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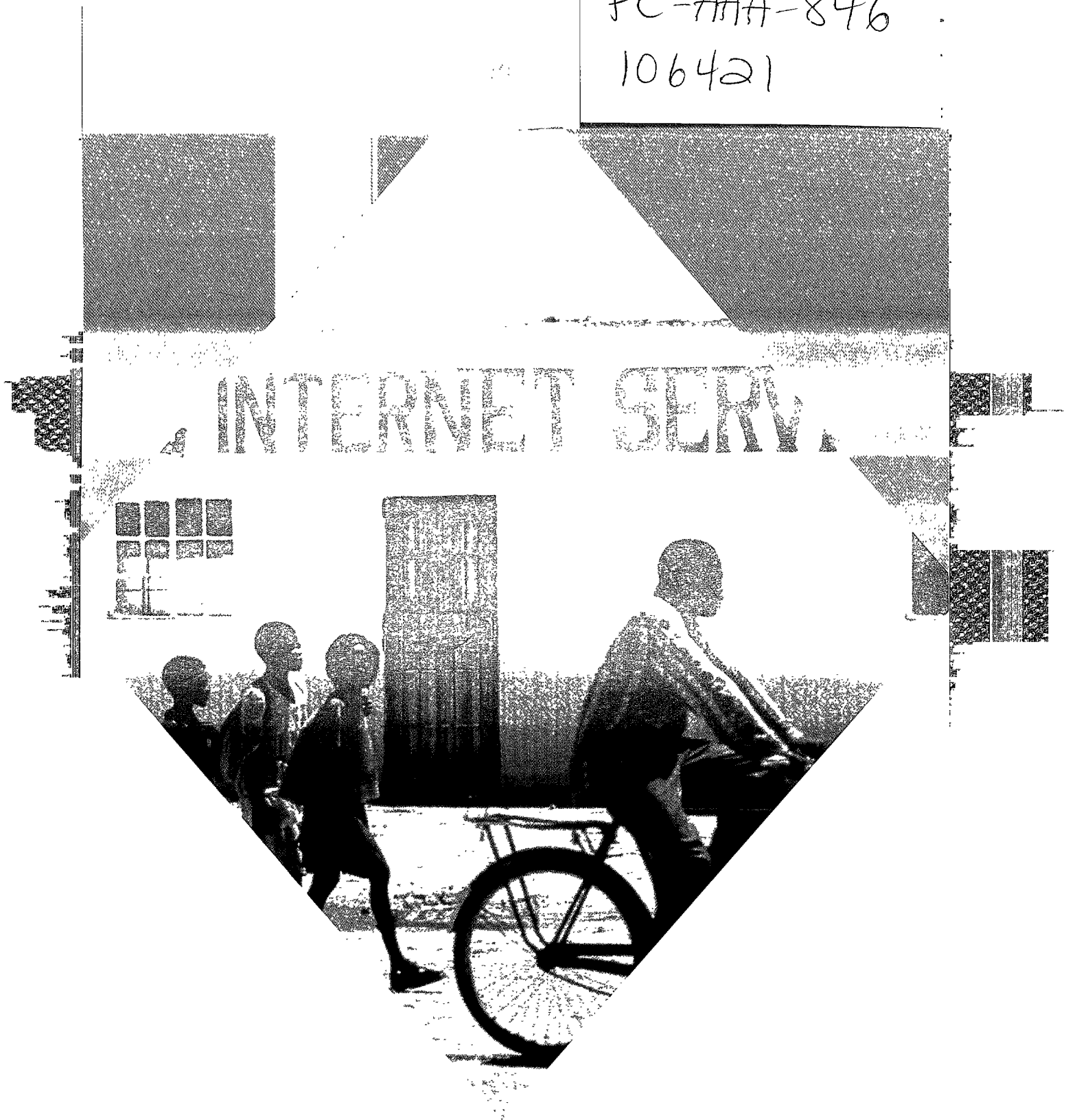

COUNTRY PROGRAMMING PROCESS: THE NAMIBIAN-FINNISH EXPERIENCE

Evaluation Report 2000:1

A

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B

COUNTRY PROGRAMMING PROCESS: THE NAMIBIAN-FINNISH EXPERIENCE

EVALUATION REPORT

Pertti Ahonen
Eeva Hiltunen
Johanna Maula
Henning Melber
(Oy Finnagro Ab)

March 2000

Commissioned by the Ministry for Foreign Affairs of Finland,
Department for International Development Cooperation

Foreword

The Finnish Ministry for Foreign Affairs, Department for International Development Co-operation has commissioned the evaluation reported here. The evaluation has been carried out on a contract between the Ministry and the company Oy Finnagro Ab, of Finland, and according to terms of reference included in the annex part of this report.

The topic of the evaluation has been the programming of Namibian-Finnish development co-operation. Special reference has been made to the Finnish government procedures. Processes and procedures of Namibian-Finnish interaction and Namibian national procedures have been covered to the extent that has been necessary.

The team consisted of:

Prof. Dr. Pertti Ahonen, the University of Tampere, Finland (since October, 1999 temporarily the European Institute of Public Administration, EIPA, Maastricht, the Netherlands), the team leader

Dr. Johanna Maula, Finnagro Oy, Ltd., Tikkurila, Finland, team member and the co-ordinator of the team activities

Ms. Eeva Hiltunen, M.Sc.Soc., Finnagro Oy, Ltd., Tikkurila, Finland, team member

Dr. Henning Melber, Director, the Namibian Economic Policy Research Unit (NEPRU), Windhoek, Namibia, team member and the main organiser of most of the team activities in Namibia

The work of the team has consisted of interviews carried out in Finland in September-December, 1999 and January, 2000 and a field mission with interviews at Windhoek on 18-30 September, 1999. The team organised a feedback seminar at Windhoek for stakeholders in Namibia on 25 January, 2000. Another seminar was held in Finland on February 8, 2000 for stakeholders in Finland.

According to the terms of the reference, the team is expected to present recommendations for a comprehensive analysis of the Finnish programming system of bi-lateral development co-operation. The terms also envisage that the team outline how impact evaluation of Finnish country programmes of development co-operation should proceed. The team presents such two sets of recommendations, but emphasises that they are conditional to the rationale that the Ministry for Foreign Affairs may find to launch the evaluations in the first place.

The team members express would like to express their gratitude to all individuals interviewed, all participants of the two seminars, and all others who enabled the team to carry out the evaluation.

Vantaa, Finland/Maastricht, Netherlands/Windhoek, Namibia, March, 2000

Pertti Ahonen Eeva Hiltunen Johanna Maula Henning Melber

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Acronyms

FIM	Finnish mark
GoF	Government of Finland
GoN	Government of Namibia
KESU	Advisory Board for Relation with Developing Countries
MFA	Ministry for Foreign Affairs, Finland
MFA DIDC	MFA, Department of International Development Co-operation (ex-Finnida)
MoF	Ministry of Finance (generic acronym)
MoFF	MoF of Finland
MoFN	MoF of Namibia
MoHSS	Ministry of Health and Social Services of Namibia
NDP I	National Development Plan I of Namibia
NEPRU	Namibian Economic Policy Research Institute
NPC	National Planning Commission of Namibia
SADC	Southern Africa Development Community
UN	United Nations
UNDP	United Nations Development Programme

Executive Summary

1. Terms of Reference of the Evaluation Team

The team was sent to evaluate the present state of country programming of Namibian-Finnish development co-operation, with special reference to Finnish government procedures. The processes and procedures of Namibian-Finnish interaction, and Namibian government procedures, were covered to the extent deemed necessary.

The ToR stated that the purpose of the evaluation was to critically review the current goals and practices of the bilateral country programming system which Finland uses in development co-operation. The aim of the evaluation, as separate from the purpose, was to address the special interests of the partners with respect to country programming procedures, the capacity of the Namibian government in this regard, and the effectiveness of the procedures in securing the wider participation of Namibian stakeholders. The ToR defined the relevant criteria for the evaluation of Namibian-Finnish bilateral development programming as: efficiency, effectiveness, relevance, and sustainability. In addition, partnership and donor co-ordination were also mentioned in the ToR.

2. State of the Art of Country Programming

Before beginning their evaluation, the team reviewed contemporary development co-operation in regard to country programming. The OECD-DAC defines country programming as follows:

A. An analysis of the socio-economic situation and development of a partner country
B. A review of the co-operation policies pursued so far, and the projects and programmes that have been jointly realised
C. The scheduling of the co-operation policies and the ensuing programmes and projects for c. the next 2-5 years.

Thus, an evaluation of country programming is revealed to be a necessary part of country programme evaluation. More precisely, the evaluation of country programming is that subset of the country programme evaluation which deals with matters of procedure and process, rather than with development impact.

The team also reviewed previous evaluations of country programming. The findings here suggested that:

- The great variation in the concepts used and the differences in the programmes themselves from country to country restrict, but do not eliminate, the possibility of utilising lessons learned elsewhere in Finnish development co-operation in regard to country programming.

- However, many of the previous evaluations have been too historically oriented to be of much use for the purposes of the present evaluation.

- Many of the problems dealt with in previous evaluations of country programming are broadly generic and must be dealt with as such in the present evaluation.

- Many of the recommendations made in previous evaluations are self-evident and no special evaluation is necessary to reach them.

3. Namibian Planning for National Development As A Counterpart for Finnish Programming of Development Co-operation

Planning of the national development policies in Namibia has been slow to evolve. At first, planning was retarded by the initially low capacity of the National Planning Commission of Namibia, the NPC. Second, there were difficulties in co-ordination and liaison between the NPC and the Ministry of Finance (MoF). Third, the practice of sector Ministries maintaining close direct ties to donors leads to bypassing both the NPC and the MoF. In the end, a good deal of the process of development aid bypasses completely the official Namibian system of public financial management. Lastly, evolution of planning has been slow because the Namibian procedures for monitoring, assessing, and evaluating the outputs, effects, and impacts of her national development processes have themselves been slow to materialise, although there are signs of improvement in developing these procedures. One of these signs is the joint efforts made by UNDP, NPC, and the Bank of Namibia (BoN) in the field of data provision.

The Namibian political system involves a combination of formal and de facto features that include one-party dominance, and the practice of selecting the members of the extended cabinet, including Ministers, from among the MPs belonging to the dominating party. Under these circumstances, keen parliamentary scrutiny of government policies is ruled out.

At Namibia's independence, both the Namibian Government and development aid donors were eager to begin the allocation of aid, so eager that aid began flowing in before all the necessary national policies, plans, and programmes were in place, and before the complete setting up of the necessary national institutions, vested with sufficient authority and having sufficient capacity for the task at hand. These problems also applied to Finnish participation in Namibian development co-operation, with the result that some of the Namibian-Finnish projects and programmes evolved ad hoc. This led in turn later on to the fact that Finland found it necessary to stop certain aid activities in Namibia because of uncertain aid tracking.

More formal and better organised development co-operation eventually evolved. However, the problem remains that most of the Namibian-Finnish aid is free-standing technical co-operation which is characterised by difficult donor co-ordination and less than optimal, separate, bilateral development efforts. Recently the European Commission has had some success in co-ordinating aid coming from the EU Member States: with the exception of the USA, almost all the leading donors are EU Member States. Overall co-ordination of aid to Namibia is still the function of the UNDP.

Namibia stands out among most African countries as an aid recipient. Although Namibia is a middle-income country in terms of GDP per capita - albeit a country of gross income and wealth disparities, she is the largest recipient of official development assistance per capita in the region. One of the reasons that might be put forward to explain this is that international aid can achieve

very visible results in Namibia, which is a comparatively small country. The question then might arise as to Namibia's being a showcase of sorts for development aid. There is also the further question of aid dependency. This question is answered in public debates by pointing out that development aid has accounted for only 5 percent of GDP in Namibia in recent years, which would seem to rule out aid dependency, but this is a disputable point: seen as a proportion of public expenditures, the share of development aid is considerably higher than 5 percent. Because Namibian national resources must be allocated to the same purposes as aid, in some sectors aid dependency is substantial. The question now arises of Namibian national incentives to elaborate national development policies that would take national needs and preferences into account in a more logically planned manner, instead of relying on the willingness of donors to go on providing aid.

4. Evaluation of Finnish Programming of Development Co-operation with Namibia

All of the development co-operation between Namibia and Finland has produced valuable results. However, some of Finland's first development co-operation projects in Namibia could have had better targets. For example, a project could have been chosen that would have had a direct bearing on poverty alleviation, rather than choosing a project on geological surveying to find resources. Better results would probably also have been achieved by including environmental and community concerns in both forestry and water projects earlier rather than later. Evidently some difficult trade-offs have had to be made.

The present evaluation also found evidence of difficult trade-offs. It is true that, by yielding to Namibian pressure to gear a health care project toward hospital renovation, the project was more recipient-driven, in itself a good thing. However, Finland's insistence on first supporting capacity building in that sector is also a good thing, and would probably have had good results. And while it is true that Finland's decision not to enter the educational sector meant the loss of the valuable preparatory work and the expertise of Finnish NGOs in that sector were lost, this decision also meant that Finland's limited resources were not spread over an additional sector.

The changes that took place in the 1990s in Finnish policy regarding developing countries also affected country programming. During the latter half of the decade, more and more emphasis was put on the importance of good governance, on democracy and human rights, as well as on the protection of the environment. These changes have been communicated to Namibia through a series of annual consultations. In these consultations, policy coherence has been called for, which would include trade policies. Given the geographical distance between the two countries, the limited size of the two economies, and the differences in sector structures, however, it is difficult to see how trade can be integrated with development aid.

In general, programming of Finnish aid to Namibia has tried as far as possible to take Namibian policies as the starting point. At the outset of Namibian-Finnish co-operation, Namibian national policies were just beginning to emerge, but Finland and other donors were eager to start their programs despite the unclear policy situation. Over the next decade, the Namibian National Development Plan, outlined by Namibia, formed the basis for Finnish development co-operation

programs. In hindsight, it appears that Finland might have been more active in basing country programming for Namibia on Namibian national policies in the individual sectors involved, particularly in the case of the environment.

The learning process continues in Finnish programming of development co-operation with Namibia. As the lessons learned are applied in e.g. the forestry programme, projects have become better integrated under the covering umbrella of the environment. Links between Finnish forestry programming and other Finnish programmes, as well as other international development co-operation programmes, are established and maintained to ensure a continuous dialogue. In the area of health, co-operation has evolved into combined co-operation in health and social welfare, with the emphasis on capacity building. The water programme is now strongly community based, which is in line with the current policy of the governments of both Namibia and Finland regarding decentralisation in development co-operation. Further, in Namibian-Finnish development co-operation, the emphasis is now on supporting and enhancing democracy, equality, human rights, and good governance, in order to help create and maintain the necessary conditions for a stable and sustainable programme of national development, including development co-operation.

Nonetheless, there have still been ad hoc projects within the framework of Namibian-Finnish development co-operation. Ad hoc projects are beneficial as a sign of flexibility and quick response to changing conditions. But ad hoc projects may be problematic in that they inherently lie outside the systematic programming framework, and occasion (sometimes difficult) adjustments to that framework. For this reason, the share of ad hoc projects of the number and the total financial volume of development co-operation should be severely limited.

There are numerous signs of a genuine dialogue between Namibia and Finland as development partners. There have been differences of opinion, but the dialogue remains open and friendly. Problems have arisen in country programming negotiations over such things as the unwillingness of the recipient to accept a given aid tool, or the unwillingness of the donor to spread or continue to spread its contributions over a given sector. The negotiations have been used to solve such problems as well as to check progress on the requirements for democracy, equality, human rights, and good governance. Throughout the negotiations the emphasis has been on maintaining good relations between the two countries, and very positive results have been obtained.

5. General Evaluation of the Finnish Programming of Development Co-operation

Certain factors define the parameters within which Finnish programming of development co-operation with Namibia takes place. These factors influence the quality of the programming. Most importantly, the number of persons involved in programming at both the donor and recipient ends is limited, and they have very few printed guidelines and/or strategy papers to help them in the programming process.

The Ministry of Foreign Affairs of Finland (MFA) Regional Units (desk officers), together with the Embassy Staff, are in charge of the actual programming process. It is only recently that the development co-operation advisers have been able to engage in this process, thus taking some of the burden off of the clearly overworked desk officers at the MFA. The process also clearly makes

heavy demands on the limited capacity of Finland's Embassies abroad, which generally have rather small Staffs.

No specific guidelines exist which would define the procedures, roles, and responsibilities of the MFA in regard to the country programming of development co-operation. This is a definite lack. The existing guidelines concentrate on the programme and project levels, with little mention of strategic planning at the regional or country levels. The MFA also has no recent country strategy papers, which might be used to guide desk officers, Embassy Staff, and country counterparts in the programming process. In general, very little emphasis has been put on strategic planning at the country (national) level. This has further meant that the annual consultation and negotiation mandates have not been very explicit, nor gone into much depth of analysis, regarding in particular the overall rationale and objectives of development co-operation for the entire country. The issue of coherence and cohesion has also not been addressed thoroughly. The consultation mandates could be used to better effect to help steer the programming process, perhaps through a series of annual country programming papers.

The role of external evaluation in providing an unbiased, objective review of the programming process, and the resulting country programmes, could be further developed and strengthened. In addition, the role of the Advisory Board for Relations with Developing Countries (KESU) in the programming of development co-operation could also be strengthened, to allow for timely exploitation of its expertise in the programming process.

Programming would also benefit from increased participation of both Finnish and Namibian NGOs in the programming process. Feedback from the stakeholders, NGOs, and experts in the field would bring new points of view and certainly contribute fresh ideas to the process. It is also worth considering how better the aid channelled through Finnish and Namibian NGOs could be integrated into the programming process, always being wary of government encroachment into the territory of the NGOs. Any such integration should focus upon co-ordinating the services being provided by the NGOs with similar services being provided through the GoN.

A problem common to all Finnish country programming also appears in regard to Namibia, namely that Finland has no clear exit strategy. Other countries involved in development co-operation in Namibia seem to also have this problem: some two years ago Sweden suddenly stated that it was about to exit Namibian development co-operation. However, implicitly if not explicitly, this decision has been revoked.

Finland must stand firm in her determination to place recipients in the driver's seat of their own development. However, Finland's better access to advance tools of programming would allow for some experimentation in Finnish programming of development co-operation. In those cases where the use of such advance tools has had positive results, there should be consolidation of country assistance strategies which would benefit from similar applications. This would be especially useful in a determination of which tools Finland decides to use to support co-operation with development partners, and would also aid in keeping Finland out of the problematic area of trying to propose country strategies for countries that already have development plans of their own.

The MFA on its part should remain vigilant in ensuring that the desk officers have sufficient capacity for the task of development co-operation, and sufficient familiarity with the specific

country circumstances, especially during periods of desk staff turnover. Continued training and redistribution of work loads, along with other methods of enhancing the capacity of desk officers are constantly needed.

6. Evaluation According to Specific Evaluation Criteria

It appears that the Namibians generally regard Finnish development co-operation projects as being of high quality. Currently the programming of development co-operation between Namibia and Finland is reasonably efficient in regard to administration. Further, the excessive role played by ad hoc projects during the first stages of Namibian-Finnish development co-operation has been considerably reduced. Despite this improvement, constant vigilance should be maintained to control the tendency for ad hoc projects to appear.

Cost efficiency requires that Finland keep a close watch on the number of sectors in which development co-operation is carried out. Any decision to add a sector should be carefully scrutinised. In all sectors, the values of democracy, equality, human rights, and good governance have been promoted, and should continue to be promoted, as important values in themselves. By promoting these values, Finland has also contributed indirectly to increased efficiency in Namibia, by underpinning stability and the predictability of social and economic development, thus further aiding in ensuring the success of the national programmes planned by the GoN.

Minimally, '*effectiveness*' means that the official objectives set for a programme or project have been achieved. In this respect, the programming of Namibian-Finnish development co-operation is doing well. However, the present situation has been reached through a learning process, recovering and learning from the early period when objectives and goals were not always successfully met.

Becoming effective in achieving official objectives may have negative side-effects which officials should always be on the lookout for, and which should always be taken into account in future programming processes. Development co-operation has always had the side-effect of stifling some of the initiative of the recipient for the sole reason that the recipient is not the complete master of the resources the donor contributes. This may lead in the worst case to a situation in which existing co-operation perpetuates itself in those sectors where it is most prominent. This could happen in Namibian-Finnish development co-operation unless it is watched for and controlled or eliminated. This harks back to the need for a coherent exit process policy. Aid dependency is another side-effect which needs to be watched for and controlled in all development co-operation, also in the case of Namibian-Finnish programmes.

In the opinion of the evaluating team, it appears self-evident that, if income opportunities and wealth were as evenly distributed in Namibia as in Finland, there would be no need for Namibian-Finnish development. This is because Namibia is overall a medium-income country with a wealth of natural resources and many well-developed infrastructures. The problem is primarily one of enormous disparities in income and wealth. In this sense, Namibian-Finnish development co-operation has a huge potential for redress, not through any attempt to fill the abyss of needs directly, but through contributions to social, political, economic, and cultural capacity building within the constraints of environmental sustainability. In recent years, programming of development co-operation between Namibia and Finland has moved more and more away from projects attempting to build a bridge across an ocean, as it were, toward capacity building to find

other ways of getting everyone safely to the other shore. This is a positive trend and should be encouraged.

Sustainability originally referred to 'environmental' sustainability: in this area, Finnish development co-operation programming has performed well and continues to improve. In regard to 'fiscal' sustainability, however, there is a need to do better. The challenge arises from problems in the development of Namibian management of public finances, a lack of co-ordination between the Namibian MoF and the NPC, and situations in which development co-operation bypasses the Namibian systems of public financial management. Finnish support to enhancing capacity in the Namibian MoF is beneficial to finding solutions to these problems. During discussions at the end of the evaluation mission, a Namibian proposal was made for Finland to support increased capacity for Namibian national planning, as part of a joint effort co-ordinated by the Delegation of the Commission of the European Union in Namibia.

The Namibian-Finnish partnership, including the aspects of capacity-building and ownership, has been in a position to evolve positively since the beginning of Namibian-Finnish development co-operation. The conditions for positive growth grew from early contacts with Finland in the form of the missions to Northern Namibia of the Finnish Lutheran Church, and were expanded and strengthened through Finland's support for the Namibian struggle for independence. Possibilities for enhanced development co-operation increased considerably when Mr. Martti Ahtisaari, who had acted as the Deputy Secretary of the United Nations in negotiations for a peaceful independence process, became the President of Finland in 1994. Unlike many countries involved in development co-operation, Namibia and Finland could rely on exceptional, close, personal contacts between Namibians and Finns on many levels. This is particularly the case in Northern Namibia, but this has not led to that part of the country receiving more than its share of the bilateral co-operation being evaluated here.

The general trend in Namibian-Finnish co-operation has been towards further improvements in capacity building and in the area of ownership. Nonetheless, there is a need for increasing the numbers of people involved in the process, both on the Namibian and the Finnish end, and expanding the role of local community participation. More persons could be also be involved in the assessment of the programming of both development co-operation and the country programme.

KESU should have a stronger and more active role than at present, supported by providing it with relevant information in a more timely fashion than has been the case. There are definite limits to what KESU can contribute, but in the absence of any other, comparable body, enhancing KESU's role in development co-operation programming is a good option.

Finally, although the overall picture is generally good, room for improvement remains in certain sectors, projects, organisations, and localities. There is always room for improvement, and future evaluations should continue to survey problem areas and make recommendations.

