agents and to teach the procedure of organizational transformation including management style change, facilitation skills, effective problem-solving techniques and communication models that foster group understanding. Ownership of the transformation process must remain with line people in the company.

It is also important that ownership of the organizational transformation process is not left totally within a human resources department because this also tends to absolve line people from becoming fully involved with the process. Once top-level ratification for the policy and program has been secured, human resource personnel can be involved in the program's organization and set-up, but they should not be expected to serve as the organizational change agents.

b) The Transformation Process

The transformation process should cascade through the organization so that at least 80 percent of the entire work force participates in a workshop designed to facilitate effective communication and problem-solving. If it is possible to put the entire work force through the process, the benefits will be worth the extra effort.



Many organizations believe that the process will not be understood or appreciated by lower level employees. Experience in the field proves that this is not so. On the contrary, these people, often excluded from consultation in many work-related areas, prove to have a much greater capacity for understanding and contribution than is generally appreciated. Lower level employees on their return to the workplace usually perform better, have a much more positive attitude to work in general and enjoy being considered a valuable part of the work force. Other factors which often become evident include sensitivity to interpersonal relationships and a much deeper understanding of fellow workers than is usually indicated in everyday behavior.

c) Implementation Steps

Once executive-level commitment to affirmative action is secured and demonstrated through an organization's AA policy and program, implementation of the AA program can proceed through the following steps.

◆ *Select change agents*

These should be line management people at about mid-level in the organization who are trusted and respected by their fellow workers. The most effective way of gaining commitment to the process is to run an in-house seminar to explain the organizational transformation process, clarifying its aims, objectives, and role in the business plan. People can then be asked to participate in the training workshop for change agents.

◆ *Change agent workshop*

The workshop must be run by a person fully conversant with the process of organizational culture change and the most effective methods to achieve this. A three-day workshop is usually sufficient to teach a maximum of 10 people the principles of effective communication techniques, problem management, conflict resolution, group process management, facilitation skills and presentation skills.

The change agent training should also incorporate the program content of the two-day in-house workshop which is the next step in the organizational transformation process. This program content is largely dictated by the issues raised by the group, but should be run according to a defined structure. The previously identified drivers of the transformation process must participate fully in change agent training.

The organization's line change agents will be running the organizational transformation workshops. This means that the AA consultant should coach the line agents closely. We recommend that this coaching take place over two workshops, with the change agent observing on the first and running the second under the consultant's guidance. Once change agents are competent in running workshops, they can then train further internal change agents themselves. If possible, and if participating organizations are agreeable, change agent training can be done in groups comprising several organizations. A process of networking amongst change agents and drivers is generally beneficial unless there is some conflict of interest.



◆ *Organizational transformation workshops*

These are usually two-day programs because less time than that seldom affords participants the opportunity to participate fully in the group. Despite the obvious difficulties inherent in getting a fairly large part of the work force away at the same time, especially if a shift system is in operation, the benefits that accrue from the effort outweigh the difficulties in setting this up.

The program should include sessions on methods to communicate on sensitive issues such as cultural differences, stereotypes and attitudes, common beliefs about various groups, typical problems encountered at work, racism, sexism, and the effects of discrimination. At the same time, it is vital that in the beginning the line change agents do not allow a negative emotional climate to develop. The group should be led through the practice of effective communication methods in order to be able to address sensitive issues later on in the program. It is also vital that the program end positively, and that real issues and negative feelings be openly communicated and dealt with through the facilitation process.

It is usually most practical to relate issues directly to the work situation and to use the problem management model to assist participants in solving these and in formulating an action plan to be carried out in the workplace. The action plans form the basis for follow-up workshops back at work which keep the process of change and transformation continuous and ongoing.

Change agents should run these workshops in pairs so that they can back each other up and assist in identifying issues which are important to the group.

Workshops can be run on-site where there is a suitable training facility, though there are definite benefits in running them off-site or even in the training center of another organization. The greatest benefits accrue from running workshops in a retreat setting where people have time and social situations to get to know each other better. This is strongly recommended in light of potential results even though it is more costly. A casual, unprestigious venue often makes people more comfortable and more likely to be open and communicative. It is also important to take cultural differences into account—dietary restrictions, for instance—and to ensure that such sensitivities are considered during planning.

The composition of groups in these organizational transformation workshops should be planned to achieve the greatest intergroup mix. This may mean that people of different levels are included in the same groups, which can be highly effective in breaking down some of the status barriers at work. If there are known areas of conflict, the staff involved can be grouped in the same workshop and the issue used to demonstrate the communication and problem-management models which are taught as the basis for group interaction.

◆ *Mentors*

Mentor systems have received a great deal of criticism yet are nonetheless important to the career development process, provided that the mentor has been trained in coaching and development techniques specifically directed towards the needs of disadvantaged people. The affirmative action mentor must understand and can be trained in the need for the career management skills described below. The mentor must be able to assist in providing the necessary support and assist in the career



pathing process. The locus of control for career advancement must however remain with the AA candidate and not be taken over by the mentor.

◆ ***Follow-up process***

A follow-up process must be incorporated into the organizational transformation plan. This can take the form of regular meetings of the workshop group to discuss progress in terms of the action plans formulated during the workshop and to find ways of dealing with any new issues. Some companies already have structures such as quality circles or green areas which are a suitable vehicle for the follow-up process.

Change agents must work hard to get the momentum for the follow-up workshops going, because people inevitably get caught up in everyday problems as soon as they return to work; follow-ups will soon be regarded as a waste of time unless they are useful and continue the growth process of the workshops. They should therefore have a definite agenda which gives everybody a chance to contribute. They are also suitable opportunities for celebrating success in problem-solving and in communicating success of affirmative action candidates.

d) Recruiting and Selecting Affirmative Action Candidates

Once the organizational structures that contribute to the success of affirmative action are in place—policies, programs, change agents identified, organization-wide transformation workshops undertaken—the process of recruiting and selecting candidates for affirmative action can begin.

◆ ***Selection criteria***

Selection criteria for an affirmative action program must be clearly defined and consistent with the aims of the program as well as appropriate to the philosophy and values expressed in the organization's AA policy document. Selection of a particular group for a specific intervention is acceptable and often practical as it keeps the scope of the intervention manageable, but it must be part of the consultation process within the organization.

Examples of considerations for selection are:

- Specifics of targeted group (race, sex);
- Educational level;
- Work experience;
- Cognitive agility/intelligence;
- Specific personality factors (resilience, drive, motivation);
- Ability to manage stress and pressure;
- Locus of control;
- Present level of ability;
- Potential level of skill and expertise;
- Language proficiency;
- Specific skills related to anticipated career path or work orientation.



Where possible, it is recommended that people be developed internally from the present work force in order to create an environment where career development is available to many. It is important here to explore stereotypes about the potential of present employees and to see to what extent they have been included in an assessment process to determine their real potential. Further comments regarding assessment are given below.

However, it is not always possible to select internally, and organizations need to recruit externally. In affirmative action employment, the organization's standard recruitment techniques should be examined and expanded in order to select the best candidates from other sources. This includes traditional advertising techniques, school or university recruitment, which may need to be supplemented through other networks or sources of information, including any placement firms that specialize in finding affirmative action candidates.

◆ *Assessment*

Assessment of candidates for employment using psychometric tests is highly controversial, but the practice is still used in Namibia. New techniques of assessment are being developed which focus on potential to learn rather than actual level of ability. These alternate techniques are recommended for people who have been disadvantaged by inferior education because they enable employers to award affirmative action positions to people identified as capable of benefiting from special treatment through an affirmative action program. These techniques can be used both for literate and illiterate people.

The use of assessment center technology is recommended where the assessment center has been carefully designed to suit the particular organization and where it is possible to use a progressive screening technique which makes assessment time cost-effective. Validation is important to ensure that there is no bias in the assessment procedure.

e) **Career Development for Affirmative Action Candidates**

An essential component of an affirmative action strategy is the specific planning and implementation of the AA candidate's career development. There are four elements in the career development plan:

- career path development;
- formal education;
- organization-specific training;
- career management skills.

◆ *Career path development*

An organization which commits to affirmative action needs a system by which the career path of every employee can be planned to form part of a composite deployment picture for the whole organization. Dossiers can most effectively be put together on a cumulative basis, with information being collected according to need and level of employee. Employee information might also be collected from outside the workplace as it can be useful when assessing suitability for promotional positions—for instance, when suitability for leadership is under consideration and the candidate holds a significant leadership position in the community.



Affirmative action candidates need to be taught how to manage the career path system and to take responsibility for their own development.

