



REPUBLIC OF NAMIBIA

National Poverty Reduction Action Programme 2001-2005

December 2002

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Foreword

When Cabinet approved the Poverty Reduction Strategy in 1998, it also approved steps toward the design of a National Poverty Reduction Action Programme (NPRAP).

In this regard, the National Planning Commission through its Secretariat started working on the formulation of the Action Programme for the Poverty Reduction Strategy for Namibia (PRS). The NPRAP endeavours to elaborate on the PRS and describe the measures that should be taken to ensure its implementation. Thus, it provides a practical and comprehensive statement on the implementation of the PRS reflecting its directions, priorities and strategic areas. The NPRAP is a co-operative expression of all relevant Government ministries and Non-State actors. It demonstrates the holistic and synergistic response Government is making to the social and economic requirements of effective and measurable poverty reduction. Furthermore, the NPRAP identifies programmes, projects and services that focus on poverty reduction over a five-year period from 2001 to 2005 and in accordance with the Second National Development Plan (NDP2) and its Public Sector Investment Plan (PSIP).

This document proposes a number of key themes for action, most importantly it stresses the theme of mainstreaming. The Government position is that instead of developing a long series of poverty-specific programmes and projects, we re-orient the line ministries and regional councils so that they become more engaged in efforts to reduce poverty. This will prevent the marginalisation of poverty reduction activities and will ensure that all ministries and regions are held accountable in their efforts to reduce poverty in Namibia. Consequently, many programmes and projects identified within this document will require budget allocations that are a part of the budgetary provision contained within development budgets. The NPC in consultation with line ministries and regions is on the forefront to mobilise funds for these programmes. At the same time ministries and regions are responsible for reporting on the progress of the implementation in terms of targets. This approach will make our programmes on poverty reduction sustainable and less depended on the already declining donor support.

Realising that without the required specific capacities and capabilities, institutions dealing with poverty reduction programmes will not be able to implement their programmes and projects effectively, this document places significant emphasis on capacity building and proposes the necessary action to be taken.

Our approach to poverty reduction is people-centred. This document recognises that participation by people who not only live in poverty but also poor themselves is an important aspect in the whole process of poverty reduction. Thus, special attention has been given to the design of programmes and practices that promote participation and broad consultation. The complementary role that non-government and community-based organisations can play alongside government is a special feature of these efforts—as is the contribution of the private sector.

Finally, recognising that women are potentially the greatest agents of change, the NPRAP incorporates the gender aspects to poverty reduction—recognising that special attention must be paid to assessment procedures that maximise the views of women as well as

frameworks and procedures for poverty analysis that are gender-sensitive. Gender-inclusive responses to poverty are also assigned significant importance within the NPRAP.

Ever since the preparations for the formulation of this programme started, awareness of the impact of the HIV/AIDS pandemic on the nation has increased. In fact it has become an issue of national concern. Deliberate efforts should be made to ensure that our poverty reduction programmes and projects simultaneously reduces HIV/AIDS prevalence.

In conclusion, I would urge all our partners in the fight against poverty, particularly those dealing directly with communities at the grass-root level, to familiarise themselves and apply the fourteen (14) themes and the proposed sixty three (63) actions to be taken under each theme. I sincerely believe that with our concerted efforts we will be able to say that we have reduced poverty to a measurable extend of the targets we set ourselves in the Second National Development Plan (NDP2).

SAARA KUUGONGELWA-AMADHILA
DIRECTOR-GENERAL, NPC

Executive summary

In December 1998, the Government of the Republic of Namibia (GRN) developed a Poverty Reduction Strategy (PRS) for Namibia. This Strategy contained three areas of concern. It examined (1) how to foster more equitable and efficient delivery of public resources, in the context of Namibia's commitment to regional decentralisation for poverty reduction countrywide; (2) how to accelerate equitable agricultural expansion, including consideration of food security and other crop development options; and (3) options for non-agricultural economic empowerment, including an emphasis on informal and self-employment options.

The PRS was built around themes considered priorities for the reduction of poverty in Namibia. These are, firstly, the creation of a long-term vision for Namibia as a prosperous nation. This, says the PRS, requires efforts to develop Namibia's transport and manufacturing hub within the Southern African region; to invest in the education of all Namibians; and to ensure the good health of all citizens. The second theme of the PRS concerns new ways to generate income amongst poor communities. Specific reference is made to the promotion of agriculture, tourism and the small and medium enterprise sector. Thirdly, the PRS addresses the safety net Namibia has in place to assist those who are poor or at risk of falling further into poverty. This affects the design and use of grant-transfer programmes, such as pensions, as well as the promotion of labour-intensive works. Finally, the PRS addresses the use of public resources. It recognises the limitations within Government to simply spending more money on poverty reduction programmes and stresses the need to better design and target existing programmes so that their impact on poverty is increased.

After the adoption of the PRS, Cabinet approved steps toward the design of a National Poverty Reduction Action Programme (NPRAP), which is the subject of this report. The NPRAP endeavours to elaborate on the PRS and describe the measures that should be taken to ensure its implementation. Thus, it provides a practical and comprehensive statement on the implementation of the PRS reflecting its directions, priorities and strategy areas. The NPRAP is a co-operative expression of all relevant GRN ministries. It demonstrates the holistic and synergistic response Government is making to the social and economic requirements of effective and measurable poverty reduction. Furthermore, the NPRAP identifies programmes, projects and services that focus on poverty reduction over a five-year period from 2001 to 2005 and in accordance with the Second National Development Plan (NDP2) and its Public Sector Investment Plan (PSIP).

Throughout this document, a number of key themes have been proposed for action. The most important of these is that of mainstreaming. Rather than developing a long series of poverty-specific programmes and projects, the NPRAP re-orientates the various arms of Government—such as the line ministries and regional councils—so that they become more engaged in efforts to reduce poverty. This will prevent the marginalisation of poverty reduction activities and will ensure that all ministries are held accountable in their efforts to reduce poverty in Namibia. Consequently, many programmes and projects identified within this document will require budget allocations that are a part of the budgetary allocations contained within ministerial budgets. The reduction of poverty is a priority of all government ministries.

A second theme of fundamental importance to the NPRAP has been the recognition that organisations involved in poverty reduction programmes, projects and services require specific capacities and capabilities if they are to be effective in their work. Such efforts involve the design, implementation and monitoring of programmes, projects and services. It also involves gaining access to, and making full use of, information resources.

Thirdly, the NPRAP recognised the importance of participation by people who are living in poverty in the design, delivery and assessment of poverty reduction activities. Thus, special attention has been given to the design of programmes and practices that promote participation and broad consultation. The complementary role that non-government and community-based organisations can play alongside government is a special feature of these efforts—as is the contribution of the private sector.

Finally, the NPRAP incorporates the gender aspects to poverty reduction—recognising that special attention must be paid to assessment procedures that maximise the views of women, and well as frameworks and procedures for poverty analysis that are gender-sensitive. Gender-inclusive responses to poverty are also assigned significant importance within the NPRAP.

Initially, in Chapters 2, 3, 4 and 5, this report addresses the role central government plays in reducing poverty through the programmes of its line ministries. Targets and indicators are specified, as are the implementing agencies. Each line ministry will be held accountable to mobilising funds for these programmes and for reporting on their progress in terms of targets. A summary chart of these programmes, as well as their targets and indicators is provided in the appendices.

The roles of regional councils and local authorities are described in Chapter 6. Here the high degree of variation that is found across the 13 regions of Namibia is recognised, and efforts to quantify and qualify the regional character of poverty are established. Chapter 6 also considers the roles of non-government and donor organisations in poverty reduction. It identifies a number of ways in which these actors can work more closely with Government. The appendices contain a chart describing civil society involvement by sector and organisation.

Finally, Chapter 6 outlines the implementation procedures that will be undertaken to make the NPRAP a reality. This includes details in terms of programmes, organisational structures and monitoring and review mechanisms. The costs for these are displayed in the appendices.

Government recognises that poverty reduction is a priority for all of the Namibian society. This document provides a *modus operandi* for poverty reduction that is grounded in the direction and focus established by the PRS. It focuses on the creation of a dynamic and responsive mechanism that can build national and regional capacities whilst tracking changes in the character and extent of poverty and respond to these in an efficient, accurate and accountable manner.

Whilst this implementation plan follows the adoption by Cabinet of Namibia's first Poverty Reduction Strategy, the reduction of poverty in the future will become a more dynamic and responsive process. To this end, the PRS shall be collapsed into the NPRAP, which shall be revised in the month of October every second year, so that it

becomes both responsive to change and purposeful in its endeavours to reduce poverty in Namibia. By combining policy directions with programme revisions and poverty appraisals, the NPRAP, which will be endorsed by Cabinet at the completion of each revision cycle, will provide a dynamic and potent focus for action.

Summary of actions and targets

The following text provides an abbreviated summary of the actions and targets adopted by the NPRAP. The full details are describe in the relevant following chapters.

Infrastructure Investments

- ACTION 1:** The NPC, through Government's 2030 Vision initiative, and in consultation with the PEAC and the NCCI, shall engage a broad section of Namibian society in the development of a long-term vision for Namibia. The benefits of such development to the poor and the ways in which such development can be applied toward the reduction of poverty will also be elaborated through published documents.
- ACTION 2:** The MWTC will, in consultation with relevant ministries and the Walvis Bay Corridor Group, develop plans for the investment, construction and maintenance of key transport infrastructure.
- ACTION 3:** The MWTC will ensure that regional disparities in infrastructure spending will be addressed and monitored through the design of criteria that balances the number of people living in a region, with the maintenance requirements of existing assets. A Regional Asset Register will be kept and annually up-dated as a means of monitoring the expenditure on regional facilities and infrastructure.
- ACTION 4:** The ODC will expand the EPZ Development Programme in order to provide proper facilities and a conducive environment for growth in the manufacturing sector.

Education

- ACTION 5:** The MBESC will design and implement a formula aimed at reducing inter-regional disparities in educational expenditures per student.
- ACTION 6:** The MBESC will continue the curriculum reform by introducing relevant subjects in all schools and investing more in teacher education and training, school management awareness raising and planning as well as a stronger involvement of community and parents in decision making.
- ACTION 7:** The MBESC will develop an approach to vocational education, which is directly linked to the work place.
- ACTION 8:** The MHETEC will review the National Vocational Training Act and make provisions for apprenticeship and other vocational training systems such as learnerships in co-operation with the private sector, and in particular with SME companies for school leavers with less than the present entrance requirements.
- ACTION 9:** The MBESC will continue measures to create greater awareness at school management levels on promotion policies towards fewer repetitions with higher resource inputs at the lower grades. The MBESC will produce regional enrolment profiles, disaggregated by gender and marginalised groups to monitor the interdependence between semi-automatic promotion and assessments.

- ACTION 10:** In the medium term, the MBESC investigate the benefits of introducing primary school certification.
- ACTION 11:** The MBESC will undertake regional profiles of the causal factors for low school attainment, distinguishing between rural and urban settings.
- ACTION 12:** The MBESC in co-operation with regional councils, NGOs and donors will continue to promote the awareness of parents and communities of the importance of education and their involvement in decision making and initiate projects that build the capacity of school boards.

Health

- ACTION 13:** The MHSS will lead a process of change that engages all stakeholders in health to improve primary health services so that health and well-being is universally shared by all Namibians.
- ACTION 14:** The MHSS will address regional disparities in health services to ensure that there are minimum standards for the direct public funding of health services for the needy. This will be done through the design of a funding formula that allows for a quantitative regional comparison of expenditures.
- ACTION 15:** All relevant agencies involved in implementation of the National Population Policy for Sustainable Human Development will be made aware of their responsibilities, and those of others, in its implementation.
- ACTION 16:** Each year the NPC will identify priorities for resource mobilisation, capacity building and information, as well as set a timeframe and procedures for the review of the National Population Policy for Sustainable Human Development.
- ACTION 17:** Population data and technical assistance will be provided to the planning divisions of all central government ministries, regional councils and local authorities.
- ACTION 18:** The NPC will submit the human resources report to Cabinet for approval in 2002. Success in achieving this will be measured by the final approval of the human resources report by Cabinet.

Agriculture

- ACTION 19:** The Government will provide sufficient funds over the coming five years to ensure that the MAWRD immediately implements its five-year national agricultural research plan. This will allow poor farmers to have access to well researched, feasible farming options that can help them to broaden their base of production.
- ACTION 20:** The MAWRD shall identify the obstacles that currently inhibit the expansion of irrigated cotton in the Kavango region, and explore whether these can be overcome. At the same time, plan a strategy for cotton growing and marketing to dry land, smallholder farmers.
- ACTION 21:** The MAWRD will undertake efforts to identify, pilot and subsequently promote the planting of tree species that could thrive in the Northern regions of Namibia, and would have high economic value. Already, the feasibility and viability of tree planting on the banks of Oshanas has been established and promoted.

- ACTION 22:** The MAWRD shall initiate a peri-urban vegetable growing pilot project on 30 to 50 ha, with supplementary irrigation, and located near the canal, which brings water from the Kunene to the North-Central region. Once this project has demonstrated its viability the Ministry will formulate plans for expanding it further.
- ACTION 23:** The MAWRD shall continue to implement the five-year strategic plan for the provision of agricultural extension services and shall investigate and pursue new ways of providing extension services to poor farmers.
- ACTION 24:** The NPCS will initiate a participatory process in the design of a National Rural Development Policy that will establish a framework for the promotion of investment and industries in rural areas, the reduction of poverty, the creation of employment and the enhancement of sustainable and secure agricultural practices.

Tourism

- ACTION 25:** The MET shall continue its efforts to establish conservancies, and along with non-government stakeholders, will assist in the registration of conservancies, as well as with the provision of training in game and conservancy management.
- ACTION 26:** The MET will assist rural and disadvantaged communities to establish community-based tourism projects, such as businesses and joint ventures. This will include, amongst other things, an emphasis on training and capacity building so that participating communities are better able to manage these projects.

SME Development

- ACTION 27:** The MTI will undertake the sectoral study programme in all 13 regions to identify and describe the feasibility of manufacturing, value adding, and service industries; building on the comparative advantages of the regions and the availability of local resources. The study is to be translated into practical business proposals, which will assist prospective businesspeople to make better choices and investments.
- ACTION 28:** The MTI will speed up the establishment of the Special Industrialisation Programme with immediate effect, so that the Fund becomes operational in 2001.
- ACTION 29:** The MTI will undertake a study into the feasibility of additional industrial development facilities on the basis of identified, potential growth sub-sectors in manufacturing and value adding.
- ACTION 30:** The MTI will investigate the availability of and support to Private-Public-Partnerships.
- ACTION 31:** In order to bring the Grants Programme of the MWACW in line with the PRS recommendations relevant identified business opportunities will be identified for the programme and promoted by the Ministry.
- ACTION 32:** The SBCGT shall endeavour to get full participation by all commercial banks and promote that the credit facilities are available in all regional branches of these banks.

- ACTION 33:** Nampost Savings Bank, in co-operation with its donor and the MF, will speed up the process for the creation of the enabling framework for Nampost to extend credit.
- ACTION 34:** The MTI will evaluate the success rate of equipment aid funds and facilities and if found that the demand is high, it will investigate opportunities to enter into equipment aid funds with local banks.
- ACTION 35:** The MTI, together with commercial banks, will investigate the possibility and opportunity of operating short-term lending credit programmes in the NDC's SME business parks, using client orders as collateral for these short-term loans as well as creating local guarantees for equipment purchases.
- ACTION 36:** The MRLGH shall continue its efforts to proclaim additional towns and villages.
- ACTION 37:** In 2001, the MRLGH in co-operation with local authorities will embark on a vigorous awareness building campaign to inform citizens about the processes to transform PTOs into free title deeds, thus creating a situation in which businesspeople can make choices to their advantage. At the same time, the MRLGH will strengthen measures to speed up the process of creating valuation roles for PTOs in urban areas with immediate effect.
- ACTION 38:** The MLRR shall continue to train additional surveyors, survey technicians and land measurers and will review the surveying procedures and standards and implement them through regional councils in a number of prioritised towns and villages.
- ACTION 39:** The MRLGH will implement the flexible land tenure system in additional towns and municipalities.

Labour Based Works (LBW)

- ACTION 40:** The Government will establish a statutory, representative organisation known as the Namibian Labour Based Works Forum to oversee the harmonisation the current range of labour-intensive public works programmes and ensure these operate in a properly co-ordinated and efficient manner. This will also include the sharing of funding for LBW across the relevant ministries, as well as an investigation into the use of LBWs for road maintenance and housing construction. The creation of effective mechanisms and procedures for management, co-ordination and accountability will, therefore, fall clearly within the realms of the LBWF and there will be a reduction in regional disparities in programme operations and expenditure. regional councils will be required to identify priority needs for labour-intensive public work projects to the LBWF on an annual basis. The LBWF will consider the use of targets and indicators that concerning the number of people engaged in LBW projects, the number of jobs creates and the number of local sub-contracting companies established.

Grant-based Transfers

- ACTION 41:** The Government will finalise its efforts toward the strengthening of grant-based transfer programmes by reducing the number and complexity of grant based transfer programmes to three. These will be managed by the MHSS and will include (1) a basic state grant programme; (2) a combined blind person and disability pension programme; and (3) children's grants. Because of this

consolidation, assessment criteria and application procedures will be streamlined and simplified. There will also be a greater awareness and understanding of pension entitlements.

- ACTION 42:** The MHSS, in consultation with other relevant ministries and the Polytechnic of Namibia will undertake a feasibility study into the introduction of a social welfare diploma course for paraprofessionals. This will involve an assessment of the demand for the course, amongst students and future employers, as well as course curricula that should have an international standing combined with issues of relevance to the Namibian situation.
- ACTION 43:** The MHSS will continue its efforts to find innovative, cost-effective and high impact ways of delivering social welfare services to all communities across the country. It will test these approaches from which a programme proposal can be formulated for implementation by the MHSS. Such efforts should reduce the inter-regional disparities in the provision of social welfare services.
- ACTION 44:** The MHSS shall finalise the *Developmental Social Welfare Policy* for final submission to Cabinet, ensuring that the needs of people who are living in poverty are best served with the resources that are available through professional services. The final policy will make explicit references to the initiatives and directions of the PRS and the NPRAP.

Public Services

- ACTION 45:** All Ministries delivering services shall be required to define minimum standards of services and draft guidelines for the production of formula.
- ACTION 46:** Due to the close link of the PEMP with poverty reduction and putting minimum standards into practice all Ministries will focus output based performance data on poverty reduction, or indicate where expected poverty reduction is most prevalent in line with the NPRAP.

Decentralisation

- ACTION 47:** In 2001, the MRLGH in co-operation with the regional councils will kick-start all Regional Development Co-ordinating Committee activities in all thirteen regions through the involvement of the Ministry at the highest level and create an enabling framework for the functioning of these committees. Sustainability of involvement of RDCCs will be ensured through the finalisation of sector planning and project implementation cycles through effective forward and backward linkages between the committees, regional and local authority councils and line ministries.
- ACTION 48:** The MRLGH will enhance the service delivery capacity of regional and local authorities and draft guidelines and formula for the disbursement of funds from the Regional Development and Equity Fund to overcome regional disparities. The MRLGH will undertake a study on and draft recommendations for a more equitable system for the collection and allocation of local authority property taxes to regional councils and review the status of regional dispensation in particular with regard to the Khomas Region.
- ACTION 49:** All ministries shall continue to accelerate the pace of decentralising their functions together with staff and resources through the co-ordinated efforts of the MRLGH.

ACTION 50: The GRN, through the MRLGH shall closely co-operate with ALAN and UTN on the further development of the LED framework with the aim to draft a *White Paper on Local Economic Development*.

Implementation

ACTION 51: The Government shall conduct a National Capacity Building Programme for individuals and organisations involved in poverty assessment as well as the design, implementation and monitoring of programmes concerned with poverty reduction.

ACTION 52: The Government shall establish a poverty information programme to increase the general awareness and understanding about poverty in Namibia. This programme will focus on improving the understanding and practical aspects concerning poverty in Namibia and the actions that can be taken to reduce it.

ACTION 53: The Government will support regional councils, RDCCs, CDCs and local authorities in the preparation of Regional Poverty Profiles that assess the extent, nature, influences and location of poverty in the region. These profiles will be used to review policy and programme performance, as well as to promote further discussion in the regions, through Regional Poverty Forums, on how best to reduce poverty in the regions.

ACTION 54: The Government will give special recognition in the drafting of the policy for civil society organisation in how such organisations can be encouraged and supported to respond more effectively to poverty reduction within the framework of the NPRAP.

ACTION 55: The Government will effectively communicate the NPRAP to civil society organisations and raise awareness on ongoing as well as planned programmes in which there exist a potential and need for such organisations to participate. This will be done at an annual poverty reduction forum organised by the Government in co-operation with NANGOF. The outcome of this forum will be published in the National Poverty Report.

ACTION 56: The Government will enter into co-operative agreements with NGOs and CBOs to deliver goods and services within the framework of the NPRAP. Such goods and services within existing as well as planned government programmes shall be identified at the annual poverty forum between government and civil society organisation. A monitoring and reporting mechanism will be put in place to evaluate the impact of this delegated service delivery system.

Monitoring

ACTION 57: Every second year the Government shall publish and distribute a National Poverty Report, which draws from the Regional Poverty Profiles and other sources of relevant data to present an up-dated account of the size, nature and distribution of poverty in Namibia. Priority areas for action and the performance of government ministries in meeting their programme targets shall be identified within this report.

ACTION 58: In the years between the production of the National Poverty Report, the Government shall conduct a National Poverty Conference. This conference shall involve representatives from Government, NGOs, donor organisations, the private sector, and international development organisations and will

consider the findings of the previous years' National Poverty Report and review the priorities and strategies for poverty reduction.

ACTION 59: The NPC, in consultation with the Office of the Prime Minister, take steps to establish the Poverty Reduction Co-ordinating Committee.

ACTION 60: The Poverty Reduction Co-ordinating Committee will annually identify and propose a priority set of poverty reduction projects for inclusion in the Development Budget.

ACTION 61: The NPC will establish a Division for Poverty Reduction that will become the secretariat to the NPRAP. This will provide an opportunity for the Support to National Food Security and Nutrition Project, the Integrated Programme on Sustainable Development and Food Security and the implementation efforts of the National Population Policy for Sustainable Development to be relocated into the Division in order to maximise the potential for programme co-ordination and resource mobilisation.

Review

ACTION 62: The PRS shall be collapsed into the NPRAP, which shall be revised in the month of October every second year, beginning 2001, so that it becomes both responsive to change and purposeful in its endeavours to reduce poverty in Namibia. By combining policy directions with programme revisions and poverty appraisals, the NPRAP, which will be endorsed by Cabinet at the completion of each revision cycle, will provide a dynamic and potent focus for action.

HIV/AIDS Mainstreaming

ACTION 63: All implementers of this programme shall ensure that their efforts in poverty reduction contribute to the reduction of HIV/AIDS prevalence.

1 Introduction

It is unlikely that many people who read this document will be living in poverty. Poverty, for most readers, is an uncommon experience. For many government officials, development practitioners, policy-makers or programme officers, poverty is an alluring challenge. It is as pervasive as it is difficult to pin-down. Its human face is disturbing, yet its presence is seen almost everyday.

This document focuses on a collection of policies, programmes and services that endeavour to reduce poverty. It deals with technical matters and aims to align the Government's commitment to reducing poverty to the practical and strategic needs of people who face the realities of poverty day after day.

Significantly, this document builds upon the Government's previous commitments to poverty reduction by linking national economic and social prosperity to the delivery of welfare services, health care, education and an effective social safety net. It develops and adheres to a long-term vision for Namibia, whilst responding to current needs. Simply put, poverty reduction cannot be isolated from social programmes. It requires efforts that develop the human resources of all people—building, supporting, nourishing and finally, reaping these resources for the benefit of all.

During the formulation of the First National Development Plan (NDP1), Namibia adopted the reduction of poverty as one of its national objectives¹. It is important to note that Namibia adopted the reduction of poverty over its alleviation or eradication. This was because the issues of alleviation and eradication are either poorly focused or unrealistic. The 'alleviation' of poverty usually refers to efforts to lighten the burden on those who are living on poverty. Its focus is often on the provision of services. Whilst the 'eradication' of poverty implies the complete absence of poverty². This may be an admirable goal, but it is also unrealistic—even in so-called developed countries. Instead, the reduction of poverty, whilst possibly in danger of being too modest, is a more realistic outcome. Indeed, an outcome can be assigned targets and indicators of achievement. As this document describes, the reduction of poverty should be rigorously pursued and vigilantly monitored.

Since the review of the NDP1, it has been clear that the challenges and approaches needed for poverty reduction cut across all ministries and become evident only through

¹ The four national development objectives contained in the NDP1 are: (1) reviving and sustaining economic growth; (2) employment generation; (3) reducing inequalities in income distribution; and (4) poverty reduction.

