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CIVIL SOCIETY DEVELOPMENT SUPPORT ACTIVITY – USAID NAMIBIA

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LIST OF ACRONYMS

AIMS - Africa Institutional Management Services
ALAN - Association for Local Authorities in Namibia
ARC - Association of Regional Councils
CBNRM - Community Based Natural Resource Management
CSO - Civil Society Organization
ED - Executive Director
HR – Human Resources
IRDNC - Integrated Rural Development and Nature Conservation
LIFE - Living in a Finite Environment
MET - Ministry of Environment and Tourism
MSI - Management Systems International
NACSO - Namibian Association of Community-based Natural Resources Management Support Organization
NALAO - Namibia Association of Local Authorities Officers
NANGOF - Namibian Non-governmental Organizations Forum
NDT – Namibian Development Trust
NGO - Non-governmental Organization
NID - Namibia Institute for Democracy
NID’s CSDP – Namibia Institute for Democracy’s Civil Society Development Program
NIPP - National Integrity Promotion Program
NNDFN – Nyae Nyae Development Foundation of Namibia
NNF - Namibia Nature Foundation
OWS - Okavango Wilderness Safaris
OCT - Okavango Community Trust
OD - Organizational Development
PS - Permanent Secretary
RISE - Rural People’s Institute for Social Empowerment
SGP - Small Grant Program
SO - Strategic Objective
TA - Technical Assistance
TI – Transparency International
USAID - United States Agency for International Development
UTN - Urban Trust of Namibia
WCC - Windhoek City Council

I. INTRODUCTION

The final report summarizes the work accomplished under the Civil Society Development Support Program sponsored by United States Agency for International Development, USAID/Namibia from September 2001 to September 2004 and implemented by Management Systems International (MSI). The project's accomplishments, activities, and challenges are described in this report, and recommendations for future activities that continue to promote civil society development objectives are presented.

The objectives of this contract were to:

- Assist USAID partners in building Civil Society Organization's (CSO) advocacy capacity, particularly in natural resource management and anti-corruption;
- Assist USAID partners to support local initiatives aimed at monitoring and improving levels of accountability and transparency;
- Strengthen the capabilities of certain government institutions at the national and local level to respond effectively to CSO concerns;
- Assist USAID/Namibia in strengthening the planning and service delivery capabilities of non-government organizations (NGO) umbrella groups and other NGO service providers; and
- Assist USAID/Namibia partners with the incorporation of institutional development activities into CSO-related programming under all sector-specific Strategic Objectives (SOs) in a cross-cutting manner.

The contract was divided into two tasks that were implemented simultaneously to accomplish the objectives above. The tasks were:

Task I. Establish an Effective Network of Community-Based Natural Resource Management (CBNRM) CSOs Capable of Advocating on Behalf of its Membership

- Plan and implement workshops and/or provide training and technical assistance that will facilitate conservancy association formation in at least one and preferably two regions of the country;
- Plan and implement a workshop and/or provide technical assistance that results in the completion of a communications strategy for CBNRM NGOs;
- Plan and implement workshops and/or provide technical assistance and training to the Ministry of Environment and Tourism (MET) to strengthen its ability to respond to CSO concerns and issues;
- Plan and implement workshops and/or provide technical assistance and training that will develop the advocacy skills of CBNRM CSOs and CSO associations; and
- Make grants that will enable CBNRM CSOs and CSO associations to conduct agreed upon advocacy campaigns.

Task 2. Strengthen the Capability of Namibian Civil Society Organizations to Fight Corruption

- Assist in the planning and implementation of workshops and/or provide training and technical assistance that will strengthen the capabilities of CSO organizations to monitor public accountability, to identify and advocate for needed improvements in public accountability, and to work with government institutions to accomplish needed improvements;
- Assist in the planning and implementation of workshops and/or provide technical assistance and other support necessary for the formation of public-private partnerships in the fight against corruption; and
- Assist in the planning and implementation of workshops and/or provide technical assistance and other support to strengthen the ability of government institutions, particularly at the local level, to respond to CSO concerns and issues.

In the process of implementing Tasks 1 and 2, MSI was requested to incorporate capacity-building activities, such as:

- Plan and implement workshops, and/or provide technical assistance and training that will strengthen Namibian CSOs capabilities in management, financial and administrative systems, fundraising, public relations, program planning, impact monitoring, evaluation, reporting and advocacy;
- Provide training and technical assistance that will strengthen the capabilities of the Namibia Institute for Democracy (NID), Namibian Non-governmental Organizations' Forum (NANGOF), and other CSO service providers to provide services in the areas identified above;
- Involve the NID, NANGOF and other CSO service providers in the planning and execution of workshops for local CSOs; and
- Provide advice to the NID, NANGOF, and other CSO service providers in the development of work plans, in program planning, and in program implementation.

In implementing the tasks 1 and 2, MSI worked with several local partners who were extremely effective in planning, implementing and accomplishing these tasks. These partners were the NID, NALAO, the Windhoek City Council (WCC), Namibia Nature Foundation (NNF), and the Namibian Association of CBNRM Support Organizations (NACSO).

2. CBNRM COMPONENT - TASK I

A. CBNRM Component Activities

The CBNRM component activities employed Conservancies and CBNRM CSOs, and were designed with careful consideration for the opportunities provided through existing and pending CSO and MET outreach methods. The CBNRM component activities were aimed at advancing the conservancies' identified agendas and also toward strengthening the conservancies'

capability to conduct advocacy campaigns and to support efforts to improve communication systems.

Major Task Areas	Major Activities
<p>I. Facilitate conservancy association formation in at least one and preferably two regions of the country.</p>	<ul style="list-style-type: none"> • Met with NACSO partners to discuss MSI opportunities and role. • Clarified steps in the association formation process and identified which components USAID would fund and where other funding was needed. • Facilitated the Action Planning process with Torra Conservancy (Hivos - Dutch NGO - funded). • Facilitated visioning/issues identification with 3 conservancies in Caprivi. • Planning meeting with partners (NACSO, MET, MSI, and USAID) conducted in February 2004. • National Conservancy Association Formation and Constitution Drafting Workshop conducted in August 2004 with representatives from 40 conservancies participating.
<p>II. Provide technical assistance that results in the completion of a communications strategy for CBNRM NGOs</p>	<ul style="list-style-type: none"> • Designed and facilitated a 1-day introductory communication and facilitation skills workshop with staff from 2 key local NGOs. • Conducted workshop to address issues blocking effective functioning of NACSO (LIFE-funded). • Issue discussed at the SGP Review Committee meeting and it was decided that supporting radio communication that is currently used would be a more suitable option than new web-based tools. • Discussions with IRDNC's communication specialist resulted in no action. • Small grants awarded to support improved communication. • USAID indicates that another program will support the communications strategy so that remaining MSI funds could be utilized differently. • Future communication possibilities were addressed as part of the August Conservancy Association Formation and Constitution Drafting Workshop.
<p>III. Provide technical assistance and training to the MET to strengthen its ability to respond to CSO concerns and issues.</p>	<ul style="list-style-type: none"> • Discussions were held with MET staff members and with NACSO partners. • The first meeting was held between the MET and Conservancy Chairmen. • Grant awarded to support 2nd MET Conservancies Chairpersons Meeting. • Meetings held with MET Permanent Secretary to discuss progress. • MET representatives participated in the Training of Facilitators workshop and then co-facilitated, along with NGO representatives at the Conservancy Association

Major Task Areas	Major Activities
<p>IV. Plan and implement workshops and/or provide technical assistance and training that will develop the advocacy skills of CBNRM CSOs conservancy associations.</p>	<p>Formation Workshop.</p> <ul style="list-style-type: none"> • Funded the 3rd MET Conservancies Chairpersons Meeting. • Discussed the possibility of advocacy skills training-of-trainers workshops with NACSO partners. • Discussions, including the MET Permanent Secretary, USAID, NACSO, NNF, and MSI, resulted in the Permanent Secretary (PS) strongly urging efforts that would have gone to advocacy be put instead into a major country-wide workshop that would assist conservancies in developing a constitution and the way forward with their budding conservancy association. • Training of Facilitators Workshop conducted in August 2004 to prepare MET and NGO facilitators for the large Association Workshop, provided foundational skills that could be useful in subsequent advocacy-related facilitation and training.
<p>V. Award grants to enable CBNRM CSOs and conservancy associations to conduct advocacy campaigns, facilitate association formation, and implement a communications strategy.</p>	<ul style="list-style-type: none"> • The NNF and NACSO identified as the coordinating agencies for administering the small grants program. • NNF and MSI small grants program procedures prepared. • 15 grants were awarded to conservancies and CBNRM NGOs directly serving associations. These grants have facilitated association formation, advocacy, and communication.
<p>VI. Build CSO institutional capacity and CSO service provider capacity</p>	<ul style="list-style-type: none"> • Staff from MET and NACSO-member NGOs participated in planning and facilitating action planning and visioning/issues identification workshops. • Fourteen NGO and MET facilitators participated in a 3-day training-of-trainers workshop to prepare them to facilitate a national Conservancy Association Formation Workshop with over 150 persons attending. • MET and conservancy representatives participated in a national Conservancy Association Formation and Constitution Drafting Workshop, conducted in August 2004.