7. Recommendations Regarding Namibian-Finnish Development Co-operation

7.1 Recommendations regarding the evaluation of the country programming

7.1.1 At the moment, although there are 1998 Guidelines for project design, management, and evaluation, there are no guidelines available for country programming. The MFA might find it well worth considering the preparation and issuing of such guidelines. In the same context, the MFA might also do well to consider developing guidelines for sector programming. It might prove worth while to combine the preparation of the guidelines for country and sector programming with the preparation of guidelines for eventual, systematic, evaluations of the impacts of Finnish development co-operation, as well.

7.1.2 The MFA should keep abreast of the work being done on country programming by the EU, the OECD, and other multilateral and bilateral donors. The present Namibian-Finnish evaluation of country programming should also be submitted to the critical scrutiny of the international community of experts in development co-operation, by being published and made available on request. Any further country programming evaluations made of development co-operation between Finland and her partners, should also be treated in a similar manner, i.e. published and made available.

7.1.3. Should the MFA decide to initiate future evaluations of country programming, the best results would be achieved by tying these evaluations to impact evaluations of Finnish development co-operation. Evaluations of country programming should also include a review of the principles, goals, and tools of Finland's international development co-operation. For further discussion of this point, please see the section on the 'Recommendations' regarding future evaluations of country programming and future impact evaluations.

7.2 Recommendations Regarding the Finnish Dialogue with Namibia

7.2.1 The evaluation team came to the conclusion that Finland should find suitable ways in which to engage in a dialogue with the GoN to help it improve its national planning system. After the first draft of the evaluation report had already been made, a Namibian proposal to make improvements in this system was announced, promising solutions, but listing no details regarding these solutions or their implementation. Nonetheless this Namibian proposal could be used as a basis for opening the necessary dialogue.

7.2.2 The MFA should continue to weigh the value of recipient-driven co-operation against the best value for financial resources allocated to development co-operation with Namibia, in the selection of aid sectors, tools, and projects.

7.2.3 Capacity building and strengthening of the civil society should continue to be key concerns of Finland in her development co-operation with Namibia.

7.2.4 Finland should continue to consider how trade between Namibia and Finland could be given a stronger presence in Namibian-Finnish co-operation.

7.2.5 In its development co-operation with Namibia, Finland should take into account the urgent need for Namibia to define a medium-term expenditure framework, and the concomitant need to ensure strict budgetary discipline maintained by the Namibian MoF, and indeed the entire GoN. Finland should also help Namibia find ways to eliminate donor bypass of the Namibian systems of public financial management: strengthening these systems would be one way to this end. Finland should also consider suggesting to the GoN that the current Finnish-supported project at the MoF be supplemented with an element aimed at strengthening the role of the entire Namibian Cabinet in maintaining budget discipline.

7.2.6 Finland should refrain from suggesting new ad hoc projects with Namibia while continuing to be receptive to Namibian initiatives for new, limited projects strongly preferred by the GoN and other leaders of Namibian society. Cases of ad hoc suggestions coming from Finland are indeed rare, but at least one was found by the evaluation team.

7.2.7 Finland should continue to participate in donor co-ordination activities, and to maintain a positive attitude towards the activities of other donors that promote donor co-ordination in Namibia

7.2.8 Finland should ensure constant monitoring of the programming of its development co-operation, in order to detect and combat all signs of aid dependency as early as possible.

7.2.9 The MFA should work to find suitable means for encouraging the GoN to expand and improve the inclusion of various actors of the Namibian civil society when creating national plans for Namibia. Such inclusion is a key element in Finnish country programming for Namibia. The MFA should encourage the GoN to invite Namibian civic leaders, including representatives from Namibian NGOs, to suitable talks related to country negotiations. Sweden's SIDA provides an good practical example of this in their development co-operation in Namibia. However, care must be taken to keep Namibian NGOs from being co-opted to serve GoN ends.

7.2.10 There has been an escalation of Namibian military involvement in west-central Africa. Considerable resources in the Namibian State Budget have been committed to a Namibian military presence in the Democratic Republic of the Congo (DRC) in support of the official DRC government. Namibia has also chosen to support the official MPLA government of Angola, which has led to a border war with isolated units of the Angolese Unita movement, wreaking havoc in Northern Namibia. The implications of this military escalation need to be kept in mind in all contacts between Finland and Namibia.

7.2.11 The manner in which the democratically elected political leaders of the GoN deal with opposition, however that opposition presents itself, is a critical issue in Namibian-Finnish relations. The tools that the GoN choose both de facto and de jure to stay in power are a related issue. Finland should always consider these issues in any bilateral contacts with Namibia, including development co-operation.

7.3 Suggestions for Improving MFA Country Programming

7.3.1 Continuous improvement of country programming presupposes continuous improvement of the capacity of MFA desk officers in regard to their actual numbers as well as their knowledge and skills, a reasonable limit to the rate of turnover, and the rational organisation and division of labour in carrying out their tasks.

7.3.2 The MFA should continue to make the best possible use of its invaluable internal resources, in the form of sector advisors, by engaging them as much as possible in the programming process both in Finland and through field trips to recipient countries in connection with country negotiations and at other suitable times.

7.3.3. The MFA should immediately consider preparing guidelines for country programming, more elaborate country assistance strategies, and sector strategies to help guide the work of Embassy Staff, MFA desk officers, advisers, and counterparts, as well as programme and project planners.

7.3.4 The MFA should initiate an internal dialogue within its own organisation on the rationale underlying particular country assistance strategies, toward the aim of finding how best to support a partner country in implementing strategies that that country has formulated for itself. The MFA should seriously consider taking for itself the task of defining broad but tangible objectives as early as the programming stage, to limit the role that project planning has had in that definition. Currently, the programme and project planners for individual projects play an excessive part in guiding the co-operation and sector specialists.

7.3.5 The steps taken by the Finnish Embassy to Windhoek, and in certain cases by other Finnish Embassies, to draft objectives and corresponding result indicators should be taken into account in country programming. The positive results of such inclusion should further be utilised to improve future country programming.

7.3.6 More emphasis should be put on strategic planning at the country planning level in order to systematically address the issues of policy coherence and such cross-cutting issues as gender, equality, ownership, and sustainability of co-operation.

7.3.7 If Finland wants to improve programming of development co-operation at the country level, and thus the quality of co-operation overall, it may be necessary to consider limiting the country coverage of development co-operation unless the numbers of staff can be increased both in the MFA (desk officers) and in the Embassies.

7.3.8 The MFA should initiate an internal discussion on the question of the feasibility of using outside experts in the early phases of country programming, i.e. at the strategic planning level.

7.3.9 The MFA should engage in an internal dialogue within its own organisation, including the Embassies, on principles for exit strategies from those partner countries in development co-operation where such co-operation should come to an end in the near future.

7.3.10 Finland should approach other donors to discover if country negotiations in a particular sector could be initiated with representatives from the recipient country on the one hand and representatives from several interested donor countries on the other.

7.3.11 The MFA should ensure that its own delegation to country negotiations contains representatives of a sufficiently high rank.

1.Rationale, Background, and Task of the Evaluation

1.1 Purpose, Aim, and Focus of the Evaluation

According to the ToR, the purpose of this evaluation is to review critically the current goals and practices in the bilateral country programming system of the development co-operation that Finland pursues.

The aim of the evaluation is to address the interests of the partners in the country programming procedures, the capacity of the Namibian government with respect to those procedures, and the wider participation of Namibian stakeholders. The evaluation must also take into account as far as necessary the overall sphere of Namibian-Finnish relations and the other Finnish policy goals beyond those related to development co-operation. There is the delimitation that the evaluation does not in any way proceed on to the evaluation of the impacts and long-term effects of Finnish development co-operation.

1.2 Objectives of the Evaluation

The evaluation critically considered the goals and practices of the system of bilateral country programming in current Finnish development co-operation. In particular, this covers;

The instruments and the process of administration of development co-operation from the viewpoint of making the process and the end product of country programming as effective as possible;

The decision-making procedures; and the roles and responsibilities of those involved in decision-making;

The extent to which the current goals and practices of country programming are responsive to the goals, strategies, and practices of national planning pursued by Namibia;

The evaluation considers the efficiency, effectiveness, relevance, and sustainability of Namibian-Finnish development co-operation, with a particular focus upon:

the scope and the limits of partnership arising from limited capacity, and the role of co-ordination between the donors operating in Namibia in the same sectors as Finland.

The evaluation considers the relevance and the rationale of the present country programming procedures, in order to address general bilateral issues in development co-operation that concern both Namibia and Finland, such as certain political issues, the issue of trade, and that of regional co-operation. In particular, the evaluation must take into account wherever possible the integration of development co-operation into the wider context of relations between Finland and Namibia. The evaluation must also bear in mind the goal of improving coherence and co-ordination among the different types of development interventions being made.

The evaluation considers the effects of co-ordinating mechanisms used in development co-operation upon the quality and sustainable effects of the Finnish programming system. However, this does not include or involve in any way the evaluation of the development impact of the projects and programmes being carried out, remaining confined to the impact of the co-ordinating mechanisms on decision-making, policy-making, management and administration, and implementation.

Based on the findings of the study of the present system, the evaluation must also present a proposal for the comprehensive evaluation of the Finnish system of bilateral country programming of development co-operation. The present evaluation must also include recommendations for the evaluation of the impact of Finnish country programmes as outlined above.

1.3. Methodology

The evaluation has three methodological features:

It is a case study of Namibian-Finnish development co-operation and Finnish programming related to that co-operation. Within this broad topic there are subtopics such as individual development co-operation projects in Namibia that have received or are currently receiving support from Finland.

It is a survey of the current situation based on interviews carried out both in Namibia and in Finland.

It is a review of documentation on the topic under evaluation, including archives.

2. Current State of Country Programming and Its Evaluation

The evaluation included a detailed review of both the current country programming being carried out by bilateral and multilateral donors, and the evaluation of such programming. The main documents reviewed were: OECD DAC 1994, Conway & Maxwell, Ashoff 1999, CEC 1999, France 1999, Netherlands 1999, Switzerland 1999, World Bank 1999, Cox et al. 1997, MFAS 1999, Melber et al. 1994, Disch et al. 1999, Kuthan & Mello 1998, and Danida 199. See the List of References in the Appendices for complete bibliographical details.

Summarising DAC (1994, 2), country programming, which is the main focus of this evaluation, appears to consist of:

- analysis of the socio-economic situation and development of a partner country,
- review of the co-operation policies up to the present, and the projects and programmes jointly realised under these policies,
- scheduling of co-operation policies and ensuing programmes and projects for the next 2-5 years.

DAC (1994, 2-3) states that country programme evaluation may be directed to either or both of two directions:

a) Evaluation that contributes to the examination and reorientation of co-operation policies, independent of the outcome of ongoing projects;

b) and Evaluation that focuses on the results, cost-effectiveness, and efficiency of ongoing activities. The present report focuses only on the first of these, so that the evaluation of country programming can also be seen as part of an overall country programme evaluation.

Previous evaluations of country programming (Table 1) bring to the fore various sets of factors that make it impractical to utilise their findings in the present evaluation:

A. The definitions of the concepts involved are very fluid, which, coupled with the differences in the procedures of country planning from country to country, makes it difficult to generalise, and restricts the possibilities for utilising the lessons learned in other countries to improve country programming in Finnish development co-operation.

B. Some of the potentially promising, recent evaluations of country programming proved to be more historically oriented than the present evaluation, which limits their applicability to the present evaluation except in the limited managerial sense of attempts to improve future country programming. Another limitation was that the present evaluation does not have the task of critically evaluating the adequacy of the official goals and values of Finland as a bilateral donor.

C. Finland evidently has no more to learn from other donors in regard to the programming of development co-operation than these donors would have to learn from Finland. Several recent evaluations that have touched upon questions of country programming have concluded that it is rather underdeveloped even in those countries that engage in it, and it is lacking in others. Apparently, even where new schemes of country programming have been put into place, there may not as yet be enough solid experience in implementing country programmes for their evaluation to be of much use to the present evaluation. In addition, previous evaluations have frequently included country programming as only one of many aspects of development co-operation being evaluated. Finally, in those cases where many years have passed since the evaluation was done, the problems discussed and the findings made are no longer relevant to current conditions.

D. Many of the problems taken up in previous evaluations are generic in that they seem to be common to all the evaluations. For example, most evaluation teams held that there appears to be an excessive number of donors present in many sectors, involved in similar and overlapping projects, and that the number of objectives in these sectors also appears to be excessive. The teams also tended to find that the indicators used to measure programme performance were deficient. Other common problems appeared to be in the areas of cross-cutting issues and in tracing the adverse effects of budget cutbacks carried out in the donor countries. Evaluation teams frequently reported the absence of donor exit strategies, and problems resulting from inadequate administrative procedures and imperfect planning in the recipient countries. Finally, bypassing of the recipient country's own financial systems and other official procedures, and aid dependency were, unfortunately, also often found.

E. Many of the recommendations made in previous evaluations are self-evident, and no evaluation would have been needed to reach them. There are numerous recommendations stressing the benefits of systematic country programming instead of a complete lack of country programming, and the defects of excessively complex administrative procedures. The drawbacks of donor-driven approaches are also reiterated. The benefits of a good partnership based on a constant dialogue between the recipient and the donor countries receive the expected praise, as do the benefits of systematic donor co-ordination.

Table 1. Summary of selected previous evaluations of country programming.

Identification	Recipient or recipients	Donor or donors	Emphasis	Nature of evaluation of programming	Independence of evaluators	Comprehensiveness	Substantiation of claims	Other aspects
Conway & Maxwell 1999	Very many	Most OECD countries	Overview of country program evaluations carried out	Only an overview	Yes; also accounted for in the cases analysed	Yes in a way but very general	In principle could be checked by reader from original documents	Useful as an overview
Cox et al. 1997	Very many	Denmark, Germany, Netherlands, UK, France and European Commission	Aid programming	Practical, multi-dimensional and informative	Yes (a consortium)	Rather comprehensive	Not documented as to sources but can be redone by readers	Britain as a useful benchmark; useful generic issues raised; now already outdated
World Bank 1999	A few trial case countries	World Bank	Improve programming with a new Comprehensive Development Framework	Not yet accomplished; launched in 1999	In a way no (World Bank experts for World Bank)	Rather comprehensive	Hard to say ex ante	No results yet; aims at good donor co-ordination
Melber et al 1994	Namibia	SIDA Sweden	Entire development co-operation ca. 1989-94	One aspect of the whole, emphasis on budgeting and reporting	Yes (co--ordinator Nordiska Afrika-institutet)	Yes	Yes, documentation adapts practices of scientific research	Same problems persist largely still in the year 2000
Disch et al. 1999	Tanzania	NORAD Norway	Comprehensive country programme evaluation	Minor aspect; thrust on effects and impacts	Yes	Rather comprehensive	No; sources of claims not given, and many opinions spelled out	Gives useful ideas of generic problems of country programmes and programming
Kuthan & de Mello 1998	Cap Verde	Austria	Programming	Only focuses on administrative procedures and technical issues	Yes	Concise	No, emanate from the expert opinions of the evaluators	None
Danida 1999	Bangladesh	DANIDA Denmark	Mostly programming	Quite comprehensive	Yes	Intermediate	Within limits	Hard to apply in Finland because of unique Danida procedures; Danida also disagreed with the evaluators

3. Programming of Namibian-Finnish Development Co-operation

3.1. Finland's system for programming development co-operation

Finland's national system for programming development co-operation involves several different authorities: Parliament, the Cabinet Ministers and the President, the specific Minister in charge of development co-operation, and the Ministry for Foreign Affairs of Finland (MFA). Within the MFA, the Regional Units in Helsinki (established 1998) and the 'desk officers' in these Units, along with Embassy Staff in the field, are in the key positions for programming development co-operation. (Figure 1) The system is primarily used for the elaboration of Finland's overall foreign policy goals, and the particular goals and principles that guide her relations with developing countries: these principles in turn guide the general programming of Finnish development co-operation.

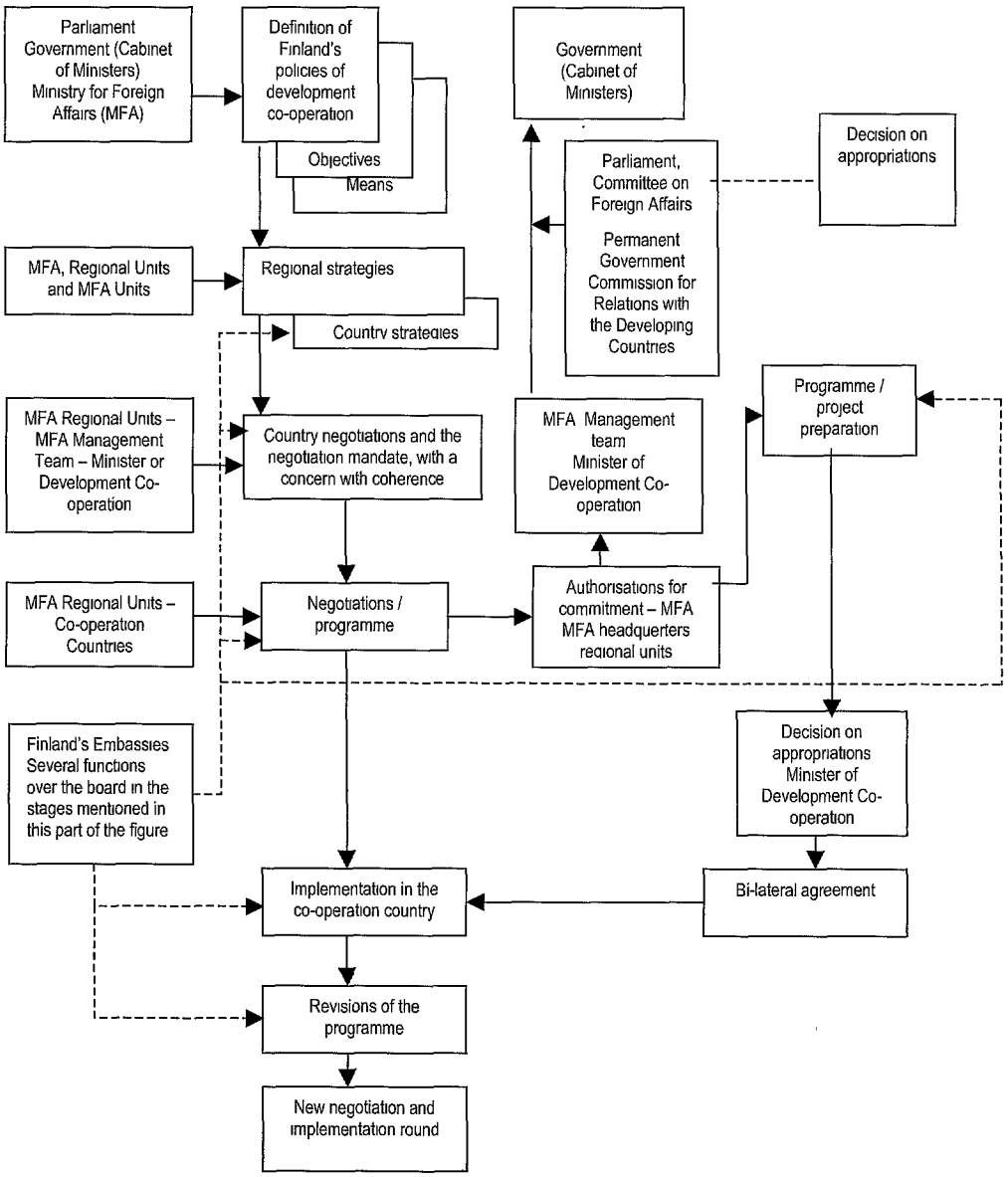
During the 1990s, Finland has striven to form a more coherent policy towards developing countries, as stated in the Decision in Principle taken in September of 1996, and in the Finnish Policy Paper on Relations with Developing Countries, issued in October of 1998. At present, development co-operation is seen as an integral part of Finnish foreign policy, with the aims of promoting global security, initiating and maintaining an economic dialogue, ensuring human rights and democracy, reducing poverty, and preventing damage to the environment. Consequently, the concept of policy coherence has become more important. In the area of development co-operation, the October 1998 Policy Paper also introduced the concept of 'flexibility', according to which development co-operation can more easily be channelled to other than primary co-operation countries. Finland is also committed to the OECD-DAC principle of partnership in development co-operation.

Finland completely reorganised development co-operation within the MFA in 1998, joining the long list of OECD-DAC countries that have recently restructured the functions, management, and administration of their development co-operation (see Chang et al. 1999). With this reorganisation, Finland's MFA also moved closer to what in OECD-DAC parlance is known as an 'integrated ministry'. The organisational structure of the MFA is now a matrix, rather than a pyramid. The three previous key divisions of general foreign policy, foreign trade, and international development co-operation continue to exist, but organisational divisions have also been made on the basis of regions. This has been done to ensure a co-ordinated, three-prong, approach to Finland's foreign policies, in which diplomacy, trade, and development co-operation are the three prongs of the trident.

The primary role of the Finnish Department for International Development Co-operation (DIDC) is to co-ordinate and advise on issues related to development co-operation; it does not deal with questions of trade or general foreign policy. The DIDC has divisions for general development policy; for public relations, information, and NGO activities; and for multilateral development issues: the DIDC also has a separate unit for evaluation and auditing. The division of general development policy is responsible for matters related to bilateral development co-operation: it contains units for planning, policy, and EC development issues. The planning unit is primarily responsible for the financial planning and monitoring and co-ordination of bilateral development co-operation. The policy unit is staffed by development co-operation advisers.

Since the reorganisation of the MFA is so recent, it is still too early to evaluate its ultimate impact. However, one effect has been and will continue to be the increased attention that both general foreign

policies and foreign trade policies receive in Finnish relations with developing countries. Within the MFA, working relationships between the new regional divisions and the DIDC are still developing, but the lines of communication are open and strong. In regard to the bilateral development co-operation projects that were begun before the reorganisation, it is worth noting that the programming and management of bilateral development co-operation remained intact during the changes in the Ministry structure and in the substantive goals of Finnish policies towards developing countries.



- Figure 1. Finland's System of Country Programming of Development Co-operation (according to figure received from the Ministry for Foreign Affairs, unofficial, amended by the evaluation team as regards the role of the Embassies)

For both the substance and the funding of Finnish development co-operation, Parliament is the supreme decision-maker. In actual practice, Parliament's Committee on Foreign Affairs is an important arena for decision-making, despite their formal mandate being only to prepare issues for discussion, as is the formal task of all Parliamentary Committees. Within the Executive Branch of Finnish government, there is an Advisory Board for Relations with the Developing Countries (KESU), which serves as a forum for dialogue between MPs and EMPs, representatives of NGOs and other civic leaders, as well as representatives from the various branches of national public administration, including the MFA. According to its official charter, KESU's task is to advise and prepare statements on all issues related to development co-operation.

Both the Government of Finland (the Cabinet when in full session) and her Parliament can make recommendations on development co-operation issues in their handling of the State Budget Proposal, and the preparation of the annual development co-operation Report. Parliament can also state its position on matters such as Finland's strategies in regard to individual countries. The Government of Finland must also provide Parliament with periodic reports on development co-operation, and MPs can raise questions in regard to these reports. However, in recent times, development co-operation issues have seldom come under Parliamentary scrutiny.

In Finland, the supreme budgetary authority is vested in Parliament. Finland is among those countries that in recent years have supplemented the traditional appropriations type of budgets with the introduction of Parliamentary budgetary decisions that allow the Government the right to enter into multi-year financial commitments for certain purposes. In brief, Parliament provides the Government with certain funds for these commitments, which the Government may then disburse as it sees fit.