² The United Nations has proclaimed the years 1997 to 2006 as the UN Decade for the Eradication of Poverty. Within the context of this Decade, the UN has recommended that developing countries mobilise their domestic and external resources for poverty eradication programmes and activities, and to facilitate their full and effective implementation. Furthermore, the UN has recommended that donor countries give greater priority to the eradication of poverty in their assistance programmes. In its January 1996 Resolution (A/RES/50/107), the General Assembly of the United Nations recognised that 'the eradication of poverty requires ensuring universal access to economic opportunities that will promote sustainable livelihood and making basic efforts to facilitate access to opportunities and services for the disadvantaged, and that people living in poverty and vulnerable groups must be empowered through organisation and social life, in particular in the planning and implementation of policies that affect them, thus enabling them to become genuine partners in development'.

the lens of an integrated approach. Moreover, the more there is a shared vision as to where Namibia is headed, the easier it will be to avoid being side-tracked by irrelevancies, and focus on key priorities. It was for this reason, that mid-way through the implementation of NDP1, the National Planning Commission (NPC) took the initiative to formulate an integrated Poverty Reduction Strategy for Namibia.

These developments in Namibia have mirrored the experiences of the international community in terms of poverty reduction. In Geneva from 26 June to 1 July 2000, the UN held a General Assembly Special Session on Social Development to review progress since the Social Summit held five years before in Copenhagen. At this Session, the deepening of poverty around the world was sadly recognised and new targets for poverty reduction were set. Where in Copenhagen no clear, time-bound targets were set, the Geneva conference said that the proportion of people living in extreme poverty should be reduced by half by the year 2015, with a view to total eradication of poverty as a long-term goal.

Back in Namibia the Government has been squarely facing the challenges brought about by increasing poverty. The Government of the Republic of Namibia developed a Poverty Reduction Strategy (PRS) for Namibia, which was approved by Cabinet in December 1998. This Strategy was prepared with the technical assistance of the World Bank and support from the United Nations Development Programme (UNDP). It was also developed through consultations in all regions around the country.

The PRS has three areas of concern. It examines (1) how to foster more equitable and efficient delivery of public resources (in the context of Namibia's commitment to regional decentralisation) for poverty reduction countrywide; (2) how to accelerate equitable agricultural expansion, including consideration of food security and other crop development options; and (3) options for non-agricultural economic empowerment, including an emphasis on the informal and self-employment options.

The PRS has been built around themes considered priorities for the reduction of poverty in Namibia. These are, firstly, the creation of a long-term vision for Namibia as a prosperous nation. This, says the PRS, requires efforts to develop Namibia's transport and manufacturing hub within the southern African region; to invest in the education of all Namibians; and to ensure the good health of all citizens.

The second theme of the PRS concerns new ways to generate income amongst poor communities. Specific reference is made to the promotion of agriculture, tourism and the small and medium enterprise sector. Thirdly, the PRS addresses the safety net Namibia has in place to assist those who are poor or at risk of falling further into poverty. This issues affects the design and use of grant-transfer programmes as well as the promotion of labour-intensive works.

Finally, the PRS addresses the use of public resources. It recognises the limitations within Government to simply spending more money on poverty reduction programmes and stresses the need to better design and target existing programmes so that their impact on poverty is increased.

After the adoption of the PRS, Cabinet approved steps toward the design of a National Poverty Reduction Action Programme (NPRAP) to elaborate on the PRS and describe the

measures that should be taken to ensure its implementation. The National Planning Commission (NPC) managed the preparation of this document, with financial support from the Swedish International Development Agency (SIDA).

The overall objective of the NPRAP is to provide a practical statement on the implementation of the PRS reflecting its directions, priorities and strategy areas. The NPRAP is a co-operative expression of the efforts of all relevant GRN ministries. It demonstrates the holistic and synergistic response Government is making to the social and economic requirements of effective and measurable poverty reduction.

The NPRAP identifies programmes, projects and services that focus on poverty reduction over a five-year period from 2001 to 2005, in accordance with the Second National Development Plan (NDP2) and its Public Sector Investment Plan (PSIP). Cognisance is given to other policy measures of Government and the impact they have on the lives, opportunities and aspirations of people living in poverty. This includes, for example, the decentralisation of Government programmes and services, the National Population Policy for Sustainable Human Development, the White Paper on Labour Based Works, the Small and Medium Enterprise Policy and the Food and Nutrition Policy. Furthermore, the requirement for Government to act in an accountable and responsive manner in relation to the PRS is clearly enunciated in this action programme.

Since Cabinet's approval of the PRS some two years ago, there have been changes to the environment in which the strategy is to be implemented. It is important that the NPRAP recognises and accommodates these. In some cases, this will involve the design of more appropriate structures, strategies or processes. However, the NPRAP remains faithful to the directions and priorities contained in the PRS, upon which Cabinet has given its approval.

The NPRAP focuses on the three broad areas of activity described in the PRS. These are the pillars of the action programme—on which the processes for implementation, monitoring and evaluation are based. These three pillars are (1) the role of the relevant ministries of the GRN; (2) regional projects and initiatives; and (3) the role of other stakeholders in poverty reduction.

The way in which poverty is defined and measured is essential to the effective design and implementation of strategies that are used to reduce it. This involves defining the nature of poverty and its causes. It also requires the identification of key poverty target groups for which special assistance should be provided. A comprehensive social analysis is required to identify the multi-dimensional and interlocking constraints that are experienced by people living in poverty.

Namibia is endowed with some rich natural resources, such as diamonds and other mining products, fish and outstanding tourist attractions. This has led to a relatively high per-capita income that classifies Namibia as a low middle-income country. However, the statistical average figure covers contrasting wealth and poverty, which is highlighted by the Gini-coefficient. This coefficient measures the income inequality within a society, where a value of zero indicates absolute equality and a value of one absolute inequality. The UNDP Human Development Report 1998 indicated a Gini-coefficient of 0.67 for Namibia, which is the highest value recorded worldwide. This skewed distribution is corroborated by findings of the National Household Income and Expenditure Survey

(NHIES) of 1993/1994. According to the survey, ten percent of households (5.3 percent of the population) having the highest economic standard i.e. the highest per-capita income are consuming about 44 percent of the total private consumption. On the other hand, 90 percent of households (94.7 per cent of the population) are consuming about 56 percent of the total private consumption. Furthermore, the richest 10 percent of the society receive 65 percent of income.

Poverty has different dimensions, the most common of which is based on consumption. The NPC classifies a household as being 'relatively poor' if it devotes over 60 percent of its expenditure to food. Those that are 'extremely poor' are those where household expenditure exceeds 80 percent. Using this definition, 47 percent of Namibian households were relatively poor and 13 percent were extremely poor in 1994 according to the NHIES. However, since consumption alone does not determine the quality of life, other dimensions such as health, education, and interaction with the society can be used to measure the extent to which people suffer from poverty. In 1998, 12 percent of children were found to be underweight and 29 percent of people did not reach the age of 40 years. These are indications of being 'health-poor'. Furthermore, 19 percent of adults (more than 15 years old) were illiterate, otherwise known as 'education-poor'. In addition, 28 percent of the population had to walk more than one hour to the nearest shop and public transport, and 29 percent had no access to a radio. These are indications of being 'participation-poor'. These dimensions of poverty are often interlinked in that households suffering from one dimension are often suffering from another—for instance, ill health and unemployment often go hand-in-hand.

The dimensions of poverty vary by region. Residents of the Caprivi have the shortest life expectancy in the country, being 39.8 years in comparison to the national average of 52.4 years. Adult illiteracy rates are lowest in Omaheke (64 percent) and Kunene (64.3 percent), while the national average stands at 81 percent. School enrolment rates are lowest in Omaheke (71.1 percent) and Otjozondjupa (71.4 percent) in comparison to the national average of 85 percent. Households in Omusati, Ohangwena and Kavango have the worst access to water supply, with 68.3 percent, 61 percent and 46.8 percent respectively having no access. Finally, despite having the best health services, Khomas has the highest proportion of underweight children (18.5 percent)³.

Eighty five percent of consumption-poor households are located in rural areas, making their living from subsistence farming primarily in the northern and northeastern communal areas. However, pockets of poverty are also found in the southern regions, where income inequality is higher than other regions. The gap in average rural and urban income and living standard gives a strong incentive for rural-urban migration as evidenced by the growth of informal settlements in peri-urban areas of almost all urban centres in the country. Furthermore, poverty is concentrated among groups, which have historically been disadvantaged. Huge income disparities exist between language groups. The per-capita income in households with the mother tongue German is N\$27,878, in comparison to N\$1,416 for Oshiwambo speaking persons. Moreover, female-headed households are more prone to poverty than male-headed households. Cultural and social

³ Figures based on UNDP, Namibia Human Development Report 1999.

conditions in Namibian society maintain women's unequal status, especially in terms of their entitlements to resources and access to decision-making.

Along with subsistence farmers, poverty can be found amongst farm and domestic workers. Furthermore, elderly and people with disabilities, young women and men, and recent migrants into marginalised urban areas are disproportionately affected by poverty. Finally, many poor households rely on the state pension as an important income source.

Although the causes of poverty are complex, some major factors can be identified. Economic growth averaged some 3.8 percent since independence, which is substantially higher than over the pre-independence decade. However, population growth estimated to be between 2.2 percent and 3.1 percent has levelled out the growth of the economy resulting in almost stagnant per-capita growth and rising unemployment. According to the National Labour Force Survey of 1997, unemployment in the strict sense⁴ is 19.5 percent; while in a broad sense (including those, who are not actively looking for work) it is 34.5 percent, slightly up in comparison to the NHIES. Access to productive assets also determines the vulnerability of households. Whilst there are 4,076 farmers owning 6,403 commercial farms with an average farm size of more than 5,884 hectares occupying 44 percent of Namibia's total surface, communal land constitutes 41 percent. This land is often of a lesser quality, but supports about 95 percent of the nation's farming population. Located predominantly in the north and the northeastern part of the country, the core of poverty exists in this sub-sector. Moreover, the lack of access to credit, technical and managerial services have constrained the expansion of self-employment.

Efforts have been made to undertake a 'Living Condition Survey' to assess the poverty situation since 1994. However, data analysis from this survey is still under process, which requires the use of information that is mainly based on the 1993/94 data. In the absence of time series data on poverty, the Human Development Index (HDI), which measures the combined indicators of life expectancy, adult literacy, school enrolment and per-capita income, have shown that all but one regions experienced a decline in level of human development over the period 1996 to 1999. This can be chiefly attributed to insufficient GDP growth rates (2.5 percent over this period) and the impact of HIV/AIDS on life expectancy.

The reduction of poverty is more than simply a technical matter. There are wide ranging factors that contribute to the creation and maintenance of poverty and, hence, its reduction. The reduction of poverty requires the application of a number of principles and approaches that establish a foundation on which programmes and services can be designed, delivered and assessed. These principles underlie the design and operation of the NPRAP. They have been informed by the PRS, but also draw from international best practice in poverty reduction and programme governance. The implementation principles that apply in the design and operation of the NPRAP are as follows:

PRINCIPLE 1: Establish sound monitoring and evaluation arrangements—to ensure that all activities are assessed in terms of their impact upon the target group and their contribution to the goals of the PRS. This requires structures that promote accountability as well as processes that encourage review and change. Wherever possible, the poor

⁴ Excluding those, who are not actively looking for work.

themselves should be engaged in these activities so that they can contribute to these processes through their own experiences and insights.

PRINCIPLE 2: Ensure accountability and transparency measures are in place—so that the expenditure of funds, the use of non-financial resources and the management of activities is accounted for in an open and transparent manner. All activities should be made accountable to the agencies providing resources as well as to the groups to whom the resources are applied (i.e. the target groups).

PRINCIPLE 3: Strengthen existing capacities and capabilities—used for implementation so that their long-term sustainability is enhanced. This should include ensuring that all resources are used to their maximum potential in the reduction of poverty. Furthermore, the skills and capabilities of the work with the poor on poverty reduction programmes should be improved.

PRINCIPLE 4: Promote inter-agency co-operation—so that all levels of government and its agencies operate in an integrated and harmonious manner. Operational procedures should be well co-ordinated across ministries to achieve a ‘whole of government approach’—this requires the design of appropriate structures and procedures within Government.

PRINCIPLE 5: Design effective communication strategies—to inform all Government agencies (at central, regional and local levels), civic organisations and the public of the priority and importance that is given to reducing poverty. Programme information, project up-dates, progress and evaluation reports should all be properly communicated. People with questions or who need assistance should know where to go.

PRINCIPLE 6: Promote participation by the poor. Promoting participation is a foundation principle for reducing poverty. Only by participating in formal political and administrative processes can people living in poverty influence broad policy directives, budget priorities, and programme design specifications. To be sustainable, participation has to be embedded in and supported by formal structures at the national and sub-national level.

PRINCIPLE 7: Promote good governance—is a principle that is central to the administration of poverty reduction programmes.

PRINCIPLE 8: Ensure policy harmonisation—so that policies within a broader policy environment do not oppose, compete with, or duplicate one another. Care must be taken to ensure that the Action Programme strengthens and enhances other policies and programmes of the GRN. Whilst being a catalyst to other policies and programmes that can significantly reduce poverty.

PRINCIPLE 9: Use careful targeting—in the design and implementation of poverty reduction programmes, projects and initiatives. It is important to promote equity through targeting; to make the best use of limited resources (especially Government resources); and to assist the most vulnerable.

PRINCIPLE 10: Ensure gender responsiveness—poverty has a gender dimension that should be recognised throughout the design, implementation and monitoring of poverty reduction measures. Such measures can only be successful if they address the needs and potential of both men and women. The gender roles that pervade Namibian society (as

with many other societies) require women to balance their production, social reproduction and community management roles. The time and effort burden of these multiple economic and social roles increases for women who live in poverty, particularly during times of economic crises or natural disasters. Women also suffer from ‘time poverty’, often working as much as four or five hours per day longer than men do. These multiple roles and responsibilities constrain women’s ability to seek paid employment, start a business, further their education or participate in decision-making at community, local and national levels. Male migration away from many rural areas has increased the number of female-headed households. These households face additional risks and constraints due to their more limited labour supply, fewer wage earners and the difficulty for women to obtain credit and other productive resources. Men, on the other hand, must often travel greater distances to find work, must accept lower paying jobs and suffer the loss to self-esteem of not being able to provide for the needs of the family.

2 A prosperous Namibia:

THE long term vision

The PRS recognises that effective and long-lasting poverty reduction can only occur when Namibia is able to generate the resources and wealth required to meet the needs and aspirations of all its citizens. Consequently, it stresses the importance of creating a long-term vision. Such a vision locates Namibia within regional and global markets, and focuses on strategic issues of long-term significance.

In the first instance, the PRS proposes that Namibia recognise its location and opportunities within the southern African region by strengthening its transport and manufacturing capacities. In this way, broader economic opportunities can be mobilised. In addition, the PRS stresses the importance of investing in the human resources of the country; particularly through education and health. Thus, three fields of future-oriented activity are proposed:

- the development and maintenance of Namibia as a transport and manufacturing hub within the southern African region;
- investing in the education of the Namibian peoples; and
- promoting a healthy and sustainable population.

Each of these is described in more detail below, with attention being given to the roles of the relevant ministries in the implementation of the PRS.

2.1 A transport and manufacturing hub

The PRS presents a long-term vision for development in Namibia and emphasises the importance of investing in infrastructure that promotes transport and trade across the southern African region and job creation in the manufacturing sector. What is important about this vision is that it connects long-term economic development strategies with programmes and services that are geared toward reducing poverty.

Recently, the Government has put into place a number of important mechanisms that have been given the mandate to consider the long-term vision for development in

Namibia. The most recent being the initiative of the NPC, known as Vision 2030. This is a broad consultative process working to formulate a vision for the year 2030. Also, the President of Namibia has established the Presidential Economic Advisory Committee (PEAC) to advise in the long-term development of Namibia's economy. In addition, the Namibia Chamber of Commerce (NCCI) has undertaken efforts that engage the private sector in discussions concerning the long-term economic development of the country.

It is essential that when dealing with long-term economic visions and plans, the current and future changes arising from poverty are not overlooked. Thus, these visionary and planning efforts must incorporate elements that affect people living in poverty and their communities. This may be, for example, through strategies that ensure that those who live in poverty are not marginalised from these activities, or through redistribute policies and programmes, or through capacity building and affirmative action efforts.

ACTION 1: The NPC, through Government's 2030 Vision initiative, and in consultation with the PEAC and the NCCI, shall engage a broad section of Namibian society in the development of a long-term vision for Namibia. This is likely to include the economic benefits that can be realised through infrastructure investments that maximise Namibia's location and comparative advantages. In doing this, the long-term economic prosperity of Namibia will be both visualised and planned in a holistic manner. The benefits of such development to people living in poverty and the ways in which such development can be applied toward the reduction of poverty will also be elaborated through published documents. Ultimately, the increases in investment and the size of the private sector, along with the growth in employment will be key instruments in the reduction of poverty.

Namibia's transport system is made up of four major modes, namely, roads, railway, air and maritime transport. Transport is an important consideration for development and poverty reduction. It has a considerable influence on services and enterprises, and facilitates the implementation of policies in the health, education and cultural sectors, thereby enhancing human welfare.

The Ministry of Works, Transport and Communications (MWTC) performs a central role in the development of infrastructure and transportation routes. In many cases, however, its role is more of policy formulation and assessment, than programme delivery. The one exception to this is in the area of labour-based works, which are dealt with later in this report (see section 4.3.1).

On 1 April 2000, the Roads Authority and the Roads Contractor Company were established out of the Department of Transport. As was the Road Fund and the Road Fund Administration and, previously in February 1999, the Namibia Airports Company. Therefore, the MWTC now deals more with issues of a policy and strategic nature, and less with the implementation of public works.

The Infrastructure Development Programme of the Ministry performs an executing function for other sections of Government. This function entails the construction of key facilities and infrastructure throughout Namibia and includes the construction of schools, hospitals, clinics, offices and other functional buildings. It also includes the construction

and maintenance of roads, ports and railways. Separate divisions within the Ministry manage the construction of these facilities and their maintenance. Whilst the Ministry constructs these facilities, the planning and budgeting is undertaken by each line ministry. Other infrastructure projects of note that fall within this programme are the Lüderitz-Harbour Project, the Walvis Bay Harbour Development Project and the completion of the Trans-Caprivi Highway.

Infrastructure projects such as these maximise Namibia's potential to become a regional transport hub. They build upon the advantages of Namibia's strategic location by providing the shortest possible route to destinations west of the African continent. The availability of a deep-sea port, modern transport infrastructure and up to date transport management expertise can all be put to use in the development of the country. Furthermore, the impact of the transport sector, as a non-resource-based industrial sector, on job creation and investment is extremely significant. Since Namibia imports most of its consumer goods, a reduction of transportation costs, which amount to 30 percent and beyond of market commodity prices, can have a direct effect on the costs of living. Increase in traffic, transportation and trade require further investments into the transport infrastructure.

Further infrastructure developments that can have a concrete impact on trade facilitation include the upgrading of rail dry port facilities in Windhoek and transshipment facilities at the railheads. There is also a need to establish a free port distribution centre at the Port of Walvis Bay. The major border posts in Namibia require a customs truck cargo scanner and weigh-bridges should be established for the Trans Caprivi Highway and Trans Kalahari Highway.

ACTION 2: The MWTC will, in consultation with relevant ministries and the Walvis Bay Corridor Group, develop plans for the investment, construction and maintenance of key transport infrastructure. This will involve railway-lines, the Trans Caprivi Highway, harbours, airports and the Walvis Bay Corridor. The completion and maintenance of these facilities shall be the measure of success.

In the coming five years, the MWTC has identified a number of infrastructure projects that resonate with the directions and priorities of the PRS in terms of promoting and enabling Namibia to realise its transport and manufacturing potential in the southern African region. These include:

- constructing the Northern Railway Extension to form a vital link in the new Namibia-Lumbango-Oshikango-Walvis Bay Development Corridor;
- establishing a container handling facility;
- improving border facilities;
- promoting and marketing Walvis Bay across the SADC Region as a regional hub port as well as the other transport and infrastructure features of Namibia; and
- harmonising the transport sector in line with the SADC Protocol on Transport, Communications and Meteorology.

The MWTC provides a wide range of services that affect the poor and which prevent those in vulnerable groups from falling into poverty. Previously, the Ministry used five regional divisions to organise its work across the country but this is now changing to align with the thirteen regions of Namibia. A regional office for the Ministry is being located in each region. These offices will be given their own budgets and can prioritise the expenditure of these budgets according to regional priorities.

Decisions concerning the annual allocation of funds to each region will be determined by a formula that is still being determined. Currently, it appears that this formula will be based upon the number of people living in the region—where regions with more population may receive more funds; and the value of assets in the regions—those regions with a higher value of assets may receive less than others, however this must be balanced by the need to properly maintain existing assets.

In light of the above, the development and pursuit of a long-term vision for a prosperous Namibia around the consolidation of a manufacturing and transport hub, shall entail the following.

ACTION 3: The MWTC will ensure that regional disparities in infrastructure spending will be addressed and monitored through the design of criteria that balances the number of people living in a region, with the maintenance requirements of existing assets. A Regional Asset Register will be kept and annually up-dated as a means of monitoring the expenditure on regional facilities and infrastructure.

The Ministry of Trade and Industry (MTI) is responsible for the development of Export Processing Zones (EPZ), which is governed by the EPZ Act (1995). The EPZ Development Programme aims to establish EPZ Parks to accelerate the growth of export-oriented manufacturing businesses. It also promotes an ‘EPZ regime’ that is used to attract foreign investment into manufacturing ventures that add value to Namibian products.

Currently there are two EPZ Parks: one located in Oshikango and the other, which is still under construction, in Katima Mulilo. The EPZ Development Programme plays an important role in reducing poverty. Not only because it builds upon the location advantages in Namibia and build a more industrial economy, it also creates new employment opportunities (507 jobs have been created so far), promotes the transfer of functional and technical skills and technology, and attracts fosters foreign currency and investment (currently at N\$139.3 million).

ACTION 4: The ODC will expand the EPZ Development Programme in order to provide proper facilities and a conducive environment for growth in the manufacturing sector. By the end of 2000, the EPZ Park in Katima Mulilo shall be completed and achieve an occupancy rate of at least 20 percent. The Oshikango EPZ Park will achieve an 80 percent occupancy rate and new parks will be initiates in Rundu and Walvis Bay. The number of operational EPZ companies will increase from 18 to 25, and the total value of actual investments will be N\$ 200 million. By the end of 2005 the occupancy rate at Katima Mulilo and Walvis Bay will reach 70 percent, whilst the rate at Rundu will be 80 percent and Oshikango will be 90 percent.

2.2 Investing in people – Education

Education has an impact on poverty in two main ways; firstly, education is a prime determinant of income and secondly, education is an important dimension of poverty in itself, i.e. when poverty is broadly defined it can include shortage of capabilities.

Since independence, the Namibian Government has declared education a development priority with over 20 percent of the national budget being allocated to it. The first challenge has been to improve access to schools. Consequently, the share of school-aged children in school is estimated to have risen to 95.2 percent. Thus, with 95.2 percent of the children aged 7-13 now in school the quantity battle has been won, however two main challenges remain: The first is to improve the quality of education and the second is to make it more cost effective.

The majority of the school going population is found in rural areas (43 percent as compared to 33 percent in urban areas). The largest number of people attending school is between the ages of six to 14 years. Seventy four percent of the population has completed grades 1-7, 20 percent have completed grades 8-10, five percent have completed grades 11-12 and one percent made it through to tertiary education. This illustrates that the number of dropouts from the school system before attainment of Grade 10 is disproportionately high.

Basic education acts as gatekeeper to subsequent levels of education and training. If basic education is not satisfactorily addressed, progress cannot be made in expanding access and achievement at higher levels of education and training and the possibility of falling back into illiteracy is high for those who drop out. The school system aims to prepare students for examinations in grades 10 and 12 (junior and senior secondary education). This focus comes at the cost of less attention to improving the educational benefit for the many who will not reach these grades and need to development of basic literacy and other skills.

Empirical evidence suggests that access to, and performance in, basic education has a dramatic effect on children's chances to escape poverty. It has a catalytic role for those who are most likely to be poor: women, ethnic minorities, and people living in rural communities.

The PRS recommends that Government address effectiveness shortfalls in the education system by:

- reducing inter-regional disparities in educational expenditure per student;
- improving quality of education and educational outcomes;
- achieving higher school attainment; and
- enhancing education governance.

In 1999, a Presidential Commission on Education, Training and Culture was established. The commission conducted research and held extensive hearings with all concerned stakeholders. A final report with recommendations was tabled to the President's office in

2000. At the same time, the MBESC is in the process of finalising a strategic plan for the Ministry. It is expected that this plan is tabled by the end of 2000.

Reducing inter-regional disparities in expenditure

Large regional differences in the provision of education reflect anomalies in the distribution of resources across different regions or to different schools. Central government is unlikely to be able to finance the entire educational system at levels presently provided in the Khomas region. In establishing a basic minimum service for every learner, it is quite likely the level of service will have to be lower than that of the presently best served regions and schools. The regional allocation of government resources is the primary source of the differential in school spending.

Poorer regions are at a disadvantage and, hence a revision of allocation criteria has to be undertaken. The allocation criteria should consider the following:

- aggregate resources—total public funding and allocation, external funding and private funding;
- expenditure allocation by region;
- delivery—teachers salary structure and training; and
- input cost and utilisation—salaries, flexibility of tuition time, multi-grade teaching and multiple shifts.

ACTION 5: The MBESC will design and implement a formula aimed at reducing inter-regional disparities in educational expenditures per student. Learners in all regions will enjoy a near equal standard of service. Pupil-to-classroom ratios and pupil-to-teacher ratios will measure this. The achievement will also be measured by the number of years to produce a Grade 7 graduate.