◆ ***Formal education***

The affirmative action candidate's level of formal education should be carefully considered so that it is appropriate for the career path. Formal education may be an important component to prepare for some positions, but is not sufficient to ensure success. Formal education must be reinforced by on-the-job or practical training such as internships in order for the candidate to become fully competent in the job. This is particularly true of management positions where skills are not always clearly defined and depend on more than formal knowledge.

◆ ***Organization-specific skills training***

Distinctive skills the organization requires are usually best acquired through on-the-job training or through training programs offered in-house or specially tailored for the organization and individual.

◆ ***Career management skills***

Career management skills are the less tangible interpersonal and influential skills essential to success in a corporate system. They are vital to affirmative action because these are precisely those skills which are unlikely to be acquired automatically by anyone who does not form part of the organization's current power system. In the context of Namibia's corporate private sector, and until recently, public sector, people other than white males were unlikely to acquire these skills with great ease.

In planning training in these areas, assumptions should not be made regarding any particular candidate. It is more effective to have some system of self-assessment whereby people are able to identify their own training needs and be assisted in meeting these needs.

f) Measuring Success

The process of implementing affirmative action successfully must pull together the organizational transformation and the career development of affirmative action candidates, and must operate in terms of the policies and philosophy of the affirmative action policy document. Measurement of success needs to be closely related to the strategic business plan and reviewed regularly as part of the strategic plan of the organization.

g) Time Frame and Level of Effort for Implementing an Affirmative Action Program

A sample time frame for these activities is provided below.



IMPLEMENTING AN AFFIRMATIVE ACTION PROGRAM		
STEP	ACTIVITY	LEVEL OF EFFORT
1	Executive strategic planning workshop	2 days
2	Change agent training	3 days
3	Organizational transformation program training	2 days
4	Mentor training	3 days
5	Organizational transformation program monitoring	Depends on change agents' skill
6	Career acceleration skills	3 days
7	Assertive skills	2 days
8	Relationship-building and skills in influencing	2 days
9	Time and stress management	2 days
10	Self-development program	2 days

Steps 6 through 10 may be run as coordinated workshops for a network of organizations, recommended as a method to assist AA candidates in establishing a practical network of peers.

Some companies may need an additional workshop to gain commitment from middle management and to alter their management style (2 days)

NOTES:

1. Namibian Constitution, Articles 23 and 24.



APPENDIX D: DONOR ACTIVITY IN RELATED SECTORS

◆ *Support to Namibia's Private Sector*

Donors are little involved in management development for the private sector. Lead donors in Namibia are Germany, Sweden, the European Community, the British, French, and USAID. Donors are working in developing legislation on affirmative action; their activities in support of manpower for private business concentrates on the provision of vocational and technical skills. Sample key donor activities are summarized below.

Embassy of the Federal Republic of Germany (FRG)

Germany is by far the largest donor to Namibia. German technical assistance has ranged from a high of DM 100 million in 1919 to its current rate of some \$23-29 million a year,¹ with pledges totalling \$162 million for the period 1990-1993 above and beyond Germany's share of EC assistance.

Germany's current priorities encompass water supply, environmentally friendly livestock husbandry, advisory assistance to the Geological Survey, AIDS control, and promoting public legal institutions and renewable energy sources. Additional projects focus on roads, constructing low-cost housing, and rural infrastructure.

Germany provides support to small-scale businesses through the Windhoek Vocational Training Center (WVTC) which offers four-year theoretical and practical courses in a range of vocational areas—auto mechanics, electrical engineering, masonry—to approximately 200 full-time students. Apprenticeships are incorporated into as many programs as possible though there is not enough opportunity within the Windhoek community to absorb all 200 students. German funding has dropped from 100 percent to roughly 80 percent; discussions are underway with the Swakopmund industrial community to share costs of training and internships. Expansion to four affiliated centers in the North, a GRN priority, are also currently under discussion.

Germany funds an advisory project to the Ministry of Fisheries and Marine Resources, assisting in developing regulations and provisions in fisheries law. This assistance led to a needs assessment for training in the fisheries sector and for approaches to a modern fisheries information system; German resources have not yet been available to expand technical cooperation in response to these activities.

The Frankfurt Chamber of Commerce is deeply involved in supporting the Namibian National Chamber of Commerce (NNCCI), though not through FRG government funding.

French Mission for Cooperation and Cultural Affairs

France provides grants to Namibia totalling approximately \$4.3 million, along with 12 to 15 French technical assistants stationed in various ministries. Although France is one of Namibia's top five donors, the budget is small for a French development assistance program in Africa.



France's current strategy focuses on health, water supply, rural development in the north, fisheries, and on refugees and squatters in urban areas. Activities in fisheries began in 1991 with a \$1 million pilot project to define further interventions. These have included provision of equipment, technical assistance, and training. The current French budget for fisheries development runs at \$3.4 million.

France has contributed to human resource development for Namibia since prior to independence, with some 40 to 50 long-term scholarships provided overall. Five Namibians are still in long-term training. France now restricts HRD interventions to short-term training in a wide variety of fields, limiting the pool of qualified applicants to those who already speak French.

British High Commission

The British development assistance budget for Namibia runs at roughly £4 million a year, focussing on education, public service reform, police training, primary health care, agriculture, and rural development. Civil service training is currently performed through the Public Service Commission in the Office of the Prime Minister, and will be conducted through the University of Namibia as of late 1994.

Britain primarily provides technical assistance. Britain also offers a few graduate scholarships each year: there are currently four Namibians studying in the UK through British High Commission sponsorship.

United Nations Development Programme (UNDP)

UNDP and the UN agencies' portfolio focuses on poverty alleviation and grassroots participation, environment and natural resources management, development management, women in development, and technical cooperation among developing countries. UNDP's Country Programme for Namibia foresees a total of \$4.2 million to be supplied for economic diversification through public service restructuring, development plan and aid coordination, and strengthening fiscal and monetary institutions. UN sister agencies coordinated through UNDP also work in employment generation, food security, housing, health, and education.

The International Labour Organisation (ILO) has been working with the GRN to develop affirmative action legislation in coordination with the Australian Development Board.

The Ford Foundation

The Ford Foundation's approximate \$1 million annual budget supports NNCCI, UNAM, and local NGOs. Ford initiated support to NNCCI's affirmative action activities in early 1993 with a \$30,000 grant to help plan NNCCI's affirmative action statement. Ford is currently expecting a proposal from NNCCI for assistance in setting up the proposed Affirmative Action Advisory Service, a unit within NNCCI that will work to provide capacity within companies to develop affirmative action plans and policies and to provide related training.

Ford provided a \$30,000 grant in 1993 to help NNCCI to plan its gender and race affirmative action initiative. Ford has further supplied a \$50,000 grant for NGO capacity building to support in-service



training for Namibia's private sector, primarily training trainers within national NGOs in organizational management, financial management, gender analysis, and participatory research techniques.

Ford's public sector activities center on a \$250,000 grant made in 1993 to provide masters degrees in the U.S. or UK to 6 economists from the National Planning Commission. Recruitment is not yet underway because NPC has not been able to release anyone for training. Ford is also working to establish an open recruitment board for future such activities in the future.

Ford's work with UNAM includes provision of masters degree training (in South Africa and the UK) to develop the Social Science Division's capacity to conduct research on rural development. Ford is also providing in-service training to support UNAM's Justice Training Center and supplies funds towards the formation of higher education policy in Namibia, in particular, strategic and academic planning and curriculum reform.

Swedish International Development Authority (SIDA)

Sweden's 1994 budget is \$12.5 million, down from \$15 million in 1993: Namibia qualifies as one of approximately 20 countries worldwide that the Swedish Parliament has targeted for substantial assistance. Swedish support focuses on the education, transport and communication sectors, with additional assistance provided to the Bank of Namibia, Central Statistics Office, and to Namibia's Bushmen.

Three Swedish NGOs are also active in Namibia. The Swedish Board for Investment and Technical Support (BITS) offers short-term training averaging \$625,000 to \$875,000 per year in administration, industry, energy, management, health care, environmental protection, telecommunications, and social sciences. Since 1991, 67 Namibians have received BITS-funded training. Women have accounted for 9 percent of this training, and blacks, for 34 percent.

Australian Development Board (ADEB)

The Australian Development Board, represented by the Australian Embassy in Harare, Zimbabwe, has committed \$350,000 to provide technical assistance to the GRN to develop policy and legislation to support affirmative action. GRN was to contract with ILO using ADEB funding. Although funds have been set aside since 1990, the GRN has not yet submitted a proposal that meets with ADEB approval.

Norwegian Agency for Development Cooperation (NORAD)

NORAD mainly provides grants to NGOs and works through government ministries, primarily in fisheries, marine resources, health/AIDS, mines, energy, and the environment. NORAD focuses on the east and south in Namibia.

◆ *Support to Namibia's Public Sector*

In recognition of skills deficiencies within the public sector, a number of donors are providing assistance to the GRN.