B. CBNRM Component Accomplishments

The greatest accomplishments in this component related to Conservancy Association formation and capacity building, especially through the small grant program activities. Although activities did not result in the formation of a formal conservancy association, great strides were made in that direction and most conservancies are ready to move ahead with this initiative, and are only awaiting an indication from those in the Kunene region that they, too, are ready. The following points outline major accomplishments, with details provided in the CBNRM Program Framework and M&E Plan (see addendum I).

I. Conservancy Association Formation

Project activities have helped to keep the idea of “conservancy association formation” alive and on the radar screen through a range of small grant activities, meetings, workshops, and the constitution drafting workshop in August 2004.

- Although there have been a couple of false starts, the overall process has encouraged conservancy representatives to think about what it means to have an association, what to avoid, and what to pursue.
- The association formation process has brought the NGOs, the MET, and conservancies closer together through collaborating on this effort.
- Representatives from 40 registered and emerging conservancies assembled to develop an association constitution. Although the drafting and signing did not occur in August 2004 as intended, the vast majority wanted to go ahead, but refrained from doing so because a small number of conservancies felt they needed more time. Nevertheless, this indicates a readiness for moving forward with this process.
- There is now a clear understanding that conservancies are intent on forming one, not two, national associations.

2. Capacity Building for CSOs

Capacity building for CSOs included a participatory organizational analysis that helped them to identify areas of strength and needed growth. Several CSOs also participated in a workshop on participatory monitoring and evaluation, a key area of need identified by all in the organizational analysis.

Utilizing funding from LIFE, the MSI CBNRM component consultant worked with the NACSO Institutional Development Specialist and designed and facilitated a Training-of-Trainers workshop to:

- Provide conservancies with a strategic visioning process through which they can identify their priority issues;
- Build capacity within Namibian CBNRM NGOs and the Ministry of Environment and Tourism (MET) to assist conservancies in implementing the strategic visioning process; and
- Facilitate improved co-ordination and communication and to enhance rural people’s advocacy capacity at regional and national levels.

Even though this activity was not funded under the MSI contract, it demonstrates a synergy between USAID Strategic Objectives three (SO3) and four (SO4). Through this democratic strategic visioning and planning process, conservancies gave a voice to the membership. The process provided opportunities for conservancy members to identify shared issues and developed action plans to address those issues.

The small grant program strengthened CSOs and NGOs through requiring greater accountability and transparency, augmenting program activities financially, and encouraging sound program design.

3. CBNRM Small Grants Program

The small grant program provided resources to conservancies to build capacity related to association formation, communication, and advocacy. Fifteen projects were funded and their accomplishments are summarized below.

CBNRM Grant 1: Integrated Rural Development & Nature Conservation (IRDNC) - Marienfluss Conservancy Study Tour

IRDNC and the Marienfluss Conservancy studied the CBNRM Programs in Botswana, Victoria Falls in Zimbabwe and Nyae Nyae Conservancy in the Otjozondjupa Region of Namibia. They observed the cultural and environmental diversity of those communities, community involvement in tourism ventures, and met with government officials.

Lessons Learned:

- The importance of hospitality and how language barriers, cultural diversity and distances traveled can influence a visitors experience.
- Government and NGO support to local communities can effect the tourism industry;
- Studied decentralization in Botswana and how that effects decision making in regions as officials make their decisions in the region;
- Botswana wildlife marketing focuses solely on wildlife utilization rather than considering the interplay between wildlife and local people. This differs from the Marienfluss experience;
- Witnessed alternative tourism attractions such as the leather project, tannery, bead and shell work at Kuru D'Kar Trust and the many crafting options in the open markets at Victoria Falls that were driven by women entrepreneurs;
- Projects initiated by the Kuru D'Kar Trust were considered to be weak in terms of community involvement;
- Youth involvement in cultural activities can help preserve the culture;
- Observations on campsite quality and the negative effect of burdening the tourist by vendor's, currency dealer's and beggar's forwardness;
- Meeting with representatives from other local communities, government and the private sector taught the study group about the importance of cooperation in the field of tourism and resource management.

CBNRM Grant 2: Integrated Rural Development & Nature Conservation (IRDNC) - Omatendeka Study Tour

The Omatendeka Conservancy committee members studied CBNRM activities in Namibia's Caprivi region and Botswana's Okavango Community Trust (OCT), namely Seronga, Gunitshuha, Eretsha, Beetsha and Gudikwa. The study group observed tourism enterprise possibilities, issues surrounding joint ventures with the private sector and the Botswana Government approach to devolution of rights and responsibilities with regard to natural resources.

Lessons Learned:

- The reward and income generation of photographic safaris versus trophy hunting;
- Investing in the education of young people from ones community can result in a return on the community investment when the recipient is expected to return to their community following education program completion;
- The carefully thought-out use of natural resources can leave a modest imprint on the surrounding environment;
- At the meeting between Omatendeka and the OCT, professionalism by the OCT secretaries and the cooperation between the OCT board members attending was observed;
- Learned about the start-up and successful management of the Okavango Polers Trust and Gudikwa Cultural village, including supporting the youth, sharing local knowledge for the benefit of all, and the successful employment structure of local members in the camps;
- The exposure to the craft markets, traditional villages and tourist sites spurred new ideas for income generating projects in their own Omatendeka conservancy.

CBNRM Grant 3: Integrated Rural Development and Nature Conservation (IRDNC) - Mashi District Conservancies Joint Venture

This was awarded as a joint effort for three conservancies in Caprivi which have formed the Mashi District Conservancies Joint Venture. Mashi District Conservancies' incorporated the Kwandu, Mayuni and Mashi Communal Conservancy Areas, along the Kwando River in Caprivi. The joint venture enables the conservancies to mutually manage their natural resources effectively. In pursuit of this goal, the funds allowed for the acquisition of 2 base stations for Kwandu and Mashi Conservancy, one mobile base station for the vehicles and the 6 hand held radios, 2 each for the conservancies. Mayuni contributed their own base station, thereby allowing for a third radio to be used for the vehicle. This enabled more effective communication between the different posts within the combined conservancy area and more effective monitoring of natural resources.

The success of the joint venture for communications among conservancies in their institutional collaboration and in their wildlife co-management lead to a second Wuparo Conservancy Wildlife Management Communications proposal (see Grant 15 below).

CBNRM Grant 4: Rural People's Institute for Social Empowerment (RISE) - Kunene Conservancies Communications

The goal of this project was to improve the institutional framework of the target conservancies, to enable improved communication and decision making, as well as to ensure the participation of members and relevant stakeholders in the process. The objectives were to develop organizational structures and a decision making framework for each conservancy based on decision making needs, and to clearly determine the different roles and responsibilities of different stakeholders. Further, the conservancies were to assist in identifying and building on local functioning institutional units for the purpose of devolution of appropriate decisions to smaller units and conservancy members.

RISE conducted workshops in the different conservancies for the different aspects of the stated objectives and goals. A sworn court translator was used to translate several newly drafted conservancy constitutions from English to Afrikaans. Although the official language in Namibia is English, the lingua franca, especially in the rural areas, is still largely Afrikaans. The constitutions have to be submitted in English to the Ministry of Environment & Tourism for conservancy registration. Through translation, the constitutions were made more accessible to the members.

CBNRM Grant 5: Namibia Development Trust (NDT) - Southern Namibia Conservancy Association Formation

The preparatory work for the formation of the association involved a great deal of institutional/governance training for the conservancy committees. NDT therefore conducted a series of workshops that addressed various aspects of conservancy governance, and which benefited not only the association, but also each of the member conservancies internally. Some of the program activities included workshops on effective communication among various stakeholders such as Traditional Authorities, local community based organizations and Constituency Development Committees. NDT also addressed the problem of community level management structures working in isolation of each other. Communication structures were put in place to ensure conservancy participation in decision making at even the lowest level and to enable members to take ownership of the conservancy activities. Workshops were also held on developing mechanisms for integrated planning and implementation of CBNRM.