Educational Quality and Outcomes

The PRS identifies the lack of educational outcomes as a problem. To improve educational outcomes learning and teaching should be better supported by national development priorities and agendas. Learning, defined as the cognitive and social achievement of students within the education system, is an important continuous process at school level. It helps communicate clear goals about what is expected of students and helps to establish targets for teaching and learning. When learning expectations are explicit, students and teachers can be more focused and motivated. To this end, the reorientation of curricula is recommended, along with the introduction of pre-employment vocational education and the creation of linkages between basic education and vocational training.

The PRS recommends that school curricula become more responsive to the realities of Namibia's immediate development agenda for the many who will not complete more than nine years of basic education. The relevance of curricula is essential to attract and retain children in schools and to reduce dropouts. A curriculum is relevant if it provides skills that are appropriate to the demands of local labour markets and local development priorities. The language of instruction, the opportunities provided for advancement to the next grade and its alignment with assessment criteria are also important.

Government is guided by three goals of basic education in the Broad Curriculum Guide for Formal Education. This policy that guides basic education in Namibia and says that education should:

- develop knowledge, understanding and values, creativity and practical skills as a solid foundation for academic and vocational training, and for a creative meaningful and productive adult life;
- encourage perseverance, reliability, accountability, and respect for the value and dignity of work; and
- lay a foundation for the development of human resources and economic growth of the nation

Population education and career subjects have been introduced in all schools and entrepreneurial skills subjects have been introduced in grades 8, 9 and 10. Since January 1997 craft and technology, home ecology and elementary agriculture have been introduced as optional subjects in Grades 5, 6 and 7, one of which must be selected by learners. However, not all schools offer all three options, which are dependent on the availability of facilities and teachers. Life skills curricula, which have been introduced in schools serve as career guidance.

Though these curricula are in place theoretically, both school management and teachers are insufficiently prepared to impart targeted knowledge. This is further compounded by the lack of teaching material.

ACTION 6: The MBESC will continue the curriculum reform by introducing relevant subjects in all schools and investing more in teacher education and training, school management awareness raising and planning as well as a stronger involvement of community and parents in decision. To realise learning as the cognitive and social achievement of students within the education system, learners will be able to choose subjects to suit their needs and circumstances. Innovative ways will have to be found to improve the capacity of teachers within the new framework of curricula and subjects and more funds have to be made available for the production of teaching material. It is anticipated that life skill subjects are broadened, taught at all schools at primary levels and are compulsory examinable. Achievements will be measured by higher school attainments with less dropouts.

The PRS recommends that in the final years of schooling for adolescents, increased emphasis is placed on pre-employment vocational education, especially approaches to training which are linked directly to the workplace.

Government fosters the learners' awareness of local, regional and national needs of Namibia, and contribute towards development. It equips learners to play an effective and productive role in the economic life of the nation and promotes positive attitudes towards the challenge of co-operation, work, entrepreneurship, and self-employment. In order to implement this, the subject Enterprise and Principles of Production will be introduced in the primary and secondary phases as compulsory subjects. This will promote the

acquisition of entrepreneurial skills and enable learners to create job opportunities for themselves and others.

In addition, all learners will have to choose at least two of the following pre-vocational subjects in the junior secondary phase: agriculture, visual arts, home economics, needlework and clothing, accounting, business management, computer practice, typing, electricity, technical drawing, fitting and turning, bricklaying, plastering and painting, woodwork, metalwork and welding, panel-beating and spray-painting, and motor mechanics.

In order to create this opportunity for learners, Government will have to invest substantially in the creation of infrastructure at schools and in the attraction, retention and training of teachers.

ACTION 7: The MBESC will adopt an approach to vocational education, which is directly linked to the work place. This is being achieved with the introduction of pre-vocational subjects in primary and junior secondary schools. Investment has to be made into establishing workshops in schools and in the improvement of infrastructure and equipment. Qualified teachers have to be engaged and retained. The acquisition of entrepreneurial skills will enable learners to make appropriate career choices, find an easier entrance into vocational training in the private sector as well as work towards the creation of self-employment options. The number of learners who benefit from the subject Enterprise and Principles of Production in the primary and secondary phases and the number of learners able to choose pre-vocational subjects can measure the outcome. It will also be important to measure whether the knowledge, skills and attitudes that learners are acquiring in schools are valued by the private sector and whether school leavers are recognised as trainable in the private sector.

Poor policy linkages between basic education and vocational training systems, mean that only a few school leavers have the option of formal vocational training. The National Vocational Training Act requires as an entrance requirement a minimum of Grade 10 with mathematics as a subject. This leaves many school leavers and drop outs without the option of choosing vocational training as a career opening. The PRS recommends that pre-vocational education should be linked to training opportunities in the private sector. Whilst the Act makes provision for apprenticeship schemes, there are far too few companies entering apprenticeship agreements for a number of reasons. Also, a large number of companies in the SME sector do not qualify to be recognised as learning places in co-operation with training institutions. The Vocational Training Levy, as provided for in the Act, has not been implemented by the National Vocational Training Board under the Ministry of Higher Education, Training and Employment Creation. This is a serious concern.

ACTION 8: The MHETEC will review the National Vocational Training Act and make provisions for apprenticeship and other vocational training systems, such as learnerships, in co-operation with the private sector, and in particular with SME companies for school leavers with less than the present entrance requirements. This will mean that more school leavers will choose vocational training as a career option, find training opportunities in the private sector. The

capacity of vocational training institutions will be better utilised. This can be measured by higher intakes into vocational training centres, the optimal utilisation of training centres and the number of apprentices and learnerships registered.

School Attainment – Promotion and Assessment

Poor school attainment and high drop out rates prior to primary education and Grade 10 pose a potential danger for learners to fall back into illiteracy. This creates considerable risk that the high investment that Government makes in education could be lost. The PRS identifies the application of overly strict promotion criteria in comparison to student achievement has high cost. It contributes to children withdrawing from school at an early age and burdens the system with more students and wide age variations in the classroom. And it demoralises learners and their families. It was therefore recommended to re-orient the promotion criteria.

Promotion and assessment criteria have been effectively reviewed and introduced by the MBESC. This measure addresses survival rates at primary school levels. School attainment is the result of enrolment in Grade 1 and progression up the education ladder. It is highest when enrolment in Grade 1 is high and lowest when dropouts and repetition are high. Enrolment in Grade 1, dropouts and repetition are therefore important intermediate indicators of educational outcomes.

In order to address survival rates at primary school levels a ‘semi-automatic promotion policy’ was introduced in 1996. Under this policy, learners can only repeat once in the lower primary phase (Grades 1-4), once in the upper primary phase (Grades 5-7) and once in Grades 8 and 9. In 1999, the promotion criteria were further adjusted so that all learners progress through Grades 1-9 without repetition. Only in cases where the teacher or teaching teams, in consultation with the principal, are absolutely convinced that the learners would definitely not benefit from progressing to the next grade, should a learner be held back. No learner shall repeat more than once at the lower primary level (Grade 1-4). A learner who is not promoted for the second time must be transferred to the next grade. Similarly, no learner shall repeat more than once at the upper primary level, (Grades 5-7). A learner who is not promoted for the second time must be transferred to the next grade. Neither should any learner be required to repeat more than once in the Grades 8-9 phase. Learners are not allowed to repeat Grade 10. Those who have reached the age of 16 years and are still in the primary phase, must be transferred to the next grade at the end of a year.

In line with promotion policies and criteria, assessment also has been reviewed in 1999. Assessments for Grade 1-4 consist of informal continuous assessment while learners are carrying on with normal classroom activities, and is kept as practical as possible. The oral medium should be used, while learners’ drawings or practical activities can also be used in assessment. Assessment of reading and writing must be implemented progressively as learners acquire the necessary reading and writing skills. A policy guide for guidance on continuous assessment has been produced to assist teachers and principals in the process. It outlines different processes for assessment in lower and upper primary in terms of grade boundaries and for junior secondary in terms of grading scales. The grading scales

and grade boundaries in the relevant syllabuses will in 2000 be brought in line with the new ones.

ACTION 9: The MBESC will continue measures to create greater awareness at school management levels on promotion policies towards fewer repetitions with higher resource inputs at the lower grades. The MBESC will produce regional enrolment profiles, disaggregated by gender and marginalised groups, to monitor the interdependence between semi-automatic promotion and assessments. This action aims to achieve a higher school attainment as the result of enrolment in Grade 1 and progression up the education ladder. Learners will progress faster through the educational system with fewer learners repeating grades and fewer over-aged learners in the system. Thus, less financial resources will be spent on repeaters in the school system. The rate of enrolment in basic education shall be defined as the number of pupils in the final grade (excluding those repeating this grade) over the number of children in the relevant age group (as defined by the average age of the non-repeaters currently enrolled in the final grade).

In 2000, a semi-external examination has been introduced at the end of Grade 7. The promotion requirements mentioned above still applied when this examination was introduced. The semi-external examination however, is not meant for certification and selection purposes, but rather to ensure that equal standards are applied in all schools and that new syllabi are implemented.

Namibia presently does not certify education before the attainment of Grade 10. For a large number of learners, especially in rural areas, this goal might be too far away and consequently may produce a large number of dropouts. Many countries have therefore introduced primary education certification somewhere between Grade 7 and 10. The introduction of a new basic education certificate before Grade 10 would require an enormous increase in budgetary expenditure, with approximately 50.000 student papers having yearly to be marked at central level. Thus, for the immediate future it is envisaged that the semi-external examination will be used to replace internal assessments and for monitoring progress in terms of standards in sample regions. In the medium term, the MBESC shall investigate possible ways of introducing a primary school certificate.

ACTION 10: In the medium term, the MBESC will investigate the benefits of introducing primary school certification. This measure will ensure that learners stay in school with the prospect of completing primary education, thus reducing the chance that young adults falling back into illiteracy due to early dropouts from the system. The outcome will be measured through an increase of literacy rates amongst young adults.

In addition to promotion and assessment policies, a diagnosis of various causal factors for poor school attainment and drop out rates, such as affordability and accessibility of schools will be undertaken. Although the education system is essentially publicly provided, schooling imposes large costs on the children and their households. The parents provide school uniforms and schools raise funds through fees for improvements, which

are not covered by the public system. In rural areas the cost of schooling includes the earnings foregone while at school and the child's contribution to household production (i.e. the opportunity cost of time). Other factors, which influence school attainment are school distance, infrastructure (roads, transport, water and sanitation, electricity), hostel accommodation and school feeding schemes.

Government programmes address these issues through a number of 'incentives' such as providing hostel accommodation, school feeding programmes and exemptions from fees on the recommendation of traditional or local and regional councillors and community leaders which are submitted to the regional educational authorities. In the northern Kunene Region, mobile schools were introduced as a pilot programme in 1998 with the support of NAMAS. These mobile schools follow the pastoral nomads. The programme improves accessibility and raises awareness in the communities for the importance of education. In the Tsumkwe area, another pilot project provides transport for children with donkey carts to attend school. Target groups for other similar projects should predominantly include children living in remote rural areas, children of farm labourers, squatter children and street kids and orphans.

ACTION 11: The MBESC will undertake regional profiles of the causal factors for low school attainment (such as the accessibility and available of schools) and distinguish between rural and urban settings. On the basis of these profiles, the MBESC will continue to prioritise responses and mobilise public and donor funds for identified projects. Improvement in school attainment will be measured by the reduction of dropouts in identified urban and rural areas and by an increase in the number of learners attaining primary education.

Education Governance Programmes

Promoting parents' and communities' awareness of the importance of education and their involvement in decision making is bound to have considerable positive effects on educational outcomes. Greater parent involvement in children's education may inspire children to attend school and put pressure on providers to deliver better services. Community involvement can have impact on curriculum development to address regional development issues. Community management in schools can lead to efficiency gains. Communities that assist in school management may also be more willing to assist in financing schooling.

Since 1995, government has introduced the establishment of regional educational fora to create community awareness and participation in the education system. They aim to improve school attendance, school management and delivery of services as well as to increase contributions. A taskforce toured all six educational regions to create awareness and motivate participation. After the establishment of the fora, the governor of the regions took over the chair, thereby establishing the fora firmly in the regional dispensation.

Government, NGOs and donors (such as UNICEF, GTZ, IBIS, USAID, and DFID) are also involved in awareness raising and parent and community involvement in education.

For example, a programme to improve parent involvement in school boards, entitled ‘Supporting Education through School Community Involvement and Training (SESCIT)’ is being piloted in the north of Namibia through the Urban Trust of Namibia (UTN) with funds from the Ford Foundation. The project addresses the capacity requirements of school governing boards and responds to the emphasis in education provision on community governance and local management of schools.

ACTION 12: The MBESC in co-operation with regional councils, NGOs and donors will continue to promote the awareness of parents and communities of the importance of education and their involvement in decision making and initiate projects that build the capacity of school boards. This will create better consultation processes between regional authorities and the regional directorates of ministries and better participation of the community and parents in the design, planning, implementation and monitoring of educational outcomes. This will be measured by the inputs into education planning through regional education fora and the number of school boards being representative of the community with an active involvement of women and the number and quality of projects building capacity of members of school boards.

Health

At independence in 1990, the Namibian Ministry of Health and Social Services (MHSS) inherited a health system from the colonial era that was fragmented along ethnic lines, inequitable in terms of accessibility and extremely skewed towards curative services. Consequently, the health profile of the population reflects the country's skewed wealth distribution. It also displays the classic disease problems of a developing economy.

The health sector is pluralist. There is a well-established private for profit health sector with general and specialist medical and allied health practitioners. Private hospitals offer services in most of the main centres. There are a number of mission-based health services, mostly in the communal areas in the north. The traditional sub-sector, represented by traditional healers, birth attendants and other practitioners is also prominent in rural areas. The public health sector consists of a small military medical service and the MHSS.

One of the greatest health challenges to the Namibian population is the pandemic of HIV/AIDS. Not only is the current rate of HIV infection alarming, with its resultant demand on the health system that occurs with the onset of AIDS. But there is also a huge social cost that all Namibians must bear. This cost comes from the loss of productivity—as large sections of our working population are removed from the workforce through sickness and death. Then, there are the increasing number of children who are orphaned and left to the care of their extended family and the support of the state.

Primary Health Care

Along with education, the PRS gives fundamental importance to the health of the national when developing a long-term vision for a prosperous Namibia. Most importantly, the PRS focuses on the provision of primary health care services. Primary health care is managed by MHSS and contains a variety of programmes⁵. Essentially, it involves promotive, preventive, curative and rehabilitative services, which are delivered in collaboration with other sectors, communities and partners in health.

Within this context, the MHSS works to help all Namibians attain a level of health and social well being that enables them to lead economically and socially productive lives. The PRS has committed Government to a continued redirection of resources away from specialised services toward primary health care and to work for a reduction in inter-regional disparities in health expenditures per capita. Recognising that Government cannot commit any larger share of its expenditure to health alone, all service ministries are expected to identify those programmes that are already under way, and which should be accorded high priority in the fight against poverty.

⁵ These include Safe Motherhood; Reproductive Health; HIV/AIDS; the Expanded Programme on Immunisation; Control of Diarrhoea; Acute Respiratory Infections; School and Adolescent Health; Food and Nutrition; TB and Malaria; Medical Rehabilitation Service Development; Mental Health; Blindness Prevention; Oral Health; Essential Drugs; and Disability Prevention and Rehabilitative Services. The Ministry has 34 health districts and 13 regions as well as five directorates in its head office in Windhoek. It operates 230 clinics, 35 health centres (averaging ten beds each), 31 district hospitals (averaging 120 beds each), three regional referral hospitals (average 500 beds each) and one national hospital with 450 beds. The bed per population ratio is 3:1,0000.

ACTION 13: The MHSS will lead a process of change that engages all stakeholders in health to improve primary health services so that health and well-being is universally shared by all Namibians. With respect to primary health care services, the following targets have been set over the coming five years:

- ❖ To maintain life expectancy at the estimated higher level of 58 years.*
- ❖ To reduce the infant mortality rate from 38 per 1,000 to 30 per 1,000 live births.*
- ❖ To reduce the mortality of children under five years of age from 63 per 100,000 to 50 per 100,000 population.*
- ❖ To reduce the maternal mortality rate from 271 per 100,000 to 220 per 100,000 population.*
- ❖ To increase rural access to adequate sanitation from 41 percent to 55 percent.*
- ❖ To reduce under-nutrition among the under-fives from 17 percent to 8 percent.*

When considering national service delivery, the PRS noted that funding levels are highest for the wealthiest region—where services are often provided free of charge. In response Government has strengthened its commitment to direct public funding for the needy and recommended that each line ministry engaged in service delivery define, and budget for, nationally applicable minimum standards that are lower than the present standards in a region such as Khomas. A minimum district health package, covering district hospital, health centre and out-reach services will be implemented. This will be backed by a defined service package for tertiary level facilities. The national level will concentrate on providing technical support to regional management teams (RMTs), human resources development (HRD), clinical and administrative performance auditing, resource mobilisation, international relations, regulation and setting standards and norms. Working closely with regional managers, national-level managers will formulate policy and legislation, whilst planning for service delivery in a strategic and co-ordinated manner.

Once these national minimum standards have been designed and delivered, those who desire a higher standard of health service will be required to identify alternative sources of supplementary financing. This may come, for example, through user charges or taxation. Fees are charged for two patient categories. These are firstly, private patients, being all those who have private medical aid schemes (this includes the majority of private sector and government employees), and secondly, state patients—the majority of the general population. An exemption mechanism for the poor is in place.

The MHSS is committed to the principle of charging for services to those able to pay. Whilst Government endeavours to pay for promotive and preventive services. In the future, referral hospitals will be granted greater management autonomy within this framework. Since fees collected for health services are not retained within the MHSS, the Ministry is in the process of exploring possibilities to negotiate with the Ministry of Finance for the retention of at least a certain proportion of the collected fees. The

Ministry is also evaluating alternative financing options, such as social insurance, which may be introduced in the future in order to complement decreasing state revenue fund allocations.

The main financing sources for the MHSS are the state revenue fund and development aid. Donor contributions constitute around 30 percent of total development expenditure and six percent of total MHSS expenditure. All donor funding has been in grant form. The Ministry collects user-fees at all facilities, which were introduced before independence. In 1993, the Ministry increased fee levels and is currently revising these focusing on fee increases for private patients with the aim of full cost recovery. State patient fees will be kept at nominal levels and certain primary health care services will continue to be offered free of charge.

It is estimated that the private health sector will continue to expand, raising its share of health care provision from the current five percent to 20 percent over a ten-year period. Government also supports the role of churches in providing welfare services. The co-existence of private health and social welfare services in the public sector is supported through close co-operation and joint ventures.

Within the MHSS, decentralisation by way of deconcentration of management from the centre to the health regions and districts is ongoing. For this purpose, regional management teams have to be established in all 13 administrative regions. MHSS district management team members participate in constituency development committees, while regional medical officers and their representatives are members of the regional development co-ordinating committees. The latter are chaired by the regional executive officer and accountable to the respective regional governors.

ACTION 14: The MHSS will address regional disparities in health services to ensure that there are minimum standards for the direct public funding of health services for the needy. This will be done through the design of a funding formula that allows for a quantitative regional comparison of expenditures. The review of the Ministry's Master Plan on Physical Facilities will also demonstrate the extent to which this action has been applied.

National Population Policy for Sustainable Development

Between 1970 and 1981, Namibia's population grew at a rate of 2.9 percent per annum. This rate increased to 3.1 percent annually from 1981 to 1991. Whilst this is considered to be a high growth rate, it is consistent with other African countries.

A high rate of population growth places greater demands on the health and education systems, as well as on the financial resources of families. It can increase the competition for employment within an already limited labour market, resulting in higher levels of unemployment and poverty. Thus, population control is an issue that directly affects the long-term prosperity of Namibia and the health of the whole society.

In 1996, the Government adopted the National Population Policy for Sustainable Human Development. This policy aims to 'contribute to the improvement of the standard of living and quality of life of the people of Namibia—through the harmonisation of the dynamics of Namibia's population (its growth rate, age and sex structure, migration and

urbanisation) with the country's resource potential in order to accomplish development objectives.

The NPC is the Government agency responsible for co-ordinating population issues in the country. This co-ordination is now done within the framework of the National Population Policy for Sustainable Human Development. This means the Commission is responsible for:

- ensuring inter-agency co-operation and co-ordination of programme planning and implementation;
- preparing periodic population data that can assist central government ministries in their programme planning;
- supporting agencies in the mobilisation of resources for activities associated with the implementation of the national policy;
- identifying research and information needs relevant to population planning and the implementation of the national policy;
- preparing the human resource development plan for Namibia; and
- improving the capacity of implementing agencies, including the provision of technical assistance when required.

The National Population Policy for Sustainable Human Development affects all regions and involves a number of central government ministries, regional councils, regional development co-ordinating committees and other stakeholders involved in its implementation. It contributes to the reduction of poverty in Namibia by improving the quality of life of the people through population and development policies and programmes that are designed to alleviate poverty and promote sustainable development. It also focuses on the improvement of health and welfare services by reducing the incidence of morbidity and mortality, particularly infant, child and maternal mortality and ensuring a balanced development of rural and urban areas in order to prevent excessive urbanisation.

The PRS identifies the importance of the National Population Policy for Sustainable Human Development as part of the long-term vision for addressing poverty in Namibia. Thus, in line with the direction of the PRS, the National Population Policy for Sustainable Development will be implemented through the following actions.

ACTION 15: All relevant agencies involved in implementation of the National Population Policy for Sustainable Human Development will be made aware of their responsibilities, and those of others, in its implementation. Success in achieving this outcome will be measured in terms of the participation (in number) of relevant institutions in the finalisation of the National Population Plan of Action particularly in the identification of the projects for implementation during the Plan period.

This will include the identification of specific projects that are in demand and in line with the aims and directions of the National Population Policy for Sustainable Human Development.

ACTION 16: Each year the NPC will identify priorities for resource mobilisation, capacity building and information, as well as set a timeframe and procedure for the review of the National Population Policy for Sustainable Human Development. Success in achieving this will be measured by the amount of annual resources for implementing NDP2 population projects available as indicated in the Public Sector Investment Programme of NDP2.

Reproductive health and family planning will be addressed by strengthening existing programmes for the prevention and control of sexually transmitted diseases, including HIV/AIDS, along with the provision of services that shall be made accessible to all exposed persons. Health, morbidity and mortality measures used to within the framework of the national policy will be pursued by the:

- promotion of proper nutrition and provision of safe water and appropriate sanitation;
- improvement of control measures for communicable diseases such as malaria and tuberculosis;
- strengthening of existing programmes which protect and promote the health of children;
- integration of people with disabilities into the mainstream of the Namibia society;
- improvement of existing measures to assist retired and elderly people; and
- adequate provision of housing and related facilities for urban and rural populations.

Obtaining and using data and research for sustainable human development will be improved and strengthened through existing institutions involved in the collection, analysis and dissemination of population and related data.

ACTION 17: Population data and technical assistance will be provided to the planning divisions of all central government ministries, regional councils and local authorities. Success in this action will be measured by the establishment and maintenance of a database on population indicators desegregated by gender and by region. Population reports will be disseminated to relevant stakeholders and workshop reports on the implications of population factors on development to central government ministries, regional councils and local authorities will be prepared.

The National Population Policy for Sustainable Development promotes gender equality, equity and empowerment through efforts that empower women to acquire and dispose of

property. As a part of this, a population information, education and communication strategy will be prepared to educate the public on the social and economic consequences of large families. Existing health education measures concerning the prevention of communicable diseases including sexually transmitted diseases will be strengthened, particularly in relation to HIV/AIDS. In addition, communities will be provided with information on breastfeeding, immunisation, home management of diarrhoea and respiratory infections, as well as on better nutrition.

A human resource development plan is currently being prepared within the overall framework of the National Population Policy for Sustainable Development. This will establish a direction for Government in the development and use of human resources. One of its primary areas of focus will be the promotion of employment opportunities for men and women, with focus on young women and men.

ACTION 18: The NPC will submit the human resource development plan to Cabinet for approval in 2001. Success in achieving this will be measured by the final approval of the human resource development plan by Cabinet

3 Income generation

Poverty reduction requires efforts within poor communities in urban and rural settings to broaden the sources of income that are available to them. The PRS proposes three main areas in which this should be done: The development and diversification of the agricultural sector, especially since most poor rural communities remain reliant on agriculture; the promotion of tourism and the participation of poor communities in the tourism industry; and finally, the development of small and medium-sized enterprises (SMEs).

3.1 Agriculture

Agriculture is treated with great importance within the PRS. This is because rural communities—many of which experience poverty—are located within a predominantly agricultural economy. They are often reliant upon a narrow range of agricultural products and vulnerable to seasonal changes and access to sufficient water.

When developing an integrated approach to poverty reduction in rural areas, it is important to recognise the constraints that many people in these locations experience. The poor in rural areas, for example, often live in isolated communities, with bad roads or no roads at all. This physical isolation can be exacerbated by climatic conditions where seasonal rainfall reduces the quality of rural roads. Isolation reduces access to necessary goods and services, to physical and social infrastructure, and to production inputs, including financial and extension services and commodity markets. It can also leave communities vulnerable to the shocks, trends and cycles associated with seasonal crop production. Access to safe water can also be a problem for many rural residents. As is the quality of land on which farmers work. Not only does this lower the productivity of individual farms and entire villages, it can also increase the claims of poorer households on other members of the community.

