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## 1 EXECUTIVE SUMMARY

- 1 The Development Partnership Framework (DPF) Spain-Namibia 2011/15 lays the foundations and defines the development partnership strategy between both countries for the next five years in matters of development cooperation.
- 2 The DPF is a continuous planning, monitoring and evaluation process which is not exhausted in this document. We are dealing with the initial output of a long-term strategy between both parties, focused on achieving specific development outcomes for which the Spanish Cooperation will join its efforts.
- 3 Namibia is made up of a vast territory with a small population and a large diversity of ethnic groups. The country is marked by the world's largest inequality in income distribution and by the HIV/AIDS pandemic. However, it presents one of the highest incomes per capita of the African continent (UpMIC), a stable socio-political situation and an average functioning of its institutions. Furthermore, it possesses important natural resources, above all minerals (diamonds, uranium, copper, zinc and gold), fauna (fish, game and livestock), landscapes and culture (tourism). There has been an important social progress during the last years, specifically in regard to education, gender equality, fight against HIV/AIDS and access to water. Nevertheless, the rise in unemployment and mother-infant mortality, as well as the inflection in the access to basic sanitation, particularly in rural areas, are worrying.
- 4 In this sense, the Namibian Government has defined "accelerated economic growth and deepening rural development" as the main theme in its 3<sup>rd</sup>-year development plan.<sup>1</sup>
- 5 The Spanish Cooperation has been the 5<sup>th</sup> largest donor in the country during the last few years, supporting the sectors of rural development and food security, basic social services (education, health and water and sanitation) and culture, according to the strategic objectives and lines of the Country Strategy Document 2005/08.
- 6 However, the context of development has evolved, the government has redefined its priorities and the donor community has changed in presence and priorities. For this reason, it has been necessary to revise the previous development partnership strategy. This need for change has resulted in a profound and permanent dialogue between the main stakeholders of the Spanish Cooperation and the development partners in Namibia (Namibian Government, donors, Spanish and Namibian NGOs) which, in each case, has sought to deepen the principles of the Paris Declaration and the Accra Agenda for Action (AAA).
- 7 In this way, aligned with the country's development strategy and bearing in mind the degree of achievement of the Millennium Development Goals, "Economic Growth for Human Development" has been defined as the sector of concentration (according to the Spanish Cooperation's Master Plan 2009/12), including Institutional Strengthening as a main component of the sector.
- 8 Within this vast sector priority, the following sub-sectors have been defined: (i) fisheries, (ii) tourism and (iii) SMEs development, taking into account the Spanish Cooperation's comparative advantage and the harmonization with the remaining donors. "Gender in development" and "Environmental Sustainability" are crosscutting priorities in all the activities supported by the Spanish Cooperation. "Respect for Cultural Diversity" and "Science, Technology and Innovation for Human Development" will be crosscutting priorities where appropriate.

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<sup>1</sup> Ref. [3]

- 9 Within each sub-sector of concentration the counterpart ministries have presented (from their sectoral strategies) the development results to which the Spanish Cooperation is considered to contribute with knowledge and experience, through its comparative advantage, for their development. Indicators, base lines and strategic initiatives to be achieved within the following years, are associated with these results, as well budgetary estimations by both parties, subject to availability.
- 10 Besides, bearing in mind the development achievements attained by the country, the level of achievement of the MDGs, the presence of other donors and the Spanish Cooperation's comparative advantage, the basic social services have been defined as exit sectors. This second analysis has brought about the definition of two time exit horizons: medium and short term. The Spanish Cooperation will exit responsibly from the following sectors: health and water and sanitation in the medium term and education in the short term.
- 11 The current framework is a dynamic process that continually feeds itself and therefore defines a monitoring and evaluation system which will be based on analyzing the degree of achievement of the development results agreed between both parties, as well as in the performance analysis of the aid effectiveness principles of Paris and Accra, to which the Spanish Cooperation is committed.

## 2 INTRODUCTION

- 12 "The Development Partnership Framework is a country level shared partnership strategy of common goals and visions of human development and poverty eradication".<sup>2</sup>
- 13 The current DPF replaces the Country Strategy Document for Namibia 2005/08, reinforcing and placing a larger emphasis on the commitments of the Paris Declaration and the Accra Agenda for Action.
- 14 It is a partnership where both parties are committed to achieving shared development results over the next five years according to the following principles: (i) ownership, (ii) alignment, (iii) harmonization, (iv) results based management and (v) mutual accountability. Likewise, based on the Spanish Cooperation methodology<sup>3</sup>, a dialogue process has been established between the Spanish Cooperation and Namibia [principles (i) and (ii)], as well as the donor community and the different stakeholders of the Spanish Cooperation present in the country [principle (iii)]. This dialogue is based on three fundamental documents: "Third National Development Plan (2007/12)"; "Second Country Report on the Millennium Development Goals (2008)" and the "Spanish Cooperation's Master Plan (2009/12)".
- 15 The definition of the sector and sub-sectors of concentration, of the crosscutting priorities and of the exit sectors, in order to achieve a more effective aid, is the result of this dialogue process. Within each sector, in permanent dialogue with the Namibian counterparts and in complementarity with the other donors, development results have been defined (previously identified by the partner country) to which the Spanish Cooperation will join its efforts [principle (iv)].
- 16 Indicators, initiatives and resources have been allocated for each result (according to budgetary availability) to achieve them. Transparency, mutual accountability towards Spanish and Namibian citizens and the DPF's very dynamic nature (feedback), are embodied in a mechanism of mutual accountability [principle (v)] based on a monitoring and evaluation system to be carried out by both parties.

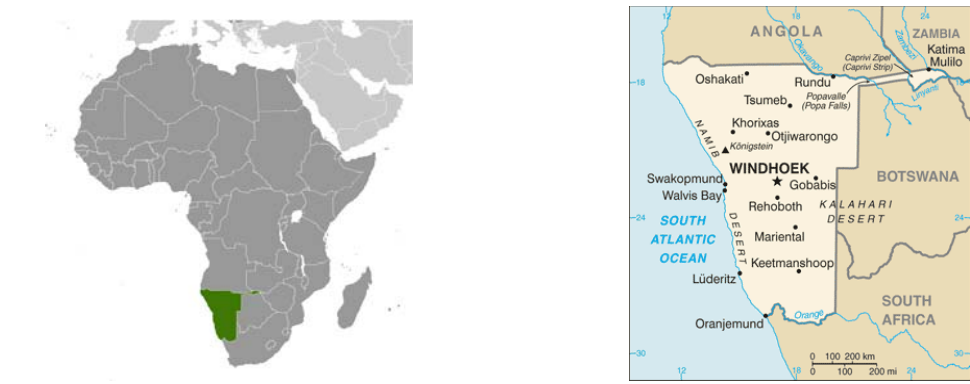
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<sup>2</sup> Ref. [23]

<sup>3</sup> Ref. [23]

**3 BASIS OF THE SPANISH-NAMIBIAN PARTNERSHIP. DIAGNOSIS.**

**3.1 HUMAN DEVELOPMENT CONTEXT IN NAMIBIA<sup>4</sup>**

		
		<b>GEOGRAPHY</b>
Surface area	824,269 km <sup>2</sup>	
Climate	Semi-desert; little and irregular rainfall.	
Natural resources	Diamonds, copper, uranium, gold, silver, lead, tin, lithium, cadmium, tungsten, zinc, salt, fish.	
		<b>POPULATION</b>
HDI	0.606 (105 of 169 - "medium human development")	
Inhabitants	2,128,471 [est. 2010]	
Growth	0.9% [est. 2010]	
Demographic structure	36% (0-14 years) 60% (15-64 years) 4% (+64 years) [est. 2010]	
Life expectancy	52 years [est. 2010]	
Birth rate	21.82/1.000 population [est. 2010]	
Mortality	12.97/1.000 population [est. 2010]	
HIV/AIDS	19.9% [2006]	
Literacy	85% [2001]	
Primary education	92,3% [2006]	
Urbanization	37% population [2008]	
		<b>ECONOMY</b>
GDP (PPA)	14.58 BUS\$ (US\$ 2010) [est. 2010]	
GDP per capita (PPA)	6,945 US\$ [est. 2010]	
Classification	Upper-middle income country [BM 2009]	
Gini	0.7 [est. 2010]	
GDP by sector	9% (primary) 33% (secondary) 58% (tertiary) [est. 2010]	
Growth	4.1% [est. 2010]	
Inflation	4.6% [est. 2010]	
Labour force	16% (primary) 23% (secondary) 61% (tertiary) [est. 2008]	
Unemployment	51.2% [est. 2008]	
Poverty	28% (food ≥ 60% income) [2003/4]	

Source: Ref. [1]; [2]; [3]; [4]; [12]; [14].

<sup>4</sup> Generally there's a clear disparity between statistic sources internationally recognized as rigorous.

