

INDEPENDENT COUNTRY PROGRAMME EVALUATION OF UNDP CONTRIBUTION **NAMIBIA**



HUMAN DEVELOPMENT effectiveness COORDINATION AND PARTNERSHIP
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HUMAN DEVELOPMENT effectiveness COORDINATION



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INDEPENDENT COUNTRY PROGRAMME EVALUATION OF UNDP CONTRIBUTION **NAMIBIA**

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FOREWORD

I am pleased to present the Independent Country Programme Evaluation of the UNDP in Namibia. The Independent Evaluation Office of UNDP conducted the evaluation in 2017. It is the first one conducted in Namibia and covers the country programme 2014–2018.

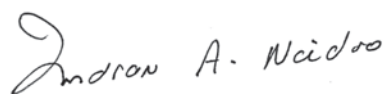
Namibia is an upper-middle-income developing country with rich natural resources. The country's human development index is above the average for countries in the medium human development group and the average for countries in sub-Saharan Africa. Among the country's development challenges are inequitable distribution of income, persistent pockets of poverty, centralized public service delivery and environmental constraints such as limited natural freshwater resources, land degradation and importation of expensive hydrocarbon fuels.

Through its country programme of cooperation, UNDP supports the Government of the Republic of Namibia by providing policy advice, strategic planning support, and testing and demonstration of pilot initiatives, with the overall aim of strengthening national institutional performance. The interventions implemented reflect the critical national development issues such as entrepreneurship development, climate change and adaptation, biodiversity conservation, anti-corruption and gender equality. While the country programme is generally effective and is achieving many of the planned results, the

evaluation finds that its contribution to institutional capacity-building can be further enhanced through a more long-term and comprehensive capacity-building strategy. Further, the evaluation notes the country programme is constrained by declining resources, both financial and technical, while at the same time the Government has expectations for UNDP to play a greater role, particularly in the priority area of poverty eradication, which also remains one of UNDP's key mandates in the Sustainable Development Goals.

This report includes a set of recommendations for UNDP to consider during the elaboration of its next country programme, covering 2019–2023. UNDP management has provided its response to the recommendations in the management response section.

I would like to thank the Government of the Republic of Namibia and the other stakeholders for their insights to the evaluation. I hope this report will be of use to UNDP, the Government of the Republic of Namibia and development partners in prompting discussions on how UNDP may further enhance its contribution to sustainable human development in Namibia.



Indran A. Naidoo
Director
Independent Evaluation Office

TABLE OF CONTENTS

Acronyms and Abbreviations	ix
Executive Summary	xi
Chapter 1 Introduction	1
1.1 Purpose, Objectives and Scope of the Evaluation	1
1.2 Methodology	2
1.3 Limitations and Constraints	3
1.4 National Development Context	3
1.5 National Development Planning Architecture	5
1.6 Namibia in the Region and Key Development Partners	6
Chapter 2 Evaluation Findings	7
2.1 Overview of the Country Programme	7
2.2 Evaluation Findings	9
Chapter 3 Conclusions, Recommendations and Management Response	29
3.1 Conclusions	29
3.2 Recommendations	30
3.3 Management Response	32
Annexes (available online)	35

Tables

Table 1. Country programme components and planned outcome results	7
Table 2. Revised country programme structure	7
Table 3. Country programme budget (US\$)	19
Table 4. Programme budget allocation by gender marker rating	24

Figures

Figure 1. Abridged theory of change of the country programme	9
Figure 2. Evolution of the country programme budget and expenditures, 2011–2017	19
Figure 3. Breakdown of country programme expenditures (by account category), 2014–2017	20

ACRONYMS AND ABBREVIATIONS

ACC	Anti-Corruption Commission
AIDS	Acquired immune deficiency syndrome
BCLME	Benguela Current Large Marine Ecosystem
FY	Fiscal year
GDP	Gross domestic product
GEF	Global Environment Facility
GEN	Gender marker
GRES	Gender results effectiveness scale
HIV	Human immunodeficiency virus
ICPE	Independent country programme evaluation
IEO	Independent Evaluation Office
MAWF	Ministry of Agriculture, Water and Forestry
MDG	Millennium Development Goal
M&E	Monitoring and evaluation
MGECW	Ministry of Gender Equality and Child Welfare
MITSMED	Ministry of Industrialization, Trade and SME Development
MPESW	Ministry of Poverty Eradication and Social Welfare
NAD	Namibian dollars
NAFOLA	Sustainable Management of Namibia's Forested Lands project
NAMPLACE	Namibia Protected Landscape Conservation Areas Initiative
NDP	National Development Plan
NPC	National Planning Commission
PASS	Protected Areas System Strengthening project
SADC	South African Development Community
SCORE	Scaling up Community Resilience to Climate Variability project
SDG	Sustainable Development Goal
SPAN	Strengthening Protected Areas Network Management project
UNAIDS	United Nations Joint Programme on HIV/AIDS
UNCDF	United Nations Capital Development Fund
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNCT	United Nations country team
UNICEF	United Nations Children's Fund
UNPAF	United Nations Partnership Framework
UNV	United Nations Volunteers
UN-Women	United Nations Entity for Gender Equality and the Empowerment of Women

EXECUTIVE SUMMARY

The Government of the Republic of Namibia and the United Nations Development Programme (UNDP) have a partnership aimed at advancing the country's aspiration for sustainable human development. The partnership, dating back to 1990, is formalized in the country programme of cooperation. The current country programme, covering the period 2014–2018, was designed to support the Government's efforts in capacity development and policy-oriented research in three national priority areas: democratic governance, poverty reduction, and environment and energy. At signature, the approved indicative budget of the programme was US\$12.7 million. In accordance with the UNDP Evaluation Policy, the UNDP Independent Evaluation Office (IEO) conducted an independent country programme evaluation (ICPE) in Namibia in 2017.

The purpose of the ICPE is to:

- Support the development of the next UNDP country programme
- Strengthen accountability of UNDP to national stakeholders
- Strengthen accountability of UNDP to the Executive Board.

The evaluation had two main objectives: (a) assessment of UNDP's contribution to development results in Namibia, and (b) assessment of the quality of this contribution. Specifically, the ICPE assessed the effectiveness of the country programme in achieving expected results, including the contribution to poverty eradication and reduction of inequalities and exclusion, and its contribution to furthering gender equality and women's empowerment. The ICPE also assessed the quality of UNDP's contribution based on the following criteria:

- Relevance of the design and approach of the country programme
- Efficiency and management of the country programme in achieving expected results
- Sustainability, replicability and scale-up of the results to which UNDP contributed.

The evaluation took into consideration country-specific factors that are assumed to have affected the performance of the country programme, namely Namibia's status as an upper middle-income country and support from regional and headquarters offices to sustain the relevance of UNDP in the country.

Conducted in the penultimate year of the five-year country programme, the evaluation is both retrospective and prospective in nature and covers the period up to December 2017. It is intended to inform the remainder of the current programme as well as the next programme. Primary audiences for the evaluation are the UNDP Namibia country office, UNDP Regional Bureau for Africa, UNDP Executive Board and the Government of Namibia.

The evaluation used qualitative methods comprising desk review, key informant interviews, focus group discussions and observation of project sites and activities. About 90 interviews and discussions were conducted with stakeholders representing government implementing partners, programme beneficiaries, UNDP staff and other stakeholders of the country programme, including staff of other UN agencies, and relevant representatives of the private sector, donors and civil society groups.

THE UNDP COUNTRY PROGRAMME

The UNDP programme is part of the United Nations Partnership Framework (UNPAF) in

Namibia. It responds to the national agenda articulated in Vision 2030 and the fourth National Development Plan (NDP), covering 2012–2016. The programme, as defined in the country programme document (2014–2018), operates mainly at the policy level, with limited downstream interventions in three priority sectors: democratic governance, poverty reduction, and environment and energy.

Under the democratic governance programme UNDP envisioned providing support to institutions that offer the best potential to improve oversight, realization of human rights, accountability and participation, including the Parliament, Anti-Corruption Commission, Ministry of Justice and Electoral Commission, and Ministry of Gender Equality and Child Welfare. Under the poverty reduction programme, UNDP planned to develop and implement targeted interventions to improve the livelihoods of poor people, especially women and youth, in rural and peri-urban areas. UNDP also envisioned providing support to analytical, policy-oriented research and capacity-building efforts aimed at enhancing job creation and reducing poverty at national and subnational levels. Under the environment programme, the largest programme component, UNDP planned to contribute to building resilience by supporting national efforts for technical and institutional capacity-development to address climate change adaptation and mitigation, environmental brown agenda issues and conservation of protected areas, landscapes and forests.

EVALUATION FINDINGS

Finding 1. Overall, the effectiveness of the country programme has been satisfactory. The environment and energy programme has been generally more effective in achieving its primary objectives; there is consensus among stakeholders that the programme has contributed to policy development, awareness-creation, and testing and proving of pilots and models. The interventions on poverty reduction, gender equality and democratic governance are also achieving anticipated outcomes, though funding limita-

tions reducing their size and scope is affecting their perceived relevance.

Finding 2. Despite the demonstrated effectiveness of the country programme, the evaluation found several design and management-related issues that reduce effectiveness and efficiency. These include unrealistic targets, inadequate stakeholder engagement and limited use of strategic partnerships.

Finding 3. The country office took steps to strengthen internal management practices and is striving to improve programme and operational efficiency, but it still has high programme management costs. This has implications for the office's financial sustainability.

Finding 4. While there are some good examples of sustainable interventions, such as the work in support of the Benguela Current Commission and the protected areas system strengthening, it is not clear how some of the downstream interventions will be sustained after projects are terminated.

Finding 5. The country programme laid a good foundation for mainstreaming gender at both the enabling environment and community levels, but taking this work to scale and ensuring sustainability is a challenge due to declining resources.

Finding 6. The internal UNDP workplace business environment for gender mainstreaming is still developing.

Finding 7. The support UNDP provides as funder and manager of the UN Resident Coordinator system is appreciated by UN agencies in Namibia, but as in other areas, resource constraints have affected UNDP's convening role.

CONCLUSIONS

Conclusion 1. The interventions being implemented under the country programme reflect the critical national development issues, such as adaptation to climate change, sustainable

land management, biodiversity conservation, anti-corruption, gender equality and entrepreneurship development. While the country programme has generally been effective and has achieved many of the planned results, it can benefit from a more systematic approach to balancing its contribution between strategic planning and capacity-building for improved institutional performance, the latter being the overarching goal of the programme.

The country programme has been contributing to national development efforts through policy support, strategic planning and community response. In policy development, support has been acknowledged and appreciated especially with regards to national strategic planning such as in the fifth National Development Plan (NDP5) as well as in sector planning, such as in protected areas and climate change. Piloted community-level interventions with demonstrated viability include conservation agriculture (drip irrigation) and sustainable land management (gazettement of forests, de-bushing and animal feed production). These interventions have demonstrated income-generating potential and the ability to contribute to poverty reduction, resilience and empowerment of women.

How to unfold this potential and take these initiatives to scale remains unfinished business for the country programme — primarily because, while piloting was a central strategy of the country programme, it did not always put in place criteria for proving pilot initiatives, which is essential for discussions with the Government on scale-up. Pilots that were successfully scaled up or being considered by the Government have demonstrated their value through monitoring and analysis of their results.

While the implementation of interventions entailed capacity-building at various levels, the evaluation found that the country programme's contribution to institutional capacity-building could be further enhanced through a more long-term and comprehensive strategy, such as seen under the work with the Benguela Current Com-

mission and protected areas management. These initiatives have proved to be sustainable and are integrated into government plans. The key factor for the success of these interventions has been a longer term and phased approach, with each phase building on previous phases. Country programme stakeholders can learn from these experiences to scale up and sustain interventions.

Conclusion 2. The largest share of the country programme portfolio has addressed environment and energy interventions funded by the GEF. Going forward, the main challenge for the country programme will be its relevance outside of the GEF-funded projects.

Namibia is one of the world's most unequal countries, and its economic outlook has declined in recent years. Due to its small size and some of the successes it has achieved — a stable political environment, media freedom and equal representation of women and men in Parliament — donor funding and technical assistance have declined. There is concern that development partners may withdraw prematurely, leading to loss of some of the past gains. UNDP Namibia has been affected by this changing resource mobilization environment, and there is very little funding available for programming outside of the GEF-funded environment interventions. This has implications for the relevance and sustainability of the country programme.

Current UNDP management is doing its best to respond to the Government's strategic requests for support; the office is constantly scanning the national development environment and knows what is required. But it is constrained by growing resource limitations, both financial and technical. At the same time the Government expects UNDP to play a greater role, particularly in the priority area of poverty eradication, which also remains a key UNDP mandate in the Sustainable Development Goals. Moving forward, UNDP needs to think of innovative solutions that can bridge government expectations with UNDP's capacities in terms of what it can offer through policy and technical advisory support.

Conclusion 3. In trying to be responsive to government requests, UNDP runs the risk of being spread too thinly, resulting in limited impact.

Through the country programme UNDP has been providing small-scale support to the Government of Namibia on various fronts, including education, HIV/AIDS, anti-corruption, human rights, elections and strategic planning in Parliament. These efforts, while important, disperse the focus of the support and subsequently its impact. For example, the support to Parliament in streamlining its procedures, planning and reporting, though useful, may not be the best value for money for UNDP given that Parliament is a well-established institution. On the other hand, UNDP support for anti-corruption, which remains a priority issue in the country, has been diminishing due to resource constraints. This raises questions as to where UNDP should focus its limited support in order to achieve the best value for money.

Conclusion 4. UNDP could have better used its comparative advantages as demonstrated in its convening power, neutrality and position of trust with the Government as well as its international network to establish strategic partnerships to achieve some of the results of the country programme.

The country programme is starting to leverage non-traditional partnerships with the private sector and the Government to deliver its results. Such partnerships have been aimed at generating funding or in-kind support, and the country office has not yet started to explore partnerships focused on knowledge exchange, which are critical in an environment of limited resources. There are many regional and international development frameworks and partnerships that Namibia can benefit from, such as the African Union Agenda 2063 and the SADC Regional Integrated Strategic Plan, which are supported by international research, academic and development institutions, civil society and private sector groups. Not tapping into such resources is a missed opportunity for UNDP to

complement the country office's socioeconomic and policy analysis through joint initiatives.