The MAWRD, in conjunction with the MHSS, has been conducting an Integrated Programme on Sustainable Development and Food Security (known as IP) since 1996. This programme builds on the framework and directions of the *Food and Nutrition Policy for Namibia*, which was prepared by the National Food Security and Nutrition Council and adopted by Government in August 1995.

The implementation of the PRS in terms of agriculture aims to strengthen and diversify the agricultural base on which many poor and rural communities rely through measures that diversify and improve agricultural production, thereby making individual and family livelihoods more resilient to seasonal, environmental and economic changes. In achieving this, the Government is pursuing the following strategies.

Agricultural research and diversification

Agricultural research has been assigned significance in the PRS because of its importance in ensuring that poor farmers have access to well-researched, feasible farming options that can broaden their base of production. The Division of Agricultural Research within the MAWRD aims to increase agricultural production through research into commercial and communal farming. The Division also applies itself to improving the productivity of small-scale communal farmers. The Ministry has prepared a five-year National

Agricultural Research Plan and its implementation is assigned high priority within the PRS. This requires a significant increase in funding for agricultural research. It also requires more agricultural researchers within the Ministry. Additionally, there is a need to maximise the opportunities for commercialised, demonstration and adaptive research programmes and activities.

ACTION 19: The Government will provide sufficient funds over the coming five years to ensure that the MAWRD immediately implements its five-year national agricultural research plan. This will allow poor farmers to have access to well researched, feasible farming options that can help them to broaden their base of production. Success in achieving this will be measured by the number of research and feasibility reports that are prepared and the number of farmers who adjust their farming techniques or crops based on information provided through agricultural research.

The other major agricultural-based strategy described by the PRS is to investigate opportunities for new and diversified agricultural products and techniques. New agricultural products that are specifically mentioned by the PRS include cotton and rice growing, as well as tree planting. It is understood, however, that there may be other new agricultural products that have a potential to broaden the income sources for poor rural communities. Thus, the MAWRD has established a process to investigate these fields and to determine their feasibility.

In an effort to improve the food security of farming household in the north and central regions of Namibia, research into rice cultivation in the Oshanas has commenced. Should appropriate varieties of rice be identified, it will be possible for farmers to diversify into this field, which would alleviate problems associated with over-grazing and provide additional resources to manage in periods of drought. Demonstration projects will be established in 2001.

When viewed through the lens of poverty reduction, the diversification of agricultural produce requires the participation of poor farming communities in the identification, assessment and piloting of these new initiatives. This should be done to avoid unnecessary risk for the individuals and communities involved. In addition, it is essential that work conducted by the MAWRD as well as other stakeholders, focus on the problems of small-scale and communal farmers. Such a focus is necessary, if agricultural research and feasibility assessments are going to lead directly to new income opportunities for those who live in poverty.

The PRS identifies some possibilities for introducing new farming. This includes rain-fed irrigation and aquaculture using the Efundja floodwaters. The MAWRD has conducted studies that determine the feasibility of such techniques, which have demonstrated the viability of using Efundja floodwater for aquaculture, rice farming, etc. Again, the PRS does not limit the areas of investigation only to these ideas. Instead, it promotes the systematic assessment of new opportunities. This requires technical assessment and feasibility studies, followed by pilot projects where feasibility looks likely. Amongst the range of agricultural activities being assessed by the MAWRD that appear to have a

direct relevance to small-scale and communal farmers are dates, grapes and other fruits; wild silk production; charcoal production; and medicinal plants.

ACTION 20: The MAWRD shall identify the obstacles that currently inhibit the expansion of irrigated cotton in the Kavango region, and explore whether these can be overcome. At the same time, plan a strategy for cotton growing and marketing to dry land, smallholder farmers. Success in this action will be initially determined by the Ministry's ability to overcome these obstacles and demonstrate the feasibility of cotton growing. Following this, a strategy will have been put in place for cotton development for all the northern regions. In the long run, the number of irrigation projects and smallholder farmers involved will be the measure of success.

The PRS paid specific attention to the potential benefits that can be created for poor communities through tree planting. This was considered an ecologically sustainable activity that can lead to a variety of uses. This includes, wood products, animal fodder and shelter, as well as fuel and material for construction.

ACTION 21: The MAWRD will undertake efforts to identify, pilot and subsequently promote the planting of tree species that could thrive in the Northern regions of Namibia, and would have high economic value. Already, the feasibility and viability of tree planting on the banks of Oshanas has been established and promoted. The further success of this work will be measured by the preparation and implementation of detailed development proposals, and by the extent of the involvement of rural communities in preparing plans and undertaking pilot projects.

Finally, the PRS has identified the importance of vegetable crops that can provide greater food security for poor communities. To this end, it recommends that pilot peri-urban vegetable growing projects, using 30 to 50 hectares of land, be developed. These projects may, for example, be located near the canal that brings water from the Kunene to the North-Central region. Once projects such as these have demonstrated their viability (including arrangements for the sustainable use of canal water, and sustainable access to urban vegetable markets) then consideration should be given to expanding such initiatives to other locations.

ACTION 22: The MAWRD shall initiate a peri-urban vegetable growing pilot project on 30 to 50 ha, with supplementary irrigation, and located near the canal, which brings water from the Kunene to the North-Central region. Once this project has demonstrated its viability (including arrangements for the sustainable use of canal water, and sustainable access to urban vegetable markets) the Ministry will formulate plans for expanding it further. Success in these efforts will be determined by the presence of new crops from irrigated agricultural projects and rain-fed irrigation that are identified and initiated. The production of reports on the feasibility of pilot projects will also be important, as will the extent of the involvement of rural communities in preparing plans and undertaking pilot projects. Ultimately, it is desirable that additional incomes are created for people living in poverty and that the number of purchased goods that poor communities must import is reduced. The number of poor farmers who are engaged in these activities will be critical to the

assessment of these pilot programmes, as will evidence of plans for project expansion and replication.

Extension services

The PRS is clear about setting a target for the expansion of agricultural extension services. It demands that 50 percent of all rural households gain access to quality agriculture extension services. Achieving this requires increases in the number of agricultural extension technicians and officers. However, it is also necessary to identify new ways of providing extension services. The PRS cites, for example, the possible use of the electronic media as well as video and other audio-visual approaches. The establishment of programme partnerships, in which co-operatives, farmer unions and associations for example, jointly collaborate with the Ministry in the delivery of extension services. A recent example of this has been the privatisation of seed multiplication and distribution for pearl millet⁶, whereby the Northern Namibia Farmers Seed Growers Co-operative (NNFSGC) is responsible for seed distribution, whilst some 114 farmers have been contracted to grow seeds for the Co-operative.

ACTION 23: The MAWRD shall implement the five-year strategic plan for the provision of agricultural extension services and shall investigate and pursue new ways of providing extension services to poor farmers. Within five years, 50 percent of rural households will have access to quality extension services. This will be evidenced through an increase in the number of agricultural extension technicians and officers (as determined by the five-year strategic plan) and the new type of information techniques that are used. It will also be demonstrated through the number of co-operative agreements with unions, co-operatives and associations

In order for MAWRD to reach more rural farmers with limited staff, the ministry has embarked upon the farming systems research and extension approach (FSRE). This relies on the formation of groups, such as FSRE communities and farmers' extension development groups. In other regions, study groups for radio listening groups have been established. All these were done to increase the number of farmers who benefit from extension services. The success of this approach will be evidenced through the number of groups that are established as well as the number of study and radio listening groups established.

Rural development

During the formulation of the NPRAP, the issue of rural poverty was widely debated. Whilst it is recognised in the PRS and elsewhere that poverty can be found in urban, peri-urban as well and rural and remote locations, the rural areas of Namibia deserve particular attention. Rural development and the reduction of poverty in rural locations have a particular set of circumstances and challenges that must be addressed. These cross-sectoral issues include matters such as infrastructure and government services,

⁶ These varieties of pearl millet are Okashana 1, Okashana 2 and Kangara.

employment and economic development, land tenure and private sector investment, as well as agricultural development. The MAWRD has a directorate that focuses on rural development and planning matters although there are a number of other ministries—indeed all ministries to varying degrees—with an engagement with rural communities.

Many informants engaged in the preparation of the NPRAP expressed the concern that there is no policy framework to guide the direction of rural development and establish a coordinated and synergistic process of action. In light of this concern, and seeing the potential for improving the efficacy of Government inputs toward poverty reduction in the rural areas, efforts will be taken to establish a well-targeted and responsive policy foundation.

ACTION 24: The NPCSC will initiate a participatory process in the design of a national Rural Development Policy that will establish a framework for the promotion of investment and industries in rural areas, the reduction of poverty, the creation of employment and the enhancement of sustainable and secure agricultural practices. This will involve a range of Government ministries as well as regional councils and local authorities. It will also assess the impact of other policies of Government on the rural areas. The Rural Development Policy will be completed by the end of 2001 and submitted to Cabinet for endorsement.

3.2 Tourism

Whilst the tourism sector is growing rapidly in Namibia, the PRS recognises that specific measures must be taken to ensure that poor communities, particularly those in rural areas, are able to broaden their income base through their participation in this sector. Not only will this create new jobs and income, it will broaden the economic base of many of communities, which, by and large, remain dominated by agriculture. Thus, by diversifying into tourism, local economies will become more resilient and productive.

Tourism generally generates three types of cash income for rural households. Community tourism can generate a fourth additional type of income for the community. Each of these income types need to be considered separately as they are earned by different people, in very different amounts, so have different implications for livelihoods:

- Regular wages for those with jobs. A tourism venture rarely generates permanent jobs for more than a small proportion (one to five percent in prime areas) of households in a community. However, these are important as a large cash boost to those families, (thousands of Namibian dollars per year), which can lift them from insecure to secure status socio-economically. These earnings, in turn, are partially recycled within the local economy creating a multiplier effect.
- Casual earnings opportunities from selling grass, food, wood, crafts, etc. Grass-sellers, craft-makers, fisher-folk, casual labourers and others sell their products or labour to tourists and tourism enterprises (and to neighbours earning wages from tourism jobs). They each earn much smaller amounts from these casual sales than is earned by

those in waged employment (tens or hundreds of Namibian dollars each per year). But these additional earning opportunities are likely to benefit a higher percentage of local households than the full-time jobs and are most important for the poorer people who have few other options for earning cash.

- Profits from ownership of a tourism enterprise. Locally owned enterprises are likely to be small-scale (e.g. a craft outlet), so in practice most are similar to the category above of casual earnings. Those owned by the community (such as joint venture lodges) fall into the following category of collective income.
- Collective income earned by the community. Collective income is earned by a conservancy or community trust when it leases tourism or hunting rights, or earns profits or a bed-levy from a tourism enterprise in the area. The value of this income for a local household depends on how it is spent, which in turn depends on the local institutions and processes for managing joint expenditure. In prime areas with tourism concessions, annual collective income of a few hundred thousand Namibian dollars per year could be a substantial boost to a community because there are few (if any) other sources of this type of income. If divided between households it would be a few hundred dollars a year—not enough to change livelihood strategies but enough to cover, for example, school fees and a couple of bags of grain.

By definition, poor households are insecure. In Namibia, all rural households are vulnerable to drought. Rainfall is highly variable and drought proofing is an important way of reducing vulnerability. The cash income generated by tourism can be particularly useful for this purpose for two reasons. Firstly, it does not slump when drought comes—although tourism is likely to slump according to market cycles rather than rainfall. Secondly, tourism can be one of the few sources of collective income that can be usefully spent on helping the members of poor communities' cope with drought.

The Ministry of Environment and Tourism (MET) is the Government ministry with primary responsibility in this sector. Within this ministry, a broad Community Based Natural Resource Management Programme is managed. The most relevant component of this programme, as it relates to the PRS, concerns the sub-programme known as Community-Based Tourism Enterprises (CBTE) Development Programme.

The CBTE Development Programme has been founded on the Nature Conservation Ordinance (1995) and the Promotion of Community Based Tourism Policy (1995). These policies allow rural communities to establish conservancies. Conservancies provide communities with a legal status concerning their management rights over specified land. These rights allow the designated communities to establish a wide range of tourist-related enterprises. Thus, the income base for rural communities can be expanded beyond that of their predominately agricultural base. This approach was highlighted within the PRS and, therefore, deserved greater attention to planning and implementation.

By mid-2000, more than 20 conservancies had been established across Namibia. These involved communities with as few as 300 members, to those with as many as 26,000. On average, however, communities with conservancy rights range from 2,000 to 7,000 residents. Currently, the programme only operates in the regions of Kunene, Erongo, Caprivi and Otjozondjupa.

The CBTE Development Programme focuses primarily on marginalised, rural communities. There are two types of outcomes from this programme that relate directly to the PRS. The first of these concerns the development of enterprises within recognised conservancies. These include craft-based enterprises, tour guide operations, cultural villages, camp sites, guided trails, rest camps, semi-precious stone sales and many more. Success in achieving these outcomes can be measured by the number of enterprises located within a Conservancy.

The second type of outcome created by the CBTE Development Programme is the formation of joint venture agreements. These are agreements between communities, which manage a conservancy and private sector investors or tourism operators. Such agreements can bring about additional streams of revenue to local communities as well as new employment and trading opportunities. Success in achieving this outcome can be measured by the number of joint venture agreements that are in place within registered conservancies.

ACTION 25: The MET shall continue its efforts to establish conservancies. Through this programme, some 25 new conservancies will be established by 2005 (i.e. five each year) with 175,000 people benefiting individually and collectively. The MET, along with non-government stakeholders, will assist in the registration of conservancies, as well as with the provision of training in game and conservancy management.

The main role of the MET in the CBTE Development Programme is to assist local communities to become registered as a legal conservancy. Beyond this, the MET relies on the services and support of non-government and other kinds of development agencies. These are described below.

The PRS places strong demands upon all central government ministries to ensure that they redress the current imbalances in regional expenditure and service provision. Whilst this issue directly affects the issue of decentralisation, which is dealt with later in this report, it also specifically affects every dimension of Government's programme planning and service delivery.

The MET claims to have a high degree of programme expenditure and service delivery beyond the central Khomas Region. There are three factors that contribute to this: Firstly, all CBTE Conservancies are located in regions outside the Khomas. These have predominantly been in the northern regions, which is in-line with the emphasis provided by the PRS, although recent efforts have also focussed on the southern regions of Namibia.

Secondly, the MET, which focuses more on policy development and setting the right environment for CBTE development, works in partnership with a wide range of non-

government and other development organisations. These organisations are disbursed throughout the country, are more closely connected to rural communities than the MET and provide services in a relevant and efficient manner. These service providers include organisations such as NACOBTA, NANGOF, the Rossing Foundation, RISE, !NARA, Pahuka Trust and the Nyae-Nyae Foundation.

Finally, the MET makes full use of its information wardens, all of which are located outside the Khomas Region. Primarily, information wardens have a wildlife management function, but they also provide information and support to rural communities that are interested in the CBTE Development Programme.

ACTION 26: The MET will assist rural and disadvantaged communities to establish community-based tourism projects, such as businesses and joint ventures. This will include, amongst other things, an emphasis on training and capacity building so that participating communities are better able to manage these projects. These projects will be evaluated in terms of the number of projects that are established the new markets in which community-based enterprises operate, the identification and response to training needs, their location in areas where poverty is present and the number of people who benefit through them. The establishment of joint ventures with established private firms (such as tour operators) will also be a significant outcome of these efforts.

3.3 Small and Medium Enterprise Development

Within the context of Government's overall objectives to create sustained economic growth and employment and reduce income disparities and poverty, the Ministry of Trade and Industry (MTI) ranks SME development high on the development agenda of Namibia because of its potential for sustainable job creation. Government, through the Ministry of Trade and Industry has adopted an ambitious programme to promote and support SMEs. The Ministry has a Small Scale and Informal Industries Division (SSIID) in the Directorate for Industrial Development with the function of articulating and implementing a development programme that will contribute to the improvement of productivity at small and informal industrial levels.

To implement its programmes, the Ministry closely co-operates with the Namibia Development Corporation (NDC) and the Development Fund of Namibia (DFN). The NDC, established through an Act of Parliament, Act No. 18 of 1993, provides a number of financial and non-financial services, as well as other programmes. These services are aimed at general business development, service provision, creation of a culture of entrepreneurship, job creation, as well as skills and technology transfer.

Whilst implementing the policy and the various promotion and support programmes that flow from it, the PRS recommends that Namibia recognises the lessons learnt from elsewhere. Successful SME development reaps fruits in the medium to long term and SME success is a process of learning by doing before they can successfully compete with larger, well established companies. The challenge is to build a critical mass of successful SMEs with ready access to markets. This required well-defined starting points for potential business undertakings that demonstrate a high potential for grow and to find

ways to meet their financial requirements. Financing SME development must address collateral and promote private-to-private learning in which public funding takes the form of matching grants that are co-financed by the private beneficiary, instead of programmes being delivered directly.

Three strategies are recommended to address this challenge. Firstly, to focus initial promotional efforts on the ‘localisation’ of selected items, where cost competitive production of goods that are currently being imported provides new learning opportunities for SME owners and managers. Secondly, to adopt programmes that foster the flow of finance to SMEs which aim to enhance, rather than over-ride the market-based decisions of banks. Thirdly, it is important to identify and eliminate the constraints that presently inhibit people with de facto rights to urban land to obtain title, and hence to bank credit.

Promotion and Support

The PRS recommends promotional efforts on the ‘localisation’ of selected items that are currently being imported to:

- increase manufacturing value by stimulating productivity, increasing exports and import substitution;
- diversify and integrate the economy through the accelerated growth of the industrial sector and the creation of better links between its sub-sectors;
- generate productive employment and income opportunities for Namibians – especially disadvantaged groups and women;
- improve the geographical distribution of industry in relation to the location of raw materials, markets, population and employment demand; and
- continue research in the manufacturing sector in order to identify bottlenecks and possible means of overcoming them.

This will be done through the Sectoral Study Programme in which sectoral business development studies in all 13 regions will be prepared to identify those sectors with potential, as well as their market and skill requirements. The studies will have a direct bearing on decision making which projects are viable for support under e.g. the Feasibility Studies and Business Plan support and Special Industrialisation Programmes.

ACTION 27: The MTI will undertake the sectoral study programme in all 13 regions to identify and describe the feasibility of manufacturing, value adding, and service industries; building on the comparative advantages of the regions and the availability of local resources. The study will be translated into practical business proposals, which will assist prospective businesspeople to make better choices and investments. The success of this programme will be measured by the number of business proposals, the number of businesspeople who have taken up these proposals and the number of businesspeople who are successfully operating the business after a period of three years. It will also be measured by the number of goods, services and products.

The Feasibility Studies and Support Programme of MTI also promotes manufacturing and value-adding ventures, whilst supporting entrepreneurial development and the upgrading of indigenous skills. This is done with a view to developing and using local raw materials. The MTI aims to achieve this, by providing access to relevant expertise and technical services to prospective entrepreneurs. It also provides financial support for expert studies and consultancies as well as promoting access to technology, the commercialisation of inventions and the licensing of franchises. Business development projects targeted are in the manufacturing, value addition based industries, technical service industries, agricultural-based industries and hospitality industry. Businesspeople under this programme benefit additionally from advice on credit, sites and premises, and training, where required, access to technology, raw materials and market linkages, and export promotion.

Government will implement a Special Industrialisation Programme and Special Industrialisation Fund in the NDC. MTI has made a submission to the NPC in September 1999 and the Ministry of Finance supported the planned initiative through the commitment of N\$400 million for the period 2001 to 2005. Details for the programme have not yet been worked out, however, the programme aims to improve the environment for manufacturing and value adding and intends to promote the 'Made in Namibia' concept. Thus, the objective of the programme is to diversify the economy, reduce the balance of payment deficit and increase local content in Namibian products and services through public and private procurement. The targeted sectors of the programme are garment manufacturing, manufacturing of consumer goods, leather and leather products, wood and wood products, construction materials production, jewellery, cutting and polishing of semi-precious stones, textiles, stationary and paper products, electrical and electronic applied products and motor vehicles and components. It is anticipated that the Fund will assist through the provision of industrial infrastructure, such as land, buildings, etc. It will also provide equity to assist in the expansion of existing manufacturing operations and support the establishment of joint ventures and partnerships between local and foreign investors by securing equity for Namibians. The Fund will also create mechanisms to encourage the purchasing by Government of products that are certified as 'Made in Namibia', which includes long-term supply contracts. Incentives will also be provided by the Fund to local traders who buy from local producers and manufacturers.

ACTION 28: The MTI will speed up the establishment of the Special Industrialisation Programme with immediate effect, so that the Fund becomes operational in 2001. This will require the Ministry to finalise the proposal and implementation plan and identify additional donors for the programme. Success will be measured by the availability of the Fund, the number of quality project proposals and the number of businesses and joint ventures established with the assistance of the fund.

Special, targeted industrial development facilities have been set up. An example of such a facility is the Namibia Shoe and Leather Training Facility (NSLTF), which was inaugurated in May 1999 in Windhoek. The facility is a joint project of UNIDO, the

National Africa Leather and Footwear Industry Scheme (NALFIS) in collaboration with the MTI and is administered by the Leather and Allied Industry Association of Namibia (LAIN). Funds for the project come from the Government of Austria to UNIDO. The Centre provides training for artisans, sells material and accessories and rents machines on pay-per-use basis to trained individual artisans. Another initiative in the same direction is a proposed project, initiated by the Directorate of Industrial Development in the MTI to set up an industrial support facility for semi-precious stone cutting and polishing in Karibib. The project is intended to add value to the many stones found in the south and west of Namibia.

ACTION 29: The MTI will undertake a study into the feasibility of additional industrial development facilities on the basis of identified, potential growth sub-sectors in manufacturing and value adding. With these measures, it is anticipated that imported consumer goods are substituted by local production and that the types and quality of products are increased. Other outcomes relate to an increase in value adding opportunities with local resources. This can be measured through increases in the types of manufactured goods and their export value (percentage of products sold locally and on export markets), the identification and promotion of the number of sub-sectors and products, the number of feasibility studies undertaken, and the number of businesspeople identified and assisted through support schemes.

In addition to this, the PRS stresses support mechanisms to SMEs using private and private learning partnerships to better use public funding. Training programmes should not be delivered directly but rather in such a manner that businesspeople learn from the experience of other firms.

ACTION 30: The MTI will investigate the availability of and support to Private-Public-Partnerships (PPP), such as the GTZ – PPP programme. Other opportunities exist in the effective utilisation of Senior Expert Services, both local and international. The MTI and NDC will design a comprehensive PPP programme by 2001. The number of local businesspeople having entered into PPPs will measure the success of such a programme.

In the Cabinet reshuffle following the last General Elections, a new Ministry of Women Affairs and Child Welfare (MWACW) was formed. This Ministry saw the expansion of the previous Office of Women Affairs and the transfer of the Directorate of Community Development (DCD) from the Ministry of Local and Regional Government and Housing (MLRGH). One of the programmes previously conducted by the DCD was the promotion of Income Generating Activities (IGAs) through the Grants Programme. The Grants Programme aims to ensure that Namibian women entrepreneurs play a meaningful and equal role in the national economy. This is achieved by exposing women to local, national and international markets as well as through providing grants and access to training in business management. Recently, the Women In Business SADC Trade Fair, held in Ongwediva, provided a unique opportunity for women in Namibia to exchange experiences and products with their regional neighbours. The primary objective of the

programme is to promote the access women have to economic resources, markets and technologies through training. Women, men and young people are eligible to apply for the grants. Project proposals are received through the MWACW regional offices. Proposal assessment is undertaken in Windhoek by project committee. The Grants Programme is seen as an important component to the Government's poverty reduction efforts because it empowers women and men to begin small-scale enterprises, thereby uplifting themselves, their families and their communities. Such efforts contribute to the improvement of living standards and the broadening of the economic base of many poor communities.

In the 1998/99 Financial Year, some 50 local projects were funded by the programme, with an average of ten people being directly involved in each project. These are referred to as the 'direct beneficiaries' of this programme. Of these, it is estimated that 60 percent are women. Approximately seven out of the ten direct beneficiaries receiving training in business management. In the coming five years, the following targets toward poverty reduction have been set. These have been based on previous year's performance of the programme.

Annual cumulative programme targets			
Year	IGAs	Direct beneficiaries	People trained
End-2001	60	600	420
End-2002	120	1200	840
End-2003	180	1800	1260
End-2004	240	2400	1680
End-2005	300	3000	2100

ACTION 31: In order to bring the Grants Programme of the MWACW in line with the PRS recommendations relevant identified business opportunities will be identified for the programme and promoted by the Ministry. Such programmes should receive priority support. A list of criteria will be produced to better target the outcome. This will be measured by the number of women who are supported in manufacturing and value adding enterprises and the level of diversification.

Access to Credit

A number of lending schemes exist with the NDC, the DFN and a number of NGOs. Whilst these schemes are seen by Government as important in providing access to finance in a situation which is marked by poor performances of private lending institutions to extend credit to SMEs it is envisaged that, in the long run, SMEs will have to develop positive credit histories with banks and thus, become regular clients.

