



Semi-Annual Report
NAMIBIA: CONSOLIDATION OF DEMOCRACY
USAID Cooperative Agreement No. 690-A-00-00-00235-00
September 25, 2000 to March 31, 2001

I. SUMMARY

In September 2000, the National Democratic Institute for International Affairs (NDI) entered into a two-year cooperative agreement with USAID Namibia to support the consolidation of parliamentary democracy and increase citizens' participation in the legislative process. This agreement is follow-on to the 1998 co-operative agreement, Consolidating Parliamentary Democracy (690-A-00-98-00228-00). Through the new agreement, NDI can complete the circle of activity that encompasses parliamentary democracy. This is to be accomplished primarily through continued assistance to both houses of Parliament, and secondarily with advocacy training for civil society organizations and capacity building for journalists covering Parliament. Under the terms of the cooperative agreement, NDI reports its program results to USAID on a biannual basis to inform the Mission's Strategic Objective #4: *Increased accountability of Parliament to all Namibian citizens.*

This program is a continuation of six successful years during which NDI engaged in developing the structures and refining procedures to assist with the establishment of an efficient, transparent, independent and accountable Parliament. Building upon this assistance to Parliament, NDI expanded its program under this agreement to include channels for public access to public policy – the supply and demand curve of democratic governance.

During the period from September 25 to December 31, 2000 there were no program activities under this cooperative agreement because the Institute received a no cost extension from USAID to continue to conduct activities under the previous grant agreement. Activities from September through December were reported in the final report, which was submitted to USAID in April 2001. This report includes activities conducted from January 1 to March 31, 2001.

This reporting period focuses on the key results of NDI's program activities from October 2000 through March 2001. Planned activities, actual events and intermediate results are reported within the context of NDI's overall strategic objective. NDI continued to focus on strengthening the infrastructure of Parliament. NDI organized workshops on legal research and analysis, the development of legislative skills and management training.

II. BACKGROUND

This phase of the National Democratic Institute's (NDI) parliamentary support program is the culmination of eight years' work under a cooperative agreement with the U.S. Agency for International Development (USAID). This initiative was built on a previous arrangement with the Parliament of Namibia that started in the first year of independence, 1990. Few new initiatives are introduced in this second phase of the cooperative agreement; instead emphasis is placed on sustaining the work of the last ten years and ensuring that the role of the Parliament as a democratic institution remains vital and viable long after the intervention of NDI and USAID.

The Namibian Parliament has made considerable strides over the past five years. The institution better reflects its representative role and has developed structures to respond to citizens' concerns. Parliament is also enlarging its oversight role, as demonstrated by relevant questions posed to Ministers during Question Time, constructive interaction between parliamentary committees and agents of the Executive, and the recognition that Parliament is the institution to build consensus and resolve conflicts on matters of public policy. MPs participate in rigorous debate, reflecting the interests of the Namibian citizens. There have been well-publicised debates on the country's involvement in the Democratic Republic of Congo conflict, the law and order problem in the Caprivi, and land legislation, which was resubmitted after debate to the Executive by the parliamentary committee tasked with examining this matter.

The National Assembly and National Council both have revised their rules and procedures to better organize the business of the two Houses. Revised aspects include the referral of bills to committees, the tabling of committee reports and recommendations within defined time frames, and the development of calendars to accommodate non-legislative procedures, such as question time, petitions, and time for speeches and statements. The Parliament has also established provisions that will assist it to operate in a more transparent and accountable manner. Of particular note, the National Assembly has adopted a code of conduct for MPs. There has been substantial progress by both Houses to establish an independent Parliamentary Service to oversee the staffing of the legislative branch. A Parliamentary Service Commission will enable Parliament to manage parliamentary administration and personnel without Executive interference.

Although NDI and its partners have achieved many of their objectives over the past five years, Parliament continues to lack some essential structures for sustainability. After ten years of independence, Parliament does not possess the autonomy required to sufficiently check the Executive. The Agenda for Change, adopted in 1998, identified the presence of the Executive in Parliament as a major weakness of the legislative institution. An independent parliamentary service was called for to help alleviate this problem. However, the results of the December 1999 national election have strengthened the ruling party's majority in the Parliament. Two recent incidents are of particular note. First, the Minister without Portfolio (and SWAPO Secretary General) stated that if the National Assembly could not come to a consensus regarding the additional budget, SWAPO would "use [its] big gun", the party's two-thirds majority in the House, to push the bill through the Parliament. Additionally, the Minister of Lands, Resettlement and Rehabilitation recently ignored the advice of the National Assembly's Natural Resources Committee, which recommended that the Communal Land Bill be put on hold until

the next Parliament, and pushed the bill through the National Assembly. The recommendations of the Committee (which consists of a SWAPO majority) and of civil society were largely disregarded in terms of amendments to the Communal Land Bill.