RECOMMENDATIONS

Recommendation 1. The next country programme should build on the efforts of the current programme and continue support for institutional capacity development, particularly in the priority area of poverty eradication. Pilot initiatives need to be proven and costed to facilitate scale-up. The country programme should also ensure in-depth causality analysis to enhance the effectiveness and sustainability of interventions.

The findings of the evaluation suggest that interventions seen as more successful benefited from well-designed strategies that address the systemic or root causes of problems. They also applied a longer-term, multi-pronged implementation strategy and were complemented by the interventions of government and development partners. This suggests that UNDP should ensure adequate time is invested in causality and stakeholder analysis and engagement. This was not required when the country programme was developed. However, it is now mandatory for all new country programmes to undertake and present a causality and theory of change analysis.

Furthermore, consistent with the position of the United Nations in middle-income countries, the country programme should continue to pursue piloting and demonstration of model initiatives that, if proven successful, are presented to the Government for replication and scale-up. However, the next country programme should be more intentional about pilots by articulating plans for documenting evidence from them. Specifically, the country office and UNDP more broadly should establish guidelines for pilots that include criteria for proving.

In addition, the country programme should channel limited funding for gender equality and democratic governance interventions to areas that show greater potential to achieve results.

Recommendation 2. UNDP global human resource strategies need to be made more responsive and aligned to the country-office demands of a middle-income country.

The primary role of UNDP, as defined in the Strategic Plan 2018–2021, is to support countries to achieve Agenda 2030. UNDP recognizes that many middle-income countries face challenges in implementing the agenda and require multisectoral action that combines high-level technical advice and capacity-building. Given declining resources, UNDP is required to ‘do more with less’ in resource-constrained settings such as Namibia. The organization is responding and has introduced human resource strategies to maximize limited resources, such as sharing of expertise among countries at the regional level.

However, as seen with the economic analyst post shared between the Namibia and Malawi country offices, such an arrangement has limitations. These include the competing priorities of different offices and the limited time that can be allocated to each country. There are indications that other countries have faced similar challenges. UNDP should review these strategies, building on lessons learned and introducing further innovations in human resource policies, such as re-profiling staffing competencies and creating a cadre of staff who can combine multiple functions such as management and substantive technical support. This strategy can help small offices like Namibia to become more effective and efficient by filling two posts (which do not necessarily have the same priority level) through one expenditure/post.

The country office succeeded recently in leveraging government funding through cost-sharing agreements. To do more of this, the office

needs catalytic funds to kickstart interventions and leverage more funding. In the context of the new Strategic Plan’s Country Investment Facility, UNDP should prioritize more flexible funding to countries such as Namibia. As a small middle-income country with a positive enabling environment and early socioeconomic successes, Namibia presents the potential to be an incubator for UNDP and UN reform and effectiveness.

Such changes will require greater support and direction from the UNDP corporate level.

Recommendation 3. Considering that resources are declining, UNDP should explore strategic partnerships with relevant stakeholders to optimize resources, harmonize efforts and maximize results.

Partnerships are central to UNDP’s strategies at the country level, and the Strategic Plan recognizes collaboration among development actors as being vital in addressing complex development challenges, especially in the context of limited resources. In today’s knowledge economy, UNDP should use its comparative advantages as demonstrated by its convening power, neutrality and trusted relationship with government to broker and facilitate strategic partnerships with organizations that have similar mandates in the country and region. One of the country programme priorities constrained by limited resources is provision of high-level economic analysis to the Government. The office should undertake a mapping of academic institutions, private sector organizations and civil society groups in the country and region that have a similar mandate and explore strategic partnerships with them to optimize resources and harmonize efforts to maximize results. Different from financing or implementation partnerships, such partnerships are based on sharing of expertise and knowledge.

Chapter 1

INTRODUCTION

Since 1990, the Government of the Republic of Namibia and the United Nations Development Programme (UNDP) have had a partnership, formalized in country programmes of cooperation, aimed at advancing the country's aspiration for sustainable human development. The current programme, covering the period 2014–2018, was designed to support capacity development and policy-oriented research in three national priority areas: democratic governance, poverty reduction, and environment and energy. The approved indicative budget of the programme was set at US\$12.7 million. In accordance with the UNDP Evaluation Policy, the UNDP Independent Evaluation Office (IEO) conducted an independent country programme evaluation (ICPE) in Namibia in 2017.

This is the first country-level evaluation of UNDP's work in Namibia, and this report presents the evaluation findings and recommendations. It will be made available to the regular session of the UNDP Executive Board in September 2018, at the same time as the country office's submission of the new country programme for Namibia.

The report consists of three chapters. Chapter 1 summarizes the evaluation purpose, objectives, scope and methodology. It also describes the salient features of the national development context of Namibia and highlights key human development challenges faced by the country. The purpose of the latter is to situate the assessment of UNDP performance, particularly its relevance. Chapter 2 presents an overview of the UNDP country programme in Namibia, followed by the findings of the evaluation. Chapter 3 provides the

conclusions and recommendations as well as the management response on the evaluation recommendations, provided by UNDP Namibia.

1.1 PURPOSE, OBJECTIVES AND SCOPE OF THE EVALUATION

The purpose of the ICPE is to:

- Support the development of the next UNDP country programme
- Strengthen the accountability of UNDP to national stakeholders
- Strengthen the accountability of UNDP to the Executive Board.

The evaluation had two main objectives: (a) assessment of UNDP's contribution to development results in Namibia, and (b) assessment of the quality of this contribution. Specifically, the ICPE assessed the effectiveness of the country programme in achieving expected results, including the contribution to poverty eradication and reduction of inequalities and exclusion, and the contribution to furthering gender equality and women's empowerment.¹ The ICPE also assessed the quality of UNDP's contribution based on the following criteria:

- Relevance of the design and approach of the country programme
- Efficiency and management of the country programme in achieving expected results
- Sustainability, replicability and scale-up of the results to which UNDP contributed.

1 This was done using the UN System-Wide Action Plan to improve gender equality and the empowerment of women across the UN system. <http://www.unwomen.org/-/media/headquarters/attachments/sections/how%20we%20work/unsystemcoordination/un-swap/un-swap-framework-dec-2012.pdf?la=en&cvs=3435>

In addition, since 2015 country-level independent evaluations conducted by the IEO have included in their scope the assessment of UNDP's collaboration with United Nations Volunteers (UNV) and the United Nations Capital Development Fund (UNCDF), both of which share governance and operational structures with UNDP.

The evaluation took into consideration country-specific factors that are assumed to have had an impact on the performance of the country programme. These are Namibia's status as an upper middle-income country, and support from UNDP regional and headquarters offices to sustain the relevance of UNDP in the country.

Conducted in the penultimate year of the five-year cycle of the country programme, the evaluation covers the period up to December 2017. It is both retrospective and prospective in nature and is intended to inform the remainder of the ongoing programme and beyond. Primary audiences for the evaluation are the UNDP Namibia country office, Regional Bureau for Africa, UNDP Executive Board and Government of Namibia.

1.2 METHODOLOGY

The evaluation used qualitative methods, comprising a desk review, key informant interviews, focus group discussions and observation of project sites and activities. It was conducted in four phases. The first phase consisted of a desk review of programme-related documents, including relevant national policies and plans, UNDP project documents, work plans, progress reports and evaluations. The evaluation team also reviewed data from UNDP corporate planning and monitoring systems.

During the second phase, the evaluation team undertook a mission to Namibia (in August 2017)

to collect primary data. Key informant interviews and focus group discussions were held with about 90 stakeholders representing government implementing partners, programme beneficiaries, UNDP staff and other stakeholders of the country programme, including staff of other UN agencies and representatives of relevant private sector, donor and civil society groups. The evaluation team undertook direct observation of the activities of seven projects in five regions of the country.² The primary data collection focused on 17 projects out of 25 active and closed projects, implemented at national and subnational levels, representing a cross-section of the country programme portfolio. The country office was consulted on the selection of projects. The sample selection was informed by the following criteria:

- Programme coverage (projects covering the various programme components)
- Financial expenditure (projects of all sizes, both large and smaller pilot projects)
- Geographic coverage (at national and regional levels, including both urban and rural areas)
- Maturity (covering both completed and active projects)
- Degree of success (coverage of successful projects, as well as projects reporting difficulties that can offer lessons).

The third phase consisted of analysis and report drafting. During the analysis information and data from various sources were triangulated by cross verification. The final phase involved debriefing the country programme stakeholders on the evaluation findings and presentation of the country office's management response.

The evaluation terms of reference are provided in Annex 1. A list of country programme projects will be found in Annex 2, and the country pro-

2 The team visited the Oshana, Oshikoto, Omusati, Otjozondjuba and Erongo regions to observe the following projects: Scaling up Community Resilience to Climate Change (SCORE); Strengthening Protected Area Network (SPAN); Namibia Protected Landscape Conservation Initiative (NAMPLACE); Protected Area System Strengthening (PASS); Sustainable Management of Namibia's Forested Lands (NAFOLA); Benguela Current Large Marine Ecosystem Strategic Action Programme; and BCLME III.

gramme results framework is in Annex 3. The list of persons met is in Annex 4 and the documents consulted are listed in Annex 5.

The evaluation was guided by the United Nations Evaluation Group Norms and Standards for the conduct of evaluations, adhering to the norms on impartiality, ethics and transparency.³

1.3 LIMITATIONS AND CONSTRAINTS

The evaluation's coverage of community-level project activities and participants/beneficiaries is limited due to time constraints and the vast geographical spread of project locations. This has been countered by a detailed desk review and consultations with all national-level project focal persons responsible for implementation and day-to-day project management. The evaluation also builds on the findings of project evaluations as these cover more community-level interventions. Nonetheless, the findings in this report are not generalizable.

1.4 NATIONAL DEVELOPMENT CONTEXT

1.4.1 OVERVIEW OF DEVELOPMENT CHALLENGES

Namibia is one of the youngest countries in Africa, having won independence from South Africa in 1990. The country enjoys a stable political environment. It is an upper-middle-income developing country with rich natural resources. The country's 2015 human development index is 0.640, above the average for countries in the medium human development group and for countries in sub-Saharan Africa. The following paragraphs highlight the key development challenges in Namibia.

Governance: Namibia ranks as the fifth best performing country on the 2017 Ibrahim Index of

African Governance, with a score of 71 out of 100, and this score has been trending upward in the last decade.⁴ Among the governance challenges mentioned in the fifth National Development Plan (NDP5) are a high corruption prevalence perception, centralized delivery of public services and low statistical capacity. The underlying causes include low capacity and inadequate funding of the anti-corruption and human rights institutions and weak monitoring mechanisms due to limited capacity of the Anti-Corruption Commission (ACC) and the Office of the Ombudsman, as well as civil society organizations.

The decentralization process has been slow and the collaboration between departments is weak, which often results in escalation of decision-making to the Cabinet, making the resolution of issues needlessly slow and overly bureaucratic. This is further exacerbated by the limited participation of communities in the development process and inadequate human resource capacity, which limits the autonomy and devolution of power to the decentralized government structures at regional and/or local level. Low levels of numeracy and inadequate statistical capacity of planners and decision-makers to use the data and evidence remain systemic issues.

Socioeconomic: Namibia's population is small, 2.3 million (2016), and slightly above 52 percent lives in rural areas.⁵ According to the national Millennium Development Goal (MDG) report (2013), Namibia achieved or was on target to achieve most of the MDG targets. However, several key goals were off track, including equitable distribution of income, eradication of hunger, and reduction of child and maternal mortality and HIV prevalence.⁶

The country has among the highest rates of income inequality in the world, a result of its history of apartheid, features of which continue to be

3 United Nations Evaluation Group (UNEG), 'Norms and Standards for Evaluation', 2016.

4 Mo Ibrahim Foundation, 'Ibrahim Index of African Governance Report', 2017.

5 Namibia Statistics Agency, 'The Namibia Labour Force Survey Report, 2016'.

6 National Planning Commission, 'Millennium Development Goals Interim Progress Report', 2013.

manifested in the political economy of the country.⁷ The GINI coefficient is high at 0.57;⁸ and the wealthiest 10 percent of households control more than half of the country's total income, whereas the poorest 10 percent only share 1 percent.⁹ The proportion of the population living below the upper bound poverty line is 18 percent.¹⁰

Economic growth contracted from 6 percent in 2015 to 1.1 percent in 2016. The economy depends heavily on extraction and processing of minerals for export. Namibia is the fourth largest producer of uranium in the world, and it also produces gem-quality diamonds, gold, tin, marble, zinc, etc. Tertiary industries, among which tourism is vital, account for about 58 percent of the country's GDP. Agriculture and forestry, which contribute 3.4 percent of GDP (2014),¹¹ is a critical sector as about half of the population depends on subsistence agriculture for their livelihoods.

The overall unemployment rate is an extremely high 34 percent.¹² Gender, age and regional disparities are especially marked: the unemployment rate for women is slightly more than 38 percent, whereas for males it is about 30 percent (2016).¹³ In August 2017 Moody's Investors Services downgraded Namibia's credit rating from a lower-medium investment grade to non-investment grade or 'junk' status. This was due to its

weaker-than-forecast fiscal outcomes and growing public debt-to-GDP burden (which, at about 42 percent, is within the average for middle-income countries according to the Government)¹⁴ and limited institutional capacity to manage shocks and address long-term structural fiscal rigidities. The downgrade reflects a disappointing economic recovery and Namibia's creditworthiness, and in the long term it will have a big impact on the country's borrowing costs.

Environment: Namibia's environmental challenges include very limited natural freshwater resources, desertification, wildlife poaching and land degradation, which has hampered the establishment of conservation areas. In Namibia 92 percent of the land area is defined as hyper-arid, arid or semi-arid.¹⁵ The country depends on expensive imported hydrocarbon fuels to meet its energy needs. Poverty, over-dependence on natural resources, overgrazing, deforestation and lack of secure tenure over natural resources are the underlying causes of its environmental challenges.¹⁶ Climate change is expected to aggravate environmental challenges, and Namibia is rated as the seventh most-at-risk country in terms of agricultural losses caused by climate change globally.¹⁷

Gender equality: Namibia has a supportive policy and legal environment for the advancement

7 Media briefing by the Minister of Labour and Social Welfare concerning the implementation of legislation regulating private employment agencies and aspects of the employment relationship, 2012.

