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Contents

	<i>Paragraphs</i>	<i>Page</i>
I. Situation analysis	1-6	2
II. Past cooperation and lessons learned	7-13	2
III. Proposed programme	14-25	3
IV. Programme management, monitoring and evaluation	26-30	5
Annex		
Results and resources framework for Namibia (2006-2010)		6

I. Situation analysis

1. Namibia is classified as a lower middle-income country with an average per capita income of around \$1,800 per annum. However, the country which ranks 126th of 177 countries on the [Human Development Index](#), has not yet broken free of the social and economic inequalities inherited from the apartheid system of colonial South Africa, and inequality in the distribution of income and assets is among the highest in the world.

2. The Government bases its economic and social policies on the long-term national Vision, according to which Namibia aspires to become an industrialized and developed nation by 2030. Since Independence in 1990, a series of [National Development Plans](#) have sought to: revive and sustain economic growth; reduce inequality; create employment; eradicate poverty; promote gender equality and equity; reduce regional inequalities; ensure environmental sustainability; and combat HIV/AIDS. Despite this, however, economic growth remains slow because [macro-economic policies](#) are cautious in the light of Namibia's vulnerability to factors such as exchange rate volatility, adverse weather patterns, expected reductions in customs revenues and increasing levels of public debt.

3. According to the [national Millennium Development Goals \(MDG\) report](#) Namibia has made great progress in the provision of health, education and other critical services. However, the country still faces a 'triple threat' – the devastating *HIV/AIDS pandemic* with its many ramifications, which is the greatest development challenge facing the country; the high levels of *food insecurity and income poverty* at the household level; and the *weakening capacities for governance* and delivery of social services.

4. *HIV/AIDS pandemic*: Between 1992 and 2002 the HIV infection rate among pregnant women attending ante-natal clinics jumped from 4% to 22%, while [2004 results](#) show a prevalence rate of 20%. According to the 2001 [Census](#), average life expectancy between 1991 and 2001 has fallen from 59 to 48 years for men, and from 63 to 50 years for women. It is estimated that there are around 100,000 orphans in Namibia. The immediate causes of high HIV prevalence are poverty and unemployment, high rates of unprotected sex with an infected person and mother-to-child transmission of HIV. The pandemic is compounded by violence against women and young girls, alcohol abuse and high mobility, especially of males in search of

employment. Stigma against people living with HIV/AIDS is prevalent.

5. *Food insecurity and income poverty*: Agricultural productivity in Namibia is generally low, due to the country's arid climate, as well as poor and easily degradable soils. Periodic natural disasters further exacerbate difficult environmental conditions, and cause disruptions to food production. Food insecurity is compounded by high levels of income poverty, as an estimated 38% of the population lives below the national poverty line¹. Income poverty is driven by high unemployment, insufficient economic growth and high levels of income inequality. The HIV/AIDS pandemic contributes to income poverty by reducing the productivity of individuals due to illness and by forcing households to draw on savings to cover medical and other expenses.

6. *Weakening governance capacity*: The capacities of individuals, households, communities, businesses, organizations and the government, to deliver essential services in health care, education and basic amenities, are being weakened because of the increased morbidity and mortality due to the HIV/AIDS pandemic. This erosion in capacities across society weakens human, financial and institutional safety nets and leaves the country less able to respond to natural disasters and to manage the development process.

II. Past cooperation and lessons learned

7. The second Country Cooperation Framework (CCF) (2002-2005) focused on three areas of intervention: (1) poverty reduction; (2) HIV/AIDS prevention and mitigation; and (3) support for sustainable development through environmental initiatives.

8. The *poverty reduction* programme supported the [National Planning Commission Secretariat](#) (NPCS) in the coordination and implementation of the Second [National Development Plan](#) (NDPII) and the National Poverty Reduction Action Plan (NPRAP), through capacity building for poverty analysis and pro-poor policy formulation, and support to the establishment of the Poverty Reduction and Equity Sub-division. Key outputs

¹ Source: National Household Income and Expenditure Survey 1993/94 NPC: A household lives in relative poverty when it devotes more than 60 per cent of total incomes to food expenses. A nationally agreed poverty line is expected in 2005.

included: convening of [Donor Round Table Conference](#) on NDP II; the MDG Report for Namibia; a poverty monitoring strategy; three Regional Poverty Profiles based on Participatory Poverty Assessments (PPAs); training of government officials in pro-poor policy formulation; and gender and HIV/AIDS mainstreaming in the NPRAP. Additional support was given to the implementation of the land tax initiative, as part of the national land reform programme. The United Nations Volunteers (UNV) programme provided both national and international Volunteers to build capacities and fill gaps in critical sectors.