The PRS recommends programmes that foster the flow of finance to SMEs to enhance, rather than override, the market based decisions of banks. This involves the identification of market reforms to induce profit-seeking banks to be more responsive to the needs and opportunities of SMEs. It also pre-supposes the presence of private lenders in the regions and the access to collateral on the part of small entrepreneurs. Thus, the PRS endeavours

to improve lending opportunities through private lending institutions and create opportunities to increase SME collateral.

So far, Government has taken two very important steps in the direction of enhancing opportunities for private lenders to extend credit to SMEs. Firstly, a Small Business Credit Guarantee Trust (SBCGT) was launched in 1999 as a Trust, in which all five commercial banks in Namibia and the NDC participate. Credit applications are submitted by entrepreneurs to the financial institutions, which in turn receive approval for loans from the Trust. The present credit guarantee amount in the Trust stands at just above eight million Namibian dollars. Whilst the government has invested the major amount in the Trust, it has signed agreements with donors for additional investments. The German Agency for Technical Co-operation (GTZ) has earmarked an amount of about six million Namibian dollars over a period of three years until 2003, of which an initial 1.8 Million has been paid into the Trust account. Further disbursements will be effected as credit demand arises and credit performance and histories are monitored and evaluated. An additional amount of about five Million has been earmarked by the European Union (EU). In April 2000, all five commercial banks have signed the Memorandum of Agreements to participate in the Trust and started to extend credit to SMEs under the credit guarantee scheme. To date, just over one million Namibian dollars have been committed in loans. Loan amounts range from N\$20,000 – 250,000. Most of the committed loans have been approved via the NDC. Commercial banks are still slow in approving and submitting loan applications due to a few outstanding issues that presently are being clarified in terms of claim procedures. It is expected that by the end of 2000 a total of 1.7 million Namibian dollars will be committed in loans. The SBCGT has been promoted widely throughout the country and the response from potential borrowers has been encouraging, thus indicating a high demand for this credit facility.

ACTION 32: The SBCGT shall endeavour to get full participation by all commercial banks and promote that the credit facilities are available in all regional branches of these banks. During the years 2001 to 2003, over 50 percent of all loan amounts shall be effected through commercial banks. In 2001, additional loans to the amount of N\$3.5 million are earmarked for approval. Success will be measured by the number of loans from different regions approved by commercial banks, additional payments into the Trust account by donors and the percentage of repayment, which is set at not lower than 80 percent.

The second programme aims at enabling the Nampost Savings Bank to become a lending institution. Nampost has a greater presence than commercial banks in all regions of the country. It is therefore, ideally suited to reach more potential clients than any other lending institution. Presently, a feasibility assessment has been undertaken with the assistance of a German donor to establish how and when Nampost could start extending credit to its customers.

ACTION 33: Nampost Savings bank, in co-operation with its donor and the MF, will speed up the process for the creation of the enabling framework for Nampost to extend credit.

In addition to this, there are some more recent products, which target the improvement of manufacturing and creating a critical mass of Namibian entrepreneurs. These programmes lend to SMEs in an indirect way and may be seen as innovative ways to extend similar lending mechanisms to local arrangements with commercial banks.

In 1999, a line of credit of N\$30 million has been secured from the EXIMBANK of India by the Offshore Development Company (ODC) for on-lending purposes to local businesspeople engaged in the manufacturing sector. The funds are for use by wholly owned Namibian companies and joint ventures interested in import financing for industrial machinery, equipment and sourcing of related technical support from India. The minimum loan in this line of credit is N\$300.000 and the maximum loan facility is six million Namibian dollars. The Spanish Agency for International Co-operation (AECI) in collaboration with the MTI and NPC has also established an Equipment Aid Fund (EAF) to support the development of Namibia's industrial sector. The EAF has the advantage that the machinery is paid in Namibian dollars with an interest free period of six months.

ACTION 34: The MTI will evaluate the success rate of equipment aid funds and facilities and if found that the demand is high, it will investigate opportunities to enter into equipment aid funds with local banks.

The MTI, through the NDC, also operates a programme to set up additional business premises at affordable rental rates, known as SME Modules, Industrial Parks or Common Facility Centres. These premises suffer from a serious lack of finance, in particular short term lending. An opportunity and need exists to encourage banks to open 'credit windows' in these facilities to offer short term loans against customers' contracts as collateral. Such windows also offer a chance for SMEs to establish credit histories with commercial banks. Government can assist by providing physical infrastructure for these 'credit windows' while NGOs and small business membership organisations can organise the SME companies and provide support services.

ACTION 35: The MTI, together with commercial banks, will investigate the possibility and opportunity of operating short-term lending credit programmes (credit windows) in NDC's SME business parks, using client orders as collateral for these short-term loans as well as creating local guarantees for equipment purchases. An agreement will be reached with commercial banks on how these credit windows will be established. and the programme would initially be piloted in one or two industrial parks. If it shows success, the programme will be extended to all SME sites and premises programmes. The success will be measured by the number of private lender credit windows (short term lending) opened in SME parks and other government initiated programmes and the number of SMEs making use of these facilities.

Urban Land Title

The lack of assets that can be classified as collateral has been putting indigenous businesspeople at a serious disadvantage when it comes to lending from commercial banks. Ownership of land and buildings is the most common form of collateral. In the past, the only way to apply for land for business purposes in the former 'Homelands' was to lease land through the practice of 'Permissions to Occupy' (PTOs). These PTOs, even with improvements to the land (e.g. erection of premises and provision of services) are not readily accepted by commercial banks as collateral.

The PRS recommends the elimination of constraints that have been experienced by those with de facto rights to urban land so they can obtain titles to these assets and, hence, be in a better position to obtain bank credit. In recent years, these constraints have been identified and the situation is being addressed. The most important measure during the last five years has been the speedy promulgation of new local authorities (towns and villages). In these local authorities, PTOs are transformed into free title deeds, thereby enabling businesspeople to use land as collateral.

ACTION 36: The MRLGH shall continue its efforts to proclaim additional towns and villages. At least six new local authorities will be proclaimed and three additional towns granted Level One Municipality status by 2005. The number of PTOs per local authority transformed into free title deeds over the plan period will measure this achievement. An additional indicator will be the number of newly set up bank branches in newly proclaimed towns.

Whilst the pre-conditions for transforming PTOs into title deeds have been created, it appears that a number of bottlenecks remain. Businesspeople in newly proclaimed towns and villages complain about the slow pace of transforming PTOs into free title after promulgation. This is mainly due to constraints on the side of newly created authorities in property valuation. As long as valuation roles are not in place, land is not for sale. This means that PTOs cannot be transferred into free title deeds. Many businesspeople may not be sufficiently aware of these constraints and, as a result, they may 'sell' PTOs to prospective investors before the transfers have been effected, thereby giving up their de-facto right to title. Businesspeople are advised to hold on to their PTOs even if the transfer formalities take longer than expected or desired. At the same time banks are changing their approach in recognising PTOs as collateral.

ACTION 37: In 2001, the MRLGH in co-operation with local authorities will embark on a vigorous awareness building campaign to inform citizens about the processes to transform PTOs into free title deeds, thus creating a situation in which businesspeople can make choices to their advantage. At the same time, the MRLGH will strengthen measures to speed up the process of creating valuation roles for PTOs in urban areas with immediate effect. Success will be measured by the type of action undertaken to reduce the time of transforming PTOs into free title deeds.

Currently, there is a shortage of surveyors and town planners at regional and local levels. This slows down the process of proclamation of new towns and villages, and delays the design of town planning schemes, resulting in a backlog. To address this backlog, more

technical staff are required, especially in the light of the flexible land tenure system and the establishment of surveying and land planning capacities in all 13 regions of the country. Through the Ministry of Lands, Resettlement and Rehabilitation, the Surveyor General's Office has initiated a training programme to train surveyors outside of Namibia, and survey technicians and land measurers locally at the Polytechnic of Namibia.

ACTION 38: The MLRR shall continue to train additional surveyors, survey technicians and land measurers and will review the surveying procedures (standards) by 2002 and implement them through regional councils in a number of prioritised towns and villages. It is targeted that town planning schemes are in place for all towns from presently 50 percent to 100 percent coverage and guide plans for settlements by 2005. By the end of 2001 - 20 land measurers shall be trained and six land measurers start training of two years; by end of 2002 five additional surveyors shall be qualified and four sent for studies; ten additional survey technicians shall be trained by 2002.

Whilst proclamation of towns and villages has brought relief to businesspeople in urban areas, poor citizen residing in informal settlement areas and in rural areas are still excluded from the opportunity to obtain title. The present land surveying and land registration system only covers part of the country. In many previously unproclaimed towns, there is frustration at the apparent inability to survey and register land rights and, thus, improve access to credit for investment and development. In the rapidly expanding urban areas, many poor people have no official rights to the land on which they have settled. Further, it is difficult for poor rural people who come to the urban areas in search of job opportunities to find vacant land on which to settle. Government is determined to address these concerns and to remove the present state of uncertainty about land issues. Consequently, the MLRR has initiated a programme of pilot projects and pilot studies to investigate options for a parallel interchangeable property registration system. A pilot programme was started in Oshakati in 1999. A report makes recommendations regarding the legislative and administrative implications for introducing two new tenure forms in Namibia, namely starter title and landhold title for urban areas. Cabinet approved the recommendations and a draft bill was prepared in May 2000.

ACTION 39: The MRLGH will implement the flexible land tenure system in additional towns and municipalities as follows: By the end of 2001 – in Oshakati,, by the end of 2003 – in Rundu and Windhoek and by the end of 2005 – in Keetmanshoop and Erongo. The outcome will be measured by how many communities in targeted towns have registered starter titles and how many have used these titles as collateral for loans (both for housing and small business)

4 Strengthening Namibia's safety net

The PRS recognises the special financial needs of people who are in poverty and those who are vulnerable of falling into, or further into, situations of disadvantage, distress and marginalisation. The current safety net, which is comprised of a variety of grant transfer schemes (such as pensions) and labour intensive, cash-for-work programmes, have been designed to provide direct assistance to these groups. Whilst necessary, it is difficult to find the public resources that expand schemes such as these. Instead, the PRS proposes that these programmes be better targeted and more efficiently managed.

Two aspects to the Namibian safety net are addressed by the PRS. These are the provision of labour-intensive work programmes and the provision of pensions, grants and other forms of financial assistance.

4.1 Labour intensive works

The Ministry of Works, Transport and Communication (MWTC) has undertaken a Labour Intensive Work Programme aimed at the construction of roads and toilets. This programme was piloted in 1990 and expanded in 1992. A socio-economic assessment of this approach, conducted by the University of Namibia in 1993/94, found that local communities benefited from the employment created through this programme and not just from the final product.

In April 1999, the GRN published a *White Paper on Labour Based Works Policy*. This policy recognised the importance of labour-based works (LBW) in terms of combating poverty and unemployment in Namibia. It also promoted the substitution of labour for capital and the use of 'labour friendly' technologies. The procurement procedures of Government were encouraged to favour the use of local resources and arrangements that lead to employment creation, whilst stimulating small-scale employment.

The PRS identifies the importance of cash-based labour-intensive programmes and promotes their expansion and harmonisation with a similar programme in the Rural Development and Planning Division of the MAWRD. LBW programmes help to develop skills, build community ownership, encourage the transfer of technology and, most importantly when considering Namibia's safety net, provide additional incomes to households in poverty. They can also promote the establishment of infrastructure and other community facilities in a cost-efficient manner. Whilst LBW programmes have been common in road construction and the installation of facilities such as pit latrines, it is an approach that can also be used in the maintenance of roads and other facilities, as well as in housing construction. There are also opportunities for local or co-operative enterprises to be created amongst those who have gained experience in LBW programmes.

The *White Paper on Labour Based Works Policy* has proposed the formation of a statutory Labour Based Works Forum (LBWF), which will constitute the hub of all activities regarding employment creation through LBW. This Forum will comprise a representative national stakeholders committee, a control board and an executive secretariat. Its varied functions will be largely funded through donor support. The main functions of the LBWF are to create awareness, offer advisory support, co-ordinate activities of the role players, promote research and development activities, establish

appropriate standards, and within its legal mandate, undertake all steps necessary to ensure the success of the *White Paper on Labour Based Works Policy*.

ACTION 40: The Government will establish a statutory, representative organisation known as the Namibian Labour Based Works Forum to oversee the harmonisation the current range of labour-intensive public works programmes and ensure these operate in a properly co-ordinated and efficient manner. This will also include the sharing of funding for LBW across the relevant ministries, as well as an investigation into the use of LBWs for road maintenance and housing construction. The creation of effective mechanisms and procedures for management, co-ordination and accountability will, therefore, fall clearly within the realms of the LBWF and there will be a reduction in regional disparities in programme operations and expenditure. Regional councils will be required to identify priority needs for labour-intensive public work projects to the LBWF on an annual basis. The LBWF will consider the use of targets and indicators that concern the number of people engaged in LBW projects, the number of jobs created and the number of local sub-contracting companies established.

4.2 Strengthening grant-based transfer programmes

Financial assistance, in the form of grant transfers, is an important component to a national safety net that prevents the most needy from falling further into poverty and deprivation. It is a direct support measure that Government must deal with in a sympathetic and judicious manner.

The PRS is very clear about what reforms should occur amongst the array of pensions and financial entitlements that Namibia inherited at the time of Independence. It states, firstly, that there must be a reduction in the number of grant-based transfer programmes to three. These three should contain: (1) a basic state grant programme; (2) a combined blind person and disability pension programme; and (3) children's grants—statutory and non-statutory. Secondly, the PRS requires that efforts are made to simplify the procedures for those who wish to apply for grant aid, whilst ensuring that these programmes reach the most needy. Thus, the criteria of assessment must be clarified and simplified.

The Government is in the process of completing these commitments. The Basic State Grant Bill, is in the processes of being finalised for approval by the Parliament. This will provide the legal mechanism for all grant-based transfer programmes, in addition to the Child Care and Protection Bill, which deals with elements of the children's grants. The consolidation of grant-based programmes into these three categories will include those that have been provided to ex-combatants, through the Social Integration Programme for Ex-combatants (SIPE).

In addition, the procedures for income and asset testing will be reduced to a sworn affidavit for all applicants. This will simplify procedures, whilst ensuring that those in most need will get the financial support they are entitled to. Finally, Basic State Grant Bill designates the MHSS as the central agency with administrative responsibilities for these grant-based programmes.

ACTION 41: The Government will finalise its efforts toward the strengthening of grant-based transfer programmes by reducing the number and complexity of grant based transfer programmes to three. These will be managed by the MHSS and will include (1) a basic state grant programme; (2) a combined blind person and disability pension programme; and (3) children's grants. As a result of this consolidation, assessment criteria and application procedures will be streamlined and simplified. There will also be a greater awareness and understanding of pension entitlements.

Social safety nets involve more than grant transfers. Social welfare in Namibia has formal and informal dimensions. Informal social welfare services are mutual arrangements for support that are found within families and local communities. Formal welfare services, on the other hand, includes the provision of preventive social work, social security entitlements, such as those discussed above, and support services that maintain and improve the coping capacities and self-reliance of everyone—especially those who are poor, disadvantaged or vulnerable. The social welfare system has a range of statutory obligations and programme responsibilities toward people who are living in poverty. Central to the delivery of these services and programmes are the social workers who implement them. There are approximately 100 social workers in Namibia, employed by up to seven different ministries, including the MHSS, MWACW, MBESC, MHETEC, MHA and the MLRR.

Social workers are often the human face of government for people who live in poverty. They inform them of their entitlements, administer statutory and non-statutory services, provide counselling, referrals and information, as well as promoting community development and self-help initiatives. Demands on these functions have been steadily increasing as statutory obligations increase (such as in local courts) along with the critical demands created by poverty. The consequences of the HIV/AIDS pandemic in Namibia also place demands on the social welfare system as the number of orphans increase, along with the loss of household earnings.

Whilst it is recognised that there is a need for more social workers to manage these increasing demands, there is also a need to find more efficient ways of extending social welfare to all. The PRS focuses on the distribution of social workers, so that these services can be provided where the needs and clients actually are. However, limitations have been experienced when attempting to move professional social workers between regions when, for example, accommodation cannot be found. To address this, there is a need to consider other options of reaching the under-served regions. This may include, for example, the use of paraprofessionals and the mobilisation of community organisations and volunteers.

ACTION 42: The MHSS, in consultation with other relevant ministries and the Polytechnic of Namibia, will undertake a feasibility study into the introduction of a social welfare diploma course for paraprofessionals. This will involve an assessment of the demand for the course, amongst students and future employers, as well as course curricula that should have an international standing combined with issues of relevance to the Namibian situation. This study will be completed by the end of 2001, whereby a decision to introduce the programme will be made.

The MHSS has been piloting a new approach to the delivery of social welfare services through, what is called ‘multi-sectoral community-based welfare teams’. These teams are made up of local volunteers—people who are active and concerned about their community—some of whom may be informal leaders, community activists or recognised helpers in the community. In some cases, these teams will be created solely for the purpose of addressing local welfare needs. In other cases, these teams may be already organised as a CBO, church group, RDCC or a CDC. It has also been suggested that high school graduates could become involved in internship programmes conducted in local community welfare centres.

Multi-sectoral community-based welfare teams will be provided with training, guide books and other resource material by social workers who are employed in the MHSS. This will enable team members to provide their local community with vital information, contacts and resources that are required. Should the need for specialised and professional help be identified (e.g. counselling, domestic violence, financial distress), then team members can facilitate contact with a qualified social worker.

ACTION 43: The MHSS will continue its efforts to find innovative, cost-effective and high impact ways of delivering social welfare services to all communities across the country. It will test these approaches from which a programme proposal can be formulated for implementation by the MHSS. Such efforts should reduce the inter-regional disparities in the provision of social welfare services.

Finally, it is recognised that the provision of professional social work needs attention. The MHSS is in the process of preparing a *Developmental Social Welfare Policy*, which, when completed, will provide an explicit, systematic and comprehensive framework for the equalisation of opportunities and the well being of all members of Namibian society. A fundamental element of this policy concerns the role of social workers. As indicated previously, social workers are disbursed across a number of line ministries, which has the effect of fragmenting the potential strength these professional personnel. It has also contributed to undermining attempts for better co-ordination and harmonisation across the social sector.

The draft *Developmental Social Welfare Policy* presents the case for a pooling of human resources within the social sector at regional and local levels. It describes the value for social work clients who are living in poverty, in reorienting and re-deploying existing personnel in a more focused, cost-effective and comprehensive manner.

ACTION 44: The MHSS shall finalise the Developmental Social Welfare Policy for final submission to Cabinet, ensuring that the needs of people who are living in poverty are best served with the resources that are available through professional services. The final policy will make explicit references to the initiatives and directions of the PRS and the NPRAP.

5 Making the most of public resources

The challenge of implementing the integrated strategy for poverty reduction is twofold. Firstly, programme management should be improved by focusing more precisely on priority goals, and secondly, available resources must be used more efficiently.

Public finance management has traditionally emphasised control over achievement. Resources have often been allocated to government agencies on a historical basis, without reference to their goals or performance. At the same time, highly centralised decision-making and control systems have made it difficult for public servants at all government levels to take initiatives that improve the efficiency and effectiveness of government programmes—even if they should wish to do so. As a result, government can become rigid and unresponsive, resources can be diverted from essential services to administrative overheads and the public service settles into a low-level equilibrium in which the lack of incentives and low expectations combine to generate poor performance.

Poor performances can be addressed by giving departments and service delivery units more autonomy over managing their resources, holding their managers accountable for achieving agreed-upon performance targets and introducing incentives that reward good performance. While developing a performance culture and supporting management systems may require wide-ranging institutional reform, a number of measures may be considered within the budget system to improve the link between resources and performance, without sacrificing the controls needed to ensure compliance.

The PRS recommends that these challenges be addressed through decisions on what should be publicly financed and through sequencing decentralisation.

Public Finance

Public spending to reduce poverty can be broadly targeted through public services or more narrowly targeted to certain types of people. Concentrating public spending in areas that are relatively more important to people living in circumstances of poverty, such as primary health care or primary education, is an example of broad targeting. Some Government programmes are also designed to target particular groups (such as marginalised groups, people living in remote rural areas, etc.) and channel funds and services directed at changing their particular circumstances.

The purpose of public spending is to improve citizens' quality of life and in particular, to redress imbalances and focus on poverty reduction. In the context of the PRS, the specific concern is the wellbeing of people living in poverty in the short and long terms. To this end, clear goals need to be mapped out, targets set, performance monitored against these targets, and adequate incentives and sanctions provided so that the goals of institutions and individuals are aligned with those determined by public policy. While developing performance management systems is a long-term task, developing the NPRAP will help keep the focus on clearly defined goals.

In order to achieve effective governance the PRS recommends focussing scarce resources on areas of highest collective priorities in the fight against poverty. To do this, new approaches have to be suggested how programmes and target spending might be implemented more effectively.

The main challenge is the need to actively address past and current disparities, meaning to redress the legacy of apartheid. Therefore, it is difficult to see why services should be funded by central government at different levels across different regions. Services have mostly been provided free of charge, or with payments only for a small part of actual cost. Presently funding levels are highest for the wealthiest regions. The public resources do not appear to be available for funding at these highest levels to be extended as norms for all regions. An alternative approach is needed through the definition and estimation of costs and budgets for some nationally applicable standards that are lower than present standards in a region such as Khomas. Regions and individuals that seek higher standard of service would need to identify alternative (private or collective) sources of supplementary financing for example through user charges or taxation.

Identifying specific shortcomings in the delivery of public services is challenging, as there are few international standards against which to benchmark service levels. Survey tools can be used to benchmark access and unit cost for different services (for example, enrolment rates and cost per pupil in education) at the appropriate point of delivery .

For performance targets to be effective, they must be attainable with the resources at the Ministry's disposal. Ideally, they should be set after consulting with the appropriate Directors rather than imposed from above. Feedback from users, through surveys or other instruments, can also provide key criteria for progress. Setting minimum standards can offer a useful starting point when setting targets for comparable service delivery units. However, where targets are defined based on service delivery outputs, as will usually be the case, managers should focus on the inputs required to attain given levels of outputs in their own divisions.

ACTION 45: All ministries delivering services shall be required to define minimum standards of services and draft guidelines for the production of formula. These formula will indicate the sector (e.g. education, health, housing, etc.), the service standard expressed as indicators and budget formulas by region. The setting of these minimum standards shall be undertaken in consultation with client groups. The outcome of these surveys will be effectively communicated and adopted by the end users. Through this, citizens in all regions will enjoy close equal minimum standards of public services and would become more aware for which level of services there would be additional charges. The outcome would be measured by attainment of the minimum service standards and by costs and budgets allocated.

Developing appropriate measures of performance is a necessary first step in this process. Ideally, these should be conceived as a hierarchy of criteria and indicators that reflect the goals identified and can be related to resources. One of the challenges of performance management is linking the responsibilities of various levels of ministries, and levels of

personnel, to appropriate performance indicators. Performance management systems, then, generally match a hierarchy of measures to a hierarchy of responsibility and accountability; measures of output generally are more suitable for service delivery units, and measures of outcome for the policy level. Care should also be taken to ensure that the measures of performance do not have unintended results, since individuals will generally seek to achieve performance targets regardless of their impact on more fundamental goals. A focus on exam pass rates, for instance, may encourage schools to exclude less able students. Given these risks, it is preferable to measure performance against a range of indicators and monitor the impact of the performance measurement system as it is introduced. More pragmatic considerations—such as the availability, reliability, and cost of data—should also play a part in selecting appropriate performance indicators. It will often prove more cost effective to adopt those indicators currently collected on a routine basis, where these are relevant, than to develop systems for collecting new indicators from scratch.

Performance indicators can be linked to budgeting by requiring Directorates to present targets for key performance indicators as justification for their budget and medium-term expenditure proposals. This can provide useful guidance to budget analysts, even where the relationship between spending and performance is still poorly understood - by comparing, for example, the growth rates of spending and key outputs. More in-depth analysis can be undertaken once experience and time series have been developed, allowing budget analysts to set targets for efficiency gains.

The GRN initiated a Performance and Efficiency Management Programme (PEMP) in 1999 which is carried out by the Efficiency and Charter Unit (ECU) in the OPM and is supported by the British International Public Service Unit (IPSU) in the Cabinet Office with funds from DFID through the British Council. The PEMP focuses on strategic decision making in the four main development areas of government: reviewing and sustaining economic growth, creating employment, reducing income inequalities, and reducing poverty. The ECU has the mandate to develop a system of efficiency targets and an associated database for the GRN as a whole and its associated offices, ministries and agencies. These targets and their associated performance data are to be used to provide management with comparative information to enable them to evaluate their performance against both like institutions and their own historical performance. The ECU will accumulate, process and publish information relevant to efficiency performance targets. Where necessary, comment and recommendations will be made. In addition, the ECU will, with relevant institutions, especially the Ministry of Finance and the National Planning Commission, develop the process to incorporate efficiency planning into the routine budget and planning process for all government offices, ministries and agencies.

Work on the PEMP began in 2000. The programme relates to the PRS in the following elements:

- Establishment of primary benchmarks for the known major outcomes desired by political level (e.g. cost per primary education learner or number of pupils with Grade 10 produced)
- Outcome requirements – usually simple, qualitative statements of desired progress, e.g. improved health of the population.