CBNRM Grant 6: Nyae Nyae Development Foundation of Namibia (NNDFN) - N≠A-Jaqna Conservancy Communications (Tsumkwe West)

The NNDFN used this grant for the acquisition and installation of communications equipment and for ongoing training and support to the N≠A-Jaqna Conservancy in the use of the equipment. The project also dealt with communications issues within the conservancy at an institutional level. The key success of the project was the empowerment of the Conservancy Management Committee and District Chairmen by formalizing the N≠A-Jaqna Conservancy management and operations. The communications equipment and training improved the committee's internal and external communication capacity on programs in the 900,000 ha large conservancy. This, in turn, led to conservancy wide decentralization and democratization. With the conservancy's newly acquired computer and improved communications, the committee has become less dependent on the local NGO, the Nyae Nyae Development Foundation of Namibia, whose resources are strained under the demands from various communities and conservancies in the area.

The committee now communicates more proactively and more regularly with the other stakeholders, including the Nyea Nyae Conservancy, the Anti Poaching Unit, the CBNRM Sub-division and the Directorate of Forestry of the MET, the Ministry of Agriculture, Water & Rural Development (directorates: Rural Water Supplies, Extension Works, Cattle Breeding Stations, etc), the Ministry of Home Affairs, the Ministry of Health and Social Services and the Working Group of Indigenous Minorities in Southern Africa (WIMSA), thus raising awareness amongst stakeholders of the needs of the Conservancy and the need to involve the Conservancy and Traditional Authority in key decision making. It has also improved the visibility of the Conservancy, as well as the skills and ultimately livelihoods of the local community.

CBNRM Grant 7: Namibian Nature Foundation (NNF) - Conservancy Chairpersons' Meeting with the MET

The Chairpersons' Meeting with the Permanent Secretary of the MET was successfully conducted in October 2003. The meeting provided the impetus for the formation of a nationwide conservancy forum to be the communications body of conservancies with the Ministry. The minutes from the October 2003 meeting were made available shortly before the August 04 workshop and summarized how the conservancies and the MET had discussed the issue of the national conservancy association formation.

CBNRM Grant 8: Rural Peoples' Institute for Social Empowerment (RISE) - Conservancies Networking Workshop

RISE Namibia held a workshop with 25 (15 men, 10 women) representatives from Otjimboyo, Tsiseb and /Audi conservancies. The aim of this workshop was to:

- Allow conservancies to share achievements and challenges;
- To facilitate a process where conservancies can share resources for the mutual, effective management of their wildlife resources;
- To expose conservancies to other livelihood projects that could assist in poverty reduction within their respective communities.

The workshop used Participatory Rural Appraisal (PRA) methods and a portion of the workshop was used for guest lectures on saving and credit schemes, livestock banking, the Ministry of Agriculture's Water and Rural Development program, tourism enterprise development, and HIV/AIDS impact on the management of natural resources. The participants also had an opportunity to see Tsiseb Conservancy development initiatives, while guiding and encouraging each other on the best approaches for addressing the perceived challenges hampering their development.

Communication between conservancies was a common concern, as was the high expectation of member benefits, and the feeling that it contributed to impatience and low member participation. Their final two activities were to summarize common strategies to mitigate challenges, and to develop a three month work plan for each participating conservancy, taking into consideration all workshop activities and exercises.

CBNRM Grant 9: Rössing Foundation - Uukwaluudhi Conservancy Communications Project

This award made it possible to improve communications between conservancy management and field staff, including community game guards and support staff. The conservancy acquired three two-way radios, and Rössing Foundation trained staff to operate the radio system and developed the communications protocol and procedures for the conservancy.

CBNRM Grant 10: Rössing Foundation - King Nehale Resource Management Area Communications Project

This project sought to improve communications between the conservancy's management committee and the support organizations to include government ministries, regional government, NGOs and the private sector. A further objective was to enable direct contact between the Omuthiya Craft Group and the purchasers of the craft products. To reach these goals, the grantee had a telephone/fax unit installed, conducted staff training in operating these facilities and developed communications protocol and procedures.

CBNRM Grant 11: Integrated Rural Development & Nature Conservation (IRDNC) - Kunene Training Workshop

This grant funded a training workshop for facilitators of the Kunene Region CBNRM program. The workshop themes were advocacy, conflict resolution and advanced facilitation. The IRDNC employed community and conservancy committee members as facilitators, thus benefiting the conservancies directly. There were 20 attendees in total (14 men, 6 women) from the Okongoro, Anabeb, Okangundumba, Epupa, Orupupa, Kunene, Otjombande, Torra, Sesfontein, and Khowareb/Anabeb conservancies.

The post event reactions from participants were a 100% positive feedback with only one suggestion to disburse the handouts earlier. Approximately 40% of participants found the Conflict Management module of the workshop useful, but felt that they could do with more training in this field in order to feel confident at handling conflict situations in their work environment. 50% requested follow-on training.

CBNRM Grant 12: Integrated Rural Development & Nature Conservation (IRDNC) - Ruacana Exchange Visit

This project promoted advocacy among the Ruacana Conservancy committee members by organizing an exchange visit to four other conservancies, and received assistance in formulating objectives and goals with regard to tourism development in the Ruacana Conservancy. The committee was exposed to very different approaches as applied by the four other conservancies that were visited. The visits helped to balance gender empowerment within the group, as expressed by two ladies who confirmed that at the beginning of the trip they were hesitant to speak and ask questions, but that their confidence grew during the visits to the other conservancies and that they were even leading some discussions in the end. The conservancy committee, which consisted of young and older community members, reported back to their wider community about their trip and findings.

CBNRM Grant 13: Namibian Association of Community-based Natural Resources Management Support Organization (NACSO) Secretariat - Conservancies Communications Systems

A computer set, 3 modems, 17 printers, 9 solar panels and 3 uninterrupted power supply units were acquired using grant funds, to benefit Ozonahi, Okamatapati, African Wild dog, Otjituuo, Sorris, Dora !Nawas, //Huab, Uibasen Twyfelfontein. With assistance from the NDT, they compiled a basic introductory training manual on Microsoft Word for the conservancies and conducted a one day training workshop with the chairperson and the secretary of Otjituuo Conservancy. NDT then continued with the training workshops in three other conservancies.

Three weeks after the training workshops, Otjituuo expressed their gratitude for the training and equipment and indicated that they are confident in their newly acquired skills. They also said transport and other costs are now reduced since they do not have to travel to Grootfontein and pay for correspondence services. NACSO further assisted Uibasen Twyfelfontein with software complications so they were able to use the equipment in preparing their financial report for the Annual General Meeting.

As a result of receiving the equipment, other future activities were planned for Kunene and Caprivi, and NACSO will visit all the conservancies who received the equipment to ensure all is functional.

CBNRM Grant 14: Khoadi Hoas Conservancy - Kunene Regional Conservancy Association

This award funded a workshop enabling the conservancy members who attended the August 2004 Conservancy Association Formation and Constitution Drafting Workshop to report back to their wider membership and for the conservancies in the Kunene Region to open discussions about their regional conservancy association. The meeting was held in Khoadi Hoas Conservancy under the chairmanship of IRDNC facilitator John Kasaona.

In attendance for this two day workshop were representatives from the Sesfontein, Anabeb, Torra, Dorros, Huab, Ehirovipuka, Ozondundu, Okangundumba, Sorri-Sorris, and #khoadi-//hoas conservancies. The primary objectives were for the Kunene Conservancy to form one Regional association that will be a mouth piece of the participating conservancies, to investigate opportunities to represent the needs and aspirations of all conservancies in the Kunene Region, and to get into a draft form the constitution for the Regional association. Following the workshop, three of the co-facilitators took on the task of finalizing the constitution language, and then organizing a follow-on meeting for the constitution to be adopted by all affected registered conservancies. A decision was also made that upon adoption of the Regional constitution, the host conservancy will immediately organize cluster meetings in order for cluster representatives to be selected as provided for in the Regional Conservancy Association Constitution.

