

SUMMARY

Annual Action Programme 2016 in favour of the Republic of Namibia to be financed from the 11th European Development Fund

1. Identification

EDF allocation	11 th European Development Fund
Total cost	EUR 26 000 000 of EU contribution Support to the Livestock sector in the Northern Communal Areas of Namibia is co-financed by potential grant beneficiaries for an indicative amount of EUR 2 125 000 Enhancing Participatory Democracy in Namibia is co-financed by potential grant beneficiaries for an indicative amount of EUR 625 000.
Basic act	Council Regulation (EU) 2015/323 of 2 March 2015

2. Country background

Namibia is classified by the World Bank as an upper middle-income country with a GDP per capita of USD 5 630 . However, this figure hides considerable disparities, as reflected by a Gini Coefficient of 0.61. Despite poverty alleviation programmes, poverty and inequality remain prominent features of the Namibian society, especially in rural communal areas where most of Namibia's population resides.

Due to low and erratic rainfall and poor agronomic conditions, most agricultural activities are limited to dry-land farming and livestock husbandry. The livestock sector plays an important economic role, contributing to approximately 75% of Namibia's agricultural output value, 70% of agriculture exports and 7% of total goods exports. Gross domestic product (GDP) share is 2.3%, rising to 7% if contribution from the meat processing industry is included. The sector is the largest private employer, providing an approximate equivalent of 28 000 permanent jobs. Livestock production takes place in two distinct zones, separated by a veterinary cordon fence (VCF) which traverses Namibia in latitude: a) South of the VCF, classified by the World Organisation for Animal Health (OIE) as Foot and Mouth Disease (FMD) free and characterized by medium-large commercial livestock producers on free-hold farms; b) North of the VCF, or North Communal Areas (NCA) which until the recent outbreak in 2015 had been considered as FMD protected zone, with the exclusion of the Zambezi Region. The NCAs cover over 41% of total agriculture land, accommodate about 60% of the population, half of which is directly involved in farming activities, but produce only 6% of the overall agricultural output value. The sector also plays an important social protection role and enhances local communities' resilience to adverse weather conditions (climate change), as well as food security.

Faster progress in the achievement of national development goals will also require more effective interaction and cooperation between these stakeholders and strengthening the oversight function of Parliament and the capacity of Civil Society Organisations (CSOs) to provide effective support to the Government in the

implementation and monitoring of public policies. Since independence in 1990, Civil Society and CSOs have grown substantially. Whilst the total number of registered CSOs in Namibia is approximately 570, many are small or inactive. Furthermore this number is decreasing due to lack of funding. Many of these CSOs lack proper project and financial management skills, relying on the capacity of a few individuals whose departures could leave organisations severely weakened. Most CSOs are service-oriented and involved in development related activities in areas such as education, health, environment and Rural Development. Only a handful of CSOs in Namibia are active in the field of advocacy and public accountability, carrying out independent surveys, monitoring and reporting on public policies and actions. There is, however, informal and mostly ad-hoc collaboration on policy formulation and implementation between line ministries and some CSOs.

3. Summary of the Action Programme

The 11th EDF programming exercise has been guided by aid effectiveness principles, the EU Agenda for Change and the National Development Plan (NDP4), which contributes to the overall Vision 2030 and sets out three over-arching goals, namely higher economic growth, job creation and increased income equality. The priority areas identified for support by EU development partners are fully aligned to NDP4. Concerning the EU support, the focal areas of support have been identified based on Namibia's needs and own resources, and on the EU's comparative advantage and experience. The two focal sectors are Education and Skills, and Agriculture. The National Indicative Programme (NIP) also foresees an allocation for support to civil society and other support measures. Moreover, in line with the objective to enhance the effectiveness and impact of European development cooperation, the EU partners present in Namibia, have agreed in March 2013 on a Joint EU Response Strategy.

The Annual Action Programme 2016, includes two actions: Support to the Livestock sector in the Northern Communal Areas of Namibia in the focal area of agriculture and Enhancing Participatory Democracy in Namibia under the allocation for civil society support.

The measure 'Support to the Livestock sector in the Northern Communal Areas of Namibia' is aimed at improving the performance of the livestock sector affected by several factors: low and variable annual rainfall, poor agronomic conditions, inadequate animal husbandry practices and presence of the Foot & Mouth Disease (FMD). The action is aligned to the national policy and strategies concerning this sector including: the 4th National Development Plan (NDP4: 2012/16), the National Agricultural Policy Launched in 2015, the Policy for the Eradication of Transboundary Animal Diseases in the NCAs, the Animal Health Act, the Communal Land Reform Act, the National Rangeland Management Policy and Strategy and the Namibia Agriculture Marketing and Trade Policy and Strategy. The measure will tackle both the supply and demand side, in order to achieve results in the following areas: 1) Improvement of livestock production systems and resilience to climate change, to be achieved through the promotion of: livestock oriented agricultural extension, technical and animal health support services, the demand/access/availability of quality inputs, access to productive and market assets, demand and access to improved breeding material, engagement of farmer cooperatives in production, marketing and rangeland management activities; 2) Increased access to domestic, regional and international markets, by promoting: local capacity for animal slaughtering and meat processing (municipal abattoirs, etc.), food safety awareness campaign and food hygiene inspection services, animal auctions,

access to market information, improved management of pre-slaughter quarantine facilities and exploring new local/export markets; 3) Full implementation of animal disease management and eradication strategies, by promoting: a system of para-vets (Community Animal Health Agents), early warning and rapid response mechanisms for disease control and emergencies; an improved livestock identification and traceability system, a Commodity Based Trade (CBT) approach, collaboration/coordination with neighbouring countries for control/eradication of Transboundary Animal Diseases. The Action will be reflected in the National Agricultural Investment Plans, under the recently launched CAADP process for Namibia. Synergies will be established with livestock regional (e.g. SADC programme on transferable diseases, under formulation) and continental initiatives and with ongoing 10th EDF programmes. Ministry of Agriculture, Water and Forestry (MAWF) has a lead role in terms of coordinating the interventions of the development partners in this area.

The measure 'Enhancing Participatory Democracy in Namibia' focuses on strengthening mutually-reinforcing efforts of the Government, the bi-cameral Parliament and the citizenry through CSOs with the overall objective to the achievement of national development goals in particular for education and skills and rural development. This is in line with the main national development policies (Namibian Vision 2030, the NDP4, the Harambee Plan for Prosperity (HPP) of April 2016), sector strategies and policies (Civic Organisations Partnership Policy, Parliament Outreach Programme) and strategies pertaining to the agriculture and education sectors. The programme will also support the three pillars of the EU Roadmap for engagement with Civil Society 2014-2017, namely a) To enhance efforts to promote a conducive environment for CSOs in Namibia; b) meaningful participation in policy development and c) strengthened capacity of CSOs. The outputs envisaged under the programme are: 1) increased capacity of CSOs to interact and cooperate with Parliament in the national development process; 2) improved outputs in the education and skills and in the rural development sectors through CSOs involvement in policy implementation. The focus on the sectors of Education and Skills and Rural Development will allow alignment and complementarity with the other interventions under the National Indicative Programme. National Planning Commission (NPC) / National Authorising Office (NAO) will also ensure complementarity and avoid duplication with other programmes and projects implemented by the Government or by other development partners, through their role in the Programme Steering Committee and their execution of programme coordination and Programme Coordinator roles.

4. Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU. The actions shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation and supported with the budget indicated in section 5.5. In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements. The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual

obligations. The Communication and Visibility Plan of the Action will be implemented through dedicated activities carried out by the technical assistance team that will be hired to support the Government in the management and administration of the Action in coordination with the direct and indirect beneficiaries of the action.

5. Cost and financing

Support to the Livestock sector in the Northern Communal Areas of Namibia	EUR 20 000 000
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Enhancing Participatory Democracy in Namibia	EUR 6 000 000
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Total EU contribution to the measure	EUR 26 000 000
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The Committee is invited to give its opinion on the attached Annual Action Programme 2016 in favour of the Republic of Namibia.



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This action is funded by the European Union

ANNEX 1

of the Commission Decision on the Annual Action Programme 2016 in favour of the Republic of Namibia to be financed from the 11th European Development Fund

Action Document for Support to the Livestock sector in the Northern Communal Areas of Namibia

1. Title/basic act/ CRIS number	Support to the Livestock sector in the Northern Communal Areas of Namibia - Financed under the 11 th European Development Fund CRIS number: NA/FED/038-763			
2. Zone benefiting from the action/location	Namibia The action shall be carried out in the following locations: Northern Regions of Kunene North, Omusati, Oshana, Ohangwena, Oshikoto, Kavango-West, Kavango-East and Zambezi			
3. Programming document	11 th EDF National Indicative Programme (NIP) 2014-2020 and the Joint EU Response Strategy for Namibia and 2014-16/17			
4. Sector of concentration/ thematic area	Agriculture	DEV. Aid: YES ¹		
5. Amounts concerned	Total estimated cost: EUR 22 125 000 Total amount of EDF contribution: EUR 20 000 000 (29% of NIP) This action is co-financed by potential grant beneficiaries for an indicative amount of EUR 2 125 000			
6. Aid modality(ies) and implementation modality(ies)	Project Modality Indirect management with the Government of the Republic of Namibia (grants, programme estimates, procurement of services)			
7 a) DAC code(s)	311 AGRICULTURE (80%) 31163 Livestock (40%) 31194 Agricultural co-operatives (10%) 31195 Livestock/veterinary services (50%) 321 INDUSTRY (20%) 32161 Agro-industries (100%)			
8. Markers (from CRIS DAC form)	General policy objective	Not targeted	Significant objective	Main objective
	Participation development/good governance	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Aid to environment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Gender equality (including Women In Development)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Trade Development	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

¹ Official Development Aid is administered with the promotion of the economic development and welfare of developing countries as its main objective.

	RIO Convention markers	Not targeted	Significant objective	Main objective
	Biological diversity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
9. Global Public Goods and Challenges (GPGC) thematic flagships	Not applicable			
10. SDGs	Main SDG Goal, Goal 2 and secondary SDG, Goals 1, 8 , 15			

SUMMARY

In the Northern Communal Areas (NCAs) of Namibia, more than 70% of the population depends directly or indirectly on livestock and rangeland resources for their economic well-being and food security. However, the performance of the livestock sector is significantly affected by low and variable annual rainfall, poor agronomic conditions, inadequate animal husbandry practices and significant market restrictions mainly due to the presence of the foot & mouth disease (FMD). According to all stakeholders involved during identification phase, concerted efforts should be provided to improve the performance of the livestock sector in the NCAs from the supply and demand side, and to promote the resilience of local farmers, with specific focus on the following areas:

1) Improvement of livestock production systems and resilience to climate change, to be achieved through the promotion of: livestock oriented agricultural extension, technical and animal health support services, the demand/access/availability of quality inputs, access to productive and market assets, demand and access to improved breeding material, engagement of farmer cooperatives in production, marketing and rangeland management activities.

2) Increased access to domestic, regional and international markets, by promoting: local capacity for animal slaughtering and meat processing (municipal abattoirs, etc.), food safety awareness campaign and food hygiene inspection services, animal auctions, access to market information, improved management of pre-slaughter quarantine facilities and exploring new local/export markets.

3) Full implementation of animal disease management and eradication strategies, by promoting: a system of para-vets (Community Animal Health Agents), early warning and rapid response mechanisms for disease control and emergencies; an improved livestock identification and traceability system, a Commodity Based Trade (CBT) approach, collaboration/coordination with neighbouring countries for control/eradication of Transboundary Animal Diseases.

The main partners identified for the implementation of the Action would be the Directorate of Veterinary Services (DVS), which would be engaged through Programme Estimates for implementing result no. 3 and for some of the activities under result 1 (provision of extension services on animal health) and 2 (provision of veterinary services to feed lots, market events and provision of food safety services to abattoirs). Activities under result 1 (farmer extension and advisory services) and most of activities under result 2 (market linkages, marketing, etc.) would be implemented through grants by agencies with extensive engagement in the livestock sector, that will be selected through a call for proposal. Programme management and administration would be supported by technical assistants embedded in the Ministry of Agriculture, Water and Forestry (MAWF), at central and regional level.

1 CONTEXT

1.1 Sector/Thematic area

The Action will be implemented in the agriculture/livestock sub-sector in the Northern Communal Areas of Namibia (NCAs). Some changes in the context have occurred since the preparation of the programming document, as a result of the recent FMD outbreak and subsequent consequences on the livestock veterinary status and market restrictions for livestock and livestock products (see par. 1.1.3). Due to low

and erratic rainfall, combined with prevailing poor agronomic conditions, most agricultural activities in Namibia are limited to dry-land farming and livestock husbandry. The livestock sector plays an important economic role, contributing to approximately 75% of Namibia's agricultural output value, 70% of agriculture exports and 7% of total goods exports. GDP share is 2.3%, rising to 7% if contribution from the meat processing industry is included. The sector is the largest private employer, providing an approximate equivalent of 28 000 permanent jobs, without taking into consideration jobs created along the value chain and under self/non-formal employment. Livestock production takes place in two distinct zones, separated by a veterinary cordon fence (VCF) which traverses Namibia in latitude:

- a) South of the VCF, a zone classified by the World Organisation for Animal Health (OIE) as FMD free, characterised by mainly medium-large commercial livestock producers on free-hold farms. The zone covers about 44% of the total agriculture land, accommodates only 10% of the people, yet it produces some 70% of the overall agricultural outputs and most of the animal and livestock products for export.
- b) North of the VCF, the NCAs, which until the recent outbreak in 2015 had been considered as FMD protected zone, with the exclusion of the FMD infected Zambezi Region. The NCAs cover over 41% of total agriculture land, accommodate about 60% of the population, half of which is directly involved in farming activities, but produce only 6% of the overall agricultural output value. The NCAs account for approximately 50% (1 000 000 heads) of the whole cattle population, mainly produced on communal land by small-medium farmers without land title. Approximately 23 % of cattle is owned by female household members. Almost 20% of households own less than ten animals (including goats and sheep), while 50% own between ten and thirty animals. Data from the last census suggest that the large majority of these two household categories live below the poverty line.