Within the ceilings of the financial commitments rendered by Parliament, the Government then decides on allocations from the amount available, to be used for advancing development co-operation in individual countries with primary status in Finnish international development co-operation, and for project-based assistance in other developing countries, as well as for regional programmes of development co-operation. Thus it is de facto the Government that makes the decisions to divide the development co-operation budget into multilateral and bilateral co-operation, and into regional and country allocations. Multi-year frameworks were defined for development co-operation even before budgeting in terms of commitments became the ruling practice. Although opinions differ on the significance of the change in financing procedure, the enhanced standing of the commitments is likely to make resource allocation more secure in many areas, including development co-operation.

It is the task of the MFA to prepare proposals to submit to the Cabinet for decisions to be taken in full session on the allocation of the committed funds. These proposals are drawn up on the basis of information collected and collated by the Regional Units in the MFA offices in Helsinki. Before the MFA presents these allocation proposals to the Cabinet, its Management Team must accept each proposal. KESU is also asked to provide a statement on each proposal. The proposal first briefly describes the plans and aims Finland has for development co-operation with the country or countries concerned, and then sets forth the financial framework.

Once the resources have been secured, the MFA then proceeds to undertake actual programming of development co-operation. This programming is based on the overall policies and principles guiding Finnish relations with developing countries, as well as individual country and regional strategies.

Recently, the MFA has moved away from the very thorough, highly detailed, printed country strategies toward a lighter model of strategic planning. Under the previous model, 'books' presenting extensive country strategies were published to serve as a basis for widespread and thorough discussion: these 'strategy books' have been done away with. Another aspect of the changes in country strategy, at least regarding Namibia, is that the MFA now tries to outline strategy that covers large, multi-country regions, in less detailed, more geographically encompassing, programmes. Thus, strategic planning for an individual country, such as Namibia, must come under these larger programmes. One of these regional programmes, presenting the basis and the orientations of Finland's overall foreign policies for the entire region of Sub-Saharan Africa, appeared on the 23rd of May, 1997. Namibia falls under this programme.

The outline of an actual country strategy is spelled out each year in the allocation for that country made from the existing multi-year budgetary commitment. However, and more importantly, the outline of the country strategy appears in the mandate that the MFA gives its team for the annual country negotiations on bilateral development co-operation, which are one of the main tools Finland uses for programming.

The Finnish Embassies play a central role in ensuring that the decisions made in Helsinki have a basis in solid facts: they collect the field data. For instance, in 1994, the Finnish Embassy in Windhoek took the following steps:

A. The Embassy monitored the Namibian progress made towards completing National Development Plan I.

B. The Embassy sent sector drafts of Plan I, and Plan I itself to MFA headquarters in Helsinki, along with Embassy comments whenever there was time to prepare them.

C. The emphasis in the above communiqués was on sectors in which Finland was either already rendering support or was likely to do so.

D. The Embassy monitored the annual process of preparing the Namibian State Budget, and sent copies of this Budget, along with the speech made by the Namibian Minster of Finance in presenting the Budget, to MFA headquarters in Helsinki.

E. The Embassy provided the MFA with an overview of the political situation in Namibia, a report on Namibian development planning and monitoring, and a special report on the particular features of poverty in Namibia.

The staff of the Finnish Embassy in Windhoek, working with the Namibian country desk officer at MFA headquarters, prepare the Finnish mandate for the negotiating team: the desk officer has the final responsibility for finalising the proposed mandate. Sector advisors play an ad hoc role in the preparation of the mandate, but lately their role has taken on more importance as their numbers have grown.

There is no fixed format for the negotiation mandate: its form and type depend on the desk officers in charge of preparing it. In general, the mandate briefly describes the political and economic situation current in the country in question, and includes an account of developments that have taken place

within the region involved. The mandate also specifies the political and economic issues that should be taken up in the discussions, such as issued concerning democracy, good governance and human rights, economic and political relations, in addition to development co-operation itself. Furthermore, the mandate describes any ongoing programmes, and points out the issues in these programmes that should be discussed, and presents any new proposals coming from the Finnish side. Information on the volume of co-operation for the current year is included at the end. The Minister of Development Co-operation confirms the mandate by signing it.

Negotiations on development co-operation usually take place on an annual basis. However, in special circumstances these negotiations may be postponed: for example, lately there have been no negotiations with Kenya due to the democracy and human rights situation in that country. In most cases, the annual general meetings of the Steering Committee and the Supervisory Board of each Finnish-funded project take place just prior to the co-operation negotiations.

The head of the MFA regional unit in question usually leads the Finnish Delegation, which consists of the country desk officer, Embassy staff, and sometimes a representative from KESU. Negotiations usually take place in the recipient country. The host country delegation is in most cases headed by the representative from the ministry in charge of national planning and the national economy. The Namibian Head of Delegation is the General Secretary of the National Planning Commission. There are also representatives from the relevant line ministries of the host country.

In the actual negotiations, the selected political and economic issues are addressed in addition to the discussion of the current state of the ongoing programmes and projects, and any possible future areas of development co-operation. Both parties sign the protocol issued at the end of the negotiations.

In addition to the mandate and the co-operation negotiation protocol, Finnish embassies also prepare embassy action plans, which might include issues that touch on or directly concern development co-operation. However, the status of these plans is somewhat unclear regarding programming. They are a potential resource that might be tapped.

After an agreement has been reached on the areas of development co-operation to be undertaken in the recipient country, the MFA begins working with the partner country on project preparation. The MFA initiates this work either through open calls for tenders for preparation missions, or closed procurement of the services required in cases where the provider has a given 'concept' available or the volume of services required is minuscule.

After the programme or project document has been finalised and approved by the partner country, it must be accepted by the MFA project meeting, and approved by the Minister of Development Co-operation. Following that, a bilateral agreement is concluded between the two countries on the implementation of the programme or project in question. Finally, this bilateral agreement constitutes a commitment on both sides. In many cases, there will also be a formal contract drawn up between the Ministry and the contracted parties (e.g. consultants, experts, providers of services) who will carry out the actual project activities or other type of intervention.

The next stage is the logical one of the implementation of the project or programme by the contracted parties working together with the stakeholders in the recipient country. Each project must have a specific organisation for the administration of the project, on every level from the political supervision

through the actual running of the project down to the management of each individual project activity. Monitoring, appraisals, mid-term evaluations, and the final evaluation are all essential parts of the implementation stage. Some appraisals and mid-term evaluations may lead to a revision of the programme or project in question; they may also be instrumental in revising the direction of the entire country programme.

3.2. National development policy-making and programming in Namibia

Namibian development policy emerged hand in hand with the establishment and consolidation of the structures of a sovereign Namibian State. This process had its first visible impact with the adoption of Namibia's Constitution, which serves as the principle legal framework document for the Republic of Namibia. On the basis of Article 129 of this Constitution, a National Planning Commission (NPC), was created, operating through a Secretariat (NPCS) and headed by a Director General who has the status of a Cabinet Member. The NPC serves as the co-ordination and planning agency for development co-operation issues. While the NPCS was established soon after Independence, the Act of Parliament creating the NPC itself was passed only in September of 1994 (National Planning Commission Act, 15/1994, Republic of Namibia).

According to the General Policy Statement of May 1990 (Republic of Namibia 1990, p 10), submitted by the GoN to the International Donors' Conference held at UN Headquarters in New York in June 1990, states, the NPC should be seen as a reflection of the GoN's awareness of the importance of development planning, the co-ordination of development co-operation, and debt management. The mission of the NPC has been defined as including:

> "the undertaking, designing, implementation and monitoring of development plans, projects, and programmes, in conformity with national development goals and objectives, with a view to ensure sustainable growth, equality, social harmony, and balanced development" (National Planning Commission 1998, p.1).

In the process of setting up the NPC which followed, however, several weaknesses of this approach emerged, along with indications of the problems that might arise if it were institutionalised. These had evidently not been considered to the necessary extent by the drafters of Namibia's Constitution. While there are good and sufficient reasons (and the examples existent in other countries) for creating such a body with far-reaching executive powers, there are also good and sufficient reasons (and as many examples in other countries) for taking a different approach, namely the integration of this body as a department or separate unit into e.g. the Ministry of Finance which has the task of overall budgetary planning. Be that as it may, the establishment of a separate unit would in any case require the necessary authority to carry out its mandate, appropriate staffing on all levels, and clearly defined powers to carry out its functions. Instead of this happening, the ministries preferred to establish their own specific planning and administration units (notably in the sectors of education, agriculture, and health). The ministries then began seeking direct contacts and co-operation with external support agencies. Enquiries made by the NPC in pursuit of its duties and functions were all too often perceived as an unwanted intrusion into the internal affairs of the ministry, and information was - if at all - given very reluctantly. In addition, there has been no interministerial co-operation to speak of.

Furthermore, adequate staffing of even the established posts has remained a constant problem down to the present day. This has meant that the NPC has taking a long time to coalesce and begin properly carrying out the functions assigned to it in its mandate. The process was slow and gradual and was severely interrupted and the end of the first legislative five-year term, when after elections both the Director General and the Permanent Secretary were replaced at the same time. Following these new appointments, there were further changes among higher ranking bureaucrats, which added to the problems of establishing an efficient NPC.

To add to their woes, a bureaucratic 'power struggle' emerged between the NPCS and the Namibian Ministry of Finance (MoF), as they tried to decide which functions belonged properly to which organ. This struggle unfortunately consumed a great deal of energy that could have better gone into running the NPCS, as its leaders fought to secure its institutional autonomy. The outcome was a formal confirmation of the relevance of the role a separate NPCS should play. Unhappily for all concerned, the situation continued to deteriorate, due in no small part to the subsequent, rather abrasive, management style which emerged and abraded both internal staff and at times some of the donor agencies. It was only after the replacement of the Permanent Secretary in early 1999 that things settled down, and the bumps in the road could be filled in and smoothed over.

The strong, institutional entity that the NPC was envisaged as becoming thus did not emerge during the first decade of Namibian independence, and it was unable to execute its planning and co-ordinating powers as fully as originally intended. As early as 1994, a study assessing the first years of Swedish development assistance (the first analysis of aid effectiveness in the Namibian context) diagnosed "a climate of mistrust...among the main actors in the development co-operation process, i.e. mainly the Ministry of Finance, the National Planning Commission, the line ministries, other implementing agencies and the donors, concerning the important issues of planning, budgeting, and reporting on foreign aid" (Melber, Sellström, and Tapscott 1994, p. 120 ff.). This view was confirmed by an official document of the GoN, summing up the experiences of the first five years of operation of the NPC, and presented to the UNDP Round Table Conference for Namibia, which took place in Geneva in November 1995: "As a culture of national development planning did not exist prior to Independence, and the exact role of the National Planning Commission took time to become clear, many ministries were able to develop direct links with donor agencies. This made it difficult for the NPC to co-ordinate donor activities. Government and the donor community must improve this situation and ensure all externally funded projects have been properly appraised and reviewed for their consistency with overall national objectives" (Republic of Namibia 1995, p. 54).

Notwithstanding the bottlenecks, the NPCS (utilising to some extent the assistance of external advisors and expatriate staff) managed to draft and circulate the First National Development Plan (NDP 1) which was the essential framework document for the country's development strategy and capital investment programme for 1995/1996 to 1999/2000 (National Planning Commission 1995). This followed an initial, three-year, Transitional National Developing Plan which had covered the period 1991 to 1994. The NDP 1 identified and highlighted four major development objectives: 1) a 5% annual growth rate for the national economy; 2) the creation of ample opportunities for employment; 3) the reduction of inequalities in income distribution; and 4) the design of economic and social programmes to help alleviate poverty and aid vulnerable groups in the society.

These four main objectives are closely interrelated key aspects for the development of Namibian society. However, only one of these has a regular and comprehensive system of monitoring, namely

the sector of economic growth; and the figures provided for the financial years 1990/1991 to 1998/1999 indicate that the average annual growth rate is not meeting the target of 5%. The other three aims, on reducing unemployment through job creation, decreasing income inequality, and poverty alleviation, have not been measured in any regular, systematic way. The figures available from a variety of sources are erratic, often unreliable, and sometimes contradictory; overall they nonetheless suggest that the objectives set in these areas are also not being satisfactorily met.

The Medium Term Review of NDP 1 (National Planning Commission 1998, p. v) acknowledges the existing weaknesses by stating that "effective implementation of the plan was constrained by the following major factors:

A. Inadequate adherence to some of the fundamental principles of planning and plan implementation;
B. Poor co-ordination and co-operation among the institutions responsible for planning and plan implementation;
C. Shortage of skills in some critical areas of planning and project execution;
D. Inadequate implementation of Cabinet decisions;
E. Inadequate financial resources."

The NPCS certainly cannot be blamed as the sole culprit for the disappointing performance in terms of social transformation within post-colonial Namibia. But thus far the NPCS has barely met even minimum expectations for executing a co-ordinating and monitoring role during implementation of a national development strategy (albeit there were a number of restrictions), and this despite the fact that it was the NPCS itself, at a fairly early stage, that had argued in favour of creating a framework for establishing a national Monitoring, Evaluation and Progress Reporting System (MEPR) for Namibia (National Planning Commission 1996). The latest available Annual Progress Report of the NPCS lists several major constraints for efficient delivery of the services its mandate and mission means for it to supply. These constraints include (NPC 1998, p. 33):

A. Inadequate library services;
B. Shortage of staff;
C. Inadequately experienced technical and other misplaced staff;
D. Poor co-operation between some line ministries;
E. Unclear procedures for professional training;
F. Ineffective data policy, resulting in a lack of statistics provided by line ministries irregularly and not on time;
G. Understaffing and lack of transport, undermining quality of data production and preventing timely delivery.

An internal paper on "The Government's Policies for Development Co-operation and for Debt Management in Namibia" argues in favour of the need for clear policies in these areas and concludes that "an appropriate aid policy is necessary to ensure effective aid co-ordination and management" (p. vii). On 7 May 1996, in its 11th Ordinary Session, the Namibian Cabinet took a long overdue step when it approved the draft ToR for a study to prepare the Development Aid Management and Co-ordination Policy for Namibia, this study to be funded by USAID. The first internal document setting forth these policies took three years to prepare, finally appearing in late 1999.

Similarly, current efforts to draft the country's Second National Development Plan (NDP 2) are clearly delayed, with policy guidelines appearing only recently (NPC 1999). In the absence of clear policy guidelines, new parameters were created with the introduction of a 'Vision 2030', formulated by the Head of State and defined by the NPCS as "the country's first long-term vision" (NPC 1999, p. 27). It is unclear at this stage, however, to what extent the 'Vision 2030' is supposed to replace, substitute, modify, or simply add to the NPCS efforts toward formulating a comprehensive development strategy. There is, after all, a marked difference between a vision and a plan.

Namibia still has a long way to go in terms of efficient development programming and policy-making. Due to all the constraints and impedimenta, the degree of efficiency in formulating policy, and the impact of any policy formulated, has been far from satisfactory. Notwithstanding the fact that various ministries have prepared a variety of White Papers on sectoral issues, in an attempt to create programmed, policy-oriented development, there remains a notable absence of coherent development strategy serving as a guiding principle.

3.3. Namibia's Relations with Development Co-operation Partners

The decolonisation of Namibia is a unique case in international law. Development assistance to the new Republic had originally been declared a top priority by the international community, which gave Namibia privileged beneficiary status compared to other societies in transition which had similar socio-economic features (see Melber 1998). The legacy of apartheid continued to haunt the new Government of Namibia (GoN), in that there were really two societies instead of one. This situation required special developmental efforts to overcome the inherent inequalities reflected by the stark contrast between Namibia's global ranking in terms of average per capita income, and the much lower ranking on the Human Development Index. This phenomenon also produced the world's highest Gini-coefficient describing income disparities in societies; the enormous disparity in Namibia continues to be reflected in the most recent UN Human Development Report for Namibia (UNDP with UN Country Team 1999).

During the initial years after Independence, donor support was highly erratic, and 'aid tracking' emerged as a major problem. In fact, the figures released from different authorities were inconsistent and covered different types of funds, making comparisons difficult if not impossible (see i.a. the Annual Development Co-operation Reports prepared by the local UNDP office beginning in 1992, figures in the Annual Reports of the Bank of Namibia, and data presented in the Annual Development Budgets of the NPCS). As a result, it is not possible to present a comprehensive overview of the dimensions and priorities of international development co-operation in Namibia before the mid-1990s.

An evaluation which assessed Swedish development assistance during the initial years of Independence up to 1994 strongly criticised "the fact that most foreign aid to Namibia is channelled outside the State Revenue Fund through a range of 'by-pass' solutions between donors and line ministries, undermining the scope for efficient planning and aid co-ordination, side-stepping parliamentary scrutiny of public expenditure and reversing the roles between donor and recipient, for example regarding responsibility for procurement and reporting on the assistance" (Melber et al. 1995, p. 120).

More recently, the efforts of the local UNDP office to compile a comprehensive overview on the dimensions and priorities of external support to Namibia have been able to produce more meaningful

comparisons. The recent reports aim at providing the most timely, comprehensive, and up-to-date information on ODA flows to Namibia. In December 1999, UNDP released these figures for 1998. It is important to note in this context that, as a result of more efficient collaboration, the UNDP Development Co-operation Report and the Development Budget of the NPCS are based on the same, common data pool. This pool contains information collected from donors, who fill out a standard questionnaire jointly developed by UNDP, the NPCS, the Namibian MoF and the BoN. The BoN acts as the secretariat for collecting and collating the data. The pool contains data from some 85-90% of all activities funded by multilateral and bilateral donors, but the NGO sector is still highly under-represented (UNDP 1999, p. I).

The 1999 UNDP report on ODA flows confirms the relative importance of development aid to Namibia: the figures for 1997 show that Namibia is the highest recipient in terms of external assistance, shown as a proportion of total net ODA per capita in the region. In 1997 this figure was USD 120 for Namibia (UNDP 1999, p. 33 ff.). Despite the fact that Namibia is ranked as a lower middle income country in terms of its average annual per capita income (close to USD 2000 in 1998), it had been classified on an 'as if' basis as a Least Developed Country (LDC) by the UN General Assembly in December 1990. This status was reconfirmed by ECOSOC in 1996, when they stated: "Widespread poverty and the backlog of development needs present a challenge, which the international community has been keen to meet by providing external assistance on a concessional basis! (UNDP 1999, p. 34).

This special treatment notwithstanding, Namibia's macroeconomic framework and a lack of fiscal discipline has contributed over the past ten years to a decline to a less positive situation in state finances. Due to a series of successive budget deficits, the country's accumulated debt in the fiscal year 1999/2000 amounts to ND 4.5 Billion, which is 23.5% of GDP. Statutory expenditure requires 6.4% of the overall budget allocation for 1999/2000, making it slightly higher than the allocation to the Ministry of Finance (Melber and Werner 1999). Of concern is the short period of time in which this liability has been generated. Furthermore, the money which has been borrowed has almost exclusively been used to cover partial costs of current expenditure, rather than for capital investments which could generate productive assets. So far, however, the relative stability of the Namibian economy has meant that there has been no need for any significant intervention in this area by outside lenders such as the World Bank. It can still clearly be foreseen that the present fiscal policy, in which an enormous proportion of the annual budget is spent mainly on financing an overbloated civil service, cannot be sustainable in the long run. Seen in this light, donor support might be able to provide an impetus for a future structural and institutional reform programme.

As Oden (1994, p.51) argued in one of the first assessments of the impact of aid to Namibia, the dependency syndrome should not be stressed too much in the given Namibian context. Aid has nevertheless played an essential role throughout the years since Independence. External assistance to Namibia has therefore assumed a macro-economic importance that might exceed its relative size. Over the years, disbursements by foreign donors have averaged 5.0% of GDP per annum, peaking at 6.0% in 1998. The Development Co-operation Report for 1999, in presenting this data, concludes that, since 1991, "external assistance has been equivalent, on the average, to some 15.1% of current public expenditures, underlining the need for a clear government policy on aid co-ordination (UNDP 1999, p. 33). (Figure 2 and Table 3)

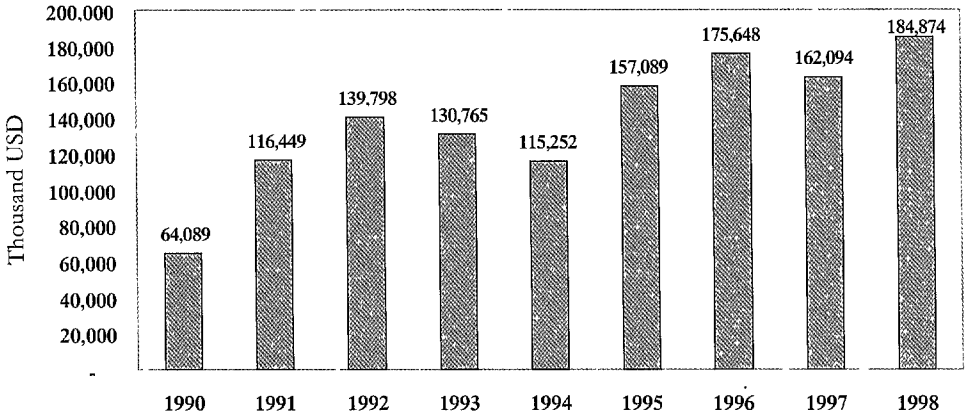


Figure 2. Total external assistance to Namibia in1990-98 (UNDP 1999).

Table 2. Macro-economic importance of external assistance to Namibia in 1990-98 UNDP 1998).

	1990	1991	1992	1993	1994	1995	1996	1997	1998
Assistance (Million US$)	64.1	116.4	139.8	130.8	115.9	157.1	175.6	162.1	184.9
Assistance as % of Gov't expenditure	11.1	16.3	15.7	14.0	12.3	15.2	16.8	15.3	19.2
Assistance per capita (US$)	46	83	100	93	83	95	106	98	109
Assistance as % of GDP	3.4	5.5	5.6	4.9	3.9	4.9	5.5	5.0	6.0

Original sources: National Accounts 1983-98 and Development Co-operation Analysis System (DCAS) (UNDP 1999)

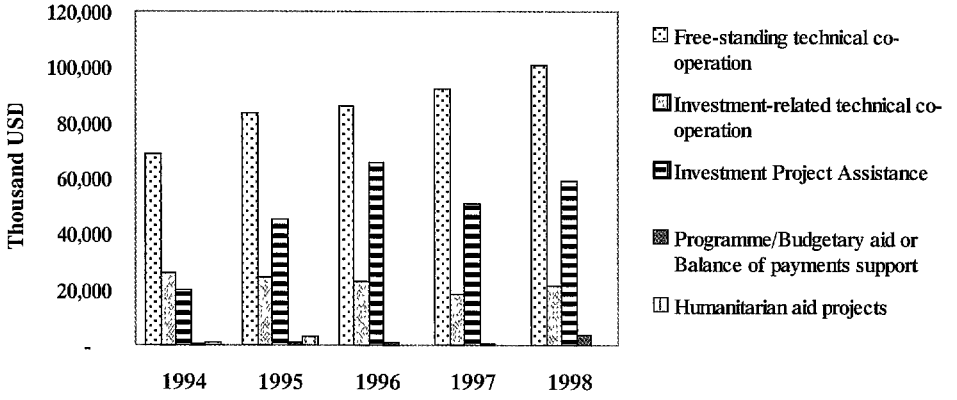


Figure 3. Disbursements of aid to Namibia by type, 1994-98 (UNDP 1999

Table 3. Sector distribution of external assistance to Namibia, 1997-98 (Mio USD).