The IMF and UNDP have offered in-service training to the Ministries of Finance, NPC, and the Bank of Namibia to build an effective economic and financial management and planning capacity. UNDP has provided an advisor to OPM to provide organizational development and management by objectives training of the management cadre of government; the current advisor has been here one year and is scheduled to depart in May 1994. UNDP has not yet decided on the continuation of the program.

The Educational Development Institute of the World Bank has established a Centre for Public Service Training at the University of Namibia, the primary management training institute for the public service in Namibia.

The Swedish International Development Authority contributes to public administration development projects through human resource development activities to organizations such as Telecom, NPC, Auditor General's Office, and the Ministry of Education and Culture. It also supports a variety of short term and in-service training for public servants through seminars, courses, study tours, etc.

The European Community has shown particular interest in human resource development. Areas of support include the Ministry of Environment and Tourism and the University of Namibia.

The British Government is assisting with public service reform and policy training. The ODA has been helping the GRN restructure and rationalize the public service since 1990. Senior managers have attended short term training courses in the UK.

The German Government has regularly invited public servants to attend two week courses on public administration in Germany. The German Foundation for International Development has sent trainers to Namibia to give courses on local government administration. The Frederick Ebert Foundation and the Hans Seidel Foundation have funded training courses involving public servants, most notably through IMLT.

The Norwegian Development Agency has provided significant assistance to the fisheries and mining sectors.

The Commonwealth Fund for Technical Cooperation has occasionally been involved of management training for the public service through courses outside of Namibia.

The International Labour Organization, the World Health Organization, the Food and Agriculture Organization of the UN support public service training and technical assistance in labour and health respectively.

◆ **Conclusion**

The donor community in Namibia has expressed interest but achieved little in affirmative action during the four years since independence. The ILO and the ADEB have supported development of draft legislation, and the Ford Foundation has provided financial assistance to the NNCCI for crafting a policy document. Namibians express disappointment in the lack of concrete results from donor interventions.



Although various donor agencies are active in supporting vocational as well as some management training in Namibia, none of their programs consistently targets management at the advanced level proposed in the HRDA Project. USAID/Namibia has therefore a chance to become the first donor to make palpable achievements in affirmative action and to become a leader in management training for outstanding blacks. While the Mission should keep abreast, through the OPM, of other work in this area, it has no need at the present time to coordinate its efforts with those of other donors.

NOTES:

1. The US dollar figures in this section are based on the exchange rates in effect on April 28, 1994.



APPENDIX E: BUSINESS SUPPORT ORGANIZATIONS AND TRADE ASSOCIATIONS

Namibia's business support organizations mirror to a limited degree the dualism in the economy: there are organizations, like the WCCI, whose constituency is in the majority white businessmen, and others, like the NNCCI, supporting largely black business. There are no organizations dedicated solely to women in business.

By and large the business support organization structure is fragmented and uncoordinated. Blacks and women are poorly represented both in staffing and in activities. Business support organizations are largely voluntary; the Namibian National Chamber of Commerce and Industry (NNCCI) and the Windhoek Chamber of Commerce and Industry (WCCI) are the only organizations with full-time staff.

Both the national and regional organizations visited during the Team's visit showed varying degrees of interest in affirmative action. Summary descriptions of a sample of major organizations follow. Additional information can be found in NNCCI's March 1994 study entitled "Compilation of Business Organisations and Trade Associations in Namibia."

◆ *Namibian National Chamber of Commerce and Industry (NNCCI)*

NNCCI is a Windhoek-based umbrella organization whose role is to promote small and medium enterprises, to interface with business owners, and to promote trade. Established in 1990 with the aim to "unite the private sector in Namibia and provide them with the opportunity to speak with one voice,"¹ NNCCI boasts nine full-time staff of which one is white. NNCCI is funded through membership dues, through income generated from services, and through substantial donor support.

NNCCI offers training services, primarily management training for entrepreneurs. NNCCI in cooperation with its members also set up the first hotel school in Namibia. NNCCI uses in-house trainers who create each specific program.

NNCCI has developed an affirmative action statement which advocates a participative approach to "broaden the participation and involvement of disadvantaged groups."² The policy focuses on removing legal and attitudinal obstacles, on creating incentives, on nurturing a participative economic culture, on developing role models, and on addressing educational and experiential disadvantage.

NNCCI enjoys considerable donor support. In particular, the Frankfurt Chamber of Commerce is working closely with NNCCI, and NNCCI might move towards a highly centralized German model with greatly increased powers over private business such as mandatory registration.

◆ *Windhoek Chamber of Commerce and Industry (WCCI)*

WCCI comprises 230 members representing 70 percent of capital invested in Namibia, primarily the traditionally white businesses of Windhoek. A totally independent and voluntary organization, WCCI describes its mandate as to channel trade information to its membership, to represent members on issues, to develop new business, and to expand the wealth generated.



WCCI supports affirmative action and has played a role in developing the Ministry of Labour's affirmative action guidelines.

WCCI can play a role in this Project because of the nature and influence of its membership and clientele. The Contractor should examine whether WCCI would be a suitable presence on the Project Advisory Board.

◆ ***Other Namibian Chambers of Commerce and Industry***

Namibia enjoys Chambers of Commerce and Industry in virtually every major town in the country—Tsumeb, Ondangwa, Walvis Bay, Swakopmund, Lüderitz. These are voluntary organizations chaired by local businesspeople, established to promote local business with varying degrees of aggressivity. Funding generally derives from membership dues.

The local Chambers vary in their degree of support for affirmative action. Some could serve as channels for the Project Advisory Board, especially for businesses outside Windhoek. The Contractor should investigate each Chamber for its willingness and suitability.

◆ ***Chamber of Mines of Namibia (COM)***

COM represents 95 percent of the mining industry. COM is the sole forum coordinating information and activities for the mining industry among large and small mining companies and unions.

COM supports affirmative action, and affirmative action activities would be most viable in the larger organizations.

◆ ***Namibian Employers Federation (NEF)***

The Namibian Employers Federation represents major employers throughout the country, primarily on labor issues.

◆ ***Voluntary Associations***

Namibia's business community enjoys a number of voluntary associations—Rotary Clubs, Lions Clubs—whose members meet regularly and contribute to voluntary and civic activities in Namibia and elsewhere.

NOTES:

1. NNCCI, *Brief Overview of the Organization, its Activities, Services, Programmes and Projects*, p.1.
2. NNCCI, *Affirmative Action Policy Statement (Draft for Discussion)*.



APPENDIX F: LOCAL AND REGIONAL TRAINING RESOURCES

1. Local Training Resources

The Eastern and Southern African Management Institute (ESAMI) established an administrative office in Windhoek shortly after independence. Trainers and other personnel are often bought to Namibia from ESAMI's principal training institution in Arusha, Tanzania. ESAMI is offering courses for senior government personnel. ESAMI has a solid reputation within eastern and southern Africa and will likely be an important training resource for the project. Courses offered by ESAMI, which may be relevant to this Project, include Human Resource Management and Development, Appraising Staff Development Performance, Training of Trainers, and ESAMI's various executive management courses. Earlier this year, ESAMI conducted a training needs assessment of the Ministry of Finance. ESAMI is located in the SANLAM Building in Windhoek; the Namibian coordinator is Mrs. Akwake.

The University of Namibia (UNAM) is the locus for formal academic training in management. GRN has designated UNAM's Centre for Public Service Training (CPST) as the primary training provider for public service management training, though only four courses have been offered to date due to limitations in staffing and funding. Funding from the World Bank has just been provided to hire staff. The Director of CPST is Professor Andre du Pisani. The Faculty of Economics and Management Science provides Diplomas and Bachelors Degrees to Namibians entering private companies and the public service. The College for Out of School Training provides correspondence courses for Namibians. The Technikon provides numerous certificate and diploma courses.

A variety of NGOs offer training in basic skills development and small business management. Foremost among these are IMLT (Institute for Management and Leadership Training), the Private Sector Foundation, and the Rössing Foundation.

Two new training institutions are expected to be established in Namibia within the next year. These are a new Fisheries Training Institute, which will be developed at Walvis Bay, and a Hotel and Tourism School, which will be developed at the Technikon in Windhoek. The Fisheries Training Institute will be a joint effort of the Ministry of Fisheries and Marine Resources and the fishing industry. Most courses will focus on developing technical skills related to fisheries; it is hoped that management development course will also be offered. The Tourism Department of the Ministry of Environment and Tourism and the Namibian Association for Training in Hospitality, which wants to extend its function to cover all training related to tourism, are working together to develop a Hotel and Tourism School at the Technikon. The Technikon has already provided some courses.