- Output definition and measurement relates fundamentally to service functions – delivery to the public or internal customer. These are measurable and have a link to accountable persons. It is from here, that service agreements, in their various forms deliver.
- Development of annual reviews of output based performance data and benchmark comparisons.

ACTION 46: Due to the close link of the PEMP with poverty reduction and putting minimum standards into practice all Ministries will focus output based performance data on poverty reduction, or indicate where expected poverty reduction is most prevalent in line with the NPRAP. To achieve this, orientation and training sessions will have to be organised, if these are not already done within the mandate of the PEMP. This will involve the creation of a better understanding of performance measures. Independent controls on performance, through surveys of service users, will be undertaken to provide a valuable safeguard. These mechanisms will be particularly effective where users are informed about the service standards and the inputs provided to service delivery units, allowing them to assess compliance and adequacy. It is anticipated that in 2001 all Ministries have introduced the programme, budget accordingly and are able to monitor the outcomes. This will be measured through published data and performance based budgets and information from surveys.

Sequencing decentralisation

Since the adoption of the decentralisation policy in September 1997, Government has been pursuing a concerted and comprehensive plan for the decentralisation of services, many of which affect the design and operation of the NPRAP. Decentralisation aims to ensure economic, cultural and socio-economic development, to provide people at the grass-root level the opportunity to participate in their own decision making and to extend democracy. In a nutshell, decentralisation seeks to transfer political, administrative, legislative, financial and planning authority from the centre to regional and local authority council. It strives to promote participatory democracy, empower the local population to make their own decisions. It also aims at improving public sector management so that in the long run there is close linkage between taxes paid by the people and the quality of services provided. Local people will hold both their appointment and elected leaders accountable.

While decentralisation may go through various stages, it ultimately aims to devolve agreed responsibilities, functions, and resources capacity within the framework of a unitary state. Local authorities in Namibia already carry out certain function assigned to them by the Local Authorities Act. In general, it is expected that those municipalities with the highest grading will take on full responsibility in their communities for all the functions defined in terms of the criteria of decentralisation. The smaller the local authority, the more direct involvement and support of the state and the regional council

there will be. In principle where the relationship between local authorities and central government remains a strong one in functional and funding terms, a relationship could be exercised through regional councils. All agreed government functions being implemented by line-ministries or regional councils at local levels should eventually be decentralised to local authorities.

The PRS recommends that the participation of community and user groups in the design, implementation and monitoring of public programmes are strengthened, along with the administrative-capabilities of regional authorities. In addition, the PRS promotes the acceleration in the pace of regional decentralisation of the staff of central ministries.

There are two existing structures at the regional level that receive special attention within the PRS. These are the regional councils (RCs) and the regional development co-ordinating committees (RDCCs). The strategy requires RCs to take responsibility for providing platforms for discussions within their respective regions on poverty reduction efforts. These discussions should involve all interested groups from within the region. The RDCCs, on the other hand, have been given the mandate to deal with all technical issues in the field of poverty reduction and ensure that poverty reduction efforts in the region are efficiently and effectively implemented. These committees, therefore, provide an important source of information for the design of the NPRAP and a valuable mechanism for implementation, monitoring and reporting. They are supported by constituency development committees, local authority development committees and settlement development committees.

The consultative committee structures for regional and local development as provided in the decentralisation policy have been established and require further strengthening. These committees are required to:

- facilitate the establishment of information management systems in the area;
- identify and assess needs and problems to be considered for development proposals, plans and capital projects;
- prepare and evaluate development proposals and plans for submission;
- assist in the maintenance of law, order and security;

- be responsible for monitoring day to day emergency occurrences including natural (e.g. drought) and man-made (e.g. wild fire) disasters and take account of the number of people that would be affected by such emergence occurrences;
- serve as the communication channel;
- generally co-ordinate and monitor projects and activities undertaken by government, government agencies, regional councils, local authorities, non-governmental organisations and community based organisations in the area;
- carry out other functions which may be imposed by law; and
- offer guidance and secretarial (office and logistical support)

All the RDCCs have been established and are functioning in all regions. Participation from all stakeholders is poor, meetings do not take place on a regular basis and feedback and information to committees is poorly communicated. The MRLGH has planned a number of initiatives to strengthen the role and involvement of these committees. This includes a countrywide public awareness programme to ensure that all role players are meaningfully involved in decentralisation. Targeted information on decentralisation will be designed, produced and disseminated through a simplified version of the enabling act in the official and vernacular languages. Posters, information leaflets, etc. will also be used, whilst traditional authorities, churches and schools will be engaged as active participants in the decentralisation process. Decentralisation as a component of subjects in schools or regular talks in schools on decentralisation are envisaged to increase active and committed citizenship through the involvement of community and church leaders. This will involve traditional authorities, community and church leaders, NGOs and CBOs through the participation in the delivery of services.

ACTION 47: In 2001, the MRLGH in co-operation with the regional councils has kick-started all Regional Development Co-ordinating Committee activities in all thirteen regions through the involvement of the Ministry at the highest level and create an enabling framework for the functioning of these committees. Sustainability of involvement of RDCCs will be ensured through the finalisation of sector planning and project implementation cycles through effective forward and backward linkages between the committees, regional and local authority councils and line ministries. The MRLGH will undertake a range of training and capacity building initiatives which will involve the definition of training beneficiaries (target groups such as: Development Committees, Traditional Leaders and their Secretaries, Councilors, Officials, etc.), identify training needs, levels of training required, development of training material, effective

delivery mechanisms involving training partners such as NGOs (in particular ALAN and UTN) and setting up training units in RCs and local authorities. In addition to this, training of trainers will be undertaken and training units established in all regional councils. It is targeted that all Committees under Decentralisation in all 13 regions are properly functioning by 2001 and the outputs from project and sector planning (project cycles) is communicated effectively. The achievement will be measured through the level of participation by region in committees and by gender.

The main functions of regional councils are to co-ordinate and spearhead regional development. In practice, this is not yet fully happening. Regional councils are not yet able to generate their own funds and are dependent upon financial allocations made by the MRLGH and 5% on property tax they gain from local authorities in their regions. The role and involvement of regional councils and local authorities in poverty reduction is dealt with in more detail in Chapter 6.

With regard to decentralisation, in which the regional councils and local authorities play a pivotal role, the PRS recommends to provide the regions with a reliable and predictable source of funds. In 1998, Cabinet decided to allocate 20 percent of the Development Budget to projects identified by regional councils. The NPCSC is currently preparing, a comprehensive strategy to implement this budget as from 2001/2002 to coincide with the implementation of the regional development plans. In addition, regional councils will be required to monitor the progress of various projects described in the regional development plans as well as the expenditure of line ministries with expenditure commitments within the regions.

Local authorities, on the other hand, are responsible for the identification, planning and financing of their own development projects. Whilst the revenue base for local authorities can draw from local taxes and charges, as limited as this may be external funding can also be requested through the Association of Local Authorities in Namibia (ALAN) from the Ministry of Finance.

To ensure development equity throughout all regions, a Regional Development and Equity Fund has been created under an independent Trust. The Regional Trust Fund for Development and Equity Provisions Act was promulgated at the end of 2000. The Regional Development and Equity Provisions Fund has already been established and funds have been disbursed. The provision of resources to regional councils occurs through the transfer of resources and funds for decentralised functions from all central government ministries.

ACTION 48: The MRLGH will enhance the service delivery capacity of regional and local authorities and draft guidelines and formula for the disbursement of funds from the Regional Development and Equity Provisions Fund to overcome regional disparities. The MRLGH will

undertake a study on and draft recommendations for a more equitable system for the collection and allocation of local authority property taxes (five percent) to regional councils and review the status of regions dispensation in particular with regard to the Khomas Region. To achieve this, a more equitable system of collecting and disbursing of the five-percent property tax is introduced by 2003. This will be measured by the amount of revenue collected, the disbursements from the Regional Development and Equity Fund through the new formula by 2002 and staff engaged and equipment and resources provided as part of the decentralisation action plans

A review and rationalisation process of government policies and laws related to decentralisation has begun with a number of amendments of acts proposed and submitted. The Decentralisation Enabling Bill which supersedes all other legislation related to decentralisation has been promulgated at the end of 2000.

All line ministries and offices of Government are required to indicate the functions they wish to decentralize. This process has started with the design, drafting and submission of action plans by line Ministries, the design of a framework and the creation of tools.

The action plans for decentralisation contain:

- a short description of the Ministry including its overall mandate;
- main functions of the Ministry;
- functions to be decentralised. These are broken into operational activities and must be clearly spelt out, leaving no room for ambiguity;
- resources identified for decentralisation, i.e. staff, duty stations, equipment, vehicles and budgets;
- stakeholders; and
- time frame.

Appendix 3 lists the functions of Ministries to be decentralised.

ACTION 49: All ministries shall continue to accelerate the pace of decentralising their functions together with staff and resources through the co-ordinated efforts of the MRLGH. It is anticipated that regional councils will have the required resources to carry out the decentralisation functions. This will be measured by monitoring the decentralisation action plan and implementation and through the delivery of services and budgets of regional councils and local authorities.

The MRLGH, in collaboration with the NPC, commissioned development consultants to assist in the formulation of regional development plans for eleven of Namibia's 13 regions⁷. These plans have sought to integrate regional development efforts within the national matrix and to build a better database of regional development activities. Regional development plans, when finalized, will cover the five-year period 2001-2005.

The Ministry has drafted a Decentralisation Plan to be sanctioned before the end of 2001. A policy paper on decentralisation on public private partnership has been compiled.

The formulation of the regional development plans have been characterised by a high degree of involvement by regional stakeholders through the organisation of a series of consultative community meetings at the constituency and regional levels. Regional councils also responded to questionnaires concerning their current and planned capital projects and asset inventories for each region were also prepared.

The Association of Local Authorities in Namibia (ALAN) in co-operation with the Urban Trust of Namibia (UTN) drafted and adopted a draft policy framework on Local Economic Development (LED) in March 2000. In this framework, local economic development (LED) refers to a process of identifying and harnessing local and regional resources and opportunities to stimulate economic and employment activity. It is about local communities utilising their human, physical and financial resources to maintain and enhance development opportunities and their quality of life. It is based upon the simple premise that each community has within itself, or within its grasp, considerable capacity and opportunities to influence its economic future. Although the PRS does not mention LES it is felt that there exist tremendous opportunities to engage development committees in hands on, practical planning. This will have the benefit of creating greater ownership and ensure that LED focuses on poverty reduction.

It is necessary that LED efforts complement national policy frameworks such as Local Authorities Act, the Decentralisation Policy, the Small Business Policy and the legal issues affecting local government (i.e. what it is allowed and not allowed to do). It is also necessary for cities and towns to be forward-looking whilst addressing the current challenges of the day.

The following three goals shall be pursued in the LED process:

1. Consultation, co-operation and collaboration

Local economic consultation, co-operation and collaboration involves various stakeholders in economic and employment development coming together in a mutually beneficial and well-defined relationship to achieve common economic goals. These goals could include developing new economic, employment and development agencies or initiatives, sharing ideas, scarce resources, increasing local networking and providing mechanisms to act as a focus for economic development.

2. Development, growth and stability

Development is concerned with the capacities of the local economy to perform. These goals may be expressed in terms of increases in the quality and variety of local job opportunities, improvements in productivity and the use of local resources such as land, buildings, street-scapes, tourism products, and positive changes in the size of the population size, workforce, etc. Growth relates to the expansion of the local economy. It can be expressed in terms that are connected with job creation and reductions of unemployment, the expansion of the local rate base, an increase in the amount of money circulating in the community, improvements in the levels of investment, reduction in poverty or a rise in per capita income.

3. Equity

Economic equity involves distributing the benefits and costs of economic growth in a fair manner. Thus, possible equity measures could include expanding and linking employment opportunities for those adversely affected by industry restructuring, or providing all residents with an opportunity to become involved in economic planning and action.

ACTION 50: The GRN, through the MRLGH shall closely co-operate with ALAN on the further development of the LED framework with the aim to draft a White Paper on LED by the end of 2001. A guide on how to direct LED efforts to focus on urban poverty shall be produced by all stakeholders through the MRLGH by 2002 and piloted in a number of local authorities with the active involvement of development committees at all levels.

6 Implementation, Monitoring and Review

The PRS paints a picture for the reduction of poverty in Namibia, highlighting critical issues that should be addressed and providing starting points for action. This document builds upon the PRS and gives further detail to the ways in which poverty reduction can become a reality. It is essential that the strategies and actions described in this Programme are properly implemented and that their impact can be monitored and assessed. It is equally important to ensure that the PRS and the NPRAP do not remain static documents. There are many social, economic, political and historical influences upon poverty in Namibia. These must be observed closely so that changes to the extent and nature of poverty can be identified and responses can then be made quickly and effectively. This chapter addresses these concerns by describing the structures and procedures that will be established to ensure the NPRAP is effectively implemented and that its impact is closely monitored. It also describes the process of review so that poverty reduction measures are responsive to change and adaptive to improvements.

The implementation, monitoring and review of the NPRAP requires well designed structures and procedures at all levels of government and in close co-operation with relevant stakeholders. Throughout the preparation of this document, great care has been taken to design structures and procedures that are as effective as they are efficient, and as comprehensive as they are elegant.

Where possible the common traps of implementation have been avoided. Traps such as creating too many committees, or overloading already busy staff with additional burdens, or setting unachievable targets. The concerns regarding the need to build capacity, to harmonise programmes and to integrate efforts at the local, regional and national levels have also been recognised and incorporated. In doing this, the NPRAP has remained faithful to the PRS, whilst refining the systems it proposed with the understanding of other complementary cross-sector activities. This includes the Integrated Programme on Sustainable Development and Food Security (known as IP), which is located the MAWRD, and the Support to Food Security and Nutrition Development in Namibia project, which is located in both the MAWRD. It also includes the efforts underway within the NPC for the implementation of the National Population Policy for Sustainable Human Development (NPPSHD).

6.1 The Roles of all Stakeholders

Achieving results in the reduction of poverty can only be achieved when all stakeholders, including those that are external to Government, recognise their roles and responsibilities. This pillar of the NPRAP addresses the ways in which collaboration and co-operation amongst all stakeholders can be achieved. It describes ways in which the use of existing resources can be maximised and identifies possible avenues for mobilising additional resources for the reduction of poverty.

The role of Government Ministries

A large majority of the recommendations contained in the PRS concern policies and programmes of central government. Whilst many of these have their own goals and objectives, the NPRAP is focussed on ensuring that they operate in a manner that contributes to the reduction of poverty. These policies and programmes will be held accountable to the PRS through the NPRAP. The funding, implementation and accountability of these programmes will remain the responsibility of the relevant line ministries, which are required to incorporate the objective of poverty reduction.

It is within this sphere that central government also develops its own response to the PRS and addresses national priorities in poverty reduction. This will require the co-ordination, harmonisation and monitoring of central government ministries and departments. It will also involve, where necessary, the use of regional and local government administrative systems.

The role of central government in the implementation of the PRS shall be designed around the following key functions.

- National programme awareness, co-ordination and reporting. The NPRAP has been prepared in close consultations with the line ministries of central government, as well as with all regional councils. Central government has the primary role of raising awareness amongst all stakeholders concerning the NPRAP and their responsibilities. It will also establish appropriate structures and procedures that ensure effective co-ordination and reporting.
- Poverty mainstreaming and accountability: As identified in Chapter 1, the NPRAP endeavours to mainstream the issue of poverty so that all agencies of Government—line ministries, regional councils and local authorities—re-orient themselves towards the critical concerns of poverty and its reduction. This involves, amongst other things, the creation of structures, tools and processes whereby Government ministries can plan, target and implement their programmes with a clear understanding of the ways in which they contribute to the reduction of poverty. It will also provide a means whereby each Government ministry is accountable for its performance in these areas.
- Ensuring policy and programme harmony—to ensure that other policies of Government do not compete with or undermine efforts that have been designed to reduce poverty. This requires constant monitoring and the assessment of new and emerging policies, with the purpose of determining their impact upon poverty in Namibia. Amongst other policy, planning and programme initiatives, the NPRAP has been designed to dovetail with the planning and implementation of the NDP2 and the PSIP.
- National monitoring and assessments of poverty: central government is required to regularly monitor and assess poverty at both the national and regional levels. This involves defining the multi-

dimensional nature of poverty, its causes and how those who live in poverty can best be targeted for assistance.

- Mobilising funds for poverty reduction projects. Whilst the NPRAP has highlighted the importance of making better, more efficient use of public resources in the reduction of poverty, it is clear that additional funds will be required in the application of the NPRAP. It is anticipated that central government will need to take a lead in this regard. This will require the allocation of its own financial resources through both the recurrent and the development budgets. Whilst line ministries and regional councils must bid and account for their own budgets, which include those programme items contained in the NPRAP, the central government will allocate funds for specific activities of the NPRAP. These activities are specified later in this budget. It is also understood that central government will take an active role in presenting funding proposals to donor and international organisations willing to join in the challenge toward reducing poverty in Namibia.
- Government will initiate discussions with the private sector, in an effort to mobilise its resources and ingenuity. This will involve the promotion of corporate citizenship and community involvement by the private sector. It will also engage private sector representative organisations, such as the Namibia Chamber of Commerce and Industry (NCCI), in programme partnerships and sector liaison, so that they can form an integral part of the design and delivery of poverty reduction activities. This may occur at a national or regional level. It may also involve a closer collaboration between government and the private sector in terms of vocational training, as well as regional and international marketing and public private partnerships (PPP).
- Setting the framework for NGO and donor collaboration. As described in the previous chapters, the Government has recognised the important role that the non-government sector, including donor and international development agencies perform in the reduction of poverty. Thus, there is a strong desire to establish a policy, legal and regulatory environment that is conducive to the work of these organisations. There is also a need to find ways where programme partnerships and joint ventures can be established between the Government and these other stakeholders.

The application of these roles of central government requires sound mechanisms and procedures. These are described further below.

The role of regional councils

The PRS gives a strong endorsement to poverty reduction efforts that respond to regional poverty profiles. Poverty in the northern regions of Namibia has a different character and

dimension than in the south, east or western parts of the country. These variations must be understood and responded to through regional projects and initiatives.

Presently, regional councils' development budget allocations make provision for projects in rural and settlement areas, such as water supply programmes and drilling of boreholes, construction of pit latrines, planning and surveying of settlement areas, services provision (sewage and sanitation works), and renovation and upgrading of clinics. These projects are undertaken in all regions with exception of the Khomas region. Most of the projects undertaken are outside the strategic recommendations and poverty reduction themes dealt with in the PRS. However, this does not mean that such projects are not targeting poverty reduction in general terms, but rather that the PRS set different priorities. Regional consultations for drafting both, the PRS and NPRAP have shown that a review of the PRS is necessary, in order to address apparent 'omissions' in the PRS. These form part of the items recommended in the PRS review—listed later in this chapter.

The PRS recognises the importance of participation by poor and disadvantaged communities in the design, delivery and assessment of efforts to reduce poverty. To achieve this, local and regional mechanisms for consultation and programme participation will be established. These should inform the programme work of central government as well as the creation of regional projects and initiatives. In addition, regional councils and local authorities are at the centre of the decentralisation efforts of the GRN. Decentralisation forms a key programme component of the PRS and NPRAP and is dealt with under Chapter 5.2.

There are number of significant roles that regional councils will perform in the reduction of poverty, through the directions and institutional framework of the NPRAP. These include the following:

- Community liaison and participatory assessments of poverty. To-date, there have only been a few attempts by government to engage those who are living in poverty, to provide them with the opportunity to describe their experiences and present their own views on how their lives may be improved. Such processes can be time consuming and difficult, but experience has shown that the results can be extremely valuable. Because they are more closely connected to regional and local communities, regional councils, principally through their RDCCs and CDCs will oversee and manage a process whereby consultations and dialogues of this kind occur on a regular basis. These efforts will be supported by central government, as described in detail in the last chapter.
- Preparation of Regional Poverty Profiles to determine the 'regional character of poverty'. As previously described in this document, poverty is a multi-dimensional event that has a national, regional and local character. The high social, economic, cultural and geographical variations found in Namibia contribute to significant variations in the 'character of poverty' across the regions. Poverty in the south, for example, is clearly very different from that in the north. To

accommodate, learn from and effectively respond to these variations, the regional councils will be required to prepare Regional Poverty Profiles every two years. These profiles will draw from the local and participatory assessments described above, as well as from the experiences of line ministries, local authorities, non-government and community-based organisations who are working closely with people who live in poverty. central government, through the implementation structures described in the last chapter of this document, will support and assist regional councils in this work, so that the quality of the information collected leads to sound regional comparisons and a better understanding of the national poverty profile.

- Identification of projects: Regional councils will be required to propose specific projects that address the main priorities faced in their region in terms of poverty reduction. These projects may be identified through the processes described above. In addition, they may come about through other planning and regional development dialogues.

The role of other stakeholders

Civil society, through NGOs, CBOs, the private sector, as well as donor organisations and international development institutions play an important complimentary role to government programmes at all levels and respond to poverty reduction in their own right. In order to maximise outcomes structures and processes will have to be enhanced to ensure that all stakeholders are working in a conducive environment and with a shared vision for poverty reduction.

Civil society's contribution to poverty reduction has been broadly examined using the main themes of the PRS to guide this examination. The following are areas where civil society makes an impact on poverty reduction and compliments government programmes:

- Sharing a long-term vision for a prosperous Namibia through advocacy and participation in committees, fora, and formally established organisations.
- Enhancing and improving education governance and development through building capacity of school boards and contributing to the management of schools, making inputs into curriculum development and providing responses to poor school attainment in the case of marginalised groups.
- Providing learning and training opportunities in the private sector.
- Creating awareness in the area of primary health care, providing responses to the fighting of HIV/AIDS and participation in immunisation campaigns.
- Providing support in the delivery of agricultural extension services.

- Enabling local communities to share in the tourism sector through community based tourism initiatives.
- Providing wide ranging services to the SME sector.
- Providing social services, in particular for people with disabilities, thereby strengthening grant-based transfer programmes.
- Organising community self-help initiatives and building capacity with community organisations.

A selection of civil society initiatives and involvement in poverty reduction is listed in Appendix 2. This listing does not claim to be comprehensive and is meant to rather illustrate the types of initiatives undertaken by civil society organisations.

Community driven development programmes are important in this context because there are a number of goods and services where provision is best handled through local community organisations. Such organisations have a competitive advantage in the provision of services across a variety of sectors. They also demonstrate that communities are quite able to prioritise and manage resources. This type of development does however, not imply that community organisations provide goods and services in isolation from other institutions. To the contrary, it usually requires active support from responsive institutions including local and regional governments, the private sector and NGOs. An examples for this includes the community driven housing initiatives in informal settlement areas, such as the Shack Dwellers Federation assisted by the National Housing Action Group, their participation in the Habitat Committee and their co-operation with the MRLGH. The specific institutional arrangements to be used need to be context driven and tailored to the circumstances and to the specific types of goods and services. A variety of options can be considered regarding the specific roles of each institution (CBOs, local, regional and central governments, autonomous central agencies and funds, private sector, and NGOs), regarding interfaces between the players, and regarding the use of multi-sector and single-sector approaches.

During the drafting process of NDP1, there was inadequate reference to development partnerships with civil society and in particular, with NGOs. In order to address this gap, a special Chapter has been dedicated in NDP2 to development partnerships with NGOs and civil society. Currently, there are about 500 organisations involved in all aspects of society, such as rural development, human resource development, policy and advocacy, natural resource management, human rights, democracy and governance, education and health. A survey carried out by the Southern African Development Community (SADC) in 1999 indicates that there are about 160 NGOs and 60 CBOs in Namibia. The Namibia Non-Governmental Organisations Forum (NANGOF) is an umbrella network organisation for sharing and disseminating information of interest to these agencies and is committed to the development of a conducive environment in which NGOs can operate.

GRN efforts to improve co-ordination and partnership with NGOs include the formulation of a policy framework for NGOs and civil society, the establishment of an annual consultative forum for effective co-ordination, the establishment of a National Development Fund, the creation of an NGO and Civil Society data base and measures aimed at institutional capacity building.

The NPRAP has identified some of the roles of non-government and donor organisations in activities that are directed toward the reduction of poverty—either at national, regional or local levels. The recommendations in the following chapter propose concrete action that will be pursued in the effective and co-ordinated partnership between civil society organisations and the GRN.

6.2 Building capacity and capability

Throughout the preparation of this document, the question of capacity and capability has been raised. This refers to the organisational and technical requirements of designing, implementing and monitoring policies, programmes and services that effectively reduce poverty.

As a newly independent country, Namibia and its Government have had to learn these skills quickly and to establish a public administration that is efficient and effective. Through the processes of the NDP1 and its review, as well as the current finalisation of the NDP2, these capabilities have been strengthened and refined. Government has established a number of policy and programme documents that continue to guide, monitor and assess the performance of its public resources. This provides a strong foundation on which the NPRAP has relied. However, it is clear, not only in Namibia, but around the world, that poverty reduction requires a body of knowledge, expertise and skills that are becoming more and more specialised. The mainstreaming of poverty reduction through the line ministries has been a major challenge adopted by the NPRAP—one that requires a commitment to building the capacity and capability of Government. This must occur within line ministries, as well as within those charged with cross-sector planning responsibilities. It also must occur at the regional and local levels of government. Regional councils, for example, require concerted efforts that support them in fulfilling the responsibilities mandated to them through the NPRAP.