9. Among the lessons learned are: the need to strengthen national capacities for development planning and coordination; the need to link Vision 2030 and NDP activities to monitoring frameworks such as the National Strategic Plan for the [Central Bureau of Statistics](#), the poverty monitoring strategy, and the Performance Effectiveness Management Programme (PEMP). The poverty monitoring system was seen to need strengthening in order to monitor programme impact and to measure progress towards poverty reduction.

10. Under the *HIV/AIDS* Programme, designated units were established in both NPCCs and at the United Nations Development Programme (UNDP). Government officials at national and regional levels were trained on budgeting for HIV/AIDS, and national and regional staff were trained on [HIV/AIDS modelling and projections](#) to assess the socio-economic impacts of the pandemic. In collaboration with the [Alliance of Mayors and Municipal Leaders on HIV/AIDS in Africa](#) (AMICAALL), a tool kit was developed to help assess the impact of the HIV/AIDS pandemic on regional and local government capacity to deal with it. Under the programme support was also given for the [establishment of the Namibia Business Coalition on HIV/AIDS](#) (NABCOA) to mobilize the private sector in the national response. To scale up the national response it will be essential to improve upon national capacities to deliver critical development and humanitarian programmes within the context of the [Southern Africa Capacity Initiative](#) (SACI).

11. The *sustainable development* programme: established three operational activity centres for transboundary marine resources management, in Angola, Namibia and South Africa; formulated the national biomass management strategy and tool, targeting rural and urban households as well as Small and Medium Enterprises; conducted a national capacity self-assessment for environmental management; and in cooperation with the German

Technical Cooperation Agency (GTZ) facilitated the mainstreaming of environment and sustainable development concerns into the NPRAP. It also facilitated the establishment of the national public-private partnership guidelines. UNDP was honoured with two achievement awards by the [Namibia Nature Foundation](#) for environmental management in Namibia.

12. Future programmes should focus on the implementation of prioritized capacity building initiatives; support community level initiatives to draw attention to the poverty-environment nexus, and link PPA research with action planning, budgeting and implementation at the community level. Fostering partnerships with the private sector will play a vital role in achieving national development goals.

13. National execution remains the preferred mode to strengthen national capacity and ownership. This worked when conditions were right, e.g. when there were enough counterparts committed to the programmes, which created an enabling environment for the programmes to flourish. On the other hand, limited staff, both on the Government of Namibia (GRN) and UNDP sides led to delays in the implementation of some activities.

III. Proposed programme

14. The country programme document of GRN and UNDP identifies key challenges in meeting [Vision](#) 2030 and the Millennium Development Goals, and sets out the key priorities for the [United Nations](#) system and its partners.

15. The proposed programme is based on the UNDP Multi-Year Funding Framework (MYFF) 2004-2007, while the outcomes are linked to the priorities of the United Nations Development Assistance Framework (UNDAF) 2006-2010 for Namibia, and directly address the triple threat. This country programme responds to the objectives set in Namibia's major policies and strategic development frameworks.

16. Improving capacities at the national, regional and local level for achieving the MDGs and Vision 2030 is *the heart and core* of the programme. The proposed programme has three components: A. Responding to HIV/AIDS; B. Reducing human poverty and C. Energy and environment for sustainable development.

A. Responding to HIV/AIDS

17. This programme component aims to develop human and institutional leadership capacities at all levels of society to generate breakthrough responses to reverse the course of the pandemic. This capacity development will be achieved by supporting implementation of the Medium Term Plan III (MTP III), and strengthening the capacity for decentralized response at regional and national levels. The new programme will replicate and expand the distribution of the HIV/AIDS tool kits developed during the previous cycle, and support the development of relevant sectoral policies by key line ministries, through policy support and technical assistance.

18. The programme also aims to mainstream HIV/AIDS into all programmes, and strengthen the coordination capacities of NPCS and other line ministries. Within the SACI framework the existing UNV programme will be used to scale up capacities to deliver critical social services, manage humanitarian assistance and relief efforts. Comprehensive HIV/AIDS workplace programmes will be promoted in the public and private sectors. Additionally, the Joint United Nations Programme on HIV/AIDS (UNAIDS) will be supported to develop a joint workplace programme for implementation by all United Nations agencies active in Namibia.