Sector	1997	% of total	1998	% of total
Human Resources Development	34,237	21.1%	35,524	19.2%
Social Development	29,749	18.4%	23,920	12.9%
Development Administration	15,133	9.3%	19,547	10.6%
Communications	11,541	7.1%	17,654	9.5%
Natural Resources	11,508	7.1%	15,848	8.6%
Agriculture, Forestry and Fisheries	21,786	13.4%	15,680	8.5%
Transport	4,510	2.8%	12,787	6.9%
Industry	4,227	2.6%	11,385	6.2%
Health	13,139	8.1%	11,335	6.1%
Int'l Trade in Goods and Services	1,085	0.7%	11,329	6.1%
Area Development	4,960	3.1%	4,876	2.6%
Energy	4,968	3.1%	2,489	1.3%
Economic Management	2,510	1.5%	2,168	1.2%
Humanitarian Aid and Relief	2,410	1.5%	300	0.2%
Domestic Trade in Goods and Services	332	0.2%	30	0.0%
Disaster Preparedness	-	0.0%	-	0.0%
Total	162,095	100.0%	184,872	100.0%

(UNDP 1999)

In 1998 as in previous years, free-standing technical co-operation represented the largest share of external assistance, followed by investment project assistance and investment-related technical co-operation. There was no food aid in 1998, and programme/budgetary aid, balance of payment support, and emergency and relief assistance all accounted for only negligible shares of external assistance. (Figure 3)

In terms of sector distribution, Human Resources Development remains the most significant sector, reflecting the common view that internal capacity building ought to be a priority, in order to help deal with the problems left by apartheid. In line with this approach, Social Development, and Development Administration, represent the second and third largest sectors, respectively. (Table 3)

There are visible signs that important members of the donor community are presently reconsidering their future degree of involvement in Namibia. Some bilateral partners (Denmark at a rather early stage, Norway and The Netherlands more recently) have already downscaled their involvement. Others have indicated they have similar plans for the near future. Some intend to replace their 'traditional' country co-operation, based on sectoral support and project assistance, with assistance to such issues as the improvement of good governance, strengthening of the civil society, and protection of human rights. Another sign of downsizing is the fact that the local UNDP office shall in future administer a budget which hardly allows for more than the smooth running of its own affairs and the execution of a co-ordinating role.

In view of these signs, the prophetic words of warning spoken by the Namibian Minister of Finance in his Budget Speech of 7 April 1999 might already be coming true. Assuming a dramatic decline of "foreign grants to be utilised to finance development programmes specified in the Budget ... from close to ND 46 Million in 1998/1999 to just ND 7 Million in the 1999/2000 Budget," he urged "the Honourable Director General of the National Planning Commission to investigate the causes for this trend and to make recommendations on how to reverse it" (Republic of Namibia 1999, p. 19). Even if the foreign grants to which he refers only reflect a tiny portion of total ODA as channelled through the State Revenue Fund, the figures cited by the Minister were in marked contrast to the commitment by a variety of donors represented in the country, who testified to a much higher degree of involvement in the current budget year. As a result, this announcement created confusion and led to raised eyebrows concerning the Ministry's information base.

Accordingly, though rather belatedly, the Minister finally corrected the wrong impression created, when presenting the tables for the Additional Budget for the Financial Year 1999/2000, which he did on 26 January 2000. The amount of total external grants was adjusted upwards by ND 57 Million, to ND 64 Million. The disparity in itself, however, reveals and is illustrative of a significant problem in aid management and co-ordination. The Minister of Finance seemed to be operating on the basis of misleading figures. This could at best be seen as a reflection of the continued lack of reliable information, confirming the need for closer communication and co-operation in the areas of administration and planning as well as more traditional areas.

It is encouraging to note that there are also visible signs of increased efforts for aid co-ordination. The local UNDP Office, working together with the NPCS, has drafted a Country Strategy Note (CSN), formulating agreed priorities in Namibian national development (UNDP 1997). More recently, within both the EU and the UN, the relevant multilateral contributors to Namibia's assistance from abroad have entered a period of far more systematic co-ordination of their efforts (for the most recent

examples see: Delegation of the EC 1999, UN 1999). According to opinions expressed by representatives of the donor stakeholders involved in this process, however, there still seems to be a long way to go in this process of co-ordination.

The GoN, through the NPCS, has itself recognised the need for improvement, as evidenced by the framework for a Monitoring, Evaluation and Progress Reporting System (MEPR) presented some five years ago in the mid-1990s. As the NPC stated at that time: "The case for establishing a national monitoring, evaluation and progress reporting system is not only obvious but long overdue" (NPC 1996, p. 2). While being cautious about the period of time required for the full implementation of the suggested MEPR, it also concluded that: "By the end of the plan period [i.e. NDP 1] the country will have established a comprehensive nation-wide monitoring and progress reporting systems [sic]" (NPC 1996, p.12). It seems fair to suggest that this appears to be more a reflection of wishful thinking and an expression of goodwill than a realistic assumption.

3.4. Evolution of Programming Finland's Development Co-operation with Namibia

3.4.1 The Start of Namibian-Finnish Development Co-operation

The choice of Namibia as one of the major partner countries for Finnish development co-operation was made in anticipation, several years before actual Independence. This decision was based on several historical and political facts: the long relationship between Christian churches in both countries, Finland's strong support to SWAPO in its efforts at liberation, and the active participation of Finland in the UN in matters related to Namibia. Finnish missionaries had been at work in the former Ovamboland in Northern Namibia since 1870, and had established schools and health clinics there. Many SWAPO partisans had gone to Finnish missionary schools, some finishing their education by taking university degrees in Finland through a Finnish Government supported scholarship programme which was begun as early as 1976. As early as 1988, the Finnish Government also began government level talks with other Nordic countries on the planning and co-ordination of Nordic assistance to Namibia.

A Memorandum of Intent was signed between Namibia and Finland in Windhoek on 22 March 1990. The Memorandum indicated those sectors where co-operation would take place: education and training, primary health care, water and sanitation, forestry and environmental protection, and training and technical assistance in the mining sector. In terms of volume, it was planned that bilateral aid channelled to Namibia would total FIM 40 Million in 1990, FIM 50 Million in 1991, and FIM 60 Million in both 1992 and 1993. Most of the Finnish support, some 90%, would go to the social sectors of health and education. Assistance would also be channelled to Namibia through NGOs. These funds were provided outside the country frame, and were agreed upon in annual negotiations.

It is not clear whether the selection of sectors was based on strategic planning and a clearly defined country strategy, but it is obvious that the former contacts, and especially the role played by certain very active Namibian and Finnish individuals, influenced the original choice of sectors. In addition, it was clear from the beginning that part of the Finnish support would concentrate on those sectors in which Finland had already worked in Namibia through the missionaries: education and health in the north of the country.

The Protocol from the 1991 annual negotiations explains that the selection of projects was made with the particular aim of improving the living conditions of the poorest segments of the society. Special attention was paid to the sustainability of support activities. Finnish support was to be only supplementary to Namibian efforts, and was to be provided in line with the absorption capacity of the recipient country. Attention was also paid to building up a pool of local human resources to replace the international experts.

At its Independence, Namibia lacked policies, plans, and experience in how to utilise the aid flowing into the country. However, many donors were more than eager to support the newly independent country as soon as possible. A Donors Pledging Conference for Namibia was held in New York in June 1990, at which Finland also pledged its financial and technical assistance to Namibia.

The first annual negotiations between Namibia and Finland were held in August 1990. Both the Namibian line ministries and Finland wanted to have these first negotiations as early as possible, although the NPC would have preferred to postpone them until a clearer picture could be drawn of what had been pledged to each sector (Kirsti Lintonen, telefax message to the Finnish MFA, 29 June 1999, in Archives). In addition to the general meeting, the Finnish delegation had individual meetings with the line ministries. Finland agreed to render Namibia temporary direct budget support (1990-1992), targeted for the education and health sectors, and aid for long-term development projects. The direct budget support was discontinued in 1992 due to problems the GoN had in reporting the use of funds (for the Swedish experiences in this area see Melber et al. 1994).

The first annual negotiations led to the signing of the Agreement on Development Co-operation on 19 November 1990, and the signing of the Agreement on Budget Support for the Namibian fiscal year 1990/1991 on 25 January 1991. Preparatory missions were sent to investigate the sector situations and to identify specific areas for co-operation. Most of the project activities commenced in 1992.

3.4.2 Beginning of the 1990s: Initial Sectors of Co-operation

Since the beginnings of Namibian-Finnish development co-operation, the Namibian Ministry of Health and Social Services has been very active in presenting proposals for co-operation. Thus it was that the first extensive example of this co-operation was the Engela Area Integrated Health Project, which had four separate components: 1) construction of the Engela Hospital, 2) strengthening of primary health care, 3) human resources development, and 4) strengthening health management. The Finnish Ministry for Foreign Affairs (MFA) was not eager to finance the construction of the new hospital at Engela, as was proposed by the Government of Namibia (GoN), since such relatively expensive infrastructure projects were not well suited with the Finnish policy of development co-operation. However, the Namibians insisted, and the decision to include the building of the hospital in the health sector programme was made. Construction began in 1992.

As regards forestry, preparations for co-operation in this sector also started very early. A Letter of Intent on Namibian-Finnish development co-operation in forestry was signed as early as the Spring of 1990. However, the institutional setting for development in this sector was unclear. A follow-up report of the annual negotiations for 1990 notes that "in Windhoek ... it was difficult to find a person who would know something about forestry" (from the MFA Archives). The Namibian Ministry of Agriculture, Fisheries, Water, and Rural Development (MAFWaRD)was put in charge of this co-operation, with forestry matters under its Directorate of Rural Development. Planning of the support

to the forestry sector was left in the hands of the Finnish forestry advisor, who was later appointed to work directly in the Ministry.

During the first six years of the 1990s, Namibian-Finnish development co-operation in forestry consisted of several small projects: a project on the institutional strengthening of the forestry sector (Phases I and II), a forest inventory project, and a project on the prevention of bush fires. In addition, the country programme contributed to the regional programme by helping support SADC forestry colleges.

At the initiative of MAFWaRD, the Namibian Delegation to the mid-term negotiations in March 1992 requested Finnish support for an integrated village development programme. Further, in the annual negotiations for 1993, the GoN stated that it was "particularly anxious to include agriculture and rural development as an integral part of future bilateral co-operation" (MFA Archives). However, the Finnish Government (GoF) did not adopt this proposal, preferring to start co-operation with MAFWaRD with the Water Supply and Sanitation Project in Ohangwena Region. Due to constant shortages of water, the Namibians also considered co-operation in the water sector to be highly important, especially in regard to the poorest regions of the country. The Ohangwena Water project concentrated mainly on constructing community wells in the target region.

A programme of considerable size was also planned for the education sector. The Finnish MFA planned to provide FIM 8.9 Million in 1990, FIM 9.6 Million in 1991, FIM 19.6 Million in 1992, and FIM 20 Million in 1993 towards the support of the education sector in Namibia. Finland also provided direct budgetary support for the educational sector. The focus of support in this sector was on practical and pre-vocational skills development, special education and rehabilitation, and literacy materials development. Additional support was planned for adult education. However, support for the education sector was never initiated, since a severe economic crisis occurred in Finland which led to deep cuts in the development co-operation budget. In the annual negotiations with Namibia in 1992, Finland informed the GoN that support for education would concentrate on a cross-curriculum development project, and any additional funds for other projects would be dependent on the availability of funds in the Finnish development co-operation budget. This budget was reassessed in 1994. According to Finnish MFA officials (in interviews), the original education sector programme was cancelled because so doing made it possible for other projects to continue as planned without cuts in their budgets. According to these same officials, this matter was negotiated and agreed upon by Finnish representatives and their Namibian counterparts.

In the mining sector, there was an agreement that development co-operation would concentrate on supporting the Namibian Geological Research Institute (NGRI) in carrying out mapping. Implementing this co-operation was facilitated by personal relations between the Finnish Geological Institute and the Namibian ministry in charge in the recipient country. Finland supported the production of computerised geological maps and the training of Namibian geologists in Finland. Support to small-scale mining was also under consideration but was never implemented.

Finland was also willing to offer a development loan to Namibia, but Namibia refused. As early as during the annual negotiations in 1992, Namibia had emphasised the importance of regional co-operation and trade relations between the co-operating partners. The international economic situation had not been favourable for Namibia, and dependence on foreign aid continued longer than expected. In 1992, Namibia had expressed interest in seeking for the eventual means to move from a

development co-operation relationship with Finland to a relationship based more upon commercial partnership. Namibia reiterated this interest in the annual negotiations in 1993, expressing that they welcomed further initiatives and proposals in this regard from the GoF, the Finnish private sector, and NGOs. Namibia also hoped that the Finnish decision to join the European Union would enhance co-operation between the EU, Namibia, and Finland, within the framework of Lomé IV, the European Investment Bank (EIB), and the Lomé IV-SYSMIN facilities. Further, support for follow-up activities to the agreements made at the 1992 UNCED Summit was also proposed.

3.4.3 Mid-1990s: Maturation

In 1993 Namibia began preparation of its first National Development Plan for 1995-2000, keeping Finland informed on the progress being made. The GoN also conducted a Public Expenditure Review (PER) in co-operation with the World Bank and other international agencies.

During these years the economic crisis continued in Finland, and cuts in the development co-operation budget affected many country programmes. However, the Namibian programme was actually one of the few to avoid large cuts. To the contrary, in the annual negotiations for 1993, Finland was able to inform Namibia that the disbursements were likely to increase considerably in 1994, up to a level of FIM 58 Million, mainly due to the construction of the Engela Hospital. In 1993, the GoF decided to make available additional financial support of FIM 17.6 Million for Namibia to meet the increased needs of the Engela Area Integrated Health Project, and to commence extended co-operation in the forestry sector. Both countries agreed that co-operation would continue in these sectors in the latter half of the decade.

Because most of the projects first agreed upon were to come to completion in 1996, in the annual negotiations in 1993 Finland invited the NPC to enter into a dialogue in order to identify new areas of co-operation. The partners felt that the First National Development Plan of Namibia for 1995-2000 would provide a good basis for planning the new country programme. This planning coincided with the process taking place in Finland of redefining the official policy towards developing countries.

In the 1994 annual negotiations, Finland provided information to the GoN on the confirmed, overall objectives of the new Finnish policy. Finland informed Namibia that separate country strategies would be formulated for all programme countries, on the basis of the overall policy. These country strategies would be a new instrument for planning and programming Finnish support. According to the minutes of the 1994 negotiations, there were no discussions between Namibia and Finland at that time on the way in which Finland's new country strategy for Namibia would be formulated. Neither were there discussions on how to integrate this new Finnish strategy with the National Development Plan of Namibia.

In 1994, Namibia and Finland concluded agreements to continue co-operation in health care and in forestry, which were also priority sectors in the National Development Plan of Namibia. Finland also expressed its willingness to support the decentralisation process in Namibia.

Prior to the 1995 annual negotiations between Finland and Namibia, there was a Donors Round Table Conference in Geneva to pledge aid to support the implementation of Namibia's National Development Plan, and the Public Sector Investment Programme it contained. Thus, the 1995 negotiations reiterated that this Plan would provide the basis for future development co-operation

between Namibia and Finland. In these negotiations, the two countries concluded an agreement that included continuation of Finnish support to the project in the water and sanitation sector, which had been a recommendation of the mid-term review of that project.

Further in the 1995 negotiations, the GoN asked for an extension of Finnish support to the education sector after the end of the cross-curriculum project in 1997. According to the minutes of the negotiations, the Finnish Delegation refused this proposal on the grounds that the Finnish development programme in Namibia was of a limited size, and therefore should be concentrated on only a few sectors in order to have a meaningful impact. This precluded additional funding for the education sector.

In the annual negotiations mandate prepared by the MFA for its representatives in the 1996 negotiations with Namibia, the strategy for Finnish co-operation with Namibia is outlined. This mandate has obviously been prepared by the MFA Namibia country desk in co-operation with Finnish Embassy staff at Windhoek. According to the then desk officer (in an interview), within the MFA comments were also requested form other departments. The Namibian counterparts did not take part in drafting this strategy.

The 1996 mandate states that aid to Namibia will gradually be channelled to only a few, preferably extensive, programmes decided upon according to how crucial they are for Namibian development. The crucial sectors were defined as the promotion of democracy, equality, human rights and good governance, reduction of poverty, and the environment.

According to the 1996 mandate, funds would in future be gradually channelled directly through the Namibian state revenue fund, as Namibian capacity to administer the process increased. The clearly stated objective was that development aid was to be seen as only temporary, and to be gradually phased out. According to the mandate, this principle was to be taken into consideration in any planning for future interventions. The mandate implies but does not explicitly state that the views of the GoN on how this should be done should be sought. Nonetheless, the issue of the phasing out of aid was not raised in any explicit terms during the 1996 annual negotiations.

The 1997 annual negotiations include an even more detailed description of the objectives of Finnish bilateral development co-operation with Namibia that those given in 1996. The Finnish Delegation stated that they would like to see the emphasis in this co-operation put on democracy, good governance, and human rights, as well as on combating threats to the environment. The GoF established a fund for democracy and human rights to support local projects in Namibia, a step which was aimed at strengthening democratic institutions, promoting civil rights and equality, and supporting freedom of the communications media. It was also pointed out in the negotiations that the coming ten-year period would be a transition stage between development co-operation and other, new, forms of collaboration.

The GoN expressed concern over the proposed future volume of Finnish support to be given to promote democracy, good governance and human rights in proportion to the volume to be given to the established sectors of co-operation. In the 1997 annual negotiations, Namibia requested that the emphasis of Finnish support continue to be put on the social sector and forestry.

3.4.4 Latter half of the 1990s: Elaboration

During the latter half of the 1990s, Finland's country programme for Namibia developed according to the objectives and the sector emphases spelled out in the 1996 mandate. The social sector programs, that is, the projects on health and water and sanitation, were included in the co-operation under the title of poverty reduction. In 1995, Namibia and Finland signed an agreement on a health and social sector support programme. In 1996, a new water and sanitation sector programme was initiated under the name "Community Water Supply Management Support Programme". New projects were planned for the sector of the environment, as well as in the sector of democracy, good governance, and human rights.

Environmental protection had been on the Finnish agenda since the beginning of Namibian-Finnish co-operation. In the first annual negotiations, the Namibian authorities had not come forward with proposals in this sector, nor did the Finnish MFA push this sector onto the common agenda. However, in December 1995, Mr Pekka Haavisto, the Finnish Minister of Development Co-operation and the Environment, launched an initiative to consolidate operational co-ordination in one or more partner countries from the perspective of 'environmentally sustainable development'. The MFA asked if any of Finland's foremost development co-operation partner countries would be interested in this type of co-operation and its related Finnish support. Namibia was the only country to render a positive response. Namibia and Finland discussed the proposal in the annual negotiations in November 1996 and agreed that preparations for a project should commence. The original proposal was modified, and a project entitled "Sustainable Development Information and Communications Programme" commenced in 1997. Finland also funded a bilateral ozone project with Namibia through Finland's contribution to the Multilateral Fund for Montreal Protocol.

During the late 1990s, the GoN also proposed a project on the management of bush encroachment to be given bilateral co-operation funding by Finland. This project is based on the stated GoN strategy to combat desertification. The Finnish government gave its 'acceptance-in-principle' to this proposal.

Within the sector of democracy, good governance, and the promotion of human rights, small projects emerged in the late 1990s, a period which also saw the start of Finnish support to the Namibian Ministry of Finance (MoF). The initiative for this latter form of co-operation arose during the visit of the Namibian Minister of Finance to Finland in 1997. The Namibian MoF project has as its objective capacity building in the Namibian MoF and the line ministries engaged in any way in the field of financial planning and management. A further dimension to the project is activity designed to establish institutional links, i.e. 'twinning', between the Finnish MoF and its Namibian counterpart.

From the year 1994 onwards, Finland has continuously expressed an interest in supporting the Namibian decentralisation process. However, the preparation of Namibian policy on decentralisation, and project preparation itself, took longer than expected and the project did not start up until 1999, when an eleven-month planning phase commenced. In addition, in this area the Embassy of Finland in Windhoek administers a 'democracy fund' through which various institutions, mainly NGOs, have received relatively small grants for aiding their efforts to enhance democracy and promote human rights in Namibia.

Towards the end of the 1990s, the scope of the annual country programme negotiations between Namibia and Finland changed. Finland wished to extend the dialogue to include political, regional,

and trade issues instead of discussing only the technical issues related to development co-operation. Consequently, Finland began to raise politically sensitive issues in the annual negotiations. Issues of trade and regional co-operation had been on the agenda before, and on many occasions the Namibians themselves have brought them up. In the early stages of Namibian-Finnish development co-operation, the Namibian Delegation even raised the issue of aid dependency a few times, and the issue of Namibia's willingness to develop commercial relations with Finland. Nevertheless, discussions of trade and commercial investment have played only a minor role in the annual negotiations, and little has been achieved from discussions of these issues over a decade of talks.

In 1997, the Finnish Delegation raised the political topic of constitutional issues, when it asked to be kept informed as to the possibilities of a planned, third presidential term for Mr. Sam Nujoma. The Finnish delegation also asked to be briefed on the Namibian decentralisation process.

For technical reasons, the 1998 annual negotiations were postponed, taking place in March 1999. In these negotiations, Finland expressed concern over Namibia's involvement in the war in the Democratic Republic of Congo, questioning how it could continue to justify Finnish aid to Namibia in a situation in which Namibia was using its resources to finance its participation in the Congolese war. Finland mentioned that two Finnish MPs had asked the GoF if it would not be proper to freeze aid to Namibia as a reaction to Namibia's involvement in Congo. The Finnish Delegation expressed the view that freezing aid would be premature, but that Finland would be carefully monitoring the expenditure patterns of the Namibian State Budget. This issue received wide attention in Namibia and became a topic of public debate. Several Namibian NGOs and civic organisations welcomed the concern expressed by Finland.

3.5. General Evaluation of Programming

3.5.1 Finland's Programming Capacity

In the light of past Namibian-Finnish experiences in programming, the question arises as to how innovative and forward- looking Finland's current system of programming development co-operation can be when the number of participants in the process is so small. The quality of programming depends in large part on those very few persons taking part in the planning of and the negotiations attached to country programmes. The desk officers in the MFA are in the key position here, and it is part of their job description to have a thorough understanding of the complexities of development in the recipient country. Unfortunately, the rotation rate of country desk officers is very rapid, and time is lost each time a new desk officer has to (re)acquaint themselves with current conditions in 'their' country. In the case of Namibia, there have been five Namibia desk officers at the MFA between 1990-1999.

To complicate matters stiff further, recent changes within the MFA organisational structure have led to a situation in which the persons assigned to man the country desks responsible for the management of development co-operation in the regional units, may not be fully cognisant of the complexities of the programming system or fully aware of the total surrounding context of international development co-operation and the many discourses taking place within it. It is also reasonable to ask if it is even plausible to believe that country desk officers have the time to handle simultaneously all of the political, economic, and development co-operation issues related to 'their' country, especially since the

management of development co-operation alone involves completing many different tasks in financial management, as well as programme planning and monitoring. These tasks are also very different from the 'routine' tasks of 'ordinary' diplomacy, with which the desk officers may be familiar, which may mean that it takes a new officer more time to work through them in the beginning. After all of this, it begins to seem unbelievable that the overburdened officers could find the time to devote themselves to the strategic planning necessary for forward-looking country programming.