### 3.1.1 Territory and Population

- 17 Situated in the extreme south west of the African continent and with a surface area of 824,269 km<sup>2</sup>, the Republic of Namibia borders Angola to the north, Zambia to the northeast, Botswana to the east, South Africa to the south and south east and the Atlantic Ocean to the west. With the exception of the north of the country, where there are perennial rivers, the largest part of the territory is an arid central high plateau surrounded by two deserts: the Namib and the Kalahari. The climate is semi-desert with a low and irregular rainfall. This creates long periods of drought, floods and a rather small availability of fresh water (148m<sup>3</sup>/inhabitant/year)<sup>5</sup>. 14% of the territory is protected, being the first country in the world to incorporate environmental protection in its Constitution.<sup>6</sup>
- 18 In terms of natural resources, Namibia has a large variety of minerals among which diamonds, uranium, copper zinc and gold can be highlighted. The cold Benguela current on Namibia's Atlantic coast contains an important quantity and variety of fish, making its waters some of the most productive in the world.<sup>7</sup>
- 19 With a population of 2,055,080 inhabitants<sup>8</sup> in an immense territory, Namibia is placed as the country with the second<sup>9</sup> lowest population density in the world (2.5hab/km<sup>2</sup>). The annual population growth is estimated at 0.9%, with a very young demographic structure (36% of the population is less than 14 years old whilst only 4% is older than 65),<sup>10</sup> essentially concentrated in the northern regions (60% of the total population) and in rural areas (2/3 of the total)<sup>11</sup> and mainly dedicated to subsistence agriculture or stock farming. The life expectancy has been reduced, mainly due to the impact of HIV/AIDS (the prevalence rate is 19.9%),<sup>12</sup> from 61 years in 1991 to 52 currently.<sup>13</sup> Besides, 17% of children under 18 are orphans or vulnerable.<sup>14</sup>
- 20 Despite its small population, the country has a large ethnic diversity. The largest group is the Owambos (50%), followed by the Kavangos (9%), Hereros (7%), Damaras (7%), Coloureds (6.5%), Whites (6%), Namas (5%), Caprivians (4%), San (3%), Rehoboth Basters (2%), and Tswanas (0.5%).
- 21 The minority groups (particularly the San) face significant socio-economic and political challenges, resulting from the lack of economic opportunities and as a consequence of geographic and cultural barriers. The Namibian Government is signatory of the non-binding UN Declaration of 2007 on Indigenous People. However, it has not ratified the binding ILO Convention, no. 169. In the domestic field, there is no specific and constitutional recognition of the San as an indigenous group, although the Namibian Government has adopted a series of measures to end discrimination and to tackle the deprived socio-economic state of this community.

### 3.1.2 Economy and Society

- 22 At the economic level, the country is marked by a certain duality as a result of the apartheid. Its income per capita of 6,945 US\$<sup>15</sup> and its consequent classification as a upper-middle income country, as well

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<sup>5</sup> Ref. [15]

<sup>6</sup> Ref. [15]

<sup>7</sup> Ref. [10]

<sup>8</sup> Ref. [2]

<sup>9</sup> After Mongolia.

<sup>10</sup> Ref. [2]

<sup>11</sup> Ref. [1]

<sup>12</sup> Ref. [3]

<sup>13</sup> Ref. [15]

<sup>14</sup> Ref. [2]

<sup>15</sup> Purchasing power parity (PPP). Ref. [15]

as its intermediate position within the group of countries with an average human development - 105 of 177<sup>16</sup>, hides a socio-economic disparity situation marked by the largest inequality in income distribution in the world (Gini coefficient of 0.7<sup>17</sup>), with 28% of the population considered as poor<sup>18</sup> and by an unemployment rate of 51.2%.<sup>19</sup>

- 23 In the macro-economic field, the growth of the real GDP has been quite steady, achieving an average of 6% between 2003 and 2008 (in comparison to 3.8% during 1990/99). However, the growth of the real GDP decreased in 2008 to 2.9% after suffering a contraction in 2009 of -0.7%.<sup>20</sup> This situation is mainly due to the strong dependence on the mining sector, in particular of diamonds, whose market has been strongly affected by the current financial crisis. Namibia possesses large mineral reserves, particularly diamonds and uranium, but also zinc, copper and gold.<sup>21</sup> The mines and quarries sector contributed 9% of the real GDP in 2008 and represented 45% of the total value merchandise export. However, this sector employs only 2% of the total active population. The services sector is the most important due to its contribution to the real GDP (58% in 2008). In 2008, the manufacturers presented 12% of the real GDP (14% in 2003), and 48.5% of the total value of merchandise export. The relatively small contribution of agriculture to the GDP (5% in 2008) hides the importance of its function in the country's social sphere, as it employs approximately 30% of the labour force.
- 24 The yearly inflation rate in Namibia, determined by the Consumer Price Index (CPI), had an average of 6.9% for the period 2000/07 (in comparison to 10.2% in 1990/09). However, it was 10.3% in 2008. This situation is mainly due to the high global prices of basic products, especially of petroleum and cereals. In 2009, inflation dropped to 8.8% in line with the South African decreasing tendency.<sup>22</sup>
- 25 The fiscal policy, aimed primarily at stimulating employment and investment, plays a key role in the macro-economic stabilization. Namibian public finances have changed considerably during the last years. The public sector balance (including grants) improved from a deficit of 7.2% of the GDP in 2003 to a surplus of 2.6% in 2008. However, in 2009 the deficit amounted to 1.6% of the GDP. Regarding the public debt, it decreased between 2007 and 2009, from 19% to 15.3% of the GDP, although an increase has been foreseen from 2010 onwards.
- 26 The total public income and grants, in proportion to the GDP, increased from 28.3% in 2003/04 to 32.8% in 2007/08, whilst the total State expenditures experienced a slight decrease from 35.4 to 33.6% of GDP<sup>23</sup>.
- 27 The first PEFA<sup>24</sup> study conducted in 2008, confirmed the strength of the Namibian public finance management system in comparison with other African countries. During the last years, the Government has embarked on a series of reforms in the public finances field, among which it is worth highlighting the introduction of the Medium Term Expenditure Framework (MTEF) and the adoption of an integrated financial management system. The areas related to the budget and the reliability of the availability of funds register very positive scores in the Namibian PEFA. However, there are some areas which should be reinforced, like the fiscal administration, the priority of public expenditure and the preparation of the budget with programmatic approach. Furthermore, the

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<sup>16</sup> Ref. [15]

<sup>17</sup> Ref. [8]

<sup>18</sup> A household is "poor" if it spends at least 60% of its income on nourishment. Ref. [1]

<sup>19</sup> Ref. [4]

<sup>20</sup> Ref. [12]

<sup>21</sup> The Namibia diamond industry occupies the 6<sup>th</sup> place in the world, and the country is the 4<sup>th</sup> biggest producer of uranium.

<sup>22</sup> Ref. [12]

<sup>23</sup> Ref. [12]

<sup>24</sup> Public Expenditure and Financial Accountability.

system suffers some delays in the implementation of programmes, due especially to a certain inefficiency and lack of expertise at a series of governmental levels. The public procurement system is another weak point of the public finance management system, due to an outdated legal framework, there are no administrative mechanisms to claim and, moreover, the excessive centralization in the Tender Board slows down the processes. Besides, the donors should vastly improve the predictability of the ODA granted and the information given to the Government.

### 3.1.3 Millennium Development Goals

- 28 Regarding the Millennium Development Goals (MDGs), the country has made important, but partial progresses in the last few years. The mother-infant mortality has increased and the access to sanitation has decreased, particularly in rural areas. On the one hand Namibia is on track to achieve MDGs 1,2,3 and 6, and partially 7, but on the other hand, it is registering a worrying regression with respect to the MDGs on health (MDGs 4 and 5) and basic sanitation (MDG 7).
- 29 The progresses have been positive with regard to the reduction in poverty (MDG 1) where the proportion of poor families between 1993 and 2003 has decreased from 38% to 28%. Regarding schooling in primary education (MDG 2), the enrolment increased from 89% to 92.3% between 1992 and 2006. In the field of gender equality in education (MDG 3), equality ratios have been achieved, with even better ratios for women – 98 female students/100 male students in primary and 117 female students/100 male students in secondary in 2007. Regarding the fight against HIV/AIDS, malaria and other diseases (MDG 6), there has been a decrease in their prevalence – between 2000 and 2006, HIV among the young people between 15-19 and 20-24 years decreased from 12% to 5.1% and from 20% to 14% respectively. With regard to the sustainable access to drinking water (MDG 7), the progress was notable – 88% in 2006 compared to 43% in 1990.<sup>25</sup>
- 30 However, over the last few years, maternal and child mortality (MDG 4 and 5) increased in the period 2000/06, and maternal deaths for every 100.000 births increased from 271 to 449. Mortality of children younger than 5 years increased from 78.9 to 91.7 per every 1.000 births. With regard to sanitation (MDG 7), between 2000 and 2006 the proportion of homes in rural areas with access to basic sanitation decreased from 20% to 14%.<sup>26</sup>

## 3.2 DEMOCRATIC APPROPRIATION

### 3.2.1 Namibian Development Strategies and Programmes

- 31 The national development agenda is defined by *Vision 2030*, whose strategic objective is to ensure that “Namibia becomes a prosperous and industrialized nation, enjoying peace and social stability”. This long-term vision is implemented through five-year National Development Plans. The Third National Development Plan (NDP3) covers the period 2007-2012 and its main objective is “accelerating economic growth and deepening rural development”.
- 32 The NDP3 has eight general objectives or key result areas (KRA) which correspond to each of the objectives established in *Vision 2030*. Likewise, from each KRA, the NDP3 defines a total of 21 objectives (cf. scheme in Annex 1), each one comprising various sub-sectors involved in its achievement. Within each sub-sector, the achievements of the prior development plan are analyzed

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<sup>25</sup> Ref. [1]

<sup>26</sup> Ref. [1]



and indicators, goals and strategies are established in order to attain these goals during the period of the current plan.

- 33 In addition to the National Development Plan, the Ministries publish their sector strategy papers which analyze in depth their needs, define priority lines, highlight objectives and expected outcomes and propose different activities within a budgetary framework.