CBNRM Grant 15: Wuparo Conservancy - Wildlife Management Communications Systems

This award enabled the Wuparo Conservancy to become a more effective member of the Mashi Joint Venture Unit, a grouping of four conservancies which wanted to manage their combined wildlife as one large management area. Wuparo Conservancy acquired and installed one base station and one hand held radio. The base station site is at the Wuparo Conservancy Office. The conservancy allocated the hand held radios to the field officer (a second hand held radio was purchased by IRDNC and is with a community game guard). This enables the Mashi

Joint Venture Unit to effectively monitor their natural resources, especially wildlife. For example, with the radio equipment, the community game guards can warn the conservancy residence, via call to headquarters, of approaching elephants in order to minimize the damages suffered as a result of human/wildlife conflict in the area. The radio network also enables the joint venture unit to fight poaching more effectively, and relieves the transportation shortage through using the radio network in lieu of travel for communication purposes.

C. CBNRM Component Challenges

The CBNRM component accomplishments were achieved despite some obstacles and challenges. Early in this component, NGOs felt that the association formation process was very “donor-driven” and perhaps premature. But, following a participatory planning process initiated during a February 2002 visit, NGOs seemed to get on board and collaborated to finalize the design of an 18-month project. USAID, however, felt that the “issues identification” portion of the plan did not fit with the scope of the MSI contract. This discouraged some NGOs. The Living in a Finite Environment (LIFE) project, in coordination with the MSI project, took on some of the basic groundwork and issues identification activities with the conservancies. During this transition period, the MSI project continued to provide small grant support, but conservancy formation activities appeared to come to a halt, as several technical assistance trips were cancelled and re-scheduled at NACSO’s request.

D. CBNRM Component Recommendations

As stated previously, there were many accomplishments under the CBNRM Small Grant Program and the associated contract activities. However, it is still too premature to ratify a unified, national level association. This is primarily because the conservancies themselves need to become more operational and secondly because certain conservancies still lack advocacy skills that a collective group or association should provide. Nevertheless, MSI recommends that USAID continue to support the idea of regional association formation in the coming months.

Regional associations continue to be a valid concept, with a number of potential benefits, including: lesson sharing, increased policy influence through advocacy, and as the MET Chairpersons’ Meetings have shown, improved MET/Conservancies interactions. MSI believes that the August 2004 workshop further enlightened the participants about the rewards of a fully informed “membership”. To date, conclusions reached at the MET Chairpersons’ Meetings have not been properly communicated back to the affected communities. It appears to be a two-fold problem:

1. The conservancy support unit at the MET appears to be inadequately staffed and/or supervised, thus resulting in delayed information dissemination and unfulfilled undertakings. For example, Minutes from the Chairpersons’ Meetings were belated, and in some cases, not sent; the invitation for the August Workshop was belated thus complicating Conservancy participant travel planning; and
2. In some cases, the Chairpersons’ accountability is not clearly defined. Comments at the August workshop indicate that, although some Chairpersons are excellent at conveying the message back to their communities, others are not.

USAID therefore might consider utilizing the newly trained facilitators to work with the Chairpersons at the next meeting. They could assist the group to more clearly define the role of the chairperson, and then help establish a plan for effectively sharing the meeting's findings, if not at the individual conservancy level, then certainly at the regional level. If the Ministry is unable to produce and distribute a timely memorandum as follow-up to future Chairpersons' Meetings, then the alternative is for conservancy representatives to be educated on simple methods for personally communicating the findings back to the communities or regions they serve. Providing skills development training in this area could be one useful area on which to focus additional USAID-supported technical assistance.

With additional outside support for the unprepared conservancies to build their regional capacity, the interest and political will of several already geared-up conservancies will likely jump-start national level association formation before long. By keeping the recently trained facilitators involved in the process as mentioned above, they can keep their facilitation skills honed and ready for when the decision is made to launch the national level association. Imminent association formation, whether it is at the regional or national level, should continue to be viewed as a voluntary movement, and those that see benefit of membership can join, while those skeptical or not ready, do not need to do so. Continuing on an all or nothing path jeopardizes progress and is holding back those conservancies that are currently ready and able to participate in a regional or national association. A more practical solution would be to provide limited conditional support for an association of perhaps 6-8 initial members. Associations do not need to be "one size fits all", but may be more successful over the longer term if conceived as a smaller functional group, which can add members as it matures and proves its validity.

Although it appears that most conservancies support the idea of a national association, donors should proceed with caution, awaiting that "strong call" to emerge from the region. As Brian Jones noted in his report on conservancy association formation in the region²:

Experience from the region points to the need for strong regional associations to provide the building blocks for a national association. Such an approach can promote better accountability and better communication and information dissemination. It also makes sense in terms of Namibia's regional diversity.

It is recommended that support for the development of strong, accountable regional associations should precede support for the development of a national association. Allow a strong call for a national association to emerge from the regions. (P.13, Jones)

MSI believes that the immediate effort should focus on establishing a path for the development of a conservancy association for those conservancies that are currently ready to participate in such an association, but which are being held back by the few conservancies not yet willing or able to participate. Certain conservancies have the desire and maturity to benefit greatly from

¹ Jones, B. (DRAFT 23.04.02) Lessons learned in the southern African region on the formation, structure, funding and functioning of national associations to represent community-based CBOs working on common-property natural resource management. A consultancy report to the Namibian Association of Community Based Natural Resource Management Support Organizations (NACSO)

² Jones, 2002.

more advocacy skills training that provides very concrete and tailored actions. Any transferable skills acquired during this preparatory stage could be drawn upon later by the national level association membership. And again, as recommended above, if the recently trained facilitators can be included or utilized during this advocacy training, USAID would be contributing to an auxiliary success of the Civil Society Development Support Program.

3. ANTI-CORRUPTION COMPONENT – TASK 2

A. Anti-Corruption Component Activities

The Anti-Corruption component addressed perceived problems and needs concerning integrity issues at both the central and local levels, within local government and civil society. The methodology chosen was to work with a number of partners, primarily the Namibia Association of Local Authorities Officers (NALAO), the Namibia Institute for Democracy (NID), the Windhoek City Council, and Africa Institutional Management Services (AIMS), on identified integrity issues in four pilot towns, Otjiwarongo, Ondangwa, Katima Mulilo, and Mariental.

Using these four towns as a focus for its activities, the project worked in five major task areas: to strengthen NALAO; build the capacities of the four chosen local authorities and other local organizations; create a network of national organizations interested in combating corruption at the local level; strengthen national level civil society organizations (CSOs) and government offices to carry out integrity programs at the local level; and, more generally, build the institutional and service provision capacity of CSOs.

Major Task Areas	Major Activities
<p>I. Strengthen NALAO to assist its members to carry out integrity systems programs.</p>	<ul style="list-style-type: none"> • First workshop held in February 2002. NALAO, with local Technical Assistance (TA) from NID, AIMS, and local experts, begins contact with local authorities on pilot planning. • Second workshop held in June 2002, resulting in proposals for integrity actions in 4 towns. NALAO, with contracting assistance from NID, began to build local TA team consisting of a coordinator and specialized assistance. • NALAO ED visits 4 towns and agreement was reached that four local workshops be held in May/June. • NALAO staffing increased. • WCC agrees to provide additional assistance to NALAO. • Agreement reached for NALAO to submit small grant proposal to strengthen itself. • NALAO ED suspended in April 2003 and Admin Asst. resigns in September. NALAO strengthening process severely impacted. • Individual workshops combined in one larger workshop in July 2003 in Otjiwarongo. • Agreement reached on three new policies for local authorities to be formulated: Human Resources, Land Management, and Procurement. Initial drafts are provided by AIMS, working with NALAO and local authorities. • WCC provided comprehensive assistance to finalize drafts of policies.

