

Evaluation of the Commonwealth Secretariat's Support to Namibia, 2013/14 – 2016/17

Final Report
Volume 1

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Strategy, Portfolio and Partnerships Division
Commonwealth Secretariat

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Acronyms

ACC	Anti-Corruption Commission
BSC	Biosafety Council
BTOR	back to office report
CEC	Commonwealth Education Conference
CFTC	Commonwealth Fund for Technical Co-operation
CHOGM	Commonwealth Heads of Government Meeting
CMAG	Commonwealth Ministerial Action Group
COMSEC	Commonwealth assessed contribution
CS-DRMS	Commonwealth Secretariat Debt Recording and Management System
CYP	Commonwealth Youth Programme
DYD	Diploma in Youth Development Work
ECB	Electricity Control Board
ECN	Electoral Commission of Namibia
EIF	Environmental Investment Fund of Namibia
EMAG	Education Ministerial Action Group
EU	European Union
FY	financial year
GCF	Green Climate Fund
GDP	gross domestic product
GRB	gender-responsive budgeting
HPP	Harambee Prosperity Plan
IPU	Inter-Parliamentary Union
MHSS	Ministry of Health and Social Services
MIRCO	Ministry of International Relations and Co-operation
MME	Ministry of Mines and Energy
MOF	Ministry of Finance
MTEF	medium-term expenditure framework
N\$	Namibian dollar
NACS	National Anti-Corruption Strategy
NAMCOL	Namibian College of Open Learning
NAMCOR	National Petroleum Corporation of Namibia
NDP5	5th National Development Plan

NYC	National Youth Council
NYCS	Namibia Youth Credit Scheme
ODA	overseas development assistance
OECD-DAC	The Organisation for Economic Co-operation and Development's Development Assistance Committee
OMAs	offices, ministries and agencies
PAAB	Public Accountants' and Auditors' Board
QC	Queen's Counsel
SADC	Southern African Development Community
SDG	sustainable development goal
SME	small- and medium-sized enterprise
SPPD	Strategy, Partnerships and Portfolio Division
SWAPO	South West African People's Organisation
UHC	universal health coverage
UK	United Kingdom
UN	United Nations
UNFCCC	United Nations Framework Convention on Climate Change
US	United States
YDI	Youth Development Index

Executive Summary

This is a report of an evaluation study of the Commonwealth Secretariat's (hereafter 'the Secretariat's') support to Namibia. This is the first formal evaluation study conducted by the Secretariat in Namibia and, the first monitoring visit to assess progress on programmes delivered over the years.

The evaluation had two broad objectives: first, as an accountability mechanism to the Board of Governors, the Government of Namibia and member countries on the performance of the Secretariat's support to member countries; second, to derive lessons that can be used to improve programming in Namibia and other member countries. The evaluation design was primarily qualitative. Driven by the Secretariat's results framework and the impact pathway, a case study approach was used to document the results.

The Secretariat's support to Namibia can be traced back to the country's independence. The Secretariat has been very actively engaged in the delivery of technical assistance that supported the reform processes, the impacts of which could be identified during this evaluation. However, while the evaluation could not conduct a comprehensive impact assessment of its extensive contribution in Namibia, it has highlighted some case studies within the strategic plan period under consideration.

Namibia's partnership with the Secretariat is guided by the National Development Plan. As the Secretariat engages directly with member countries based on national demand, all the Secretariat's direct support and engagement with the Government of Namibia is based on government request and priorities. A total of 29 Secretariat engagements and support to Namibia were reviewed. The evaluation noted that the support provided was mainly on policy/legislative development (about 40%) and institutional development (about 40%). Progress has been highlighted across the programme on the policy and legislative development delivered within the period under review. The stakeholders are confident in the Secretariat's ability to support the development of policies and legislation. The Secretariat's support in institutional development is more broad-ranging and includes system development,

capacity building and the placement of an expert to deliver on key priorities. Progress on most of the outputs delivered has been noted. This evaluation highlighted a few impact areas of the Secretariat's support to Namibia as indicated below.