### **3.2.2 Sector and Institutional Structure**

- 34 Namibia is a republic based on a presidential, democratic, representative and multi-party system. SWAPO<sup>27</sup> is the main political force since independence in 1990, and since then has achieved successive absolute majorities. During the last elections in 2009, its candidate, Hifikepunye Pohamba, obtained 75% of the votes.<sup>28</sup> These elections were deemed free and fair by the national and international observers despite the criticisms levelled by nine of the thirteen political opposition parties and the Namibian Society for Human Right (NSHR), which filed a lawsuit in the Supreme Court, alleging lack of rigor in the election results.
- 35 The President is the Head of State and Government, elected through general elections for a period of five years. The Prime Minister, Deputy Prime Minister and other Ministers are appointed by the President. In turn, these ones make up the ministerial cabinet which implements the government programme based on the Constitution, laws and decrees of the Parliament.
- 36 At the territorial level, the country is divided into 13 administrative regions and 102 districts politically represented by the Regional Councils and other local organs of state power (municipalities and village councils). Regional and local elections are held every six years. The last were held in November 2010. Official results, gave victory to the SWAPO in most of the country's regions. However, only 38% of registered voters went to the polls.<sup>29</sup>
- 37 At a legislative level, laws are made by Parliament. This body is divided into two chambers: the National Assembly and the National Council. The National Assembly (composed of 72 elected members and up to 6 appointed by the President) creates and approves the laws. The National Council represents the regions (two members from each region) and plays a role of follow-up and consultation to the Assembly.
- 38 The judicial power is independent and is represented by the courts. The Supreme Court is the highest legal body, whose judges are appointed by the President on the recommendation of the Judicial Service Commission. The judicial structure is based on Roman-Dutch Law.
- 39 The Government recognizes the need for decentralization to promote a more participatory democracy. However, the process of transferring the central government's functions to the Regional Councils has been slow to date.
- 40 The Government's articulation and coordination with the donor community is done through the National Planning Commission (NPC). This State body is under the President's direct dependence and is responsible for carrying out all the negotiations related to the development cooperation programmes. At internal level, the NPC promotes the relations among donors, ministries and governmental agencies, the latter being responsible for the implementation of the cooperation

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<sup>27</sup> South West Africa People's Organization.

<sup>28</sup> Ref. [16]

<sup>29</sup> Ref. [16]

programmes. This institution is considered the main counterpart of the Spanish Cooperation in the country.

### **3.2.3 Level of Democratic Support and Participation in the Namibian Development Strategies**

- 41 The process of elaborating the development strategies consists of two different approaches: *top down* and *bottom up*. The first ensures democratic support and participation, whilst the latter promotes local participation.
- 42 To this end, in the *top-down* sense, the development strategy has been defined at governmental level from the 8 key result areas of *Vision 2030* (long-term national strategy) and the 21 specific objectives of the NDP3's (medium term national strategy). To each key result area has been assigned a thematic workgroup headed by a ministry and composed of various stakeholders (private sector, civil society and international partners). In turn, each thematic workgroup includes different coordination entities for each specific objective and various teams for each sub-sector involved in achieving of the corresponding objective.
- 43 In the *bottom-up* sense, the sector needs and priorities (in each of the NDP3's objectives) have been identified by the different stakeholders of the Namibian society (coordination and development committees; local authorities; district, municipal and settlement development committees; representatives from the private sector and civil society organizations), as well as by the international development partners (cf. figure in Annex 2). Likewise, much of the information regarding the population's requirements and priorities has been obtained through several participative instruments: participatory rural assessments, poverty profiles, regional rural development reports and other reports conducted in the country's localities.<sup>30</sup>
- 44 The different ministerial strategies are approved by the Council of Ministers, usually after a broad public consultation process. In addition to *ad hoc* consultations with the government, civil society, through NANGOF (coordinating body of Namibian NGO's), periodically participates in thematic forums with the different national and international public stakeholders (e.g. National Advisory Council for Education) and in general dialogue programmes (e.g. Biannual meeting of the Civil Society with the President of the Republic).
- 45 However, this process is not free from criticisms, some claim that many sector strategic plans are still being carried out by international consultants and that the ministerial coordination with civil society is not entirely effective. According to NANGOF, its contributions to strategic documents like the National Education Programme and to the one of Health have not been taken into account to date. Nevertheless, national NGO's are divided, given that some do not recognize NANGOF as a coordinating body.

## **3.3 ALIGNMENT AND HARMONIZATION**

### **3.3.1 Use of National Systems**

- 46 All the Spanish Cooperation's interventions pass through the NPC during their planning, monitoring and evaluation phases. The Spanish Cooperation's permanent coordination with this organization (which, in turn, agrees on the sector's recommendations with the corresponding ministry) ensures the alignment with the country's objectives as well as the harmonization with other donors.

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<sup>30</sup> Ref. [3]

- 47 Furthermore, the Spanish Cooperation, following the recommendations of the Paris Declaration and AAA, will continue to use programmatic support tools in order to involve and strengthen the country's public administration structures in specific sectors where the Spanish Cooperation's prior experiences and risk assessments are positive.
- 48 Regarding technical assistances, priority will be given to national and/or regional human resources.

### 3.3.2 Conditionality

- 49 The Namibian waters are of the most productive in the world regarding fishing resources, being quite appealing to fishing Spanish companies, which account for 46% of the market.<sup>31</sup> In this sense, the Spanish ODA in the country is partially conditioned by economic interests in the fishing sector.
- 50 Despite Spain's commercial interests in the fishing sector, the cooperation fields in each case, have been agreed upon with the counterpart ministries and have always been aligned with their sector strategies. In this sense, common benefit interventions for both parties, as well as of exclusive benefit for the partner country have been carried out.

### 3.3.3 Quality of Policy Dialogue

- 51 Policy dialogue with Namibia for the achievement of the DPF passed first of all through the country's government, via its main interlocutor, the NPC. Thence came the definition of the Spanish Cooperation's main sector's strategic lines in the country, reflected in this document.
- 52 Furthermore, bilateral consultation meetings with the potential counterpart ministries have been held to define the type of support at the sectoral level, as well as with the main bilateral and multilateral donors. The Namibian civil society has participated through NANGOF by means of specific bilateral contacts.
- 53 At the field level, the process of drawing up the Development Partnership Framework is led by the Permanent Coordination Group, composed of representatives of the Spanish Embassy in Namibia, the Spanish Cooperation Office, Spanish NGDOs present in the country (Habitáfrica Foundation and the Spanish Red Cross) and the "Sea Technological Centre" (CETMAR - in its Spanish abbreviation)<sup>32</sup>. Other Spanish Cooperation stakeholders are consulted at headquarters level - Ministry of Industry, Tourism and Trade; Ministry of Public Works; Ministry of Economy and Finance; and the Spanish Confederation of Business Organizations, according to the stakeholders' participation report.<sup>33</sup>

### 3.3.4 Donor Mapping

- 54 The Official Development Aid (ODA) received by Namibia has grown in the last few years.<sup>34</sup> In 2009, it reached 326.21 MUS\$<sup>35</sup> representing 150.26 US\$ per capita and 3.5% of the GDP for this same year. Although the absolute value of the ODA per capita of the country is substantially higher than the Sub-Saharan African average (50.25 US\$), its relative weight in the country's GDP is lower (4.9% in the same region).<sup>36</sup>

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<sup>31</sup> 2005. Ref. [10]

<sup>32</sup> Foundation headed by the Regional Government of Galicia and the Ministry of Education and Science (Spain). It's an important counterpart in many of the running fisheries projects.

<sup>33</sup> Stakeholders' participation file in the country's Development Partnership Framework process. 15/11/2010.

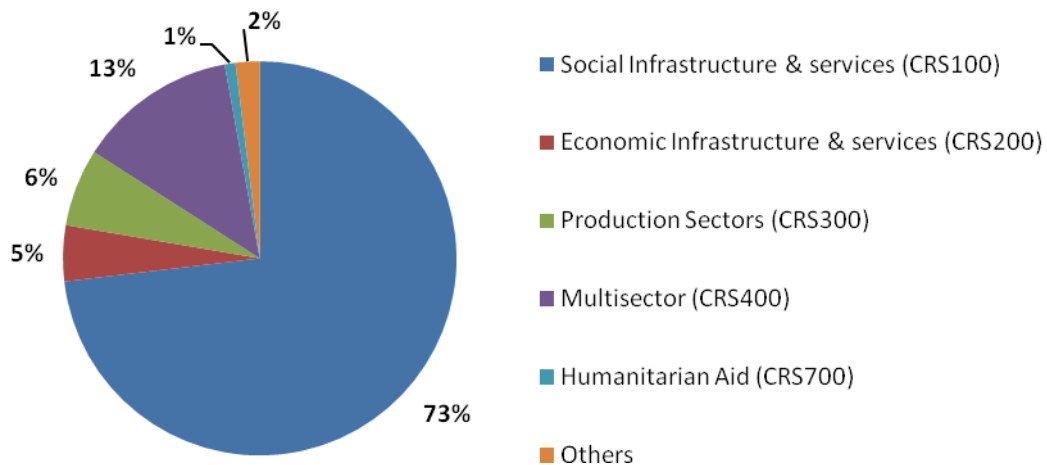
<sup>34</sup> 2005/09. Ref. [11]

<sup>35</sup> US\$ at current prices. Includes grants and loans.

<sup>36</sup> US\$ at current prices. Ref. [11]

- 55 In fact Namibia has a relatively small population which amplifies the impact of the ODA per capita. This is further justified by its enormous geographical spread which generates a disadvantageous cost-benefit relation when compared with other contexts in the continent with greater population densities. On the other hand, Namibia is an upper-middle income country (a position shared by few countries in Sub-Saharan Africa) due to which the impact of the ODA on its GDP tends to be lower.
- 56 However, at State level, in 2009 the net ODA represented about 12% of its total overall revenues<sup>37</sup> and a similar proportion of its expenditure, which confirms the significant weight of development aid in the country's development.
- 57 At a sector level, and over the last few years, the ODA (exclusively with respect to grants) has been focused mainly on social infrastructure<sup>38</sup> with a growing tendency (cf. Graphs 3-1 and 3-2).

