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**Draft country programme document for Namibia, 2014-2018**

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## I. Situation analysis

1. Although classified as an upper middle-income country (MIC) with an estimated gross national income per capita of \$5,973, Namibia still faces myriad interrelated development challenges similar to those faced by least developed countries. While the country has registered strong economic gains in the recent past, with the growth rate having improved from 3.6 per cent in 1993, peaking at 12 per cent in 2004 before declining gradually to 5 per cent (the only exception being a contraction by 1.1 per cent in 2009), the rate of unemployment currently (2012) stands at 27.4 per cent<sup>1</sup>. Unemployment has distinct spatial and gender dimensions. It is higher in urban areas (28.3 per cent) than in rural areas (26.2 per cent), among females (31.8 per cent) compared to males (22.9 per cent), and also among young people aged 20-24 years and 25-29 years (48.55 and 33.6 per cent, respectively).<sup>2</sup> This reflects, in part, the inequitable access to productive resources such as land and capital. At the national level, the decline in the proportion of poor individuals has declined, from 69 per cent in 1993-1994 to 38 per cent in 2004-2005 and, more recently, to 29 per cent in 2009-2010<sup>3</sup>. The foregoing partly explain the marginal decline in Gini coefficient from 0.6455 in 1993-1994 to 0.6003 in 2003-2004 and to 0.5971 in 2009-2010<sup>4</sup>, and a low Human Development Index (HDI) ranking of 128 out of 187 countries in 2012.<sup>5</sup>

2. Namibia's small and open economy is largely dependent on the extractive industry and limited processing of minerals for export, as well as receipts from international trade through the Southern Africa Customs Union. The primary industry's contribution to gross domestic product (GDP) is very volatile, however. Mining and quarrying currently (2012) account for 11.5 per cent of GDP, representing a rise from the 2011 figure of 9.5 per cent, but significantly lower than the 2008 (pre-global economic crisis) figure of 16.1 per cent<sup>6</sup>. Namibia is also dependent on climate-sensitive natural resource-based sectors such as agriculture, fisheries and tourism. It is against this backdrop that the Government, in 2011, took a decision to prioritize long-term economic development and focus the current fourth National Development Plan (NDP4) on high and sustainable growth; employment creation; and reduction in income inequality.

3. Namibia enjoys a stable political environment, with elections held every five years that are judged by observers to be fairly credible, even though the last presidential and National Assembly elections held in 2004 and 2009 were contested by the opposition parties. The Electoral Act, promulgated in 1992, has been amended many times, leading to contradictions in the Act and limiting its effectiveness in addressing electoral disputes. Parliament performs its legislative and representation roles, but requires more support in oversight. A systematic framework is required to address the human rights challenges, highlighted in the 2011 universal periodic review (UPR) recommendations and the Namibia human rights baseline study. Furthermore, increasing incidences and public perception of corrupt practices threaten good governance and undermine confidence in the management of public affairs.

4. While the country has achieved gender parity in education at all levels and the share of women in wage employment in the non-agricultural sectors rose from 39 per

<sup>1</sup> Namibia Statistics Agency, 2013: Namibia Labour Force Survey 2012 Report. [online] Available at [http://www.nsa.org.na/files/downloads/t2c\\_The per cent20Namibia per cent20Labour per cent20Force per cent20Survey per cent202012 per cent20Report.pdf](http://www.nsa.org.na/files/downloads/t2c_The%20Namibia%20Labour%20Force%20Survey%202012%20Report.pdf) [Accessed 30 April 2013]

<sup>2</sup> *Ibid.*

<sup>3</sup> Namibia Statistics Agency, 2012a: Poverty Dynamics Report in Namibia. [online] Available at [http://www.nsa.org.na/files/downloads/b51\\_Poverty per cent20Dynamics per cent20Report per cent20in per cent20Namibia.pdf](http://www.nsa.org.na/files/downloads/b51_Poverty%20Dynamics%20Report%20in%20Namibia.pdf). [Accessed 30 April 2013]

<sup>4</sup> *Ibid.*

<sup>5</sup> UNDP, 2013: Human Development Report 2013: The Rise of the South: Human Progress in a Diverse World. [online] Available at <http://hdr.undp.org> [Accessed 30 April 2013]. Importantly, when the 2012 HDI of 0.608 is adjusted for inequality, there is a 43.5 per cent loss in value with the resultant inequality-adjusted HDI being 0.344.