- Science, technology and research development:** The Science and Technology Unit became the National Commission on Research Science and Technology with the enactment of the Research Science and Technology Act, 2004 (Act No. 23 of 2004). The Commission, a government parastatal, houses the national research and innovation fund.
- Namibia's Biosafety Act, 2006** (Act No. 7 of 2006), developed with the support of the Secretariat's biosafety and biotechnology expert, was passed by Parliament and signed by the President. Under provisions in the Act, the Biosafety Council (BSC) and the Biosafety Clearing House were established. Implementation of the Biosafety Act is in progress, with 14 regional workshops on the implementation of the Act hosted from 24 October 2016 to 30 March 2017.
- Public procurement:** the Secretariat supported the Ministry of Finance (MOF) to kick-start a reform process for its public procurement system by conducting a review. The Public Procurement Act, 2015 (Act No. 15 of 2015) with its supporting Public Procurement Regulations, 2017, came into implementation on 1 April 2017. The new Act affects 300 state-owned parastatals, local authorities and government ministries nationwide. All the key institutional mechanisms and systems for implementation are in place.
- Namibia Youth Credit Initiative:** the Namibia Youth Credit Scheme (NYCS), which was established in 2005 based on the Commonwealth Youth Programme (CYP) model, and received start-up capital from the Secretariat, has, significantly, achieved its targets of job creation and the establishment of businesses. According to the NYCS, from its inception in 2005 to 2016, a total of 10,586

young people received training, 8,397 received loans, 8,159 businesses were established and 6,769 jobs were created. The total loan fund is N\$20,483,647.

- **Youth Work Professionalisation:** the Commonwealth Diploma in Youth Development Work (DYD) is run by the Namibian College of Open Learning (NAMCOL). The distance learning programme has been sustainable over the years, despite falling numbers in enrolment. Following the successful delivery of the diploma programme, NAMCOL, in collaboration with the Secretariat, the Commonwealth of Learning and the University of West Indies, has developed the Bachelor of Arts in Youth Development Work degree programme, with the first intake scheduled for 2018.
- **Gender equality:** in line with the Commonwealth Plan of Action for Gender Equality 2005–15, Namibia has made significant achievements in the realisation of some of the targets. With women occupying 41.3 per cent (43/104) of the seats in parliament, Namibia ranks 12th in the world in terms of the number of women in parliament and 4th in the Commonwealth ranking for women's participation according to data presented in the women in politics 2017 map as of 1 January 2017, published by the Inter-Parliamentary Union (IPU) and UN Women.¹
- **Gender-responsive budgeting:** the Secretariat supported Namibia with funding and technical capacity to initiate the gender-responsive budgeting (GRB) approach. GRB has been adopted and is being implemented by the Government of Namibia. Cabinet Decision No. 2nd/11.03.14/007 directed all government offices, ministries and agencies (OMAs) in Namibia to comply with GRB Guidelines. The Guidelines were incorporated into the 2014/15 and 2015/16 Budget Call Circular as well as into the medium-term expenditure framework (MTEF).

A number of challenges have been identified in programme delivery and at the institutional level. National co-ordination of programmes has been challenged by the fragmentation of support across the different OMAs. At any one time, neither the High Commission of Namibia nor the Ministry of International Relations and Co-operation (MIRCO) is

fully aware of all the programmes that are currently in implementation or that need monitoring. The country information is also fragmented in different project documents and reports. There is no holistic understanding by the Secretariat or Namibia of the broad level of support to the country. Some of the institutional recommendations for this study are:

1. Country reports that provide a holistic picture of all programmes, ongoing and past, allowing effective co-ordination of and reporting on national programmes, should be established and operationalised.
2. The Secretariat should establish country co-operation/agreement frameworks based on broad national priority areas for effective co-ordination of programmes. Concentrated programming in specific areas would deepen the Secretariat's engagement and focus the limited resources for increased impact.
3. Linkages needs to be established by MIRCO, especially on Commonwealth Fund for Technical Co-operation (CFTC)-funded programmes, with a national co-ordination mechanism of donor support: the National Planning Commission.
4. The monitoring and evaluation system that has been developed needs to be operationalised to ensure systematic and consistent collection of information and reporting. The Secretariat should establish linkages with national reporting systems as well as with the National Planning Commission to access progress reports on ongoing activities under implementation without putting any additional reporting requirements in place.
5. The Secretariat should establish a knowledge management system that incorporates a database for country information and is linked to existing data sources.

1. Introduction and Context

1.1 Introduction

This is a report of an evaluation study of the Commonwealth Secretariat's (hereafter 'the Secretariat's') support to Namibia. This is the first formal evaluation study conducted by the Secretariat in Namibia and is, for the most part, the first monitoring visit to assess progress on programmes delivered over the years.