**Graph 3-1: Sector ODA distribution (grants) to Namibia in the period 2005/09<sup>39</sup>**

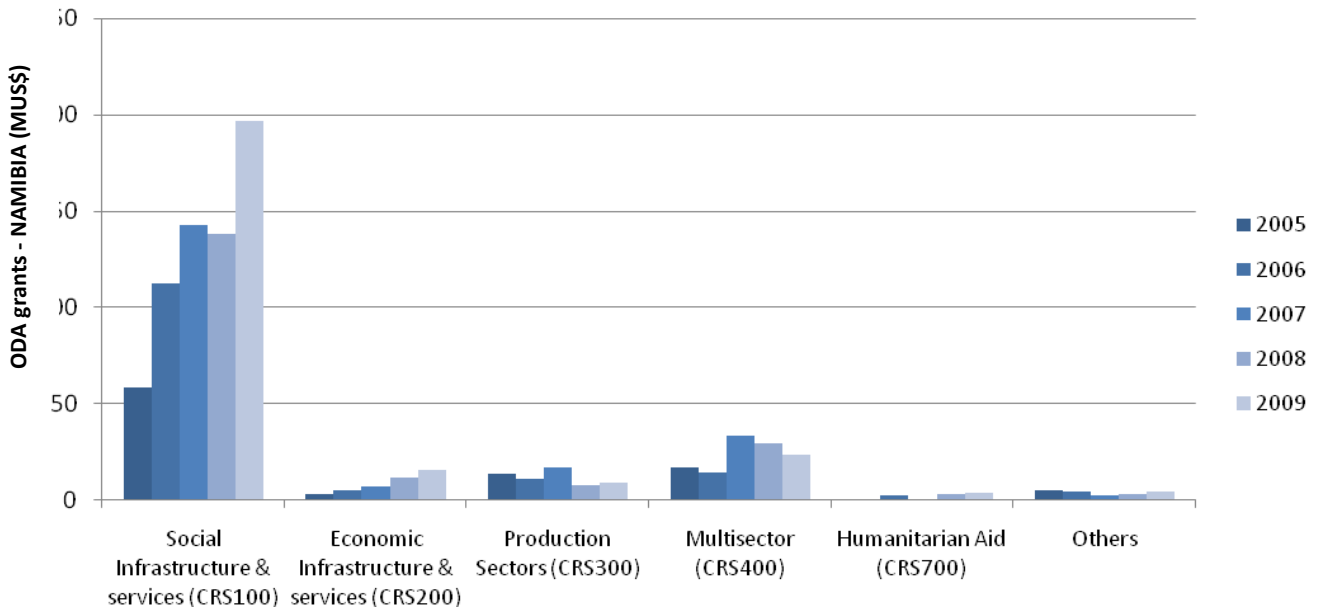


<sup>37</sup> Ref. [12]

<sup>38</sup> Basic social services, according to the Spanish Cooperation Master Plan 2009/12.

<sup>39</sup> Ref. [11]

**Graph 3-2: Sector ODA (grants) evolution<sup>40</sup> in Namibia in 2005/09<sup>41</sup>**



- 58 At the donor level, it is estimated that the European Union (both the Commission and the member states) provided about 70% of the total ODA received by Namibia since independence until 2004<sup>42</sup>. During that same period, the European Commission and Germany were the largest bilateral donors.
- 59 However, in recent years, a notable increase has been registered in the aid provided by the U.S. and Japan. The North American ODA is mainly channelled through the Millennium Challenge Account, focusing on the reduction of poverty through economic growth and the Emergency Programme to Fight HIV/AIDS (PEPFAR<sup>43</sup>). In the case of Japan, a large part of the aid has been channelled through loans for the construction of different infrastructures. It should be highlighted that a number of traditional partners, like the Netherlands and Norway, have withdrawn their bilateral aid in grants choosing to concentrate their aid through the European Commission, due to the classification of Namibia as upper-middle income country. Others, like Finland and Sweden, have opted for cooperation instruments such as concessional loans or the promotion of institutional and commercial relations. In this context, Spain has been the fifth largest donor in the country during the last five years, despite the decrease of the ODA volume since 2007 (cf. Table 3-2 and Graph in Annex 3).

<sup>40</sup> US\$ at current prices.

<sup>41</sup> Ref. [11]

<sup>42</sup> Ref. [13]

<sup>43</sup> US President's Emergency Plan for AIDS Relief.

**Table 3-2: Donors in Namibia according to net ODA volume (2005/9)**

#	Main donors	Net ODA (MUS\$)* 2005/9		
		TOTAL	Grants	Loans
1	United States of America	299	299	0
2	Germany	130	113	17
3	European Commission	120	120	0
4	Global Fund	115	115	0
5	Spain	68	55	14
6	Japan	56	10	46
7	Luxembourg	32	32	0
8	Finland	23	23	0
9	GEF <sup>44</sup>	16	16	0
10	Norway	10	10	0

\* At current prices. Source: OECD – DAC.

60 With regard to multilateral donors, during the last few years Namibia has been receiving a large financial contribution from the Global Fund for the Fight against HIV/AIDS, Tuberculosis and Malaria (cf. Table 3-2). Besides, despite a relatively low level of funding comparing with other bilateral donors, the organizations of the United Nations system enjoy a significant position as government partners. This is due, among other factors, to the essential role played by the UN during Namibia's independence process.

### 3.3.5 Mapping of the Main Harmonisation Mechanisms and Forums

61 Namibia joined the Paris Declaration on Aid Effectiveness in 2007. Since then, there has been a growing consensus among the partner and donor countries (especially between the European Commission and the member states of the European Union) on the need to advance with the implementation of the principles of ownership, alignment, harmonization, results based management and mutual accountability set out in this Declaration, and in the later AAA. Currently, the aid effectiveness monitoring process for 2010 is underway, headed by the DAC of the OECD, the results of which will be discussed in Busan, South Korea, in November 2011.

62 At national and multisectoral level, the NPC promotes a quarterly high level forum in collaboration with the UN, to exchange opinions and information about the main issues included in the national development agenda among the different stakeholders – *Donor Partnership Forum*.

63 With regard to the Millennium Development Goals, the NPC annually organizes a broad analysis and debate forum about the progress made to achieve the MDGs – *MDGs Forum*.

64 At sector level, there are several coordination mechanisms, whose the effectiveness varies depending on the sector.

<sup>44</sup> Global Environment Facility.

- 65 The coordination for the sector of water and sanitation – *Water and Sanitation Sector Coordination Forum* – in which the Spanish Cooperation actively participates can be highlighted for its degree of harmonization. This forum gathers all the stakeholders active in the sector, including governmental organizations, NGOs and donors. The meetings of this forum, focusing on assessing the progress in the sector, are held every three months. Likewise, a joint annual review is organized aiming at assessing the progress registered during the prior financial year - *Joint Annual Review (JAR)*.
- 66 There are other sectors with coordination and/or review mechanisms such as education, transport, public finance management or land reform. It is quite significant, that the health sector, despite the large number of donors committed to it, does not currently have a coordination arena for all the stakeholders. The Ministry of Health and Social Services is currently studying the possibility of establishing a forum to coordinate the current programs.
- 67 In other sectors there is no formal structure for coordination. The bilateral meetings and monitoring committees of the interventions are the main tools to perform follow-up tasks.
- 68 The subjects of common interest to Member States and the European Commission are discussed in the monthly coordination meetings between their cooperation services – *Heads of Cooperation meetings (HOCs)*.

### **3.4 COMPARATIVE ADVANTAGE OF THE SPANISH COOPERATION**

#### **3.4.1 Mapping of the Spanish Cooperation Stakeholders Present in Namibia**

- 69 The Spanish Cooperation stakeholders present in Namibia are relatively reduced. Apart from the Spanish Cooperation Office, there are two Spanish NGOs with active presence in the rural development sector: the *Habitáfrica* Foundation and the Spanish Red Cross. In addition, CETMAR, as an important partner in the fisheries subsector, is part of the permanent coordination group.
- 70 At business level, the Spanish presence is mainly found in the fisheries sector (extractive fishing and processing), through several joint venture companies with which the Spanish Cooperation sporadically establishes consultation processes about some of the projects carried out. The Spanish Cooperation Office is currently exploring the possibility of establishing a consultation and coordination forum with the fisheries private sector in order to reduce the risk of incoherence of policies.

#### **3.4.2 Comparative Advantage of the Spanish Cooperation**

- 71 Currently Spain has a high level of interlocution, a permanent Ambassador in the country and very good institutional relations.
- 72 At sector level, Spain has important commercial interests and relations in the fisheries subsector,<sup>45</sup> which gives it a leadership position recognized by the local authorities and other donors. This position (in one of the most important subsectors of the Namibian economy) as well as the technical knowledge and the good institutional relations, are the main comparative advantage of the Spanish Cooperation. This advantage is the starting point for the sector of “Economic Growth for Human Development”.
- 73 With regard to cooperation instruments, the Namibian Government (through the Ministry of Agriculture, Water and Forestry) has positively valued the use of the budget support (preferred

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<sup>45</sup> Presence of Spanish companies in the sector prior to independence. 46% of the market in 2005. Ref. [10]

instrument for local authorities) since 2007. On the one hand, the use of such instrument supposes a high degree of confidence in the national policies and strategies, as well as in the solidity of the country's public finances management system<sup>46</sup>, and on the other hand, the high predictability of disbursements is acknowledged as the main comparative advantage of the Spanish Cooperation (mainly if compared with other important donors like the European Commission).

## **4 ASSOCIATION STRATEGY FOR DEVELOPMENT RESULTS**

### **4.1 STRATEGIC DECISIONS**

- 74 The "Association Mapping", Annex 4, shows the presence of the Spanish Cooperation and its relationship with Namibia, the other donors and multilateral agencies in the sector/ sub-sectors of concentration and in the medium term exit sectors. At this level, the Spanish Cooperation foresees to continuing as a leading or active donor in the different action sectors. In the future, it may consider occasional possibilities to establish delegated cooperation mechanisms with other(s) development partner(s).