It would be wrong, however, to limit the identification of these needs to the public sector alone. Non-government organisations, including community-based organisations, research institutions and other special interest groups, all experience deficits when their capabilities and capacity for programme design, delivery and monitoring are examined—especially in relation to poverty reduction. Government is mindful of the need to respond to this limitation in a realistic and determined manner. It is particularly aware of the need to address the following issues in relation to poverty reduction:

- defining, measuring and assessment poverty and its dynamics and location—especially in a participatory and broadly consultative manner;
- designing, managing and monitoring programmes and strategies for poverty reduction;
- creating a better focus and designing targets within existing government programmes so that they become more accessible and useful to people who are living in poverty and better monitored and assessed;

- developing strategies for sustainability, so that dependency of government or other forms of external support does not reduce the impact of poverty reduction programmes;
- incorporating the gender dimensions to poverty and actions taken to reduce poverty;
- identifying and assessing economic opportunities within poor and disadvantaged communities and regions;
- learning from, adapting and expanding those practices in poverty reduction that work—especially in terms of integrated development, from within Namibia and, more broadly, from elsewhere in Africa and the international community;
- establishing institutions, or supporting those that already exist, at the meso-level (i.e. between government and the field) that can be used to facilitate and lead in the processes described in this document;
- harnessing resources and commitment amongst all stakeholders with an interest and capacity to contribute to the reduction of poverty; and
- promoting programme partnerships and collaboration—where government and non-government organisations can find ways of utilising their unique resources and positions so that programme performance and outcomes are enhanced.

These are the skills, experiences and resources that are required to ensure that the NPRAP can come to life and not languish on the shelf. Thus, Government is committed to addressing these issues either directly, or in partnership with national and international support organisations. The precise manner in which this will occur, will be contained within the following programmes. Whilst identifying the need for capacity building in these fields, it is also important to recognise the considerable resources within Namibia that can be used in capacity building measures. There are a number of organisations and individuals—in the public, private and community sectors—that have considerable experience in the above matters and who can be mobilised in a variety of capacity building activities.

6.2.1.1 CAPACITY BUILDING PROGRAMME

A national Capacity Building Programme shall be created to respond to identified gaps in the skill and capacities of practitioners and policy-makers who are engaged in activities that related to poverty reduction. Specifically, this shall involve the following activities:

6.2.1.1.1 *Training—central government ministries*

Two training courses will be conducted each year for programme managers and administrators involved in the government programmes identified within the NPRAP. These courses will improve the targeting, monitoring and assessment of programmes in relation to poverty reduction.

6.2.1.1.2 *Training—NGOS and other stakeholders*

Once a year a training course will be offered to development practitioners within the NGO sector. This course will help to raise awareness amongst NGOs about the NPRAP and will focus on designing, implementing and monitoring programmes and projects that reduce poverty.

6.2.1.1.3 *Training—regional and local organisations*

Once a year a training course will be offered to development practitioners working at regional and local levels with people who are in situations of poverty. This course will help to raise awareness about the NPRAP and will focus on participatory assessments of poverty.

6.2.1.1.4 *Study tours*

Every second year, a study tour will be arranged for 12 people who are actively engaged in the design or implementation of poverty reduction projects and programmes. This tour will investigate the poverty reduction programmes occurring in selected African countries—particularly those where a poverty reduction strategy is currently being implemented (e.g. Tanzania, Mauritius)

6.2.1.1.5 *Gender training*

Each year a special gender-training course will be provided to national, regional and local development practitioners and policy-makers. This course will teach participants about the gender dimensions of poverty and will provide tools and approaches to incorporating gender issues in the analysis of poverty and the design and assessment of policy, programme and project responses.

ACTION 51: The Government shall conduct a National Capacity Building Programme for individuals and organisations involved in poverty assessment as well as the design, implementation and monitoring of programmes concerned with poverty reduction.

6.2.1.2 INFORMATION PROGRAMME

An Information Programme will be established over the coming five years to increase the general awareness and understanding about poverty in Namibia. This programme will incorporate the following elements:

6.2.1.2.1 *Poverty measurements frameworks*

It is important to gain a better and more practical understanding of poverty in Namibia. To do this, the various international models and frameworks that are used to define and measure poverty should be tested, compared and assessed within the Namibian situation. Through this process, a realistic and practical measure of poverty in Namibia can be determined.

This framework can then be applied in the other data collection and poverty assessment activities that make up the NPRAP.

6.2.1.2.2 *Quarterly 'Poverty Bulletin'*

A quarterly 'Poverty Bulletin' will be produced, containing relevant information on issues concerning the dimensions of poverty in Namibia and the responses that are being made. Some international comparisons and lessons can also be described. This bulletin would be circulated to a wide-range of government, non-government and private sector organisations. It would contain regional profiles, case studies, interviews, lists of resources, contact details and any other kind of information that helps people improve their practice in poverty reduction.

6.2.1.2.3 *Participatory poverty assessment frameworks*

A framework for assessing poverty at the community level will be produced. This will contain guidelines for the collection of information through the use of practical participatory processes. It will also provide tools (such as questionnaire, checklists and workshop plans) that can be applied to these processes. By developing a resource such as this that enhances the capacity and capabilities of local or community assessments of poverty, it will be possible to feed the results of such assessments up to regional and national levels. Thus, local community assessments will become integrated within a regional and national framework.

Action 52: The Government shall establish a poverty information programme to increase the general awareness and understanding about poverty in Namibia. This programme will focus on improving the understanding and practical aspects concerning poverty in Namibia and the actions that can be taken to reduce it.

6.2.1.3 REGIONAL POVERTY INITIATIVES

The regional aspects of poverty have a special importance within the NPRAP. There is great variation in the dynamics and types of poverty that are experienced in different regions of Namibia. This requires variations in the responses that are made.

The decentralisation of many Government services and programmes to the regional and local levels means that regional councils and local authorities have an increasingly important role to play. In response to this situation, the following activities will be undertaken.

6.2.1.3.1 *Preparation of Regional Poverty Profiles*

Each of the 13 regional shall prepare a Regional Poverty Profile. The regional councils will oversee this activity, although the management of this task will be given to the RDCCs. Using resources and training provided through the other capacity building activities described here, the RDCCs and CDCs will conduct participatory assessments of poverty in the region. This will then be used to compile a regional profile that details the

extent, nature, influences and location of poverty in the region. It will include a gender analysis and will also identify priority areas for action. Regional Poverty Profiles will be prepared every two years, to ensure that the information used in the design of poverty reduction programmes is up-to-date and relevant.

6.2.1.3.2 *Regional Poverty Forums*

In the year between the preparation and publication of the Regional Poverty Profiles, Regional Poverty Forums will be held. These will provide an opportunity for Government agencies (representing national, regional and local levels of government), NGOs, CBOs, donors, the local private sector, and other relevant stakeholders to discuss the profiles and consider their responses. This will assist in the preparation of regional action plans and the identification of project proposals.

ACTION 53: The Government will support regional councils, RDCCs, CDCs and local authorities in the preparation of Regional Poverty Profiles that assess the extent, nature, influences and location of poverty in the region. These profiles will be used to review policy and programme performance, as well as to promote further discussion in the regions, through Regional Poverty Forums, on how best to reduce poverty in the regions.

6.2.1.4 CIVIL SOCIETY POVERTY INITIATIVES

In line with NDP2, the GRN will formulate a policy framework for civil society and NGOs to create an enabling environment for these agencies to operate more effectively in mobilising, managing and utilising resources and to play an active role in the social, political and economic development of Namibia.

ACTION 54: The Government will give special recognition in the drafting of the policy for civil society organisation in how such organisations can be encouraged and supported to respond more effectively to poverty reduction within the framework of the NPRAP.

The GRN recognises the potential important role that NGOs and other civil society organisations play in government programmes at all levels aimed at the reduction of poverty. Therefore, mechanisms for interaction and co-operation shall be put in place to maximise outreach and outcome of these programmes.

ACTION 55: The Government will effectively communicate the NPRAP to civil society organisations and raise awareness on ongoing as well as planned programmes in which there exist a potential and need for such organisations to participate. This will be done at an annual poverty reduction forum organised by the Government in co-operation with NANGOF. The outcome of this forum will be published in the National Poverty Report.

NGOs and CBOs face serious capacity constraints in the delivery of their programmes. The GRN recognises the competitive advantage of NGOs and CBOs in delivering goods and services in the reduction of poverty. The GRN shall effectively utilise these advantages by delegating services to civil society organisations. This delegation, as is the case with decentralisation, shall be done with the required resources for NGOs and CBOs to build the required delivery capacity.

ACTION 56: The Government will enter into co-operative agreements with NGOs and CBOs to deliver goods and services within the framework of the NPRAP. Such goods and services within existing as well as planned government programmes shall be identified at the annual poverty forum between government and civil society organisation. A monitoring and reporting mechanism will be put in place to evaluate the impact of this delegated service delivery system.

6.2.1.5 NATIONAL POVERTY REPORTING AND MONITORING PROGRAMME

It is essential that sound mechanisms for monitoring and reporting on poverty are established. Poverty should be monitored so that shifts in its size, character or dynamics are recognised and quickly responded to. Similarly, it is important that the impact of programmes, including those contained in the NPRAP, are monitored in terms of their targets so that the impact of these programmes on the reduction of poverty can be determined. There are two elements to this work.

6.2.1.5.1 *Namibia Poverty Report*

A National Poverty Report shall be published every second year. This will draw from the Regional Poverty Profiles, described above, as well as other sources of relevant data to present an up-dated account of the size, nature and distribution of poverty in Namibia. Priority areas for action and the performance of government ministries in meeting their programme targets shall be identified within this report.

6.2.1.5.2 *National Poverty Conference*

A National Poverty Conference, involving representatives from Government, NGOs, donor organisations, the private sector, and international development organisations, shall be held in the years between the production of the National Poverty Report. This conference will consider the findings of the previous years' National Poverty Report and review the priorities and strategies for poverty reduction.

ACTION 57: Every second year the Government shall publish and distribute a National Poverty Report, which draws from the Regional Poverty Profiles and other sources of relevant data to present an up-dated account of the size, nature and distribution of poverty in Namibia. Priority areas for action and the performance of government ministries in meeting their programme targets shall be identified within this report.

ACTION 58: In the years between the production of the National Poverty Report, the Government shall conduct a National Poverty Conference. This conference shall involve representatives from Government, NGOs, donor organisations, the private sector, and international development organisations and will consider the findings of the previous years' National Poverty Report and review the priorities and strategies for poverty reduction.

The implementation of these programme will be overseen and managed through the following mechanisms and procedures.

6.3 Implementation mechanisms and procedures

6.3.1 Poverty Reduction Programme Co-ordinating Committee

The co-ordination of activities under the NPRAP requires a structure that cuts across all Government ministries. Therefore a committee will be established, made up the Permanent Secretary of the National Planning Commission and the Secretary to Cabinet, both representing the main public sector planning and co-ordinating organs of Government; other senior representatives of those ministries that have a co-ordinating function, a representative of the non-governmental organisations (e.g. NANGOF); the donor community; the President of the NCCI representing the private sector; and the Director of NEPRU. Other stakeholders will be co-opted as the need arises.

The Poverty Reduction Programme Co-ordinating Committee will meet at least four times a year for the purposes of:

- advising the NPC on PRS review and programme management within the context of the overall national development design;
- formulating concrete recommendations to Government and implementing agencies on poverty issues;
- briefing the government and the public—through the NPC—on progress of each sector in implementing its poverty reduction programmes;
- ensuring the design and implementation of a comprehensive national programme for strategy implementation;
- annually identify and propose a priority set of poverty reduction projects for inclusion in the Development Budget.
- mobilising human and material resources, at national and international levels, for poverty reduction efforts;
- serving as the clearing house for all poverty reduction programmes and ensuring that vulnerable groups such as women, children and

people with a disability are given priority in poverty reduction programmes and projects;

- fostering an integrated policy and strategic approach to poverty reduction as opposed to a competing sectoral development approach in which various stakeholders pursue projects in their respective spheres;
- providing a structure for integrating action and accommodating popular participation; and
- functioning in any other way to promote poverty reduction activities in the country.

ACTION 59: The NPC, in consultation with the Office of the Prime Minister, take steps to establish the Poverty Reduction Co-ordinating Committee.

ACTION 60: The Poverty Reduction Co-ordinating Committee will annually adopt a priority set of poverty reduction projects proposed by the Secretariat for inclusion in the Development Budget.

6.3.2 Poverty Reduction Secretariat

A Poverty Reduction Secretariat will be established at the level of a Sub-Division (Poverty Reduction & Equity) within the National Planning Commission Secretariat. This Sub-Division is in the Division of Poverty Reduction and Human Development Planning of the Directorate Development Planning. The Division will be headed by a Deputy Director and the Sub-Division by a Chief. The primary function of the Poverty Reduction Secretariat will be to direct, co-ordinate and monitor the implementation of the NPRAP. Specifically, this Sub-Division will perform the following functions:

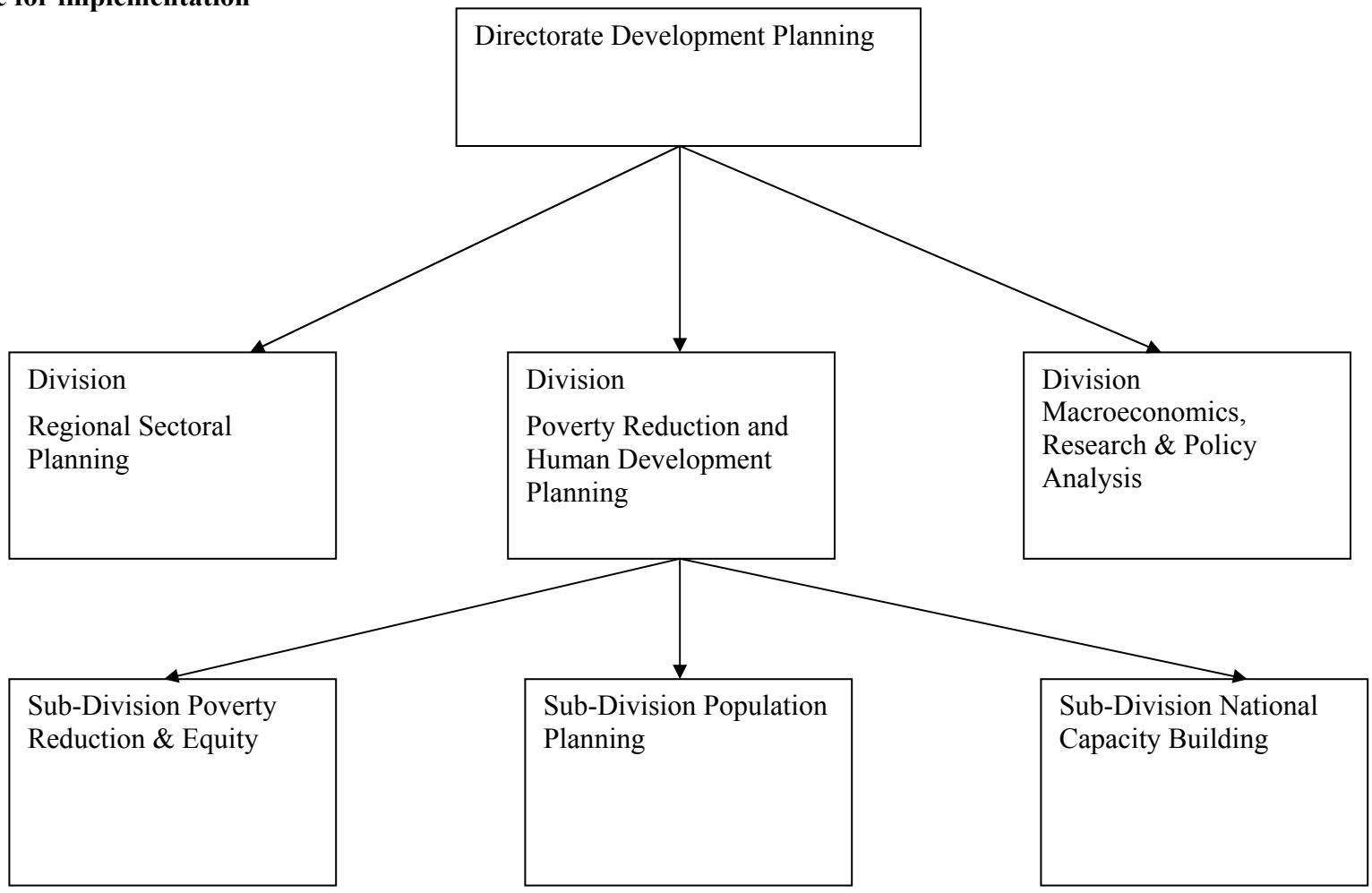
- Administer the National Poverty Reporting and Monitoring Programme and the Information Programme.
- Prepare annual reports on the implementation of the Poverty Reduction Action Programme.
- Liase with all line ministries and other stakeholders to develop specific poverty reduction targets and hold them accountable for those targets.
- Commission consultants or other experts to assist in the design and delivery of key programme elements as required
- Administration of the Capacity Building Programme.
- To administer the Regional Poverty Initiatives, in collaboration with the Regional Development Directorate of the NPC.
- Convene meetings with stakeholders when necessary and liase with the Inter-governmental Organisation Sub-Division in the Directorate

of Development Co-operation on NPCCS in advising the NGOs on the poverty reduction and related activities.

- Facilitate the submission of project proposals to the Poverty Reduction Co-ordinating Committee for funding through the Development Budget.
- Facilitate the submission of project proposals to relevant donor organisations

The proposed organogram for the structure is presented on page 85.

Structure for implementation



6.3.3 Integrating related programmes

The Integrated Programme on Sustainable Development and Food Security (IP), the Support to National Food Security and Nutrition Project (SNFSNP), National Capacity Building Action Programme and the implementation of the National Population Policy for Sustainable Human Development are four activities of Government that are directly related to poverty reduction and the directions of the PRS. Whilst the implementation mechanisms for the National Population Policy for Sustainable Human Development, National Capacity Building Action Programme are not yet operational, it is advisable to consider their links to the activities of the NPRAP. All four of these programmes engage in cross-sectoral programme integration that directly impacts upon the Government's efforts to reduce poverty—as does the NPRAP.

It is therefore proposed, that these programmes/projects could strengthen the Sub-Division on Poverty Reduction and Equity. By strengthening the Sub-Division on Poverty Reduction & Equity the NPRAP, NCBAP the IP, the SNFSNP and the NPPSHD will achieve the following benefits:

- The human, financial and institutional resources that are applied to poverty reduction will be maximised through use that is more efficient.
- Information sharing and programme co-ordination across the NPRAP, the IP, the SNFSNP and the NPPSHD will be enhanced, as will the opportunity for programme synergies.
- The capacity of the Government to reduce poverty will be increased through resource sharing and programme co-ordination.

ACTION 61: The NPCCS will establish a Sub-Division for Poverty Reduction & Equity that will become the secretariat to the NPRAP.

6.4 Monitoring and assessment modalities

Effective monitoring, evaluation and reporting of poverty reduction measures require good structures and efficient procedures. The PRS has taken the time to specify these with a deliberate intention to ensure that poverty reduction becomes a priority for action and not just a pipe dream. Monitoring is a process of following up the process toward a pre-determined target. The purpose of monitoring is to detect any deviations from the desired path. Early detection of such deviations enables relevant actors to take corrective action to steer the process back on course.

To ensure that monitoring is effective, a final set of monitoring indicators will be compiled to measure changes in a given situation. These indicators will be disaggregated by region, gender and the rural-urban location of poverty reduction activities. Specific target groups will, wherever possible, also be specified to provide a better focus for programme interventions and the impact of such interventions.

The monitoring of poverty will require an integrated and systematic approach, where the actors and institutional arrangement are clear. It is also important that the frequency of monitoring and the mode of monitoring (e.g. surveys, assessments, routine, household, etc.) are understood by all.

Essential to programme monitoring will be the role of the target groups. That is, the poor themselves. It is recognised that participatory assessments of poverty challenge the way poverty is understood and measured. These approaches provide people who are poor and live in poverty with the tools and approaches to describe their situation and propose responses. This can take the assessment of poverty and the monitoring of poverty reduction interventions beyond a simple economic perspective to one that includes issues such as vulnerability, physical and social isolation, self-respect, security and powerlessness.

When properly implemented participatory approaches to the monitoring and assessment of poverty allows policy and planning organisations to develop a better understanding of the dynamics of poverty. It should include regional variations as well as the various coping mechanisms adopted by people living in poverty. Participatory approaches provide a forum for the poor to voice their own proposals for change by reflecting on their own experiences in dealing with government services. At the national level, these approaches to assessing poverty allow government ministries and regional councils to examine their allocation of resources and the design of their services. On the basis of the information provided, government agencies can set priorities and strategies for public sector reform that are relevant to their targeted beneficiaries.

Through this approach to monitoring and assessment recognises that the people who are living in poverty are adept at identifying the poorest in their communities. Poor people are not homogeneous—issues such as gender and organisational level are key determinants of poverty and vulnerability. There can also be other social, cultural, economic and political determinants that are specific their geographical location. The knowledge and experience of people who live in poverty are central to identifying these variations.

6.5 Mechanisms and procedures for review

Since Cabinet's approval of the PRS some two years ago, there is likely to have been some changes to the environment in which the Strategy is to be implemented. Whilst these changes may not be major, it will be important that the NPRAP recognises and accommodates these. In some cases, this will involve the design of more appropriate structures, strategies or processes. However, the NPRAP will, at all times, remain faithful to the directions and priorities contained in the PRS, upon which Cabinet has given its approval.

Throughout the preparation of the NPRAP a number of critical issues have been identified that are not contained in the PRS but affect poverty and the strategies that are used for its reduction. These include:

- employment creation strategies;

- addressing the spread, treatment and impact of the HIV/AIDS pandemic—which is much more than a health issue, but requires an integrated, cross-sectoral approach;
- focussing on specific target groups, such as women and other people who may be particularly vulnerable to falling into poverty, or becoming worse off when already in poverty;
- access to land and land ownership with reference in particular to resettlement programmes for resettlement co-operatives;
- water and sanitation;
- the development of micro-finance institutions to support the development of micro, small and medium-sized enterprises;
- macro economic policies that are conducive to poverty reduction—the need for regular review and assessment;
- promoting food security; and
- improving the governance of poverty reduction programmes and the participation of people living in poverty.

As previously mentioned, it is important that changes to the size, nature, location and dynamics of poverty in Namibia are constantly monitored and reviewed. The current gaps and inadequacies of the PRS reflect, amongst other things, the need for such regular review.

ACTION 62: The PRS shall be collapsed into the NPRAP, which shall be revised in the month of October every second year, beginning 2001, so that it becomes both responsive to change and purposeful in its endeavours to reduce poverty in Namibia. By combining policy directions with programme revisions and poverty appraisals, the NPRAP, which will be endorsed by Cabinet at the completion of each revision cycle, will provide a dynamic and potent focus for action.

Appendix 1

List of acronyms

Below is a list of acronyms used in this report.