Major Task Areas	Major Activities
	<ul style="list-style-type: none"> • Executive leadership of NALAO changed in Nov after founder-President left. • NALAO Exec Board met in December 2003, assisted by MSI, to chart new course. • NALAO hires new ED, who began work in February 2004. • Three policies finalized and agreement reached on next steps for implementation. • Agreement also reached to provide new ED and Board with assistance to develop internal NALAO admin policies. • New President and Board meet in Ongwediva in May 2004, with MSI assistance, to map new strategy and activities. • ED resigns in July 2004 to take job with the Namibian Government. • New President of NALAO passes away unexpectedly. • NALAO internal administrative processes are reformulated and completed.
<p>II. Build capacities of local authorities and other local organizations to carry out and monitor integrity programs.</p>	<ul style="list-style-type: none"> • 4 local authorities completed integrity self-assessments with assistance from AIMS and NALAO. • Results discussed at June 2002 workshop in Otjiwarongo and plans made to provide assistance through project. • Local TA recruitment is undertaken but is delayed. In meantime, NALAO coordinator and ED continue working with 4 towns to prepare action plans. • Small grant proposals are widely solicited for integrity activities in 4 pilot towns. Only one proposal received, from UTN, but it is eventually deemed insufficient and NID is requested to prepare an alternative proposal . • Likelihood of being able to do programs in 12 towns is reassessed and reduced because of implementation delays being experienced. • TA team completes draft human resources policy and continues work on procurement and land allocation policies. • Agreement reached with four towns to hold implementation workshops in May/June 2003. • Agreement reached concerning NID small grants proposal for CSO project in four pilot towns. • Project will directly reach four original towns and will seek collaboration with seven CABLE towns (Dutch funded program). • Project will also widely disseminate its results concerning human resources, land, councilor/staff, and procurement to all NALAO towns. • Capacity building at local level continues through work with 4 local authorities on three policies. • Agreement with NID finalized concerning local CSO activities in 4 towns – project extension and funding received and this will be implemented in final period. • Local CSOs, with NID assistance, undertake community and local government public meetings in four towns, also involving local authorities, during February and March 2004. • Local authorities continue to review and refine HR, Land, and Procurement policies. • Plans are agreed for policy implementation activities during

Major Task Areas	Major Activities
	<p>April to June 2004 extension period.</p> <ul style="list-style-type: none"> • Small grant awarded in Mariental for training of local government officers and NALAO reps and NGOs in the town and sub-region in the new policies. The approach and results of these training activities was disseminated to the other cities.
<p>III. Build nationwide network of organizations to strengthen local level integrity systems.</p>	<ul style="list-style-type: none"> • Local authorities and CSOs attended workshop in February 2002 and NID undertakes awareness raising briefings. • Urban Trust of Namibia (UTN), Association for Local Authorities in Namibia (ALAN), the Association for Regional Councils (ARC) and other organizations participate in June 2002 workshop. • NALAO continues to consult actively with ALAN and ARC concerning project issues and other common problems. • Agreement reached concerning small grant support to local CSOs, through NID, in four project towns. • Local authorities and CSOs attend Otjiwarongo workshop in July 2003 and reach agreement to go forward. • NID consults regularly with Windhoek-based NGOs concerning integrity issues in the context of the project's awareness-raising activities, but detects no appreciable interest in the building of an organized network devoted to strengthening local level integrity systems. • Detailed review of policies plus planning for final project events takes place at NALAO level in early 2004. All interested parties to be included in final events. • NID is tasked with assessment of feasibility of this task area and reports little interest among its partner organizations outside the framework of agreed joint activities.
<p>IV. Strengthen national level CSOs and government offices to support and carry out integrity programs at the local level.</p>	<ul style="list-style-type: none"> • Preliminary meetings held between NID and CSOs to discuss integrity program. • Ombuds Office, Aud-Gen, and other CSOs attend and participate in June 2002 workshop. • Follow-up meeting held with additional Windhoek based organizations to brief them on June workshop. • Plan for public awareness program on local government integrity issues is formulated among a number of CSOs, led by NID. • NALAO and NID are cooperating partners in the National Integrity Promotion Program (NIPP), under which local government issues are to be integrated into national integrity programs. • Public awareness program is funded by project and drafting of documents commences. • Activities to be coordinated with national program under NIPP. • Local government booklet and other publications are finalized by NID. Translation of publications discussed and agreed. • Distribution of publications in two languages. • Due to popularity, translation of local government integrity booklet into 2 additional languages. • Due to popularity, translation of local government integrity booklet into 4 additional languages. • Wide distribution of new policies carried out.

Major Task Areas	Major Activities
	<ul style="list-style-type: none"> • Public Awareness advertorial is published in the national newspaper 2004.
<p>V. Build CSO institutional capacity and CSO service provider capacity</p>	<ul style="list-style-type: none"> • Discussions held with MSI consultants concerning possible options. • Preliminary research carried out in June/July 2002 to establish interest among organizations. • Organizational Development (OD) workshop held in September 2002. Agreement reached on next steps to build CSO capacity. • UTN compiled future tasks list and submitted it to NID for further action. • CSO building delayed because of NALAO events and subsequent dismissal of ED in mid-2003. • Alternative plans formulated for assistance to NALAO once new ED is chosen. • NALAO OD Workshop held in December 2003 with Dian Svendsen. • New ED agrees in March 2004, along with Executive Board, to go ahead with second OD workshop in May in Ongwediva. • New NALAO admin systems to be developed as part of preparations for May meeting. • May meeting of NALAO's Board and new ED held, with MSI assistance, to formulate strategic planning process and action planning for specific NALAO activities over the next year.

B. Anti-Corruption Component Accomplishments

The greatest accomplishments of the Anti-Corruption component related to building the capacities of two local organizations, NID and NALAO, to address anti-corruption issues of local authorities, helping the local authorities system develop new approaches to administratively manage three important areas of their work that are most vulnerable to corruption, and raising public awareness concerning issues of integrity at the local level.

I. Capacity Building

The project worked closely from the beginning with the NID, a leading civil society organization in Namibia, to undertake integrity programs at the local level. NID had a well-deserved reputation for working and helping to develop local level civil society, but had not, before this project, been extensively involved with local authorities nor with anti-corruption activities at the local level. This project enabled NID to fill that gap. NID was able to work with many of the local level organizations in the pilot towns and establish a connection between their concerns and efforts and the local authorities of the pilot towns. Based upon the experience gained, NID has been able to go on to secure funding from SIDA for further work with local governments and integrity issues. NID has also, based partly on its work in this project, worked extensively with the Office of the Ombudsman on national and local level issues of corruption and their impact on democracy in Namibia.

Capacity building within NALAO has been more problematic, but still figures, in MSI's view, as a significant accomplishment. NALAO was beset by a number of turbulent external events (enumerated in Section C below) that virtually crippled its ability for some time to carry out its responsibilities for this component and for its other activities as an association. With the help of MSI and NID, NALAO was able to regain its equilibrium and maintain itself as a viable organization, and to conclude the project on a positive note, with a Board, a new strategy, and new planned activities. In addition, NID was able to assist NALAO to put together a new set of administrative processes that will allow the organization to have its own procedures, rather than continuing to use those of the WCC.

In MSI's experience, one of the most difficult periods in organizational development comes when a local government association such as NALAO, seeks to move from being merely a discussion group and advisory organization, to one that has its own programs and activities and administrative responsibilities. It is normal and natural for an organization to want to do this, but it is also a risky period, one that requires as much external assistance as possible to be successful. NALAO is navigating these treacherous waters at this time, and with MSI's help (from USAID), has managed to stay afloat.

Indeed, evidence of this is quite clear in terms of its continuing excellent relations with the central government and the strengthening of the role of NALAO during the term of the project as a recognized partner of the government in the improvement of local government functions. NALAO has increasingly been recognized by the government as the voice of the local government professional staff and has been asked for its views on numerous issues. The project helped to foster this through a purposeful insistence that NALAO consult closely with the Ministry of Local and Regional Government and Housing on project issues, the development of new policies, and the potential of extending the project to new towns.

2. New Local Authority Policies and Sub-regional Program

The project proceeded initially on the assumption that local authorities had administrative policies and systems in place that were vulnerable to corruption. Identification of problems and issues with these systems was therefore the first order of business during the initial phase of the project to June 2002. However, it became clear that while there were administrative problems, the pilot towns and NALAO could not begin to address these until they first had identified and accepted substantive policies upon which to base the administrative processes that would help to implement these policies. The towns, through a process of consultations and workshops during 2002, identified three areas in which they needed help. This became the basis for the development of three new policies on human resources, land management, and procurement. Working initially with AIMS, and then subsequently with the assistance of the WCC and the Windhoek Task Force, NALAO and the towns produced the three policies.

The process was slow, but in the end, the result has been impressive. The three policies have been distributed to all 52 local authorities, and the policy on human resources has been specifically accepted by the Ministry and is being incorporated into overall legislation. The policies have been presented to each of the four pilot towns for implementation.

One of the four pilot towns, Mariental, has begun to implement the administrative processes that are needed to effectuate the policies. In addition, the NALAO Board member for Mariental, C. Boois, designed, with MSI support and assistance, and implemented a sub-regional program that helped smaller local authorities in its sub-region to understand the new policies and the work of NALAO.