The National Council, in particular, has yet to fully institutionalise its role in Namibia's parliamentary system as an effective check to the National Assembly. More than fifty percent of the Council's MPs were elected in 1999 and are still in the process of learning their policy-making role and how to represent the interests of their constituencies. The National Council has hired a regional liaison and training officer, who will work with Regional Councillors to increase regional inputs into legislation and facilitate a two-way flow of information between the National Council and the stakeholders in the regions. Because National Council committees were only officially constituted in June 1999, they require considerable capacity building if they are to function effectively. NDI will assist the National Council committees to develop oversight skills to focus on the impact of regional and local policies of the government on their respective regions. The adoption of the spot check mechanism and the funds allocated for this process are commendable in this regard.

With some notable exceptions, civil society organizations do not see their role as watchdogs of the government. While civil society has made some important strides in the development of advocacy strategies, particularly in the areas of the budget, women's issues, land, and elections, overall, relatively few efforts have resulted in concrete policy changes. Where advocacy efforts have resulted in policy changes, amendments, or withdrawal of legislation, civil society organizations have failed to routinely and effectively monitor the processes related to these changes. While the media now routinely reports on important policy debates, its understanding and analysis of legislation and legislative processes remains relatively weak.

In response to these institutional weaknesses, the goal of the Institute's current program is to facilitate institutional sustainability. In COD Phase Two, the National Council will receive significant emphasis. NDI will conduct activities to build the "inside" (procedural and professional) skills, as well as the "outside" (outreach) skills of Members, Committees and Staff of the National Council. The Institute will continue to focus on building the "outside" committee capacity of the National Assembly, particularly with respect to the Gender Development and Equity Committee and the organization of regional hearings. Also, NDI will continue to work on enhancing the skills of the National Assembly staff in joint programs with the National Council staff. Of particular importance, in this final phase of USAID-sponsored work with the Parliament, NDI will focus on building the capacity of Parliament to undertake its own training efforts for both Members and staff. In addition to work with the Parliament, NDI will continue to support civil society to a limited degree by conducting program activities in the policy areas of the national budget, gender, and ethics issues.

NDI program goals and objectives are as follows:

- Parliament creates the structures and develops the skills to function as an independent branch of national government distinct from the executive and the judiciary;

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- The National Council and National Assembly establish, maintain and expand mechanisms for citizen input into the national policy making process;
 - Members and staff of the National Council and National Assembly enhance their capacity to carry out legislative and outreach functions; and
 - Civil society increases its capacity to participate in Namibia's democratic institutions and processes – particularly Parliament.

III. PROGRAM ACTIVITIES

During the most of the month of January, the NDI office was closed for the holidays and Parliament was not in session. On January 24, NDI organized a roundtable discussion on recent developments in the southern Africa region and their impact on Namibia. NDI held the discussion as part of a series of roundtables designed to elicit the opinions of partners and key political players about trends in the region and how they relate to Namibia and NDI's work. Those who attended the roundtable included members of parliament, academics, representatives of civil society organizations (CSOs) and parliamentary staff. Participants agreed that NDI's work in Namibia should not end in 2002, as is currently scheduled by USAID. They believe that NDI's exit, at this stage of Namibia's democratic development would impact negatively on the country's nascent political institutions. Those in attendance commended NDI regional initiatives, especially its work with the SADC Parliamentary Forum and requested assistance to develop the capacity of the forum in order to sustain some of the work of NDI. Other topics of discussion were the impact of the land issue in Zimbabwe and the assassination of President Kabila on the region and Namibia.

NDI participated in a series of discussions with USAID Namibia on the possible integration of HIV/AIDS issues into current NDI programs. USAID has been exploring possible activities in which the agency and NDI could collaborate and complement each other in programs designed to address the pandemic. One of the key factors emerging from these discussions has been the role of elected representatives in addressing the HIV/AIDS challenge. In this regard, USAID has proposed a study mission to Ghana for MPs, CSO representatives and government officials to learn more about the mechanisms and strategies employed by the Ghana government to address the challenge.

A. *Parliament*

National Assembly

From February 7 to 9, the National Assembly held a workshop to draw up amendments to the committee rules. Attendees included Acting Secretary Ndjarakana, the deputy secretary, the director of committee services, two legal counsels to the National Assembly, two principal assistant clerks, and a committee clerk. NDI Senior Program Officer Richard Salazar also participated in the workshop, which was initiated and funded entirely by the National Assembly. Despite the fact that the technical team did not receive a terms of reference, participants did receive copies of the draft of the committee rules; standing rules and orders of the National Council; and the powers, privileges and immunities of MPs. Participants were asked to develop rules for problems such as the number of unexcused absences that constitute grounds for an

MP's removal from office. The senior parliamentary staff was extremely knowledgeable about the procedural issues and discussed the practical applications and consequences of each rule in detail. Discussions about the rules took much longer than anticipated and additional days were needed to complete the review of all 45 rules. Upon completion of the exercise, the revised rules were tabled in the National Assembly Committee on Standing Rules and Order for adoption.