#### **4.1.1 Sector and Subsectors of Concentration**

- 75 Bearing in mind Namibia's classification as a upper middle income country (UpMIC), its inclusion in Group C of the Spanish Master Plan 2009/12 ("association for the consolidation of development achievements"), as well as the priorities of the Third Namibian National Development Plan 2007/12, which points out the "acceleration of the economic growth and the deepening of rural development" as its main objective, the Spanish Cooperation's activities will be focused on the sector of "Economic Growth for Human Development" (SP06).<sup>47</sup>
- 76 The Spanish Cooperation's support in the economic growth sector will seek to "reduce the social disparities contributing to a greater economic and social cohesion" (SO.02). In this sense, value will be placed in "potential growth sources of the local economies" (SL0623)<sup>48</sup>, mostly in rural areas.
- 77 Therefore, taking into account the subsectors of most economic and social potential in the country and the Spanish Cooperation's comparative advantage, fisheries (CRS313), tourism (CRS332) and SMEs development (CRS32130) will be supported, with the common goal of generating income and employment, especially among vulnerable women and the young in rural areas.
- 78 Given that the country enjoys adequate social and political stability and relatively solid public institutions, but with important challenges in the framework of effectiveness and efficiency of public administration, a key factor for socio-economic development, it is proposed to incorporate a component of institutional strengthening in each sub-sector in order to promote social cohesion.<sup>49</sup>

#### **(i) Fisheries (CRS313)**

- 79 Although declining, fishing remains an important sector of the Namibian economy. Its contribution to the real GDP decreased from 7.2% in 2003 to 5.1% in 2007, mainly due to low catches and the rising cost of oil during this period. However, despite this decline, Namibia exports most of its

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<sup>46</sup> PEFA 2008.

<sup>47</sup> Ref. [24]

<sup>48</sup> Ref. [24]

<sup>49</sup> "Institutional development should not become an end in itself and failing to provide benefits to citizens, to whom the public sector ultimately serves. The future challenge for Spain is to ensure that project objectives are focused on results rather than processes; this success will be measured by checking what improvements have been made in the lives of citizens, especially the poorest." Ref. [9]



annual catches.<sup>50</sup> The export of fish and fishing products accounts for 25% of the total export's value, making fishing the second largest export source of revenue after mining. Furthermore, in terms of employment, the sector employed 13,400 workers<sup>51</sup> in 2006 (60% in the factories), about 3.2% of total employment.

80 The sector's great potential is due to the natural conditions of the Benguela current, giving rise to one of the most productive fishing areas in the world. The sector is sub-divided into three main components: (i) marine capture; (ii) freshwater/inland capture and (iii) marine and inland aquaculture. Whilst marine captures are practiced on a large scale by large commercial vessels, river and lake captures and, particularly aquaculture present a great potential for contributing to food security and income generation for poor rural communities.

81 The NDP3 and the national strategy of the Ministry of Fisheries and Marine Resources define the sustainable use of live aquatic resources and the development of aquaculture with a clear approach on *namibianization* (increasing the presence of Namibian human resources especially the role of women in marine captures and aquaculture) as general objective.<sup>52</sup>

82 The Spanish Cooperation is one of the bilateral donor in the subsector, having represented 93% of the ODA in the sub-sector in 2009.<sup>53</sup>

83 In this sense, aligned with the national strategy, since 2000, the Spanish Cooperation has satisfactorily supported several activities such as the promotion and development of aquaculture in vulnerable communities; the support to the national fish consumption initiative among the Namibian population; technical support for the training of local human resources capable of occupying leadership positions in commercial marine fishing; and at a scientific level, collaborating in the field of oceanographic research.

84 These interventions have enabled the Spanish Cooperation to accumulate a technical expertise that has given it a clear leadership position, acknowledged by both the local authorities and the other donors.<sup>54</sup>

#### (ii) Tourism (CRS332)

85 Tourism makes up a considerable contribution to Namibian GDP and employment. It is estimated that tourism directly contributed 3.8 % to the GDP in 2009 and employed 22.000 persons (3.8 % of total employment). If the sub-sector's indirect effects are included, its total contribution is 13.6% to the GDP and 17.0 % (81.000 people) to the total employment.<sup>55</sup>

86 Thus, tourism represents an important potential for reverting the dynamics of growing unemployment, as well as the regional asymmetries. In fact, Namibia has a large number and variety of fauna and flora, as well as diversity in landscapes and culture which places it as a competitive player on different touristic platforms in the international field, particularly in ecotourism. Paradoxically, most of these tourist attractions are situated in rural areas with scarce resources and large levels of inequality. This context offers the tourism sub-sector a role as instrument, not only for economic growth, but also for eradicating poverty and empowering groups in vulnerable

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<sup>50</sup>Ref.[10]. With a population of 2.1 million, a fish consumption of 10kg per inhabitant per year and a total catch of 412,671 tons in 2007, it is clear that Namibia only consumes a small part of the total catch. The rest is exported.

<sup>51</sup> Ref. [3]

<sup>52</sup> Ref. [3]; Ref. [17]

<sup>53</sup> Ref. [11]

<sup>54</sup> Ref. [22]

<sup>55</sup> Ref. [14]

situations. Namibia is internationally recognized for its innovative approach on combining community associations for managing its natural resources with pro-poor tourism initiatives, particularly in rural areas.

- 87 The tourism industry in Namibia has enjoyed a steady growth since its independence in 1990, and currently its ranked the 4<sup>th</sup> best tourism destination in Southern Africa. Compared with the 9.2 million international visitors arriving in South Africa in 2007, Namibia received less than 1 million international; Namibia has the potential to become one of the major tourism economies in Africa over the next decade. Consequently, a considerable increase in tourism's contribution to the GDP (from 13.6% to 20.7%) and to employment (from 17.0% to 23.7%) is foreseen till 2018. According to the *World Travel and Tourism Council*, the sector's growth in the country will reach an average of 7.7%, which will place the country in the 8<sup>th</sup> position of 176, regarding the growth forecast.<sup>56</sup>
- 88 The NDP3 and the national strategy of the Ministry of Environment and Tourism defined as their general objective the development of tourism, based on economic and environmental sustainability through community participation.<sup>57</sup>
- 89 The sub-sector is marked by the U.S. presence as leading donor (the Millennium Challenge Account will provide around US\$ 67 million in 5 years for tourism development). Nevertheless, Spain has allocated a considerable amount of financial resources among others (US\$ 6 million) until 2012, through the MDG Achievement Fund (MDG-F), positioning itself as the second largest donor.
- 90 Since 2006, the Spanish Cooperation, aligned with the national strategy, has also supported cultural and sustainable tourism programmes for the empowerment of women and youth in rural areas. These programs, both bilateral and multilateral, have had overall satisfactory results in the creation of income generating activities in rural areas.
- 91 However, the lack of implementation capacity in the field by the Ministry highlights the need to strengthen the technical structures of the Tourism Directorate to improve its coordination tasks. Furthermore, it is worth mentioning Spain's broad experience in the field of tourism, increasing the possibility of putting into practice the cooperation initiatives and the technical support demanded by national agents involved in community and sustainable tourism, giving to the Spanish Cooperation an active role, and a possible leadership, in the specific area of institutional strengthening.

### (iii) SMEs Development (CRS32130)

- 92 Namibia is fundamentally a rural country with only 37%<sup>58</sup> of the population concentrated in cities. Furthermore, these areas are the ones experiencing the highest levels of poverty (85% of poor homes are in rural areas), inequality and unemployment, above all amongst women (in rural areas unemployment stands at 53% amongst women and at 41% amongst men) and young people (60% of unemployment rate).<sup>59</sup>
- 93 Aware of this problem, the Namibian Government has chosen the acceleration of economic growth and the deepening of rural development as the main objective for its national strategy (NDP3),

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<sup>56</sup> Ref. [14]

<sup>57</sup> Ref. [3]; Ref. [18]

<sup>58</sup> Ref. [15]

<sup>59</sup> Ref. [4]

comprising all the interventions aimed at improving rural livelihoods by providing social and economic services to these communities.<sup>60</sup>

- 94 Besides, income generating activities are considered by the NDP3 to be an effective tool for rural development. However, concerning the SMEs development, Germany is the most active donor in the sub-sector (10M€ for the period 2005/13), which, through a series of interventions, seeks to improve the framework conditions for private sector growth and employment promotion.
- 95 The Spanish Cooperation has been bilaterally supporting the Ministry of Regional and Local Government, Housing and Rural Development since 2007 through the *Cash for Work Program* in 7 of the country's 13 regions, with the objective of reducing poverty. The program presents some weaknesses mainly related to sustainability in the field, to the Ministry's monitoring capacity and to its reduced emphasis on community empowerment. However, the counterpart has a high level of commitment and quality in the accountability.
- 96 In this sense, valuing the lessons learnt and aligned with the national strategy (NDP3) and the sector's ministerial strategy<sup>61</sup>, the Spanish Cooperation is intended to play an active role in the sub-sector of SMEs development, combining financial support with specific training for entrepreneurs.
- 97 Spain has recently approved the creation of the Fund for Promotion of Development (FONPRODE - in its Spanish abbreviation). FONPRODE's creation provides the Spanish Cooperation with an instrument fully identified with the objectives of development cooperation through state to state grant mechanisms, budget support, contributions to international agencies, and a new possibility that adds value to the capacity to contribute to economic and productive growth for poverty reduction such as *refundable aid*: we are dealing with possibilities of implementing financial operations of credit or capital investment, in addition to the contribution to Microcredit Funds. These refundable financial operations will always be untied and will be focused on contributing to the Master Plan's strategic objectives and those which are identified in this DPF.
- 98 It is therefore a new instrument that can help stimulate the Namibian business and productive sectors, especially its network of entrepreneurship and SMEs( focusing on rural youth).
- 99 Therefore it will be possible to finance the public sector through debt (sovereign-guaranteed) and the SMEs private business sector (as long as the capital is of Namibian origin).
- 100 The Spanish Cooperation will identify what funding mechanisms and what potential partners in public and private sectors are currently operating in the country, which impact in development they have and how the Spanish Cooperation could be strategically interested in studying the possibility of joining some of these refundable financial cooperation initiatives.
- 101 Likewise, the Spanish Cooperation plans to enable a line in the Open and Permanent Call (CAP - in its Spanish abbreviation) to implement Public-Private Partnerships for development with non-profit business associations and foundations, as well as SMEs and other businesses, both Spanish and from partner countries. This instrument would also be of interest to achieve a greater impact on the results of our strategy in this sector.
- 102 The Fund will be completely untied, by law, from commercial interests and Spanish companies' internationalization. Moreover, credit transactions cannot be used for investments in basic social services and can only represent 5% of total gross ODA.