In the NCAs, animal farming plays a crucial role for the rural communities, in terms of income generation, access to livelihood assets, social stability and upholding of local traditions. As almost 40% of households in the NCAs raise cattle, the sector also plays an important social protection role, particularly for households whose main source of income is a state pension or social grant. Livestock also enhances local communities' resilience to adverse weather conditions (climate change), as well as food security, in terms of access and availability of food and nutritional value of food intake. In traditional farming, it also plays an important role for providing manure and draught animal power for transport and crop cultivation.

1.1.1 Public Policy Assessment and EU Policy Framework

Agriculture was selected by Government of Namibia as one of the four strategic sectors of the 4th National Development Plan (NDP4: 2012/16), due to its potential in employment generation and reduction of rural poverty, national food security, contribution to economic growth and export earning. Various policy and strategic instruments are in place to facilitate the execution of the NDP4, with specific regard to the livestock sub-sector, including:

- The National Agricultural Policy Launched in 2015, the Policy reinforces the government commitment to improving the performance of the livestock sector, by strengthening the role of research, extension and veterinary services, for coordinating support in the areas of rangeland management, animal health, production and marketing of livestock and livestock products.
- The Policy for the Eradication of Transboundary Animal Diseases in the NCAs (2010) mandates the MAWF to progressively removing the restrictions of movement of cattle, meat and other animal products from the NCAs to the south of the VCF. In line with the policy, the Directorate of Veterinary Services (DVS) developed in 2014 the FMD and Contagious Bovine Pleuropneumonia (CBPP) Freedom Strategy and Implementation Plan, based on the recommendations from the Performance Analysis of Veterinary Services and Good Agricultural Practices (GAP) carried out by the OIE in 2010. The policy was launched with the assumption that the NCAs (excluding the Zambezi region) were practically free from FMD, after more than 40 years from the last recorded outbreak. The recent and unexpected FMD outbreak in the NCAs will significantly delay the implementation of the strategy.
- The Animal Health Act No.1 (2011), covering the areas of prevention, detection, control of animal disease and improvement of animal health, with comprehensive provisions for the exercise of veterinary services, import and export control of animals and animal products.

- The Communal Land Reform Act No. 5 (2002), introducing a legal framework for the allocation of land-use rights in the communal land; establishing Communal Land Boards and regulating tasks and responsibilities for land allocation by the Boards and Traditional Authorities.
- The National Rangeland Management Policy and Strategy (2012), a technical framework for livestock farmers to manage, restore and maintain the productivity and biodiversity of their rangeland, reducing vulnerability to adverse impact of climate change.
- The Namibia Agriculture Marketing and Trade Policy and Strategy (2011), with the objectives of improving the local marketing of livestock; increasing the local share of the domestic market across the value chain; promoting the quality of livestock and safety of meat products; developing domestic markets through promotion of consumption meat products locally produced; ensuring fair distribution of benefits across the value chain. The Government has recently launched a plan to promote the market of animals and consumption of beef produced in the NCAs, by introducing some regulatory measures for the import of meat into the country. Under the plan, government procurement institutions will also be instructed to give preference to meat produced in the NCAs, over imported meat.

Policies have been formulated with the participation of a wide group of stakeholders, fairly reflecting the common interest towards a mature, sustainable and inclusive livestock industry. However, their implementation tends to be fragmented and not sufficiently focused on the practical needs of livestock producers. Regulations are not always adequately enforced, in particular for the prevention of unsustainable use of natural resources and land degradation. Full implementation is also hampered by insufficient public resources allocated to the sector, as it is reflected by the scarce number of livestock extension staff operating in the NCAs. In addition, more effective and long term policy and regulatory measures are needed, in order to counter possible market limitations caused by recurrent droughts and livestock disease outbreaks.

The Action is in line with the 11th EDF National Indicative Programme for Namibia, which indicates Agriculture as one of the two focal sectors of development cooperation, with the overall objective to address poverty and unemployment by improving the wealth created from the natural resource based sectors in a sustainable manner. In line with the principles laid down in the European Commission (EC) Communication COM(2014)263 on '*A Stronger Role of the Private Sector in Achieving Inclusive and Sustainable Growth in Developing Countries*', the Action has a clear focus on poverty reduction through employment creation and inclusive growth, as it aims at creating economic opportunities through market-based solutions, following clear criteria in the provision of direct support to private sector actors. In line with the communication *EU approach to resilience*, the Action will promote local communities' capacity to assess the risk, prevent and respond to climate change events, drought in particular, through the adoption of improved rangeland management and livestock production methods. Complementarities with the recently launched Comprehensive Conservation Agriculture Programme for Namibia and the piloted Rangeland Early Warning Systems, which have both received support by the EU, will also be enhanced.

1.1.2 Stakeholder analysis

Sector stakeholders have extensively been engaged in the design of the Action and will be directly or indirectly involved in its implementation. The main actors are:

- The Ministry of Agriculture Water & Forestry (MAWF), including:
 - Directorate of Planning and Business Development (DPBD), providing information and advice to decision makers and other players in the private and public sectors on policy formulation, planning and coordination in the fields of agriculture and co-operatives.
 - Directorate of Agricultural Production, Extension and Engineering Services (DAPEES): providing agricultural extension for adoption of improved agricultural technologies. Public extension services in the NCAs are mainly directed to crop production, the extension staff is low in number and insufficiently trained in livestock husbandry and cattle marketing.
 - Directorate of Agricultural Research and Development (DARD), operating the livestock research centres in the NCAs.
 - Directorate of Veterinary Services (DVS): responsible for control of marketing of animals and animal products, including imports, animal disease control, veterinary surveillance, epidemiology and diagnostic and veterinary public health services. DVS' investment budget for

Financial Year (FY) 2015/16 is estimated at 150 Million Namibian dollars (approx. EUR 9 500 000).

- Meat Board of Namibia (MBN): a para-statal regulatory body, partly financed through fees for services (cattle branding, etc.) and levies paid by livestock operators, with the mandate to promote the interests of the meat industry and enhance the livestock sector in the NCAs. Because of its status, the Board is also involved in promoting partnerships between public and private bodies for investments and service delivery in the NCAs.
- The Agriculture Marketing and Trade Agency (AMTA). Established in 2011 by Cabinet Decision as a MAWF specialised agency, AMTA have become fully operational in 2013, with the mandate of managing the fresh produce business hubs (mainly for fruit and vegetable products) and the National Strategic Food Reserve (mainly grains). By revision of some relevant policy acts (Agronomic Industry Act, Meat Act, etc.), AMTA is expected to assume additional tasks and responsibilities in the area of processing and marketing of livestock and livestock products.
- Meat Corporation of Namibia (Meatco): the most important cattle processing and meat producer in Namibia, serving communal, emerging and commercial livestock producers. Meatco has been managing the only two export abattoirs in the NCAs (Oshakati and Katima Mulilo) under lease agreement with the Government. According to Meatco, the current conditions in the NCAs have not been conducive for a viable livestock processing business. As a result, and after several years of accumulated financial losses, Meatco has recently decided to discontinue its operations in the two abattoirs and introduce a new business model, based on mobile slaughter units.
- Beef industry: including, in addition to Meatco, various private and small public (municipal) abattoirs, private butcheries and a large variety of local operators in the informal market.
- Cattle and beef traders, service providers, retailer and wholesalers: including middlemen and speculators, professional auctioneer, transporters, small informal retailers (*kapanas*). Because of business interest linked to importing animals and animal products from outside the NCAs, the Action in the short term may be unfavourable to some livestock trade operators.
- Agricultural Bank of Namibia (Agribank), a government controlled finance institution, providing mentoring and advisory services to livestock farmers. The bank could be involved in the design and testing of financial products tailored to livestock farmers and other operators along the value chain.
- AGRA Ltd: an agricultural cooperative and main provider of inputs (veterinary drugs, feed supplements, licks, etc.) and services (auctioning) to livestock farmers.
- Producer associations, including:
 - Namibia Agriculture Union (NAU): representing the interest of commercial farmers, including livestock producers, is financed through membership fees and contributions from the MBN.
 - Namibia National Farmers Union (NNFU): a national federation representing communal and emerging farmers, providing organisation support and trade assistance to local members.
 - Farmers' cooperatives: Local and regional associations will be instrumental in setting up a communication network for disease management and livestock marketing.
- Non-profit organisations: such as Meatco Foundation, Conservation Agriculture Namibia (CAN), Integrated Rural Development and Nature Conservation, providing services to local farmer communities in the areas of rangeland/livestock management;
- Livestock farmers (see brief description in par. 1.1.3.)

1.1.3 Priority areas for support/problem analysis

NCAs' livestock production is mainly sold in the local market and, in smaller quantity, to other neighbouring African countries, such as South Africa, Angola and Zimbabwe. However, more than half of the meat locally consumed in the formal market needs to be supplied from outside the NCAs. In fact, only 12% of the total NCAs' cattle population is sold or consumed (the so-called off-take) compared to 25-30% in the commercial areas. While cattle farmers are unable or reluctant to sell their animals, the economic potential of the sector in the NCAs, even in terms of satisfying the local demand, remains largely unexploited. The low off-take is mainly caused by market inefficiencies, which will constitute one of the Action's priority areas of intervention. From the demand side, the beef industry is mainly export oriented and requires a regular supply of high quality grade (A and AB) for lucrative markets. However, from the supply side, more than 75% of animals delivered to abattoirs in the NCAs are of lower quality (C

grade), resulting in low prices paid to farmers and inefficiencies in the processing industry. The low quality of animals is partly the result of poor access to and low quality of livestock extension and advisory services, which currently cover less than 2% of farmers. Extensive inbreeding of cattle, coupled with insufficient research on improved breeding material and livestock husbandry practices is significantly contributing to the low quality of animals. Regular supply of animals to the meat industry is also hampered by the mind-set of the majority of NCAs farmers, for whom cattle is not necessarily a source of income, but a form of savings/investment for household security. Cattle can be easily transformed in cash during retirement, with better return as compared to other instruments available on the financial market (e.g. savings/investment accounts, etc.). Furthermore, cattle is used in community functions or sold for family needs in case of specific events (wedding, funerals, school fees, etc.). Rural households also keep cattle for their social status. However, as a result of generational changes and increasing urbanization, new status symbols are being introduced in the rural areas (cars, etc.), that could be alternatives to cattle.

Due to logistic constraints (insufficient auction events, distance and costly transport to auction sites, quarantine obligations, etc.), local farmers are even more reluctant to sell their cattle on a regular basis. As a result, abattoirs work below full potential (60% on average), which decreases their economic performance and further reduces their ability to offer better prices to farmers. This is a vicious cycle that needs to be addressed with an attitude change from the side of the farmers, coupled with a market approach by the meat industry which is better tailored to the type of animals supplied by local farmers (because of the small size of the local Sanga breed, farmers are usually excluded from price incentives which are normally based on animal's weight). At the same time, due to uncontrolled cattle movements, there is a constant risk of importing animal diseases from infected areas. After the FMD outbreak in July 2015, probably caused by cattle contracting the virus after grazing in neighbouring countries, additional restrictions to the movement and trade of livestock have been imposed throughout the NCAs, with additional dampening effects on the whole value chain. As farmers are reluctant to sell their animals, the number of cattle in the NCAs is growing, with increasing negative effects on the already stressed rangeland's stocking capacity. Overstocking and overgrazing, associated with widespread soil degradation and bush encroachment, have become a common phenomenon, affecting more than 45% of the land.

Furthermore, due to the land tenure system in the NCAs, the responsible authorities (traditional leaders, Land Boards, Local Authorities, etc.) are often unable to regulate the use of rangeland. If farmers' awareness on sustainable animal husbandry practices is not promoted, together with a more effective governance of natural resources, the negative environmental impact would progressively affect the productivity of the whole livestock sector. In the long term, this could also have an impact on the social cohesion and overall political stability, as it would support the perception that livestock farmers in the north of the country are still disadvantaged, as compared to a well-off farmer communities in the south.

2 RISKS AND ASSUMPTIONS

Risks	Risk level (H/M/L)	Mitigating measures
Budget constrains could limit the Government's ability to provide the human resources required for field activities (e.g. public extension and animal health services).	M	Government commitments towards the Action will be fully reflected in the Financing Agreement and accompanied by intense high level dialogue, supported by a robust monitoring system. Concurrently, the Action will promote the provision of complementary services by private livestock operators.
Adverse and continue climatic events, drought in particular, could further affect livestock farming.	M	The resilience of local farmers will be enhanced by active dissemination of improved animal husbandry, adapted breeds and rangeland management practices, coupled with the provision of specific inputs and assets for animal and fodder production/processing in dry land environment (water, power, access road, feed lots, etc.). Coordination will be ensured with government response

		mechanisms, in case of drought events.
Because of new outbreaks, the status of FMD risk infected zone is extended to the whole NCAs.	L	The Action will strengthen the application of holistic and proactive disease risk management approaches, built on adequate disease intelligence. Concurrently, the Commodity Based Trade (CBT) approach will be piloted in selected areas, as a way to improve market access from geographical areas still infected by FMD.
Because of vested interests amongst the few private sector operators, the marketing and pricing system currently in place remains unchanged.	L	Specific and temporary public incentives could be put in place, together with regulatory measures (e.g. levies on imported animals and animal products, preferential treatment of local beef in public procurement, etc.) in support to local cattle producers and processors.
Because of influence from local political and traditional authorities, target farmers are reluctant to change production and marketing attitudes.	L	Entry points for field activities, e.g. extension and animal care services, will focus on leaders and selected members of farmer communities, women, youth and farmers already involved in commercial agriculture, as promoters of changes. Households surveys may be undertaken to gain a better insight of the anthropological and social factors that are currently limiting a more business minded behaviour amongst NCAs livestock farmers.
Prices and exchange rate fluctuations change the market scenario.	L	Product diversification (weaners, oxen, small livestock, beef sub-products) will be promoted, together with the capacity for the local industry to become more competitive vis a vis meat imports.
The Government approach for FMD eradication (erecting a VCF on the Angola border) is not feasible in the near future.	M/H	Regulatory measures for meat production and disease control/prevention would be introduced in line with CBT protocol, shifting trade focus from geographic origin of animals to a specific products (e.g. de-boned beef), with negligible potential for FMD transmission.
Insufficient coordination amongst major livestock players.	M	Inter and intra-ministerial coordination will be promoted at national and regional level, together with dialogue, consensus and synergies amongst major public and private stakeholders.