In addition to the proposals, the NDI Senior Programme Officer Salazar, in consultation with the Secretary to the NA, developed a discussion paper to accompany the revised rules. The aim of the discussion paper was to point out to the Members of the Standing Rules and Orders Committee, any revised rules that are in conflict with recommendations in the Agenda for Change.

In response to requests from MPs, NDI and the Namibia Chamber of Commerce and Industry (NCCI) organized a budget workshop on 16 March, which was attended by 20 National Assembly MPs, including four women, six deputy ministers, two ministers, the deputy speaker and six opposition members. The workshop was held soon after the national budget was tabled in the National Assembly. Ministry of Finance Permanent Secretary Maamberua presented and answered all questions about the proposed budget. He reviewed the budget process and noted changes made in reference to the country's economic situation and the national development plan. Guest speaker, Martin Mwinga, the investment manager from Standard Corporate and Merchant Bank, presented an analysis of the budget and its implication on the economy. He spoke about exchange controls, economic growth strategies and fiscal policy changes that could be implemented to reduce the deficit. Sam Giseb, executive Director for NCCI, also provided private sector analysis of the budget. NDI provided all participants with its booklet *Understanding the National Budget* and other materials from the two presenters.

The National Assembly held a workshop on March 16 and 19 to evaluate and draft a code of conduct for members. NDI provided comparative research, documentation, technical advice and partial funding for the workshop. Participants discussed how to determine which information about members should be made public and which should remain private and the procedures for disclosing information. Speaker of the National Assembly Tjitendero initiated the workshop in order to clearly define the obligations of members under the Code of Conduct and Ethics and the Powers, Privileges and Immunities of Parliament Act of 1996. The Acting Secretary and Speaker reviewed and edited the proposed Code of Conduct and the proposed declaration form before the documents were tabled before the Committee of Privileges. NDI agreed to assist in the revision of the declaration form, which increased from five to twenty-eight pages of detailed questions and guidelines.

National Council

On 26th March NDI met with the Chairman of the National Council to discuss program priorities for the next six months. Chief among the priorities was the completion and launch of Parliament's Information Management System (IMS). Another priority was computer training for National Council members, staff, regional governors, and regional staff. Under the umbrella of the council, NDI has been working with the Ministry of Regional, Local Government and Housing to standardize and collaborate on IMS training in all regions of the country, within the

context of a parliamentary constituency outreach program and the Ministry's capacity building initiative for regional and local levels of government. During the meeting the Chairman expressed the urgent need for the National Council to formulate a policy on the HIV/AIDS pandemic. The Chairman emphasized the strategic relevance of the council in addressing the problem from a parliamentary and policy formulation perspective. The Chairman requested that NDI organize a conference on HIV/AIDS, poverty and habitat issues sometime in October or November 2001.

The Chairman also requested that NDI assist the National Council in publishing a booklet of the standing rules and orders for members, staff and other key political players at the regional and local levels. The guide to standing rules and orders will be published in addition to the *Draft Guide for Committee Chairs* and the *Guide for Committee Clerks*.

During the reporting period, Programme Officer Foster Mijiga consulted with all chairpersons of the committees of the National Council to follow up with the recommendations of the Indonesia study mission. The report contains six major recommendations that were tabled and adopted by the National Council and have been accepted for implementation. A significant result emanating from this initiative is the allocation of funds from the 2001/2002 National Council budget to facilitate six mandatory regional visits by National Council MP's to their constituencies to conduct spot checks on the implementation of government policies.

Communication and Information Technology Resources

NDI continued to provide training to parliamentary staff on management and support of the Information Management System (IMS). Fifty-six staff members acquired the skills to enter information into the system; share information and conference through the Intranet; manage committee work and calendars; conduct research; and update users. The IMS is being developed to address the issues identified in the regional surveys and workshops and the October national conference. The system will enable MPs to conduct research and communicate with other members and staff from anywhere in the world. The system will also facilitate exchange of information between Parliament and Namibian citizens.

NDI produced *A Guide to Legislative Research on the Internet* for use by the parliamentary research team and committee clerks. The guide is the second in a series of publications that are designed to assist Parliament to develop the expertise and skills to utilize and manage Internet technology in the daily legislative work. The guide was used in training 43 Members of Parliament and 76 staff to assist them in using the Information Communication/Management System to communicate more effectively with constituents through regional and local councils.

All of the major components of the IMS were completed during the month of March. In a major breakthrough, NDI succeeded in acquiring all the acts of Parliament in a CD-ROM. Local printers, who were the sole owners of all the electronic copies of the acts, had at first demanded prohibitively high prices for the copies, however Programme Officer Mijiga was able to negotiate with a South African company to obtain their electronic copies of Namibian acts at no cost. The acts were acquired and have been published on the IMS.

In February and March 2001, NDI continued to provide training for Members of both the National Assembly and the National Council on how to utilize communication technology to facilitate transparency, greater public access and outreach and efficient gathering and dissemination of legislative information. A total of 43 Members of Parliament from both houses attended the three week long training program.