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<sup>60</sup> Ref. [3]

<sup>61</sup> Ref. [19] and Letter from the NPC to the Spanish Cooperation Office in Windhoek, 01/12/2010.

103 Thus, the preliminary activities carried out by the Spanish Fund for the Granting of Microcredits in Namibia are expected to continue, as well as the support to local institutions in developing and extending the use of microfinances as an instrument for employment promotion, in particular, and for rural development, in general.

#### **4.1.2. Crosscutting Priorities**

104 The NDP3 2007/12 and the Spanish Master Plan 2009/12 are aimed at a “sustained, sustainable and inclusive economic growth based on the participation of the poor in income generating activities and access to the benefits that greater wealth allows society.” Taking this into account, (i) “Gender in Development” and (ii) “Environmental Sustainability” will be integrated in the interventions implemented. Besides, (iii) “Respect of Cultural Diversity” and (iv) Science Technology and Innovation for Human Development” will also be integrated when appropriate.

##### (i) Gender in Development (Inclusive Economic Growth)

105 In 1997, the Government adopted the first National Gender Law. Since its approval, new problems and questions have arisen at global, national and regional levels which influence the advances in gender equality in the country. To tackle this new context, the Namibian Government has approved the new National Gender Policy 2010/20, with the following key action areas: (i) Poverty and rural development; (ii) Education and training; (iii) Reproductive health and HIV; (iv) Gender violence; (v) Trade and economic empowerment; (vi) Political participation; (vii) Communication and information means; (viii) Environment; (ix) Childhood; (x) Human rights; (xi) Maintenance of peace and conflict resolution; (xii) Natural disasters; (xiii) Gender equality in the family.

106 Given the DPF’s sectoral concentration in economic growth, it is sought to align each intervention with the objectives (i) “Poverty and rural development: reducing gender inequalities and improving the access to productive resources for poor women and girls to overcome poverty” and (ii) “Trade and economic empowerment: improving access to and control over productive resources and services like land, credit, markets, employment and training of women”.

107 Several of the NPC’s assessment reports point out the unequal access to productive resources by women and men. The causes of these differences are varied, but may be considered structural: legislation, macro-economic policies and cultural practices which limit women’s right to access to land and inheritance.

108 Currently the proportion of households headed by women depending on subsistence farming (44%) is substantially higher than male headed households (29%). Similarly, the participation of women in the formal labour market (49%) is lower than that of men (60%).<sup>62</sup>

109 In this sense, it will be necessary to promote among women access to economic opportunities, productive resources and decision making in the political and economic spheres in order to achieve an inclusive economic growth.

##### (ii) Environmental Sustainability (Sustainable Economic Growth)

110 The abundant natural resources are the cornerstone of Namibia’s socio-economic structure, particularly in the sub-sectors in which it’s intended to work. Therefore, the considerations of environmental sustainability will be integrated in all the Spanish Cooperation’s interventions, linking socio-economic development with the sustainable use of natural resources.

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<sup>62</sup> Ref. [26]

(iii) Respect of Cultural Diversity (Inclusive Economic Growth)

- 111 It is not possible to separate the development process from culture. As highlighted by UNESCO, this implies that the success of any development policy passes through recognizing and considering the principles of cultural diversity as an ethical imperative, inseparable from the respect of the person's dignity, ensuring that individuals and groups can freely choose and fully exercise their rights.<sup>63</sup>
- 112 The Spanish Cooperation's interventions must integrate, as a basic premise, an analysis, study and understanding of cultural realities for all the appropriate interventions.

(iv) Science, Technology and Innovation for Human Development (Sustained Economic Growth)

- 113 The research for development in its different aspects (science and technology, specialized training and research) will be considered within the identified sectors of intervention. Within the sub-sectors of concentration, scientific and technological projects could be granted by bilateral funds, and when possible, activities in other fields such as civil society support could also be financed.

**4.1.3. Exit Sectors**

- 114 Bearing in mind the Paris Declaration and the AAA on aid effectiveness and the 2009/12 Spanish Cooperation Master Plan, which suggests a progressive sector concentration to increase the impact of the ODA, on the one hand and, on the other, the fact that Namibia is considered a UpMIC, a responsible exit will be undertaken from the basic social services sectors: Health (PS04/CRS13020); Water and Sanitation (PS05/CRS14032) and Education (PS03/CRS110).
- 115 This strategy will be carried out at two paces: medium term exit (2/3 years) and short term exit (1 year). Health and Water and Sanitation will be medium term exit sectors and Education a short term exit sector. In each of these, a responsible transition will be assured through an exit strategy agreed upon by the Spanish Cooperation, the counterpart ministry and the NPC, in coordination with other donors active in these sectors.
- 116 The criteria used to distinguish the medium term and short term exit sectors, is related to the degree of achievement of the respective MDGs and the Spanish Cooperation's comparative advantage in the sector.

**4.1.3.1. Medium Term Exit Sectors**

- 117 Although the Spanish Cooperation's comparative advantage is limited in these sectors, the indicators relating to the MDGs are still of concern. In this sense, a medium term exit – in the next 2 to 3 years - from the basic social services: Health (PS04/CRS13020); Water and Sanitation (PS05/CRS14032), will be made.

Basic Social Services – Health (PS04/CRS13020)

- 118 Maternal and child mortality rate has increased in the period 2000/06 with maternal deaths per each 100,000 births increasing from 271 to 449. Deaths of children under five increased from 78.9 to 91.7, for each 1,000 births (MDG 4 and 5).<sup>64</sup>
- 119 In this context, the Spanish Cooperation started a bilateral project in 2008 through the Ministry of Health and Social Services to improve the birth and newborn care in the Kunene Region. Currently

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<sup>63</sup> Ref. [24]

<sup>64</sup> Ref. [1]

there are no other European donors, apart from Spain, contributing with direct bilateral support to the Ministry of Health and Social Services. This gives the Spanish Cooperation a greater comparative advantage, as well as a greater accountability regarding the ongoing projects, as their sustainability may be jeopardized. Unlike other social sectors, the volume of resources for the health sector is scarcer and has been approximately 10% of the national budget (in comparison to 22% for education) in the last years. Furthermore, the HIV/AIDS epidemic has forced the country to divert a large volume of the already scarce resources to fight this disease, as it is the case of the Global Fund and PEPFAR.

- 120 That is why the work will remain focused on this sector in the field of maternal and child health, through the institutional strengthening and the technical training of the involved departments in this sub-sector, but specifically aimed at assuring the sustainability of the projects currently ongoing.

Basic Social Services – Water and Sanitation (PS05/CRS14032)

- 121 Despite the significant achievements obtained in the access to water, particularly in rural areas - between 2000 and 2008 the proportion of places with access to a secure water source increased from 68% to 80% - the access to basic sanitation in rural areas has registered a worrying decrease: from 20% to 14% between 2000 and 2008 (MDG 7).<sup>65</sup> The Spanish Cooperation is contributing through budget support with the Ministry of Agriculture, Water and Forestry, cooperating since 2008 in harmony with the European Commission (leading donor).
- 122 The evaluation carried out by the European Commission has shown positive progresses in the sector, especially regarding water issues. However, in regard to basic sanitation, it shows a great concern on the difficulty in accomplishing the MDG 7 at the current pace.<sup>66</sup> In addition, the Spanish Cooperation is acknowledged in the country for its high predictability in disbursements (this being a factor highly valued by the Ministry of Agriculture, Water and Forestry).
- 123 However, the volume of the Spanish Cooperation's aid is reduced (€4 million<sup>67</sup>) in comparison to the other donors like the European Commission the support of which has increased from €11 million to €30 million.<sup>68</sup> Furthermore, the lack of specialized technical capacity hinders the monitoring of the programme in the field.
- 124 For all the above exposed, the sector's budget support instrument will continue (taking in consideration that it is the preferred modality by the counterpart ministry and, at the same time, presenting clear advantages for the harmonization with the European Commission), but specifically targeted to basic sanitation in rural areas and with a medium term exit strategy.
- 125 In this way, the Spanish Cooperation will be fully in line with the Paris Declaration in its five basic principles, contributing to the National Sanitation Strategy 2010/15 by reducing the financial gap between the needed funds and those available (estimated at €12 million per year).<sup>69</sup>
- 126 It must be highlighted that the continuity of the budgetary support to the sanitation sector should be linked to performance indicators assessed yearly and related to the access to basic sanitation in rural areas (established between the Ministry and the European Commission).

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<sup>65</sup> Ref. [1]

<sup>66</sup> Ref. [6]

<sup>67</sup> 2008/10

<sup>68</sup> Between the 9<sup>th</sup> EDF (2005/09) and 10<sup>th</sup> EDF (2010/14).

<sup>69</sup> Ref. [7]

#### 4.1.3.2. Short Term Exit Sector

- 127 The proposed sector shows a great possibility of achieving the respective MDG<sup>70</sup> and, at the same time, a deficit of comparative advantage exists, given the presence of other large donors and the lack of specialized capacity of the Spanish Cooperation Office in the field.

##### Basic Social Services: Education (PS03/CRS110)

- 128 Despite the important challenges that still remain in this sector, mainly regarding the quality of the training and its consequences repetitions and abandonment, the percentage of registrations in primary schools reached 92.3% in 2006 and 93% in secondary schools (MDG 2), which places this MDG in line with the achievement of the goals established for 2015.
- 129 The national strategy in the sector is defined by the Education and Training Sector Improvement Program (ETSIP). Since 2007, Spain is one of the donors contributing to its financing by means of budget support and is a signatory of the Memorandum of Understanding which regulates the cooperation between the Government and the donors. Since ETSIP's inception in 2006/07, the results have been varied. Whilst some sub-programs have advanced adequately, others have experienced certain delays and difficulties. At the same time, the Spanish Cooperation's contribution in the last years (€7.5 million)<sup>71</sup> is reduced if compared with other donors in the sector: Millennium Challenge Account (US\$145 million) and the European Commission (€42.15 million).<sup>72</sup> In addition, this ministry has the greatest weight in the State budget, receiving 22% of its total.