Assumptions

- All value chain operators, as well as government authorities, firmly collaborate along the Livestock Common Vision and Master Plan, elaborated by the livestock sector in 2012.
- Southern Africa Development Community's livestock, health and trade authorities are fully committed to the implementation of the Phakalane Declaration (2012) on the adoption of non-geographic approaches for management of foot and mouth disease, providing fair access to meat products originating from controlled compartments in the NCAs, in line with the CBT accepted protocols.
- Demand for animal products will be growing, owing to increased population, rapid urbanization, decreasing poverty and increasing disposable income, which will create an additional pulling effect and market opportunities in the NCAs and throughout the country.
- Once the necessary activities are in place, the already demonstrated price responsiveness of NCAs livestock farmers will prevail on the current socio-cultural aversion to market.

3 LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

3.1 Lessons learnt

As learned from previous and on-going similar programs (e.g. Millennium Challenge Account), a more focused agribusiness approach should be promoted, in order to improve the competitiveness and profitability of the livestock sector in the NCAs. Structural modifications and mind-set changes are needed, in order to encourage livestock farmers to gradually adopt innovative production systems, modern

technologies and move towards market driven attitudes. To unlock the social and economic potential, mobilization is required at local, regional and national levels, to address sector specific policy factors and behaviors that are not conducive to commercial livestock farming. To that effect, sustained and coordinated efforts involving all participants along the agribusiness chain, in particular private sector operators, will be instrumental. Recent experiences from the NCAs have shown that the integration of improved livestock husbandry with local planning for rangeland used and conservation agricultures practices could also significantly contribute in building the resilience of local farming communities.

3.2 Complementarity, synergy and donor coordination

The Action will complement the on-going continental Veterinary Governance Program, implemented by the African Union - Inter African Bureau for Animal Resources (AU-IBAR), World Organisation for Animal Health (OIE) and The Food and Agriculture Organization of the United Nations (FAO) and will be well aligned with the AU-IBAR strategic pillars.

The Communal Land Development Programme (CLDP), currently implemented by the Ministry of Land Reform with financial support from the EU, Kreditanstalt für Wiederaufbau (KfW) and Gesellschaft für Internationale Zusammenarbeit (GIZ), is actively promoting access to land rights to individual and group farmers in the NCAs. CLDP is also providing mentoring and extension services for optimal rangeland and herd management, which are expected to increase farmer communities' resilience to drought and climate changes. The Action will therefore build upon CLDP's experience and establish strategic and operational links with the programme, particularly in the areas of local land use planning, rangeland management, access and management of livestock infrastructure (water points, fencing, etc.) and advisory services. The coverage of CLDP may provide some reference for the geographical and beneficiary targeting by the market promotion component of the Action. Therefore, as part of the initial actions for implementation, it is envisaged to draw up selection criteria and identify geographical areas for specific interventions and local beneficiaries, through a consultative process with traditional and local authorities, farmers unions and cooperatives. Coordination and synergies with Member States will be sought during the Action, in particular with Germany, under its planned extension of the land reform support programme. Collaboration will be established with the Japanese Cooperation Agency (JICA), under their support programme to extension services in the NCAs.

Resilience of local farmers will be promoted in cooperation with the EU funded Climate Change Programme, currently providing technical guidance and institutional framework for rangeland management, conservation agriculture and livestock marketing, so as to limit the climate related risks of commercial livestock farming in the NCAs. When applicable, linkages will be created with the 11th EDF Support Programme to Vocational Training, for promoting skill development in line with the demand from livestock agribusiness operators, and with the Civil Society Support Programme, to enhance the capacity of local NGOs and community based organizations in natural resources management and livestock value chain governance. The Action would enhance technical and policy coordination at local level amongst livestock sector operators, also providing an entry point for decentralised EU dialogue with private sector operators, civil society representatives, local and traditional authorities. China has recently signed a framework agreement to open its market to Namibian beef, providing complementary capacity building assistance to veterinary services and pledging investment funds for the construction of vaccine production plant in the NCAs. Because of its increasingly important role for the sector, preliminary discussions will take place with the Chinese representatives to identify common development objectives and explore concrete opportunities for collaboration during implementation of the Action.

The Action will be mainstreamed and reflected in the National Agricultural Investment Plans, under the recently launched Comprehensive Africa Agriculture Development Programme (CAADP) process for Namibia. Synergies will be established with the EU supported SADC Regional Agricultural Policy, with focus on the regional strategy for eliminating animal pests and improving control of trans-boundary animal diseases (TAD). Complementarities will also be sought with other livestock regional (e.g. SADC programme on transferable diseases, under formulation) and continental initiatives, such as the Pan African Livestock Development Strategy for Africa, FAO's Livestock Environmental Assessment and Performance Partnership (LEAP) programme, etc.

MAWF has a lead role in terms of coordinating the interventions of the development partners in this area.

3.3 Cross-cutting issues

Gender: Support to gender constitutes a significant objective of the Action. Specific activities will be designed to promote the effective participation of women in the livestock value chain, taking into account their entrepreneurial attitudes to commercial activities, as already apparent in small stock rearing and meat processing/retailing (small local restaurants, *kapanas*). Women's engagement as Community Animal Health Agents will be promoted, together with their active participation in grazing associations and other community-based mechanisms for improved rangeland management. The Action will explore the introduction of food security and nutrition focus by extension services, as a way to increase women's awareness on the need of animal proteins for a more balanced diet, particularly for the healthy growth of children. The improvement of breeding material and the extension of tagging to small stock will directly improve women's engagement in the value chain, from production to marketing. Outcomes and outputs will be disaggregated by sex, wherever applicable.

Environment: the Action will actively stimulate a more sustainable use of natural resources, grass land and water in particular, as part of a wider approach to improve rangeland management. A more adaptive and efficient livestock production system will also enhance the resilience of rural households to drought and other climate change related events. The role of livestock farmers as "managers of local ecosystems" and a mentality shift from "livestock producer" to "grass producer" will be actively promoted by the Action. Optimal carrying capacity would mainly be achieved by promoting farmer communities' active role in rangeland management practices. These would include local level land-use planning, grazing planning, pasture production, early assessment of pasture availability, timely adjustment of animal numbers to available grazing, improving the vigour of the perennial grass, addressing bush encroachment, adjusting water extraction to ground water levels, increasing soil fertility and water penetration, amongst others. Increased off-take will be promoted for the supply of higher quality meat to the market; as a result, the optimal carrying capacity of the land would be attained with fewer animals, but of better quality. The reduction of herd size may also have a beneficial effect on the environment.

4 DESCRIPTION OF THE ACTION

4.1 Objectives/results

This programme is relevant for the Agenda 2030. It contributes primarily to the progressive achievement of SDG targets 2.3 (By 2030, double the agricultural productivity and incomes of small-scale food producers, in particular women, indigenous peoples, family farmers, pastoralists and fishers, including through secure and equal access to land, other productive resources and inputs, knowledge, financial services, markets and opportunities for value addition and non-farm employment), but also promotes progress towards Goal(s) 1 (End poverty in all its forms everywhere), 8 (Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all), 15 (Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss).. This does not imply a commitment by the country benefiting from this programme.

The overall objective of the Action is: *to promote the entrepreneurship and enhance the livelihood of NCAs' livestock farming communities in a sustainable way.*

The specific objective is: *to improve the performance of the livestock value chain in the NCAs.*

The project will focus on the following three result areas:

Result 1) *Livestock production systems and resilience to climate change are improved*

Result 2) *Access of livestock farmers to domestic, regional and international markets is promoted*

Result 3) *Implementation of animal disease management and eradication strategies is enhanced*

4.2 Main activities

The indicative list of activities to achieve this result is presented below.

4.2.1 **Result 1) Livestock production systems and resilience to climate change are improved.**

4.2.1.1 *Policy and legal framework analysis*

- a) Analyse constraints and advise on policy and regulatory measures that enhances the capacity of local farmers to produce and sell quality animals, increasing off-take, and reducing overstocking.

4.2.1.2 Research/baseline studies

- a) Carry out technical studies and update baseline surveys on livestock production and marketing.
- b) Research and identify effects of climate change on livestock production systems, in collaboration with competent organisations.
- c) Identify and test specific adaptive measures to enhance the resilience of local farmers, with special focus on rangeland management in communal areas (planned grazing, etc.).

4.2.1.3 Extension, advisory services

- a) Review and update training/extension guidelines, curricula, training aid and visibility material for livestock husbandry, livestock farm management and rangeland management.
- b) Provide extension, mentoring and advisory services on livestock husbandry, animal health, herd and rangeland management, fodder production, farm and agri-business management.
- c) Enhance the capacity of Livestock Development Centres (LDCs) in the NCAs to offer demonstration and training/extension services in both livestock and rangeland management.
- d) Identify learning needs and support training/capacity building of public extension staff on livestock production advisory services, including access to educational qualifications through pre- and post-graduate programmes.
- e) Facilitate formal accreditation of trainers/mentors.

4.2.1.4 Access to livestock inputs

- a) Promote and facilitate access and availability of livestock inputs (medicines, fodder, supplementary feeds, etc.).

4.2.1.5 Livestock breed improvement

- a) Promote and implement applied research for identification, reproduction and distribution of productive and adaptive large and small stock genetic material, with focus on maintenance and improvement of genetic pool for local Sanga and Nguni breeds
- b) Promote exchange programmes of superior bulls between villages, constituencies and regions.
- c) Design and propose to the competent authorities the required measures to ensure that selected and certified breeding bulls, free from Sexually transmitted Disease (STDs) are marketed in the NCAs for reproduction purposes.
- d) Carry out awareness campaigns to promote the use of indigenous cattle breeds.

4.2.1.6 Agricultural business development/promotion

- a) Identify key small/medium/micro business operators along the livestock value chain (including cooperatives), design and implement tailored business support services, in collaboration with local service providers and business intermediary organizations.
- b) Analyses feasibility and viability of feedlots, including complementary fodder production, promote and pilot feedlot schemes in selected areas, securing market access by linking with livestock traders and abattoirs.
- c) Analyse opportunities, design and test mechanisms for promoting product diversification (weaners, oxen, small livestock, etc.).
- d) Identify high-potential production/market areas, based on a supply-demand assessment, and support investments for production/market facilities, equipment and inputs, such as water points, access roads, kraals, containment facilities, energy, improved bulls, etc. in collaboration with other relevant authorities and financial institutions.

4.2.1.7 Institutional Capacity

- a) Enhance institutional capacity of relevant public institutions for decentralised delivery and coordination of livestock support services (training, extension, technical assistance, etc.), with particular focus on Livestock Development and Agriculture Development Centres.
- b) Promote the development and enhance the capacity of relevant civil society organizations, such as community-based groups, farmers unions, local and regional cooperatives, for their effective participation along the livestock value chain.

4.2.2 Result 2) Access of livestock farmers to domestic, regional and international markets is promoted.

4.2.2.1 Policy and legal framework analysis

- a) Analyse constraints and advise on policy and regulatory measures that would enhance the capacity of traders and meat industry to promote off-take by improving their capacity to acquire, process and market animal and animal products made in the NCAs in the local, national, regional and international markets.

4.2.2.2 Market research

- a) Carry out and update technical studies and baseline surveys on livestock, meat and meat product development and marketing, with particular attention on the local market; determine production and market viability of goat and sheep and their products from the NCAs.
- b) Research and identify a meat grading system more adapted to C-grade beef produced in the NCA; promote processing and diversification, beyond the current focus on chilled meat, so as to increase added value and access potentially alternative markets for NCAs beef products.
- c) Identify, analyse viability and develop alternative market outlets at local, regional (SADC), national and international level, in particular for products from CBT schemes.
- d) Implement Commodity Based Trade (CBT) schemes and advise competent authorities for possible replication and expansion in selected areas within the NCAs.

4.2.2.3 Information dissemination /awareness and training

- a) Carry out market promotion and awareness campaign, dissemination of information, in collaboration with relevant authorities and agencies.
- b) Design, test and promote livestock price information systems and market linkages for the entire livestock value chain; promote the use of innovative information & communication technologies.
- c) Provide training/capacity building/technical assistance to private trade operators, farmer associations, livestock cooperatives and farmers unions in market and marketing related activities.

4.2.2.4 Livestock market development

- a) Based on market research and development studies, identify high-potential production/market areas and support investments for production/market facilities (water points, access roads, kraals, containment facilities, energy sources).
- b) Design and test market subsidies and incentives schemes for increase and timely supply of quality animal to the market; advise competent authorities for possible replication/expansion.
- c) Design and carry out marketing campaign (local, national, regional and international) for the promotion of NCAs' meat and meat product (*made in the NCAs branding*).
- d) Provide business and entrepreneurial support services to operators of public and private local abattoirs, in order to improve their throughput capacity and promote the supply of quality animal products (with added value) to the market.
- e) Promote capacity development for community-based organizations and farmers' cooperatives and enhance their effective and coordinated participation in livestock marketing.
- f) Analyse the business viability of (B-class) municipal abattoirs and local slaughter houses, determine the level of support for compliance with hygiene and food safety standards.

4.2.2.5 Financial services

- a) In collaboration with private/public finance institutions, design and promote schemes that improve access and availability of dedicated financial services (business credit, insurance, etc.) to all categories of operators along the livestock value chain.

4.2.2.6 Feedlots and quarantine facilities

- a) Promote and support the development of feedlot schemes as a way to increase the availability and the regular supply to local abattoirs of quality animals and improve farmers' access to the market.
- b) Promote improved management of quarantine facilities – including production of standard procedures and training material, in order to reduce/eliminate weight loss during confinement.

4.2.3 Result 3) Implementation of animal disease management and eradication strategies is enhanced.

4.2.3.1 Information management and traceability systems

- a) Support the expansion of the livestock identification and traceability system (NamLITS), also to include small stock, and provide relevant training to farmers and other operators.
- b) Carry out risk assessment studies; develop an integrated Animal Health Information System to collect and analyse data and generate appropriate information for various stakeholders, with focus

on: notification and reporting of animal disease cases, management of veterinary actions in case of health emergencies, surveillance of animal diseases (including zoonosis) and early warning.