8 Namibia Statistics Agency, 'Namibia Household Income and Expenditure Survey: Key Poverty Indicators (Preliminary Figures) 2015/2016'.

9 UNDP Namibia, 'Understanding poverty data in Namibia', 2013.

10 National Statistics Agency, 'Namibia Household Income and Expenditure Survey: Key Poverty Indicators (Preliminary Figures) 2015/2016'.

11 Namibia Statistics Agency, 'Annual National Accounts', 2016.

12 Ibid.

13 Namibia Statistics Agency, 'The Namibia Labour Force Survey Report', 2016.

14 Ministry of Finance, Media Statement on Moody's Investor Service Downgrading of Namibia's Credit Rating, 14 August 2017. www.mof.gov.na/documents/27827/373088/14_08_2017++Summary+Media+Statement+on+Moody%27s.pdf/6685eb4d-0942-45d0-adca-8058d88b2ddb.

15 Food and Agriculture Organization of the United Nations, 'Namibia Water Report', 2005. www.fao.org/nr/water/aquastat/countries_regions/NAM/.

16 Emilia Chioreso and Ben Begbie-Clench, 'Fact Sheet on Land Degradation: Implications for Food Security in Namibia', 2015, Hanns Seidel Foundation Namibia.

17 Ministry of Environment and Tourism, 'Country Climate Smart Agriculture Programme 2015-2030'.

of gender equality. The Constitution guarantees the equal treatment of women, and a national gender policy was passed in 1997. In addition, Namibia has enacted national gender laws such as the Married Persons Equality Act of 1996, the Affirmative Action (Employment) Act 29 of 1998 and the Combating of Domestic Violence Act 4 of 2003. The country is signatory to the major international and regional instruments on gender, including the Convention on the Elimination of All Forms of Discrimination against Women and the African Charter on Human and People's Rights on the Rights of Women in Africa.

The proportion of women in Parliament is 41 percent,¹⁸ ranking the country among the top African countries in terms of representation of women in decision-making structures. Namibia also scores well on the 2016 global gender gap index (0.765), ranking 14 out of 144 countries. However, UNDP's 2015 gender inequality index ranks Namibia 108 out of 159 countries, with a score of 0.474.¹⁹ The UNDP gender inequality index reflects gender-based inequalities in three dimensions — reproductive health, empowerment and economic activity — whereas the global gender gap index seeks to measure the relative gaps between women and men across the areas of health, education, economy and politics.

A 2010 review of the national gender policy revealed that while some objectives had been achieved, particularly in women's empowerment in economic, political, legal, and education spheres, some challenges remained regarding gender equality. A high proportion of households are female headed (44 percent), and unemployment among women is higher in all regions and age groups compared to men. Poverty, gender-based violence, HIV/AIDS and negative cultural practices are some of the factors that continue to hamper the achievement of gender equality in Namibia. A revised National Gender

Policy 2010–2020, aimed at contributing to the country's Vision 2030, was launched in 2010.

1.5 NATIONAL DEVELOPMENT PLANNING ARCHITECTURE

Vision 2030, developed in 2004, provides the country's long-term national development framework. Its building blocks are Namibia's medium-term plans, known as National Development Plans. These large-scale investment programmes aim to develop both soft and hard infrastructure for the country's development and to coordinate development efforts. The NDPs outline priorities, resource commitments and requirements, and partnerships among all stakeholders, including government agencies, development partners, donors, the private sector and citizens.

At the time of this evaluation, Namibia had just launched NDP5, to be implemented from FY 2017/2018 to FY 2021/2022. Partnership is at the heart of the NDP, which has a theme of 'Working together towards prosperity'. It has four key goals:

- Achieve inclusive, sustainable and equitable economic growth.
- Build capable and healthy human resources.
- Ensure sustainable environment and enhance resilience.
- Promote good governance through effective institutions.

NDP5 is informed by global, continental, regional and national development frameworks, including the Sustainable Development Goals (Agenda 2030), African Union Agenda 2063, Southern African Development Community's Regional Integrated Strategic Plan 2005–2020, Namibia Vision 2030 and Harambee Prosperity Plan 2016–2020.

18 World Economic Forum, 'Global Gender Gap Report: Namibia Country Profile', 2016.

19 UNDP, 'Human Development Report: Briefing note for countries on the 2016 Human Development Report – Namibia'.

1.6 NAMIBIA IN THE REGION AND KEY DEVELOPMENT PARTNERS

Namibia is an active participant in international development cooperation. It is a member of over 46 international organizations and has diplomatic relations with most countries in the world. Recognizing the critical role of regionally integrated markets in the growth and development of small economies like Namibia, it has continuously engaged in various regional and international economic cooperation groupings for mutual benefit and strives to effect structural transformation towards sustainable economic growth and development.

Namibia is a member of the African Union and the Southern African Development Community (SADC). It is a signatory to the New Partnership for Africa's Development initiative as well as the SADC Free Trade Area. It hosts the secretariats of the SADC Parliamentary Forum and the Southern African Customs Union, the oldest customs union in the world, whose members are Botswana, Lesotho, Namibia, South Africa and Swaziland. It is also a part of the Common Monetary Area together with Lesotho, South Africa and Swaziland. In addition, Namibia is a member of other regional bodies that are import-

ant for economic growth, such as the Permanent Okavango River Basin Water Commission, Benguela Current Commission, Orange-Senqu River Commission and Kavango-Zambesi Transfrontier Conservation Area.

Namibia is a signatory to United Nations conventions such as the United Nations Framework Convention on Climate Change, Convention on Biological Diversity, United Nations Convention to Combat Desertification, United Nations Convention on the Law of the Seas, United Nations Convention against Corruption, United Nations Convention against Transnational Organized Crime and Convention on the Rights of Persons with Disabilities.

The Namibian Government recognizes the vital role played by NGOs, community-based organizations, and regional and international development organizations in the country's growth and development. Among the development partners are GIZ, Oxfam, World Wildlife Fund, Red Cross, European Union, Global Fund to Fight AIDS, Tuberculosis and Malaria, United States Agency for International Development, Synergos and the SADC Centre for Renewable Energy and Energy Efficiency. The Government also works closely with the United Nations country team.

Chapter 2

EVALUATION FINDINGS

2.1 OVERVIEW OF THE COUNTRY PROGRAMME

The UNDP programme is part of the United Nations Partnership Framework (UNPAF) in Namibia, responding to the national agenda articulated in Vision 2030 and the fourth National Development Plan 2012–2016. As spelled out in the country programme document 2014–2018, the programme operates mainly at the policy level, with limited downstream interventions in three sectors: democratic governance, poverty reduction, and environment and energy. It was expected to contribute to three outcome results (Table 1).

Following a midterm review and change management exercise in 2016, the country programme was further streamlined to align it with available resources. It has been re-focused around two pillars: environmental management and poverty eradication. The third component — democratic governance — was categorized as cross-cutting, and gender remained as cross-cutting (Table 2). The country programme had also been providing procurement support to the government’s HIV/AIDS response, and this was moved under the UN joint programming, led by UNAIDS.²⁰

Table 1. Country programme components and planned outcome results

Programme component	Outcome result	Cross-cutting
Democratic governance	By 2018, policies and legislative frameworks to ensure transparency, accountability, effective oversight and people’s participation in the management of public affairs are in place and are being implemented.	Gender equality and women’s empowerment
Poverty eradication	By 2018, Namibia has adopted and is effectively implementing policies and strategies to reduce poverty and vulnerability which are informed by evidence on the root causes of poverty and vulnerability in a coordinated manner.	
Environmental management and energy	By 2018, institutional frameworks and policies needed to implement the Environmental Management Act (2007), National Climate Change Policy (2011) and international conventions are in place and being effectively implemented (including supportive gender equality strategies).	

Table 2. Revised country programme structure

Programme component	Outcome result	Cross-cutting	
Poverty eradication	By 2018, Namibia has adopted and is effectively implementing policies and strategies to reduce poverty and vulnerability which are informed by evidence on the root causes of poverty and vulnerability in a coordinated manner.	Democratic governance	Gender equality and women’s empowerment
Environmental management and energy	By 2018, institutional frameworks and policies needed to implement the Environmental Management Act (2007), National Climate Change Policy (2011) and international conventions are in place and being effectively implemented (including supportive gender equality strategies).		

20 UNDP, ‘Namibia Integrated Work Plan’, 2017.

Under the democratic governance programme UNDP support was to be focused on anti-corruption, promotion of rule of law, and democratic governance and service delivery by strengthening institutions that provide the best potential to improve oversight, realization of human rights, accountability and participation. Specifically, UNDP sought to support the following institutions:

- Parliament, to carry out oversight functions
- ACC, to develop and implement its strategy in line with the Convention against Corruption; and with the Ministry of Justice and Electoral Commission on the electoral law reform process
- Office of the Ombudsman, to promote human rights through implementation of the Universal Periodic Review recommendations, to be achieved by the development and implementation of the National Human Rights Action Plan
- Ministry of Health and Social Services and Office of the Prime Minister, to fully mainstream HIV/AIDS in sectoral planning, budgeting and implementation processes
- Ministry of Gender Equality and Child Welfare, in the implementation of the national gender policy and plan of action on gender-based violence.

Under the poverty reduction programme, UNDP planned to develop and implement targeted interventions that improve the livelihoods of poor people, especially women and youth, in rural and peri-urban areas. UNDP also envisioned providing support to analytical, policy-oriented research and capacity-building efforts aimed at enhancing job creation and reducing poverty at national and subnational levels. As well, economic analysis support was to be provided to the Economic Unit of the Ministry of Environment and Tourism to improve and enhance natural resource accounts. A pilot gender-responsive procurement initiative aligned to the national Gender Plan of Action was also foreseen.

Under the environment programme, the largest programme component, UNDP planned to contribute to building resilience by supporting national technical and institutional capacity development to address climate change adaptation and mitigation, environmental brown agenda issues and conservation of protected areas, landscapes and forests.

The Government executes or implements most of the country programme projects, with 71 percent of expenditures falling under national implementation modality. The National Planning Commission (NPC), responsible for planning and spearheading national development in Namibia, is the focal agency for the coordination of the UNDP country programme.

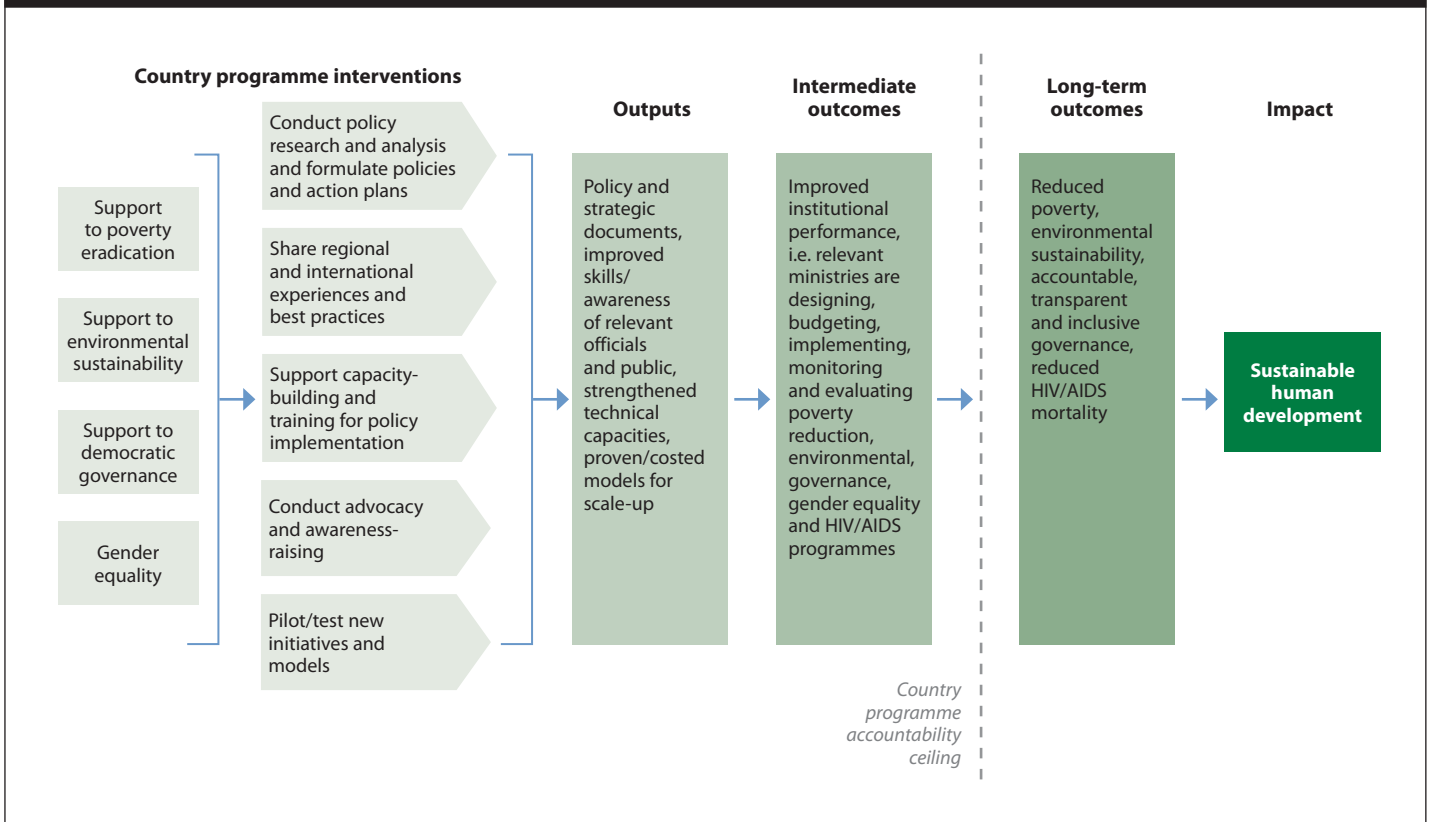
2.1.1 THEORY OF CHANGE OF THE COUNTRY PROGRAMME

The evaluation developed an abridged theory of change to illustrate the logic and causal pathways of the programme as well as the level of contribution commensurate with the country programme inputs, referred to as the accountability ceiling (Figure 1).