The National Assembly Speaker invited NDI to demonstrate the system to the Standing Rules and Orders Committee, which unanimously approved the system. Both houses of Parliament have agreed to amend the standing rules and orders to gain maximum benefit from the system. Administrative committees in both houses have are making significant adjustments to their operations, procedures and structures to incorporate the system into their institution. In response to a query from an opposition MP about the utility of the IMS to MPs who do not have computers, the Speaker himself trained by Programme Officer Mijiga, responded that if the Members of the Namibian Parliament take the training seriously, Parliament will be compelled to provide computers to all members. At the moment, all Members of Parliament have access to computers through political party offices and the research centre.

During March, NDI provided IMS training to 43 parliamentary staff, which brought the total number of staff trained to 89 since October 2000. The training provided staff with the skills necessary to communicate with staff, civil society and government ministries through the system. Staff now have the skills to update information on the public site, the Intranet and the other work areas that are contained in the system.

B. *Civil Society*

On 15 February, NANGOF with technical and financial assistance from NDI organised a land advocacy discussion forum. NANGOF and the National Land Committee of South Africa, as members of the 48 organisation Southern Africa Regional Network on Land (SANL), serve as the steering committee to co-ordinate and spearhead the networking and information dissemination at the regional level.

The objectives of the forum were to review and assess the past ten years of NANGOF's advocacy engagement in the land reform issue. Several important recommendations emerged from the discussions: the need to identify and develop a future vision; the need to devise a multi-sectoral approach to assist the legislature to address hastily drafted conflicting or incoherent policies; develop frameworks to "operationalise", i.e. meet actual objectives; continue to facilitate communication between the different interest groups; strengthen advocacy campaigns and lobbying strategies with Parliament and government agencies on the issue; and clearly define the way forward for future work of the NANGOF land reform sector through improved monitoring and evaluation mechanisms.

The SANL regional co-ordinator, Ms. Asma Hassan presented a review of the land Advocacy campaigns in the Southern Africa region. Dr. Edward Lahiff from the University of Western Cape- Programme for Land and Agrarian Studies lead the discussion on, *NGO & Civil*

Society Advocacy: the Case for Land Reform. The Land reform and advocacy consultative forum drew over 52 participants and was well publicised in the print and electronic media.

NDI received a funding proposal from NANGOF to continue with advocacy training and budget workshops, parliamentary monitoring and advocacy activities. It is anticipated that the Institute will support regional budget workshops as well as policy advocacy campaigns and sectoral discussion and networking forums on HIV/AIDS, decentralization, and ethics.

The activities and results of the phase two of the Women' Manifesto Network (WMN) campaign were captured in the Consolidation of Democracy (1) Final Report. WMN is a coalition of CSOs and political party representatives that advocate for increased numbers of women in leadership positions. In October, NDI sponsored the development of advocacy campaign materials under the slogan, "50-50: Women and Men in Government –Get the Balance Right!" The pamphlets were translated into five indigenous languages and published as advertisements in local newspapers. Ten thousand copies of the posters were printed and widely disseminated throughout the country. The targets of the campaign are parliamentarians, the Executive, regional and local governments, political parties, the media and all civil society actors.

In March 2001, the Institute received a funding proposal from the Women's Manifesto Network (WMN). Based on the success of "50-50" campaign, it is anticipated that the Institute will provide limited funding to WMN to draft legislation to strengthen provisions of the Affirmative Action Act.

C. The Media

In response to a request from CSO representatives and members of Parliament, NDI and its partner, BRICKS, produced the booklet *The Parliamentary Reporters Reference Manual*. The booklet explains the role of journalists in parliamentary reporting. Speaker of the National Assembly, Hon Dr. Tjitendero officiated at the book launch, at which 25 representatives from the media were present. The booklet was distributed to NBC, CSOs, local newspapers, MPs and political parties. The manual will be used during media training workshops and as a practical guide for representatives of the media.

During the reporting period the Parliament allocated three offices in the Parliament buildings to community radio as represented by KCR. Two of the offices are located near the floors of the National Assembly and National Council Chambers, in order to facilitate MP interviews. Unfortunately KCR went off the air in early February as a result of the volunteers strike caused by differences of opinion with the management on the future development of programmes. NDI continues to offer technical support through the services of seasoned and professional media practitioners to restructure the programs to ensure commercial viability and hence sustainability.

During the reporting period NDI entered into consultations with the local chapter of the Media Institute for Southern Africa (MISA) Namibia and the Namibia Association of Women in Media (NMWA) to discuss implementing media programmes

D. Administrative

In response to a request from USAID/Namibia, NDI developed a pipeline budget to illustrate and anticipate how funds will be spent over the next two years. The scheduled quarterly review meeting scheduled for March was deferred until May due to the contribution by NDI to the USAID/Namibia Mission's Portfolio Review and the R4 report.

NDI requested and received approval from USAID/Namibia to trade in the Sentra Sedan Vehicle for a newer model.