#### 4.1.4. Geographic Concentration

- 130 At regional level, the highest incidence of poverty is registered in the north and east of the country, particularly in the Kavango Region where more than half of the households are poor.<sup>73</sup> The Oshikoto, Omusati, Caprivi and Omaheke regions find themselves in a similar situation, with poverty levels above 40%. This context contrasts with the Khomas and Erongo regions where the proportion of poor household is about 5% (see Figure 4-1).

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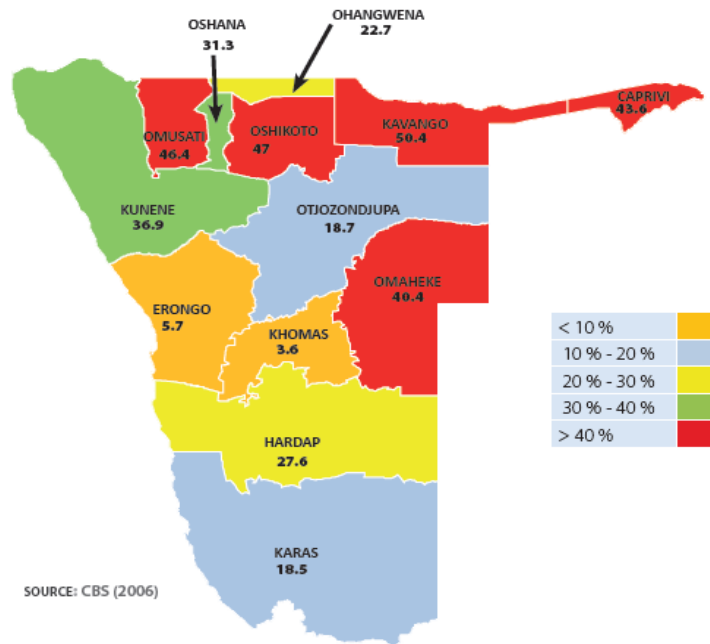
<sup>70</sup> Ref. [1]

<sup>71</sup> 2007/10

<sup>72</sup> 10<sup>th</sup> EDF (2010/14)

<sup>73</sup> A household is "poor" if it spends at least 60% of its income on nourishment. Ref. [1]

**Figure 4-1: Poor households by region in proportion of all households, 2003/04.**



131 However, given the country’s low population density resulting from reduced number of inhabitants in a vast territory, the regional statistical data omits specific realities such as pockets of poverty. Besides, a large part of the proposed sub-sectors depends on the environmental characteristics of the surroundings and of the natural resources available for their use. These factors (e.g. availability of water for aquaculture or cultural and/or natural potential for tourism) will have to be analyzed case by case, largely determining the areas of intervention of the Spanish Cooperation. In addition to the fact that the country’s Government and ministries appreciate the donors’ interventions to have a national approach, it should be highlighted that it is not possible to carry out a geographic donor distribution with a view to complementarity, as they do not have regional priorities and, in most cases, their interventions are directed at a national level.

## 4.2 MANAGEMENT FRAMEWORK FOR DEVELOPMENT RESULTS AND LEARNING

### 4.2.1 Indicative Development Results Framework: Planning and Monitoring

132 The definition of the development results and indicators, as well as the proposal of specific interventions for the achievement of these results, comes from a second round of meetings with the counterparts (NPC and ministries). Likewise, each counterpart has identified from its sector strategy the strategic initiatives in which the Spanish Cooperation can be most effective. These results are relatively large, but they will nevertheless serve as input to the Annual Operative Plans (POA in its Spanish abbreviation).

133 In Annex 5, the “Development Results Planning Framework” is presented for the concentration sector/subsectors and medium term exit sectors. In the same annex, as an indication, the “Development Results Monitoring Framework” is included as a simplified structure for the presentation of the Spanish Cooperation’s association strategy monitoring in the country, in terms of its contribution to the expected results, with its assessment and comments based on the monitoring of the interventions and their *ad hoc* evaluations, as well as the major decisions and/or agreed modifications.



#### 4.2.2 Articulation with the Multilateral Action

- 134 The main multilateral interventions in the country are carried out through the Fund for the Achievement of the Millennium Development Goals (MDG-F), particularly in the sub-sectors of tourism and gender, whose implementations are led by UNESCO and UNDP, respectively. These sub-sectors are completely aligned with the current strategy of the Development Partnership Framework (cf. 4.1 Strategic decisions).
- 135 Furthermore, occasionally the ministerial counterpart requests technical support from agencies of the United Nations System in different interventions supported by the Spanish Cooperation (currently: FAO/Fisheries, WTO/Tourism, ILO/vulnerable communities, UN Women/Gender).
- 136 The possible choice of a multilateral contribution above one of bilateral character, should respond to a criteria assessment: the existence of joint programmes and alignment with the priorities of the partner country and the DPF, scale effect, technical knowledge and capacities installed in the multilateral organization and recognized legitimacy by the donor community in the field<sup>74</sup>.
- 137 Once the multilateral modality has been chosen, an analysis of the strategic partnership agreements between Spanish and the multilateral organization will be carried out by the Cooperation Office under the guidelines of the headquarters of the Spanish Agency for International Development Cooperation and of the country's plan of action of the multilateral organization. Priority will be given to the sectoral results matching the two documents and the current Development Partnership Framework. In exceptional cases the funding of programs and/or *ad hoc* projects containing additional features will be considered, in the case that they are complementary to the above.<sup>75</sup>

#### 4.2.3 Articulation with Humanitarian Action

- 138 Namibia has a semi-arid climate with a quite irregular rainfall pattern. These factors generate a high risk profile regarding droughts and floods.<sup>76</sup>
- 139 Consequently, over the past 10 years, each of the three major disasters has affected more than 10% of the population.

**Table 4-1: The 10 worst<sup>77</sup> natural disasters in Namibia during the last years**

Disaster	Date	Affected population
Flood	2009	350,000
Drought	2002	345,000
Drought	1991	250,000
Drought	1995	163,200
Flood	2008	65,000
Drought	1998	25,000
Flood	2004	20,000

<sup>74</sup> Ref. [23]

<sup>75</sup> Ref. [23]

<sup>76</sup> According to the degree of human exposure: modeling the number of people present in danger zones who are exposed to potential losses.

<sup>77</sup> In terms of the number of affected inhabitants.

Flood	2007	15,000
Epidemic	2001	12,098
Flood	2003	12,000

Source: OFDA/CRED International Disaster Database, Catholic University of Leuven, Brussels (Belgium).

- 140 In early 2009, after the floods occurred in the north of the country, the Namibian Government, through the NPC and the Emergency Management Unit of the Office of the Prime Minister, mobilized emergency aid to the affected populations. 49 million U\$ were mobilized on behalf of the Government and the donor community to meet the immediate needs of the affected populations. The Spanish Cooperation, through its Humanitarian Action Office, conceded a total amount of 570.000€.
- 141 In this sense, in the field of humanitarian action, the Spanish Cooperation will have the SO3: “To contribute to risk reduction and the fight against extreme vulnerability, strengthening the capacities of the local stakeholders and articulating the short term responses with those of medium and long term, in line with the Hyogo Framework for Action” as its specific objective.<sup>78</sup>
- 142 These interventions will be undertaken in prevention and/or emergency situations within the framework of projects or as requested by the local government.

#### 4.2.4 Spanish Cooperation Commitments in Matters of Aid Effectiveness

- 143 Progress on the Paris Declaration indicators depends on improvements by both donors and partner governments. Namibia did not participate in the 2006 and 2008 Paris Declaration Monitoring surveys; therefore data for 2010 establishes the baseline. Due to lack of previous data, no target was applicable for six out of fifteen indicators, and it is largely not possible to make an analysis of progress over time.

**Table 4-2: Aid effectiveness in Namibia - baselines and targets for 2010**

#	Indicators	2010 Actual	2010 Target
1	Operational Development Strategies	C	B or A
2a	Reliable Public Financial Management (PFM) systems	--	No Target
2b	Reliable Procurement systems	Not available	No Target
3	Aid flows are aligned on national priorities	73%	85%
4	Strengthen capacity by coordinated support	77%	50%
5a	Use of country PFM systems	19%	No target
5b	Use of country procurement systems	29%	No Target
6	Strengthen capacity by avoiding Parallel PIUs	8	No Target
7	Aid is more predictable	0%	No Target
8	Aid is untied	99%	More than 79%

<sup>78</sup> Ref. [24]

<b>9</b>	Use of common arrangements or procedures	21%	66%
<b>10a</b>	Joint missions	24%	40%
<b>10b</b>	Joint country analytic work	59%	66%
<b>11</b>	Results-oriented frameworks	C	B or A
<b>12</b>	Mutual accountability	No	Yes

Source: DAC/OECD

- 144 Regarding ownership, Namibia has an operational development strategy in place, although there is room for improvement.
- 145 On alignment, two global targets have been met: coordinated capacity development (indicator 4) and untied aid (indicator 8). Nevertheless indicator 3 regarding the alignment of aid to national priorities has been unmet, while indicators without applicable targets have generally scored lowly.
- 146 On harmonization, the use of programme based approaches is significantly below target (indicator 9). The proportion of joint missions and coordinated analytical work (indicator 10a and 10b) are both below target, although the latter is within reach.
- 147 A results orientated framework is operational, although failing to meet the 2010 target (indicator 11), while a mutual accountability mechanism was not deemed to be in place (indicator 12).
- 148 The main challenges faced by Namibian Government and development partners regarding aid effectiveness are:
- a. Lack of coordination between Government and donors;
  - b. Insufficient data for monitoring, evaluation and policy making;
  - c. Lack of capacity in most government institutions;
  - d. Low utilisation by donors of Public Financial Management systems;
  - e. Lack of information on development assistance regarding south-south development cooperation.
- 149 The matrix in Annex 6 gathers the commitments and their monitoring according to the principles of the Paris Declaration to which Spain is committed as donor, with their respective indicators and the 2010 baseline for Namibia. The targets for the next years will be agreed by the end of 2011 during the 4<sup>th</sup> High Level Forum on Aid Effectiveness in Busan, South Korea.