The overarching goal of the country programme is to contribute to improved institutional performance in Namibia so that relevant ministries are designing, implementing, monitoring and evaluating national programmes addressing poverty reduction, environmental sustainability, transparent and inclusive governance, and HIV/AIDS prevention. To achieve this goal, the country programme envisaged a mix of interventions: policy research and analysis, training and capacity-building, knowledge exchange, advocacy and awareness-raising, and testing/piloting of models. The immediate output results produced by the interventions are policy and strategy documents, improved skills/knowledge, and awareness of relevant public officials and communities and of proven and costed models for scale-up.

The country programme is based on the assumption that institutional capacities are strength-

Figure 1. Abridged theory of change of the country programme



ened through implementing the planned interventions. However, the theory of change does not link UNDP contributions directly to poverty reduction, environmental sustainability, improved governance and reduced HIV/AIDS mortality, as these are longer term outcomes. The theory of change thus establishes the country programme accountability ceiling at the level of intermediate outcome, i.e. *contribution* to improved institutional performance. It is recognized that the country programme is solely accountable for achieving the immediate output results.

Intermediate and long-term outcomes are the result of the collective efforts of multiple development actors, including government and other actors. Given this diffused attribution of outcome results, the evaluation often struggled to isolate and establish the exact nature of the UNDP contribution to improved institutional performance in Namibia. A compounding factor is the

limited attention to monitoring and evaluation of outcome results. Consequently, many of the results attributed to the country programme are output results, which often are better monitored and reported on. In fact, the outcome indicators of the country programme results framework (presented in Annex 3) are better suited as output level indicators. Where outcome results have been identified, the assessment is based on the perceptions of stakeholders.

2.2 EVALUATION FINDINGS

2.2.1 COUNTRY PROGRAMME INTERVENTIONS AND PROGRESS

The evaluation was conducted in the penultimate year of the five-year country programme (2014–2018). This section provides a summary of the progress and key results attained by the country programme projects as of December 2017. See Annex 2 for a list of country programme projects.

Support to reduction of poverty and vulnerability

UNDP's support to poverty eradication in Namibia consists of two streams of work:

1. Institutional capacity-building of the newly established Ministry of Poverty Eradication and Social Welfare (MPESW) and Ministry of Industrialization, Trade and SME Development (MITSMED)
2. Policy-oriented research and analysis support with the NPC.

Under the first stream, UNDP supported the MPESW in the development of the government's blueprint for wealth redistribution and poverty eradication. This included consultations and dialogue in all 14 regions on poverty eradication, outcomes of which were used to inform the blueprint. UNDP is also supporting preparation of the blueprint's implementation plan, which is in final stages. Further, UNDP facilitated a study tour to Ghana for the MPESW and Ministry of Higher Education, Training and Innovation to learn from Ghana's experiences in social protection and poverty eradication. This resulted in South-South collaboration initiatives, and an agreement was signed between Namibian and Ghanaian counterparts under which Empretec Ghana Foundation introduced an entrepreneurship programme. The programme has since been adopted in Namibia and is being rolled out under the partnership of six ministries, led by the MITSMED. Sixty master trainers and business development advisers are being trained in the first phase, and they will then train entrepreneurs and assist them to set up and run micro businesses. The pilot programme aims to create 4,760 new jobs by 2020.

Under the second stream of work, UNDP supported the Government in preparing the final national MDG report and also facilitated national and regional consultations on Namibia's position in the post-2015 agenda discussions. It supported the NPC in the formulation and coordination of multisectoral mechanisms for addressing poverty and vulnerability. In addition UNDP pro-

vided support to national development advisers on poverty and socioeconomic analysis, including the causes of poverty and deprivation, to inform programme development. This included financial and technical inputs for preparation of the Namibia Poverty Mapping report, the Namibia Index of Multiple Deprivation report, NDP5 and the national human development report. The former two documents were completed and used to inform NDP5. However, the human development report is delayed, as is further analysis of the causes of poverty and deprivation. These delays are primarily due to insufficient technical capacities in the UNDP country office and the NPC's preoccupation with finalizing NDP5.

Support to environmental sustainability

Namibia is a signatory to a number of international environmental agreements and through established funding windows has been receiving Global Environment Facility (GEF) funding in response to land degradation, climate change and loss of biodiversity. UNDP has been the executing agency for GEF funding in Namibia, along with the World Bank. The environment programme is the largest component of the country programme, accounting for about 90 percent of expenditures.

Sustainable land management: Despite its vast land area and small population, Namibia is prone to land overuse and degradation, partly due to the fact that almost 92 percent of its land area is arid, semi-arid or hyper-arid. The country programme addresses this issue through the ongoing project 'Sustainable Management of Namibia's Forested Lands' (NAFOLA), which aims to reduce pressure on forest resources by facilitating gazettement of community forests and increasing capacity for the uptake of improved agriculture, livestock and forestry management practices in community forest areas. The project included two components: (a) land use planning and gazettement of community forests, and (b) implementation of sustainable forest management technologies.

Under the first component, 10 community forests were planned, and 8 have completed the gazette-

ment process (by which forest management rights and responsibilities are formally handed to communities) and are awaiting government approval, according to the implementing partner (Ministry of Agriculture, Water and Forestry [MAWF]). Gazettement includes law enforcement responsibilities. The project was supposed to produce land use plans but these have not been prepared. According to the project's midterm evaluation report, the project decided such plans are not needed since management plans are part of the gazettement process.²¹ However, the midterm review recommended that target community forests selected for further interventions should have their management plans assessed for conformity with land use planning best practice. Progress against the remaining two outputs under component one — organizational capacity-building for effective community forest management, and harmonization of policies and promotion of local governance of forests — was slower, and the MTR recommended greater funds allocation, particularly for capacity-building, in the remaining period.

The second component of the NAFOLA project involved introduction of interventions on sustainable land management. First it piloted conservation agriculture in two regions, working closely with the Government. Communities and government staff were trained on conservation agriculture and a coordination forum was established in one region. In total 16 plots piloted conservation agriculture, though the project's midterm review reported that only 2 sites were productive, producing some maize. Beneficiaries and project staff reported that land preparation and planting took place during the rainy season instead of before, which may have affected the yield and eventual uptake of conservation agriculture (see section 2.2.4 for further discussion).

The project also supported improved livestock practices and marketing of forest and livestock products. Production of animal feed from invader

bush is being piloted in one area and shows good uptake among participating farmers. The new feed will undergo scientific testing, and if it is found effective it will be promoted in the pilot rural communities as well as more widely in Namibia. This initiative, which includes a de-bushing component (aimed at repelling bush encroachment), is providing income-generating opportunities to the community. In addition, a livestock auction facility was constructed to support livestock marketing, in order to reduce the pressure from overgrazing. The approved project design called for construction of two abattoirs, not the auction house. According to the MAWF the need for the auction facility was prioritized during community consultations. Progress against other planned interventions, including improving fire management in several pilot areas, was limited.

Biodiversity conservation: Namibia is rich in biodiversity but the risk of extinction of species is growing due to habitat destruction, poaching and climate change. Successive UNDP country programmes have supported the Government's efforts to strengthen the policy and legal framework for managing this rich biodiversity. The first project, 'Strengthening Protected Areas Network Management' (SPAN), laid the institutional framework for managing protected areas. Several policies were developed, including those on national parks, human-wildlife conflict management and filming in protected areas. Another SPAN achievement was a national proclamation on national parks and establishment of the protected areas network and park management plans. It also contributed to advocacy for increased budget allocations for protected areas following a study on their economic worth, which revealed their high economic value to the national economy. (The study showed that protected areas contributed 3 to 6 percent of GDP, and that the rate of return on government investment over 20 years would be about 23 percent.²²)

21 UNDP, 'Sustainable Management of Namibia's Forested Lands: Final Report: NAFOLA MTR', August 2017.

22 Ministry of Environment and Tourism, 'Namibia's Protected Areas: Their economic worth and the feasibility of their financing', 2005.

Following the SPAN project, the country office designed the ‘Namibia Protected Landscape Conservation Areas Initiative’ (NAMPLACE). This project brought together the stakeholders to better manage protected areas and develop plans for sustainable land use in sensitive areas adjacent to protected areas.

A third project, ‘Protected Areas System Strengthening’ (PASS), is currently focusing on law enforcement, particularly anti-poaching and strengthening park revenue collection and fire systems. Despite a delay in starting, achievements thus far include construction of a law enforcement and anti-poaching centre, which is expected to provide training to new law enforcement officers, and the automation of park revenue collection in Etosha National Park. In addition, patrol camps with sanitary facilities were set up, and communication capacities of patrol officers were strengthened through provision of communication equipment.

Climate change mitigation and adaptation: Namibia is prone to water scarcity, drought and floods. The agriculture sector is extremely vulnerable to climate change, which is expected to have severe impacts, as vulnerable people’s livelihoods and production systems are closely linked to the availability of rain. The country also relies on imported and expensive non-renewable hydrocarbon fuels to meet its energy needs. Successive UNDP-supported interventions have been addressing these challenges through the introduction of climate-smart agricultural techniques and sustainable energy.

The ongoing project ‘Scaling up Community Resilience to Climate Variability’ (SCORE) aims to contribute to strengthened capacity to adapt to climate change and reduce vulnerability to droughts and floods for 4,000 households (of which 80 percent are women and children) in seven regions. According to the project’s mid-term review in September 2017, 4,759 beneficiaries were reached, surpassing the target. The project introduced conservation agriculture among farmers by providing tractors, rip-

ping services and seeds, and some training on climate-smart agriculture. Targeted communities have also received access to harvested water through the restoration and rehabilitation of earth dams, reducing their vulnerability to drought and floods. The communities use the harvested water for livestock, irrigation, aquaculture and vegetable production.

The ‘Namibia Renewable Energy Programme’ project, implemented in the previous country programme, supported livelihoods and income-generating opportunities of rural people by providing them with access to off-grid solar energy for lighting, radio and television, refrigeration and water pumping. This helps to reduce the dependency on imported fuels, contributing to reduction of carbon dioxide emissions. The first phase of the project laid down the foundation for accelerating implementation of solar energy by providing technical assistance to the Government and NGOs in strengthening capacities, institutional development, financial instruments and public awareness. In the second phase, the project contributed to strengthened capacities in the public and private sectors and among NGOs by providing training to solar energy technicians and suppliers. In addition several policies, regulations, laws and plans on renewable energy were developed, including a Cabinet directive on solar water heaters, an off-grid energy master plan and a national regulatory framework on energy. The Renewable Energy Division was set up in the Ministry of Mines and Energy. According to the implementing partner, the project contributed to increased public awareness and acceptability of the technology.

The country programme is currently implementing the ‘Concentrated Solar Power Technology Transfer’ project, which had as its main objective the establishment of the first concentrated solar power plant in Namibia. This objective was not achieved and implementing partners reported that the target of having a plant up and running between 2013 and 2017 (the project duration) was too ambitious. The feasibility study was ongoing at the time of the evaluation and it was hoped that

tendering for construction of the solar plant will be undertaken before the end of 2017.

Transboundary water management: Three countries — Angola, Namibia and South Africa — share the Benguela Current Large Marine Ecosystem (BCLME). It is one of the most productive upwelling systems in the world, but it faces environmental challenges, including chemical pollution, radionuclides, hazardous spills and rapid development along the coast. This has led to declining fish catches and the destruction of habitat of mammals and coastal birds. Since 2002 the country programme has supported the integrated management and sustainable use of marine resources in the BCLME through a series of projects.

The first such project (2002–2008) generated information and data on the key transboundary environmental problems and threats. It also endorsed management and policy actions through a strategic action programme, and negotiated an interim agreement for the establishment of an interim Benguela Current Commission, with representation by all three countries. The Commission was established in January 2007, formalizing almost two decades of collaboration.

A subsequent project, ‘BCLME Strategic Action Programme Implementation’, in 2013 delivered a permanent functioning commission with a legally binding convention, the Benguela Current Convention (the world’s first for a large marine ecosystem). This second BCLME project initiated strategically important policy, legal, institutional and management reform processes; supported more than 40 strategic and long-term beneficial partnerships and networks; and enhanced the capacities of stakeholders and marine ecosystem practitioners in ocean governance. The country programme is currently supporting the consolidation of these efforts with a strong emphasis on intersectoral cooperation and partnerships through an ongoing project, the ‘BCLME III’, to deliver policy, institutional and management reforms necessary for sustainable development of the BCLME.

Support to democratic governance

UNDP’s work has centred around collaborating with governance institutions to improve oversight, human rights, accountability and participation. This has included working with Parliament, the ACC, Ministry of Justice, Electoral Commission and Office of the Ombudsman in supporting policy reform processes and legislative frameworks to promote equity, human rights and gender equality.

UNDP’s support to the Parliament is geared towards promoting oversight, transparency, procedures, and monitoring and evaluation. Since April 2017 it has provided this support through an international United Nations Volunteer (UNV) based in the Office of the Speaker of Parliament. While it was too early to gauge the results of this support, some progress has been achieved. Technical inputs were provided to the Parliament’s first-ever strategic plan and a substantial annual report. To improve oversight and transparency, UNDP is currently helping the Parliament to systematize information and set up guidelines and templates for monitoring, evaluation and oversight reports.

UNDP has supported the ACC in developing a national anti-corruption strategy, which was approved by the Cabinet in October 2016. It supports the ACC in implementing the Anti-Corruption Act, and in 2016 UNDP helped the ACC launch a national corruption perception survey, the first to cover all 14 regions of the country, including public and private sectors. The strategy, which conforms to the United Nations Convention against Corruption gap analysis, aims to enhance transparency and accountability as well as comply with the Convention. In 2017, UNDP planned to provide the ACC with technical support for monitoring and evaluation.

To improve the participation of youth and women in electoral processes through civic education, the country programme supported public dialogue sessions to improve awareness and supported the political parties in demonstrating ethical and transparent electoral practices. These were

reflected in elections in 2014 (National Assembly) and 2015 (regional/local authorities). UNDP also supported the Ministry of Justice and the Electoral Commission in improving the electoral law, which is in place and being implemented.