It is very welcome news that the MFA has recently hired more development co-operation advisers, who will be able to concentrate solely on development co-operation; these advisers have also been more systematically integrated into the programming process. Their role in programming should be further clarified and emphasised.

The programming of Finnish development co-operation takes place in Finland, for the most part. Finnish Embassy staff is small in numbers even in those countries that are Finland's primary partners in development co-operation, and staff are not as a rule specialised in development co-operation. The sector advisers are based in Helsinki. This situation may limit development co-operation partnership to the extent that such partnership is based on constant follow-up and a continuous local-level dialogue on policy issues. However, the feedback from Finland's partners in development co-operation, including Namibia, has in the main been positive. Finland has evidently been more able than some other donor countries to listen to the recipient countries, nor has Finland tried to impose Finnish views and Finnish ways upon counterparts. In this sense, a strong presence on the country level might even on occasion prove a disadvantage.

Another problem is that no specific guidelines exist which define the country programming procedures and the roles and responsibilities of the MFA in country programming, in other words, there are no guidelines to aid the MFA Regional Units, desk officers, or the Finnish Embassies in their work of country programming. This may lead to the existing resources not be used as efficiently as they might. For example, in the case of Namibia, the outline for a framework for country co-operation is defined only in the mandates prepared annually for the annual country negotiations on development co-operation. In addition, the Finnish Embassy in Windhoek drafts work plans which have measurable indicators: these work plans also define a strategy for Finnish development co-operation in Namibia, however, the relationship of the work plans (in themselves useful exercises) to development co-operation programming, or to the annual country negotiations mandates, is not clear.

There are no mechanisms in the process of country programming that would ensure that plans for future co-operation are professionally scrutinised by outside experts. The tools available to the Finnish Advisory Board for Relations with the Developing Countries (KESU) for such scrutiny are very limited. In addition, KESU has on various occasions criticised the MFA for the fact that the proposal for the authorisation for development co-operation commitments has been given to KESU too late for it to make any meaningful comments on it. In most cases, KESU simply has not been given enough time for it to be able to properly assess the document, let alone prepare a thorough analysis of it. In some cases, the urgency has been so great that a small working committee within KESU has had to make a statement on its behalf.

Special attention should be paid to training officials in how to handle development co-operation issues. The expertise of the sector advisers could and ought to be used in a systematic manner both in training and in actual programming. Utilising other experts on special occasions during country

programming should also be considered. Another point to be considered might be the creation of sector guidelines which define the major concepts involved, to be used to support country programming. The importance of training personnel to become experts in the field of development co-operation and the problems and issues relating to developing countries, and then allowing these trained personnel to concentrate only on work in this field, without being overburdened with unrelated tasks.

Some of the Finnish civil servants interviewed suggested that the programming process, including the country negotiations, should be supplemented with annual sector negotiations that would focus more on issues of content than on issues of form and procedure. On the other hand, some thought that such sector discussions should only take place if other donor countries could be persuaded to participate. In addition, some of the higher-level Finnish civil servants suggested that Finland should include representatives of a higher rank than is currently the case in the Finnish Delegations participating in the annual country negotiations.

3.5.2 The Quality of Programming and the Need to Improve Strategic Planning

Most of the persons interviewed by the evaluation team appeared to think that the current system of programming was quite good. Many of them also pointed out that the current programming system was a clear improvement over the system used in the 1970s and 1980s, when only project programming took place and there was no country programming at all. Recently, many international development agencies have taken their programming even further and gone on to develop their country assistance strategies that fit individual projects into a larger 'game plan' for policy reform and institutional change, and which are meant to make sure that interventions will be coherent and complement each other (World Bank 1999).

The Finnish MFA has thus far put little emphasis on that type of programming, nor has it emphasised extensive analyses in the sense of carrying out strategic planning in each country/sector which Finland is supporting. In interviews with MFA officials, the justification given for this has been that resources within the MFA, even including the Embassies, are quite limited. It is obvious that, with currently available resources, and without using outside expertise, it would be difficult if not impossible to move towards this arduous type of strategic planning. This is especially the case since Finland has begun to channel development co-operation to more and more countries and more and more sectors, following the new policy principle of 'flexibility'.

It was also mentioned in the interviews that Finnish development co-operation should be based on the policies and strategies each country prepares for itself for its own development. This is in line with the new 'flexibility' policy, under which Finland does not want to tie itself to definite strategies but rather wishes to be able to react quickly to changing circumstances in the developing world. However, a conceptual difference should be made between country strategies and country assistance strategies. There is no doubt that the developing countries should be the masters of their own development, and that they should prepare their own plans with that principle in view. Country assistance strategy is a plan in which the donor spells out how and where it can best assist a partner country to implement the strategy which that country has formulated for itself, or where the donor feels the strategy might be improved or changed. It is then up to the partner country to decide how it will utilise that information. A country assistance strategy could also take into consideration the specific policy objectives of the donor country.

Reference was also made in the interviews to the 1998 OECD-DAC review of Finnish development co-operation, which observes that elaborate country strategies may not be appropriate or even necessary, given the fact that Finland is not the major donor in any country. However, the DAC review also points out that it is important for Finland to use country programming to analyse the specific contributions it intends to make in a given country, and to ensure that these are co-ordinated within the country and sector frameworks of the development partner. This would imply that more emphasis on strategic planning is called for.

Currently the Finnish country assistance strategies are spelled out primarily in the annual country negotiations mandates. At least in the case of Namibia, these mandates are not analyses in the sense that they do not describe the reasons underlying the co-operation, nor the choice of instruments selected, nor do they set objectives for co-operation within a certain timeframe, or explicitly consider the issues of policy coherence or systematically address cross-cutting issues such as gender.

Regarding the mandates prepared for country negotiations with Namibia, for example, the mandates do not clearly state the underlying reasons why, in a given situation, support should be given to a certain sector using certain means. For example, it is not made clear why providing a water supply and primary health care are considered to be the best ways Finland can aid Namibia in combating poverty, or why support to the forestry sector is considered to be the best available way to combat threats to the environment in Namibia. Another problem with the mandates is illustrated by the fact that the issues of increasing commercial investments and trade, and reducing aid dependence as well as poverty, have constantly been on the country negotiations agenda, but in fact very little has been done to use development co-operation to improve the situation in regard to these issues. The annual country negotiations have never covered the ways and means which could be taken to achieve these aims, nor how Finland could support Namibia in reaching them.

The issue of trade is illustrative of the problems involved with the annual country negotiations mandates. Despite being constantly mentioned in the mandates for development co-operation negotiations with Namibia, trade issues have proven to be very difficult to integrate into development co-operation. Within the Finnish MFA, the Department of Trade Policy has not even been interested in commenting on the negotiations mandates, even when it has been requested to do so. Namibia is not yet considered to be of interest as a trading partner; the respective Department has shown a much greater interest in e.g. South Africa.

Since Finland has not yet explicitly spelled out its overall macro-level strategy for development co-operation in Namibia, the substance and quality of the country programme as a whole has depended on individual programme and project planning. The preparatory missions for such planning usual consist of sector specialists, some of whom may have comparatively little experience with developing countries, and who may not have the time or the capacity needed to look into the overall situation and single out what would be the best line of action to take in terms of the whole context of national development. There are also instances of ToRs for such missions that have in fact omitted any reference whatsoever to the overall national context.

The lack of an overall framework for a country programme is reflected in the fact that cross-cutting issues such as gender do not seem to be taken into account in programming in any systematic manner, at least that appears to be the case when reading the protocols issued at the end of the annual bilateral

country negotiations. In the case of gender, in Namibia at least the partner country has both clearly defined gender policies and structures for handling gender issues (Namibia National Gender Policy of 1998; Namibia National Gender Plan of Action for 1998-2003; Namibia National Progress Report on the Implementation of the Beijing Platform for Action), but gender aspects do not seem to have been taken into account in any systematic way in the design, implementation, and evaluation of many of the Finnish-supported development projects. This lack of systematic application of cross-cutting aspects might be one of the side-effects of the relatively relaxed manner in which the MFA has utilised (or not utilised) the services of its own sector advisers. In contrast, the Namibian gender advisers reported during interviews in Windhoek that they were consulted (by the Namibian counterparts) on matters of gender in various development project proposals as a matter of course and general policy.

In general it would appear that there is a need for more discussion of the concepts underlying the objectives and strategies of the Namibian-Finnish country programme for development co-operation. This is especially urgent since Finland has stated that the ten-year period of 1997-2007 will be a transitional phase during which the two countries will move away from the traditional aid relationship to a partnership based on trade, and on political and cultural relations. This statement in itself sets a target for orienting activities and defining strategies.

Written country and sector assistance strategies which have been sufficiently discussed and analysed, might serve as useful guidelines for Finnish MFA and Embassy staff, as well as for Finnish programme and project planning missions. Such strategic guidelines would also aid Finland's partners in co-operation in assessing what type of proposals would best fit within the bilateral development co-operation framework. It is also obvious that the achievements and performance of the country programme could better be assessed if the logic, underlying reasons, and the objectives of the programme were clearly spelled out.

The support channelled through NGOs is not included in the country fame or in the country programme. The MFA has been of the opinion that neither the inclusion of NGOs in the programming, nor the close co-ordination of NGO operations with the bilateral country programme is needed or even desired, since the primary aim here is to respect the independence of the NGOs. The work of the Finnish NGOs in developing countries is of two distinct types: Finnish NGOs support the work of local NGOs in two areas, improving the living standards of the local population, and strengthening the local civil society. Finnish NGOs work directly with local NGOs. Co-ordination of development co-operation or even joint programming of the first type of NGO support, i.e. that for improving living standards, might be considered. This could lead to a synergy of Finnish bilateral and NGO support, with each complementing the other. The MFA could learn from the NGO experiences and vice-versa, which might also introduce some new ideas into bilateral development co-operation. In the interviews conducted by the evaluation team in Namibia, some of the NGO representatives referred to joint negotiations organised by the Swedish SIDA, which included representatives from the NGOs as well as the usual government representatives. The NGOs had found this to be a positive experience in terms of creating better partnerships by increasing the involvement of the NGOs in development co-operation. The MFA may want to follow SIDA's lead in this area.

3.5.3 Questions of Namibian Capacity

According to current thinking on development and development interventions (World Bank 1998a), development aid can only be effective in a stable political environment, where society is able to make

agreements on common development policies. In addition to agreeing on policy, a country needs to have capable institutions to turn policy into action. In regard to ownership and sustainability, nationally made policies and strategies should be the starting points for foreign aid. In addition, aid should be channelled through national institutions, rather than relying on separate individual project organisations and foreign experts.

At the beginning of Namibian-Finnish development co-operation, the newly independent Namibia was still in the process of defining its policies for development. However, most donors, including Finland, were anxious to begin their programmes, although no proper assessment could be made at that time of the capacity of the Namibian institutions to define policies, make plans, and/or implement programmes. Nor did country programming in the early years necessarily take note of any existing lack of policies or absence of a proper institutional setting in a given sector.

Finland was most probably correct to begin development co-operation while waiting until Namibia could develop policy of its own, but problems created as a result still remain to some extent. There are still problems of Namibian capacity to plan receipts of resources, promote the co-ordination of all development co-operation, and ensure efficient, effective, and regular implementation of programmes and projects. However, there are clear signs of improvement. One important, positive sign is that collection and collation of statistics by UNDP and the Namibian authorities have been harmonised to make them comparable.

4. Evaluation of Namibian-Finnish Development Co-operation by Sectors

4.1 Past Co-operation in Sectors with No Current Activity

Annex 5 includes an overview of projects in Namibia which have had Finnish support. This information should be approached cautiously, with the need to update it firmly in mind. However, the information in Annex 5 is readily available in an easily comprehensible format, and presents a clear background picture to serve as a baseline. The information collected from past projects through oral interviews is uneven and not easily comparable, due to various factors, including: the authors of the different documents available used different methods to collect data; different sectors use different terminology and have their own jargon; and different projects were carried out under different circumstances in different periods.

Namibia and Finland first selected education as one of the primary sectors for development co-operation, with the other three primary sectors being water, health, and forestry. The economic recession in Finland in the first half of the 1990s forced education to be dropped from the agenda. This was the price that had to be paid in order to keep Finland's presence in Namibia in the other sectors intact. The aim of including education as a sector of official Namibian-Finnish co-operation was understandable in light of the long-standing Finnish NGO activities in Namibia in this sector. If the work of the Finnish Christian Missionary Society (SLS) in Ovamboland is taken as the starting point of Namibian-Finnish co-operation in education, then there have been bilateral activities in this sector for over a century. Cancellation of official development in education was a painful decision to take and was considered a serious loss. One positive outcome however was that the decision to drop education restrained the Finnish presence in Namibia to fewer sectors, which could thus be better supported and managed.

At Namibia's independence, the idea was put forward that Finland should support development co-operation to promote mining, through the indirect measures of geological surveys and map making. The primary organisations responsible for this co-operation were the Namibian Geological Research Institute (NGRI) and the Finnish Geological Institute (GTL). The ministry in charge of mining in Namibia also played a key role. This co-operation was able to build on the existing personal relationships between Namibians who had studied or worked in Finland and the Finnish experts and Finnish organisations they had come into contact with. As soon as the initial phase of this co-operation was completed, the project was extended. At first, it proceeded slowly. In the interviews carried out by the evaluation team, it was occasionally mentioned that at first there had been gaps in the knowledge and skills of both the Namibians and the Finns. However, in the end, first rate, high quality geological maps of Namibia were in fact produced.

4.2 Health

Health has been the foremost sector of Finnish development co-operation with Namibia in terms of finance. Total Finnish outlays in this sector in 1989-1999 amount to almost FIM 190 Million, or N$ 210 Million, utilising the exchange rates prevailing during those years.

The Engela Area Integrated Health Care Project

In 1991 Namibia and Finland made a joint decision on a development project in the health sector which would receive Finnish support: activities in this sector commenced in 1992 in Engela in north-western Namibia. The overall aim of this project was to promote the health of the local people: to this end the project was designed with two main components, the construction of a new Engela District Hospital and the strengthening of health care management. After a project plan had been prepared, the Namibian authorities expressed their preference for diverting the majority of the resources set aside for this project, to come to some FIM 40 Million, would be used to fund the restoration of the existing Engela Hospital over a 3-4 year period. A health education component was also added at this point.

The positive aspect of this new project design was that it was recipient-driven, but the negative aspect was that Finland felt reluctant to be led into supporting the renovation of concrete infrastructures. Two years after the project began, an interim review returned positive evaluations, and the mid-term review of July 1995 further reported that the general efficiency and effectiveness of project implementation had been good, and that administration and management had been carried out well. The activities of this project were in harmony with the then recently defined Namibian health policy, with its emphasis upon primary care.

The Health and Social Sector Support Programme (HSSSP)

The Health and Social Sector Support Programme (HSSSP) was begun with Finnish support in 1995. In part, it built upon the Engela project. The new programme had the primary objective of improving the status of the health of the Namibian people through improved implementation of primary health care activities and improved management capacity at the central, regional, and district levels. The programme was very extensive, combining both the health and the social sectors, and was the first of

its kind to be supported by Finland. The project has also aided the Namibians in developing a social welfare policy, and strengthened the planning capacity of the Ministry of Health and Welfare, as it was then. Health care clinics were constructed as part of the project, and the blood donation and transfusion services were strengthened and supported. Project activities also included preliminary work on training of personnel to use and maintain health care technology, and preliminary work on the drawing up of a Namibian policy on mental health. During the project, Namibia established the Namibian National Health Training Centre at Windhoek for training personnel in health and social services. This Centre serves several countries in southern Africa.

According to the interviews conducted for the evaluation of this project both in Namibia and in Finland, there was almost complete agreement that this project had been very successful. Some of the Finnish personnel interviewed would have liked more emphasis on HIV/AIDS prevention included in the programme, but this was the only complaint, and as such very mild.

Continuation of the HSSSP

On 30 December 1999, representatives of Namibia and Finland signed an agreement for a four-year continuation of the HSSSP. The total budget for continuation is ND 62.5 Million, of which Finland will cover 52 million and Namibia 10.5 million. This continuation aims at improving efficiency and the implementation of core health and social welfare services in seven Namibian regions. The revised programme has six main components:

A. Strengthening health management teams in the target regions
B. Strengthening the reorganised Ministry of Health and Social Services (MoHSS) by supporting their system of training and in-service training
C. Strengthening the Directorate of Social services, by helping to improve management and delivery of services
D. Supporting the Directorate of Planning and Human Resource Development at the MoHSS, by helping it improve its policy, planning, and management capacities
E. Supporting an Equipment Management Programme in health care technology
F. Supporting a Mental Health Programme by helping to improve management systems and mental health case management

4.3 Forestry

The Directorate of Forestry (DOF) in the Namibian Ministry of Agriculture, Water, and Rural Development (MAWR) was established at the time of Namibia's Independence. Currently the DOF is part of the Ministry of the Environment and Tourism (MET). (Namibian and Finland: Mid-Term Review. 1999) Since 1991, Namibian-Finnish development co-operation in the forestry sector has been channelled through the DOF. Assistance in the forestry sector began with the posting of Finnish forestry advisers to the DOF. This was followed in 1992 by activities which included a review of Namibian forestry policy. Since 1992, Finland has been engaged in development co-operation in the training of workers and personnel in the forestry sector. In 1996, co-operation in this sector included helping to prepare the Namibian Forestry Strategic Plan, and the start of a forest fire management project in Caprivi.

The Namibia-Finland Forestry Programme (NFFP) began in 1997: this is an umbrella project with several aspects, including environmental protection and community capacity building.

The NFFP began with four main components:

A. Capacity building for forestry in the public sector, including institution development, preparation of a national forest inventory, and training in forestry in an agricultural college
B. Community level forestry management
C. Environmental forestry
D. Integrated forest fire management.

The mid-term evaluation of the NFFP took place only 16 months after its start-up. The evaluators found the project to be well in line with its performance criteria, with the exception of a rather slow start and some problems in the cost-efficiency of turning some of its resources into results. The evaluators would have preferred the programme to have performed better in the areas of:

A. The promotion of equality and human rights
B. The promotion of democracy and good governance
C. The fit of the project within the local socio-cultural contexts
D. The optimal participation of both men and women (gender issues).

The evaluators felt sure that the then pending gender analysis would remedy the problems with gender issues. To solve problems with the socio-cultural fit, the evaluators proposed that experts in socio-economic problems, or in social anthropology, should be consulted. Regarding the problems of the promotion of equality and human rights, democracy and good governance, the evaluators were less sanguine, and felt that it would take time and constant emphasis on empowerment to achieve results.

4.4 Water

The Ohangwena Water Supply and Sanitation Project (WSSPOR) The Ohangwena Water Supply and Sanitation Project (WSSPOR) first took form in early 1992, and was based on a proposal for improving rural living conditions in what had traditionally been known as the Owamboland, and which had been a war zone for 15 years. The long-term contacts of Finnish Christian missionaries in the area meant that Finland had a very good knowledge of the region. Ohangwena region is vulnerable to drought and resulting, repeated water shortages. Project preparation was through GoN and GoF co-operation, and emphasised sustainable technologies and approaches, community involvement, and institutional and human resources development. The project was co-ordinated with GoN polices to secure a safe and sufficient water supply and proper sanitation for the rural population of the project area. The project objectives were in harmony with related objectives of the GoN to enhance health, raise the standard of living, and provide economic opportunities for the local population. The four original, immediate objectives of the project were:

1. to mobilise the communities concerned
2. to promote increased involvement on all levels for providing a safe and adequate water supply and good sanitation
3. to nurture income-generating activities. In 1994 the project supervisory board amended these objectives to the following four:

   1) community development
   2) capacity building
   3) planning and design of a water supply and good sanitation
   4) project staff capacity development.

The evaluators making the 1995 midterm review were disappointed at the scant results achieved despite the long time and the substantial funds spent, and the human and material resources provided. The evaluators concluded that project activities had not been as efficient as they might have been. The approaches of sustainability and project continuation came into question, and the evaluators found that the project had been operating in a protected, donor-supported environment with no regular, reliable support from the Directorate of Water Supply in the Cuvelai Region.

The Community Water Supply Management Support Programme (CWMSP) The Community Water Supply Management Support Programme (CWMSP) is being implemented in two phases, between 1997 - 2001. The first phase, analysis and planning, was carried out in 1997-1998. The implementation phase (Phase II) began in 1998 and will run until 2001. The CWMSP was established in co-operation between the Namibian Directorate of Water Management and Supply (DRWS) and the GoF, and is intended to support building management capacity at the DRWS and its regional offices. The programme is intimately tied to the Namibian policies of decentralisation in the water supply sector. The CWMSP also supports the GoN policy of the community-based management of water supply. (Namibia DWA 1999a) The CWSMP has the overall objective of promoting the sustainable supply of safe water in rural communities in Namibia. It has been ensured that there is full integration of the CWSMP long-term objectives with the objectives of the DRWS. Phase II implementation includes enabling the DRWS Head Office, and its Regional Offices, to manage the supply of water to communities on communal land. Phase II should also build the capacity of the rural communities concerned, so that they may take over the management of the water supply infrastructure, and its development, when the programme comes to completion. Since Phase II is still on-going, it cannot as yet be evaluated from the point of view of programming in Namibian-Finnish development co-operation. However, the community-based management objective certainly falls under the Finnish emphases on democracy, equality, human rights and good governance, and is in line with Finnish support to the Namibian decentralisation programme.

4.5 The Namibian Ministry of Finance (NMoF)

Various donors have supported Namibian management of public finance. In 1997, the Namibian Minister of Finance made an official visit to Sweden and Finland. At that time Sweden already had a senior adviser posted at the Namibian Ministry of Finance (NMoF). The Namibian Minister of Finance enquired into the possibility of Finnish support for capacity building in the NMoF. In November of that same year (1997), the Finnish MFA approved a mission to be sent to Namibia to study this proposal. The resulting mission report focused on enhancement of the treasury function of the NMoF.

They suggested a project for improving co-ordination between fiscal policy and budgeting, improving the system of budget nomenclatures, decentralising financial management by enhancing this function in the line ministries, strengthening budgetary discipline, and improving existing accounting systems. The project was subsequently implemented through the use of short missions by Finnish MoF (FMoF) experts to the NMoF. The projected was targeted for extension and was still on-going in early 2000. The NMoF project arose ad hoc outside the regular, long-term programming of Namibian-Finnish development co-operation. Although the MFA has placed it in the category of 'poverty alleviation' projects, it should more properly be classified as a 'general capacity building' project within the Namibian central government. However, the project is concentrating on chronic problems in financial management within the GoN, problems also described by Melber et al. (1994). The NMoF project may receive a new thrust following the proposal of the Namibian National Planning Commission (NPC) to Finland for future co-operation in enhancing Namibian national planning, under a project co-ordinating umbrella provided by the EU delegation in Windhoek. Should this project materialise, the current, Finnish-supported project at NMoF, conceivably with additional Finnish support to the NPC, promises real advantages of synergy and real possibilities of alleviating the chronic problems arising from a lack of co-ordination between the NPC and the MoF.

4.6 Environment

Since the beginning of Namibian-Finnish development co-operation, Finland has been willing to support activities in the environment sector in Namibia. At the initial country negotiations following Independence, however, Namibia presented no proposals in this area, and Finland did not want to push environment sector projects on to the agenda without such projects arising from Namibian proposals. Later on in Namibian-Finnish relations, such projects began to be proposed and implemented.