B. Reducing human poverty

19. This component of the programme aims to promote livelihoods and food security for vulnerable households. *Firstly*, non-agricultural income earning opportunities will be supported and the capacities of communities, community based organizations and non-governmental organizations (NGOs) will be strengthened to develop proposals and action programmes eligible for the Global Environment Facility (GEF) Small Grants Programme, the proposed Community-managed Revolving Fund and alternative funding mechanisms. Furthermore, targeted strategic support will be provided through the PPA process to implement community projects linked to the European Union supported Rural Development programme. Building on the successes of the previous programme, land reform will be supported through the implementation of the Action Plan.

20. *Secondly*, the programme aims to strengthen institutional and community capacity for effective delivery and uptake of critical services. Service delivery by sub-national governments will be improved, and access by the

urban poor to basic services will be increased through the implementation of Public-Private Partnerships for Urban Environmental Services (PPPUE), and the implementation of the HIV/AIDS tool kit. *Thirdly*, NPCS' coordinating and planning capacity will be reinforced to ensure effective implementation of NDP III and NPRAP II, in the context of Vision 2030 and the MDGs. Focus will be on assessing the financial, human and infrastructural needs to meet the MDG goals, on enhancing quality of public services, and on formulating pro-poor macro-economic policies. Technical assistance will be provided to strengthen national capacity for implementing the National Statistical Plan III and the Poverty Monitoring Strategy for evidence-based policy making.

21. *Fourthly*, the programme aims to increase awareness and capacity for promoting and protecting the rights of children, women and other vulnerable groups. In cooperation with the United Nations Population Fund (UNFPA), the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the United Nations Children's Fund (UNICEF) women, children and those in other vulnerable groups will be made aware of their rights and how to access the services available to them. Gender will be mainstreamed in all programme areas through lobbying and advocacy campaigns to address gender-based violence and violence against children. This will be augmented by supporting the National Gender Policy and its action plan, and establishing a database on violence against women and children.

22. *Lastly*, within the SACI framework, the programme aims to strengthen national and regional response capacities for humanitarian and emergency management, for the establishment of an enabling legal environment and for systematic monitoring through vulnerability assessments. This will be achieved through provision of technical advice and placement of international and national UNVs in the Emergency Management Unit.

C. Energy and environment for sustainable development

23. This programme component aims to strengthen the skills and capacities of communities to manage natural resources and mainstream land degradation issues into Vision 2030 implementation plans. Support will be provided for the establishment of a national coordinating body for integrated sustainable land management, for the strengthening of community water point committees to implement water management, and for the enforcement of rules and regulations pertaining to integrated water

resources management. Adoption of integrated land use planning and water management by communities will be enhanced, and innovative sustainable land management practices at the local community level will be piloted and demonstrated. Community members will be empowered to hold service providers (extension officers, development partners, local authorities and regional councils) accountable for the delivery of quality services and the implementation of enhanced information and knowledge management practices. This component will be jointly implemented with the Food and Agricultural Organization (FAO), UNESCO and the World Bank.

24. This component also aims to promote biodiversity conservation, renewable energy technologies and environmental education. National initiatives for biodiversity conservation and Namibia's system of protected areas network will be strengthened by improving institutional capacity, and policy and legal frameworks. The development of park management plans and the proclamation of new protected areas for tourism development will be supported. Use of sustainable solar energy systems and biomass energy efficient technologies will be facilitated, which will increase accessibility by the poor to modern energy services for increasing productivity and improving livelihoods. This will also promote renewable energy technologies in institutions (hospitals, schools, industries) and households, and enable submission of the Second National Communication to the United Nations Framework Convention on Climate Change (UNFCCC).

25. Lastly, the programme will promote effective transboundary natural resources management. Transboundary water resources management will be supported and implemented by constituting the Benguela Current Commission, undertaking the Transboundary Diagnostic Analysis (TDA) and Strategic Action Programmes (SAP) for the Okavango and Orange River Basins, and developing the distance learning and information sharing tool for shared resources.

IV. Programme management, monitoring and evaluation

26. The UNDP office in Namibia consists of a Resident Representative, a Deputy Representative, four national programme officers and eight general service support staff. When required, technical support will be obtained from the

Regional Service Centre and consultants. The staffing structure is being revisited due to planned management changes at UNDP headquarters.