4.2.3.2. Development of livestock veterinary facilities

- a) Collaborate with key stakeholders in the design and build of infrastructures required for livestock containment, testing and isolation, including rehabilitation of quarantine facilities.
- b) Contribute to the design, construction and equip veterinary facilities and provide training to staff for the control of cross border movement of animals and transboundary transmission of diseases.
- c) Identify; inspect local (B-class) abattoirs, with the view to upgrading their standards.
- d) Develop and enforce minimum hygiene and food safety standards for local abattoirs, in collaboration with municipal authorities.

4.2.3.3 Veterinary and animal health support services

- a) In close liaison with livestock extension and advisory services (see Result 1) improve access and quality of veterinary services to NCAs farmers involving, when appropriate, qualified private operators in the veterinary field.
- b) Design and implement a system for the delivery of basic animal health/veterinary services, including recruitment, training and equipping a network of community animal health agents (CAHA) operating in the areas of animal health, animal husbandry, rangeland management, access to livestock inputs and medicines, basic farm management and marketing.
- c) Establish close operational links between public veterinary services and CAHA, in support to the Animal Health Information System
- d) Review and update existing training modules and information materials on animal health.

4.2.3.4 Livestock trade development

- a) Collaborate with other stakeholders in the design, test and possible replication of CBT schemes.

4.3 Intervention logic

The Action is to undertake a variety of coordinated interventions, in order to support NCAs livestock farmers to produce in an efficient and competitive way, in a challenging socio-economic and agro-climatic environment. The ability of local communities to improve their farming system and resilience to climate related shocks, drought in particular, will be promoted through synchronised and interlinked actions in the areas of livestock production (supply side) and market (demand side). Through the action, the quality of and access to livestock support services and infrastructure will be enhanced, together with the ability of private sector operators, in particular producer and market associations, to play an effective role along the livestock value chain.

On the production side, quality of animals would be increased by providing access to qualified extension services and improved breeding material that is better adapted to the prevailing agro-climatic conditions in the NCAs. Research, extension and advisory services will be supported, with focus on improving livestock genetic material, animal husbandry, animal health, rangeland management and fodder production, based on the experience gained by other farmer support programs (e.g. Meat Board, Meatco Foundation, CLDP and Agribank). In order to increase the supply of high grade animals to slaughtering facilities, animal production system in feed lots will also be supported, together with fodder production.

Based on increased availability of animals of better quality, the Action will promote the demand side for livestock and livestock products by the domestic market, particularly from formal NCAs customers (restaurants, lodges, public institutions, etc.). This would include the design and testing of non-distorting, market-driven incentives to stimulate local farmers to timely and regular sale animals of good quality. In order to promote a more commercial approach to livestock production, the livestock procurement system will be enhanced, so as to reduce the transaction costs and risks faced by farmers when selling their animals. At the same time, farmers will have to be made more aware of the risk of keeping large numbers of cattle, due to the increasing scarcity of available natural resources (land, water and pasture) and worsening draught conditions. To this end, extension/advisory services would be complemented by market information and market linkages, as well as by supporting investments for production/market facilities, such as water points, access roads, kraals, containment facilities, energy, in locations strategically selected for their proximity to high-potential production/market areas. The combined efforts

on the production and market sides will be complemented with dedicated support to veterinary and food safety services, all along the value chain.

The veterinary component of the Action would ensure that the standards for animal health, disease control and quality of animal products are adequately improved and enforced. Significant positive effects on the quality of the animals and on access to markets would be expected, with positive outcomes on the income for local farmers and on the profitability of all other segments along the livestock value chain.

In line with relevant EU strategies², the Action will strengthen the role of the private sector, in particular farmers' cooperatives and other small/medium agribusiness operators, in the areas of livestock production, processing and marketing. Regulatory measures aimed at a more conducive environment for private sector engagement will be identified and promoted. This would encourage effective partnerships between all stakeholders involved in the value chain, and enhance the progressive transition of livestock owners, from subsistence to commercial farming. The Action will be linked to the Inclusive and Sustainable Value Chain approach (under the Global Public Goods and Challenges), providing evidence-based knowledge on livestock value chains, ensuring adequate monitoring of performance and accountability.

5 IMPLEMENTATION

5.1 Financing agreement

In order to implement this action, it is foreseen to conclude a financing agreement with the partner country, referred to in Article 17 of Annex IV to the ACP-EU Partnership Agreement.

5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4.2 will be carried out and the corresponding contracts and agreements implemented, is **72 months** from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's authorising officer responsible by amending this decision and the relevant contracts and agreements; such amendments to this decision constitute non-substantial amendment in the sense of Article 9(4) of Regulation (EU) 2015/322.

5.3 Implementation modalities

5.3.1 Indirect management with the partner country

This action with the objective of *promoting the entrepreneurship and enhance the livelihood of NCAs' livestock farming communities in a sustainable way* may be implemented in indirect management with the Republic of Namibia in accordance with Article 58(1)(c) of the Regulation (EU, Euratom) No 966/2012 applicable in accordance with Article 17 of Regulation (EU) 2015/323 according to the following modalities:

The partner country will act as the contracting authority for the procurement and grant procedures. The Commission will control ex ante all the procurement procedures except in cases where programme estimates are applied, under which the Commission applies ex ante control for procurement contracts above EUR 100 000 (or lower, based on a risk assessment) and may apply ex post control for procurement contracts up to that threshold. The Commission will control ex ante the grant procedures for all grant contracts.

Payments are executed by the Commission except in cases where programmes estimates are applied, under which payments are executed by the partner country for direct labour and contracts below EUR 300,000 for procurement and up to EUR 100 000 for grants.

The financial contribution covers for an amount of EUR 300 000 the ordinary operating costs incurred under the programme estimates.

² Such as the *Agenda for Change* and the communication COM (2014)263: *A Stronger Role of the Private Sector in Achieving Inclusive and Sustainable Growth in Developing Countries*.

In accordance with Article 190(2)(b) of Regulation (EU, Euratom) No 966/2012 and Article 262(3) of Delegated Regulation (EU) No 1268/2012 applicable by virtue of Article 36 of Regulation (EU) 2015/323 and Article 19c(2) of Annex IV to the ACP-EU Partnership Agreement, and subject to a positive ex-ante assessment of the entity by an independent external auditor, the Republic of Namibia shall apply the procurement rules of its own implementing body to the imprest component of all programme estimates. These rules will be laid down in the financing agreement concluded with the partner country.

In the absence of a positive ex-ante assessment, or for all other procurement and grants other than those under the imprest component of a programme estimates, and in accordance with Article 190(2)(b) of Regulation (EU, Euratom) No 966/2012 and Article 262(3) of Delegated Regulation (EU) No 1268/2012 applicable by virtue of Article 36 of Regulation (EU) 2015/323 and Article 19c(1) of Annex IV to the ACP-EU Partnership Agreement, the partner country shall apply procurement rules of Chapter 3 of Title IV of Part Two of Regulation (EU, Euratom) No 966/2012. These rules, as well as rules on grant procedures in accordance with Article 193 of Regulation (EU, Euratom) No. 966/2012 applicable in accordance with Article 17 of Regulation (EU) 2015/323, will be laid down in the financing agreement concluded with the Republic of Namibia.

5.3.2 Changes from indirect to direct management mode due to exceptional circumstances

If justified by circumstances outside of the Commission's control, the action relating to results 1 and 2 may be implemented in direct management in accordance with the implementation modalities identified in section 5.3.2.1

5.3.2.1 Grants: call for proposals: "Support to livestock production and market in the NCAs" (direct management)

(a) Objectives of the grants, fields of intervention, priorities of the year and expected results:

The objective of the grants will be to contribute to the Action, with focus on the following expected results:

- improved livestock production systems and resilience to climate change (see 4.2.1: result 1)
- improved livestock farmers' access to domestic, regional and international markets (see 4.2.2: result 2)

The following types of actions will be eligible for financing:

- Enhancing the performance of the livestock sector in the NCAs in the areas of production, animal trading, value addition, processing and marketing for the local, regional and international markets.
- Building capacity of livestock farmers (cooperatives, associations and individual farmers) and of micro-small-medium agribusinesses, in order to promote and strengthen their participation in the livestock value chains with regard to competitiveness, compliance with market requirements, safety and quality standards,
- Promoting and facilitating networking and partnerships amongst private agribusiness operators, civil society organisations and government's central and local institutions involved in the livestock sector.

Activities would include, but not necessarily be limited to:

- extension, technical assistance, advisory and mentoring services;
- business development services, promotion of market linkages and synergies;
- identification, testing and promoting the adoption of appropriate innovative solutions and technologies, particularly in the livestock farming systems that are resilient to climate changes;
- provision of matching funds for co-investment in livestock production and market infrastructures.

(b) Eligibility conditions: in order to be eligible for a grant, the applicant should:

- be legal persons, and
- belong to one of the following categories:
 - Non-State actors (NSAs); private sector organisations; parastatal bodies; local authorities; international (inter-governmental) organisations as defined by Article 43 of the Implementing Rules to the EC Financial Regulation, and
 - be established in a country eligible under the ACP-EC Partnership Agreement,

Subject to information to be published in the call for proposals, the indicative amount of the EU contribution per grant is between EUR 1 000 000 and EUR 3 000 000, and the grants may be awarded to

sole beneficiaries and to consortia of beneficiaries (coordinator and co-beneficiaries). The indicative duration of the grant (its implementation period) is 48 months.

(c) Essential selection and award criteria

The essential selection criteria are financial and operational capacity of the applicant.

The essential award criteria are relevance of the proposed action to the objectives of the call; design, effectiveness, feasibility, sustainability and cost-effectiveness of the action.

(d) Maximum rate of co-financing

The maximum possible rate of co-financing for grants under this call is 80% of the eligible costs of the action. In accordance with Article 192 of Regulation (EU, Euratom) No 966/2012, if full funding is essential for the action to be carried out, the maximum possible rate of co-financing may be increased up to 100%. The essentiality of full funding will be justified by the Commission’s authorising officer responsible in the award decision, in respect of the principles of equal treatment and sound financial management.

(e) Indicative timing to launch the call: second quarter of 2017

5.4 Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply.

The Commission’s authorising officer responsible may extend the geographical eligibility in accordance with Article 22(1)(b) of Annex IV to the ACP-EU Partnership Agreement on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

5.5 Indicative budget

Item	EU contribution (EUR)	Indicative third party contribution (EUR)
5.3.1 Indirect management with the Republic of Namibia		
a) Result 1) Improvement of livestock production systems and resilience to climate change - <i>Call for Proposals – grants</i>	5 000 000	1 250 000
b) Result 2) Enhancement of access to local, regional and international markets - <i>Call for Proposals – grants</i>	3 500 000	875 000
c) Result 3) Implementation of animal disease management and eradication strategies – <i>Programme Estimates</i>	7 000 000	-
d) Technical assistance – <i>service contract</i>	2 500 000	-
e) Visibility – 1 % to 3 % of the amounts under a) to d) will be used for visibility of the action		
5.8 – Evaluation, 5.9 – Audit	500 000	-
Contingencies	1 500 000	-
Totals	20 000 000	2 125 000³

³ Based on a maximum 80 % of EU funding and hence a 20 % contribution from Beneficiaries

5.6 Organisational set-up and responsibilities

The Action will be implemented under the supervision of the Ministry of Agriculture, Water and Forestry, through grants and programme estimates. A programme steering committee (PSC), chaired by the Permanent Secretary of the Ministry of Agriculture, Water and Forestry and made up of representatives of relevant agriculture directorates, European Union Delegation, National Authorising Officer, and other relevant stakeholders, will oversee and validate the overall direction and policy of the Action.

A programme management unit (PMU) will be established in the NCAs, under the responsibility of the Regional Agriculture Offices, for the coordination and supervision of field activities carried out by grants beneficiaries (partner implementing agencies) and other institutions involved in the implementation of the Action (e.g. Veterinary services). The PMU will also be responsible for promoting technical and operational dialogue with other NCAs actors, in order to make the Action better accountable to a large audience of stakeholders, strengthen coordination and synergies amongst all players and boost the common vision for the development of the livestock sector in the NCAs. External support from a Technical Assistance Team will be contracted through a service contract, to provide technical and administrative support at central and regional level.

The coordination set up of the program will pay particular attention to establishing strategic and operational links with public institutions and private operators engaged in livestock production and with other institutions involved in the implementation of the National Rangeland Management Policy and Strategy and of the Land Reform Policy; establishing strategic and operational links and enhance cooperation among key institutions involved in the implementation of the Namibia Agriculture Marketing and Trade Policy and Strategy and with private operators engaged in the procurement, trade and marketing of livestock and livestock products; promoting strategic and operational links and enhance cooperation with other key players involved in the implementation of animal health's related policies, strategies and implementation plans. Possibilities of cooperation protocols with neighbouring countries (Angola in particular) for the management of trans-boundary animal diseases and cooperation with other livestock regional and continental initiatives will also be sought.

5.7 Performance monitoring and reporting

The Technical Assistance Team will support the design and implementation of a monitoring & information (M&I) system, based on a combination of surveys, field data collection and analysis. M&I activities will mainly be carried out by the partner implementing agencies, both under grants and the programme estimate, as part of their contractual obligations. The agencies will also be tasked with the early preparation of baseline surveys in their respective areas of intervention, following the recent resumption of livestock marketing after the FMD outbreak in the NCAs. Baseline and targets for the Action will be reviewed accordingly, after validation by the Steering Committees. Adequate financial provisions will be made for the M&I activities, under Technical Assistance and both for grants and programme estimate. It is also expected that the monitoring of the Action will be harmonised with the methodology for sampling, data collection and analysis under the Household Income and Expenditure Survey and Agriculture Census, which are regularly carried out by the Namibia Statistic Agency. Operational links will also be established with other relevant agencies, such as Meat Board, who disseminate updated information on the livestock sector on a regular basis.

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process and part of the implementing partner's responsibilities. To this aim, the implementing partners shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the logframe matrix. The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

5.8 Evaluation

Having regard to the nature of the action, a mid-term and final evaluation will be carried out for this action or its components via independent consultants contracted by the Commission.

A mid-term evaluation will be carried out for problem solving and learning purposes, in particular with respect to the need for adapting the action to environmental, social and economic changes that may affect the livestock sector during its implementation period. Qualitative and quantitative indicators from a European Commission value chain toolkit may be used to that effect.