<sup>6</sup> Namibia Statistics Agency, 2012b: Namibia National Accounts. [online] Available at <http://www.nsa.org.na/dataset/>. [Accessed 30 April 2013]

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cent in 1992 to 48 per cent in 2012<sup>7</sup>, the per capita income of female-headed households, which account for 44 per cent of all Namibian households, is currently estimated to be, on average, 40 per cent lower than of male-headed households<sup>8</sup>. Gender-based violence (GBV) is almost pervasive, with some recent studies indicating that an estimated 41 per cent of females aged 18-49 years have been subjected to physical violence as opposed to 28 per cent of males<sup>9</sup>. Despite making impressive progress in scaling up critical HIV services and reducing new HIV infections, Namibia remains among the top five countries in the world in terms of HIV prevalence and the burden of HIV- and AIDS-related morbidity and mortality continues to be high, with HIV-related spending accounting for approximately 35 per cent of total health spending in 2008-2009<sup>10</sup>. The HIV prevalence in the general population aged 15-49 is estimated at 13.4 per cent (2011-2012) with the prevalence rate among pregnant women estimated at 18.2 per cent<sup>11</sup>.

5. The major environmental challenges facing the country include harsh climatic conditions, cyclical droughts, floods and habitat destruction and the need to restore the natural resource base after years of over-exploitation. Namibia is a water-deficit country and there is ever-growing pressure on scarce water resources as a result of population growth, industrial development and climate variability and change. Although the country has a good solar regime, only an estimated 25 per cent of rural households have access to modern clean energy and the country is projected to face a major energy deficit in the near future. These challenges persist because of various factors, including lack of financing for environmental management, limited technical and specialized capacity at local level for sound environmental management, and limited integration of environmental sustainability in the strategies and plans of key development sectors.

## II. Past cooperation and lessons learned

6. The 2009 independent evaluation of the 2006-2010 country programme document (CPD) concluded that the UNDP contribution to national development results had been varied. Although many outputs were achieved, it was difficult to determine whether they contributed to long-term development outcomes due to lack of monitoring and evaluation data/systems. The evaluation noted that the programme lacked focus as it comprised a disparate mix of many interventions/projects and recommended that UNDP do more to position itself strategically and highlight its relevance within an evolving development environment, taking into account Namibia's upper MIC status. The evaluation also recommended that UNDP should work more with civil society organizations (CSOs) and importantly, focus its work programme on evidence-based policy research and advocacy with emphasis on the poorest and most deprived.

7. Notwithstanding the above, substantive results were achieved in a number of areas. The third National Development Plan (NDP3) was made possible in part due to UNDP support to analytical policy studies on poverty. The Anti-Corruption Commission (ACC) was able to implement the Anti-Corruption Act with support from the country office. UNDP also supported the development and implementation of the public sector policy on HIV/AIDS; development of 23 community action plans; and increased awareness and participation of communities and traditional leaders in HIV/AIDS

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<sup>7</sup> Namibia Statistics Agency, 2013; *Op cit.*

<sup>8</sup> Namibia Statistics Agency, 2012c: National Household Income and Expenditure Survey 2009/2010. [online] Available at [www.nsa.org.na/files/downloads/NHIES%20Main%20Report.pdf](http://www.nsa.org.na/files/downloads/NHIES%20Main%20Report.pdf). [Accessed 30 April 2013]

<sup>9</sup> MGECW (2009): Knowledge, Attitudes and Practices Study on Factors and Traditional Practices that may Perpetuate or Protect Namibians from Gender-Based Violence and Discrimination

<sup>10</sup> National Health Accounts and National AIDS Spending Assessment Report – 2008-09.