3. Public Awareness

NID carried out a very successful public awareness program, which was both nation-wide in scope and tied to the four pilot towns. The program comprised a number of different components including the production of comic books and posters on integrity issues aimed at the school-going population and through them, their parents, radio interview programs on corruption issues, participation in a week-long national focus on corruption, and the production of a citizens' Handbook on Corruption at the Local Level that was translated into several languages and widely distributed.

4. Anti-Corruption Small Grants Program

The small grant program provided resources to local organizations in the four pilot towns to build capacity and to raise public awareness concerning the integrity efforts of the local authorities and their newly formulated policies.

- Introduction to integrity in Local Government;
- Definition of corruption;
- Causes of corruption;
- Costs of corruption;
- Examples of corruption in Local Government;

NID and the Caprivi Vision Trust conducted the following activities:

Public Awareness Workshops on Integrity and Combating Corruption on the Local Authority Level

An initial workshop was presented to the Katima Mulilo Local Authority by NID-personnel in February 2004. A second workshop was held during the month of September 2004. The workshops took the form of open community meetings where any interested resident could participate. 132 residents of Katima Mulilo were in attendance.

Workshops were presented by NID-staff along the topics contained in the booklet: *"The Namibian Resident's Guide to Integrity in Local Government"*, which was used as a workbook during the workshops:

- Introduction to integrity in Local Government;
- Definition of corruption;

- Causes of corruption;
- Costs of corruption;
- Examples of corruption in Local Government;
- The role of residents in combating corruption on Local Authorities.

It was explained to workshop participants that Caprivi Vision Trust would continue with anti-corruption initiatives in Katima Mulilo. These initiatives could include further educational workshops, increased interaction between residents, staff and Councilors and the overall coordination of all integrity promotion programs.

Discussion Forum between Local Authority Councilors, Staff and Residents

A second type of activity related to this award was the presentation of a discussion forum providing a platform for residents, local councilors and local officials in Local Authority to discuss issues pertaining to corruption, air grievances, identify problem areas and design strategies to combat problematic areas pertaining to integrity. The forum was organized and facilitated by the NID in Katima Mulilo, also in February 2004. Three councilors, three Local Authority staff, and 51 residents were in attendance.

Please refer to Anti Corruption Grant 2 for award activities. The program was replicated in Mariental and involved a local CSO, Southern Sun Media Trust. 76 residents of Mariental attended the *Public Awareness Workshops on Integrity and Combating Corruption on the Local Authority Level* and five councilors, three Local Authority staff with 48 residents were in attendance at the *Discussion Forum between Local Authority Councilors, Staff and Residents*.

Please refer to Anti Corruption Grant 2 for award activities. The program was replicated in Ondangwa and involved a local CSO, Oshana Legal Education Forum. 58 residents of Ondangwa attended the *Public Awareness Workshops on Integrity and Combating Corruption on the Local Authority Level* and two councilors, three Local Authority staff with 23 residents were in attendance at the *Discussion Forum between Local Authority Councilors, Staff and Residents*.

Please refer to Anti Corruption Grant 2 for award activities. The program was replicated in Otjiwarongo and involved a local CSO, Otjiwarongo Youth Against Crime. 97 residents of Otjiwarongo attended the *Public Awareness Workshops on Integrity and Combating Corruption on the Local Authority Level* and three councilors, three Local Authority staff with 58 residents were in attendance at the *Discussion Forum between Local Authority Councilors, Staff and Residents*.

Anti-Corruption Grant 7: Namibia Association of Local Authorities Officers (NALAO) – Promoting Good Governance and Ethics at the Local Authority Level – NALAO Organizational Development

NALAO was initiated as a membership-based organization for Local Authority officers, staffed by a full-time Executive Director, overseen by an Executive Committee, composed of one member from every region. One of the core program objectives was to build NALAO internal management and institutional capacity to efficiently pursue the interest of its members, and to efficiently manage itself and its membership base.

However, the dismissal of NALAO's first Executive Director in April 2003 left the organization in a vacuum, as he was only replaced in February 2004. A grant was awarded to NALAO for institutional capacity building.

A one-day training workshop for NALAO Executive Committee (EC) members was conducted in Windhoek in December 2003. The aim of this workshop was to build the capacity of the NALAO leadership to develop a strategy and administrative systems and requirements needed for a membership based organization servicing Local Authority officers. The following issues, which were previously identified by NALAO as issues on which training was needed, were covered by the workshop presented, Dr. Dian Svendsen, an MSI consultant:

- Organizational structure of a membership based organization such as NALAO and its requirements;
- Strategic visioning and planning;
- Financial sustainability;
- Communication strategies both within the organization and externally with constituents/beneficiaries;
- Coalition building;
- Measuring and learning from results.

This workshop was followed up with another training workshop in Ongwediva in May 2004, which was presented by MSI consultant Mike Lippe to draft a NALAO implementation plan for the management of members and institutional requirements. This plan was conceptualized together with the NALAO EC during the workshop and was subsequently finalized and presented to NALAO.

Anti-Corruption Grant 9: Namibia Association of Local Authorities Officers (NALAO) - Training and Dissemination of the New Integrity Policies - Implementation of Policies by Pilot Municipalities

The NALAO Mariental Municipality Chapter was awarded a grant for an integrity promotion program and training on implementation of the policies that had been recently developed under the Civil Society Development Support Program. Their implementation program took place in all four pilot towns: Katima Mulilo, Mariental, Ondangwa, and Otjiwarongo. The further aim of the project was to secure excellent people management in local authorities and eventually ensure customer satisfaction.

Specific project objectives were the following:

- To enable members of NALAO, managers and political leaders in villages to understand the importance of integrity in their work;
- To enable managers and officials to understand and use the policy guidelines within their institution;
- To execute their duties in a just and fair manner.

Intended outcomes included:

- Local authority managers and political leadership able to manage their administrations with personal integrity and safeguard the integrity of the institution;
- Use of the policy guidelines as working documents within the various councils;
- Established a working relationship of sharing and advising each other between the larger and smaller Local Authorities.

A series of two day interactive training workshops for the staff of the four pilot municipalities aimed at the improvement of personal integrity and the importance of integrity were conducted. This program was supported through the MSI/NID Service Agreement which enabled the NID to publish a one-page newspaper advertorial compiled by a Namibian journalist, Graham Hopwood on the integrity systems program and the need thereof. The advertorial was published on 3rd September 2004 by two local daily newspapers, The Namibian and the New Era.

C. Anti-Corruption Component Challenges

Successful implementation of the Anti-Corruption component and the achievement of its basic goals faced a number of challenges. First and foremost, the project's major implementing organization, NALAO, was beset by a number of very serious setbacks in its staffing and unexpected changes in leadership of its governing mechanism, which caused significant delays in project activities. When the project began, NALAO did not have permanent staff. It was run out of the office of the CEO of the Windhoek City Council, Martin Shipanga, who was also the President of NALAO, using Council staff. An Executive Director was recruited by early 2002, but a little more than one year into project activities, in April 2003; the ED was dismissed for embezzlement of funds. The project's administrative assistant and NID shouldered the responsibilities at that point, but the assistant resigned in September. A new ED was not effectively in place until February 2004, almost a year after the first ED's dismissal. In the meantime, the longtime President and charismatic driving force in NALAO, Mr. Shipanga, resigned in November 2003 to pursue private sector opportunities, and was replaced by his very competent Deputy, Ms. Taanyanda, the CEO of Ongwediva Town Council. A promising new Board was elected at this time as well, in November 2003. However, NALAO was again struck by misfortune when the new ED resigned after only 5 months in office in July 2004 to take a job with central government, and the new Chairman died shortly thereafter. In spite of these setbacks, NALAO continued to function, but it is clear that the impact of these events severely hampered its effectiveness.

Second, two major assumptions that had been made concerning the project proved to be inaccurate. The first, already mentioned above, concerned the absence of administrative processes in the four pilot towns that the councils wished to receive assistance on improving. Rather, the towns insisted, correctly, that the first step in the process was to develop new policies, after which the administrative processes would be delineated. This change in planning resulted in a delay of over a year because of the need to develop a process for drafting the policies. It also meant, ultimately, that the project terminated before there was time to actually

vet and work through, with MSI assistance, the administrative processes associated with the policies in any of the four councils.

The second major assumption, which proved faulty, was that there would be partners other than NID and NALAO, to participate and undertake activities such as the small grants program in the towns and civil society institutional development. Despite numerous efforts with Transparency International-Namibia (TI-Namibia), NANGOF, and the Urban Trust of Namibia (UTN), none of these organizations participated in any substantial way in the project, and MSI was obliged to rely on NID for more than originally envisaged.