A final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the need to provide all actors involved in the livestock sector with an independent and comprehensive assessment of the outcomes and impact achieved by the action.

The Commission shall inform the implementing partner at least one month in advance of the dates foreseen for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

Indicatively, 2 contracts for evaluation services shall be concluded in the 1st quarter year 3 and 4th quarter year 6 of the implementation period of the Action.

5.9 Audit

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

Indicatively, five contracts for audit services shall be concluded under a framework contract during the execution period of the programme.

5.10 Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This Action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation and supported with the budget indicated in section 5.5 above, under technical assistance.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

The Communication and Visibility Plan of the Action will be implemented through dedicated activities carried out by the grant beneficiaries and the Ministry responsible for the programme estimate. Overall guidance and support will be provided by the technical assistance team that will be hired to support the government in the management and administration of the Action.

Appendix – Indicative Logframe matrix

The inputs, the expected direct and induced outputs and all the indicators, targets and baselines included in the list of result indicators are indicative and may be updated during the implementation of the action without an amendment to the financing decision. The table with the indicative list of result indicators will evolve during the lifetime of the action: new columns will be added for intermediary targets (milestones), when it is relevant and for reporting purpose on the achievement of results as measured by indicators. Note also that indicators should be disaggregated by sex whenever relevant.

	Results chain	Indicators	Baselines (2016 ref. year)	Targets (2021 ref. year)	Sources and means of verification	Assumptions
Overall objective (Impact)	To promote the entrepreneurship and enhance the livelihood of livestock farming communities in the NCAs	NCAs' household income from sale of livestock ^{4, 5}	1%	To be verified (tbv)	Household Income and Expenditure Survey (HIES - Namibia Statistic Agency-NSA) and Agriculture Census	
		Percentage of NCAs livestock farmers regularly supplying animals to the market ³	1%	25% (tbv)		
		Livestock value added per hectare in NCAs) ⁶	tbv	tbv	MAWF annual reports	
Specific objective (Outcome)	The performance of the livestock value chain in the NCAs is improved	1.1) NCAs' livestock sector annual turnover	1.1) tbv	1.1) tbv	Meat Board Annual reports	Stakeholders collaboration is in line with Livestock Common Vision 2012
		1.2) Formal and informal livestock off take ⁷	1.2) 6% informal 3.7% formal	1.2) 10% informal 20% formal	1.2) Meat Board records from abattoirs and MAWF surveys	
Result (Output) 1	Livestock production systems and resilience to climate change are improved	1.1.1) Quality of cattle, based on ratio AB and B grades compared to C grades	1.1.1) 1/70	1.1.1) 1/1	1.1.1) Meat Board records from abattoirs	Influence against a sustainable approach to commercial livestock farming is contained
		1.1.2) Pastoral ecosystems with sustainable land management practices ⁸	1.1.2) 2%	1.1.2) 20%	1.1.2) MAWF annual reports by Rangeland Coordination Unit ⁹	
		1.1.3) Number of agricultural households receiving livestock advisory services ^{3, 10}	1.1.3) 6,000 ¹¹	1.1.3) 9,000	1.1.3) MAWF annual reports and MAWF beneficiary's surveys	

⁴ Disaggregated by sex.

⁵ HIES 2009/10: % of source of income from commercial farming, as compared to subsistence farming in NCAs.

⁶ Matching with Sustainable Development Goals and with the EU Results Framework, indicator no.8, level 1

⁷ Matching with the National Indicative Programme for Namibia, indicator for result 1.3

⁸ Matching with the EU Results Framework, indicator no.6, level 2. Percentage of farming communities practicing planned grazing, in line with the principles of the National Rangeland Management Policy.

⁹ Rangeland audits carried out under the National Rangeland Management Policy & Strategy

¹⁰ Matching with the EU Results Framework, indicator no.7, level 2

¹¹ Data from Agriculture Census in Communal Areas for 2013/14

Result (Output) 2	Access of NCAs livestock farmers to domestic, regional and international markets is promoted	1.2.1) Volume/value of NCAs animals/meat sold in local, regional, national and international markets	1.2.1) tbv	1.2.1) tbv	1.2.1. NSA and Meat Board livestock marketing reports	Absence of animal disease's major outbreak and natural disasters (e.g. droughts) Regional (SADC) authorities are fully committed to open their beef market, in line with the Commodity Based Trade accepted protocols
		1.2.2) Percentage of animals/meat locally produced, consumed in the NCAs' formal market	1.2.2) 50%	1.2.2) 80%	1.2.2. MAWF reports and Meat Board marketing reports	
		1.2.3) Number of NCAs farmers participating in marketing as members of cooperatives ^{3, 12}	1.2.3) tbv	1.2.3) tbv	1.2.3. Farmers Unions reports Meat Board and MAWF surveys	
		1.2.4) Established institutional and procedural arrangements, linking livestock value chain actors ¹³	1.2.4) 1	1.2.4) 6	1.2.4. Meat Board and MAWF annual reports	
Result (Output) 3	The implementation of animal disease management and eradication strategies is enhanced	1.3.1) Number of NCAs regions certified as free of Foot & Mouth Disease ¹⁴	1.3.1) 0	1.3.1) 5 (tbv)	1.3.1/2/3/4. MAWF/Directorate Veterinary Services annual progress report and dedicated surveys	Neighboring countries (Angola in particular) fully collaborate in the implementation of international protocols for management of TAD, foot and mouth disease in particular
		1.3.2) Number of NCAs regions certified free of contagious bovine pleuropneumonia ¹³	1.3.2) 0	1.3.2) 8		
		1.3.3) Compliance rate with animal identification and traceability requirements in the NCAs ¹³	1.3.3) tbv	1.3.3) tbv		
		1.3.4) Percentage of livestock farmers assisted by Community Animal Health Agents ¹⁵	1.3.4) 0	1.3.4) 30%		
		1.3.5) Number of NCAs abattoirs complying with SPS standards (Namibian food safety policy)	1.3.5. 3 (tbv)	1.3.5. 10 (tbv)		

¹² Disaggregated by sex and by size (small, medium, large livestock farmers)

¹³ Focus on dialogue platforms (fora, etc.) and market linkages between NCAs smallholders and other livestock value chain operators.

¹⁴ Matching with the National Indicative Programme for Namibia, indicator for result 1.1

¹⁵ Disaggregated by sex



EN

This action is funded by the European Union

ANNEX 2

of the Commission Decision on the Annual Action Programme 2016 in favour of the Republic of Namibia to be financed from the 11th European Development Fund

Action Document for "Enhancing Participatory Democracy in Namibia" (EPDN)

1. Title/basic act/ CRIS number	"Enhancing Participatory Democracy in Namibia" (EPDN) CRIS number NA/FED/038-484 Financed under the 11 th European Development Fund (EDF)			
2. Zone benefiting from the action/location	Namibia. The action shall be carried out at the following location: nationwide.			
3. Programming document	11 th EDF National Indicative Programme (NIP) 2014-2020 and Joint EU Response Strategy for Namibia 2014-16/17			
4. Sector of concentration/ thematic area	Government and Civil Society	DEV. Aid: YES ¹		
5. Amounts concerned	Total estimated cost: EUR 6 625 000 Total amount of EDF contribution: EUR 6 000 000 This action is co-financed by potential grant beneficiaries for an indicative amount of EUR 625 000.			
6. Aid modality(ies) and implementation modality(ies)	Project Modality Indirect management with the Government of the Republic of Namibia			
7. DAC code(s)	150 - Government and Civil Society			
b) Main delivery channel	b) Project approach			
8. Markers (from CRIS DAC form)	General policy objective	Not targeted	Significant objective	Main objective
	Participation development/good	<input type="checkbox"/>	<input type="checkbox"/>	X

¹ Official Development Aid is administered with the promotion of the economic development and welfare of developing countries as its main objective.

	governance			
	Aid to environment	X	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality (including Women In Development)	<input type="checkbox"/>	X	<input type="checkbox"/>
	Trade Development	X	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	X	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Main objective
	Biological diversity	X	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	X	<input type="checkbox"/>	<input type="checkbox"/>
9. Global Public Goods and Challenges (GPGC) thematic flagships	Not Applicable			
10. SDGs	Main SDG Goal 16 and Secondary SDG Goals 1, 4, 6.			

SUMMARY

Greater progress in the achievement of national development goals requires mutually-reinforcing efforts of the Government, the bi-cameral Parliament and the citizenry through Civil Society Organisations (CSOs). This requires more effective interaction between these stakeholders. Strengthening the oversight function of Parliament and the capacity of CSOs to provide effective support to the Government in the implementation and monitoring of public policies are important components of such improved interaction, but improving interaction mechanisms themselves between Parliament, the Government and Civil Society is an equally important challenge that is to be met in the years ahead.

The **overall objective** (OO) is to contribute to the achievement of national development goals for education and skills and rural development.

The **specific objective** (SO) is to enhanced participatory democracy in Namibia.

The **outputs** (O) envisaged under the programme are:

1. CSOs have increased capacity to interact and cooperate with Parliament in the national development process.
2. CSOs involvement in policy implementation in the education and skills and in the rural development sectors delivers improved outputs.

This programme contributes primarily to the progressive achievement of Sustainable Development Goals (SDG) Goal 16 and secondarily to the progressive achievement of SDG Goals 1, 4, 6.

This document has been prepared jointly by the National Planning Commission in its role as National Authorising Office (NAO) and the Delegation of the European Union. Key stakeholders have been involved in the preparation of the action, including Parliament and relevant line

Ministries. Relevant CSOs have been consulted and EU Member States have been informed about this programme.

1. CONTEXT

1.1. Sector/Country

Namibia is classified by the World Bank as an upper middle-income country with a Gross domestic product (GDP) per capita of USD 5 630². However, this figure hides considerable disparities, as reflected by a Gini Coefficient of 0.61³. Despite poverty alleviation programmes, poverty and inequality remain prominent features of the Namibian society, especially in rural communal areas where most of Namibia's population resides. The gap between rural and urban incomes fuels migration to the country's capital city and major towns, which in turn increases urban poverty. Faster progress in the achievement of national development goals will require mutually-reinforcing efforts of the Government, the bi-cameral Parliament and the citizenry through CSOs. This requires more effective interaction and cooperation between these stakeholders and strengthening the oversight function of Parliament and the capacity of CSOs to provide effective support to the Government in the implementation and monitoring of public policies. Since independence in 1990, Civil Society and CSOs have grown substantially. Whilst the total number of registered CSOs in Namibia is approximately 570⁴, many are small or inactive. The number of national-level CSOs with active and sustained programs, full-time staff, and functional organisations is estimated to number only about 20 to 40. Furthermore this number is decreasing due to lack of funding. Many of these CSOs lack proper project and financial management skills, relying on the capacity of a few individuals whose departures could leave organisations severely weakened. Most CSOs are service-oriented and involved in development related activities in areas such as education, health, environment and Rural Development. Only a handful of CSOs in Namibia are active in the field of advocacy and public accountability, carrying out independent surveys, monitoring and reporting on public policies and actions. Structurally, there are various opportunities for interaction between CSOs and elected leaders but in reality the involvement of CSOs in policy formulation in Namibia is quite limited. There is, however, informal and mostly ad-hoc collaboration on policy formulation and implementation between line ministries and some CSOs.

1.1.1. Public Policy Assessment and EU Policy Framework

Namibian development policies:

Namibian Vision 2030 establishes a long-term planning system for Namibia. It offers a systematic process for developing and implementing consistent long-term development strategies, based on the active participation of all stakeholders at each stage of the process, and linking long-term perspectives to existing medium and short-term planning tools. One of the major principles upon which Vision 2030 is based is "partnerships" between Government, communities and Civil Society, partnership between different branches of Government, with the private sector, non-governmental organisations, community-based organisations and the

² 2014 World Bank Data - <http://data.worldbank.org/country/namibia>

³ 2014 UNDP - Human Development Index

⁴ 2014 Civil Society Foundation of Namibia – Action for a Fairer Society

international community, partnership between urban and rural societies and, ultimately between all members of the Namibian society.

The five-year **National Development Plans (NDPs)** are the primary implementation tools for Vision 2030. The NDP4 (2012/3-2016/7) sets out three over-arching goals for the country, namely higher economic growth, job creation and increased income equality. NDP4, despite making no specific references to Civil Society and CSOs, recognises the importance of partnerships. Despite the efforts to fast track implementation and to improve monitoring and evaluation, there are still some priority areas facing challenges. If lessons are to be learned for the formulation and implementation of NDP5, these include the need for participatory engagement to ensure buy-in and commitment from stakeholders; the need to enhance structural consultation to ensure ownership; the need to address developmental imbalances among the regions as well as focussing on Rural Development and transform rural areas from being subsistence economies. In comparison with NDP4, the White Paper on Drafting the Fifth National Development Plan - NDP5⁵ acknowledges the need for a coalition between state, private sector and Civil Society and the comparative advantage of non-governmental organizations (NGOs) in activities related to poverty reduction and understanding the needs of the poor. A coalition with NGOs is seen as helping to free them from other agencies such as those of 'donor countries and foreign assistance priorities and prevent them from becoming forces of destabilisation'.

The **Harambee Plan for Prosperity (HPP)** of April 2016 is a targeted action plan to accelerate development by targeting bottlenecks, removing implementation challenges and accelerating development in clearly defined priority areas with greater urgency. Key stakeholders such as CSOs, communities, farmers, workers unions, media, the business community and the youth, were involved in consultations for the preparation of this plan. The HPP is aligned to the budget provisions of Government.

The Government of Namibia launched the **Civic Organisations Partnership Policy (COPP)** in June 2006, which aimed at creating a clear policy framework for co-operation between Government and Civil Society. The policy calls for an improved environment for public-private partnerships, closing the gap between Government and the people and strengthening the capacity of Civil Society. The policy has four objectives: a) to create a greater commitment for civic participation through the promotion and encouragement of active citizenship; b) to enhance the environment for civic participation and partnership; c) to bring the Government closer to the people and create partnership opportunities and d) to enhance the capacity of partners to enter into partnerships and jointly respond to development challenges and opportunities in an efficient, effective and sustainable fashion. The National Planning Commission (NPC) is responsible for the coordination of the implementation of the policy. To date the credibility of the COPP with CSOs has been undermined by the non-implementation of a Memorandum of Understanding (MoU) signed with the NGO Umbrella Organisation (NANGOF Trust) and suspicion/resistance from some CSOs to voluntary registration as per the formal partnership registration system included in the COPP, which is seen as a control mechanism. The COPP is likely to require revision and this action will provide support as one of the activities under result area 1.