#### 4.2.5 Coherence of Development Policies

- 150 The relations of Spain with Namibia are deeply marked at economic level due to the great importance of the fisheries sub-sector.
- 151 In the legal field, policy coherence in this sub-sector is framed by the Sustainable Fisheries Act in Spain (currently in draft law) and the European Union's Common Fisheries Policy, which give to "the proper management of renewable marine resources an overwhelming importance above the remaining aspects of the fisheries policy. It is therefore of paramount importance to ensure that the

use of those resources is carried out under canons that ensure the sustainability as the only way to achieve an optimal and sustainable use”.<sup>79</sup>

- 152 In Namibia the sub-sector operates through joint ventures in extractive and processing activities. The extraction is carried out respecting the resources management and conservation policies of the Government through biological strikes and access to specific quota allocation. Processing activities are carried out in land plants (not on board) leaving added value installed in the country, whilst the commercialization, fundamentally export, is carried out from Namibia. All this reflects on the creation of qualified technical employment, in the development of a Namibian auxiliary industry and in income generation through salaries, foreign currency and taxes.
- 153 In this sense, the Spanish fishing policy in the country promotes some of the sub-sector’s development results like: employment creation and GDP growth (cf. result C3 of matrix in Annex 5).
- 154 In the long term, the risk of incoherence of policies with regard to the promotion of food security would be found in case there were an increase in the level of fish consumption at domestic level, which could not be covered by the national supply and especially, if those shortages were caused by the growth of Namibian fish exports to Spain. However, it has to be highlighted that this scenario is far from the current situation. On the one hand, due to the low number of inhabitants (consumers) in the country and, on the other hand, according to the *Namibia Fish Consumption and Promotion Trust*, the reduced consumption of fish by the Namibian population is due to cultural reasons, to the weak distribution network in rural areas and to the current high price offered to the consumer (due to the extraction costs) and not due to the scarcity of fish available in the market.
- 155 Note that, due to the fact that the extraction costs of the captures exceed the price that the consumer is willing to pay and taking into account their purchasing power, aquaculture is being promoted (the Namibian Government and the Spanish Cooperation) as an alternative to promote food security. The promotion of artisanal fishing would be another possible line of action, after assessing the strengths and weaknesses of the interventions carried out.
- 156 Another possible scenario would be if the economic pressure on the volume of catches in the long term prevails over environmental sustainability. Then, fish reserves would be put at risk in the long term, as well as the economic growth and employment creation to which the development results contribute. Before independence in 1990, the history of Namibian fisheries was characterized by massive and uncontrolled fishing carried out mostly by foreign fleets, followed by the near collapse of many fish populations. Since the early 90s, populations have recovered thanks to the implementation of a resources management system which is a model for many other nations. The reduction in catch quotas has led to the recovery of some populations.<sup>80</sup> To this end, the Ministry of Fisheries and Marine Resources, through the National Marine Information and Research Center (NatMIRC), maintains a continuous and effective control over the fishing grounds ensuring a sustainable volume of catches. This is compounded by the Spanish Cooperation support in recent years to oceanographic research.
- 157 With regard to the tied aid, despite the Development Aid Fund (FAD - in its Spanish abbreviation) being still in force in the country, the creation in 2010 of the Fund for Company’s Internationalization (FIEM - in its Spanish abbreviation) as a result to the reform made to the former FAD, has been a step forward in policies coherence for development. For this purpose, “the Fund’s

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<sup>79</sup> Ref. [25]

<sup>80</sup> Ref. [27]

resources committed and refunded in each exercise and charged to FIEM, can't be in any case considered as Official Development Aid". It is thus clear its untied nature from the ODA.

## 5. FINANCIAL RESOURCES

158 Indicatively, in order to support the achievement of the previously presented results, the allocation of financial resources by the Spanish Cooperation (according to budgetary availability), has prioritized those interventions currently underway that are aligned with the DPF's current sector strategy. Besides, the expectations and/or informal commitments with the different counterparts have been taken into account, considering the sustainability of the already initiated interventions and results achieved.

159 At the same time, to have an indicative value of the financial resources, the counterpart Ministries were consulted in order to identify estimated budgets in each result for the next few years. (cf. matrix in Annex 7).

## 6. ACCOUNTABILITY AND EVALUATION

160 The mechanisms of accountability and in which the Spanish Cooperation actively participates are described in "3.3.5 Mapping of the Main Harmonisation Mechanisms and Forums".

161 In addition, the Basic Cooperation Agreement between Spain and Namibia (1995) establishes in Article 8 a Planning, Monitoring and Evaluation Commission (CPSE - in its Spanish abbreviation) composed by representatives of both countries. The CPSE has the following functions according to Article 9 of the referred Agreement:

- a) Identifying and defining appropriate sectors for cooperation program and projects and recommending their order of priority;
- b) Proposing to the competent organizations the program of activities to be carried out;
- c) Reviewing periodically the whole program of cooperation, as well as the progress of the various projects;
- d) Evaluating the results of the ongoing programs and projects in order to ensure optimal results;
- e) Submitting for approval to the competent authorities the Annual Report of the Spanish-Namibian Cooperation, to be drawn up by the Head of the Spanish Cooperation in collaboration with the NPC; and
- f) Making the necessary recommendations to promote bilateral cooperation between both parties.

162 Formally the CPSE has not been set up. However, the stakeholders involved in each of the projects and programs, carry out with the same purpose *ad hoc* meetings, specific forums and sector and/or monitoring and evaluation committees of the different interventions (cf. 3.3.5 Mapping of the Main Harmonisation Mechanisms and ).

163 With regard to the future, it is proposed to formalize the CPSE through an extensive annual meeting in which all the members of the GEC (Embassy, Spanish Cooperation Office and all the Spanish Cooperation stakeholders in the country) and counterparts (NPC, ministries, NGOs/local institutions) will be represented. This meeting will be the main forum for mutual accountability

- between the Spanish Cooperation and Namibia to carry out the functions described above in c) and d). The period of the year in which the meeting would be carried out should allow the local counterparts to take into account the decisions taken in their annual planning. For this reason, it is proposed to hold the meeting during the first trimester of each natural year (the Namibian financial year starts on the 1<sup>st</sup> of April).
- 164 The monitoring system will be generally based on the “Matrix 6-1: Development Results Monitoring Framework” which reflects the follow-up of the Spanish Cooperation partnership strategy in Namibia in terms of the contribution to the expected results; the assessment/observations resulting from the follow-up of the interventions and their *ad hoc* evaluations; and the main decisions and/or agreed modifications. The CPSE will be in charge of periodically updating the matrix, analyzing the scope of the results, taking into account the defined baselines for each sector/subsector. In this sense, it is worth underlying their complementarity and the lack of an entire coincidence between the follow-up and evaluation system of the DPF and those of the interventions. The analysis of the follow-up and evaluation does not only contribute to the follow-up of the DPF, as it has a broad approach on results and it is not just a mere addition of interventions. The indicators are different and it is necessary to value them in the context of other interventions which may contribute to the same results and objectives.
- 165 The decision to evaluate the Development Partnership Framework’s implementation will be taken by the CPSE. This evaluation will be carried out by an agent, independent from the implicated parties. Moreover, it is proposed to carry out a medium term assessment and a final evaluation. The medium term assessment will focus on analyzing the exit sectors (health and water and sanitation) and, above all, on that regarding the attained results (measure of the Spanish Cooperation’s contribution) and the level of achieving the respective MDGs.
- 166 The final evaluation will consider the complete DPF exercise, specifically with respect to:
- a) The ODA amount (resources paid out vs. committed, allocation and use, predictability);
  - b) The level of achievement of the development results;
  - c) The aid efficiency with regard to the commitments and indicators of the Paris Declaration and the AAA; and
  - d) The coherence of development policies.
- 167 All the results and reports derived from the assessments will be discussed and agreed on with the relevant stakeholders of each study and, in all cases, with the recommendations’ beneficiaries. They will be presented to the CPSE and since their approval they will be disseminated and available on line for free public access to the conclusions and recommendations.
- 168 It is proposed that the Spanish Cooperation Office in Namibia create a web page (in English and Spanish) as a mechanism of accountability for the citizens of both countries.

## ABBREVIATIONS AND ACRONYMS

AAA	Accra Agenda for Action
AECID	Spanish Agency for International Development Cooperation
AIDS	Acquired Immune Deficiency Syndrome
CPSE	Planning, Monitoring and Evaluation Commission*
CRS	Creditor Report System
DAC	Development Aid Committee
DEF	Development European Fund
DFP	Development Partnership Framework
FAO	Food and Agriculture Organisation
VIH	Human immunodeficiency virus
ILO	International Labour Organization
MDG	Millennium Development Goal
NDP3	3rd National Development Plan 2007/12
NPC	National Planning Commission
NGDO	Non-governmental Organisation for Development
ODA	Official Development Aid
OTC	Spanish Cooperation Office*
OECD	Organisation for Economic Co-operation and Development
PEFA	Public Expenditure and Financial Accountability
SL	Strategic Line (Spanish Cooperation Master Plan 2009/12)
SMEs	Small and Medium Enterprises
SO	Specific Objective (Spanish Cooperation Master Plan 2009/12)
SP	Sector Priority (Spanish Cooperation Master Plan 2009/12)
SWAPO	South West Africa People's Organization
UN	United Nations
UNICEF	United Nations Children's Fund
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNDP	United Nations Programme for Development
UpMIC	Upper middle income country
PEPFAR	US President's Emergency Plan for AIDS Relief
WFP	World Food Programme
WTO	World Tourism Organisation

\* Spanish acronym.

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