<sup>11</sup> Ministry of Health and Social Services, 2012. Report of the 2012 National HIV Sentinel Survey.

response initiatives. Important gains were also realized on gender through support for the development of the National Gender Policy and the GBV plan of action. UNDP provided technical assistance to strengthen the institutional capacity of the Ministry of Gender Equality and Child Welfare (MGECW). Capacities were enhanced at the systemic, institutional and individual levels to manage and address the adverse effects of global trends such as climate change and desertification on biodiversity and ecosystems. UNDP also supported the development of a number of policies and strategies including those on biodiversity conservation; climate change adaptation and mitigation; renewable energy and energy efficiency; community-based tourism; enterprise development; sustainable land management; and transboundary water and natural resources.

8. The evaluation and subsequent analyses carried out as part of the country situational analysis – a precursor to the United Nations Partnership Framework (UNPAF) 2014-2018 – highlighted that, in view of Namibia's MIC status, the role of the United Nations and UNDP has evolved from providing development assistance to developing capacities of institutions; fostering multi-disciplinary approaches to development; strengthening knowledge-generation and management; promoting standards, norms and accountability mechanisms; providing high-quality technical expertise and policy advice; and facilitating South-South and triangular cooperation. These developments point to the need for UNDP to move upstream in the next programming period and make the case for its value added in the context of a MIC.

### **III. Proposed programme**

9. The proposed programme is informed by the lessons of the previous CPD and details UNDP-specific support to an evolving national planning cycle as expressed through the 2014-18 UNPAF. The present CPD focuses on upstream interventions and, to a limited extent, related downstream activities in strategic areas of policy support, capacity development and systems and institutional strengthening. It focuses on the nexus between poverty and the environment, with governance underpinning both areas. The CPD will deliver results in the programme areas of democratic governance; inclusive economic growth and poverty reduction; and environmental sustainability and building resilience, while mainstreaming gender equality and HIV/AIDS into all programming components.

#### **Programme component 1: democratic governance**

10. Under this programme, UNDP will contribute towards improved democratic governance in the country by working in specific areas with the governance institutions that provide the best potential to improve oversight, human rights, accountability and participation. This will include upstream work with Parliament to carry out oversight functions; with the ACC to develop and implement its strategy in line with the United Nations Convention against Corruption gap analysis; with the Ministry of Justice and the Electoral Commission of Namibia on the electoral law reform process; and with the Office of the Ombudsman in promoting human rights through implementation of the UPR recommendations. In doing so, UNDP will support policy reform processes and legislative and fiscal frameworks to promote equity, human rights and gender equality. It will also support initiatives aimed at the elimination of discriminatory laws and policies affecting people living with HIV and AIDS and marginalized groups including most at-risk populations. Through the United Nations Gender Theme Group, UNDP will support the MGECW to strengthen institutional capacity and accelerate implementation of the national GBV plan of action, including through stronger civil society engagement. UNDP will also support the Ministry of Health and Social Services and the Office of the Prime Minister to fully mainstream HIV/AIDS in sectoral planning, budgeting and implementation processes. The governance work will provide a solid foundation for components two

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and three by promoting standards, norms and accountability mechanisms, while addressing the poorest and most deprived.

**Programme component 2: inclusive growth, economic empowerment and poverty reduction**

11. UNDP will support analytical, policy-oriented research and capacity-building efforts aimed at enhancing job creation and reducing poverty at national and subnational levels. It will engage national counterparts to generate, capture and disseminate evidence-based analysis on the root causes of poverty – including environmental determinants of poverty – aimed at improving the formulation and implementation of policies and targeted interventions for inclusive economic growth; employment creation; and reduction of poverty and inequality. Economic analysis support will be provided to the Economic Unit of the Ministry of Environment and Tourism to improve and enhance natural resource accounts. UNDP will also support the development and implementation of targeted interventions that improve the livelihoods of the poor, especially women and youth, in rural and peri-urban areas. UNDP will design and roll out a pilot gender-responsive procurement initiative aligned to the women’s economic empowerment component of the national Gender Plan of Action. Overall, this component will serve to generate reliable and timely data and information to inform policy initiatives and interventions under all UNDP programme areas and support national policy formulation and planning processes and efforts aimed at achieving the development objectives outlined in the NDP4.