There were several staff transitions since the last reporting period. Richard Salazar joined the NDI Staff as Senior Programme Officer after the departure of Maryam Montague. Advocacy Programme Officer Pero Nampila resigned after five years of service to the Institute; he was replaced by Ms. Nora Ndopu who will continue to work on parliamentary advocacy programmes on public policy issues and the media. Ms. Aino Mongoo the receptionist for two years resigned and accepted a position with the Swedish International Development Agency.

IV. RESULTS/ACCOMPLISHMENTS

Significant strides have been made in laying the foundation of parliamentary democracy in Namibia. During the reporting period NDI's institutional resources and expertise were used constantly, consistently and purposefully. Upon the conclusion of the COD Phase, NDI Director Akumu consulted with the USAID special projects officer to develop guidelines for an evaluation mechanism for sustainable assessment to measure the successes and weaknesses of the NDI programme and identify sustainable mechanisms for ongoing training and education.

Throughout the month of March, NDI Senior Programme Officer Salazar and Programme Evaluator, Bob Kandetu, carried out an assessment of the sustainability of the Institute's program activities for Parliament and civil society. The assessment is a comprehensive evaluation of the Institute's programming during the past six years. An opinion survey was designed to guide each interview. The Institute conducted one-on-one interviews with 78 members of Parliament to determine which activities of the program are currently sustainable, which can be sustained in the remaining months of the program and which cannot be sustained. As part of the assessment, NDI designed questionnaires to identify the skill levels of parliamentary staff and civil society organizations. Response to the questions revealed where skills were high and where skills needed improvement. NDI rated those programs with a high skill ratio as sustainable; those with a low skill level were given questionable sustainability value, unless additional resources were committed to the programs. Forty-five parliamentary staff members and nine civil society organisations responded to the questionnaires. Data from the sustainability assessment formed the basis for discussions between NDI and partner organizations and will be used to draw up the remaining NDI/Namibia workplans.

V. EVALUATION/CONCLUSIONS

OVERVIEW

During this reporting period a number of developments took place that positively affected Namibia's political landscape and, added value to NDI's contribution to Namibia's consolidation of democracy.

Namibia's position on the international democratic arena was manifested through a number of developments, led by the election of President Sam Nujoma to the position of Chairman of SADC, at a time when uncertainly clouded the sub-region, and in the aftermath of the assassination of President Lawrent Kabila of the DRC. While 10 years of NDI's investment in Parliament saw the Speaker of the National Assembly Dr. Mose Tjitendero and the Chairman of the National Council Hon. Kandy Nehova being recognized by international Parliamentary bodies by being elected to the position of Vice-President of the CPA and President of the Interparliamentary Union. (IPU) respectively. The developments in Parliament coincided with the completion of a glamorous term for President of the United Nations General Assembly, Namibia's Minister for Foreign Affairs Theo-Ben Gurirab. These events raised the profile of Namibia as a democratic country, and bears testimony to the successes of the last 10 years, of which NDI has been a close democracy development partner.

During this period one of the Institutes partners faced a number of challenges, in terms of sustainability. The most significant being the difficulties experienced by Katatura Community Radio (KCR). While the radio station has done considerable work to expose impoverished communities to Parliament and the legislative process, the Station relied heavily on volunteer support. At the beginning of 2001, differences surfaced between the management of the station and the volunteers to an extent that the station was forced to go off the air. This development has illustrated the vulnerability of non-governmental organizations in Namibia. However, it has also provided an opportunity and lessons for other NGOs that are heavily dependent on volunteers.

NDI in partnership with the National Council facilitated a highly successful National Council Consultative Conference on Strengthening Public Participation in the Legislative Process. The National consultative Conference brought together for the first time regional and national leaders together to discuss methods to strengthening the National Council to better represent the public. This was the first time that national and regional leaders discussed co-operative governance and the need to empower the National Council to better represent citizens' views.

The National Assembly with NDI support, conducted a workshop on the evaluation of the National assembly's code of conduct. The revision and expansion of the declaration of Assets that resulted from the workshop illustrate the Institutions attempts to remain transparent. Of significance is the fact that the workshop was conducted by staff, including the Secretary, Director of Committees, Legal Counsel and NDI. This demonstrates the increased capacity by the staff of Parliament to assess and address its needs.

Through NDI's technical assistance to Parliament, a committee consisting of staff from both houses evolved to further develop and implement the Parliament information communication technology infrastructure through the Parliament Information Management System (IMS). The crystallization of the IMS committee provides assurance on Parliament's commitment to sustainability. Parliament officially appointed staff to the committee and continues to provide funding for the committee's events and activities.

The following were some of the highlights during the reporting period:

1. *Increased Influence of the National Council parliamentary committees in the legislative process*

- The Implementation of the National Council National Consultative Conference;
- The implementation of the National Council, Committee Spot Check Mechanism and the funding thereof

2. *Increased Capacity of Parliamentary Staff*

- Staff restructuring in Parliament completed to reflect increasing institutional needs and capacity to manage change and transitions,
- The development and deployment of the Parliament Information Management System and the institutionalization of IMS roles and responsibilities in all divisions and directorates(IMS),
- The establishment of in-house capacity to sustain and enhance communication between Parliament and major stakeholders through the IMS.