ADF	African Development Foundation
ALAN	Association for Local Authorities in Namibia
ARC	Association for regional councils
CBO	Community Based Organisation
CBT	community based tourism
CBTE	community based tourism enterprises
CGT	Credit Guarantee Trust
CSO	Central Statistics Office (GRN)
DFN	Development Fund of Namibia
DHS	Demographic Health Survey
FENATA	Federation of Namibian Tourism Associations
ENF	Enterprise Namibia Foundation
EPZ	Export Processing Zone
FAO	Food and Agriculture Organisation (UN)
FSRE	Farm Systems Research and Extension (MAWRD)
GRN	Government of the Republic of Namibia
HRD	Human Resource Development
IP	Integrated Programme on Sustainable Development and Food Security (FAO)
IPBC	Indigenous Peoples Business Council
JCC	Joint Consultative Committee (for SME development)
LA	Local Authority
LBW	labour based works
LED	local economic development
MAWRD	Ministry of Agriculture, Water and Rural Development (GRN)
MBESC	Ministry of Basic Education, Sports and Culture (GRN)
MET	Ministry of Environment and Tourism (GRN)

MF	Ministry of Finance (GRN)
MFAIB	Ministry of Foreign Affairs, Information and Broadcasting (GRN)
MHA	Ministry of Home Affairs (GRN)
MHETEC	Ministry of Higher Education, Training and Employment Creation (GRN)
MHSS	Ministry of Health and Social Services (GRN)
MLRR	Ministry of Land, Resettlement and Rehabilitation (GRN)
MoL	Ministry of Labour (GRN)
MRLGH	Ministry of Regional, Local Government and Housing (GRN)
MTI	Ministry of Trade and Industry (GRN)
MWACW	Ministry of Women Affairs and Child Welfare (GRN)
MWTC	Ministry of Works, Transport and Communications (GRN)
NACOBTA	Namibian Community Based Tourism Association
NACPR	National Advisory Committee on Poverty Reduction
NANGOF	Namibia Non-Government Organisations Forum
NANTU	Namibia National Teachers Union
NAU	Namibia Agricultural Union
NCCI	Namibia Chamber of Commerce and Industry
NDP1	First National Development Plan (1996-2000)
NDP2	Second National Development Plan (2001-2005)
NDC	Namibia Development Corporation
NDT	Namibia Development Trust
NEPRU	Namibian Economic Policy Research Unit
NGO	Non Governmental Organisation
NNFSGC	Northern Namibia Farmers Seed Growers Co-operative
NNFU	Namibia National Farmers Union
NPC	National Planning Commission (GRN)
NPCS	National Planning Commission Secretariat (GRN)
NPPSHD	National Population Policy for Sustainable Human Development
NPRAP	National Poverty Reduction Action Programme
NTFPR	National Task Force on Poverty Reduction
NVTB	National Vocational Training Board
OPM	Office of the Prime Minister

PEAC	Presidential Economic Advisory Council (GRN)
PRS	Poverty Reduction Strategy
PS	Permanent Secretary
PSIP	Public Sector Investment Programme
PTO	permission to occupy
RC	regional council
RDCC	Regional Development Co-ordinating Committee
RMT	Regional Management Teams (MHSS)
RISE	Rural Institute for Social Empowerment
SADC	Southern African Development Community
SIDA	Swedish International Development Agency
SIPE	Social Integration Programme for Ex-combatants (GRN)
SME	small and medium-sized enterprises
SNFSNP	Support to National Food Security and Nutrition Project (MAWRD and MHSS)
UN	United Nations
UNAM	University of Namibia
UNDP	United Nations Development Programme
UTN	Urban Trust of Namibia
VDP	Vendor Development Programme
WB	World Bank
WTO	World Trade Organisation

Appendix 2

CIVIL SOCIETY INVOLVEMENT BY SECTOR AND ORGANISATION

ORGANISATION	INVOLVEMENT AND PRS FOCUS
	Laying the foundations for transforming Namibia into an industrial society: Namibia – a transport and manufacturing hub
Private Sector Organisations, Trade Unions and Individuals	Participation in policy making bodies, such as PEAC, NVTB, Vision 2030
NCCI / IPBC and other sectoral and cross sectoral associations	Representation of private sector interest and involvement through Standing Committees, and private – public fora, addressing issues such as trade and investment, industrialisation, enabling environment, etc.
NEPRU	Economic and social research and policy formulation
	6.5.1.1.1.1.1 Education: Improving the outcomes of basic education
School Boards and capacity building NGOs, such as UTN, !NARA, Donor programmes	Parents' and communities' awareness to the importance of education and their involvement in decision making. Greater parent involvement in children's education may inspire children to attend school and put pressure on providers to deliver better services. Impact on curriculum development to address regional development issues. Community management in schools towards efficiency gains. Assistance in financing schooling
NANTU	Educational inputs and curriculum reforms
	Health: Primary Health Care and population policy for sustainable human development
Various NGOs	Responses to HIV/AIDS and primary health care
Service Clubs (Rotary)	Immunisation campaigns (Polio)
	Agriculture: Improving agricultural extension, cotton production, peri-urban vegetable production, high economic value tree planting
NAU / NNFU	Agricultural extension services, Training, Research, Environmental Education
RISE	Support to communal land farmers, rural women and youth groups – Training, Mentoring, Broker services
CO-OPERATIVES	Self – help organisation and services to its members in different fields
	6.5.1.1.1.1.2 Tourism: Community based tourism
NACOBTA	Training in tourism, business development, management and tour guiding
	SME Development: Promotion of selected, cost-competitive production for import substitution and vital initial learning opportunities, fostering

the flow of finance enhancing (not over-riding) the market based decisions of banks and providing access to urban land title

NCCI / IPBC	Business Training, Referrals, Private – private learning initiatives, advisory Services
JCC	JCC is a membership organisation of SME service providers, NGOs and private consultancies – Broker services, Advise, Referrals, Institutional capacity building
CGT	Provision of credit guarantees with commercial banks and NDC
NAMPOST BANK	NAMPOST Savings Bank is currently undertaking studies to enable the bank to provide credit in addition to facilitating savings.
Community groups in urban areas	Within the flexible land tenure system, poor urban communities in informal settlement areas organise themselves and assist in the identification, demarcation and management of starter titles

Expansion of labour intensive public works

TRADE UNIONS	Trade Unions co-operate with the Ministry of Labour to ensure that minimum standards are applied in labour based works and that malpractice, such as child labour do not occur.
Community organisations	Such organisations promote community and private enterprises in labour based works

6.5.1.1.1.1.3 Accelerate decentralisation: Community participation in development planning and monitoring and improvement of service delivery for improved income revenue

ALAN	ALAN provides capacity building programmes for local authorities through strategic planning, training of Counsellors and staff to improve governance and service delivery
ARC	ARC provides capacity building for regional councils, their counsellors and staff
UTN and other NGOs, such as NDT	UTN runs programmes addresses at organisational development of community groups and their members through awareness raising, training and advisory services. UTN also undertakes research in the area of urban poverty and uses the outcome for advocacy purposes. In the areas of decentralisation and local economic development, UTN co-operates with ALAN and NDT. In addition, UTN has a programme to build capacity of school boards.
INARA	INARA provides training to community groups and organisations with an emphasis on participatory approaches

	<ul style="list-style-type: none"> ❖ Arts and Culture ❖ Planning and Development ❖ Sports 	<p>Community libraries Community museums Art and Cultural Activities</p> <p>Regional statistics and planning</p> <p>Infrastructure and facilities (sport stadiums, etc.)</p>
Youth (MHETEC)	❖ Multi Purpose Youth Centres and Youth Hostels	
MAWRD	❖ Rural Water supply	Planning process
MET	<ul style="list-style-type: none"> ❖ Forestry services ❖ Resource management 	Not clearly identified
MFAIB	❖ Print and audio visual media	Regional offices
MHSC	<ul style="list-style-type: none"> ❖ Community-Based Health Care ❖ Social Pensions 	Primary Health Care Supervision of senior health programme administrator environment health assistant (subject to enactment of bill and more functions to be decentralised)
MLRR	<ul style="list-style-type: none"> ❖ Administration of Settlement Centres ❖ Management and control of communal land (subject to Communal Land Act being promulgated) ❖ Resettlement and Rehabilitation Projects 	<p>Not clearly identified</p> <p>Identification of farms Selection of settlers Selection of disabled persons</p>
NPC	❖ Development planning	<p>Not clearly identified</p> <p>Creation of planning divisions in each region</p>

Appendix 4

Budgets

The following budget is concern with the costs associated with the activities described in the implementation framework (Chapter 8). The costs incurred in the programmes administered by line ministries, remain the responsibility of those ministries.

Please note that these figures are estimated and indicative, although wherever possible they have been drawn from previous experience. The yearly figures do not contain a provision for inflation, since it is expected that the Finance Division of the NPC or the Ministry of Finance will address the task of fine-tuning.

This budget consists of:

- A Yearly programme costs (this page); and
- B Annual Poverty Reduction Secretariat Costs

YEARLY PROGRAMME COSTS

PROGRAMME ITEM	2001	2002	2003	2004	2005
CAPACITY BUILDING PROGRAMME					
Training—central government ministries (two per year)	420,000	420,000	420,000	420,000	420,000
Training—NGOS and other stakeholders (once a year)	240,000	240,000	240,000	240,000	240,000
Training—regional and local organisations (once a year)	300,000	300,000	300,000	300,000	300,000
Study tour (once every two years)	0	120,000	0	120,000	0
Gender training	240,000	240,000	240,000	240,000	240,000
INFORMATION PROGRAMME					
Poverty measurements frameworks	240,000	0	0	0	0
Quarterly 'Poverty Bulletin'	140,000	140,000	140,000	140,000	140,000
Participatory poverty assessment frameworks	80,000	0	0	0	0
REGIONAL POVERTY INITIATIVES					
Preparation of Regional Poverty Profiles (N\$40,000 per region)	520,000	0	520,000	0	520,000
Regional Poverty Forums	0	20,000	0	20,000	0
NATIONAL REPORTING AND MONITORING					
Namibia Poverty Report	160,000	0	160,000	0	160,000
National Poverty Conference	0	50,000	0	50,000	0
TOTAL YEARLY PROGRAMME COSTS					

ANNUAL POVERTY REDUCTION SECRETARIAT COSTS

		Cost (N\$)
DIVISION: POVERTY REDUCTION & HUMAN RESOURCE PLANNING	Deputy-Director	266,439
SUB-DIVISION: POVERTY REDUCTION & EQUITY	Development Planner 3b1 Economist 2sp Development Planner 2sp	100,668 77,127 77,127
SUB-DIVISION: POPULATION PLANNING & HIV/AIDS MONITORING	Economist 3b1 Economist 2sp Development planner 2sp	0 100,668 77,127 77,127
SUB-DIVISION NATIONAL CAPACITY BUILDING AND HUMAN RESOURCE PLANNING	Development Planner 3b1 Economist 2sp Development Planner 2sp	0 100,668 77,127 77,127
OPERATIONAL	Secretarial support Travel Travel remuneration Furniture	0 90,000 180,000 1,300,000 100,000
TOTAL		2,701,205

Appendix 5

Summary chart of central government programmes

PROGRAMME: TRANSPORT AND MANUFACTURING HUB

To pursue the long-term vision for a prosperous Namibia through making the infrastructure investments, and policy and institutional reforms, needed to help realise this vision

STRATEGIES	TARGETS	INDICATORS	AGENCY	REGION
Define Namibia's location and comparative advantages (long term vision)	Transformation into an industrial society Namibia as a trans-shipment route Quality of life to attract investment Increase and size of the private sector	Published documents Increase in investment Growth in employment	NPC PEAC NCCI VISION 20-30	Nation-wide
Develop plans for investment	Railway-lines Trans Caprivi Highway Harbours Walvis Bay Corridor	Infrastructure projects completed and adequately maintained	MTWC Roads Authority Roads Contractor Namport WB Corridor Group	Railway Lines in Karas and Oshikoto Harbours in Erongo and Karas Caprivi Highway
Invest in the growth of the manufacturing sector	EPZ industrial parks established and number of EPZ companies located	Increase of export products, volume and earnings	ODC	EPZ Parks in Ohangwena, Caprivi and EPZ companies nation-wide
Overcome regional disparities	Number of people living in the region—where regions with more population may receive more funds Value of assets in the regions—those regions with a higher value of assets may receive less than others, however this must be balanced by the need to properly maintain existing assets	Programme expenditure Regional asset register	MTWC	Nation-wide

PROGRAMME: INVESTING IN PEOPLE

SUB-PROGRAMME: EDUCATION

To invest in basic education for all Namibians by improving the quality of education and by making it more cost effective.

STRATEGIES	TARGETS	INDICATORS	AGENCY	REGION
Adopt the Presidential Commission Report on Education and Culture	Adoption by 2000 Match with Ministry Strategic Plan and NPRAP	Budget preparation 2001/2002	MBESC	Nation-wide
Produce a formula aimed at reducing inter-regional disparities in educational expenditures per student	Learners in all regions enjoy a near equal standard of service (education inputs) Formula by 2001 (minimum standards)	Pupil-classroom ratio Pupil-teacher ratio	MBESC Stakeholders	All regions
Continue the curriculum reform which is responsive to the realities of Namibia's immediate development agenda for the many, who will not complete more than nine years of basic education	Learning as the cognitive and social achievement of students within the education system with learners being able to choose subjects to suit their needs and circumstances The life skill subjects are broadened and taught at all schools in primary level	Higher school attainment with less drop outs	MBESC	All regions
Address an approach to vocational education, which is directly linked to the work place To offer the subject Enterprise and Principles of Production and pre-vocational subject in the primary and secondary phases	Learners are able to continue their careers after school in vocational training The acquisition of entrepreneurial skills enables learners to create job opportunities for themselves and others The knowledge, skills and attitudes that learners are acquiring in schools are valued by the private sector Learners are recognised as trainable in the private sector	Number of learners enrolled in pre-vocational subjects	MBESC MHETEC ML NCCI	All regions
Review the National Vocational Training Act to allow for entrance into Vocational Training Centres for apprentices with less than Grade 10	School leavers with less than Grade 10 have options to choose a vocational training career SME companies are recognised as learning places and supported by the vocational training system	Number of school leavers with less than Grade 10 absorbed in private sector in apprenticeship and learnership schemes	MHETEC Private sector representative organisations	
Review the promotion policies towards fewer repetitions with higher resource inputs at the lower	Higher school attainment as the result of enrolment in Grade 1 and progression up the education ladder	Fewer learners are repeating and fewer over-aged learners in the system (enrolment profile)	MBESC	All regions

grades and produce regional enrolment profiles	Learners are progressing faster through the educational system	Number of drop-outs Resource inputs per region		
Consider options to introduce a primary education certification	Learners stay in school with the prospect of completing basic education and reduction of the chance to fall back into illiteracy	Increase of number of learners with completed school education Reduction of literacy rates in young adults	MBESC	All regions
Undertake regional profiles of causal factors for low school attainment	Marginalised communities are identified and assisted Access, availability and quality of schools is improved for identified groups of beneficiaries	Reduction of drop outs in identified urban and remote rural areas and with identified groups Increase in number of learners from identified groups attaining primary education	MBESC regional councils and Regional Education Fora	All regions
Promote parents' and communities' awareness to the importance of education and their involvement in decision making.	The expected outcome in terms of poverty reduction is that the consultation process between regional authorities and the regional directorates of ministries is improved and that the participation of the community and parents is strengthened for the design, planning, implementation and monitoring of educational outcomes	Regional education fora School Boards % of women participating	MBESC NGOs regional councils	All regions

SUB-PROGRAMME: HEALTH

STRATEGIES	TARGETS	INDICATORS	AGENCY	REGION
Improve Primary Health care	To maintain life expectancy at the estimated higher level of 42 years. To reduce the infant mortality rate from 58 per 1,000 to 2000DHS less ten- percent. To reduce the under-fives child mortality from 77 per 1,000 to 2000DHS less ten percent. To reduce the maternal mortality rate from 225 per 100,000 to 2000DHS less ten-percent. To increase rural access to adequate sanitation from 30 percent to 55 percent. To reduce under-nutrition among the under-fives from 17 percent to eight percent.	Clinics Sanitation Life expectancy Infant mortality Child mortality Morbidity Access to health services Access to clean water	MHSS NGOs	All regions
Address regional disparities in health services	Minimum standards direct public funding for the needy	Formula that allows for quantitative regional comparison of expenditure Ministry's master Plan on Physical Facilities	MHSS regional councils NGOs	All regions
Implement the National Population Policy and mobilise resources, set time frames and procedures for review	All relevant agencies are aware of their responsibilities Resource mobilisation, capacity building and information Submission of HDP to Cabinet by 2001	Participation (in number) of relevant institutions in the action plan Annual resources in NDPII Population data base Approved HDP	NPC MHSS NGOs	All regions

PROGRAMME: INCOME GENERATION

SUB-PROGRAMME: AGRICULTURE

To strengthen and diversity the agricultural base on which many poor and rural communities rely through measures that diversify and improve agricultural production, thereby making individual and family livelihoods more resilient to seasonal, environmental and economic changes.

STRATEGIES	TARGETS	INDICATORS	AGENCY	REGION
Implement the proposed five-year national agricultural research plan	Poor farmers have access to well researched, feasible farming options and can broaden their base of production	Level of funding provided to National Agricultural Research Plan Number of agricultural researchers Number and feasibility of plans Changes in household incomes and assets	MAWRD NAU NNFU	All regions
Continue to implement the five-year strategic plan for the provision of agricultural extension services and investigate and pursue new ways of providing extension services to poor farmers	Fifty percent (50%) of rural households have access to quality extension services	Number of agricultural extension technicians and officers Type of information techniques Co-operative agreements with unions, co-operatives and associations	MAWRD NDC NNFU NAU RISE Co-operatives	Northern regions
Identify the obstacles, which currently are inhibiting expansion of irrigated cotton in the Okavango region, and explore whether they can be overcome. At the same time, plan a strategy for cotton growing and marketing to dry land, smallholder farmers	The feasibility of cotton growing has been established and a strategy has been put in place	Number of irrigation projects and smallholder farmers Cotton development plan for all northern regions in place	MAWRD NDC	Northern regions
Initiate a pilot peri-urban vegetable growing project on 30 – 50 ha, with supplementary irrigation, and so located near the canal, which brings water from the Kunene to the North-Central region. Once this project has demonstrated its	New crops from irrigated agricultural projects and rain-fed irrigation are identified and initiated	Pilot project undertaken, monitored and evaluated— reports presented Extent of the involvement of rural communities in preparing plans and undertaking pilot projects Additional incomes created or	MAWRD NDC RDC NNFU RISE Co-operatives	Northern regions

viability (including arrangements for the sustainable use of canal water, and sustainable access to urban vegetable markets) consider expanding it further		imports reduced Number of farmers engaged Expansion plans developed		
Accelerate initiatives to identify, pilot and subsequently promote planting of tree species which could thrive in the Northern regions of Namibia, and would have high economic value	Feasibility and viability of tree planting on the banks of Oshanas has been established and promoted	Studies completed—where feasibility is found, detailed development proposals are prepared Extent of the involvement of rural communities in preparing plans and undertaking pilot projects	MAWRD NDC NNFU	Northern regions
Draft a National Rural Development Policy that will establish a framework for the promotion of investment and industries in rural areas, the reduction of poverty, the creation of employment and the enhancement of sustainable and secure agricultural practices	Policy completed by 2001 and submitted to Cabinet			

SUB-PROGRAMME: TOURISM

To ensure poor communities, particularly those in rural areas, are able to broaden their income base through diversification by the participating in the tourism sector and thus, become more resilient and productive.

STRATEGIES	TARGETS	INDICATORS	AGENCY	REGION
Establish conservancies	25 conservancies established by 2005 with 175.000 people benefiting individually and collectively	Number of conservancies established Number of people engaged	MTE	All regions
Establish community based tourism enterprises	Community based tourism projects and joint ventures established	Number of sites identified and assisted Number of people engaged Tour operators participating	MTE NACOBTA	All regions

SUB-PROGRAMME: SME DEVELOPMENT

To build a critical mass of competitive SMEs through focussing initial promotional efforts on 'localisation' of selected items—cost- competitive production, of goods already being consumed in the regions but currently being imported from outside—which provide some vital initial learning opportunities.

STRATEGIES	TARGETS	INDICATORS	AGENCY	REGION
Increase manufacturing value by stimulating productivity and increasing exports and import substitution	Imported consumer goods are substituted Value adding opportunities with local resources are identified and promoted Quality of products has increased Government programmes are implemented Sectoral study programme in all 13 regions Feasibility studies and business plan support programme Special Industrialisation Programme Special, targeted industrial development facilities PPPs	Potential sectors and products are identified Feasibility studies undertaken Businesspeople are identified Support schemes are implemented Number of businesspeople in business after 3 years from date of commencement of business Local, preferential tendering is implemented Export value has increased (% of products sold locally and on export markets) Support schemes are in place	MTI NDC JCC NCCI	All regions
Bring the MWACW grant programme in line with PRS recommendations	Grants are provided for manufacturing and value adding income generation projects	Number of women assisted Sub sectors supported	MWACW	All regions
Adopt programmes to foster the	Businesspeople have access to commercial	Number of branches of	MTI	All regions

flow of finance to SMEs that aim to enhance—not over-ride – the market based decisions of banks	banking loans Commercial Banks and Loan Schemes co-operate with Government initiated financial schemes and open access to credit for entrepreneurs Small Business Credit Guarantee Programme Nampost Banking Programme EXIMBANK of India – ODC Line of Credit Equipment Aid Fund	commercial banks opened in towns and villages Nampost Savings Bank starts providing loans Number of beneficiaries in the Credit Guarantee Scheme Number of beneficiaries in other schemes	BANKS CGT Nampost ODC JCC	
Investigate the potential of providing short term credit to businesspeople in Sites and Premises Programmes of NDC in co-operation with commercial banks and if viable, initiate pilot programmes	Businesspeople have access to short term credit, using client contracts as collateral	Number of credit windows established and number of businesspeople using the facility	MTI NDC Commercial Banks	All regions
Provide access to urban land and title by identifying and eliminating the constraints that presently are inhibiting people with de-facto rights to urban land to obtain title, and hence bank credit. Proclamation of towns and villages Flexible land tenure system Training for Surveyors, Survey Technicians and Land Measurers	Land ownership and lease hold options to improve access to finance and collateral The period of transforming PTOs into title deeds is shortened by speeding up the process to draft valuation roles six new local authorities proclaimed by 2005 three more Level 1 Municipality status granted by 2005 Town planning schemes are in place for all towns from presently 50 percent to 100 percent coverage and guide plans for settlements by 2005 Surveying procedures (standards) are reviewed by 2002 and are implemented in a number of prioritised towns and villages By end of 2001 – Oshakati By end of 2003 – Rundu and Windhoek By end of 2005 – Keetmanshoop and Erongo By end of 2001 - 20 Land measurers trained, six Land measurers start training of two years; by end of 2002 five additional surveyors qualified and four sent for studies; ten additional survey technicians trained	Number of PTOs transformed into title deeds Valuation roles	local authorities MRLGH MLRR MLRR NGOs NGOs / CBOs MLRR Polytech of Namibia	All regions with former homelands All regions All regions Oshana, Kavango, Khomas, Erongo, Karas

PROGRAMME: SAFETY NETS

SUB-PROGRAMME: LABOUR INTENSIVE PUBLIC WORKS

To support, harmonise and expand labour based works programmes in the Ministries of Transport and Communication and Agriculture, Water and Rural Development.

STRATEGIES	TARGETS	INDICATORS	AGENCY	REGION
Harmonise of labour-intensive public works programme Establish the Namibian Labour Based Works Forum	Programmes a properly co-ordinated regional councils identify priority needs for labour-intensive public work projects on an annual basis	Mechanisms and procedures for management, co-ordination and accountability fall clearly within one ministry Few regional disparities in programme operations and expenditure Annual plans submitted by regional councils	MWTC MAWRD Roads contractor Comp. NGOs	All regions

SUB-PROGRAMME: GRANT-BASED TRANSFER PROGRAMMES

To strengthening Namibia's safety net for the protection of the vulnerable

STRATEGIES	TARGETS	INDICATORS	AGENCY	REGION
Strengthening grant – based transfer programmes. Reduce the number and complexity of grant based transfer programmes to three: a basic social pension programme, a combined blind person and disability pension programme, and a child maintenance programme	All grant-based programmes are simplified and incorporated into three programmes with renewed procedures that maximise outreach to the absolute poor Grouped into three: (1) basic state grant for elderly persons (universally) with a simple cut off point instead of indicator based criteria (sworn affidavits on income not exceeding set limits) (2) disability with social conditions taken into consideration (3) children's grants (statutory and non-statutory grants) to foster parents, place of safety, etc.	Consolidation of grant-based programmes occur Assessment criteria and application procedures simplified Great awareness of the pensions available Promulgation of act of parliament	MHSS	All regions
Undertake a feasibility study into the introduction of a social welfare diploma course for para-professionals	Study completed by end 2001	Study	MHSS Polytechnic	
Continue to find innovative, cost effective ways of delivering social welfare services to all communities across the country	Inter-regional disparities removed	Regional expenditure patterns	MHSS	Nation-wide
Finalise the Developmental Social Welfare Policy	Submission to Cabinet	Reference to PRS and NPRAP	MHSS	

PROGRAMME: UTILISATION OF PUBLIC RESOURCES

SUB-PROGRAMME: PUBLIC FINANCING

Making the most of public resources by managing smarter, focusing more precisely on priority goals and to use the available resources more efficiently.

STRATEGIES	TARGETS	INDICATORS	AGENCY	REGION
Defining and complying with minimum standards of public services	Citizen in all regions enjoy close equal standard of public services	Minimum standards and service formula with indicators Costs and Budgets	OPM All Ministries Stakeholders / Clients	
Focus on priorities and performance (Performance and Efficiency Management Programme)	All Ministries have introduced the programme, budget accordingly and are able to monitor the outcomes	Published data Performance based budgets	OPM All Ministries	

SUB-PROGRAMME: SEQUENCING DECENTRALISATION

To bring government closer to the people and involve communities in economic and social planning.

STRATEGIES	TARGETS	INDICATORS	AGENCY	REGION
Strengthen the participation of communities and user groups. To create a country-wide public awareness on decentralisation and ensure that all role players are meaningfully involved in decentralisation on the basis of the policy provisions	Public awareness campaign designed and implemented by 2000 Traditional Authority and Civil society involvement clarified, secured and operationalised by 2001 Committees under Decentralisation in all 13 regions established and functioning by 2001	Participation by region in committees and by gender	MRLGH ALAN NGOs	All regions
Enhance the capacity of regional councils to function under decentralisation, deliver services, raise revenue and accelerate sustainable development	A more equitable system of collecting and disbursing of the five percent property tax is introduced by 2003 and revenue collected locally from services has increased All regions are equipped with appropriate systems, tools and resources by 2005 All RCs and LAs function according to policy and act accordingly by 2005	Revenue collected Disbursements from Development and Equity Fund and formula Staff Resources Budgets	MRLGH ALAN NGOs	All regions
Accelerate the pace of decentralisation	Promulgation of Enabling Act in 2001 Decentralisation Action Plans from all Ministries (ongoing) Production of organisational blue-prints	Act Action Plans Organisational structures	MRLGH All Ministries	All regions
Engage communities and committees in Local Economic Development planning and implementation	Co-operation with ALAN in production of LED plans Drafting of an LED White Paper by 2001	ALAN LED policy framework White paper	MRLGH ALAN / UTN	