27. GRN and implementing partners will manage and coordinate the country programme, using the national execution modality. To ensure effectiveness, UNDP and other development partners, including the European Commission, will support the establishment of the NPDCS Division for Development Cooperation and Resource Management for an initial period of two years, after which GRN will take over full responsibility. However, UNDP will continue to provide project support services and operational backstopping for national executing agencies at the request of government, when and where appropriate. GRN and UNDP will organize annual programme reviews and audits based on national execution audit procedures. A Mid-Term Review will be conducted jointly with the United Nations country team in 2008 to feed into the Common Country Assessment and third UNDAF formulation processes. A management audit for the country office will be carried out during the programme cycle.

28. The new UNDAF includes a component to build the capacity of the GRN to monitor progress towards development goals by harmonizing data collection systems, providing support for databases and analysis tools, and for improving dissemination of findings. A monitoring system for the MTP III has also recently been devised and will soon be operationalized. UNDP support will enhance the performance of the monitoring and reporting tools already in place.

29. The United Nations country team in Namibia is formulating a joint resource mobilization strategy to mobilize human and financial resources for a scaled up United Nations system response to the triple threat and to UNDAF priorities and outcomes, especially for the joint programmes identified by the UNDAF. The UNV programme will continue to build capacities and fill gaps in the critical sectors.

30. UNDP is assisting the government to enhance resource mobilization capacities in the short term and in building a global partnership for development in the longer term. UNDP also expects to generate additional resources from GEF and other non-core mechanisms such as cost-sharing, in-kind contributions and parallel funding.

Annex: Results and resources framework for Namibia (2006-2010)

Intended UNDAF Outcome 1: By 2010, the HIV/AIDS response is strengthened through increased access to prevention, treatment, care and impact mitigation services, especially for vulnerable groups					
Programme component	Programme outcomes	Programme outputs	Output indicators, baselines and targets	Role of partners²	Resources by Goal (\$)
Responding to HIV/AIDS	<p>1.1 Strengthened commitment and leadership of government and other stakeholders to create an enabling environment for scaled-up multi-sectoral responses.</p> <p>1.2 Increased provision of, access to and uptake of comprehensive high-quality prevention, treatment and care including Voluntary Counselling and Testing. Prevention of Mother-to-Child-Transmission, Antiretroviral therapy and reproductive health services.</p>	<p><i>Indicators:</i> National HIV/AIDS policy and sectoral policies developed and relevant law reforms are undertaken by 2009; number of breakthrough responses; number of ministries with budget lines for HIV/AIDS increase from 2 to 23 by 2010; increased N\$ expenditure per ministry on HIV/AIDS.</p> <p><i>Indicators:</i> Increased number of enterprises and line ministries with expanded behaviour change interventions in the work place linking prevention, treatment, care and support; number of clients tested for HIV and receiving their results increase from 9,900 in 2004 to 30,800 in 2009.</p>	<p>1.1.1 Enhanced institutional and individual capacity through leadership training to management cadre of the public sector.</p> <p>1.2.1 Increased provision, access and uptake of treatment through implementation of MTP III and sectoral policies.</p> <p>1.2.2 Strengthened networks to coordinate the HIV response at national, regional, district, constituency and community levels through capacity building and use of the HIV/AIDS tool kit at the national, sub-national and regional level.</p> <p>1.2.3 Comprehensive workplace programmes in place.</p>	<p>Ministry of Health and Social Services (MHSS)</p> <p>National Planning Commission (NPC)</p> <p>Ministry of Regional and Local Government (MRLGH)</p> <p>Association of Local Authorities in Namibia (ALAN)</p> <p>Namibia Network of AIDS Service Organizations (NANASO)</p> <p>Swedish International Development Agency (SIDA)</p> <p>UNICEF</p> <p>UNFPA</p>	<p>Regular resources: \$550,000</p> <p>Other resources: \$50,000</p> <p>Total: \$600,000</p>
Intended UNDAF Outcome 2: By 2010, livelihoods and food security among most vulnerable groups are improved in highly affected locations.					
Intended UNDAF Outcome 3: By 2010, the capacity of Government and civil society institutions is strengthened to deliver and monitor essential/critical health, education and special protection services.					
Reducing Human Poverty	<p>2.1 Improved income earning, agricultural productivity and access to food for vulnerable households.</p> <p>2.2 Institutional and community capacity for effective delivery and uptake of critical services in health and education maintained and strengthened.</p> <p>2.3 The national statistical system is strengthened to ensure effective development and application of tools for evidence-based policy making, planning, implementation, and monitoring and evaluation.</p> <p>2.4 Increased awareness and capacity for protecting the rights of vulnerable groups.</p>	<p><i>Indicators:</i> Rural household incomes; food consumer price index; the hectares of land allocated for resettlement and the number of people resettled.</p> <p><i>Indicators:</i> Number of qualified primary school teachers increase from >60% to 100% by 2010; parity in proportion of orphans to non-orphans attending school.</p> <p><i>Indicators:</i> Annual production of Poverty Reports, and bi-annual Poverty Conference conducted.</p> <p><i>Indicators:</i> Reduction in number of reported cases and incidence of gender based violence; number of persons accessing/utilizing legal aid services.</p>	<p>2.1.1 Non-agricultural income earning opportunities increased through the implementation of NPRAP and partnership building.</p> <p>2.2.1 Institutional capacity at all levels strengthened by the formulation of appropriate policies and legislation, with focus on Vision 2030/MDG and the national land reform programme.</p> <p>2.2.2 Improved institutional and individual capacity to deliver educational services through use of national UNVs.</p> <p>2.3.1 National capacities for implementation, monitoring and analysis of the National Statistical Plan III, and of the Poverty Monitoring Strategy strengthened.</p> <p>2.4.1 Capacity of key line ministries</p>	<p>National Planning Commission</p> <p>Ministry of Women Affairs and Child Welfare (MWACW)</p> <p>GTZ</p> <p>SIDA</p> <p>International Fund for Agricultural Development (IFAD)</p> <p>International Atomic Energy Agency (IAEA)</p> <p>FAO</p> <p>The European Union</p> <p>UNFPA</p> <p>Office of the Prime Minister</p> <p>Ministry of Lands, Resettlement and Rehabilitation (MLRR)</p> <p>UNICEF</p> <p>National Institute for Education Development (NIED)</p>	<p>Regular resources: \$1,000,000</p> <p>Other resources: \$3,700,000</p> <p>Total: \$4,700,000</p>