3. *Increased accountability by the National Assembly to the citizens of Namibia*

- The National Assembly revision and amendment of the standing rules and orders to better reflect its needs;
- The Parliament expanded its adopted a code of conduct;
- The National Assembly expanded its declaration of interest form to identify conflicts of interests;

4. *Increased capacity of the media to link the Parliament and the public*

- Two broadcast studios were established in Parliament for KCR,
- Development and launch of the *Parliamentary Reporters Reference Manual*.

5. *Sustainability strategy for NDI programs*

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- A comprehensive sustainability assessment was completed to assess the impact of NDI's programs

FINDINGS

During this quarter, progress was achieved towards NDI/Namibia's objectives. The results and accomplishments are listed under the following objectives.

Objective 1: *To support the legislative process so that it meets established criteria for representing the concerns of different citizen groups*

Indicator: The Extent to which the legislative process meets established criteria for representing the concerns of different citizen groups

Anticipated Results: Increased accountability to all Namibian citizens.

Results: there was considerable progress made during this reporting period. Results are determined based on NDI's ability to reach AID benchmarks included in the Institutes monitoring and evaluation plan. These are as follows:

1. **Citizen input into review of Legislation: *Achieved (3) Public input is solicited on controversial or key public interest bills. Results in amendments/rejections to legislation.***

It is anticipated with the Information Management system (IMS), in future this indicator will score 4. Through the IMS, Parliament has opened itself up for engagement and interaction with the public.

Currently, the Parliament routinely solicits the public's opinions into legislation through advertisements in newspapers or on local language radio regarding committee hearings and public meetings. The TV parliamentary reports have improved, by providing better coverage of MPs speeches, and conducting interviews seeking Members to elaborate on floor statements.

2. **Citizen Input into Formulation of Legislation: *Achieved (2) Legislation continues to originate from the Executive with public input on policy or draft bills.***

There is a strong desire by stakeholders and CSO actors, including regional councilors to initiate legislation. One of the major obstacles, in addition to prohibitive costs of such an exercise, is that the process to initiate draft bills/private members bills is not clear.

There has been increased awareness of the structures at Parliament and thus better organized and constructive engagement with MPs to influence bills or draft policies. *See objective three, regarding CSO attempts to give input of policies or draft bills.*

During the next reporting cycle, NDI will organize a workshop to probe with the drafters from the Ministry of Justice, the attorney general's office, the Parliament's legal counsel and experts how to develop a feasible, affordable process to initiate private members bills.

3. **Responsive and deliberative budget:** *Achieved (3) Committee Review of the budget with public consultations, but little impact.*

Of significance during the reporting period is that each house of Parliament develops its own budget under a quasi-ad hoc parliamentary committee. The committee is comprised of Secretaries, financial officers and controllers. The National Assembly through its standing rules and orders committee has extended the consultative and formulation process of drafting its budget to the Standing committee on Economics. This move anticipates the development of a budget subcommittee. Another notable result is the fact that the National Assembly has amended its procedures to allow for the presiding officer, the Chairman of the National Council to be in the National Assembly to defend his budget when it is motivated. There is growing recognition by senior officials in the Ministry that Parliament should have a stronger oversight role in the budget formulation and more in-depth review, due to the two-year lag with the Public Accounts committee.

With regard to *public impact*, there has been significant input by NDI partner NANGOF and NCCI on the National Budget. Based on past inputs through the budget project NANGOF has been recognised for its significant contribution to the Ministry of finance (MOF) in the 1999/2000 budget cycle and as a result has been invited to serve as a member of the National Planning committee (NPC) technical committee to develop the policy framework for NDP 2, which includes the National Development plan.

During the last reporting period the Director of Regional Development in the NPC stated at the NANGOF/NDI budget workshop for Sustainable Development, stated that she uses the "*Understanding the National Budget*" handbook to train her regional financial officers.

4. **Responsive and Deliberative Committee Review:** *Achieved (4) Committees review legislative drafts and proposed amendments/recommendations are actively considered by both Houses. Committees conduct regular public hearings. Committees review and debate government policy.*

Chairpersons of the National Council standing committees undertook a study mission to Indonesia to study the country's legislative process and the role of committees in facilitating public participation and public scrutiny on legislation and government policies. Among other recommendations from the visit, the Chairpersons adopted a mechanism to enhance oversight over the executive by conducting field spot checks on policy implementation. The field checks will allow the Namibian citizens an opportunity to comment and express views on legislation and government policies.

5. **Influence of Backbenchers:** *Achieved (3) Backbenchers regularly debate and are informed by research or public input, but does not result in amendments or changes.*

Backbenchers are observed as regularly debating issues and raising critical issues in the Parliament. They are indeed informed by the research and public input as they often state themselves. The NDI MP computer training on the soon to be launched Information Management system (IMS) and the Publication “ *A guide to Legislative Research on the Internet*” have proven invaluable to MPs.