The Parliament of Namibia as part of its mandate of enhancing public understanding of the Parliamentary process and increasing public participation in the law-making process designed the **Parliament Outreach Programme**, which includes two types of outreach programs to achieve

⁵ Page 9: White Paper on Drafting the Fifth National Development Plan-NDP5: *Big Push Towards Prosperity* Republic of Namibia, Office of the President, National Planning Commission (undated but presented by NPC to Development Partners on 24/05/2016).

its objectives: a) “Taking Parliament to the People” and b) Civic Education, “Imparting Parliamentary Knowledge”. In practise, the Parliament has not been able to effectively implement the Outreach Programme and has requested external support to launch the exercise. This action will provide support as one of the activities under result area 4.

Concerning the policies related to the sectors to which the programme will dedicate particular attention: **The Strategic Plan for the Ministry of Education 2012-2017** provides an implementation framework and identifies the strategic interventions necessary to improve the education system. This programme will target three of the five strategic priorities: a) Teaching and learning; b) Leadership and management; c) Stakeholders' relations. Given the focus of SDG 4 on quality, all education programmes and future strategies will focus on quality of education. This action will provide support in this area by providing funding to and increasing capacity of CSOs working in this sector. This will contribute to result area 3.

The Communal Land Reform Act 5 of 2002 is the guiding law that allows for every Namibian citizen to register existing and new communal land rights in order to acquire tenure security over the given piece of land, so as to promote economic growth and reduce income inequalities and poverty. There have been considerable achievements in communal land reform, including putting in place a unique Namibian Communal Land Administration System and capacitating key stakeholders, such as the Communal Land Boards and Traditional Authorities. This action will provide support mainly to farmers, farmers' associations and unions by providing funding and increasing their capacities, contributing to result area 3.

The Water Supply & Sanitation policy (2018) and the National Sanitation Strategy (NSS) 2010-2015 have ensured that most households in urban areas (98%) have access to an improved water source, compared to 76% in rural areas. However, available data suggest that sanitation coverage has remained almost stagnant over the past five years, in terms of both availability and quality of sanitation infrastructure and services, meaning that Namibia did not meet the Millennium Development Goal's 7c target on improving access to sanitation facilities. The proportion of rural households with proper toilet facility has only marginally improved over the last years, while access by urban population has actually decreased. This action will provide support in this area by providing funding to and increasing capacity of CSOs working in this sector. This will contribute to result area 3.

The **National Policy on Community-based natural resources management (CBNRM) 2016** provides a framework that promotes the wise and sustainable use of natural resources on state land outside protected areas as well as the promotion of integrated land and natural resource planning and decision making that considers the most appropriate land uses based on land capability, optimum economic return, environmental and human needs. Whilst 82 conservancies and 32 community forest have been established, a number of challenges could undermine the long-term viability of conservancies and community forests. In February 2016, the Namibia National CBNRM Sustainability Strategy was formulated to guide the strategic alignment and financing of the CBNRM programme. Support for the implementation of the programme and sustainability strategy will be provided with this action by providing funding to and increasing capacity of CSOs working in this sector. This will contribute to result area 3. This support is in line with the EU framework on biodiversity and ecosystems.

EU Strategies for Namibia:

In response to requests from the Government of Namibia, the priority areas identified for support by EU development partners have been included in the **Joint EU Response Strategy for Namibia 2014-16/17**. They are drawn from among NDP4's priority sectors and basic enablers.

The EU will address the economic priorities of education and skills and Rural Development and will support capacity development and the specific role of Civil Society in strengthening democracy. The **National Indicative Programme (NIP) 2014-2020** includes indicative financial resources amounting to EUR 68 000 000 and focuses on two focal sectors, Education and Skills and Rural Development. The NIP also includes support to capacity development, Civil Society and Parliament. The **EU-Namibia Roadmap for engagement with Civil Society 2014-2017**, adopted in April 2015 by the EU Heads of Mission, identified 3 pillars for EU support: a) Enabling environment for CSOs, b) Meaningful participation in policy development, and c) Strengthened capacity of CSOs. Support for these pillars in the two focal sectors will be provided with this action.

1.1.2. Stakeholder analysis

The final beneficiaries of the action are the citizens of Namibia, specifically those living in the communities where the activities funded under this action will take place. These will include vulnerable groups such as women, children and minorities living in some of the most disadvantaged regions in Namibia. The direct beneficiaries and stakeholders of the programme are:

Civil Society Organisations: CSOs, umbrellas and networks working in the sectors targeted by this programme have been identified as potential beneficiaries with capacity to implement and deliver results:

(i) Life skills / (ii) Social accountability and school governance: a limited number of NGOs, sometimes under the coordination of UN agencies, are working in this sector. Some of these NGOs have experience in working with the Ministry of Education and with the Ministry of Health in these areas and others have benefited from EU grants in the past. All the NGOs interviewed have proved to have technical capacity and expertise in this area. (iii) Land reform/development: the Namibia National Farmers Union (NNFU) is a national federation of regional farmers with twelve affiliated regional farmers associations. They work closely with the Ministry of Land and Resettlement, Ministry of Agriculture, Ministry of Poverty and National Planning Commission. It is the largest association of communal land farmers in the country. They have received direct EU support in the past and are currently in partnership with the Food and Agriculture Organization of the United Nations (FAO) on an EU funded project. They have also received Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) funding, among others; (iv) Water & Sanitation: there is a Water & Sanitation forum composed by representatives from Government, Development Partners and NGOs. Some of these NGOs have worked with the Government, have benefited from EU grants and have proved to have technical capacity and expertise in this area; (v) Natural Resources: the Namibian Association of Community-based Natural Resource Management (CBNRM) Support Organisations (NACSO) is an association comprising 9 NGOs and the University of Namibia. This association and its members work in close coordination with the Ministry of Environment. Some of the NACSO members have benefited from EU grants and have proved to have the technical capacity required to work in this area. Despite overall technical capacity, CSOs suffer from the following constraints that compromise their credibility and capacity to effectively interact and cooperate with Government and Parliament: (i) Lack of a clear mission or mandate; (ii) Poor understanding of the role of governing boards and lack of clarity regarding accountability; (iii) Weak Civil Society interest aggregation; (iv) Difficulties to find and retain qualified staff; (v) Weaknesses in financial management. A more detailed mapping study and capacity needs assessment of the CSOs

operating in these sectors will be undertaken in the programme implementation phase in order to align the capacity development plan to the needs of the beneficiaries.

Parliament: A key actor in the democratic decision-making process and the only actor directly invested with the authority of the people of Namibia by elections. The National Assembly is the primary legislative body, with the National Council playing more of an advisory role. In order to exercise their oversight function several Standing committees have been set up in each chamber to review legislation, investigate conditions, gain input from society, and examine public and private sector performance. The Parliamentary Standing Committees that would be directly involved in this programme are those with an oversight function, i.e. (i) Public Accounts; (ii) Constitutional and Legal Affairs; (iii) Gender Equality, Social Development and Family Affairs; (iv) Information, Communication, Technology and Innovation; (v) International Office under the Speakers Division; (vi) Human Resources and Community Development, (vii) Namibia Conservation Parliamentary Caucus; (viii) Natural Resources.

Ministry of Education, Arts and Culture (MEAC), Ministry of Agriculture, Water and Forestry (MAWF), Ministry of Environment and Tourism (MET), Ministry of Land and Resettlement (MLR), Ministry of Urban and Rural Development (MURD): The relevant line ministries will be involved in the programme by contributing to the preparation of the guidelines for the Call for Proposals, participating in the evaluation of the Call for Proposals, and participating in the governance structures of the programme. This will ensure complementarity with other programmes, ownership and effective implementation of this programme.

Regional, Local, Traditional Authorities: in their role of policy makers at the regional and local levels, working in complementarity with Civil Society in the development of communities and with Government in the development, implementation and monitoring of public policies.

National Planning Commission (NPC) / National Authorising Office (NAO): NPC is primarily responsible for developing and monitoring National Development Plans. Under the Civic Organisations Partnership, a Help Desk for CSOs was established within the NPC, however, since its creation, the interaction with Civil Society has been limited. In its role as NAO, it is the Contracting Authority for the 10th EDF Namibia Civil Society Support Programme (NCSSP) and the Parliamentary Support Programme (PSP) and will be the contracting authority for the 11th EDF Civil Society Support Programme.

1.1.3. Priority areas for support/problem analysis

The Constitution of the Republic of Namibia contains a number of provisions that guarantee the space for CSOs to operate. In principle CSOs can be legally constituted, operate freely and express themselves openly. However, in practise there is insufficient trust and cooperation between Civil Society/Government/Parliament to interact and coordinate efforts to achieve national development goals. The main reasons and priority areas for support under this programme are:

Insufficient implementation of the Civic Organisations Partnership Policy (COPP): The implementation of the COPP has been undermined by the resistance of some CSOs to formally register with Government to partner in the implementation of public programmes and the failure to execute a MoU between NPC and the CSOs Umbrella, NANGOFT Trust, which would enable the allocation of funds to CSOs to implement public actions. This situation could be improved by revising and fostering the implementation of the COPP. In the revision of the COPP special attention will be paid to mainstreaming gender and establishing a stakeholders' forum with representatives of Civil Society/Government/Parliament for improved coordination and interaction in the national development process.

Limited capacity of CSOs/Parliament/Government to interact and cooperate in the national development process: (i) insufficient capacity of CSOs to engage with Government/Parliament; (ii) absence of capacity development / needs assessments for relevant CSOs/Parliament/Government in this area; (iii) insufficient knowledge and capacity of CSOs/Parliament on their oversight role; (iv) insufficient knowledge and capacity on the budget process, public finance, national and development budget, value-for money audit and gender budgeting; and (v) insufficient knowledge and capacity of CSOs on Project Cycle Management and accountability.

Limited participation of Civil Society in the law-making process and of Parliament/Civil Society in policy monitoring: (i) insufficient oversight by Parliament over the national development agenda; (ii) insufficient involvement of Civil Society, with special attention to women and minorities, in the budget development process and its publication/dissemination at national and regional levels (iii) insufficient cultivation of young leaders; (iv) insufficient involvement of rural women in policy dialogue. Sector specific problems are: 1) Rural Development: (v) inability to undertake a national water and sanitation stewardship and sustainable wildlife management campaign; 2) Education and Skills: (iv) inability to ensure gender equality, tackle gender-based and domestic violence; (vi) ineffective oversight of the enforcement of community and school disaster management; (vii) ineffective oversight of the quality of education and child nutrition; (viii) ineffective oversight of sexually productive health and rights, reduction of teenage pregnancies and child marriages.

Limited engagement of CSOs in public policy and programme implementation and monitoring in the focal sector of Education and Skills: the main problems to be addressed are how to enhance the contribution of CSOs in the implementation of Life Skills programmes, social accountability and schools governance at regional and local levels. The (sub) problems in relation to **Life Skills** are: (i) insufficient quality training manuals and learning and training materials for comprehensive sexual education, gender equality, gender-based violence education, environmental awareness; (ii) inadequate training of teachers in the areas of comprehensive sexual education, gender equality, gender-based violence, environmental awareness; (iii) insufficient evidence based advocacy for the institutionalisation of Life Skills subjects in the teachers' career; (iv) insufficient implementation of Life Skills programmes for out of school children in the most disadvantaged regions. The (sub) problems in relation to **social accountability and schools governance** are (i) limited development and application of social accountability tools with school communities within the overall framework of the National Education Standards; (ii) limited capacity of regional and national education officers in respect of social mobilisation activities, promoting the right to education, monitoring educational performance and social accountability tools; (iii) weak capacity of principals, teachers, school boards, parents, traditional authorities and other interested community members for social mobilisation, implement a rights-based approach education, monitor educational performance, and the development and use of social accountability tools; (iv) insufficient development and dissemination of educational materials to support social mobilisation and public information on children's rights, civic responsibility and of education purposes, policies and practices; and (v) insufficient documentation of the process including challenges, opportunities and functioning linkages and sharing of results with relevant stakeholders.

Limited engagement of CSOs in public policy and programme implementation and monitoring in the focal sector of Rural Development: the main problem in relation to **Land Reform/development** is insufficient quality and level of participation at regional and local levels

of cooperatives, farmers associations and farmers unions to accelerate the implementation of the Land Reform and land development in the communal areas. The (sub) problems in this area are (i) insufficient awareness within farmers' communities of the advantages of being engaged in the communal land reform process, (ii) insufficient capacity of local farmers' communities to comply with legal requirement for obtaining the leasehold of communal land. The main problems in relation to **Water and Sanitation** are (i) the quality and level of participation of CSOs and CBOs to improve the implementation of the Government's Water Supply & Sanitation (WATSAN) public policies and programmes at regional and local levels; (ii) ineffective monitoring of the progress in water and sanitation strategies by central and regional authorities; (iii) ineffective implementation of the communication strategy for eliminating open defecation in Namibia; (iv) inappropriate design and implementation of the Water, Sanitation and Hygiene (WASH) approach for Namibia; (v) insufficient capacity of Community-Based Organizations (CBOs) in assisting beneficiaries' communities in the management and maintenance of water and sanitation facilities. The main problem in relation to **community-based natural resource management** is the lack of capacity of CSOs to improve the implementation of the community-based natural resource management (CBNRM) programme. The (sub) problems in this area are (i) Weak organisational capacity of the umbrella organisation NACSO and its working groups; (ii) insufficient governance capacity of the conservancies; (iii) insufficient promotion and enhancement of the role of women in conservancies governance structures; (iv) ineffective implementation of the Standard Operating Procedures (SOP); (v) lack of co-funding agreements with conservancies to improve their financial sustainability.

1.2. Other areas of assessment

Not applicable.