Third, and finally, the general context within which the project took place, that of decentralization, was an important factor and challenge that had both positive and negative features. Beginning in 2001, Namibia had adopted a goal of progressive decentralization and regionalization in many sectors, including local government. This meant that there was increasing pressure at the local authority level to take on new responsibilities and to manage increasing sums of money. On the plus side, there was a realization at all levels of government and in civil society that better management was essential to be able to undertake the new responsibilities. Hence, there was receptiveness to the project activity of establishing new management policies. Nevertheless, on the minus side, the fact remained that there were few new management and administrative resources to cope with the increased responsibilities. The project, focusing on corruption issues, was an additional burden to already overworked local staffs on a sensitive subject. Decentralization also meant increased politicization in some councils as councilors vied with other councilors and with council staff for control of the new powers. This affected progress in several of the pilot towns, including, most notably, Katima Mulilo, where the CEO was suspended a number of times in disputes with her council.

D. Anti-Corruption Component Recommendations

MSI believes that continued efforts are justified to promote anti-corruption activity at the local and central levels. There is little doubt that corruption is perceived to be and is a more serious issue than it was three years ago. With decentralization continuing, there is more need than ever to ensure that administrative processes are in place at the local level to reduce the potential for corrupt practices. The project just completed provides valuable guidance on how this might be accomplished.

There are a number of measures that MSI recommends for consideration by the Mission. We believe that, if they are implemented together as a package, they would serve to complement and enhance the efforts being made by the government itself and by other donors.

It would be useful for USAID to continue to support NALAO in small ways, both for anti-corruption reasons and also as part of USAID's more general support for a diverse civil society. There needs to be an independent voice for the professional staff of local government authorities. The just-departed Executive Director of NALAO wanted the organization to become more closely aligned and integrated with the Ministry of Local and Regional Government and Housing, which would have vastly reduced its ability for independent action in the name of transparency and accountability. With a transition in leadership at NALAO and the history of their collaboration in this project over the past three years, we believe that it is worthwhile to nurture its basic interest and commitment to integrity in the local civil service.

At the same, MSI recommends a high degree of caution. NALAO is very fragile at this point and is not able to undertake ambitious, externally driven projects. The Mariental experience and MSI's last workshop with the Board of Directors in Ongwediva demonstrate, however, that the members of NALAO can, when motivated by their own interests and enthusiasms, carry out useful and productive activities. Making available small sums of money for more sub-workshops, Board training and planning, enabling members and their councilors to travel together to other councils to gain experience are all examples of do-able activities that can be undertaken by motivated Board members and should not entail an undue administrative burden on NALAO staff.

Perhaps the most useful and effective measure that could be taken at this time to reduce corruption at the local level would be to support the establishment of audit units in each of the 10-15 largest towns. Experience in Windhoek has shown that this can be highly effective. While we would not expect USAID to become involved in massive training programs, we recommend that ways and means be explored with the Namibian associations of accountants and auditors to assist these larger towns in the establishment of units. Finding a way to involve the WCC audit unit could also be fruitful.

There may not be an easy way to accomplish this, but it would be extremely useful to finish up the work concerning administrative simplification begun under the previous project. As was mentioned above, none of the four pilot towns was able, within the time constraints, to undertake the final phase of the policy work, with MSI assistance, of going through the actual process of implementing the policies in a way to control corruption opportunities. NALAO would not be the appropriate manager of an activity such as this for the reasons mentioned above. However, teaching the techniques of administrative simplification in the context of improved governance would be very valuable, if an appropriate mechanism could be found.

Finally, with regard to recommendations that directly involve NALAO and local authorities, MSI found the WCC and Walvis Bay municipalities to have the potential to be excellent incubators of good governance practices in the smaller local authorities. Both municipalities are already involved in this kind of work. Support for this kind of activity in the anti-corruption field, including, e.g. assistance to the WCC or Walvis Bay to develop a comprehensive anti-corruption plan that could then be adapted for use in smaller councils, would be valuable. In this time of turbulence in the WCC itself, with the recent spate of resignations, it might also be a way to keep WCC focused on good governance measures.

During the implementation of the Anti-Corruption component, the public awareness program and the small grant program with local level CSOs proved to have much merit. MSI believes there are a number of activities that ought to be pursued at this level, in addition to working closely with local governments directly. Seeking to increase the influence of CSOs and the responsiveness of local authorities to their communities can be enormously effective in combating corruption.

Thus, MSI recommends that the Mission consider continuing to fund, through CSOs, thought provoking, public awareness campaigns on the costs of corruption and what to do about it.

CSOs might also be asked to help develop citizen watchdog or oversight groups to monitor and report on potential abuses in the operation and functioning of government and its provision of public services. These groups can be organized around specific functions/services such as

healthcare or education, or around particular processes of government -- such as budgeting and legislative operations.

During the project, MSI sought to interest the Legal Assistance Center (and TI) in participating in the project in some way, but this did not materialize. Based upon its experience in other countries, MSI still believes that it could be very useful to assist organizations with legal support offices to provide victims of corruption with outlets to register their grievances and pursue redress. Such offices, situated in nongovernmental legal support organizations, can offer legal advice, advocate on behalf of victims with administrative offices of government, and represent victims in court. These offices can also be tasked to enhance legal literacy among the population at large, and among business people in particular.

Two final recommendations of a more general nature seem warranted in the Namibian context. The first is to provide support to the mass media to build their skills in investigative reporting, focused on anti-corruption issues. The second concerns continuing to build the capacity of CSOs. As MSI learned, and as we noted in a number of places elsewhere in this report, there remains much to do to build strong, local CSOs. The few that exist are much sought after by donors, and the many that are not very strong need to be carefully nurtured if they are not to be overwhelmed by project and administrative responsibilities. During the course of this project, MSI worked with a number of these entities. Based upon its work in 2002 and 2003 especially, MSI recommends that the Mission seek to assist local CSOs with innovative solutions to growing stronger organizationally, while at the same time having productive, but not overwhelming relationships with external donors.

ADDENDUM I: M&E PLAN

M&E Plan for Task I: CBNRM

Result	Performance Indicator	Performance Targets
I. Conservancies aware of options for establishing associations	I.A. Number of registered conservancies participating in at least one conservancy association summit (a 3-day workshop to share achievements, directions, common issues and potential actions)	7 Kunene conservancies at summit 1 by 03/31/03; 4 Caprivi conservancies at summit 2 by 08/31/03 Through 3/31/04 Representatives from at least 29 conservancies from both Kunene and Caprivi regions plan to participate in the Conservancy Association Constitution Development workshop now scheduled for August 2004 Results By 9/30/04 Representatives from 40 registered and emerging conservancies participated in a conservancy association constitution drafting workshop in August 2004.
II. Communications strategy for CBNRM NGOs completed	II.A. Communication strategy action plan in place and in implementation for strengthening communication among conservancies within Namibia	In place: by 05/30/03; In implementation: by 09/30/03 Through 3/31/04 Purchase of radio phones, a part of conservancies' communication strategy, will now be undertaken by an upcoming USAID project. Results By 9/30/04 Will be part of LIFE II activities. Some small grant activities also included purchasing of handheld radios
III. MET staff's awareness of CSO (especially conservancies') priorities, and options for addressing them, improved	III.A. Number of MET CBNRM sub-division staff participating in project-sponsored capacity building activities (<i>LIFE-funded</i>) III.B. Number of MET CBNRM sub-division staff participating in conservancy association summits	Pending consultation with MET and other partners Through 9/30/03 Strategic planning/.Issues identification workshop: 2 invited and 2 attended First meeting held, Second meeting funded. Continued discussions underway Through 3/31/04 Met staff participated in June and October meetings with Conservancy Presidents. MET staff actively involved in planning conservancy association forum workshop, along with USAID, NACSO, NNF, and MSI Results By 9/30/04 3+ MET staff actively engaged in planning the August 2004 Conservancy Association Formation and Constitution Drafting Workshop scheduled for