MPs reported that the Bill summaries that they continue to rely on bill summaries and found them extremely useful. During the reporting period, the revised MOU provides for Parliament to assume a greater role in the development of bill summaries. Legal council not only summarized the comprehensive education bill but also developed a power-point presentation to illustrate recommendations.

NDI’s work with MPs within the period, assisted MPs to build their skills. A significant result from the Indonesia study mission for NC Committee Chairpersons, is the institutionalization of the public feedback mechanism by requiring four visits by MPs to their constituencies to solicit the public’s views on activities, bills before the NC.

Other activities completed by NDI include:

- Workshop on how to amend committee rules,
- Budget workshop for National Assembly to analyze the national budget and its implications on the economy and policies,
- Workshop on development of a Code of Conduct, Ethics and Declaration of Asserts Form,
- Launch of the *Parliamentary Reporters Reference Manual* for the media,

OBJECTIVE 2

To increase the number of issues on which public hearings, including committee hearings are held.

Indicator: Number of issues on which hearings are held.

There were no public hearings held during these period. Thus there are no number of issues

Anticipated Results: Increased accountability of Parliament to all Namibian citizens.

Results: Considerable progress was made in Parliament efforts to reach out to civil society organizations.

A major advance in the establishment of mechanisms for citizen input in the policy process is the Information Management System (IMS). The IMS components were completed in March 2001.

Once fully operational, IMS will enable MPs, parliamentary staff and the public at large to communicate with one another via the Internet. During March NDI provided training to 43 parliamentary staff; a total of 89 staff members have trained since October 2000. With NDI assistance, Parliament developed and launched *A Guide to Legislative Research on the Internet* to assist parliamentary researchers and committee clerks. Once mastered, these technologies will enable citizens to communicate with their elected MPs through the Internet. Parliament continues to show keen interest in reaching out to civil society in the legislative process.

OBJECTIVE 3

To enable NGO's and interest groups to conduct more campaigns/efforts to influence pending policy or legislation

Indicators: Number of campaigns/efforts by NGO's and interest groups to influence pending policy or legislation.

Issue/Bill	Organisation(s)	Action taken and Outcome
1. Education Bill (October)	Christian Ecumenical Fellowship and CCN	Released a press statement urging the government that parents be given greater control over ways their children are educated though amending the bill in giving powers to the school parent committees.
2. Call for the cabinet to freeze pay hikes senior civil servants (October)	NANTU and NAPWU	Threatened government in a press statement that it will organise a mass action if pay hikes go ahead. As a result pay hikes were stopped.
3. Appeal to both houses of Parliament to support the campaign for the equal representation of women in Government (October)	Women's Manifesto Network	Network issued a press statements and submitted a petition to the National Assembly Deputy Speaker
4. Workshopped strategies to combat the pandemic and ways to involve government	University of Namibia	Hold a strategic planning workshop on HIV/ AIDS and included of Government

(October)		
5. Call for the promotion of early education to develop toddlers (November)	Women's Action For Development (WAD)	Issued a public statement urging government and municipalities to support the establishment of early education centres
6. Call for greater awareness on HIV/AIDS and strategies to combat the pandemic (November)	Catholic AIDS Action Group	Hold a public demonstration calling for greater awareness for AIDS and support for AIDS orphans
7. Expressed Concern that the private sector is not contributing to fighting AIDS (November)	NEPRU	Wrote an article in the newspapers and released a publication citing the poor support by the business community in combating the pandemic
8. Experts Sound SOS on HIV/AIDS to distribute emergency food aid and called for political will for the fight against HIV/AIDS. (November)	International Expert Group, United Nations Divisions for the Advancement of Women, WHO and UNAIDS	A report recommending several measures to be up by governments to counter the pandemic and to be used as a basis for debate at an inter-governmental level
9. Call for a national dialogue on comprehensive sexuality education from primary school through to adult classes. (November)	Sister Namibia	The National Dialogue on building NGO-Government Partnership for Comprehensive Sexuality Education aims to create a space for all stakeholders to review current theory and practice relating to sexuality education in Namibia.
10. Government should take blame for Omitara squatters' situation for its failure to facilitate land reform and redistribution. (January)	NANGOF, NAFWU, NNFU and RISE	In a press briefing, the organisations called for the urgent and immediate implementation of the Presidential Commission Report on farm and domestic