²The list should focus on strategic partnerships for the achievement of the outcome.

	2.5 Strengthened National/Regional response capacities for humanitarian and emergency management.	<i>Indicators:</i> Legal framework on humanitarian disaster promulgated; Vulnerability Assessment Committees established and Country Vulnerability Assessments conducted.	strengthened to implement policies in accordance with the legal framework. 2.5.1 Coordination and implementation capacity of the national emergency management system and institutional stakeholders for early warning preparedness and response to emergency situations strengthened; disaster risk management strengthened.		
Intended UNDAF Outcome 2: By 2010, livelihoods and food security among most vulnerable groups are improved in highly affected locations.					
Energy and environment for sustainable development	3.1 Strengthened sustainable land and water management. 3.2 Promoting biodiversity conservation and renewable energy technologies and environmental education. 3.3 Effective transboundary water management.	<i>Indicators:</i> Measures against land degradation mainstreamed into Vision 2030 implementation; establishment of national coordinating body. <i>Indicators:</i> Amount of land reserved for protected areas; the extent of proceeds (in N\$) from conservancies distributed to households; installation of renewable energy technologies; preparation and submission of Second National Communication to UNFCCC. <i>Indicators:</i> Benguela Current Commission established; TDA and SAP for Okavango and Orange rivers conducted; distance learning and information sharing tools developed.	3.1.1 Skills and capacity of community based natural resource management (CBNRM) improved. 3.1.2 Adoption of integrated land use planning and water management by communities enhanced. 3.2.1 National initiatives for biodiversity conservation strengthened. 3.2.2 Barriers to the delivery of solar energy systems and biomass energy technologies removed. 3.3.1 Transboundary natural resources management supported and implemented.	Ministry of Environment and Tourism (MET) National Planning Commission (NPC) Ministry of Lands, Resettlement and Rehabilitation (MLRR) Ministry of Fisheries and Marine Resources (MFMR) Ministry of Agriculture, Water and Rural Development (MAWRD) Ministry of Regional, Local Government and Housing (MRLGH) Ministry of Mines and Energy (MME) University of Namibia Polytechnic of Namibia Namibia Non-Governmental Organization Forum (NANGOF) GTZ The European Union Danish International Development Agency (DANIDA) Finnish Embassy World Wildlife Fund –UK Kreditanstalt Fur Wiederaufbau (KFW) United States Agency for International Development (USAID) Conservation International	Regular resources: \$384,000 Other Resources:\$132,777,000 Total: \$133,161,000