Information and Communication Service for Sustainable Development in Namibia At the EU Development Council meeting in December 1995, the Finnish Minister of Development Co-operation, who also held the Cabinet portfolio of the Minister of the Environment, launched an initiative to consolidate operational co-ordination of the development co-operation of the EC and the Member States from the perspective of environmental sustainability. Based on this initiative, a proposal was drawn up for a pilot scheme on developing co-ordination mechanisms for ensuring the environmental sustainability of development co-operation activities. The MFA sent out proposals based on the above initiative to the primary co-operation partners in Finnish development co-operation, and Namibia was the only one to respond. The original proposal was further discussed in the annual country negotiations held in 1996. The result was a joint decision to prepare a project which would suit the respective Namibian policies, and those projects already underway in that area. Subsequently a four-year project began in 1997. This project builds upon the presupposition that one of the biggest problems in environmental decision-making in Namibia is the lack of easily available, up-to-date, reliable data on the Namibian environment. Consequently, the project's first aim was to establish an effective state-of-the-environment information system, which involved establishing a functional environmental monitoring system, training skilled personnel to manage that system, and the creation of effective communication channels for the dissemination and use of the information on the environment which the system collects. The midterm evaluation report (1999) for this project concluded that the project is highly relevant, considering the Namibian environmental priorities and the need for capacity building in this

sector. However, in terms of programming, the peculiar way in which the project arose is illustrative of the ad hoc manner of programming of Finnish development co-operation with Namibia.

Bush Encroachment Management Programme (BEMP) Recently Namibia proposed another environment sector project as a candidate for support from Finland, a project on bush encroachment, based on the Namibian policy for fighting desertification. This project is not yet at a stage where it could be evaluated from the viewpoint of the programming of Namibian-Finish development co-operation. Thus far we have only the Namibian initiative and the positive Finnish response to that initiative. The project target is undoubtedly one of Namibia's key environmental problems, but if Finland agrees to support it, that will increase Finland's presence in Namibian development co-operation at a time when Finland is considering rather phasing down or withdrawing from certain sectors of development co-operation in Namibia. In any case, attention needs to be drawn to the need to ensure that any expertise made available for this project is of the highest quality available.

Strategic Planning of Development Co-operation in the Environment Sector There have been long been circumstances which speak for strategic planning of aid interventions in the environment sector. Since the beginning of Namibian-Finnish development co-operation at Namibian Independence, Finland has constantly proposed co-operation in strategic planning in this sector. Furthermore, the Namibian institutions, policies, and legislation for development in the environment sector, and for support for that sector through development co-operation, have been in place for almost a decade. After Namibia achieved Independence, the Ministry of Wildlife, Conservation, and Tourism was created; it is now the Ministry of the Environment and Tourism (MoET). There are four Directorates within this Ministry: Environmental Affairs, Resorts, Forestry, and Resource Management. Namibian environmental policies began to emerge in the early 1990s, and in 1992 Namibia's first Green Plan was drafted and presented at the Rio Conference. On the basis of this Green Plan, a 12 Point Plan for Integrated and Sustainable Environmental Management was drawn up, which sets for the priorities on actions to be taken to enhance sustainable development in Namibia. Further, Namibia's First National Development Plan also addresses Namibia's environmental priorities. The Namibian MoET has also prepared several sub-sector policy papers on such topics as: fighting desertification, land use planning, biodiversity and habitat protection, community-based tourism, wildlife management, and national park management. There is also specific legislation on the environment. The lack of strategic planning of Finnish assistance to Namibia in the environment sector has resulted in the existence of separate projects dealing with the environment but having little else in common. There simply is no programming or programming support in this sector. Fortunately, Finnish-supported projects are also at work to improve and build the institutional capacity of the Namibian MoET. In terms of volume, most of the Finnish support in the environment sector goes to forestry.

4.7 Support to the Decentralisation Programme

In 1998 the GoN decided upon a decentralisation programme. Finland reciprocated by agreeing with the GoN on GoF support for carrying out this programme. The first project in this area started-up in 1999. In programming, there has been co-ordination between the different donors that are providing support for related activities in different regions. Depending on the results of the first phase of the on-going project, it will continue and perhaps be extended, and other projects may follow. The GoN decentralisation programme is of relevance to many other programmes in different sectors, including programmes with Finnish support. Such programmes include the forestry programme and the water

sector programme, with their emphasis on community based management and capacity building. (Kangas 1999; Plancenter 1999a, 1999b)

4.8 Democracy Fund, Culture Fund, Small Projects Fund

According to Finland's Policy Statement on Relations with Developing Countries (15 October 1998), promotion of global security, along with promotion of human rights and democracy, are two of the five major aims of Finland's overall development policy. Some of the measures mentioned as promoting global security are: providing support for political and economic institutions, supporting the civil society, and preventing conflicts. As part of implementing these measures, the Finnish Embassy in Windhoek independently administers three small funds for development co-operation in Namibia: the Democracy Fund, Culture Fund, and Small Projects Fund. A number of relatively small-scale projects have been supported with resources from these funds, and have had great visibility in Namibia and appear to be appreciated by the benefiting organisations. However, there are a number of observations that should be made about their use: Firstly, the purpose to which these funds are put is very much dependent on the personal preferences of the Embassy staff, including the Ambassador, rather than being chosen on the basis of strategic planning. As Embassy staff changes at regular intervals, it is difficult to guarantee the continuity of these somewhat ad hoc projects. Secondly, the funds for e.g. culture are not subject to the normal programming procedures; and while the MFA does have an adviser for cultural issues, her expertise has not been used in the programming. This also seems to apply to the funds for human rights purposes.

4.9. Summary

Overall, the approaches taken to programming of development co-operation by Finland have been very variable. In many areas, an ad hoc approach was taken, sometimes because there were no official channels in operation at the time.

There have been Finnish projects, for example in the health sector, that have been able to rely upon institutions with a reasonably sufficient capacity to act as counterparts. In Namibia, after the first few years of Finnish-funded development co-operation projects, institution and capacity building measures were added to the list of activities for the projects, to aid in dealing with the difficulties that came up in project implementation. At a later stage, enhancement of the overall administrative capacity of Namibia, not just in Windhoek but also at the regional and local levels, became a new addition to the agenda of co-operation.

In the case of the forestry sector, Finnish influence on Namibian forestry policies and institutions can be expected to have been notable, albeit this influence was to some extent unintended. Namibian-Finnish co-operation in this sector has involved, for example, support to Namibia in the making of a forest inventory and the drawing up of a national forestry strategy. It can be questioned how responsive the Finnish partners, including the implementing organisations and experts, were in the beginning to different ways of thinking about forestry, such as the idea of forestry as part of a community-based system of natural resources management, or forestry as part of rural development. Both of these two approaches just mentioned appear particularly promising in a country such as Namibia. It is true that the Finnish-supported forestry programme came to incorporate community-

based approaches in the latter half of the 1990s, and that these approaches have been encouraged in that the now form the basis of Namibia's official environmental policies.

The programming of aid to the environmental sector shows evidence of an ad hoc approach. Finland was evidently right to wait for the Namibians to formulate their environmental policies and action plans and to present their proposals in this sector. However, once the policies and plans were there, they should have formed the basis and the framework for planning Finnish support to the environmental sector. Instead, it would seem that projects emerged without first having made a thorough assessment of the priorities of the Namibian environmental policies. This has led to a programme which consists of individual, rather separate projects, with few connections or any evidence of a unifying theme.

There is also an ad hoc approach in the sector of democracy, equality, human rights and good governance. This is probably the result of Finland's wish to begin development co-operation in these areas as soon as possible, despite the fact that Namibia still has no clear policies or actin plans for activities in this sector. Although Finland is evidently correct in waiting for these policies and plans to emerge, there is evidence to suggest that a more proactive approach, by opening discussions and helping to generate knowledge, could have been taken toward creating overall policies and programmes.

Democracy, equality, human rights, and good governance are such new topics in bilateral development co-operation that no one, including Finland has had much experience in how best to target support to accomplish the best results. This lack of experience has resulted in a group of rather small and fragmented projects in Namibia, including support to the local NGOs. An analysis should be carried out to determine if separate programmes or projects in this sector are indeed needed, or should the issues at stake be present as cross-cutting issues integrated into all programmes receiving Finnish support.

5. Conclusions

5.1 Efficiency, Effectiveness, Relevance, And Sustainability in Namibian-Finnish development co-operation

5.1.1 Efficiency

Administrative efficiency

The Ministry for Foreign Affairs (MFA) has been able to provide country mandates for the use of the Finnish Delegations and other participants in the bilateral negotiations. Annual and midterm negotiations and the project meetings that precede them have indeed taken place. Documentation has been prepared, minutes drawn up and signed, and protocols issued. During the years covered by the present evaluation, only once have the annual negotiations taken place later than had become the common practice.

The country programming has not been efficient in all respects. Some potentially relevant themes have been taken up by one partner or the other, but have gradually disappeared with no visible consequences. Some projects and programmes have thus not arisen from programming but have appeared ad hoc: it should be noted that this practice does preserve a certain flexibility in meeting rapidly changing circumstances, and nurtures the authority of ministers involved in bilateral interaction.

Cost efficiency

Finnish development co-operation with Namibia is divided into several sectors, programmes, and projects. It is not the case that Finland is present in Namibia in too few sectors or too few projects, but on the contrary appears to have a few too many in too many sectors. It is not within the scope of the present evaluation to suggest which sectors or projects have been left out which should have been included, or which should be eliminated. One of the problems here may be the very scarce administrative resources which the evaluation team has noticed in both Finnish MFA headquarters in Helsinki and in the Finnish Embassy in Windhoek. The team also noticed that routine tasks overburden both MFA headquarters and Embassy staff, to the extent that proper programming is difficult to achieve. Proper programming will result only if this burden is relieved: it is of course up to the MFA to decide if and how this could/should be done.

Promotion of efficiency through indirect means

Democracy, equality, human rights, and good governance have an intrinsic value of their own. However, there are also ways of indirectly promoting efficiency by applying these values, and insisting upon solid institutions and stable circumstances. The community based approaches now being emphasised in development co-operation with Finnish support also have an intrinsic value, and they, too, can be used to indirectly promote efficiency in a similar manner.

5.1.2 Effectiveness

Achieving objectives

There are gaps in the Namibian systems of monitoring social and economic policy-making. This makes it difficult to determine if the country's policies, whether they are carried out in co-operation with donors such as Finland or not, have achieved their overall objectives. In Namibia, the only sector in which there is systematic monitoring is growth in GDP; here it can be said with certainty that the policy objectives for growth in GDP have not been achieved in recent years.

Controlling for side effects

It is impossible to avoid side effects in development co-operation, that is, the unforeseen consequences of an intervention. All development co-operation must take place between at least two counterparts, which inevitably leads to the formation of ties between given donors and given ministries in the recipient countries. There is a constant need to monitor these ties, however common and unavoidable they may be, to ensure that they will not lead to unnecessary extension of the duration of projects or postpone the exit of a donor from a country, or be used to promote certain countries over others

because certain persons feel that better value can be obtained for development aid donated to that recipient.

There are compelling reasons for monitoring continual for the side effects of Finnish development co-operation in Namibia. There is the observed, weak, budget discipline in the GoN. There is the long-standing practice of bypassing the Namibian official public financial management system: Finland is not the only donor to do this. Such bypassing has at times been necessary because the Namibian system was either not available or weaknesses in the system have meant that tracking of development resources was difficult or impossible. However, Namibia should take over control of her national development in all areas, including the national financial management of development co-operation contributions. The evaluation team sees promising signs that current Namibian-Finnish co-operation in this area may work effectively to relieve this very serious problem.

Aid dependency is a common side effect of development co-operation. In Namibia, it is the conventional wisdom that the small proportion of development co-operation as a share of GDP would keep Namibia from becoming aid-dependent. However, the proportion of development co-operation as a share of total Namibian public expenditure is twice that of its share of GDP. The GoN also commits its own resources to the same ends and for the same purposes as the donors, which further increases the risk of dependency. A certain complacency, and the expectation of the continuous availability of outside resources has had a definite impact on the planning horizon of the recipient. Additionally, the proportion of outside resources is much higher than the proportion of Namibian public expenditure, when seen as a share of total expenditure in key sectors of development co-operation. It follows that there is a constant need in Namibia, despite conventional wisdom, to monitor the situation to avoid the risk of excessive aid dependency.

5.1.3 The Relevance of Needs and Policies

The current report is that for an evaluation of the programming of Namibian-Finnish development co-operation, with the emphasis on Finnish procedures and how they could be improved. Thus, the neither the report nor the evaluation can directly address the rationales underlying development co-operation in relation to the expressed needs of the Namibians. However, it is justified for the present evaluation to bring up the question of whether needs satisfaction is the only concern in discussing the relevance of aid. It is a commonplace that the scope and volume of human needs are unlimited. Fortunately there are alternative strategies to direct intervention that can be used to improve needs satisfaction indirectly, such as building capacity, strengthening institutions, training individuals and developing communities. Concern with democracy, equality, human rights and good governance in all activities also contributes indirectly to improved needs satisfaction.

Regarding policy relevance, it can be said that programming of Namibian-Finnish development co-operation has taken into account the overall principles and goals of development co-operation policy. Finnish support has been channelled to priority areas, such as poverty reduction, environmental protection, and democracy, good governance and human rights. In addition, it can also be said that most of the programmes or projects receiving support from Finland are in line with Namibian national development policies. However, it is sometimes difficult to understand why certain instruments have been selected in order to meet very general policy objectives.

5.1.4 Sustainability

Fiscal sustainability Some aspects of Namibian-Finnish development co-operation are problematic from the viewpoint of fiscal sustainability. The problems are the result of lax Namibian budget discipline, the limited capacity of the National Planning Commission (NPC), the need to improve co-ordination between the Namibian Ministry of Finance (MoF) and the NPC, and the direct links of Namibian line ministries with donors which bypass official systems. Finland has also been forced on occasion to bypass the low carrying capacity of official Namibian financial management systems in directing aid flows. However, the present report includes observations that indicate that the currently on-going, Finnish supported project at the Namibian MoF, and probable future Finnish support to the NPC, will help Namibia increase fiscal sustainability.

Ecological sustainability The present report presents an evaluation of country programming, particularly Namibian-Finnish country programming, of development co-operation. Country programming as such has no direct effects on ecological sustainability that could be evaluated within the scope of this report.

Social sustainability Finnish development co-operation with Namibia has improved in social sustainability over the years. Community-based approaches now provide the main thrust in several projects and programmes. Social sustainability also receives support from all projects and programmes that enhance democracy, equality, human rights and good governance.

5.2 Namibian-Finnish Partnership: Capacity and Ownership

Upon achieving Independence, acute needs to strengthen Namibian capacity were very evident in every sector. Independence had been won only after a decades long war waged by forces that became the eventual leaders of the new country: these leaders were more experienced in military than civil administration. Although they had handled aspects of civilian administration, administering an entire country presented new and different challenges. At Independence, many capacity gaps were avoided or filled by appointing people who had formerly held expert positions under the old regime, but who had not played a political role that would have precluded their continuing in the service of the Government of Namibia. Namibia has also been fortunate in preserving many aspects of a multi-ethnic society, which has contributed to maintaining and increasing capacity in many areas.

A particular strength in Namibian-Finnish development co-operation has been the possibility to rely in many cases upon strong personal relationships and the trust that had been built up over decades, and in the case of positive Christian missionary activities such as the missionary schools, over more than a century, of interaction. A further strength was obtained from the historical fact than Finland has never been a colonial power and had in fact won her own independence from just such a colonial power. Thus Finland carried none of the baggage former powers have when trying to pursue intervention, even in the positive form of development co-operation, in their former colonies. The long history of Namibian-Finnish relationships on an equal basis, as partners, provided an almost unique background to serve as the foundation for engaging in development co-operation. This unique background, while positive in almost all aspects, nonetheless makes it very difficult to make generalisations from the Namibian-Finnish experiences which would be applicable to the relationships between Finland and other partners in development co-operation.

In an analysis of the potentials for partnership and ownership in Namibian-Finnish development co-operation, the main limiting factor would appear to be the limited number of actual decision-makers both in Finland and in Namibia. In Finland, at least, the number of people who are de facto making the decisions as to the sectors and projects to be supported in Namibia is very small, limited to just a handful of civil servants in the higher echelons. Persons such as the advisers working within the MFA, who might reasonably be expected to have some useful expertise, are not consulted in any systematic way regarding the projects in their respective fields. The decision-making process is, overall, very much civil-servant led.

Similarly, in Namibia it also appears that the number of people with any real influence on the programming process is very limited and consists of upper-level civil servants. Many Namibian NGOs do not see themselves as being in a position to have any real influence on the decisions made as to which sectors are to be funded by the donors, nor are they consulted as to the contents and design of actual projects. It is also unclear to what extent the Namibian administration at the regional level is involved in decision-making or is consulted regarding the projects and programmes in development co-operation.

In Finland, the Advisory Board for Relations with Developing Countries (KESU) does not feel that it has any real possibility to influence the development co-operation programming process. On the other hand, the Finnish Parliamentary Committee for Foreign Relations (*Ulkoasiainvaliokunta*) does have real influence on decisions during the annual discussions of the multi-year budgetary allocation commitments (*sitoumusvaltuudet*). The Foreign Relations Committee actively follows such issues as the human rights situation in various countries. Regarding Finnish NGOs, although some may be consulted, some also do not feel that their expertise is fully taken into account when decisions are being made within the MFA.

Finnish technical expertise was at first overwhelming in many of the development co-operation sectors. However, there are also sectors, such as mining, in which Namibia has undeniably been the stronger partner from the outset. Namibia is a very heterogeneous country, with consequently large differences in capacity in different sectors and different geographical divisions of the large land area covered by the country. Any analysis of improvements in Namibian capacity, over the ten years of development co-operation with Finland since Namibian Independence, should really be carried out sector by sector, and region by region: this would make it a matter for a completely separate report and very much beyond the scope of the present evaluation.

It is difficult to state with certainty which are the aspects where Namibia has been slow to upgrade capacity. However, there are clearly problem areas. The position of the National Planning Commission (NPC), for one, has been somewhat uneasy. There also continues to be a need to improve capacity through making considerable improvements in co-ordination between the NPC and the Namibian MoF. In the domain of the MoF, there continues to be a need to enhance capacity in the field of financial management, and that of economic and fiscal policy-making, to ensure strict budgetary discipline and consequent improved manageability of public finances, which is a prerequisite and a presupposition for rational pursuit of national development policies.

Finnish capacity to engage in development co-operation with Namibia has been generally good. However, this might be because Namibian-Finnish development co-operation is a special case, almost

unique, thanks to the long history of Namibian-Finnish relationships and the fact that Namibia has a relatively small population. These are factors which combine to make it relatively easy for even a small country like Finland to find sufficient capacity for engaging in development co-operation in Namibia.

There are also examples of improvements made in Finnish capacity with respect to Namibia during the decade of Namibian-Finnish development co-operation. Finland has tried to gradually introduce re-allocation of its support toward fields where the value for money is higher than in some other fields. For example, there has been a lack of enthusiasm for allocating large sums for the construction of service infrastructures, although that has also taken place. Further, the current emphasis in support donated by Finland is on democracy, equality, human rights and good governance, which could be seen as arising from a concern for improving the quality of life and the value of individuals, along with ensuring other basic human rights, but this emphasis is also related to other issues. It is hoped that such an emphasis will result in a functional, stable society in Namibia: such a society, in turn, is one of the prerequisites for stable, manageable, economic, fiscal, commercial, and social development in any country. Such a society would help Namibia to achieve her proper place in global society and world trade.

The special, almost unique features of the Namibian-Finnish relationship, including the long historical antecedents, have contributed to a high degree of Namibian ownership in many of the projects and programmes. However, these special features have also imposed certain limitations on the benefits arising out of ownership. The owners cannot always - in Namibia or anywhere else - the majority of the general population: owners are typically either the people living in the regions or communities directly affected by the projects and programmes, or specific individuals singled out by the criteria of the given sector programme. Moreover, the owners also include those Namibians in positions of influence who have had personal relationships of trust with Finland and with individual Finns. In numerous cases, such personal relationships have been instrumental in the increase in numbers of projects and programmes, as well as for the success of certain projects. At this point in time it would be well to consider how Finnish development co-operation contributions could be used to also enhance the lives and living conditions of those Namibians who have never had any ties with Finnish Christian missionaries in the former Ovamboland, or with Finland or Finns during the long struggle leading to Independence, and who have never had the opportunity to visit, live, work, or study in Finland or participate in development co-operation supported by Finland.

One possibility for improving the shape and direction of ownership in Namibian-Finnish development co-operation would be to strengthen the role of the NGOs. The first step in doing this would be, as has been suggested earlier in this report, to ensure that support channelled through NGOs from Finland is better integrated with support to the Namibian public sector.

Second, as has also been suggested earlier, it might be a good idea to admit NGO representatives to the annual country negotiations to further improve the integration, co-ordination, and harmonisation of development measures carried out by all of the various stakeholders.

5.3 Developing Donor Co-ordination and Namibia's Own Aid Co-ordination

Previous chapters of this report have indicated some of the constraints resulting from the general framework of the decolonisation process in Namibia. Keeping in mind that the Republic of Namibia has only been a Republic for a decade, it should come as no surprise that efficient and effective operating procedures and systems are having growing pains. This is true for the process of institutionalising effective mechanisms for Namibia's own development co-ordination, as well as for the initially somewhat sporadic and unsystematic efforts of the enthusiastic 'do-gooders', i.e. donor agencies, that rushed in during the early years without really thinking things through. They were initially very keen to enter into development co-operation, even to the extent of competing among themselves at times for the best access to the most promising projects. Internal collaboration and communication were more the exception than the rule. This made Namibia's task of co-ordinating, administering, and managing a wide variety of external inputs even more difficult, and reduced the chances of finding opportunities of maximising material inputs in certain priority sectors.

There comes a time in every relationship, however, when the honeymoon is over, and relations require an adjustment to 'business as usual' to justify continued involvement and support. In Namibia, this point was obviously reached when both the recipient and the donor countries began to reconsider basic essentials and to define their interaction on a more systematic and practical basis. An NPC document of August 1996 was already observing that donor agencies "are carrying out their own monitoring and evaluation activities on donor funded programmes and projects...to ensure...that their resources are being put to good use." This same document concludes that "the current monitoring system being practised is a cause of concern" (NPC 1996, p. 2).

The Action Plan of the NPC for the fiscal year 1998/1999, as a consequence of this more mature attitude, identified and emphasised the finalisation of a Development Co-operation and Debt Management Policy, for which a draft framework subsequently appeared. The Action Plan argues for the introduction of an appropriate aid policy since this "will not only serve as an effective government management tool, but will also satisfy expectations and the requirements of both donor countries and beneficiaries. A comprehensive aid co-ordination and management policy will provide for accountability, transparency, and effective utilisation of scarce resources." (NPC 1999, p. vii)

The 1998/1999 Action Plan also advocated a combined aid co-ordination and debt management approach and identified several key economic policy institutions as stakeholders in joint efforts in enhancing efficiency. These stakeholders include but are not limited to: The Namibian MoF, the NPC, the GoN, and the Office of the Attorney General. To ensure this combined approach works to increase efficiency, the Action Plan goes on to recommend that the Cabinet should be supported in an advisory capacity by an Inter-Agency Commission/Council on Development Co-operation and Debt Management Policy, regularly assisted by an Advisory Committee on Development Co-operation and Debt Management. (NPC 1999)

Such an initiative is certainly a constructive step in the right direction. It complements the parallel efforts being made within the various donor communities (in particular the UN agencies and the EU Member States) to co-operate more closely and more regularly, with the aim of improving efficiency in terms of external support to the decolonisation of Namibian society. A successful implementation

of such goals, aiming also at closer interaction between donors and recipient, would ultimately benefit all stakeholders.