		workers of 1997 and the acceleration of the Land and Resettlement Programme.
11. Call for peace withdrawal of Namibian troops from DRC (January)	Council of Churches in Namibia (CCN)	Religious leaders issued a press statement pleading to government to withdraw Namibian troops from DRC
12. Appeal to religious leaders to educate men about the harm done by acts of violence. (February)	Namibia Women's Network, Okahandja, Stop the Violence Campaign and Concerned Community Group	The church service called on lawmakers to enact laws that could protect victims of violence and appealed for the urgent introduction of the Children's Bill.
13. The upliftment of both rural and urban women is crucial for their economic survival and self-reliance. The empowerment of women can result in much wider participation in the country's economic activities. (February)	Women's Action for Development (WAD) at the Annual General Meeting (AGM)	Building self-help groups in rural areas and empowering them in the socio-political sense.
14. Launch of a home-based family care manual for people infected and affected by HIV/AIDS (February)	Catholic AIDS Actions (CAA)	To create a standard for home care initiatives and to provide guidelines for people infected and affected by HIV/AIDS.
15. To commemorate the International Women's day call for on male compatriots and all that can make a contribution to clamp down hard on all those who beat up or mentally torment women. (March)	Women's Action for Development (WAD)	Under the theme "Women and Peace", Peace should not only be the absence of war but the absence of poverty, violence, abuse and ignorance. Peace should be the peace of justice, fairness, freedom and tolerance.
16. Call to address the problem of illegal fencing in the communal areas countrywide. (March)	Namibia National Farmers Union (NNFU)	Issued a public statement that illegal fencing in the communal areas would not be condoned anymore as from March 1, 2001.

Anticipated Results: Increased accountability of Parliament to all Namibian citizens.

Results:

- Staff of Parliament have developed necessary skills to prepare parliamentary documents, such as bill summaries,
- MPs recommended simplification of drafting policies and bills to facilitate the legislative process,
- MPs recommended the establishment of a strong research component with clear oversight mechanisms,
- The National Council reviewed its standing rules and orders to allow for six visits to the regions to consult with constituents on Parliament and solicit their views on national policy, and
- The National Assembly initiated and funded a workshop to review the rules for committees of the National Assembly. Participants had to develop rules for problems, such as, the number of unexcused absences that can constitute a MPs expulsion from office.

OBJECTIVE 4

To increase the percentage of bills for public interest that receives public comment.

Indicators: Percentage of bills that receive public comment

6 (46%) Percentage of the following bills received public comment

1. Traditional Authorities Bill;
2. Value Added Tax Amendment Bill;
3. Agricultural (Commercial) Land Reform Second Bill;
4. Namibia Students Financial Assistance Bill;
5. Council of Traditional Leaders Amendment Bill;
6. Additional Appropriation Bill.

Anticipated Results: Public advocacy by NGOs and civic groups in national and or media fora.

Results: Civil Society organizations have in the past engaged the legislature on the development of legislation review. For instance,

- NANGOF was invited to serve on NPC's technical committee and contributed a chapter to NDP II,
- NNFU and WMN petitioned Parliament on various issues related to the land question, constitutional reform and women's participation in leadership, and

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- LAC and NANGOF petitioned and testified before parliamentary committees.

Civil society organizations have yet to fully exercised their roles as watchdogs of government. Although there has been significant progress, especially in the development of advocacy strategies around issues such as the national budget, women's issues, land and electoral laws and procedures, few efforts have led to changes in legislation and policies. There is need for more assistance to enhance the advocacy capacity of CSO's, especially their organizational capacities.

OBJECTIVE 5

To increase the number of standing and ad hoc committees that facilitate citizen input or hold public hearings.

Indicators: Number of standing and ad hoc committees that facilitates citizen input or hold public hearings 3

- **Committee on Human Resources, Equality and Gender**
- **Committee on Natural Resources**
- **Committee on Economics**

Anticipated Results: Increased public advocacy by NGO's and civic groups in national and or media fora.

Results: Media has improved and expanded its coverage of Parliament:

- Parliamentary reporting on NBC radio and television continues to increase and to expand. In the past, NBC TV reported on proceedings in Parliament with voice over, now statements by MPs are broadcast directly,
- NBC TV expanded coverage of MPs' work in committees and during outreach missions,
- Print media continued to cover parliamentary proceedings on a consistent basis.
- Launch of the booklet, *The Parliamentary Reporter's Reference*, which explains the role of journalists in parliamentary reporting. Twenty-five representatives from the media attended the launch. Copies were distributed to NBC, CSOs, the print media, MPs and political parties.

VI. FUTURE ACTIVITIES

During the next reporting period, NDI will continue to sustain activities discussed in this report and those identified as priorities by the Sustainability Assessment. Particular attention will be paid to the fact that the next workplan period will focus on the institutionalisation, integration and sustainability of programmes.

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- ❑ Deployment of the Parliamentary Information Communication System (PICT);
 - ❑ Officially launch the Internet Guide to Legislative Research;
 - ❑ Training of Members of Parliament, including both Presiding officers and Staff on PICT.
 - ❑ Training Governors, Regional Liaison Officers and NGOs including media on the PICT.
 - ❑ Staff Attachment for committee clerks.
 - ❑ Organise media discussion forum with editors on parliamentary reporting.
 - ❑ Final Intervention for NA Staff Management training.
 - ❑ Refine MP Training on Code of Conduct; Declaration of Assets forms.
 - ❑ Organise Parliamentary Governance conference –joint House activity.
 - ❑ Organise workshop on drafting and amending Private Member bills;
 - ❑ Organise a workshop to establish a process to facilitate private members bills.