2. Regional Training Resources

There are a number of training resources in the region which can satisfactorily meet the needs of black Namibian managers from the private and public sectors for executive leadership and senior management development training. Most of these resources are located in South Africa, with some suitable management training available from Botswana and Zimbabwe.



◆ **South Africa**

Because many South African training institutions are new to USAID/Namibia, we recommend that the Project Contractor conduct a thorough analysis of these institutions before any training is initiated.

◆ **Universities and Technikons**

Some South African universities are providing management training to Namibians. Foremost among these universities are:

- **The University of Stellenbosch**
Unit for Innovation and Transformational Leadership
PO Box 610, Bellville, 7535
Phone: 021-913-3117
- **The University of Cape Town**
- **The University of Witwatersrand**
Centre for Continuing Education
Private Bag 3, Wits, 2060
Phone: 011-716-5509
- **The University of the Western Cape**

These universities offer first degrees, graduate business degrees, and non-degree management training through their schools of business. Some of these universities will accept students with suitable work experience in place of certain courses. A number of Namibians are currently engaged in correspondence programs. These programs are a combination of individual correspondence study supplemented by regular study groups meetings under the direction of a lecturer who travels to Namibia from South Africa.

- **Peninsula Technikon**
Centre for Continuing Education
PO Box 1906, Bellville, 7535
Phone: 021-989-6412; Fax: 021-959-6107

There are other suitable technikons in Natal, Durban (M.L. Sultan and Umlazi), Cape Town, and Johannesburg.

◆ **Management Training Institutions and Company Training Centers**

There are literally hundreds of management training institutions in South Africa. The following is a representative sample of those identified by the Institute of Personal Management in Parktown, South Africa.



- **Central Training Unit**
Anglo-American Corporation
PO Box 649, Vereeniging, 1930
Phone: 016-21-3050; Fax: 016-21-3776.
[Programs offered in team building, analysis, and multi-skilling.]
- **Centre for Innovative Leadership**
237 King Willow Crescent
Randjesfontein
PO Box 1779, Rivonia, 2128
Phone: 011-314-1143; Fax: 011-314-1051
[Courses in Leadership Development.]
- **Malimela and Associates**
Sandton
- **Charter Training Group**
9 Chartes Crescent, Sandton
PO Box 559, Wendywood, 2144
Phone: 011-444-2887; Fax: 011-444-4634
- **Clive Acton Associates**
18 Granistar, 5 Hope Road, Mountainview
PO Box 51118, Raedene, 2124
Phone: 011-483-1214; Fax: 011-728-6889
[Courses in management development.]
- **HR Training**
HR Training House, 18-8th Ave., Edenvale
PO Box 75399, Garden View, 2047
Phone: 011-453-1537; Fax: 011-453-8852
[Courses in change management, strength in diversity, leadership programs, management development.]
- **MAST Training Consultants**
15 Chaplin Road, Illovo, Johannesburg
PO Box 78087, Sandton, 2145
Phone: 011-880-3900; Fax: 011-880-4139
- **National Productivity Institute**
Prodinsa Bldg, 501 Pretorius St., Arcadia
PO Box 3971, Pretoria, 0001
Phone: 012-341-1470; Fax: 012-44-1866



- **PE Corporate Services SA (Pty) Ltd**
77 Bristol Road, Parkwood
PO Box 8550, Johannesburg, 2000
Phone: 011-442-4334; Fax: 011-442-4758
- **South Africa Institute of Management**
Braamfontein Centre
Braamfontein
Johannesburg
- **Thomas International Management Systems**
MSL House, 17 Baker St., Rosebank
PO Box 52327, Saxonwold, 2132
Phone: 011-880-3452; Fax: 011-442-7036
- ◆ **Zimbabwe**
 - **Bulawayo Technical College**
PO Box 1392
Bulawayo
Phone: 63181
[Diploma and certificate courses in tourism and hotel management.]
 - **Zimbabwe Institute of Management**
PO Box 3733
Harare
Phone: 705291
[Variety of short term supervisory and management training courses.]
 - **Louis Allen Associates, Inc.**
Box BW 412, Borrowdale
Harare
Phone: 704-554; Fax: 704-554
[Variety of management courses.]
 - **Organizational Training and Development**
PO Box MR 175, Marlborough
Harare
Phone: 301-001; Fax: 703-734
[Variety of management courses and consulting services.]
 - **Price Waterhouse Management Consultants**
PO Box 455
Harare
Phone: 738-601; Fax: 752-584
[Management trainers and consultants.]



◆ *Botswana*

• **Institute of Development Management**

Gaborone

[Variety of short-term management courses for public and private sectors.]



APPENDIX G: HRDA/NAMIBIA MANAGEMENT ROLES, RESPONSIBILITIES AND SELECTION CRITERIA

The three key players that implement HRDA in Namibia are the Contractor, the Project Advisory Board, and USAID/Namibia. This appendix spells out the roles and responsibilities we recommend for each of these three entities, alongside suggested criteria for selecting a Contractor, Advisory Board members, and USAID/Namibia training management staff.

1. The Contractor

The local Contractor is responsible for administering HRDA in Namibia and serves as the focal point for all business, government and parastatal training activities, including identifying employing organizations, working in organizational transformation within employing institutions, and developing individual candidates for affirmative action.

a) Contractor Responsibilities

The Project provides for links between relevant affirmative action and HRD resources in Namibia, elsewhere in the southern African region, and in the U.S. To be effective, the Project needs a basic office in Namibia that stays current with the needs and status of clients, keeps close touch with evolving HRD technology, and communicates well with USAID.

Such a structure must be small and based upon local participation. The Project's facilities will operate only for the Project's lifetime: the Contractor should seek to transfer all the skills embodied in the Project Director to Namibian staff over the life of the Project.

Project staff should perform only limited technical assistance work themselves. Their responsibility is to help organizations articulate their technical and HRD assistance needs and facilitating access to the right institutions to respond to requests for help.

The HRDA/Namibia Contractor must:

- manage contract in compliance with FAR and other USG requirements;
- constitute the Project Advisory Board;
- oversee the organizational transformation process;
- advertise Project HRD opportunities;
- receive HRD requests from firms, organizations and people;
- pre-screen HRD requests from private firms;
- identify training for both public and private sector candidates;
- administer approved public and private sector HRD requests;
- monitor all HRD activities under the Project;
- report to USAID on Project implementation and finances.



b) Criteria for Selecting a Contractor

The ideal Contractor offers a combination of institutional profile, technical expertise, and proven management experience. Guidelines in these categories follow.

◆ *Institutional Profile*

The Contractor's institutional profile demonstrates the capacity to administer the Project in Namibia. The ideal Contractor:

- has a strong track record in project management;
- demonstrates commitment to and understanding of affirmative action;
- brings satisfactory financial systems;
- is politically neutral;
- is respected by GRN and private sector leaders;
- wields influence in the community.

◆ *Technical Expertise*

The Contractor must offer the technical capabilities required to implement HRDA successfully. The ideal Contractor must have the capacity to:

- constitute an Advisory Board comprising senior executives in government and business;
- work with beneficiary organizations for successful affirmative action;
- help formulate training requests;
- screen requests for training;
- identify suitable training resources and to arrange for technical assistance for organizational transformation.

◆ *Management Expertise*

The Contractor must be able to manage the Project to USAID/Namibia's satisfaction, an especially important requirement in view of the Mission's lean staffing pattern. The Contractor must be able to satisfy USAID's documentation requirements, create training plans, and monitor the project.

c) Contractor Staff

We estimate that the Contractor will provide a full-time Project Director and Deputy Project Director in addition to clerical and financial support staff to manage HRDA in Namibia.

◆ *Project Director responsibilities*

The Contractor's Project Director, based in Windhoek, will:

- Manage the project team in Namibia to ensure compliance with and attainment of the contract's statement of work and subsequent workplans.



- Regularly consult with and seek the guidance of the Project Advisory Board on all matters of relevance to successful Project implementation.
- Handle or oversee all interactions with USAID/Namibia on behalf of the Contractor.
- Consult widely in the business and official communities in Namibia on affirmative action.
- Provide primary affirmative action interventions within beneficiary organizations.

◆ ***Project Director qualifications***

- Experience as a Project Director or Chief of Party in projects funded by donor organizations.
- 10 years professional experience relevant to the proposed assignment.
- 5 years experience in the private sector.
- 5 years professional experience in southern Africa.
- Demonstrated knowledge of affirmative action issues.
- Demonstrated ability to use word processing and spreadsheet software.

◆ ***Deputy Project Director responsibilities***

The Contractor's Deputy Director, based in Windhoek, will:

- Meet regularly with businesses, government officials, and other target organizations.
- Develop approaches to organizational needs.
- Assist the organizations to develop affirmative action programs.
- Prepare scopes of work for all U.S. and regional HRD activities.
- Develop information campaigns for the Project.