**Programme component 3: energy and environment for sustainable development, including building resilience**

12. This area will focus on building resilience so that Namibia can safeguard its developmental gains and pathways from the effects of shocks, both natural and economic. UNDP will assist Namibia to better manage environmental risks and enhance capacities required to advance resilience as outlined in the national development frameworks, with particular emphasis on strengthening national ownership and leadership of institutional mechanisms needed to implement the Environmental Management Act (2007), National Climate Change Policy (2011) and multilateral environmental agreements. UNDP support will focus on strengthening technical and institutional capacities to address and manage environmental degradation, including climate change adaptation and mitigation. This will result in strengthened adaptive capacity and reduced vulnerability of households, especially female-, youth- and child-headed households and schools, to droughts and floods. UNDP will further support environmental brown agenda issues, particularly those related to the extractive, transportation and agricultural industries. In line with the organization's global thinking, UNDP will augment environmental resilience to sustain provision of ecosystem services and goods and enhance environmental governance, management and leadership capacities. Additionally, it will augment greater conservation security to the national protected area system that has recently expanded by 33,530 square kilometres, and the network of communal conservancies on communal lands that has also expanded by an additional 30,837 square kilometres with more than 66 new conservancies registered to date.

**IV. Programme management, monitoring and evaluation**

13. The programme will be nationally executed. Both internal and external risks will be regularly monitored to minimize their impact on programme interventions. Procurement and financial fiduciary functions will be effected through strengthened practices for national implementation and the harmonized approach to cash transfers,

and, where exigencies of implementation dictate otherwise, through direct implementation modality and fast-track procedures. UNDP will regularly assess its internal human resources and organizational capacities in order to remain the preferred development partner to the Government. Implementation and monitoring and evaluation will proceed within institutional arrangements and mechanisms for NDP4 and monitoring and evaluation mechanisms at national and sectoral levels. UNDP will actively participate in the four United Nations technical working groups which serve as the institutional mechanisms for the United Nations system's coordinated participation in the NDP4 structures. This will ensure adherence to the principles of the new Government of Namibia-United Nations strategic partnership compact of reinforced government ownership and leadership of national development processes; full use of existing government systems and structures and/or the United Nations system (where appropriate) in programme and project implementation; leveraging available limited resources while mobilizing additional funds; and the progressive and sequenced move towards a nationally contextualized Delivering as One. In addition to developing and implementing resource mobilization and communication strategies, UNDP will commission two independent external evaluations of the CPD, at the midterm and terminal points.