Lastly, UNDP has supported the Office of the Ombudsman in promoting human rights through implementation of the Universal Periodic Review recommendations. It supported the development of Namibia's first national human rights action plan, which was launched by the President in December 2014. UNDP has since supported the Office of the Ombudsman in the implementation of the plan and in building the Office's capacity on the human rights treaties and instruments that Namibia has ratified and in protecting, investigating and resolving reported cases of human rights abuses. This has improved the visibility of the institution and its access especially by poor and vulnerable people.

2.2.2 EFFECTIVENESS OF THE COUNTRY PROGRAMME

Finding 1. Overall, the effectiveness of the country programme has been satisfactory. The environment and energy programme has been generally more effective in achieving its primary objectives; there is consensus among stakeholders that the programme has contributed to policy development, awareness-creation, and testing and proving of pilots and models. The interventions on poverty reduction, gender equality and democratic governance are also achieving anticipated outcomes, though funding limitations reducing their size and scope is affecting their perceived relevance.

National stakeholders consulted by the evaluation team recognize that the country programme has been making very important contributions, laying down a strong foundation for the protection and sustainable management of Namibia's environment, a mainstay of the economy. A number of the GEF-funded projects made significant contributions to **policy development** in the sector. Among the key policies produced or updated are those addressing climate change adaptation, national

parks, tourism, parks concessions, human-wildlife conflict management, and the residents and neighbours of protected areas, to name a few.

National stakeholders are positive about the relevance of these policies and can point to some immediate outcomes, such as benefits for communities living around parks. For example, the parks concession policy has permitted communities near the parks to pursue activities providing economic benefits, especially related to ecotourism. Before the concession policy these communities did not have access to protected areas. However, assessing the extent to which these policies and strategies lead to transformative change will require a longer timeframe, beyond the country programme duration.

Further, the environment programme promoted **new approaches and methods**, such as conservation agriculture, that engaged communal farmers in good land husbandry to improve the climate resilience of vulnerable communities. The evaluation team observed a limited number of beneficiaries piloting drip irrigation in home/school gardens. They indicated that the project had raised their awareness on environmental sustainability and is improving livelihoods. They informed the evaluation team that project staff worked closely with the community to make them aware of the threats posed by climate change, which helped them shift mindsets. They are seeing the usefulness of the new approaches, especially drip irrigation.

According to the management of a school visited by the evaluation team, the project had enabled expansion of the school garden, and the drip irrigation technique had proved very useful. Previously students were carrying cans of water to irrigate the garden. The school management reported that between January and July of 2017, sales of vegetables grown in the garden brought in Namibian dollars (NAD) 15,000 (approximately \$1,250). The money has been used to cover transportation costs for inter-school competitions and the school feeding programme. Some of the income has also been set aside for maintenance of the drip irrigation sys-

tem. The project has also taught the students about irrigation methods, which was only a theoretical discussion before the project. The evaluation team was informed that several students are developing drip irrigation gardens at their homes.

Women beneficiaries who had piloted drip irrigation in home gardens reported additional income from the sale of vegetables they grew, helping them pay for household expenditures. The evaluation team received and reviewed copies of the farmers' sales records, but it was difficult to ascertain the real level of income attributable to the initiative since records vary based on dedication, record-keeping and farmers' willingness to reveal their incomes.

According to the project team's analysis, which covers the 40 home-based gardens piloted by the project, it is estimated that farmers on average generate about NAD 7,000 per harvest (approximately \$580). The beneficiaries are unemployed people who did not have gardens before, so their income baseline can be considered as zero. They also reported improved food diversification at household level from the vegetables they grow, and they believed their families' nutritional status would improve. Sales of vegetables also allow them to buy bread every day. In addition the women have more free time since they no longer must travel far to buy vegetables or fetch water, thanks to the water tanks set up in their homesteads as part of the drip irrigation system. The home gardens observed by the evaluation team were established in November 2016, and all were in good condition. Owners reported two to three harvests since they began cultivating. Similarly, the school garden was in good condition.

In addition to introducing new thinking and methods, the country programme is seen as having contributed to **raising public awareness**, for example, on renewable energy. Implementing partners in the Ministry of Mines and Energy informed the evaluation team that before the GEF-funded projects, little was known about renewable energy. It was only with the country

programme projects on renewable energy and energy efficiency that people became aware of the technology and its advantages.

The effectiveness of the country programme is also demonstrated in the **scaling up of pilot interventions**. While most pilot initiatives are at early stages of implementation, the Government has funded the replication of some initiatives. For instance, following the successful automation of park revenue collection as a pilot in the Etosha and Bwabwata National Parks, the Ministry of Environment and Tourism is planning to automate revenue collection in four other national parks, according to Ministry staff. The pilot project was instrumental in determining the required resources in terms of equipment, staff, etc.

In other sectors too, the contribution of the country programme is equally appreciated by the Government. UNDP's support in the development of NDP5 was publicly acknowledged at the highest level of government. UNDP also provided technical support for the drafting of the Blue Print on Wealth Redistribution and Poverty Eradication. At the same time, there is recognition within both UNDP and the Government that UNDP can do more. The Government has made it clear that it is going to be intentional about eliminating poverty, but given the decline in external support to Namibia, UNDP faces a challenge in meeting government expectations for assistance. As a new ministry, the MPESW needs to strengthen its expertise on poverty eradication, and capacity-building is a priority. However, with limited funds, the country programme can only provide ad-hoc assistance. UNDP is required to provide higher level policy advice, but funding constraints require the country office to share an economic adviser post with Malawi, where the adviser is located. It has been difficult to balance the needs and priorities of each country.

The country office has successfully leveraged government funding through two recent cost-sharing agreements, on entrepreneurship development and procurement services for HIV/AIDS response. The office has also leveraged

some in-kind support from two donors to cover the salaries of one UNV post and one Junior Professional Officer. Nonetheless, the size and scope of the interventions related to democratic governance and gender equality and women's empowerment are small, and the country programme is essentially able to support only one or two small initiatives in each area. For example, UNDP plans to provide monitoring and evaluation (M&E) technical support to the ACC in 2017, and it has engaged similar technical support for Parliament to strengthen oversight and M&E capacities. But the extent to which institutional change can be sustained in Parliament is debatable. There may be scope to further streamline the country programme to maintain focus on issues and institutions that demonstrate greater potential for development results.

2.2.3 PROGRAMME DESIGN AND MANAGEMENT

Finding 2. Despite the demonstrated effectiveness of the country programme (as described above), the evaluation found several design and management-related issues that reduce effectiveness and efficiency. These include unrealistic targets, inadequate stakeholder engagement and limited use of strategic partnerships.

The relevance of the design and approach of the country programme is in line with the organizational thrust in middle-income countries, where UNDP's role is increasingly shifting to upstream policy dialogue engagement. This involves analysis, identification of gaps and options, and policy advice. This focus is well reflected in the design of the country programme across all of its components, and some of the main achievements, as noted earlier, have been related to policy development. Further, the office has demonstrated its credibility in this area with national stakeholders, drawing on global experience, expertise and leadership.

More than the other programmes, the environment programme complements this upstream focus with downstream presence, using downstream implementation to inform upstream work.

UNDP is aware of the need to identify and implement downstream initiatives in other programme components, especially in poverty eradication. The new entrepreneurship project, aiming to promote and develop micro, small and medium-size enterprises, is expected to generate lessons on the potential role of these enterprises in poverty reduction in Namibia.

Though many implementing partners in the Government are pleased with the impact of the interventions and express satisfaction with UNDP, they pointed to programme design issues that are constraining effectiveness. A common issue in many environment projects is unrealistic and ambitious target-setting. This led to dilution of effort and resources as implementing partners attempted to implement all components of the project to meet strict monitoring and evaluation requirements. For example, the SCORE project, which aims to strengthen capacities to adapt to climate change and vulnerability to drought and floods, was not able to attain much progress on some of the key objectives. This was true of the adaptive capacity-building initiatives envisaged in the project document, such as establishment of community self-help groups and farmer field schools; and establishment of links with micro-finance schemes, agricultural research institutions and civil society. Instead the project was too focused on achieving other objectives entailing ambitious quantitative targets.

Similarly, the concentrated solar power project planned to get a solar power plant up and running within the span of four to five years, but this had to be revised down mainly because it was not possible to complete the technical requirements within the stipulated timeframe. (The project was also delayed by over a year, starting implementation in 2014.) Many of the implementing partners

“When you have a development partner come to your country trying to assist, one should not complain too loud in flagging out the inconsistencies in programme design.”

—Government official

consulted by the evaluation team perceived that the dependence on international consultants with limited local knowledge contributed to this ambitious target-setting. Further, implementing partners across the board often felt obliged to endorse excessively ambitious or otherwise problematic project designs as they did not want to risk losing the funding opportunity.

A related concern raised by implementing partners is the inflexibility of GEF-funded projects to adapt to the evolving context. The construction of a livestock auction facility under the NAFOLA project exemplifies this point. The approved project document had called for construction of two abattoirs, not an auction facility. However, the implementing partner noted that the community was suffering from excessive livestock and overgrazing, leading to land degradation, and they preferred a facility that would help them sell excess livestock rather than the abattoirs. Subsequently the MAWF proceeded with the construction of the facility. It is not clear if UNDP approved its construction, but the evaluation team was informed that the matter was discussed in the project steering committee meeting. The mid-term review of the project, conducted in mid-2017, flagged this issue as deviation from the original plan. It also picked up issues with financial management (further discussed below).

Some implementing partners expressed concern that GEF-funded projects lacked a coherent, coordinated approach and were too scattered. They felt the problem was exacerbated by the absence of strong national institutions that could have coordinated more effectively with GEF and UNDP, though they were quick to add that the Ministry of Environment and Tourism is overcoming these challenges and is succeeding in building a sustainable house. Further, senior government officials emphasized the importance of ownership and capacity-building in the context of UNDP's management and administration of the GEF funds.

UNDP often sets up separate project management units that use UNDP systems, and it was pointed out that the use of such systems lim-

its national capacity building. However, the Namibia country programme operates under the national implementation modality, in which the government implementing partners are responsible for programme management and delivery. Where UNDP establishes project management units and uses UNDP systems, it is usually at the request of the government. In addition, project managers responsible for day-to-day implementation of interventions saw it as advantageous to have UNDP as the administrative agency, given that UNDP's financial and procurement systems operate faster than those of the Government.

National stakeholders also raised issues of inadequate stakeholder analysis and engagement during initial design stages, which now threaten achievement of results. The EMPRETEC initiative supporting entrepreneurship development represents such a case. This is a large project involving six ministries. The MITSMED, though not engaged from the start, was later asked to be the lead ministry for project implementation, taking over from the MPESW. The fact that relevant stakeholders were not engaged from the start in this government-funded project has had implications, the most significant being that the budget

"Inasmuch as the programme is for the country, let it progress despite lack of alignment."

—Government official

required and the actual budget available are not aligned. This is because some of the concerned ministries, including the MITSMED, did not set aside funds since they were not aware of the need to do so. According to the MITSMED, budget allocations can be adjusted in the next budget cycle. But for now, concerned ministries need to mobilize the budget to kickstart implementation or the project may need to be scaled down.

The evaluation team was informed of the refocusing of the country programme from three pillars to two after the midterm review (with the third pillar being mainstreamed), and the country office reported it in UNDP corporate plan-

ning documents. However, this change is not very evident in the programme design and implementation. As far as the evaluation team could tell, the country programme still consists of three pillars, and the re-analysis and identification of entry points required to ensure full integration of governance-related interventions in environmental and poverty reduction programmes is yet to be achieved.

Lastly, the evaluation found that the country programme did not fully explore the potential for establishing strategic partnerships with other development actors. The country office is beginning to seek collaboration with the private sector, as evidenced by the funding support it received from Yahoo Japan Corporation for setting up anti-poaching patrol camps under the PASS project. The strategic partnerships referred to in this context centre around exchange of expertise, data and knowledge, and they are distinct from funding or implementation partnerships. The country office should explore partnering with regional and international development institutions engaged in the same areas as UNDP. This is an imperative for UNDP country offices such as Namibia, given their declining resources, and it would entail technical leadership from UNDP corporate offices in the region and in New York.

Finding 3. The country office took steps to strengthen internal management practices and is striving to improve programme and operational efficiency, but it still has high programme management costs. This has implications for the office's financial sustainability.

UNDP Namibia spent much of 2016 in a restructuring process to align its programme with available resources, following an unsatisfactory audit conducted by the UNDP Office of Audit and Investigations in 2015. The audit noted that “internal controls, governance and risk management processes were either not established or

not functioning well. The issues were such that the achievement of the overall objectives of the audited entity could be seriously compromised.” This rating was mainly due to revenue shortfall, non-implementation of direct project costing policy, high programme management costs, lack of resource mobilization and weaknesses in learning and performance management, procurement and payments processing.²³

The country office programme management costs have been steadily rising since 2011, peaking at 30 percent in 2014. To reduce them, the audit recommended that the country office “perform a midterm review with the view to discontinue and/or not renew projects with no critical mass for the project portfolio and consolidating UNDP’s intervention around fewer thematic areas and projects; and consequently, realigning the office’s structure and capacity, with focus on the programme unit.” The country office responded by streamlining the substantive programme components under two pillars: environmental management and poverty eradication. The activities under the third pillar — support to democratic governance — were reported to be mainstreamed and the office subsequently recruited a gender and governance associate. But as noted above, the actual extent of mainstreaming — generally understood to refer to integration of governance interventions into the other programmes — remains limited.

Further, the office reduced the number of programme staff from seven to four. Subsequently, the office’s management efficiency ratio (programme expenditures over management expenditures) was reduced from 23 to 12 percent between 2016 and 2017. The evaluation team tried to but could not identify a desirable corporate threshold for management efficiency ratio, but it was informed that certain offices, such as smaller offices like Namibia and those that operate in expensive post-conflict environments, are expected to have a higher ratio. Nonethe-

23 The evaluation team reviewed the status of implementation of these recommendations. It found that the country office implemented all audit recommendations and that the audit office considered them implemented as of October 2017.

less, below 10 percent is desirable according to the Regional Bureau for Africa, which gauges country offices against a regional average. The regional average was 11 percent in 2016 and 9 percent in 2017.