◆ ***Deputy Project Director qualifications***

- Knowledge of and experience with Namibian businesses, government and other target organizations.
- Work experience with business and/or business consulting and training organizations.
- Proven management skills and abilities at a level commensurate with responsibilities.
- Knowledge of affirmative action in business and government.
- Relevant educational qualifications.

2. Project Advisory Board

The Project Advisory Board is the body most critical to the Project's outreach into Namibia's business and government communities, providing a transparent recruitment and selection mechanism that allows the Mission to assume a leadership role in affirmative action in Namibia.

a) Advisory Board Functions

The Project Advisory Board will play a key role in supporting HRDA implementation in Namibia and will:

- Select candidates from private business;
- Advise the contractor on Project policies and administration;



- Provide feedback on the Project's progress and results;
- Participate in an annual consultative conference on affirmative action.

b) **Selection Criteria for Constituting the Advisory Board**

The Advisory Board will comprise approximately seven respected leaders from business, government, and civic life, who in the aggregate are:

- objective;
- credible;
- representative of a broad outreach to diverse constituencies;
- respected by business;
- perceived as autonomous from USAID;
- representative of and able to provide outreach to women;

3. **USAID/Namibia**

We recommend that USAID/Namibia identify and recruit two new staff members: first, a U.S. PSC to serve as HRDA/ATLAS Project Manager, and second, an FSN Training Officer to support implementation of both projects.

a) **HRDA/ATLAS Project Manager**

Managing HRDA will require a fully staffed Training Office within USAID/Namibia. This office should include at a minimum a Project Manager for HRDA and ATLAS and a Training Officer to provide management support.

◆ ***HRDA/ATLAS Project Manager responsibilities***

The HRDA/ATLAS Project Manager will be responsible for all aspects of implementing both projects. For HRDA, the HRDA/ATLAS Project Manager specifically will:

- Oversee the HRDA Contractor.
- Approve HRDA implementation guidelines.
- Participate in HRDA Project Advisory Board meetings.
- Draft documents required to put into action USAID agreements with the GRN.
- Consult with GRN and officials and business leaders to explain HRDA policy.
- Provide guidance to implement HRDA training activities.
- Oversee participant recruitment, selection, departure and follow-on.
- Approve public sector candidates for training.
- Provide guidance for managing training through Mission Orders.
- Respond to AID/W requests for training-related information.
- Participate in preparing the CPSP, API, and CP.
- Oversee Mission Training Office administrative services.
- Supervise Training Office staff.



◆ ***HRDA/ATLAS Project Manager qualifications***

The ideal HRDA/ATLAS Project Manager presents the following capabilities:

- 10 years professional experience relevant to the present assignment.
- 3 years work with USAID training programs.
- 3 years experience working in Africa.
- Demonstrated experience drafting USAID documentation.
- Experience in selecting, placing and monitoring training candidates.
- Good writing skills.

b) Training Officer

The USAID/Namibia Training Officer will be a local hire capable of the following seconding the Project Manager, performing assistant managerial duties at a professional level, and of maintaining the Participant Training Management System (PTMS).



APPENDIX H: SELECTING ORGANIZATIONS AND CANDIDATES FOR TRAINING

1. Selecting Organizations

The Contractor will develop materials to advertise the Project to both the public and private sectors. The Project Advisory Board will also play a key role in promoting Project activities and should be constituted with Namibia's varying constituencies in mind.

◆ ***Organizational Criteria***

The Project emphasizes the organizational context necessary for the success of affirmative action. As discussed in Appendix C, this commitment incorporates AA policies and programs organization-wide as well as identifying and training in-company line management change agents and mentors.

The Project should limit participating firms and government agencies to those who offer or are willing to create an environment that supports the affirmative action manager's success on the job. Project activities with an organization can begin with this process of organizational transformation; no education or training should be provided to an individual employee without this context in place.

◆ ***Selecting Private Sector Firms***

At the outset the Project should focus on firms where interventions are most likely to have the greatest immediate impact on the Project objective and which are most likely to serve as role models for additional organizations wishing to join the Project in its later years. Criteria for private sector firms include:

- ***visibility***: firms broadly known and enjoying name recognition;
- ***size***: firms that are large enough to be able to continue in the absence of at least one senior manager for an extended period of time;
- ***sector***: firms within growth or strategic sectors;
- ***work force differentiation***: firms with substantive numbers of middle and senior management;
- ***contemporaneity***: firms with relatively modern management practices;
- ***leadership***: firms whose owners or senior executives are influential in Namibian society.

◆ ***Selecting Public Sector Organizations***

The Project should again begin in government agencies where interventions are most likely to have the greatest immediate impact on the number of black Namibians in middle and senior management and can serve as role models for additional organizations wishing to join the Project in its later years. Criteria for public sector and parastatal organizations include:

direct role in economic growth, as measured by immediate interface with private business.
need for affirmative action, as seen by the proportion of black Namibians in middle and senior management positions;



2. Recruiting and Selecting Trainees

◆ *Process for Private Sector Participation in HRDA*

The Chief Executive (CEO) or his/her designee will forward applications for Project assistance to the Contractor. The application will include a cover letter signed by the CEO committing the organization to the transformation process required to sustain affirmative action. The application for assistance will also contain a standardized form with basic information on the candidate for affirmative action: name, address, phone/fax, brief job description of candidate, type of training requested, and summary of how training will be used. In the case of candidates for U.S. training, letters of recommendation, transcripts, TOEFL and other appropriate documentation will be required.

Training requests from candidates for affirmative action who are not currently employed will also be linked to the ultimate utilization of training: applicants must secure a commitment for suitable middle or senior management employment from a Namibian firm, which in turn must commit itself as well to the process of organizational transformation stipulated previously.

The Contractor will assemble the material into a summary format for review and approval by the Project Advisory Board.

◆ *Public Sector Participation*

The Permanent Secretary or his/her designee will send applications for Project assistance to the USAID HRDA/ATLAS Project Manager through the Office of the Prime Minister, as per GRN training policy regulation. The application will have a cover letter signed by the Permanent Secretary committing the organization to the transformation process discussed above. The application for assistance will also include a standardized form containing basic information on the candidate: name, address, phone/fax, brief job description of candidate, type of training requested, and summary of how training will be used. In the case of candidates for U.S. training, letters of recommendation, transcripts, TOEFL and other documentation will be required.

3. Candidate Selection Criteria

The following guidelines are recommended for selecting managers from the private and public sectors for HRD assistance:

◆ *Organizational Profile*

- The candidate's organization is a mainstream business operating in Namibia, a business support organization, or a government unit identified for participation in this Project. Special exceptions will be considered on a case-by-case basis by the Project's Advisory Board, provided sufficient justification is provided in terms of such assistance meeting the Project's overall objective.
- The candidate's organization needs affirmative action assistance to achieve black Namibian representation in management positions.



- The organization is genuinely committed to affirmative action as demonstrated by a letter of commitment from the most senior executive of the organization or his/her designee and, in the case of private enterprises, through the development of an affirmative action policy.
- The organization is willing to develop and sign a code of conduct related to affirmative action.
- The organization will sustain the cost of a comprehensive and ongoing in-house affirmative action program to support human resource development.
- The organization will be in regular communication with the Contractor.
- The organization will participate in the Project's affirmative action network and will communicate affirmative action successes through this network.
- The organization agrees to measure the progress of the candidate once he/she is back on the job and will report results to the Contractor, based on reporting guidelines provided by the Contractor.

To ensure that this is a national program, special attention should be given to organizations and candidates from outside Windhoek.

To ensure that women candidates are selected for HRD assistance, the organization will indicate the steps it will take to identify women for training and for management positions.

◆ ***Management Potential***

- The candidate is making or has the potential to make a significant impact on the management of the employing organization.
- The candidate has the potential to represent and promote black empowerment at the national level.

◆ ***Professional Profile***

- The candidate's primary training needs relate to developing or strengthening executive leadership and management development skills.
- The candidate shows a clear training "gap" which prevents him/her from assuming positions of more senior responsibility within the firm.
- The candidate will use the training in his/her job and through other organizations.
- The candidate has the educational and professional background required to benefit from the training.

◆ ***Personal Profile***

- The candidate is adaptable, of good character, and highly motivated.
- The candidate shows the ability or desire to effect change related to black empowerment within the employing organization and within Namibian society.



APPENDIX I: DEFINITION OF TERMS

The following defines key terms as used in this report.