## Annex. Results and resources framework for Namibia, 2014-2018

<p><b>NATIONAL PRIORITY OR GOAL:</b> By 2017, Namibia is the most competitive economy in the Southern African Development Community region, according to the standards set by the World Economic Forum.</p>					
<p><b>UNPAF / COUNTRY PROGRAMME OUTCOME:</b> 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. <b>Outcome indicator:</b> per cent of policies and laws that promote transparency, accountability, oversight and people's participation formulated. <b>Related Strategic Plan focus areas: Programme component 1:</b> democratic governance</p>					
Government partner contribution	Other partner contributions	UNDP contribution	Indicator(s), baselines and target(s) for UNDP contributions	Indicative country programme outputs	Indicative resources by outcome (United States dollars)
<p><u>Partners:</u> Parliament, Electoral Commission, Office of the Prime Minister, ACC, MGECW, Office of the Ombudsman and Ministry of Justice Ministry of Health and Social Services</p> <p><u>Contribution:</u> Policy direction and leadership of the national development process. Financial resources for policy development, coordination and implementation of the various laws and policies, including the GBV plan of action.</p>	<p><u>Partners:</u> Namibia NGO Forum, Namibia Institute for Democracy, Institute for Public Policy Research, CSOs, faith-based organizations</p> <p><u>Contribution:</u> To actively participate and support development initiatives. To provide information, advocacy and oversight functions.</p>	<p>Strengthen capacity of Government to conduct policy analysis and formulation. Sharing of regional and international experiences and best practices (South-South and triangular) on policy and legislative reforms for improved accountability and transparency. UNDP will further provide technical support for the implementation of the GBV plan of action and coordination mechanisms for sustained HIV/AIDS response.</p>	<p><b>Indicator 1:</b> Number of national strategies and action plans to fight corruption. <b>Baseline 1:</b> (2012) No Anti-Corruption Strategy and Action Plan in place. <b>Target 1:</b> Anti-Corruption Strategy and Action Plan developed and implemented in at least three sectors. <b>Indicator 2:</b> Number of offices/ministries/agencies (O/M/As) complying with human rights standards and norms. <b>Baseline 2:</b> (2012) No O/M/As complying with human rights standards and norms. <b>Target 2:</b> At least 50 per cent of O/M/As complying with human rights standards and norms. <b>Indicator 3:</b> per cent of regions and stakeholders implementing GBV plan of action. <b>Baseline 3:</b> GBV plan of action not yet implemented. <b>Target 3:</b> 100 per cent of regions and key stakeholders. <b>Indicator 4:</b> per cent of National Strategic Framework for HIV/AIDS coordinating mechanisms functioning optimally at all levels. <b>Baseline 4:</b> (2012) 40 per cent. <b>Target 4:</b> At least 90 per cent. <b>Indicator 5:</b> per cent of national reports of the Auditor General scrutinized by the Public Accounts Committee (PAC). <b>Baseline 5:</b> Limited capacity of the PAC to oversee and scrutinize reports. <b>Target 5:</b> 30 per cent increase in the number of reports scrutinized. <b>Indicator 6:</b> Existence of revised electoral law. <b>Baseline 6:</b> Electoral law currently</p>	<p>1) Capacity of public institutions and CSOs is strengthened to implement the national Anti-Corruption Strategy; 2) Office of the Ombudsman and O/M/As capacitated to develop and implement the human rights action plan; 3) MGECW supported to coordinate and implement the national GBV plan of action; 4) Capacity of government strengthened to mainstream HIV and AIDS in planning and budgeting processes; 5) Capacity of PAC enhanced to improve oversight and scrutiny functions; 6) Electoral legal framework improved and institutional capacity of electoral management body strengthened.</p>	<p><b>Regular resources</b> <b>\$616,000</b></p> <p><b>Other resources</b> <b>\$500,000</b></p> <p><b>Total:</b> <b>\$1,160,000</b></p>