5.4 Direct Recommendations of the Evaluation Team

This evaluation has produced two types of recommendations: those below concern improving programming. Annex 6 contains another set of recommendations on the comprehensive evaluation of country programming and an eventual impact evaluation of Finnish country programmes.

5.4.1 Recommendations on the Management of Country Programming

5.4.1.1 At present there are no guidelines for country programming, although guidelines for project design, management and evaluation were prepared in 1998. The MFA would do well to consider the preparation and issuing of guidelines for country programming, along with developing guidelines for sector programming.

5.4.1.2 It would be useful for the MFA to continue monitoring the work done on country programming by the OECD and other multilateral and bilateral donors. The current evaluation of Namibian-Finnish country programming should be submitted to the close critical scrutiny of the international community of experts in development co-operation. In such case that further, comparable, evaluations of Finland and Finland's partners in development co-operation are made, they should also come under the same scrutiny.

5.4.1.3 Should the MFA decide to initiate further evaluations of country programming, we feel the best results will be achieved by integrating any such evaluation with an evaluation of the impacts of Finnish development co-operation, such as they may be. It would also be necessary to integrate the evaluations of programming with work on prospective projects and programmes, to study developments and changes in, and the application of, the principles, goals, and tools of Finland's international development co-operation. On these points, see the recommendations of the evaluation team on future evaluations of country programming and on impact evaluations.

5.4.2 Recommendations for Finnish Dialogues with Namibia

5.4.2.1 The evaluation team came to the conclusion that Finland should engage in suitable ways in dialogue with the GoN to help it improve its national planning system. After the first draft of the evaluation report had been prepared, a Namibian proposal to this same end was presented to Finland. Hence, the team does not see any need to pursue this proposal further in this context.

5.4.2.2 In future development co-operation with Namibia, Finland should take into account the necessity for Namibia to define a medium-term expenditure framework and to ensure strict budgetary discipline, to be maintained by both the MoF and the entire GoN. Finland should also help Namibia to eliminate the current practice of donor by-passing of Namibian processes of public financial management: these official processes should be strengthened to this end. Further, Finland should consider suggesting to the GoN that the Finnish-supported project at the MoF be supplemented with

an element for strengthening the role of the entire Namibian Cabinet in maintaining budgetary discipline.

5.4.2.3 Finland should refrain from suggesting new ad hoc projects with Namibia, but Finland should continue to be receptive towards Namibian initiatives for new, limited projects that are strongly preferred by the GoN and Namibian civic leaders. It is true that cases of Finland actually suggesting an ad hoc project are rare, but at least one such suggestion was found by the evaluation team.

5.4.2.4 Finland should continue participating in donor co-ordination activities; Finland should also continue to preserve a positive attitude towards the activities of donors that promote donor co-ordination in Namibia.

5.4.2.5 Finland should pursue close monitoring of programming its development co-operation, with an eye to early detection of signs of aid dependency in order to keep such dependency from arising.

5.4.2.6 Recently military action has escalated in west-central Africa, and there is Namibian military involvement in these actions. The Namibian Budget contains considerable allocations committed to the Namibian military presence in the Congo, there to support the official Congolese government. In addition, Namibia's decision to support the official MPLA government of Angola has now led to a border war with isolated units of the Angolese Unita movement wreaking havoc in Northern Namibia. The implications of the continuing escalation of military actions, particularly in regard to continuing Namibian-Finnish development co-operation, need to be kept to the fore by Finland in all contacts between the two countries.

5.4.2.7 The way in which the democratically elected leaders in the GoN deal with the opposition, whether this opposition is peaceful or not, is also a critical issue to be taken into account in Namibian-Finnish relations. The de facto and de jure tools that the democratically elected leaders choose to use in order to stay in power are a related issue. Finland must also keep these topics to the fore in bilateral contacts with Namibia, including negotiations and other contacts related to development co-operation between the two countries.

5.4.3 Suggestions for Improving MFA Programming

5.4.3.1 The MFA should continue to aim at balancing the value of recipient-driven co-operation against the value of 'best value for aid money' in Namibian-Finnish development co-operation, particularly when selecting the sectors and projects to receive support, and in the choice of tools.

5.4.3.2 The MFA should continue to consider ways and means for giving commercial trade between Namibia and Finland a stronger role in bilateral co-operation between the two countries.

5.4.3.3 Capacity building and strengthening of the civil society should continue to be key concerns of Finland in development co-operation with Namibia.

5.4.3.4 To make programming more innovative and more future-oriented, the MFA should admit more participants into the actual programming. In the absence of other fora, the KESU is a key candidate to become one of these new participants. Other participants should be representatives from NGOs (in both Namibia and in Finland) who provide welfare services similar to those being provided

by the GoN. However, care must be taken that admitting the NGOs to programming activities does not result in the coopting of NGOs to serve the ends of either the GoF or the GoN. Further, NGOs working outside the provision of welfare services should not be allowed to participate at all in programming. A first step to enhancing the role of KESU is to ensure that the MFA provides KESU with all necessary information in a timely and satisfactory manner.

5.4.3.5 The MFA should work to find suitable means for the GoN to use in engaging Namibian civic leaders in Namibian national planning more than is now the case: such civic engagement should be a key counterpart action in Finnish country programming for Namibia. The MFA should encourage the GoN to invite Namibian civic leaders, including representatives of Namibian NGOs, to participate in suitable extension talks related to the annual country negotiations for development co-operation. Sweden's SIDA provides a good practical example on how to accomplish this in Namibia. However, as mentioned above in 5.4.3.4, care must be taken to ensure that such participation does not result in the Namibian NGOs being coopted to serve the ends of the GoN.

5.4.3.6 The MFA should continue to strive toward making the best possible use of its valuable internal resources in the form of its sector advisers: sector advisors should be utilised as far as is possible in the programming process, both in the work done at MFA headquarters in Helsinki and in the work done on field trips to recipient countries in connection with the annual country negotiations and at other, suitable times.

5.4.3.7 Continuous improvement of country programming presupposes continuous improvement in the capacity of the MFA desk officers, in terms of their being present in sufficient numbers, with sufficient knowledge and skills to do the job, their turnover rate, and the rational organisation of their positions and work loads. At present, these desk officers are overburdened with tasks that must be done, but that keep them from carrying out their work on country programming.

5.4.3.8 The MFA should seriously consider defining broad but tangible objectives early on, in the country programming stage, in order to limit the role that project planning has had in defining country objectives. Current practice allows projects to play an overwhelming role in defining and guiding Namibian-Finnish development co-operation. It also gives an overwhelming role in country planning to project planners, who tend to be sector specialists who might not necessarily possess solid country experience in Namibia.

5.4.3.9 Country programming could also be improved by taking into account the steps that have been taken by the Finnish Embassies abroad, by the Embassy in Windhoek in the case of Namibia, in drafting objectives and the respective result indicators for bilateral co-operation. Positive results of the Embassy efforts provide a resource that should be used in improving country planning.

5.4.3.10 The MFA should engage in an internal dialogue among its organs, which include Finnish Embassies abroad, to set forth principles for exit strategies for disengaging from those development co-operation partner countries in which such co-operation should come to an end in the near future.

5.4.3.11 The MFA should engage in an internal dialogue among its organs, which include Finnish Embassies abroad, to discover ways and means of defining those country assistance strategies which would best support a partner country in the implementation of programming and strategies which that country has formulated for itself.

5.4.3.12 Finland should approach other donors to study if particular country negotiations could be initiated which would include the recipient country on the one hand, and multiple donor countries on the other. Such negotiations would aid in ensuring co-operation and co-ordination among the donor countries.

5.4.3.13 The MFA should ensure and double-check that its delegation to annual country negotiations on development co-operation contains delegates with a sufficiently high position in their respective political organs.

5.4.3.14 The MFA should be especially vigilant in ensuring that key cross-cutting issues such as democracy, gender, equality, good governance, and human rights, are streamlined throughout the programming of Finnish development co-operation.

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Annex 1. Terms of reference of the evaluation

MINISTRY FOR FOREIGN AFFAIRS
DEPARTMENT FOR INTERNATIONAL DEVELOPMENT COOPERATION
UNIT FOR EVALUATION AND INTERNAL AUDITING

September 1999, Terms of Reference

for the

EVALUATION OF THE COUNTRY PROGRAMMING PROCESS: THE NAMIBIAN EXPERIENCE

1. SUBJECT OF THE EVALUATION

In parallel with other members of the DAC Expert Group on Aid Evaluation, Finland is planning an evaluation of the present country programming practice as an instrument of bilateral development co-operation. The evaluation will focus on the specific case of the Namibian country programme.

The purpose of the evaluation is to review critically the current goals and practices in the bilateral country programming system of the Finnish development co-operation. More specifically, the evaluation will assess the application of the country programming in one partner country, i.e. Namibia. The aim is to address the interests of the partners in the country programming procedures, the capacity of the local government to comply with these and the wider participation of the Namibian stakeholders. Also the interaction with the other spheres of Finnish-Namibian relations and other policy goals should be reflected. The Finnish aid programming should also be analysed in the context of the local aid co-ordination. The evaluation will not, as such, attempt to measure the impact and longer-term effects of the Finnish aid but it will concentrate on the policy and administrative prerequisites that affect the success of the programme and its impact on sustainable development.

2. BACKGROUND OF THE EVALUATION

Finland is committed to the development co-operation strategy adopted by the OECD in 1996, which states that co-operation between industrial and developing countries is based on a partnership where the developing countries themselves assume responsibility for their own development. The Finnish development co-operation policy in the 1990s has been guided by the strategy of 1993, the Decision-in-principle of 1996 and the Policy on Relations with Developing Countries of 1998.

Finnish development co-operation is financed by the Department for International Development Co-operation of the Ministry for Foreign Affairs, which also exercises quality control in the form of evaluation of the various aid instruments and modalities as well as individual projects and

programmes. Evaluations aim at ensuring that lessons learned from the past will be fed back to the future planning and implementation of the aid. The present assignment forms a part of these efforts.

Long-term objectives of Finnish development co-operation are specified in the rolling five-year financial and action plan. Annual budgets approved by Parliament give further guidance and confirm financial commitment authorisations for the coming years. Country specific objectives are elaborated in negotiations with partner countries. When setting priorities, Finland emphasises the primary responsibility of the partner country. Identification of development projects is founded on different forms of communication between partner countries, and is based on mutual negotiations on different levels. As a partner in development co-operation, Finland assumes a supporting role while the developing country partner has the primary responsibility for the co-operation process, including project design, implementation and evaluation. Better ownership means that decision and control are increasingly in the partner country. Finland seeks greater co-ordination between international donors, through strengthening the capacity of partner countries to co-ordinate development actions financed by different partners.

During the recent years, Finland has made efforts to formulate a more coherent development co-operation policy and partnership, which form an important part of the Finnish foreign policy and external relations. While project assistance continues to be the dominant form of Finnish development co-operation, sector-wide approaches are internationally of increasing importance.

Namibia has been a priority country of Finnish bilateral co-operation since her independence in 1990. The co-operation is administered by the Africa Division of the Ministry for Foreign Affairs in collaboration with the Embassy in Windhoek. Annual consultations are held with the national Planning Commission, to the mandate of which belong aid policy and co-ordination, harmonisation of planning and budgetary powers as well as co-operation programmes.

The Finnish support to Namibia is presently provided in the form of projects, which cover forestry, water development, health and social sectors, environmental issues, development of regional and local administration as well as cultural co-operation. The current annual value of Finnish development aid to Namibia is approximately 35-38 Million FIM, and an additional 4 million FIM are channelled through NGO projects.

3. EVALUATION ISSUES

The planned evaluation of the bilateral programming with reference to the case of Namibia should cover i.a. following areas:

The five main objectives of the present assignment are outlined in the following.

To review critically the current goals and practices in the bilateral country programming system of the Finnish development co-operation. In particular, to assess:

- The present practice of country programming of Finnish aid;
- The tools and process of the aid administration for effective programming;
- The decision -making procedures and the respective roles and responsibilities

- The responsiveness of the current goals and practices of country programming with respect to the national planning goals, strategies and practices valid in the partner country

To the extent possible within the framework of the present study, to assess the efficiency, effectiveness, relevance, and sustainability of the Finnish-Namibian development co-operation. In particular, to assess:

- The scope and limits of partnership (e.g. capacity issues);
- The role of the donor co-ordination in the field

To assess the relevance and rationale of the present country programming procedures in addressing the increasing variety of issues related to the overall relations between the two countries (e.g. political issues, trade, regional co-operation, etc.). In particular, to assess:

- The integration of development co-operation into wider relations between Finland and Namibia and the coherence between various types of interventions

To analyse the effects of the aid co-ordination mechanisms to the Finnish aid programming

- To prepare a separate proposal for a more comprehensive analysis of the bilateral country programming system, based on the findings of the study of the present system and make recommendations for the impact analysis of the country programmes. Hence, analyse the sustainability of the Namibia country programme to draw

Lessons for the systematic impact evaluation of country programmes

4. COMPATIBILITY AND SUSTAINABILITY

The evaluation should make a separate proposal for a more comprehensive analysis of the bilateral country programming system, based on the findings of the study of the present system and the practical conclusions of its practical application. The analysis of the country programme will not address the development impact as such. The effects of a country programme set-up as a framework for sustainable development and other key policy goals should be considered.

5. METHODOLOGY

The main purpose of the present study is to review critically the current goals and practices in the bilateral country programming system of the Finnish development co-operation. Namibia will thus serve also as a test case for further developments of this system. In this, lessons will be drawn from the similar recent efforts undertaken also by other donors in Namibia as well as elsewhere. Whilst lessons will be drawn also from the existing evaluations of individual, Finnish-funded projects and programmes in Namibia, these will serve to illustrate the benefits and bottlenecks of the present country programming system.

Data will be collected through interviews with the relevant stakeholders in Namibia and Finland, as well as through desk reviews of relevant documentation. The detailed workplan of the study is enclosed in Annex I. The Evaluation will be carried out in close consultations with the relevant officers at the Ministry of Foreign Affairs of Finland.

6. EVALUATION TEAM

The team members are:

- Prof. Pertti Ahonen, University of Tampere, Department of Administrative Science (Team Leader)
- Dr. Henning Melber, Director, The Namibian Economic Policy Research Unit
- Dr. Johanna Maula, Project Manager, Oy Finnagro Ab
- Ms. Eeva Hiltunen, MScSoc, Project Manager, Oy Finnagro Ab

The Namibian authorities will nominate their representatives to act as counterparts in the evaluation.

7. REPORTING

The findings of the study will be reported in two seminars (in Helsinki and Windhoek) as well as in the form of an Evaluation Report. The report will include a separate proposal for a more comprehensive analysis of the bilateral country programming system, based on the findings of the study of the present system. It will, furthermore, provide recommendations for the impact analysis of the country programmes.

The draft report of the evaluation should be submitted to the Ministry by 14 January 2000.

8. REFERENCES

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Workplan

August 16 - September 10, 1999 - Finland

- Further definition of the goals, the scope and the content of the evaluation.
- Clarification of the approach and terminology used.

- Analysis of information on similar evaluations implemented by other donors.
- Identification of institutions and persons to be interviewed in Finland and Namibia.
- Planning the content and structure of interviews.

September 10-17, 1999 - Finland

- Interviews on the present country programming practice of Finnish aid at the Ministry of Foreign Affairs of Finland.
- Interviews at other relevant institutions in Finland to assess the scope of wider relations between Finland and Namibia (trade, investment, cultural relations)
- Collection and analysis of information on country programming procedures of other donors.
- Collection of material on country program (projects) in Namibia (project documents and reports).
- Desk review of material collected.
- Preparation of the field work in Namibia.

September 20 - 30, 1999 - Namibia

- Interviews at relevant national institutions in Namibia to analyse their views of Finnish country programming practice, and to assess the scope and limits of partnership (capacity issues) of the co-operation and the role of aid co-ordination.

- Interviews at relevant national institutions to study the country programming process in Namibia.

- Interviews with donor community to gather information on their country programming procedures (for Namibia) and to assess the role of and possibilities for donor co-ordination.

Assessment of the on-going Finnish bilateral co-operation projects in terms of:

- their relevance and impact to Namibian sectoral policies and institutional capacity building;
- their financial and institutional sustainability, level of ownership;
- their coherence with the policies and goals of Finnish development co-operation;
- their relevance to and coherence with the wider relations between Finland and Namibia;

October, 1999 - January, 2000– Finland and Namibia

- Further interviews and discussions in Finland (and if necessary in Namibia by Dr. Melber) to clarify and deepen key questions according to the findings of the previous phases;
- Analysis of findings of previous phases
- Preliminary report writing.

January 25, 2000 - Namibia

- Stakeholder seminar in Namibia to present the preliminary findings of the study and to discuss matters related to the country programming process, Finnish aid to Namibia and Finnish-Namibian relations.

January, 2000 - Namibia and Finland

- Preparation of separate proposal for a more comprehensive analysis of the bilateral country programming system and further recommendations for the impact analysis of country programs
- Report writing

February, 2000 - Finland

- Presentation of the tentative report (8 February 2000)
- Feedback seminar in Finland, comments from the Ministry of Foreign Affairs
- Finalisation of the report
- Submission of the final report

Annex 2. List of persons interviewed

Airaksinen, Helena, Counsellor, MFA, Helsinki
Alanko, Kari, Head of Unit, MFA, Helsinki
Alweendo, Tom, Governor, Bank of Namibia, Windhoek
Antila, Sinikka, Counsellor, Embassy of Finland, Windheok
Barth, W.P., Deputy Auditor General, Windhoek
Basson, D.N. Director of Treasury, Ministry of Finance, Windhoek
Blumenthal, Gisela, Advisor, MFA, Helsinki
Corbett, Andrew, Director, Legal Assistance Centre (LAC)
Dawe, Jim, Counsellor, Swedish Embassy, Windhoek
Dempers, Uhuru, Director, NANGOF (Namibian Non-Governmental Organisations Forum), Windhoek
Eräpohja, Sakari, Director of Evaluation, MFA, Helsinki
Forster, Norbert P., Deputy Director of Planning, Ministry of Health and Social Services, Windhoek
Haseb, Walter, Senior Accountant, Ministry of Finance, Windhoek
Helminen, Erkki, Director, Rev., Africa Department, The Finnish Evangelical Lutheran Mission, Helsinki
Herma, Ernest, Director, National Theatre of Namibia
Hoffmeyer, Retha, Director of Arts, Ministry of Basic Education and Culture, Windhoek
Huostila, Leo, Development Coordinator, The Finnish Evangelical Lutheran Mission, Helsinki
Mr. Hussey, Deputy Director, Desert Research Foundation for Namibia, Windhoek
Jakobsen, Oddvar, Deputy Resident Representative, UNDP, Windhoek
Karanko, Kari, Ambassador of Finland to Windhoek
Karinen, Yrjö, Director, Unit for Eastern Europe and Central Asia, MFA, Helsinki (former Finnish Ambassador to Windhoek)
Keulder, Theunis, Executive Director, Namibia Institute for Democracy, Windhoek
Khaxax, Elizabeth, Sister Namibia Collective, Windhoek
Kiljunen, Kimmo, MP, Dr. Soc. Sc., Helsinki
Kojwang, Harrison Ochieng, Dr., Director of Forestry, Ministry of Environment and Tourism, Windhoek
Kokkala, Heikki, Advisor, MFA, Helsinki
Koponen, Juhani, Senior Researcher, University of Helsinki
Koski, Paula, Counsellor, Budget Affairs, MFA
Lien, Molly, First Secretary/Economist, Embassy of Sweden, Windhoek
Lindholm, Glen, Ambassador, Director General for International Development Co-operation, Ministry for Foreign Affairs, Helsinki
Lintonen, Kirsti, Undersecretary of State, MFA, Helsinki (former Finnish Ambassador to Windhoek)
Luoto, Marja, Counsellor, MFA
Moliis, Henrik, Counsellor, MFA
Mutirua, Kautoo, Director Planning & Human Resources Development, Ministry of Health and Social Services
Myllymäki, Eeva-Liisa, Counsellor, Evaluation, MFA
Namalambo, Doufie, Director, Forum for the Future (NGO), Windhoek
Nghifindaka, Ndahafa A., Dr., Director, International Affairs, Office of the President, Department of Women Affairs, Windhoek
Ngihipandulwa, Pita, Director, Community Water Supply Management Programme, Windhoek

Nghileendele, Protasius Ndaningaweni, Environmental Planner, Directorate of Environmental Affairs, Ministry of Environment and Tourism
Oksanen, Riitta, Senior Sector Advisor, MFA
Palojärvi, Jaana, KESU Advisory Board for Relations with the Developing Countries, Helsinki
Perttunen, Irma-Liisa, Advisor, MFA, Helsinki
Pieterse, Susan, Director, Development Co-operation, National Planning Commission, Windhoek
Rautasalo, Timo, Financial Administrative Officer, MoHSS/Nambia, Windhoek
Ridolfi, Roberto, Dr., Advisor, Delegation of the European Commission in the Republic of Namibia, Windhoek
Rumpf, Hanno, Permanent Secretary, National Planning Commission, Windhoek
Salminen, Pekka, Advisor, MFA, Helsinki
Scherrer-Palma, Carole, Mission Director, Namibia, U.S. Agency for International Development, Windhoek
Schneider, Gabi I.C., Director, Geological Survey, Windhoek
Seppänen, Harrri, Consultant Team Leader, Namibia-Finland Forestry Programme, Directorate of Forestry, Windhoek
Sundman, Folke, KEPA (Service Centre on Development Co-operation for NGOs), Helsinki
Svartström, Henrik, Project Manager, FINNFUND government fund for development co-operation, Helsinki
Syvärinen, Katja, MP, KESU, Helsinki
Tjingaete, F., Dr., Auditor General, Windhoek
Toivonen, Esko, Team Leader, Community Water Supply Management Programme, Windhoek
Uisso, L.V.S., Technical Advisor - Sustainable Development, Ministry of Environment and Tourism, Windhoek
Ya Nangoloh, Phil, Executive Director, National Society for Human Rights, Windhoek

Annex 3. Feedback Seminar in Windhoek, 25 January, 2000

Venue: Namibian Economic Policy Research Institute (NEPRU), Windhoek

09.00 Welcoming remarks (Dr. Henning Melber, CEO, NEPRU)
09.10 Welcoming remarks by HE Mr. Kari Karanko, the Finnish Ambassador to Windhoek
09.20 Outline of the evaluation project on programming Finland's development co-operation with
09.21 Namibia by Prof. Dr. Pertti Ahonen, University of Tampere, Finland, now temporarily with the European Institute of Public Administration (EIPA), Maastricht, the Netherlands
09.35 Outline of Finland's foreign policy-making as the background for Finland's development co-operation with Namibia by Ms. Sinikka Antila, First Secretary of the Finnish Embassy
Results of the evaluation, I, by Pertti Ahonen:
Briefly on the overall flow of the programming
General evaluation of the programming, with an emphasis on aspects of interest in Namibia
Aspects of evaluating efficiency, effectiveness, relevance and sustainability of the programming and the resulting Namibian-Finnish co-operation
10.00 Results of the evaluation, II, by Henning Melber:
Evaluations of Namibia's own development programming
Evaluations of Namibia's relationships with her development co-operation partners
Evaluations of donor co-ordination in Namibia
Evaluative conclusions on partnership: capacity and ownership
10.20 Results of the evaluation, III, by Dr. Johanna Maula, Finnagro Co. Ltd., Finland:
Evaluative aspects on the evolution of Namibian-Finnish development co-operation
10.40 Tea break
11.15 Discussion on the basis of the presentations and the draft evaluation report distributed before the seminar
12.30 Closing the seminar (Pertti Ahonen; Kari Karanko; Henning Melber)

Annex 4. List of participants, Seminar in Windhoek, 25 January, 2000

Ahonen, Pertti, team leader of the evaluation, Prof. Dr., University of Tampere, Finland, and the European Institute of Public Administration (EIPA), Maastricht, the Netherlands
Antila, Sinikka, Counsellor, Embassy of Finland to Windhoek
Daniels, Clement, Director, Legal Assistance Center (NGO), Windhoek
Haseb, Walter, PCB project co-ordination, Ministry of Finance of Namibia
Herma, Ernest, General Manager, National Theatre of Namibia
Ipine, J.A., Programme development specialist, USAID, Windhoek
Jakobsen, Oddvar, Deputy Resident Representative, UNDP, Windhoek
Karanko, Kari, Ambassador of Finland to Windhoek
Koed, Monica, senior program development specialist, USAID, Windhoek
Kruger, Bertus, Deputy Director/Programs, Namibia Desert Research Foundation
Maula, Johanna, team member of the evaluation, Dr., Expert, Finnagro Oy, Ltd. consulting company.
Melber, Henning, Director, NEPRU
Nehemia, Abraham, CCRWED, Directorate of Rural Water Supply
Nghifindaka, Ndafaha A., Dr., Director of International Affairs, Department of Women Affairs
Peterse, Susan, Deputy Director, National Planning Commission of Namibia
Schneider, Gabi I.C., Director, Geological Survey of Namibia, Ministry of Mining and Energy
Seppänen, Harri, team leader, NFFP project, Windhoek
Thomas, Caroline, education officer, Sister Namibia (NGO), Windhoek
Toivonen, Esko, team leader, CWSMSP project, Windhoek
Ya Nangoloh, Phil, Human Rights (NGO), Windhoek
Zeller, Wolfgang, trainee, Embassy of Finland to Windhoek

Annex 5. Finnish-supported development co-operation projects in Namibia.[1]

Country	**Namibia**
Sector	**Health policy and health administration**
Project	**Support to the Health Sector, Phase II (Health and Social Sector Support Programme, HSSSP)**
Project number	281 116 01
Profile	Principal objective: participatory development / good governance Important partial objective: promotion of equality
Duration	1999-2002
Target area	Seven Namibian regions
Implementing agency	Namibian Ministry of Health and Social Welfare
Support services	On the basis of competitive tendering
Funding	50 Million Finnish marks Finnish share 45 Million Finnish marks
Previous phases	HSSSP 1995-1999
General development objective	Efficient social welfare and health care available for all citizens, effecting reduction in social inequality
Project purpose	Supporting preparation and implementation of social and health care policies to make services accessible for all citizens
Mode of implementation	Support to regional and local health care and social welfare authorities. Support to training through the Namibian national health training centre.