2. RISKS AND ASSUMPTIONS

Risks	Risk level (H/M/L)	Mitigating measures
Lack of political will of Parliament/ Government to engage with Civil Society and vice-versa.	M	Policy dialogue with Parliament and Government. Promotion of inclusive dialogue on all development areas, starting with the focal sectors: Education-Skills and Rural Development. Build upon achievements of 10 th EDF Parliamentary Support Programme. Technical Assistance (TA) support integrated into programme design.
Mistrust and suspicion clouds relations between Civil Society and Parliament/Government.	L-M	Regular, open and transparent dialogue to build trust and identify common ground for collaboration.
Lack of capacity of CSOs/CSOs-Umbrellas to engage with Parliament/Government.	M	Identify capacity development needs and provide training in these areas within this programme.

Targeted CSOs can absorb the funding and capacity building support envisaged in the design of the programme.	L-M	Capacity assessment of target CSOs will be carried out prior to the design of the Call for Proposals.
Targeted CSOs have the capacity to access and effectively implement grant actions in line with the respective regulations.	L-M	Orientation and training courses on the eligibility criteria and application process will be carried out prior to the launch of the Call for Proposals.
Insufficient capacity on the part of NPC to coordinate the implementation of the programme	L-M	TA support via Project Support Unit based in NPC. TA support to NPC in role of NAO.
Assumptions		
<ul style="list-style-type: none"> • Government/Parliament continues to facilitate supportive environment for CSOs in Namibia. • The Government will advocate for budgetary provisions for the implementation of the COPP. • The Parliament will advocate for budgetary provisions for the implementation of the Outreach Programme. • Government/Parliament are open and responsive to involvement of Civil Society in policy dialogue, implementation and monitoring at national levels and regional levels. • Critical mass of CSOs is willing and able to engage with Government/Parliament. • Government/CSOs/Development Partners are willing to establish and participate in Coordination Forum in the sectors of Education and Skills and Rural Development. • All stakeholders have/will acquire the capacity and commitment to interact and cooperate in the national development process during and beyond the implementation period of the programme. 		

3. LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

3.1. Lessons learnt

The implementation of the 10th EDF Namibia Civil Society Support Programme (NCSSP) ended in May 2016 and the Parliamentary Support Programme (PSP) will end in November 2016. Final evaluations of both programmes are foreseen but dates are not confirmed yet. However, the NCSSP mid-term review (December 2014), the results-oriented monitoring (ROM) for both programmes (July 2015), the EU-Namibia Roadmap for engagement with Civil Society (April 2015) and its 2015 implementation report (December 2015) have already captured important lessons.

The 10th NCSSP and the PSP were found highly relevant to Namibian National Development Plan (NDP4). Future support to Civil Society must ensure that CSOs in rural areas and without easy access to communication technologies and with capacity constraints are reached. Efforts must be made to ensure that these organisations are strengthened and engaged in development dialogue. Due to capacity constraints it has been generally difficult to award small grants to smaller and community based organisations. Some possible solutions are to a) increase both the overall limit and time frame of the grants, b) encourage partnerships between larger CSO applicants and smaller community based organisations, c) design and implement a capacity

development programme for CSOs, including proposal writing, project cycle management, financial management and reporting.

The implementation modality for the NCSSP (two direct grant awards and a service contract) did not result in sufficient ownership, cooperation and coordination with the National Planning Commission. The mid-term review identified limited progress in the component implemented by the NANGOF Trust due mainly to weak project cycle management capacity, including weak financial management. The evaluation report recommended to revise the project and to increase the regularity of monitoring meetings but also recommended to revise the organisational structure of NANGOF and to strengthen the human resources capacity in project cycle management. Despite initial efforts to revise the project and recruit adequate staff, structural, management and financial problems impeded NANGOF to restructure and achieve the objectives and results envisaged. With regard to CSFN, the evaluation concluded that they were in the right track to achieve the objectives, however, it highlighted that the independence of CSFN from EU funding was not yet ensured posing a significant challenge for the organisational and operational sustainability of CSFN after the programme. Despite the good implementation rate, financial management problems become apparent causing difficulties in the final phase of project implementation. Regarding Finnish Consulting Group (FCG), the conclusions of the evaluation were positive for the technical assistance provided, mainly to CSFN, and for the management of the small grants under the PE. According to a meta-analysis conducted by FCG, the grants reached over 66 000 of some of the most vulnerable people living in some of the remotest parts of the country.

The implementation modality chosen to support the Parliament was found to be adequate (service contract for technical assistance). Overall the PSP is on track to achieve its objectives and results, however, the activity that has proved to be more challenging to implement has been the one related to the interaction between Parliament and Civil Society. The PSP should be viewed as the beginning of a longer-term association with Parliament. Additional support would be needed to strengthen Standing Committees' oversight function and its interaction with Civil Society.

The support provided under the 10th EDF to the Education and Skills sector, specifically to social accountability and school governance, was implemented as a pilot in some regions and even if the final evaluation has not been undertaken yet there is positive feedback from the Ministry of Education, key stakeholders and beneficiaries on the need to replicate the programme in other regions. The support provided on water and sanitation has proved to be very relevant but further efforts are needed to reach the global goals on sanitation. In this regard a cultural change is needed and therefore it would be important to support a national information campaign that reaches communities in all regions to achieve a behavioural change on the use of sanitation facilities.

3.2. Complementarity, synergy and donor coordination

The support in the **Education** sector, specifically the support to the Life Skills Programme, will be complementary to the 11th EDF "Education Sector Reform Contract" (ESRC) that will support the Government to improve cognitive, linguistic, social and emotional development of all the children entering primary education and the "Support to Vocational Education and Training" which overall objective is to contribute to a well-educated and skilled society in Namibia that plays an active role in the social and economic development of the country. The programme will try to find synergies with other projects funded under European Instrument for Democracy and Human Rights (**EIDHR**), where projects, to be signed before the end of 2017, will have a strong gender focus, in line with the areas to be supporter under the Life Skills programme on gender

equality and gender based violence. The support to **Rural Development**, specifically the support to the implementation of the Land Reform and land development, will be complementary to the 10th EDF "Communal Land Development Project" which main objective is to enhance sustainable land management practices and to improve productivity and market-orientation, including formalisation of land rights, the development of integrated regional land use plans, the development of infrastructure on communal farms as well as improved access to advisory farming services. It will also be complementary to the 11th EDF "Livestock Support Programme" which overall objective is to promote the entrepreneurship and enhance the livelihood of northern communal areas livestock farming communities in a sustainable way. The programme will try to find synergies with other projects funded under the **CSO-LA thematic programme**, specifically the project "Action to becoming a credible CSO in Namibian Communities" which implementation has started in April 2016. The grant contracts under the 10th EDF Climate Change Programme will be complementary to the projects to be support under the Community-based Natural Resources Management component.

The sectors and areas covered by this programme are fully aligned with the **Joint EU Response Strategy for Namibia 2014-16/17** as the support to Civil Society will include capacity development and a specific focus on the EU focal sectors of Education and Skills and Rural Development. The programme will also support the three pillars of the EU Roadmap for engagement with Civil Society 2014-2017, namely a) To enhance efforts to promote a conducive environment for CSOs in Namibia; b) meaningful participation in policy development and c) strengthened capacity of CSOs. During this period, Germany will continue supporting Civil Society through German foundations, church organisations and private actors as well as German CSOs that usually partner with Namibian counterparts. Finland will continue supporting joint development projects between Namibian and Finnish CSOs that contribute to the achievement of Namibia's development goals, including those in the areas of human rights, gender, democracy and good governance, green economy that creates employment and culture and development.

The **National Planning Commission** is responsible for monitoring the implementation of NDPs and coordinating ODA and is also the Contracting Authority for this programme. Therefore, NPC will also ensure complementarity and avoid duplication with other programmes and projects implemented in the sectors of Education and Skills and Rural Development by the Government or by other development partners, through their role in the Programme Steering Committee and their execution of programme coordination and Programme Coordinator roles. The NAO will benefit from the 11th EDF NAO/NPC support programme which includes technical assistance to manage the implementation of EDF funded programmes and projects.

3.3. Cross-cutting issues

Overall the programme will directly address the cross-cutting issues of gender, environment & climate change and rights-based approach. Indirectly human rights and good governance are also addressed. **Gender:** Programme activities with a stronger gender dimension cut across all the components of the programme and include: mainstreaming of gender in manuals and training provided to CSOs/Parliament/Government; gender budgeting, life skills training related to gender equality and gender-based violence; enhancing the role of women in conservancies and community forests, ensuring the participation of women in policy dialogue mechanisms; support to the establishment and launch of the Rural Women's Parliament and ensuring women's participation in the governance structures of the programme. Where possible, gender disaggregated indicators will be identified. **Environment and climate change:** The support to Rural Development will promote human, economic and social rights through access to basic

services such as water, sanitation and hygiene and access to land. It will also promote a more sustainable use of natural resources that will enhance the resilience of rural households to drought and other climate change related events. The support to the Life skills programme will include training on environment awareness. **Rights-based approach:** The support to education and skills will promote human rights, particularly for women and children rights, and access to and accountability in education. Through the support to Education and Skills and Rural Development, priority will be given to reach the most vulnerable people in the most disadvantage regions. The requirement to mainstream these cross-cutting issues and to use the rights based approach will be included in the Guidelines for the Call for Proposals under the grant component and in the tender for Technical Assistance.

4. DESCRIPTION OF THE ACTION

4.1. Objectives/results

This programme is relevant for the Agenda 2030. It contributes primarily to the progressive achievement of SDG Goal 16 "Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels" specifically to sub-goal 16.7. "Ensure responsive, inclusive, participatory and representative decision-making at all levels" but also promotes progress towards:

- Goal 1 "End poverty in all its forms everywhere" specifically to sub-goal 1.4. "By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance";
- Goal 4 "Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all" specifically to sub-goal 4.7. "By 2030, ensure that all learners acquire the knowledge and skills needed to promote sustainable development, including, among others, through education for sustainable development and sustainable lifestyles, human rights, gender equality, promotion of a culture of peace and non-violence, global citizenship and appreciation of cultural diversity and of culture's contribution to sustainable development";
- Goal 6 "Ensure availability and sustainable management of water and sanitation for all" specifically to sub-goal 6.2. "By 2030, achieve access to adequate and equitable sanitation and hygiene for all and end open defecation, paying special attention to the needs of women and girls and those in vulnerable situations".

This does not imply a commitment by the country benefiting from this programme.

The **overall objective** (OO) is to contribute to the achievement of national development goals for education and skills and rural development.

The **specific objective** (SO) is to enhanced participatory democracy in Namibia.

The **outputs** (O) envisaged under the programme are:

1. CSOs have increased capacity to interact and cooperate with Parliament in the national development process.
2. CSOs involvement in policy implementation in the education and skills and in the rural development sectors delivers improved outputs.

4.2. Main activities

Indicative list of activities to achieve the outputs envisaged under the programme:

Activities to achieve Outputs 1 and 2

- Undertake a mapping study and capacity needs assessment of the CSOs operating in the sectors of Education and Skills and Rural Development.
- Design and implement a Capacity Development Plan based on needs assessments for relevant CSOs/Parliament/Government involved in the programme.

Activities to achieve Output 1

- Improve dialogue and collaboration between Civil Society and Parliament, with special attention to women and minorities, on policy oversight at national and regional level, i.e.:
 - Develop oversight manual/handbook and provide training to CSOs/Parliament on their oversight role.
 - Support the establishment and implementation of Constituency Weeks to interact with the communities in the regions, to identify developmental issues of concern, to visit development projects.
 - Facilitate dialogue and collaboration between Civil Society and Parliament to oversee the implementation of public policies and programmes in the areas of Education and Skills (gender equality, gender-based violence, domestic violence, community and school disaster management, quality of education and child nutrition, sexual reproductive health and rights, teenage pregnancies, child marriages) and Rural Development (water and sanitation, wildlife management).
- Increase involvement of Civil Society, with special attention to women and minorities, in the budget development process at national and regional level through enhanced engagement with Parliament, i.e.:
 - Develop manuals and provide training to CSOs/Parliament on the budget process, public finance, national and development budget, value-for money audit and gender budgeting, among others, particular attention will be given to budgeting process in the two focal areas of education and Rural Development.
 - Support the organisation of pre-budget hearings in response to a Government's budget perspectives document.
 - Support the publication of the National Development Budget into simplified electronic version and disseminate it at national and regional levels.
- Enhance public awareness of and access to Parliamentary activities and policy debates, with special attention to youth, women and minorities, at national and regional level, i.e.:
 - Support the establishment and launch of the Young leaders' Parliament to enhance participation of the youth in the legislative process and in the work of Parliament to mentor them to become future leaders.
 - Support the establishment and launch of the Rural women's Parliament with males as partners to enhance public participation of men and women in the legislative process in rural areas.

Activities to achieve Output 2

- Assist Government in the revision and implementation of the Civic Organisations Partnership Policy, including the establishment and facilitation of the Government/CSOs/Development Partners Coordination Forum in the areas of Education and Skills and Rural Development, with participation of women/gender organisations.

- Develop manuals and provide training to CSOs on Project Cycle Management, including mainstreaming of gender, environment-climate change and right based approach.
- Implementation of Life Skills programmes at regional and local levels which contribute to the objectives set in Government's Life Skills Policy, with special attention to the areas of comprehensive sexual education, gender equality, gender-based violence, environmental awareness, by enhancing the participation and cooperation of CSOs at regional and local levels, i.e.:
 - Training of teachers in the areas of comprehensive sexual education, gender equality, gender-based violence, environmental awareness.
 - Inventory and development of training manuals and learning and training materials for comprehensive sexual education, gender equality, gender-based violence education, environmental awareness.
 - Evidence based advocacy for the institutionalisation of Life Skills subjects in the teachers' career.
 - Implementation of Life Skills programmes for out of school children in the most disadvantaged regions.
- Enhance social accountability and schools' governance by enhancing the participation and cooperation of CSOs at regional and local levels, i.e.:
 - Deliver training of school board members using the manual developed and approved by the Ministry of Education;
 - Develop social accountability and school governance tools within the overall framework of the National Education Standards;
 - Implementation of social mobilisation activities which promote better monitoring of educational performance in schools;
 - Awareness and information campaigns to principals, teachers, school boards' members, children, parents, traditional authorities and other interested community members on social accountability, the right to education, children's rights and the purpose of education policies and programmes.
 - Documentation of the tools, materials, campaigns, strategies, and other initiatives developed, including identification of challenges, opportunities and functioning linkages, in order to share results with all relevant stakeholders.
- Facilitate the implementation of the Land Reform and land development in the communal areas by enhancing participation at regional and local levels of cooperatives, farmers' associations and farmers' unions, i.e.:
 - Support to Civil Society in promoting awareness within farmers' communities, including women, of the advantages of being engaged in the communal land reform process.
 - Support to Civil Society in building the capacities of local farmers' communities, including women, to comply with legal requirement for obtaining the leasehold of communal land.
- Improve the implementation of the Ministry of Agriculture, Water and Forestry's Water, Supply & Sanitation (WATSAN) policies and programmes at regional and local levels as a conducive environment for Rural Development, by enhancing participation of CSOs, i.e.:
 - Support to the relevant central and regional authorities in monitoring the progress in water and sanitation strategies.