			under review. <b>Target 6:</b> Electoral law improved and implemented.		
<b>NATIONAL PRIORITY OR GOAL:</b> By 2017 the proportion of severely poor individuals has dropped from 15.8 per cent in 2009-2010 to below 10 per cent.					
<b>UNPAF / COUNTRY PROGRAMME OUTCOME #8:</b> 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. <b>Outcome indicator:</b> per cent of population, disaggregated by gender and area, classified as poor. <b>Related Strategic Plan focus areas: Programme component 3:</b> inclusive growth, economic empowerment and poverty reduction					
<u>Partners:</u> National Planning Commission, Namibia Statistics Agency and Ministry of Trade and Industry  <u>Contribution:</u> Policy direction and leadership. Government will also provide financial resources for development and implementation of employment and poverty reduction policies and strategies.	<u>Partners:</u> Private sector (Namibia Chamber of Commerce and Industry (NCCI), Namibian Employers' Federation), and SME Bank  <u>Contribution:</u> Provision of funding and development of communication and coordination mechanisms and/or systems that enhance sustainable income generation.	Support for policy research and analysis on the root causes of poverty and vulnerability and income-generation strategies. Strengthening government capacity to develop and implement gender-responsive policies and strategies that enhance access to and utilization of productive resources and services by women and youth.	<b>Indicator 1:</b> Number of employment creating policies and strategies developed and implemented on the basis of published studies and national dialogue on the root causes of poverty. <b>Baseline 1: (2012)</b> None. <b>Target 1:</b> At least one annually. <b>Indicator 2:</b> Number of income-generation and employment creation interventions for youth and women supported. <b>Baseline 2:</b> To be collected in year 1. <b>Target 2:</b> 25 per cent increase in income generation aimed at youth and women. <b>Target 2.1:</b> UNDP implementing gender-responsive procurement. <b>Indicator 3:</b> per cent of youth and women populations having access to and control over productive resources and services. <b>Baseline 3:</b> 15.8 per cent. <b>Target 3:</b> At least 30 per cent.	1) Analysis and research on root causes of poverty conducted and policy dialogue forums held ; 2) Mapping, coordinating and tracking of income-generation interventions completed; 3) Multi-dimensional poverty measure developed and adopted; 4) Gender-responsive procurement integrated into United Nations common services.	<b>Regular resources</b>  <b>\$300,000</b>  <b>Other resources</b>  <b>\$500,000</b>  <b>Total:</b> <b>\$800,000</b>
<b>NATIONAL PRIORITY OR GOAL:</b> Namibia is the most competitive tourism destination in sub-Saharan Africa by 2017, as measured by the World Economic Forum, Travel and Tourism Competitiveness Index. Namibia's ranking has increased from third in sub-Saharan Africa with an overall ranking of 3.84 out of 7.0 (2011-2012) to first, with a ranking of at least 4.4 out of 7.0.					
<b>UNPAF / COUNTRY PROGRAMME OUTCOME #8:</b> 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). <b>Outcome indicator:</b> Number of environmental institutions fully equipped with standards, guidelines and specialized skills: <b>Programme component 3:</b> energy and environment for sustainable development, including building resilience.					
Government will maintain parks infrastructure, finalize tourism growth plan,	<u>Partners:</u> Namibian National Farmers' Union, NCCI and Global	Policy advice and technical support, access to knowledge, networks, good practices and	<b>Indicator 1:</b> Number of smallholder field farmers (gender disaggregated) and schools employing drought resilient land management practices and serving the community. <b>Baseline</b>	1) Smallholder farmer adaptive capacity for implementation of climate resilient agricultural	<b>Regular resources</b>  <b>\$800,000</b>

<p>promote market and product development, develop, attract and retain skilled human resources, as well improve synergies within the tourism industry.</p>	<p>Environment Facility (GEF)</p> <p><u>Contribution:</u> Advocacy for scaling-up of climate-smart agricultural methods and develop markets for dryland products. The GEF, via the Special Climate Change Fund, will provide co-financing.</p>	<p>capacity-building for environmental governance and monitoring and evaluation. Support for policy implementation and pilot interventions in areas such as access to modern energy services, biodiversity conservation, adaptation and mitigation to climate change, sustainable forest management and waste management.</p>	<p><b>1 (2012):</b> Environmental Commissioner appointed, brown agenda identified as priority, 2012 Namibia Customs Smelter audit conducted. <b>Target 1:</b> 200 trained farmer field school leaders and coordinators in drought-resilient land management practices serving 4,000 households, 60-80 per cent of which are female, youth and/or child-headed, with specifics to be agreed upon in the project formulation to facilitate local ownership, participation and full engagement in the preparation process.</p>	<p>production practices strengthened (including the gender equality dimension) in six most of the affected regions 2) Reduced vulnerability to droughts and floods through restoration of wells and harvesting of floodwater for food security.</p>	<p><b>Other resources</b></p> <p><b>\$10,000,000</b></p> <p><b>Total</b></p> <p><b>\$10,800,000</b></p>
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