Country	**Namibia**
Sector	**Water supply ja sanitation infrastructure**
Project	**Community Water Supply Management Support Programme, Phase II**
Project number	281 101 01
Profile	Main objective: environmental aid
Duration	1999-2001
Target area	The whole country
Implementing agency	Namibian Directorate of Rural Water
Support services	Consortium of Land and Water, Ltd. and Finnconsult,. Ltd., both of Finland
Funding	Finnish share 24 Million Finnish marks
Previous phases	Rural water supply development programme, 1997-1999
General development objective	Sufficient, effective and sustainable water supply in Namibian countryside
Project purpose	Ensure proper water supply for 80% of Namibian rural population by 2007
Mode of implementation	Training and technical assistance. The Namibian water administration bears the responsibility for the

[1] Retrieved from the Internet on 2 February, 2000. English translation by Pertti Ahonen.

	implementation. Maintenance, development and funding of water supply are borne by the waster users. The project is based upon the Namibian development plan and the water sector policy, which adheres with the objectives of sustainable development.
Country	**Namibia**
Sector	**Public administration**
Project	**Decentralisation of Public Administration**
Project number	**281 093 01**
Profile	Main objective: participatory development / good governance
Duration	1999
Target area	Six Namibian regions
Implementing agency	Namibian ministries and regional and local authorities
Support services	Plancenter, Ltd. - Suunnittelukeskus Oy, Finland
Funding	1,6 Million Finnish marks Finnish share 1,5 Million Finnish marks
Previous phases	None
General development objective	Decentralised decision-making powers in regional and local administration. Increased autonomy of regional and local authorities.
Project purpose	Analysis of the present stage of the decentralisation and the support needs, and preparation of a project documents on the basis of the analysis.
Mode of implementation	The first stage involves a Finnish resident expert in Namibia to analyse the present stage of the decentralisation in Namibia and to prepare the project document.
Country	**Namibia**
Sector	**Public administration**
Project	**Capacity Building of the Ministry for Finance**
Project number	**281 107 01**
Profile	Main objective: participatory development / good governance
Duration	1998-1999
Target area	The whole country
Implementing agency	Namibian Ministry of Finance
Support services	Finnish Ministry of Finance
Funding	Finnish share 1,4 Million Finnish marks
Previous phases	-
General development objective	Ministry of Finance is capable to prepare and implement the budget and monitor its implementation.
Project purpose	Improvement of the efficiency of the Ministry, extension of the information basis of accounting, and personnel training.
Mode of implementation	Planning and implementation of a training programme tailoured to the needs of the Namibian Ministry of Financen

with the support of expertise from the Finnish Ministry of Finance and the Finnish State Audit Office. The training programme is implemented through Finnish short-term experts working in the Namibian Ministry of Finance.

Country	**Namibia**
Sector	**Strenghening the civil society**
Project	**Democracy and Human Rights Fund**
Project number	**281 108 01**
Profile	Main objective: participatory development / good governance Important partial objective: reduction of poverty Important partial objective: promotion of equality
Duration	1998-2000
Target area	The whole country
Implementing agency	Democracy NGOs and public authorities
Support services	None
Funding	1,3 Million Finnish marks Finnish share 1,3 Million Finnish marks Namibians provide training space and training materials.
Previous phases	None
General development objective	Improved human rights situation and democracy situation and good governance
Project purpose	Promote human rights and good governance
Mode of implementation	Course and seminar workshops for the police, immigration authorities and youth organisations. Example: Pilot Police Human Rights Training Workshop.

Country	**Namibia**
Sector	**Culture**
Project	**Cultural Fund for Namibia**
Project number	**281 109 01**
Profile	Important partial objective: promotion of equality Important partial objective: participatory development / good governance
Duration	1998-2000
Target area	Whole country
Implementing agency	Namibian culture organisations and authorities
Support services	Finnish Embassy to Namibia
Funding	600 000 Finnish marks Finnish share 600 000 Finnish marks
Previous phases	None
General development objective	Establishing and strengthening cultural ties between Namibia and Finland.
Project purpose	Promote cultural exchange between the two countries.

	Support development of Namibian culture.
Mode of implementation	Direct support to Namibian organisations in the field of culture. Organisation of training. Examples: support to the Namibian National Theatre, improvement of sanitation in the Museum of Nakambele, and workshop for young artists in the College of Arts.

Country	**Namibia**
Sector	**Forest policy and administration**
Project	**Forestry Programme, Phase II**
Project number	**281 099 01**
Profile	Main objective: environmental aid
Duration	1999-2001
Target area	The whole country
Implementing agency	Namibian Directorate of Forestry
Support services	Consortium of FTP Intl., Ltd. and Enso Forest Development, Ltd., both of Finland
Funding	Finnish share 19,2 Million Finnish marks
Previous phases	Forestry Programme, I stage, 1997-1999
General development objective	Well developed forestry sector in Namibia. Improved forest data system and forestry training. Developed forest investments.
Project purpose	Support to the Namibian forestry administration and its field organisation. Accomplishment of a participatory method for developing village and farm forestry and for forest protection.
Mode of implementation	There are four parts in the project: 1) capacity building of the forest administration and its personnel, 2) development of sustainable forestry, 3) environmentally conscious forestry, and 4) abatement of forest fires.

Country	**Namibia**
Sector	**Environmental research**
Project	**Support to the Bush Encroachment Management Project**
Project number	**281 111 01**
Profile	Main objective: environmental aid
Duration	1999-2003
Target area	Definite regions; to be defined
Implementing agency	Namibian Directorate of Environment
Support services	None
Funding	Finnish share 2,7 Million Finnish marks
Previous phases	None
General development objective	Management of processes that lead to desertification.
Project purpose	Promotion of sustainable natural resource management that suits to the Namibian circumstances.
Mode of implementation	The project is part of the Namibian programme for the abatement of desertification. The project is made up of the

	construction of a database to understand the erosion caused by the spread of wood bush and to control it. The project starts with a review phase to study and analyse ways to abate desertification. The preparation phase with a duration of about two years will lead to a plan that gives the basis for the later, three-year implementation stage.

Country	**Namibia**
Sector	**Environmental policy and administration**
Project	**Information and Communication Service for Sustainable Development**
Project number	**281 105 01**
Profile	Main objective: environmental aid
Duration	1997-2001
Target area	The whole country
Implementing agency	Namibian Directorate of Environment
Support services	None
Funding	Finnish share 4,7 Million Finnish marks
Previous phases	None
General development objective	Sustainable environmental development.
Project purpose	Monitoring of the state of the environmental and develoopment of environmental information systems.
Mode of implementation	Development of indicators, e.g., to evaluate environmental development projects. Preparation of a geographical environmental atlas with an emphasis on Namibian environmental questions that are central for sustainable development.

Country	**Namibia**
Sector	**Activities not specified by sectors**
Project	**Programme Planning**
Project number	**281 110 01**
Profile	Not applicable
Duration	1999-2001
Target area	The whole country
Implementing agency	Not applicable
Support services	Not applicable
Funding	1,5 Million Finnish marks Finnish share 1,5 Million Finnish marks
Previous phases	None
General development objective	Planning (and implementation) of new programmes.
Project purpose	Planning of programmes and projects.
Mode of implementation	The Finnish Embassy to Namibia makes a suggestion for funding for a definite small project, such as a project training seminar.

Annex 6. Recommendations for a comprehensive evaluation of country programming, and for impact evaluation of Finland's development co-operation

I Purpose and aim of further evaluations

1. The purpose of the following recommendations is:

1.1. To suggest and outline a comprehensive evaluation of the programming of Finnish development co-operation ;

1.2. To suggest and outline impact evaluation of Finnish development co-operation;

1.3 To outline possible links between the two different types of evaluations

1.4 . To analyse the validity of principles and goals of Finnish foreign policy-making (including development co-operation) regarding the two types evaluations

2. The aim of the recommendations is to outline:

2.1. The comprehensive evaluation of the programming process and system

2.2. What is the relevance of the present case study of the evaluation of the Finnish- Namibian development co-operation for possible comprehensive evaluation of the programming process

2.3 How the impact evaluation should be taken into account in the comprehensive evaluation of the programming

2.4 The relevance of the present Namibian case study for the proposed impact evaluation

2.5 How the checking on the validity of principles and goals of Finnish foreign policy-making including development co-operation would take place in the two types of evaluation

II Recommendations for a comprehensive evaluation of the Finnish programming system of bi-lateral development co-operation

3. In case MFA decides to further evaluate its own programming process, the Namibian case ought to be used to provide background for it.

4. A comprehensive evaluation of the Finnish programming process would need to include at least one additional country study as well as some further fact-finding in Finland

5. The country coverage of the proposed comprehensive evaluation could be defined as follows:

5.1 The term "comprehensive" does not imply that Finland's all foremost partners of development co-operation should be covered, let alone the minor partners. It is enough that the comprehensive

evaluation has a sufficient empirical basis to bring forward the key critical issues of the programming.

5.2 Focusing the impact evaluation and the comprehensive evaluation of the programming upon the same countries would save resources and provide synergy.

5.3. These countries of the comprehensive evaluation of the country programming should include both LDCs and others.

6. The comprehensive evaluation should include information on comparable evaluations carried out by other donors. Here, MFA should co-operate with other donors engaged in similar pursuits.

7. The Namibian case study could be utilised in order to reduce initial costs for comprehensive evaluation. Empirical results on Namibia are already available for the comprehensive evaluation. Only updating of these results would be needed in the comprehensive evaluation. Completely new results need only be generated regarding one or several further countries.

8. Beside looking at distinct countries, sectoral approach is an important organising factor in development co-operation. The importance of the different sectors should be taken into account in planning and implementing the comprehensive evaluation. The same challenges as concern sectors concern cross-sector issues such as gender. In taking into account sector and cross-sector questions in the comprehensive evaluation, Finland should utilise existing possibilities for inter-donor co-operation.

9. Given the risks of low utilisation of evaluation results it is enough to cover only one particular sector in the comprehensive evaluation of the country programming. That sector should be one with Finnish presence in Namibia. Otherwise the evaluation results on Namibia will be lost. This leaves three sectors: water supply and sanitation, health care, and the promotion of democracy, equality, human rights and good governance.

10. During the evaluation certain important themes emerged, which are very relevant in terms of programming. Firstly, it would be wise to assess, how the policy principle of flexibility has affected the programming of development co-operation funds. Secondly, it would be important to explore in detail the concept of policy coherence and how it can be and how it has been taken into account in the Finnish programming system.

III Recommendations for the impact evaluation of Finnish country programmes

III.1 The type of impact evaluation

11. The impact evaluation should proceed simultaneously with the comprehensive evaluation of the programming.

12. The impact evaluation should analyse the possible need to revise principles and goals of Finland's foreign policy-making including development co-operation.

13. The impact evaluation should include the following steps:

13.1 The impact evaluation should utilise results of previous, relevant evaluations of efficiency, effectiveness and impact, whether achieved by Finland or other donors. The impact evaluation should also build upon relevant implications of the evaluation of Namibian-Finnish programming of development co-operation.

13.2 There should be a direct bridge from the comprehensive evaluation of the programming to the impact evaluation. This should take place through a parallel evaluation of both aspects. Although the decision is vested entirely with the MFA, it were beneficial, were there continuity in the expertise to be used with the Namibian case evaluation.

III.2 Lessons learnt in the Namibian Case

III.2.1 Core of the impact analysis

14. The impact evaluation must focus upon changes in the target of the development efforts. The impact to be analysed is one part of the total change in the target between the date prior to the activities in question (t_0) and the date when the impact has matured (t_n). The impact to analyse is that part of the total change that is separately attributable to the Finnish contribution, when the effect of all other factors is sufficiently ruled out.

15. The approach should apply the best practices of causal analysis. This is impossible if taken naively. However, the approach should be considered also where the evaluation design implies that the data are qualitative.

16. The impact analysis cannot avoid looking at the project level. There, the impact evaluation must take account such factors as inaction of the donor's contractors. The impact evaluation must also take into account the errors and incompetence of the donor and the contractor during project implementation. However, successful innovations improving the impact must also be taken into account,. Learning continues also in project implementation.

17. The degree of detail of the impact evaluation must be decided on the basis of the requirements of each part of that evaluation and the empirical possibilities including the availability of data.

III.2.2 Excluding other effects

18. The impact evaluation must take into account effects that are connected to other than the Finnish development co-operation:

18.1 Successful and failed actions and contributing and preventing circumstances effected by the recipient country or otherwise arising within it, the inaction of its government, and other crucial incidents within the recipient country with an effect upon the co-operation target.

18.2 Successful and failed actions and contributing and preventing circumstances regarding other donors, other donors' inaction, and crucial incidents regarding the other donors.

18.3 Relevant circumstances and incidents in the multi-country region in question, the global economy and the global political system and its governmental, business and NGO actors, including actions and inaction of those actors.

III.2.3 Evaluation criteria and side effects

19. The evaluation criteria of the impact evaluation must be kept simple. Efficiency, effectiveness, relevance and sustainability suffice for the criteria. If needed, these evaluation concepts need be

modified for the particular purpose at hand. They must also be interpreted widely enough to ensure breadth, depth and richness of the evaluation results.

20. There are evaluations that only take into account the aspects of efficiency, effectiveness in the narrow sense of the attainment of the objectives, relevance as needs satisfaction only according to the objectives, and sustainability as the persistence of the attainment of the objectives. However, this gives a narrow vision of the impact of contributions of development co-operation. Therefore the evaluation must also regard side effects as an extension of the concept of effectiveness:

20.1 There are negative side effects such as donors by-passing the recipient's official systems of administration and financial management, or aid dependency that involves the recipient's loss of initiative and aid availability as a force affecting its national planning. Low sustainability of project results can also be seen as a particular type of a negative side effect. If the accomplishments of a project disappear immediately once the special funding stops, there has been the negative side effect that the project has been only a transitory implant in a system where it has remained a mere alien element.

20.2 There are positive side effects such as the recipient's and the donor's learning to interact, to engage in dialogue to introduce correctives in projects as they evolve, and to join their forces to elaborate and implement development goals, programmes and projects. Learning may also take place within communities, NGOs and other civil society actors as side effects of projects. Finally, there may be learning in the sense of detecting that the needs analysis first made to lay basis for a project was deficient in that there were needs that went undetected. There may also be needs that change in the course of a project implementation, which suggests that project revisions may be well-founded.

IV Ensuring the prospective thrust of the conceivable evaluation exercises

21. The contemporary principles and goals of Finland's foreign policies including development co-operation are well-placed from the viewpoint of sustainability. Although the principles and goals of poverty alleviation might have to be reworded more positively towards supporting the developing countries to help themselves, they are well justified. The principles and goals of democracy, equality, human rights and good governance are even more well-placed to nurture sustainability. They both keep up key human values and involve a concern with the promotion of stability and predictability in social and economic development. Finally, the Finnish policies' environmental concerns are also very appropriate given the global threats to humanity that badly managed environment poses.

22. It would greatly benefit Finnish foreign policy-making including her development co-operation if such evaluation exercises and the ones outlined here would be allowed to include recommendations for revising the principles and goals of that policy-making. Such recommendations must not be seen as illegitimate contestants to authority, but potential sources of valuable advice to the legitimate decision-makers. Without such advice any principles and goals of foreign policy-making including development co-operation, however progressive they may be, risk becoming historical remnants. The risks to evaluation are even more serious; evaluation that builds upon principles and goals that are becoming outdated remains valueless for other purposes than sheer history-writing.

22.1 Foreign policies including development co-operation need be constantly updated because of continuing advances in contemporary technologies that rapidly reach also the developing countries. Advanced information and communication technologies ("ICT") revolutionise administration, general and financial management, networking and communication also in the developing countries. Advanced bio-technologies provide novel possibilities to revolutionise agriculture, food production and combat against epidemics. There are new technological fields that are arising through cross-pollination between ICT and the bio-technologies (e.g., DNA molecules in ICT components). However, the new technologies not only provide opportunities and increase strengths, but they also involve threats and lay bare the weaknesses of any country and organisation.

22.2 Foreign policies including development co-operation must take into account changes in international regulation, deregulation and re-regulation that regard technologies, manufacturing industries, flows of goods and services, and flows of investment, goods, services, intellectual capital, labour and individuals. Some of these changes arise as a result of the spontaneous development of technologies and markets that lead to the transcendence of existing regulations, whereas some changes arise as a result of the actions of the MNCs, actions by national governments, or as a result of international agreements and their implementation.

22.3 Foreign policies including development co-operation must take into account the consequences of the technological advances and the regulatory changes for the developing countries. The consequences include changes in the demand of their established produce whether it be raw materials, food, semi-processed products or advanced industrial products, their terms of trade, stability of their currency, pressures they meet to engage in industrial restructuring, their labour markets and the employment opportunities they provide, and their challenges to overhaul their educational and training systems. Those changes also constantly change the value of alternative ways to allocate the development co-operation contributions by any donor country.

V Cost-Effectiveness of the Proposed Evaluations

23. As has been spelled out in point 1 of these recommendations, the launching of the two types of evaluations outlined here is entirely up to decisions to be taken by MFA.

24. It has become evident to the evaluation team that the resources available for conceivable evaluations are scarce. Although MFA would have resources available for commissioning a further external evaluation team, the evaluation exercises also impose indirect costs on the MFA organisation. Officials must take the time to respond to interview questions or to provide information in other ways.

25. It has also become evident to the evaluation team of the Namibian case that the officials of the MFA both in the headquarters and at the embassy level – and no less many officials in Finland's countries of development co-operation – have a heavy workload. It confines most of their productive work time to routine activities. In such circumstances preparatory work made up further evaluations with eventual improvements in mind are problematic. Even where the evaluations outlined here would lead to well-substantiated and strong arguments for particular

reform steps, it would be a serious problem to find the time for the relevant officials to learn about the results let alone that it were easy to organise the improvement activities in a timely way that also commits the relevant officials.

26. The evaluation team concludes that MFA would do well in seriously considering the cost-effectiveness of the two further, conceivable evaluation exercises. The opportunity cost in engaging in those exercises would be high in comparison to the maximal expected utility from them. The opportunity cost arises from the work foregone by the officials having to contribute in various ways to the evaluation exercises, having to take the time to learn on the results, and having to consider the relevance and the applicability of the evaluation results in the context of eventual reform work.

27. As its ultimate conclusion, the evaluation team suggests that in case MFA decides to launch further evaluation exercises in the lines drafted by the team, these be kept lean, simple and prompt. Presently, the evaluation team considers it feasible to launch only one, further evaluation project .

27.1 The evaluation project should widen the approach to programming through the inclusion of one more country beside Namibia, and somewhat deepen the approach and the data-gathering as regards the procedures under evaluation.

27.2 The project should be one regarding programming and impact in the same. As regards Namibia, the project on the Namibian-Finnish programming of development co-operation has many implications for impact evaluation. Such an evaluation can therefore be carried out considerably more easily, had there been no evaluation of the programming. There should also be an impact evaluation of the other country to widen the empirical base.

27.3 The conceivable two-fold evaluation project should cover one and only one sector as its particular focus of attention. Given the sectors of Finland's donor presence in Namibia, the sector should be either health care, water supply and sanitation, and democracy, equality, human rights and good governance. Two first sectors are ones with a long-time Finnish donor role, whereas the third sector is of a more recent origin. It will depend on the utilisation of the evaluation results desired by MFA, will the sectors of a long standing or the newer sector be covered.

27.4 The two-fold project on the programming and the impact evaluation should also include in its ToR the task for the evaluation team to make recommendations regarding the revision of principles and goals of Finland's foreign policies including those of development co-operation. The thrust on the recommendations should be on singling out the implications of evolving global techno-economic and regulatory developments.

27.5 The conceivable combined evaluation exercise should receive the written mandate to investigate with maximal vigilance the utilisation rate of existing evaluation reports and evaluation activities carried out in Finnish development co-operation. The exercise should also be planned in collaboration with efforts of other donors, and possible joint evaluations could be considered.

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1994:2 Practical Subjects in Primary Schools. Ex-post-evaluation of Finnish Support to Practical Subjects in Zambia. B.E. Cracknell, R. Kaulule, A. Kiiskinen, R. Tembo. ISBN 951-47-724-015-5, ISSN 1235-7618

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1992:3 Joint Ventures and Aid. Evaluation of Finnfund. N. van der Windt & Jorma Ruotsi & Joost van Doorn; Netherlands Economic Institute. ISBN 951-47-7077-3, ISSN 1235-7618

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