Historically Disadvantaged Namibian	Black Namibian.
Human Resource Development (HRD)	Any educational or training activity, degree-oriented or non-degree, aimed at developing individual skills or at effecting organizational change.
Affirmative Action	Distinct policies and activities intended to redress disadvantage that go beyond provisions for equal opportunity.
Organizational Transformation	A formal process of change within firms and government agencies that engages employer commitment to creating a hospitable environment for affirmative action.
Project Manager	USAID/N staff member responsible for managing ATLAS, the HRDA contract, and related training activities.
Project Director	Contractor staff member responsible for administering HRDA.
Advisory Board	The group of Namibian business and government leaders who provide direction to the HRDA project and select private sector candidates for Project-funded training.
Executive	A managing director or member of the board of directors in a private corporation.
Executive Training	Skills development intervention calculated to provide an upper-middle or senior manager with the abilities required to take on an executive function.



ACRONYMS

AA	Affirmative action
AAI	African-American Institute
ADEB	Australian Development Board
AED	Academy for Educational Development
AFR/ONI/TPPI	USAID Africa Bureau, Office of New Initiatives, Technical Programs and Project Implementation
AIPA	Africa Institute for Policy Analysis
ANC	African National Congress (South Africa)
ATLAS	African Training for Leadership and Advanced Skills Project
BERP	Basic Education Reform Project (USAID/Namibia project)
BES	Basic Education Support (USAID/Namibia project)
BITS	Swedish Board for Investment and Technical Support
BMF	South African Black Management Forum
CIC	Commercial Investment Corporation
COM	Chamber of Mines
CPSP	Country Program Strategic Plan
CPST	Centre for Public Service Training
CTP	Country Training Plan
CTS	Country Training Strategy
DIMES	Durban Integrated Municipal Employees Society
DM	Deutsch Mark
EC	European Community
EO	Equal opportunity
ESAMI	Eastern and Southern African Management Institute
FABCOS	Foundation for African Business and Consumer Services (South Africa)
FAC	Fonds d'Aide et de Coopération de la République Française (French Fund for Aid and Cooperation)
FAO	Food and Agricultural Organization
FAR	Federal Acquisition Regulations
FRG	Federal Republic of Germany
FSN	Foreign Service National
FY	Fiscal Year
GDO	General Development Officer
GDP	Gross domestic product
GNP	Gross national product
GRN	Government of the Republic of Namibia
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit (German Organization for Cooperation)
GVA	Gross value added
HRD	Human resource development
HRDA	Human Resources Development Assistance project
HRDO	Human Resources Development Officer



IESC	International Executive Service Corps
ILO	International Labor Organization
IMF	International Monetary Fund
IMLT	Institute for Management and Leadership Training
IPM	Institute of Personnel Management
IQC	Indefinite Quantity Contract
LIFE	Living in a Finite Environment (USAID/Namibia project)
MD	Managing Director
NAFCOC	National African Federation of Chambers of Commerce (South Africa)
NANAW	Namibian National Women's Organisation
NBBC	National Black Business Caucus
NDC	Namibian Development Corporation
NEF	Namibian Employers Federation
NEI	National Economic Initiative
NGO	Non-governmental organization
NHE	National Housing Enterprise
NNCCI	Namibian National Chamber of Commerce and Industry
NORAD	Norwegian Agency for Development Cooperation
NPC	National Planning Commission
OCCI	Ondangwa Chamber of Commerce and Industry
ODA	Overseas Development Assistance
OPM	Office of the Prime Minister
PACD	Project Assistance Completion Date
PIET	Partners for International Education and Training
PIO	Project Implementation Order
PS	Permanent Secretary
PSC	Personal Services Contract
PSTNA	Private Sector Training Needs Analysis
PTMS	Participant Training Management System
READ	Reaching Out to Adults in Education and Development (USAID/Namibia project)
REDSO	Regional Economic Development Services Office
RFP	Request for proposals
RSA	Republic of South Africa
SACOB	South African Chamber of Businesses
SADC	Southern African Development Community
SASIF	South African Student Internship Foundation
SCCI	Swakopmund Chamber of Commerce and Industry
SIDA	Swedish International Development Authority
SME	Small and medium scale enterprise
SWAPO	South West African Peoples' Organisation
TCCI	Tsumeb Chamber of Commerce and Industry
TNA	Training needs assessment
TOEFL	Test of English as a Foreign Language
UNAM	University of Namibia
UNDP	United Nations Development Programme



UNIDO	United Nations Industrial Development Organisation
USAID	United States Agency for International Development
USIA	United States Information Agency
USG	United States Government
WBCCI	Walvis Bay Chamber of Commerce and Industry
WCCI	Windhoek Chamber of Commerce and Industry
WID	Women in development
WVTC	Windhoek Vocational Training Center



APPENDIX J: PEOPLE INTERVIEWED

◆ ***U.S. Government Agencies***

American Embassy, Windhoek

Ambassador Marshall McCallie, U.S. Ambassador to Namibia
 Mr. Philip Drouin, Economic Officer
 Ms. Kathy Petersen, Deputy Chief of Mission

USAID/Namibia

Mr. Edward J. Spriggs, AID Representative
 Ms. Barbara Belding, Human and Natural Resources Development Officer
 Mr. Nicholas Jenks, Acting General Development Officer (TDY)
 Ms. Joan Johnson, Program Officer
 Mr. Allen Rossi, Executive Officer

USAID/Washington

Mr. Paul Knepp, AFR/ONI/TPPI Project Manager, HRDA and ATLAS
 Mr. Bernard Lane, Country Development Officer for Namibia

U.S. Department of State, Washington

Mr. Philip Egger, Desk Officer for Namibia

U.S. Department of Commerce

Mr. Finn Holm-Olsen, International Trade Specialist

◆ ***Government of the Republic of Namibia***

Embassy of the Republic of Namibia, Washington

Mr. Neville Gertze, First Secretary

Local Government Officials

Ms. Vivienne Graig, Mayor, Windhoek; Business Manager, *New Era* newspaper; member of the Board, TransNamib
 Mrs. Susan Nghidinwa, Deputy Mayor, Tsumeb; Chairman, Chilumwo School, Nomtsoub

Ministry of Finance

Mr. Douglas Cruickshank, Customs and Taxation Advisor (seconded by the International Monetary Fund)
 Mr. Hermanus Kasper, Deputy Permanent Secretary

Ministry of Fisheries and Marine Resources

Dr. J.D. Jurgens, Director, Resource Management

Ministry of Foreign Affairs

Mrs. Nutembo Nandi-Ndaitwah, Deputy Minister and Chairperson, Namibian National Proprietary Committee, 1995 International Women's Conference, Beijing

Ministry of Labour and Human Resources Development

Mr. Urbanus B. Dax, Deputy Permanent Secretary
 Ms. A.T. Heita, Acting Deputy Director for Vocational Training
 Mr. Andrew Paulus Ndishishi, Director, Human Resources Development



Ministry of Local Government and Housing

Hon. Min. Dr. Libertina Appolus-Amathila, Minister

Ministry of Trade and Industry

Mr. Louis Becker, Chairman of the Board of Trade and Industry

Mr. W. Emvula, Deputy Minister

Mr. Steve Galloway, Director, Investment Center

Mr. T. Guirab, Permanent Secretary

Ministry of Wildlife, Conservation and Tourism

Mr. Hennie Fourie, Director: Tourism and Resorts

National Planning Commission

Mr. Jacob Basson, Development Planner: Manpower and Employment

Mrs. Bernadette M.K. Menyah-Artivor, Director of Development Cooperation

Hon. Dr. Z. Ngavirue, Director-General and Chairman, Namibian Broadcasting Corporation

Mr. Christoph Schumann, Head: Bilateral Development Cooperation

Office of the Prime Minister

Mr. Gerrit de Vos, Human Resources Planning, Department of Human Resources Management and Development

Mr. Kit Kirchner, Chief Training Officer, Training Policies and Coordination

Dr. Mel Schnapper, Chief Technical Advisor (seconded by the United Nations Development Programme)

Mr. Jaap Smith, Under-Secretary

Mr. Chris Viljoen, Deputy Director, Personnel Advice, Inspections and Training

♦ Namibian Parastatal Companies**Namibian Development Corporation**

Mr. M.S. Blaauw, Chief Personnel Officer

Mr. Henning Snyman, Consultant

Namibian Ports Authority

Mr. Terence Clark, Acting Human Resources Manager, Walvis Bay Ports Authority

Capt. Jens-Dieter von der Fecht, Chief Executive Officer, Namibian Ports Authority (Walvis Bay)

National Development Corporation (NDC)

Mr. du Plessis, Assistant Manager

National Housing Enterprise (NHE)

Ms. Maria Dax, Public Relations Department

Mr. A. Gaweseb, General Manager

Mr. Titus Malima Joseph, Senior Manager, Human Resources Administration

Mr. Axaro M. Tsowaseb, Chief Executive Officer

Swawek

Mr. Paulo Brand, Chairman

Telecom

Ms. Lynn Swart, Human Resources Director

TransNamib

Mr. Mike Hill, Human Resources Director



University of Namibia

Prof. Terence Davis, Pro-Vice Chancellor

Prof. Andre du Pisari, Director, Centre for Public Service Training and Professor of Political Science

◆ **Namibian Private Sector**

Mr. Clive Algar, Manager: Corporate Affairs, Rössing Uranium Limited

Mr. Axel M. Behnsen, Managing Director, Metje & Ziegler Ltd.