The midterm review also reduced the number of planned output results from 22 to 12, though the number of projects increased from five to seven (because of improved resource mobilization in 2017). There are very few small projects and the

country programme has been undertaking mostly large, multi-year interventions.²⁴

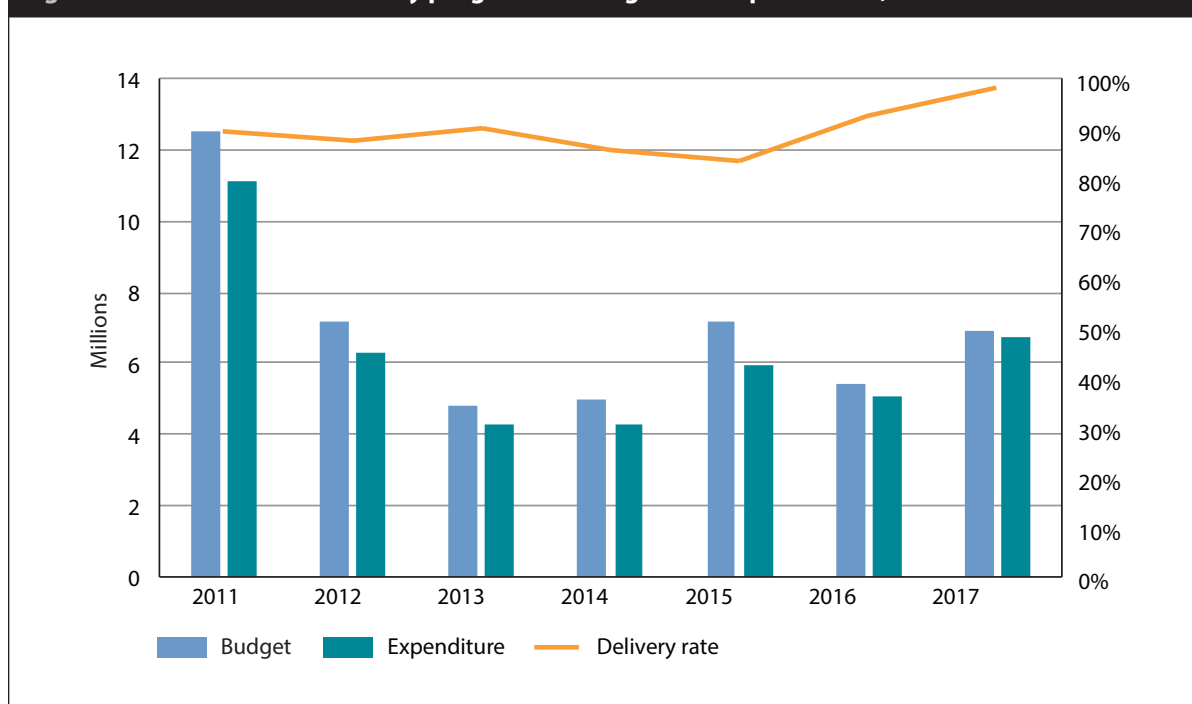
Regarding programme budget management, the anticipated total for the five-year period 2014–2018 was under \$13 million, but the office raised more funding, receiving about \$18 million by the end of the fourth year (Table 3). The annual proportion of UNDP core funding has ranged from 8 to 17 percent of the total budget in recent years.

Table 3. Country programme budget (US\$)

Programme component	Planned budget allocation (2014–2018)	Expenditure* (2014–2017)
Democratic governance	1,160,000	3,736,530
Poverty reduction	800,000	437,414
Environment and energy	10,800,000	13,700,559
Total	12,760,000	17,874,503

* Source: UNDP Corporate System, December 2018

Figure 2. Evolution of the country programme budget and expenditures, 2011–2017



Source: UNDP Corporate System, January 2017

24 UNDP often considers projects with a budget below \$100,000 as ‘small’ projects, though this is relative to the size of the country programme.

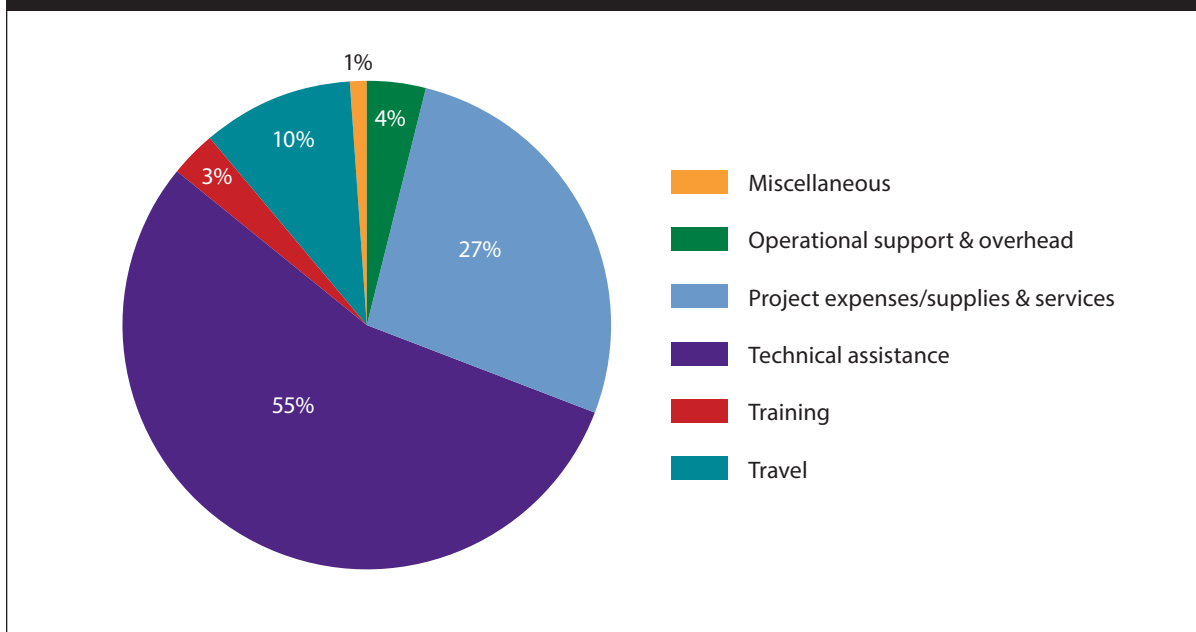
The office's budget implementation rate remained high in recent years, generally above 85 percent per annum. In 2017, the office utilized 98 percent of its allocated budget, surpassing the target set at the beginning of the year by 20 percent. There is not much variation within the programme components. Despite being heavily engaged in a major restructuring process for much of 2016, the office managed to maintain a high implementation rate, spending 93 percent of allocated budget (Figure 2).

According to an expenditure analysis of the sample projects, the largest proportion of spending was concentrated in activities in line with UNDP's advisory services and capacity building (Figure 3). The country office may wish to undertake more in-depth analysis of its expenditures, particularly examining the project expenses category (27 percent). This can shed light on the nature of the country programme (policy vs. project support).

On a less positive note, deviation from the approved work plan without documented prior approval and over-expenditures on itemized line budgets were brought to the attention of the evaluation team. As noted earlier, the NAFOLA project undertook the construction of a livestock auction facility that

was not in the approved project plan. The implementing partner informed the evaluation team that the request for construction of the facility was brought to the attention of UNDP and the matter was discussed in the project steering committee meeting, although the discussion was not recorded in the meeting minutes. There has since been a change of personnel at many levels in UNDP and it is difficult to get an accurate picture of the chain of events leading up to construction of the facility, but the incident points to lack of documentation and improper induction of project personnel. As it stands, the main outstanding issue is the rising cost of the construction, which had led the national implementing partner to halt the work. The initial bill of quantity was in the amount of NAD 6.3 million (approximately \$530,000), according to the midterm evaluation. However, it was revised upwards twice, and current expenditure incurred is over NAD 8 million (about \$670,000), and additional funding is still required to complete the facility. Over-expenditure by such high amounts reflects poor financial and programme management. The country office management has since addressed the matter and confirmed that the MAWF has agreed to cover the cost of completing the construction.

Figure 3. Breakdown of country programme expenditures (by account category), 2014–2017



2.2.4 SUSTAINABILITY, REPLICABILITY AND SCALE-UP PROSPECTS

Finding 4. While there are some good examples of sustainable interventions, such as the work in support of the Benguela Current Commission and the protected areas system strengthening, it is not clear how some of the downstream interventions will be sustained after projects are terminated.

The support to the BCLME and the protected areas system strengthening are good examples of sustainable interventions in which the results have either been achieved during the life of the projects or are continuing to be delivered after the projects have ended. Implementing partners also indicate that some of the initiatives are being replicated at government cost, for example, automation of park revenue management and the park fire management system.

One of the key factors behind these successes has been the robust project design, which aims to address the root or systemic causes of the problems, and a longer term, multi-pronged project implementation strategy. These projects incorporated both upstream and downstream interventions through institutional and policy interventions coupled with stakeholder participation, awareness generation, capacity-building and advocacy. In the case of the BCLME, initial support began with the acknowledgement of transboundary environmental issues and problems followed by establishment of the tripartite Benguela Current Commission for integrated ecosystem management (the first project, implemented from 2002 to 2008). This was followed by establishment of the regional Benguela Current Convention and treaty and development of scientific knowledge and a strategic action plan upon which to base long-term monitoring (the second BCLME project, 2009–2013). Lastly, the process was consolidated based on intersectoral cooperation and partnerships to deliver policy, institutional and management reforms necessary for sustainable development of the BCLME (BCLME III project).

With the structure of the Commission established, the convention signed by the three affected countries, and technical capacities strengthened, the Commission secretariat is no longer relying on external expertise to undertake technical work such as stock assessments, data management and analysis. As for the protected areas initiatives, initial support focused on establishing an institutional framework for sustainable protected areas management and the necessary policies and structures. This led to the restructuring of the relevant ministry and the creation of the directorate for the management of national parks (the SPAN project, 2002–2006). This was followed by landscape conservation initiatives and formalization of landscape conservation areas as protected areas in the legislation to address the issues of livelihoods, security and protection (the NAM-PLACE project, 2011–2016). The ongoing phase focuses on law enforcement, training, capacity building for wildlife protection and management (the PASS project, 2014–2017).

Achieving long-term outcomes such as these requires contributions from multiple actors. In both the BCLME and protected areas initiative UNDP efforts complemented ongoing interventions supported by the Government and other development partners. For example, the BCLME programme attracted support from multiple partners: the Icelandic International Development Agency supported a four-year (2009–2013) training and capacity-building programme; the Government of Norway supported the implementation of a five-year (2009–2014) science programme, which aimed to ensure ongoing accumulation of information and data for improved transboundary management; the European Union supported a four-year (2011–2015) research project aiming to modernize and improve the management of key marine fisheries; and the Food and Agriculture Organization of the United Nations is supporting the Benguela Current Commission's transboundary fisheries surveys and implementation of an ecosystem approach to fisheries in the region.

In the case of protected areas, the UNDP-supported interventions were complemented and

reinforced by (among others) the World Wildlife Fund initiative on protection of wildlife from poaching and improving management of wildlife-based tourism; the Millennium Challenge Account tourism project, aiming to improve management capacity of the Etosha National Park; and the KfW integrated park management initiative.

In contrast, sustainability of other interventions such as the SCORE project — primarily designed as a demonstration project for replication of successful cases towards the end of the project — remains in question. The programme design incorporates a number of desirable elements, such as sustainability for building adaptive capacity and resilience of the production system and livelihoods. Yet discussions with the implementing partner, project management teams and some beneficiaries indicated that the focus has been on demonstrating the role of conservation agriculture in addressing climate variability and climate change, with no comprehensive capacity-building strategy. The project has so far focused on awareness-raising, community engagement and solicitation of financial contributions, and teaching young children about conservation agriculture, crop water requirements and water management techniques, through school gardens, community-managed earthen dams and rainfed crop husbandry techniques.

These efforts have certainly produced some immediate results at the individual and community levels, but there is little progress on initiatives aimed at building adaptive capacities and resilience. The midterm review of the project found that its scope was overly ambitious, “seeking to address too many issues in too many areas with a very small budget”. The review recommended revision of the work plan to reprioritize the implementable interventions for the remaining project term. The stakeholders have agreed to implement this recommendation.²⁵

Similarly in the NAFOLA project, coordination of project implementation on the ground was a challenge. Discussion with the implementing partners and beneficiaries revealed, for example, that while some communities received ripping services in the 2016/2017 growing season, these were not provided before the rains due to coordination issues in the MAWF. In discussions with beneficiaries and project staff the evaluation team found that these challenges hampered efforts to convince farmers of the potential of conservation agriculture, thereby hindering its uptake in the pilot communities.

According to some stakeholders, another factor that continues to impact sustainability prospects is Namibia’s economic situation, which led to the re-prioritization of the Medium Term Expenditure Framework. This has affected the planned built-in elements for the sustainability aspects that were to be co-financed by the ministry (MAWF). This has had a negative impact on combining efforts by the project and the MAWF to enable the realization of the community-based adaptation.

“I will report it [broken part] to the project team or to the local councilor to see availability of support.”
— Home garden owners

Lastly, interviews with beneficiaries at the community level revealed they had received limited guidance on sustaining interventions. When asked, beneficiaries were not clear about how to sustain the initiative once project inputs end, especially with regard to management and maintenance of equipment. So, while the concept is good, replicability and sustainability remain an issue due to cost of the equipment (rippers, tractors, de-bushers, drip irrigation system) and limited knowledge transfer. Further, there was very little engagement with the local government to incorporate some of these successful models into local area development plans.

25 UNDP, ‘SCORE Project Midterm Review Report’, October 2017. See also management response to the midterm review recommendations: <https://erc.undp.org/evaluation/evaluations/detail/9045>.

2.2.5 GENDER EQUALITY AND WOMEN'S EMPOWERMENT

The country programme has a dual track approach in terms of gender equality and women's empowerment: (a) specific interventions in support of it; and (b) mainstreaming of it in all interventions.