Result	Performance Indicator	Performance Targets
		<p>August 2004</p> <p>7 MET staff participated in the 3-day Training-of-Facilitators workshop in August 2004, then co-facilitated the Conservancy Association Formation and Constitution Drafting Workshop scheduled for August 2004</p>
<p>IV. Advocacy capacity of service providers and conservancies increased</p>	<p>IV.A. Number of trainer/facilitators trained in advocacy</p> <p>IV.B. Number and percent of trained trainer/facilitators who report having applied newly learned advocacy skills in their advocacy work.</p>	<p>30 Trainers (MET, NGO, and Conservancy Members) trained by 09/30/03</p> <p>Through 9/31/03</p> <p>Discussions underway under contract extension.</p> <p>24 (80%) by 09/30/03</p> <p>Through 9/31/03</p> <p>Advocacy training has been replaced by larger constitution development workshop at USAID and PS MET request.</p> <p>Results by 9/30/04</p> <p>Many activities undertaken contribute indirectly to advocacy, but as stated above, specific advocacy training was replaced by the facilitation training and conservancy association formation workshop. The MET and NGO facilitators have basic skills, though, that could be used in advocacy training activities.</p>
<p>V. Conservancies' capacities to form conservancy associations, advocate on shared issues and develop strengthened communication improved.</p>	<p>V.A. Conservancy association(s) formed</p> <p>V.B. Number of new advocacy campaigns initiated by grantees</p> <p>V.C. Number of new advocacy campaigns conducted by grantees (and their partners) that feature an observed favorable policy decision outcome</p> <p>V.D. Number of documented actions taken by grantees as part of a shared communications strategy</p> <p>V.E. Total dollar value of grants awarded</p> <p>V.F. Number of grants awarded</p>	<p>1 established by 01/31/03</p> <p>2 established by 09/30/03</p> <p>2 by 09/30/03</p> <p>2 by 01/31/03</p> <p>3 by 09/30/03</p> <p>\$ 20,000 by 03/31/03, plus \$55,000 by 03/09/03</p> <p>20 by 09/30/03</p>

Result	Performance Indicator	Performance Targets
		<ul style="list-style-type: none"> • Through 9/31/03 All above delayed. Continued efforts with contract extension • Through 3/31/04 Representatives from all registered conservancies (29 to date, with 11 pending) have met twice with MET officials. Their wish is to form one countrywide association. • As discussed previously, advocacy training was cancelled and replaced by creating a more all-encompassing workshop for all registered conservancies on developing a constitution and way forward for the association. • Little progress on communication strategy. Purchase of radio phones postponed at USAID request as this may be part of a future project. • 11 small grants totaling \$61,720 USD have been awarded.
VI. Design, refine and implement Monitoring and Evaluation Plan	VI.A. M & E implementation milestones	<ul style="list-style-type: none"> • M & E plan proposed to USAID/Namibia (by 04/23/02) • Plan revised as needed, then vetted with Namibian partner organizations (by 06/15/02) • Indicators and performance targets in final form (by 09/30/02) • Review of status of project vis-à-vis monitoring and evaluation tools: • Via quarterly reviews within project • Via semi-annual and final project reports to USAID/Namibia (03/31/02 , 09/30/02 and 03/31/03 for semi-annual; 09/30/03 for final). • Through 3/31/03 Completed

M&E Plan Task 2: Anti Corruption

Result	Performance Indicator	Performance Targets	Progress to Date
I. Strengthen NALAO to assist its members to carry out integrity systems programs.	I.A. Score on NALAO Capacity Building Scorecard: 1 point each for: <ul style="list-style-type: none"> a. NALAO leadership and staff participation in national workshops; b. NALAO model codes 	2 by 01/31/03; 5 by 09/30/03	<ul style="list-style-type: none"> • Through 3/31/02 (a) Has been completed and will be added to at second workshop in June. • Through 9/30/02 No further progress on additional indicators during this period, although (a) has been

Result	Performance Indicator	Performance Targets	Progress to Date
	<p>and practices developed and finalized;</p> <p>c. Study tours completed by NALAO leadership and staff;</p> <p>d. Organizational Development Study completed; and</p> <p>e. NALAO utilizes a project small grant to strengthen its own capacity to serve its members.</p> <p>Best possible score is 5.</p>		<p>augmented by the holding of one more workshop in June 2002.</p> <ul style="list-style-type: none"> • Through 3/31/03 Progress was slow during this period, however it is expected that a further three points will be marked during the current period. • Through 9/30/03 As explained earlier, no further progress has been made on the performance indicators, although progress was made with development of the three local government policies and it is hoped that during this final period three further points can be marked. • Through 3/31/04 (a), (b), and (e) have been realized. Because of program changes, (c) was not undertaken, and (d) was changed to focus on other elements of capacity building. • Through 9/30/04 With completion of the NALAO admin processes changes, 4 of the 5 performance targets were accomplished.
<p>II. Build capacities of local authorities and other local organizations to carry out and monitor integrity programs.</p>	<p>II.A. Number of towns that have formulated and implemented integrity action plans.</p> <p>II.B. Number of local organizations participating in monitoring of local authority integrity plans.</p>	<p>8 by 01/31/03; 15 by 09/30/03</p>	<ul style="list-style-type: none"> • Through 3/31/02 8 by 01/31/03 still seems reasonable at this point. • Through 9/30/02 4 towns have formulated plans. Goal of 8 towns by 1/31/03 will not be met and total will need to be revised. • Through 3/31/03 4 towns now slated for full implementation. NALAO intends to incorporate collaboration with 7 additional towns under the CABLE (Finnish) local government project. 4

Result	Performance Indicator	Performance Targets	Progress to Date
			<p>local CSOs will also participate.</p> <ul style="list-style-type: none"> • Through 9/30/03 No further progress but CSO activities will begin this period and contacts will be re-established with CABLE. • Through 3/31/04 CSO activities carried out in 4 towns and preparations are underway to undertake implementation of policies in the same 4 towns. • Through 9/30/04 Policies completed and distributed to pilot towns and all local authorities. CSO activities completed in pilot towns.
<p>III. Build a nationwide network of organizations to strengthen local level integrity systems.</p>	<p>III.A. Number of follow-on network-related activities planned or requested (e.g., exchange visits, auditing workshops)</p>	<p>5 by 01/31/03; 12 by 09/30/03</p>	<ul style="list-style-type: none"> • Through 3/31/02 1 workshop held • Through 9/30/02 2 workshops held as well as meetings with CSOs • Through 3/31/03 No further progress at this point. NALAO and NID are working together with other organizations to focus attention on local activities under new Ombudsman program NIPP, also funded by USAID. • Through 9/30/03 Workshop held in July and agreement reached to begin local activities this period in 4 towns. • Through 3/31/04 CSO activities undertaken in 4 towns. • Through 9/30/04 Informal network of CSOs at local level completes activities.
<p>IV. Strengthen national level CSOs and government offices to support and carry out integrity programs at the local</p>	<p>IV. A. An NGO Action Plan for national integrity efforts is finalized and agreed upon by NGO network members.</p>	<p>Action Plan formally agreed upon by 01/31/03</p>	<ul style="list-style-type: none"> • Through 3/31/02 Plan being discussed under NID leadership • Through 9/30/02 Agreement reached with MSI and USAID on public

Result	Performance Indicator	Performance Targets	Progress to Date
level.	IV. B. Number of Action Plan initiatives commenced	At least one initiative begun by 09/30/03	<p>awareness campaign. Awaiting approval of CO.</p> <ul style="list-style-type: none"> • Through 3/31/03 Plan approved and materials being drafted. • Through 9/30/03 Materials drafted and disseminated. Translations being planned. • Through 3/31/04 Translations completed. • Through 9/30/04 Public awareness program completed successfully. Informal network of national level CSOs completes work.
V. Design, refine and implement Monitoring and Evaluation Plan	V.A. M &E implementation milestones	<ol style="list-style-type: none"> 1. M & E Plan proposed to USAID/Namibia (by 04/19/02) 2. Plan revised as needed, then vetted with Namibian partner organizations (by 06/15/03) 3. Indicators and performance targets in final form (by 06/30/02) 4. Review of status of project vis-à-vis Monitoring and Evaluation tools: <ul style="list-style-type: none"> --Via monthly reviews within project --Via semi-annual and final reports to USAID 	<ul style="list-style-type: none"> • Through 3/31/02 Initial drafting underway • Through 9/30/02 (1), (2), and (3) completed. • Through 3/31/03 1-4 underway, monthly reports now being received from NALAO and NID. Through 9/30/03 1-4 underway, although NALAO has stopped reporting because of lack of staff and NID has again fallen behind. • Through 3/31/04 1-4 continuing, NALAO reporting has resumed, but both NID and NALAO reporting is unstructured. • Through 9/30/04 NALAO reporting continued spotty because of staffing problems. Final TDY to Namibia in May 2004 and MSI monitoring continued. NID provided final report.