Mr. Paul Blauch, Managing Director, Caltex

Mr. Basil Bloch, Chief Advisor to CEO, Olthaver and List

Ms. Christine Bloemstein, Manager, OK Bazaars

Mr. Buddy Bramwell, Managing Director, Etosha Fisheries

Ms. Gaby Bruchner, Director, Professional Assignments

Mr. David S. Cownie, Managing Director, SIAPAC

Mr. Manuel de Castro, President, Cadilu Fishing and President, Namib Fisheries

Mr. Anthony R. de Beer, General Manager, Tsumeb Corporation

Mr. Willie Dewet, Training and Development Manager, Metro Cash and Carry

Mr. Jerry Funk, Resident Director, Leotemp Namibia Ltd.

Mr. Ivan Ganes, Marketing, International Technique Industrie

Mr. C. Hengari-Kandjou, Director, Omuhuka Holding Ltd.

Ms. Louise Howes, Director, Professional Assignments

Mr. John S. Kirkpatrick, Chairman, Rössing Uranium Ltd.

Mr. Jurgen Klein, Owner and Manager, Salt Company

Mr. Krausse, Manager, Kohler Corrugated

Mrs. Letta, Manager, PEP Stores, Ondangwa

Mr. Johnny Maritz, Owner, Marsons Holdings Ltd.

Ms. Maria Michael, Consultant, Jobs Unlimited

Mr. Aaron Mushimba, Chairman, City Savings and Investment Bank Ltd.

Mr. Dixon Norval, free-lance consultant

Mr. Peter Pahl, Administrative Manager, Consortium Fisheries

Mr. Price, General Manager, Standard Bank

Mr. Harald Pupkewitz, Chairman, Pupkewitz Holdings

Mr. John J. Rascher, Managing Director, City Savings and Investment Bank Limited

Mr. Ellis Ratjama, Managing Director, Namibia Industries (Pty.) Ltd.

Mr. John Rogers, President, JR Consulting Services

Mr. Gerrit Roux, Public Affairs Manager, Olthaver and List

Mr. P.C.M. September, General Manager, Vandenbergh Foods Namibia (Pty.) Ltd.

Mr. E.P. Shimi, Managing Director, Heka Market

Mr. Trevor J. Solomon, Director, TJS and Associates Management Consulting

Ms. Rosa Smit, Owner, Jobs Unlimited

Mr. Fanie Smith, Chairman, Commercial Investment Corporation

Ms. Carmen St. Clair-Bolam, Personnel Manager, First National Bank of Namibia

Ms. Christine Thompson, Manager, International Operations, First National Bank of Namibia, Ltd.

Ms. Ulla von Holtz, Manager, Strategic Marketing, Standard Bank of Namibia

Mr. Mario von Zyl, General Manager, Sanlam Namibia

◆ **Namibian Business Support Organizations****Chamber of Mines (COM)**

Mr. Rainer Gevers, General Manager

Namibian Agricultural Union

Mr. Paul Smit, Acting Head



Namibian National Chamber of Commerce and Industry (NNCCI)
Mr. Cyril Wallace Jacobs, Vocational Training Officer
Mr. Hafeni Nghinamwaami, Head: Trade and Marketing
Mr. Eckard Schleberger, Coordinator for Regional Development

Ondangwa Chamber of Commerce and Industry (OCCI)
Mr. Kamati, President

Swakopmund Chamber of Commerce and Industry (SCCI)
Mr. Mike McDonald, President

Tsumeb Chamber of Commerce and Industry (TCCI)
Mr. Oscar Norich, Chairman

Walvis Bay Chamber of Commerce and Industry (WBCCI)
Mr. Stefan Hrywniak, President

Windhoek Chamber of Commerce and Industry (WCCI)
Mr. Harald Schmidt, Director

Windhoek Lions Club
Members present at weekly meeting

Windhoek Rotary Club
Members present at weekly meeting

◆ ***Namibian Women's Support Organizations***

Namibian National Women's Organisation (NANAW)
Mrs. Nutembo Nandi-Ndaitwah, President

◆ ***Namibian Providers of Training***

Private Sector Foundation
Mr. Charles Truebody, Executive Director
Ms. Miriam Truebody, Project Manager

Institute for Management and Leadership Training (IMLT)
Mr. Harald Schmidt, Managing Director

Rössing Foundation
Mr. David Godfrey, Executive Director
Mr. Len Le Roux, Deputy Director
Mr. Duncan Paton, Deputy Director

◆ ***Donor Community, Windhoek***

Australian Development Board (ADEB)
Ms. Catherine Bennett, First Secretary, Australian Embassy, Harare, Zimbabwe

British High Commission
Mr. John G. Rice, Deputy High Commissioner



Ford Foundation

Dr. Steven W. Lawry, Assistant Representative and Program Officer

French Mission for Cooperation and Cultural Affairs

Mr. Jean-Pierre Lahaye, Deputy Head

German Embassy to Namibia

Mr. Horst Gebauer, Councilor

International Labour Organization (ILO)

Ms. Judica Amri-Makhetha, Senior Advisor for Namibia and WID Focal Point for Southern Africa

Norwegian Agency for Development Cooperation (NORAD)

Ms. Kjersti Lie Holtar, Programme Officer

Swedish Embassy to Namibia

Ms. Solweig Clacey, Second Secretary

Ms. Anna Holmén, First Secretary

Ms. Helle Jensen, Gender Officer

Dr. Anton Johnston, Programme Officer, Development Cooperation Office (SIDA)

United Nations Development Programme (UNDP)

Mr. Aliou Diallo, Resident Representative and Resident Coordinator of the United Nations System in Namibia

United Nations Industrial Development Organization (UNIDO)

Mr. Masayoshi Matsushita, Regional and Country Studies Branch

◆ ***Donor Community, U.S.***

United Nations

Mr. Paul Szasz, Team Leader, UN Constitutional Advisory Team prior to Namibia's independence

◆ ***U.S. Organizations***

African-American Institute

Ms. Louise Africa, Regional Representative, Johannesburg

Ms. Anita Johnson, Education and Training Advisor for Namibia

Ms. Niamani Mutima, Field Services Officer

Creative Associates International Incorporated

Dr. Brenda Bryant, Team Leader, USAID/Namibia BERP Evaluation

Florida State University

Dr. Greg Miles, USAID/Namibia BERP Project

Ohio University

Dr. Max Evans, Professor and Research Associate, Center for Higher Education and International Programs, College of Education; Ford Foundation Consultant with University of Namibia

◆ ***Other Organizations***

Mr. Charles Manton, Hurley Manton Partnership, Consultants in International Manpower Development



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APPENDIX L: INTERVIEW GUIDES

The Team developed five interview guides to collect the data on which the Training Needs Assessment was based. A questionnaire was developed for each category of person interviewed:

- private firms
- public sector agencies (GRN and parastatals)
- business support organizations
- donors
- local providers of training.

The five survey instruments follow.



HUMAN RESOURCES DEVELOPMENT ASSISTANCE PROJECT**USAID/NAMIBIA****QUESTIONNAIRE: PRIVATE FIRMS**

FIRM _____ INTERVIEWER _____

INTERVIEWEE _____ DATE _____

PRODUCT OR SERVICE

1. Product
2. % exports
3. % imports

OWNERSHIP

4. Date created and legal status
5. % Namibian ownership
6. % foreign ownership
7. % black ownership

EMPLOYMENT

8. Total number employees
9. Number professional and managerial employees
10. Number black employees
11. Black Namibians in management
12. Total women employees
13. Women in management

TRAINING

14. Does firm have a formal training program?
15. Used local training providers? Which? Results?
16. % budget allocated for training



AFFIRMATIVE ACTION

17. Does the firm have a policy document?
18. Does the firm have a program document?
19. How do you recruit and hire?
20. Does Namibia need an official affirmative action policy?
21. If yes, what form should this take?
22. If no, why not?
23. Are other donor organizations playing a useful role?
24. Will official AA policies compromise productivity in general?
25. What might make AA good business policy for your firm?
26. What constraints impede implementation of AA in your firm?
27. Would your unions support your objectives?

USAID AND AFFIRMATIVE ACTION

28. Can USAID's idea work for your company?
29. If yes, how?
30. What kind of training would you request?
31. If not, does it have any place in Namibia?
32. Would you be willing to co-finance training?