With regard to the first stream, the country programme supported implementation of the gender-responsive budgeting guidelines developed by the MGECW in 2014. The guidelines are intended to assist public institutions analyse and adjust state budgets from a gender equality perspective. A directive has been issued by the Cabinet requiring all ministries to apply the gender-responsive budgeting guidelines. So far, the MGECW has implemented the gender-responsive budgeting analysis in seven ministries, including health, education and agriculture. The findings of this analysis led to the training of 32 staff (22 women and 10 men) to enhance gender-responsive budgeting skills in these ministries and to institutionalize gender-responsive budgeting.²⁶ The country programme plans to support the MGECW in completing the assessment in the remaining 22 ministries/agencies in 2017. Decentralizing the training to regional and local levels is also foreseen. The MGECW noted that it has its own funding this year (2017) and is expecting UNDP to recruit technical assistance on its behalf. The Ministry said that it is constrained by shortage of staff, as most of those who were trained to conduct the analysis are no longer with the Ministry.

In addition, UNDP together with UN-Women supported the MGECW in establishing a coordination mechanism for implementation of the national gender policy. The mechanism addresses the implementation, monitoring and evaluation of the gender policy and the accompanying gender plan of action as well as the plan of action on gender-based violence.

The groundwork for much of this work was laid in an earlier project under the previous country programme (2006–2013). Funded by the Millennium Development Goals Fund, the earlier project was implemented as a joint programme, involving several UN agencies and the Government. According to its terminal evaluation, the project was instrumental in advancing gender mainstreaming in the country and producing the national gender policy and other key instruments. It also contributed to increased awareness and capacity of relevant institutions responsible for protecting the rights of women and girls and led several tertiary institutions (such as the University of Namibia and the Namibian University of Science and Technology) to incorporate gender training in their syllabi.

Finding 5. The country programme laid a good foundation for mainstreaming gender at both the enabling environment and community levels, but taking this work to scale and ensuring sustainability is a challenge due to declining resources.

The UNDP Strategic Plan 2014–2017 calls for “faster progress in reducing gender inequality and promoting women's empowerment”. A review of the country programme shows that a moderate contribution to gender equality and women's empowerment was anticipated through specific interventions with the MGECW as well as through mainstreaming in all the projects.

To assess the level of gender mainstreaming in the ongoing interventions the evaluation used two UNDP tools: the gender marker and the gender results effectiveness scale (GRES). UNDP country offices are required to complete the gender marker tool, a corporate tool designed to sensitize programme managers in advancing gender equality and women's empowerment through the assignment of ratings to projects during project design to signify the level of expected contribu-

26 UNDP, 'Support to Gender Equality Project Progress', 2015.

Table 4. Programme budget allocation by gender marker rating

Gender marker rating	No. of projects	Percent of budget allocation (2014–2016)
GEN0	4	55%
GEN1	8	32%
GEN2	3	4%
GEN3	2	9%

tion to it.²⁷ The gender marker is also a tool for tracking relevant programme budget allocations.

The analysis of the gender marker data shows that the country programme planned to make a moderate contribution to gender equality and women’s empowerment (Table 4). Of the 17 projects²⁸ shortlisted for in-depth review, 8 projects, accounting for 32 percent of total expenditures of the country programme, had a score of GEN1 (limited contribution to gender equality). Three projects, accounting for 4 percent of total expenditures, had a score of GEN2 (significant contribution to gender equality). Two projects, accounting for 9 percent of expenditures, had a score of GEN3 (gender equality was a principal objective). Four projects had a score of GEN0 (not expected to contribute to gender equality).

It should be noted that the gender marker provides only an indication of planned expenditures; there is no way to track actual expenditures on gender equality and women’s empowerment as the tool does not have a monitoring mechanism. Another limitation is the subjectivity of the ratings; programme managers conduct self-ratings of projects under their responsibility, and there is no requirement to provide evidence to support their assessments.

To examine the extent to which country programme results have contributed to gender equality and women’s empowerment, the evaluation applied the GRES. This framework was developed as part of the corporate evaluation on UNDP’s contribution to gender equality and women’s empowerment (August 2015) and classifies gender results into five categories: gender negative, gender blind, gender targeted, gender responsive and gender transformative.²⁹ The country programme evaluation applies the GRES framework at the project level.

According to the GRES analysis, successive UNDP country programmes have significantly contributed to advancing gender equality and women’s empowerment in Namibia, producing important results that addressed the differential needs of men and women and equitable distribution of resources, benefits and rights. At the enabling environment level, the previous country programme (2006–2013) laid the foundation, and the current programme has continued to build on it. A joint programme (funded by the Millennium Development Goals Fund) from the previous programme and the current ‘Support to Gender Equality’ project have supported gender-responsive policies and institutional capacity-building that have raised gender issues on the

27 The ratings are: GEN3 = outputs that have gender equality as the main objective; GEN2 = outputs that have gender equality as a significant objective; GEN1 = outputs that will contribute in some way to gender equality, but not significantly; GEN0 = outputs that are not expected to contribute noticeably to gender equality.

28 Some of these projects are from the previous country programme and their budgets were not included in the expenditure analysis.

29 Gender negative = result led to a negative outcome that reinforced/aggravated gender inequalities/norms; gender blind = result had no attention to gender; gender targeted = result focused on equity (50:50) of women and men in targeting; gender responsive = result addressed differential needs of men and women and equitable distribution of benefits, resources, status, rights, etc.; gender transformative = result contributed to changes in norms, cultural values, power structures and the roots of gender inequalities and discrimination.

national agenda, including the unequal representation of women in decision-making, the high prevalence of gender-based violence and women's higher unemployment rates (see also section 2.2.5).

The evaluation rated these two projects as gender responsive, noting that their advocacy led to development of key policies and strategies (e.g. Poverty Blue Print and NDP5) and to the explicit recognition of women as a marginalized group requiring targeted action. Further, the gender-responsive budgeting initiative implemented under the project strives to ensure that public agencies allocate the funds needed to implement these targeted actions. It should be noted that assessing the extent to which these policies and strategies lead to transformative results — i.e. changes in norms, cultural values, power structures and roots of gender inequalities and discrimination — will require a longer time-frame and a robust M&E plan.

Another project the evaluation rated as gender responsive is the SCORE project, which aims to strengthen capacities to adapt to climate change and reduce vulnerability to drought and floods. The country office self-assessed this project as GEN3 on the gender marker tool (i.e. having gender equality as a primary objective) because 80 percent of its 4,000 beneficiary households were to be women and children. In reality, the coverage of women has been good but lower than anticipated. The proportion of women beneficiaries in the activities ranged from 49 percent (drip irrigation) to about 63 percent (community wells).³⁰ According to the project management team one of the challenges faced in gaining the participation of women was that some villages had fewer female-headed households than anticipated by the project. The evaluation rated this project as gender responsive on the GRES scale, given that it addressed equal distribution of resources, benefits and rights. The initiative is making positive contributions to women's empowerment, particularly through knowledge and skills transfer on

new farming methods and ultimately through earnings (ranging from \$170 to \$580 per harvest) from the sale of vegetables from the home gardens set up by the project.

On the other hand, a project that aims to increase the number of women beneficiaries in interventions can also lead to negative unintended outcomes. In one such case, the selection criteria — female-headed households — for beneficiaries caused tension and competition in some communities given that project support was provided for free. In response the project management team provided information to communities on the rationale behind the selection criteria, and undertook household visits to verify that beneficiary households (identified by local leaders, regional councillors and/or Ministry of Agriculture officials) met the selection criteria.

The remaining projects in the environment and energy programme paid limited attention to gender equality and women's empowerment. Their focus was on development of policies, strategies, guidelines, etc., and the country office rated them as GEN1, marginal contribution.

In the poverty eradication programme, the evaluation rated the country programme results as gender targeted (results focused on equity of men and women in targeting, i.e. 50:50). Currently there is one active project in this sector, which the country office self-assessed as GEN2 on the gender marker (i.e. gender equality as a significant objective). The 'Support to Poverty Reduction' project is implemented by UNDP and has been supporting institutional capacity-building of the newly established MPESW as well as policy-oriented research and analysis support. In this work, the country programme advocated for the inclusion of gender-disaggregated data in the analytical work undertaken by the MPESW, such as the poverty mapping report and Namibia Index of Multiple Deprivations.

30 UNDP, 'SCORE Project Midterm Review', October 2017.

The new EMPRETEC project on entrepreneurship development, not yet started, is expected to be gender responsive, as it has a target of creating 4,760 jobs, of which 70 percent are to be for youth and women.

Despite these notable achievements, sustaining and scaling up these gender results remains an issue, given that the size of the gender equality and women's empowerment portfolio is decreasing due to resource constraints.

Finding 6. The internal UNDP workplace business environment for gender mainstreaming is still developing.

The evaluation found that more needs to be done in terms of the environment in the country office and the extent to which it promotes or hinders gender equality and mainstreaming. The office has not yet developed a gender strategy. The UNDP corporate gender equality strategy (covering 2014–2017) gives country offices the flexibility to design their own gender equality action plans, unlike the previous strategy (2010–2013). The office has also not yet applied for the corporate gender equality seal, which is awarded to country offices meeting specific standards on gender equality. It is not mandatory, but the office plans to apply for the seal soon and is also trying to show the Government its benefit for replication.

The office does not have a dedicated gender specialist but has had a gender focal point since early 2017, who also serves as the focal person for governance-related interventions. In addition, there is a gender theme group involving all the UN agencies in Namibia, led by UNFPA, which meets monthly. UNDP is responsible for reporting on the poverty cluster within the theme group.

Regarding gender parity of the workforce, females significantly outnumber males on the office staff (with 14 women and 6 men), and the senior management positions are held by women. According to the country office, the staff had not yet received any gender training but had

taken UNDP mandatory training courses, which include components on gender equality.

Since 2016 the country office has been implementing the new corporate social and environmental safeguards guidelines. These are designed to ensure (among other things) gender perspectives and stakeholder participation are taken into consideration during project design. Unlike with the gender marker tool, evidence must be provided to support self-assessments.

2.2.6 OTHER FINDINGS

UNDP support to the United Nations country team

Finding 7. The support UNDP provides as funder and manager of the UN Resident Coordinator system is appreciated by UN agencies in Namibia, but as in other areas, resource constraints have affected UNDP's convening role.

There are 13 resident UN agencies in Namibia. The Resident Coordinator system aims to bring them together to improve the efficiency and effectiveness of operational activities. Hosted in the UN House and led by the UN Resident Coordinator and Resident Representative, the UN country team (UNCT) in Namibia has been a 'self-starter' in the UN's Delivering as One approach since 2010. As part of this approach, the UNCT piloted a common operational framework, the Business Operations Strategy, in 2014. This strategy enables UN agencies to harmonize their processes and reduce inefficiencies. However, it is too early to demonstrate results in Namibia as the strategy was not fully operationalized at the time of the evaluation, and more work needs to be done, including on the Harmonized Approach to Cash Transfers. The UNCT has also instituted a joint communications strategy in line with Delivering as One.

The UNCT is guided in its programmatic work by the five-year partnership framework set forth in the United Nations Partnership Framework (UNPAF 2014–2018) with the Government. The UNPAF has four pillars: (1) institutional environ-

ment, led by UNESCO; (2) education and skills, led by UNICEF; (3) health, led by WHO; and (4) poverty reduction, led by UNDP. The Government is co-convenor of the pillars. As mandated, UNDP supports the Resident Coordinator's office in bringing together the agencies for implementation of the UNPAF under various technical and coordination working groups. UNDP is a member of most of these groups, including the Programme Development Team, Gender Theme Group, M&E Group and Emergency Humanitarian Focal Points. The 2017 midterm review found that the coordination forums have not met as frequently as expected.³¹ This view was supported by UN agency staff consulted by the evaluation team.

There is only one joint programme among the UN agencies, on HIV/AIDS. While the UNCT would like to initiate more joint programming, the Resident Coordinator's Office is already stretched thin in providing coordination support to the whole UNCT.

Discussions with UN agencies highlighted that Agenda 2030 provides a good opportunity for the UNCT to reposition the United Nations in Namibia, given its neutrality, its accountable and transparent systems, and its established trust with government.

From the perspective of the Government, the spirit of Delivering as One remains on paper, despite the Government's strong push in constructing a building to house all UN agencies. The strategic intent of the UNPAF, to reduce the burden for the Government, is yet to materialize, and each agency prepares its own workplan and signs bilaterally with the Government. UN agencies are also seen as competing among themselves for limited resources. In addition there is pressure from the headquarters of individual UN agencies to push ahead on specific agency mandates.

Collaboration of UNDP with UNV and UNCDF. Since 2015, independent country programme evaluations have been assessing UNDP collaboration with UNV and UNCDF. There is a UNV office in Namibia, co-located with UNDP, but it is not implementing any projects or programmes; rather it is supporting UN agencies and government ministries in deploying UNV staff, and the office will close in June 2018. As of June 2017, there were 11 national and international UNVs deployed in Namibia. UNCDF does not have in-country presence in Namibia.

Given these realities, the collaboration between UNV, UNCDF and UNDP is not analysed further.

31 UN and Government of the Republic of Namibia, 'Namibia UN Partnership Framework 2014-2018 Mid-Term Review', 2017.

Chapter 3

CONCLUSIONS, RECOMMENDATIONS AND MANAGEMENT RESPONSE

The conclusions and recommendations are based on the findings presented in chapter 2. They are not meant to be prescriptive but are expected to contribute to discussions on better positioning of UNDP in the next programme cycle. They are at the strategic level, highlighting only the most critical issues. The evaluation team recognizes that the country office is aware of the issues raised herein.

3.1 CONCLUSIONS

Conclusion 1. The interventions being implemented under the country programme reflect the critical national development issues, such as adaptation to climate change, sustainable land management, biodiversity conservation, anti-corruption, gender equality and entrepreneurship development. While the country programme has generally been effective and has achieved many of the planned results, it can benefit from a more systematic approach to balancing its contribution between strategic planning and capacity-building for improved institutional performance, the latter being the overarching goal of the programme.

The country programme has been contributing to national development efforts through policy support, strategic planning and community response. In policy development, support has been acknowledged and appreciated especially with regards to national strategic planning such as in NDP5 as well as in sector planning, such as in protected areas and climate change. Piloted community-level interventions with demonstrated viability include conservation agriculture (drip irrigation) and sustainable land management (gazettement of forests, de-bushing and animal feed production). These interventions have demonstrated income-generating potential

and the ability to contribute to poverty reduction, resilience and empowerment of women.