- Complement the Ministry’s efforts on the implementation of the communication strategy for eliminating open defecation in Namibia.
- Design and implement the Water, Sanitation and Hygiene (WASH) approach/strategy for Namibia.
- Improve the capacity of CBOs in assisting beneficiaries’ communities in the management and maintenance of water and sanitation facilities.
- Support to the implementation of the Community-based natural resource management (CBNRM) programme by strengthening the umbrella organisation NACSO, its members and the conservancies, i.e.:
 - Strengthen the organisational set up and capacity of NACSO.
 - Improve governance of the conservancies, including administrative and financial management systems, establishment of a system for improved transparency in the development of Conservancies and Community Forests (Cs/CFs), etc.
 - Promotion and enhancement of the role of women in Cs/CFs governance structures.
 - Strengthen the cooperation between CSOs and Ministry of Environment and Tourism, i.e. on the implementation of the Standard Operating Procedures (SOP).
 - Support the development and establishment of co-funding agreements with Cs/CFs to improve their financial sustainability.
 - Support the development and launch of the Annual State of Community Conservation in Namibia.

4.3. Intervention logic

NDP4 recognises the importance of partnerships and therefore of ensuring a conducive environment for Civil Society to interact and engage with Parliament and the Government in the national development process. This programme is designed to support and strengthen this process through interaction and cooperation within a more enabling environment for Civil Society. It is based on the assumption that the Government and the Parliament continue to support a facilitative environment for CSOs in Namibia and will take concrete steps to implement the COPP and Parliament's Outreach Programme and that CSOs will respond to this opportunity.

The problem analysis indicates that the core problem to be addressed through EU support is the insufficient participation of civil society in policy and programme development, implementation and monitoring. The effects of this are (i) insufficient interaction between Civil Society and Parliament in the national development process and (ii) insufficient involvement of Civil Society in the implementation of public programmes in order to achieve national development goals.

In line with the assessment in the EU Roadmap for engagement with Civil Society, the priority areas of action to tackle these problems are: 1) enhancing efforts to promote a conducive environment for CSOs in partner countries; 2) promoting a meaningful and structured participation of CSOs in domestic policies of partner countries, in the EU programming cycle and in international processes; and 3) increasing local CSOs' capacity to perform their roles as independent development actors more effectively. These three priority areas included in the Roadmap will be addressed with this programme and will be captured in outputs 1 and 2. Priority areas 1) and 2) will be supported primarily through technical assistance and will contribute to the achievement of outputs 1 and 2, whilst priority area 3 will be supported through a call for proposals accompanied by appropriate training and orientation to be provided with technical assistance, and will contribute to output 2.

The programme will have a particular focus on the sectors of Education and Skills and Rural Development. These sectors will allow alignment and complementarity with the other interventions under the National Indicative Programme. They will offer an entry point to tackle the main sectorial issues and societal implications in particular at the level of local communities. The final objective is to contribute to the achievement of national development goals for education and skills and rural development.

5. IMPLEMENTATION

5.1. Financing agreement

In order to implement this action, it is foreseen to conclude a financing agreement with the partner country, referred to in Article 17 of Annex IV to the ACP-EU Partnership Agreement.

5.2. Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4.2 will be carried out and the corresponding contracts and agreements implemented, is 72 months from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's authorising officer responsible by amending this decision and the relevant contracts and agreements; such amendments to this decision constitute non-substantial amendment in the sense of Article 9(4) of Regulation (EU) 2015/322.

5.3. Implementation of the budget support component

Not applicable.

5.4. Implementation modalities

5.4.1. Indirect management with the partner country

This action with the objective of contributing to the achievement of national development goals set in the National Development Plans by enhancing participatory democracy in Namibia, may be implemented in indirect management with the Republic of Namibia in accordance with Article 58(1)(c) of the Regulation (EU, Euratom) No 966/2012 applicable by virtue of Article 17 of the Regulation (EU) 2015/323 according to the following modalities.

The partner country will act as the contracting authority for the procurement and grant procedures. The Commission will control ex ante all the procurement and grant procedures. Payments are executed by the Commission.

In accordance with Article 190(2) (b) of Regulation (EU, Euratom) No 966/2012 and Article 262(3) of Delegated Regulation (EU) No 1268/2012 applicable by virtue of Article 36 of the Regulation (EU) 2015/323 and Article 19c (1) of Annex IV to the ACP-EU Partnership Agreement, the partner country shall apply procurement rules of Chapter 3 of Title IV of Part Two of Regulation (EU, Euratom) No 966/2012. These rules, as well as rules on grant procedures in accordance with Article 193 of Regulation (EU, Euratom) No 966/2012 EDF applicable by virtue of Article 17 of the Regulation (EU) 2015/323, will be laid down in the financing agreement concluded with the partner country.

5.5. Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply.

The Commission's authorising officer responsible may extend the geographical eligibility in accordance with Article 22(1) (b) of Annex IV to the ACP-EU Partnership Agreement on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

5.6. Indicative budget

Indicative Budget	EU contribution (amount in EUR)	Indicative third party contribution, in EUR
5.4.1. Indirect management with the Republic of Namibia composed of	5 600 000	625 000
Tender for service contract (Results 1, 2) out of which	3 100 000	0
<i>5.11 Communication and Visibility</i>	<i>100 000</i>	<i>0</i>
Call for proposals for grant contracts on Education-Skills & Rural Development (4.2 Activities to achieve Output 2)	2 500 000	625 000
5.9 – Evaluation, 5.10 - Audit	200 000	0
Contingencies	200 000	0
Total	6 000 000	625 000

5.7. Organisational set-up and responsibilities

The action will be implemented under the supervision of the National Planning Commission in its role as National Authorising Officer (NAO).

A Programme Steering Committee (PSC) chaired by the NAO or their representative and made up of representatives of relevant line ministries (Education, Agriculture, Land and Environment, Urban and Rural Development), European Union Delegation (with observer status), CSOs and other relevant stakeholders, will oversee and validate the overall direction and policy of the programme.

A Programme Support Unit (PSU) will potentially be established in the National Planning Commission and will be responsible for promoting technical and operational dialogue between Civil Society and the line ministries and between Civil Society and Parliament, in order to make the Action better accountable to a large audience of stakeholders, strengthen coordination and synergies amongst all players and boost the common vision for the development of the Civil Society sector in Namibia.

External support from a Technical Assistance Team (TAT) will be contracted through a service contract to provide technical and administrative support for the implementation of the action. The TAT will be in charge of gathering the data necessary for the monitoring and reporting of the programme from various sources, mainly from national official sources when available and from studies and surveys performed or procured by the TAT when data is not available.

5.8. Performance monitoring and reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the logical framework matrix. The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

During the inception phase a survey/study will be performed or procured by the technical assistance to determine the baseline data and targets for the programme in order to complete the logical framework and revise it if necessary. Towards the end of the implementation period a similar survey/study will be produced in order to assess the outputs of the programme.

During the inception phase the technical assistance will undertake or procure a mapping study and capacity needs assessment of the CSOs operating in the sectors of Education and Skills and Rural Development in Namibia as well as design a Capacity Development Plan based on needs assessments for relevant CSOs/Parliament/Government involved in the programme.

5.9. Evaluation

Having regard to the nature of the action, mid-term and final evaluations will be carried out for this action or its components via independent consultants contracted by the Commission.

The mid-term evaluation will be carried out for problem solving and the final evaluation will be carried out for accountability and learning purposes at various levels.

The Commission shall inform the implementing partner at least one month in advance of the dates foreseen for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

Indicatively, two contracts for evaluation services shall be concluded under a framework contract in years 3 and 6.

5.10. Audit

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

Indicatively, two contracts for audit services shall be concluded under a framework contract in years 3 and 6.

5.11. Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation and supported with the budget indicated in section 5.6 above.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

The Communication and Visibility Plan of the Action will be implemented through dedicated activities carried out by the technical assistance team that will be hired to support the Government in the management and administration of the Action in coordination with the direct and indirect beneficiaries of the action.

6. PRE-CONDITIONS

Not applicable.

APPENDIX - INDICATIVE LOGFRAME MATRIX

The inputs, the expected direct and induced outputs and all the indicators, targets and baselines included in the list of result indicators are indicative and may be updated during the implementation of the action without an amendment to the financing decision. The table with the indicative list of result indicators will evolve during the lifetime of the action: new columns will be added for intermediary targets (milestones), when it is relevant and for reporting purpose on the achievement of results as measured by indicators. Note also that indicators should be disaggregated by sex whenever relevant.

	Results Chain	Indicators	Baselines 2016	Targets 2022/3	Sources and means of verification	Assumptions
			To be verified during the inception phase of implementation	To be verified during the inception phase of implementation		
Overall Objective (Impact)	OO1. To contribute to the achievement of national development goals for education and skills and rural development.	1. Increased retention rate (disaggregated by gender) in primary and secondary in the regions targeted by the Programme. 2. Reduced rural unemployment (disaggregated by gender) in the regions targeted by the Programme.	1. To be defined during the inception phase when regions to be targeted are defined. 2. To be defined during the inception phase when regions to be targeted are defined.	1. To be defined during the inception phase when regions to be targeted are defined. 2. To be defined during the inception phase when regions to be targeted are defined.	1. Education Management Information System (EMIS) report produced by the Ministry of Education every 5 years (latest in 2012) and programme reports produced by programme TA. 2. The Namibia Labour force survey report	

					produced by the National Statistics Agency annually and project reports produced by programme TA.	
Specific Objectives (Outcomes)	SO1. Enhanced participatory democracy in Namibia.	1.1. Civil Organisations Partnership Policy revised (in consultation with relevant stakeholders, including gender/women organisations at national and regional levels) and implemented. 1.2. Parliament's Outreach Programme implemented at national and regional level.	1.1.0 1.2.0	1.1.1 1.2.1	1.1. COPP implementation reports and database to be produced by the National Planning Commission with support from the programme TA. 1.2. Outreach Programme implementation reports to be produced by the Standing Committees with support from the programme TA.	- The National Planning Commission will advocate for budgetary provisions for the implementation of the COPP. - The Parliament will advocate for budgetary provisions for the implementation of the Outreach Programme.
Outputs	O1. CSOs have increased capacity to interact and cooperate with	1.1.1. No of meetings on policy development and monitoring between Parliament and	1.1.1.0 1.1.2.0 1.1.3.0	1.1.1. To be defined during the inception phase by the programme TA.	1.1.1. Programme reports produced by the TA every 6 months.	- National Assembly and National Council are open and responsive to

	<p>Parliament in the national development process.</p>	<p>Civil Society, including women and minorities, at national and regional level per year as a result of the support of this programme.</p> <p>1.1.2. No of Committee reports with recommendations tabled in Parliament in which input from Civil Society, including women/gender organisations, has been provided within the programme per year.</p> <p>1.1.3. No of pre-budget hearings with input from Civil Society, including women and minorities, at national and regional level per year as a result of</p>		<p>1.1.2. To be defined during the inception phase by the programme TA.</p> <p>1.1.3. To be defined during the inception phase by the programme TA.</p>	<p>1.1.2. Committee reports and programme reports produced by programme TA every 6 months.</p> <p>1.1.3. Committee reports and programme reports produced by programme TA every 6 months.</p>	<p>involvement of civil society in policy dialogue and monitoring at national and regional level.</p>
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		the support of this programme.				
	O2. CSOs involvement in policy implementation in the education and skills and in the rural development sectors delivers improved outputs.	<u>Education and Skills:</u> 2.1.1. No of school and out of school children benefiting from the Life Skills programmes provided as a result of the support of this programme. 2.1.2. % of schools targeted by the programme with functional school governance bodies (school boards) with active participation from teachers, parents, students. <u>Rural development:</u> 2.1.3. Requests received by Government from local cooperatives or farmers' associations to obtain the leasehold of communal land	<u>Education:</u> 2.1.1. 0 2.1.2. 0 <u>Rural Development:</u> 2.1.3. Info currently not available. To be defined during the inception phase. Baseline to be prepared by the programme TA. 2.1.4. 45% 2.1.5. 0	<u>Education:</u> 2.1.1. To be defined during the inception phase. Targets to be prepared by the programme TA. 2.1.2. 90% (To be confirmed during the inception phase by the programme TA) <u>Rural Development:</u> 2.1.3. To be defined during the inception phase. Targets to be prepared by the programme TA. 2.1.4. 60% 2.1.5. For CSOs 1, For Cs/Cf 90% (To be confirmed during the inception phase	<u>Education:</u> 2.1.1. Education Management Information System (EMIS) report produced by the Ministry of Education every 5 years (latest in 2012) and programme reports produced by programme TA. 2.1.2. Programme reports produced by the TA every 6 months. <u>Rural Development:</u> 2.1.3. Ministry of Land reports produced with support from the programme TA. 2.1.4. Ministry of Agriculture and Water and	- National Planning Commission and relevant line ministries are open and responsive to involvement of civil society in policy dialogue, implementation and monitoring at national and regional level.

		<p>in the areas targeted by the programme.</p> <p>2.1.4. Access to improved sanitation facilities in rural areas.</p> <p>2.1.5. No of CSOs and % conservancies (Cs) /community forests (Cf) with improved governance, accountability and sustainability in the areas targeted by the programme.</p>		<p>by the programme TA).</p>	<p>Forestry annual report and Water and Sewerage Authority Joint Annual Review (WASA JAR) report.</p> <p>2.1.5. Capacity assessment before and after programme intervention prepared by the programme TA.</p>	
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