HUMAN RESOURCES DEVELOPMENT ASSISTANCE PROJECT

USAID/NAMIBIA

QUESTIONNAIRE: THE PUBLIC SECTOR AND PARASTATALS

Name of Organization: _____

Name and title of person being interviewed: _____

Address: _____

Phone No.: _____

- I. Indicators of organizational position in relation to private sector led growth and access to increased economic opportunity:**
- A. 1. What role does your organization/work unit have in monitoring and/or promoting private industrial and commercial activities?
 2. Who (key people and units) in your organization has responsibility for this function?
 3. What other organizations share this responsibility?
- B. Which organization plays the lead role and which organizations exert the most influence in establishing and implementing policy regarding private industrial and commercial activity?
- II. Internal indicators of organizational change or need for change in relation to private sector led growth and access to increased economic opportunities:**
- A. Issues related to change:
 1. What offices in your organization have assumed new functions relative to private industrial and commercial activities?
 2. What new management systems and reporting requirements have been introduced in your organization?
 3. What leadership changes have occurred in your organization, and what new perspectives do these people bring to the organization?
- B. What is the employment profile of your organization:
 Total number of employees;
 Number in management positions?
 Number of Namibians?
 Number of black Namibians?
 Number of women?
- C. What training has occurred? Where? What results?
- D. What are work groups or individuals in your organization doing that they should be doing better?



- E. What type of training (degree/short term, duration, location) is required to promote black Namibians into senior management positions in your organization?
- F. What else must be done (besides training) to ensure that black Namibians are promoted into senior management positions in your organization?
- G. Does your organization have a human resource development plan and system in use to identify, develop, and promote Namibians (particularly black Namibians) into senior management positions? Do women have special opportunities or constraints for promotion into senior management positions in your organization?
- H. Is affirmative action a major priority of your organization? Is there a policy and program in place? Has your organization been successful with its implementation? Why? Why not?

III. External indicators of organizational change or need for change in relation to private sector led growth and access to increased economic opportunities:

- A. What is the forecasted demand for services or products of your organization to support private industrial and commercial activities (e.g. studies, consultancies)?
- B. What organizations are requesting this output?
- C. How successful has your organization been in getting the desired employees, either through government's allocation system or through the open labor market to respond to this demand?
- D. 1. What changes have occurred in your organization's relationship to private industrial and commercial firms?
2. How and how frequently do employees interact with these private firms?
- E. How have new regulations (e.g. affirmative action guidelines, civil service rules and policies) and international agreements (e.g. donor quotas for women scholarship recipients) affected the work force of your organization?

IV. Questions on the HRDA project:

- A. What donors are currently providing assistance to your organization? What is the assistance?
- B. Are there particular areas where this project should provide assistance?
- C. Is there anyone else that you recommend we meet, particularly parastatals related to your organization (in the case of ministries)?
- D. How would you implement this project?
- E. Is there anything else you would like to add that we haven't asked?



HUMAN RESOURCES DEVELOPMENT ASSISTANCE PROJECT

USAID/NAMIBIA

QUESTIONNAIRE: BUSINESS SUPPORT ORGANIZATIONS

Business Support Organization: _____

Meeting with (name; title): _____

Profile of the Organization

1. How would you describe your mandate/role/responsibilities?
2. How many members do you have?
3. What sort of affiliations do you enjoy (government, companies, other business support organizations)?
4. Do you have a relationship with NNCCI?
5. What sort of system do you have for providing your services?
6. What is your staff breakdown?
 - Men
 - Women
 - Black Namibians
 - White Namibians
 - Foreigners
7. How are you funded?
8. What are your principal activities?

If the business support organization is doing training...

9. What kind of training does your organization offer?
 - Leadership training
 - Management training
 - Professional training
 - Other training
10. Who are your principal clients?
11. What training methods do you use?
12. What facilities do you have?
 - Classrooms
 - Trainers
 - Audio-Visual Equipment
 - Computers
13. Who do you use for trainers?
 - In-house staff
 - External consultants (from where?)
 - Women



- Men
 - Black Namibians
 - White Namibians
 - Foreigners (from where?)
14. What is the distribution of your student body?
- Men
 - Women
 - Black Namibians
 - White Namibians
 - Foreigners (from where?)
15. How are your training programs created?

Affirmative Action

16. Do you espouse affirmative action?
17. Do you have a policy?
18. Have you been active in developing policy?
19. Do you think affirmative action requires national legislation?
20. What do you see as the principal constraints to affirmative action in Namibia?
21. What do you see as the principal opportunities to implementing an affirmative action program in Namibia?
22. Do women face any special opportunities or constraints?
23. Do you know of any firms that have affirmative action programs?
24. What do you see as the principal constraints to implementing an affirmative action program in Namibia?

Training Providers

25. Do you know of any organizations that provide training to support private sector development in Namibia?

Documentation for the Mission

26. Do you have any brochures or other documentation that we could have?

Implementing the Strategy

27. How would you implement a strategy like this?

Other Potential Contacts

28. Is there anyone you would recommend that we see or talk to?



HUMAN RESOURCES DEVELOPMENT ASSISTANCE PROJECT**USAID/NAMIBIA****QUESTIONNAIRE: DONORS**

Donor organization: _____

Meeting with (name; title): _____

Donor Activities: Public Sector

1. Do you have current activities that support Namibia's public sector?
What kind? With whom?
2. Are you planning anything to support Namibia's public sector?
What kind? With whom?
3. Do you/will you work with the policy environment?
What kind? With whom?
4. Do you/will you work with the implementors of government policy?
What kind? With whom?

Donor Activities: Private Sector

5. Are you currently engaged in any activities that support the development of Namibia's private sector?
What kind? With whom?
6. Are you planning any activities to support private sector development in Namibia?
What kind? With whom?

Donor Activities: Women

7. Do you have activities that specifically target Namibian women?
What kind? With whom?
8. Are you planning any activities specifically to target Namibian women?
What kind? With whom?

Donor Activities: Human Resources and Human Resource Development

9. Are you currently involved in education and training/human resource development activities?
What kind? With whom?
10. Are you planning any new HRD activities?
11. How do you assess the human resource development pool for public sector employment in Namibia?
12. How do you assess the human resource development pool for private sector employment in Namibia?



Training Providers

13. Do you know of any organizations that provide training to support private sector development in Namibia?
14. Do you know of any local organizations here in Namibia?
15. Do you know of any organizations within the Southern African region?
16. What do you know of the quality of these organizations' programs?

Affirmative Action: Constraints and Opportunities

17. What do you see as the principal constraints to affirmative action in Namibia?
18. What do you see as the principal opportunities to implementing an affirmative action program in Namibia?
19. Do women face any special opportunities or constraints?
20. Do you know of any firms that have affirmative action programs?
21. Are these firms actually implementing their affirmative action programs?
22. What do you see as the principal constraints to implementing an affirmative action program in Namibia?

Other Donor Activities

23. Do you know if other donors are working in the fields of private sector development or affirmative action?
24. Do you know if other donors are preparing any projects in private sector development or affirmative action?

Implementing the Strategy

25. How would you implement a strategy like this?

Other Potential Contacts

26. Is there anyone you would recommend that we see or talk to?

Thank you!



HUMAN RESOURCES DEVELOPMENT ASSISTANCE PROJECT**USAID/NAMIBIA****QUESTIONNAIRE: ORGANIZATIONS PROVIDING TRAINING**

Training Provider: _____

Meeting with (name; title): _____

Overview of Training Provider's Activities

1. What kind of training does your organization offer?
Leadership Training
Management Training
Professional Training
2. Who are your principal clients?
3. What training methods do you use?
4. What facilities do you have?
Classrooms
Trainers
Audio-Visual Equipment
Computers
5. What is your staff breakdown?
Women
Men
Black Namibians
White Namibians
Foreigners (from where?)
6. What is the distribution of your student body?
Men
Women
Black Namibians
White Namibians
Foreigners (from where?)
7. What is your funding distribution?
GRN percentage
Donor percentage (which?)
Companies and employers (which?)
8. How are your training programs created?



Affirmative Action: Constraints and Opportunities

9. What do you see as the principal constraints to affirmative action in Namibia?
10. What do you see as the principal opportunities to implementing an affirmative action program in Namibia?
11. Do women face any special opportunities or constraints?
12. Do you know of any firms that have affirmative action programs?
13. What do you see as the principal constraints to implementing an affirmative action program in Namibia?

Documentation for the Mission

14. Do you have any documentation or brochures we could have?

Other Training Providers

15. Do you know of other organizations that are working to train leaders, managers or professionals?

Other Potential Contacts

16. Is there anyone you would recommend that we see or talk to?

Thank you!