How to unfold this potential and take these initiatives to scale remains unfinished business for the country programme — primarily because, while piloting was a central strategy of the country programme, it did not always put in place criteria for proving pilot initiatives, which is essential for discussions with the Government on scale-up. Pilots that were successfully scaled up or being considered by the Government have demonstrated their value through monitoring and analysis of their results.

While the implementation of interventions entailed capacity-building at various levels, the evaluation found that the country programme's contribution to institutional capacity-building could be further enhanced through a more long-term and comprehensive strategy, such as seen under the work with the Benguela Current Commission and protected areas management. These initiatives have proved to be sustainable and are integrated into government plans. The key factor for the success of these interventions has been a longer term and phased approach, with each phase building on previous phases. Country programme stakeholders can learn from these experiences to scale up and sustain interventions.

Conclusion 2. The largest share of the country programme portfolio has addressed environment and energy interventions funded by the GEF. Going forward, the main challenge for the country programme will be its relevance outside of the GEF-funded projects.

Namibia is one of the world's most unequal countries, and its economic outlook has declined in recent years. Due to its small size and some

of the successes it has achieved — a stable political environment, media freedom and equal representation of women and men in Parliament — donor funding and technical assistance have declined. There is concern that development partners may withdraw prematurely, leading to loss of some of the past gains. UNDP Namibia has been affected by this changing resource mobilization environment, and there is very little funding available for programming outside of the GEF-funded environment interventions. This has implications for the relevance and sustainability of the country programme.

Current UNDP management is doing its best to respond to the Government's strategic requests for support; the office is constantly scanning the national development environment and knows what is required. But it is constrained by growing resource limitations, both financial and technical. At the same time the Government expects UNDP to play a greater role, particularly in the priority area of poverty eradication, which also remains a key UNDP mandate in the Sustainable Development Goals. Moving forward, UNDP needs to think of innovative solutions that can bridge government expectations with UNDP's capacities in terms of what it can offer through policy and technical advisory support.

Conclusion 3. In trying to be responsive to government requests, UNDP runs the risk of being spread too thinly, resulting in limited impact.

Through the country programme UNDP has been providing small-scale support to the Government of Namibia on various fronts, including education, HIV/AIDS, anti-corruption, human rights, elections and strategic planning in Parliament. These efforts, while important, disperse the focus of the support and subsequently its impact. For example, the support to Parliament in streamlining its procedures, planning and reporting, though useful, may not be the best value for money for UNDP given that Parliament is a well-established institution. On the other hand, UNDP support for anti-corruption, which remains a priority issue in the country, has been

diminishing due to resource constraints. This raises questions as to where UNDP should focus its limited support in order to achieve the best value for money.

Conclusion 4. UNDP could have better used its comparative advantages as demonstrated in its convening power, neutrality and position of trust with the Government as well as its international network to establish strategic partnerships to achieve some of the results of the country programme.

The country programme is starting to leverage non-traditional partnerships with the private sector and the Government to deliver its results. Such partnerships have been aimed at generating funding or in-kind support, and the country office has not yet started to explore partnerships focused on knowledge exchange, which are critical in an environment of limited resources. There are many regional and international development frameworks and partnerships that Namibia can benefit from, such as the African Union Agenda 2063 and the SADC Regional Integrated Strategic Plan, which are supported by international research, academic and development institutions, civil society and private sector groups. Not tapping into such resources is a missed opportunity for UNDP to complement the country office's socioeconomic and policy analysis through joint initiatives.

3.2 RECOMMENDATIONS

Recommendation 1. The next country programme should build on the efforts of the current programme and continue support for institutional capacity development, particularly in the priority area of poverty eradication. Pilot initiatives need to be proven and costed to facilitate scale-up. The country programme should also ensure in-depth causality analysis to enhance the effectiveness and sustainability of interventions.

The findings of the evaluation suggest that interventions seen as more successful benefited from well-designed strategies that address the systemic

or root causes of problems. They also applied a longer-term, multi-pronged implementation strategy and were complemented by the interventions of government and development partners. This suggests that UNDP should ensure adequate time is invested in causality and stakeholder analysis and engagement. This was not required when the country programme was developed. However, it is now mandatory for all new country programmes to undertake and present a causality and theory of change analysis.

Furthermore, consistent with the position of the United Nations in middle-income countries, the country programme should continue to pursue piloting and demonstration of model initiatives that, if proven successful, are presented to the Government for replication and scale-up. However, the next country programme should be more intentional about pilots by articulating plans for documenting evidence from them. Specifically, the country office and UNDP more broadly should establish guidelines for pilots that include criteria for proving.

In addition, the country programme should channel limited funding for gender equality and democratic governance interventions on areas that show greater potential to achieve results.

Recommendation 2. UNDP global human resource strategies need to be made more responsive and aligned to the country-office demands of a middle-income country.

The primary role of UNDP, as defined in the Strategic Plan 2018–2021, is to support countries to achieve Agenda 2030. UNDP recognizes that many middle-income countries face challenges in implementing the agenda and require multisectoral action that combines high-level technical advice and capacity-building. Given declining resources, UNDP is required to ‘do more with less’ in resource-constrained settings such as Namibia. The organization is responding and has introduced human resource strategies to maximize limited resources, such as sharing of expertise among countries at the regional level.

However, as seen with the economic analyst post shared between the Namibia and Malawi country offices, such an arrangement has limitations. These include the competing priorities of different offices and the limited time that can be allocated to each country. There are indications that other countries have faced similar challenges. UNDP should review these strategies, building on lessons learned and introducing further innovations in human resource policies, such as re-profiling staffing competencies and creating a cadre of staff who can combine multiple functions such as management and substantive technical support. This strategy can help small offices like Namibia to become more effective and efficient by filling two posts (which do not necessarily have the same priority level) through one expenditure/post.

The country office succeeded recently in leveraging government funding through cost-sharing agreements. To do more of this, the office needs catalytic funds to kickstart interventions and leverage more funding. In the context of the new Strategic Plan’s Country Investment Facility, UNDP should prioritize more flexible funding to countries such as Namibia. As a small middle-income country with a positive enabling environment and early socioeconomic successes, Namibia presents the potential to be an incubator for UNDP and UN reform and effectiveness.

Such changes will require greater support and direction from the UNDP corporate level.

Recommendation 3. Considering that resources are declining, UNDP should explore strategic partnerships with relevant stakeholders to optimize resources, harmonize efforts and maximize results.

Partnerships are central to UNDP’s strategies at the country level, and the Strategic Plan recognizes collaboration among development actors as being vital in addressing complex development challenges, especially in the context of limited resources. In today’s knowledge economy, UNDP should use its comparative advantages as demon-

strated by its convening power, neutrality and trusted relationship with government to broker and facilitate strategic partnerships with organizations that have similar mandates in the country and region. One of the country programme priorities constrained by limited resources is provision of high-level economic analysis to the Government. The office should undertake a mapping of

academic institutions, private sector organizations and civil society groups in the country and region that have a similar mandate and explore strategic partnerships with them to optimize resources and harmonize efforts to maximize results. Different from financing or implementation partnerships, such partnerships are based on sharing of expertise and knowledge.

3.3 MANAGEMENT RESPONSE

Evaluation recommendation 1: The next country programme should build on the efforts of the current programme and continue support for institutional capacity development, particularly in the priority area of poverty eradication. Pilot initiatives need to be proven and costed to facilitate scale-up. The country programme should also ensure in-depth causality analysis to enhance the effectiveness and sustainability of interventions.

The findings of the evaluation suggest that interventions seen as more successful benefited from well-designed strategies that address the systemic or root causes of problems. They also applied a longer-term, multi-pronged implementation strategy and were complemented by the interventions of government and development partners. This suggests that UNDP should ensure adequate time is invested in causality and stakeholder analysis and engagement. This was not required when the country programme was developed. However, it is now mandatory for all new country programmes to undertake and present a causality and theory of change analysis.

Furthermore, consistent with the position of the United Nations in middle-income countries, the country programme should continue to pursue piloting and demonstration of model initiatives that, if proven successful, are presented to the Government for replication and scale-up. However, the next country programme should be more intentional about pilots by articulating plans for documenting evidence from them. Specifically, the country office and UNDP more broadly should establish guidelines for pilots that include criteria for proving.

In addition, the country programme should channel limited funding for gender equality and democratic governance interventions on areas that show greater potential to achieve results.

Management response: The importance of in-depth causality and stakeholder analysis and engagement is well recognized. UNDP's new country programme in Namibia for the period of 2019-2023 has been developed through causality analyses with stakeholders, such as the theory of change workshop held in September 2017. New challenges and opportunities will be identified and discussed throughout the implementation stage of the new country programme and especially at the mid-term review. UNDP will ensure core funding for the new country programme will focus on gender equality and governance-related interventions.

Key action(s)	Time frame	Responsible unit(s)	Tracking*	
			Status	Comments
1.1 Conduct causality and stakeholder analysis and engagement such as the theory of change workshop with stakeholders	September 2017	Country office	Completed	
1.2 Conduct Mid-Term Review of the Country Programme Document (CPD) 2019-2023	August 2021	Programme Management Team of the country office		
1.3 Ensure core funding for the new country programme will focus on gender equality and governance-related interventions	March 2018	Programme Management Team of the country office	Completed	
1.4 Operationalize the UNDP partnership with academia, think tanks and research institutions, in line with Key Action 3.2 in this Management Response. Particularly, for developing the guidelines for pilot initiative that include criteria for proving.	December 2019	Programme Management Team of the country office	Ongoing	

(continued)

Evaluation recommendation 2: UNDP global human resource strategies need to be made more responsive and aligned to the country-office demands of a middle-income country.

The primary role of UNDP, as defined in the Strategic Plan 2018–2021, is to support countries to achieve Agenda 2030. UNDP recognizes that many middle-income countries face challenges in implementing the agenda and require multisectoral action that combines high-level technical advice and capacity-building. Given declining resources, UNDP is required to ‘do more with less’ in resource-constrained settings such as Namibia. The Organization is responding and has introduced human resource strategies to maximize limited resources, such as sharing of expertise among countries at the regional level.

However, as seen with the economic analyst post shared between the Namibia and Malawi country offices, such an arrangement has limitations. These include the competing priorities of different offices and the limited time that can be allocated to each country. There are indications that other countries have faced similar challenges. The Organization should review these strategies, building on lessons learned and introducing further innovations in human resource policies, such as re-profiling staffing competencies and creating a cadre of staff who can combine multiple functions such as management and substantive technical support. This strategy can help small offices like Namibia to become more effective and efficient by filling two posts (which do not necessarily have the same priority level) through one expenditure/post.

The country office succeeded recently in leveraging government funding through cost-sharing agreements. To do more of this, the office needs catalytic funds to kickstart interventions and leverage more funding. In the context of the new Strategic Plan’s Country Investment Facility, UNDP should prioritize more flexible funding to countries such as Namibia. As a small middle-income country with a positive enabling environment and early socioeconomic successes, Namibia presents the potential to be an incubator for UNDP and UN reform and effectiveness.

Such changes will require greater support and direction from the UNDP corporate level.

Management response: The country office agrees that, in middle-income (MIC) countries like Namibia, UNDP needs to take multi-sectoral actions combining high level technical advice and capacity building. To conduct such actions, the country office recognizes the critical role that economists can play in the MIC environment. Moreover, the country office will seek greater support from UNDP corporate level on re-profiling skill sets and receiving more flexible funding flows.

Key action(s)	Time frame	Responsible unit(s)	Tracking*	
			Status	Comments
2.1 Ensure high level technical advice and capacity building are incorporated in the new country programme	September 2018	Programme Management Team of the country office		
2.2 Appeal to the UNDP corporate level to seek support on having skillsets of economic analysis in the country office	January 2019	Senior Management Team of the country office		
2.3 Review the organogram and strengthen the capacity of the country office in view of implementing the new country programme	January 2020	Senior Management Team of the country office		
2.4 Advocate the UNDP corporate level to increase flexible funding flows to countries such as Namibia	January 2020	Senior Management Team of the country office		

(continued)

Evaluation recommendation 3: Considering that resources are declining, UNDP should explore strategic partnerships with relevant stakeholders to optimize resources, harmonize efforts and maximize results.

Partnerships are central to UNDP’s strategies at the country level, and the Strategic Plan recognizes collaboration among development actors as being vital in addressing complex development challenges, especially in the context of limited resources. In today’s knowledge economy, UNDP should use its comparative advantages as demonstrated by its convening power, neutrality and trusted relationship with government to broker and facilitate strategic partnerships with organizations that have similar mandates in the country and region. One of the country programme priorities constrained by limited resources is provision of high-level economic analysis to the Government. The office should undertake a mapping of academic institutions, private sector organizations and civil society groups in the country and region that have a similar mandate and explore strategic partnerships with them to optimize resources and harmonize efforts to maximize results. Different from financing or implementation partnerships, such partnerships are based on sharing of expertise and knowledge.

Management Response: In the new country programme, UNDP will position itself as the broker/facilitator of strategic partnership by utilizing its convening power. Building upon the trusted relationship with the government, the country office will further enhance strategic partnerships with academic institutions, private sector organizations and civil society groups to share expertise, data and knowledge.

Key action(s)	Time frame	Responsible unit(s)	Tracking*	
			Status	Comments
3.1 Continue to position UNDP as the broker/facilitator of strategic partnership in the new country programme	January 2020	Programme Management Team of the country office		
3.2 Enhance strategic partnerships with academic institutions, private sector organizations, civil society groups and development partners to share expertise, data and knowledge	January 2020	Programme Management Team of the country office		

* The implementation status is tracked in the UNDP Evaluation Resource Center.

ANNEXES (available online)

Annexes to the report (listed below) are available on the website of the Independent Evaluation Office at: <https://erc.undp.org/evaluation/documents/download/11586>

Annex 1. Terms of Reference

Annex 2. List of Country Programme Projects

Annex 3. Country Programme Results Framework and Status of Outcome Indicators

Annex 4. Persons Met

Annex 5. Documents Consulted



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