This Namibia country evaluation is the fifth in a series of evaluations and the first to be conducted in the 2017/18–2021/22 strategic plan period. Country evaluations are a key component of the Secretariat's programme of evaluation, particularly in response to the need of the member countries for country-based information. The choice of Namibia for the study is guided by several factors outlined in the selection criteria², including resources disbursed, number of projects, diversity of projects and regional representation. Data and information generated from the representative country evaluations will provide an in-depth and holistic picture of the Secretariat's programmes supporting strategic planning, organisational learning and accountability to member countries.

Objectives of the evaluation

There are two broad objectives of this evaluation: first, as an accountability mechanism to the Board of Governors, the Government of Namibia and member countries on the performance of the Secretariat's support to member countries second, to derive lessons that can be used to improve programming and applied in other member countries.

Specifically, using the Organisation for Economic Co-operation and Development's Development Assistance Committee (OECD-DAC) evaluation criteria, the country evaluation's objective was to assess the relevance, effectiveness, impact and sustainability of the Secretariat's support to Namibia. The study, covering the four-year period of the strategic plan 2013/14–2016/17 as the basis, was able to look further back beyond this period in an attempt to document the impact of the Secretariat's support. The study achieved the following:

- It reviewed the extent to which the Secretariat's support was relevant to the priorities of the targeted member country and consistent with intermediate outcomes of the strategic plan.
- It assessed outcomes and impacts achieved over the evaluation period and the level of sustainability of the results.
- It assessed the member country's contribution to the Secretariat's funds and the benefits realised over the review period and conducted a contribution–benefit analysis, assessing value for money for the member country.
- It reviewed the delivery model of programmes in the member country, including communication and programme co-ordination in-country, highlighting lessons and areas for improvements.
- It identified issues, challenges and lessons learnt and made recommendations on the Secretariat's overall programming.

Methodology

The evaluation design was primarily qualitative. Driven by the Secretariat's results framework and the impact pathway, a case study approach was used to document the results. In the course of the evaluation, aspects of outcome harvesting were used to try to ascertain the changes that have occurred and evidence their links to the Secretariat. A comprehensive evaluation framework (Annex 2), designed for this evaluation, addressed the broad evaluation questions of relevance, effectiveness, outcomes/impact and sustainability, while specific indicator-based questions linked directly to the specific deliverables and the expected changes.

- **A desk review** of national documents, including strategy documents and publicly available reports, was conducted to provide context and address the general evaluation questions. Additional reports were requested and were received from the relevant OMAs in-country; project design documents with their monitoring plans and results reports were reviewed. All key documents including

back to office reports (BTORs), research reports, progress reports from consultancies, etc. were reviewed.

- **Focus group discussions and interviews** were held with project teams to better understand their programme's theory, to qualify and contextualise the results documented, and to seek responses to specific questions that emerged from the literature review.
- **Field visits** were conducted to Windhoek, Namibia, from 9 to 19 October 2017, to meet key stakeholders, boundary partners, beneficiaries and others who may have engaged with the interventions. A total of 39 meetings (interviews and discussions) were held). These visits allowed the evaluation team to triangulate desk findings, verify results information and collect raw data on the evaluation questions. Specific engagements were conducted with the National Planning Commission to discuss national co-ordination mechanisms, monitoring and evaluation systems, and reporting systems, and to verify policy positions.
- **Telephone interviews** were conducted with respondents who could not be reached during the field visit.

The main limitation in the study related to its scope. The primary focus of the study was the last strategic plan period (2013/14–2016/17), however, given the fact that there had been no formal monitoring or evaluation of the Secretariat's support since its inception in 1990, a lot of information was provided, some of which could not be appropriately captured, especially when viewed in line with the strategic plan areas.

Findings are presented in case-study format and are also summarised under the key strategic outcomes of the Secretariat: democracy, public institutions, social development, youth, economic development and small states. For analysis, the impact pathway was used to assess the level of change from delivery of outputs to the intended outcomes/impact. The summary of the analysis is presented, where possible, according to the Secretariat's delivery approach, which includes consensus building, thought leadership and advocacy; institutional and capacity development; policy and legislation development; and knowledge sharing and exchange.

Report structure

The report has three parts. Part 1 presents the country and programme context; Part 2 presents key findings structured around the Secretariat's strategic outcomes; Part 3 includes detailed findings documented in case-study format in line with intermediate outcomes; and Part 4 contains analysis, lessons learnt and recommendations.

1.2 Country context

Namibia, since its independence in 1990, has successfully nurtured an embryonic multiparty system and has enjoyed relative political stability. It has developed a culture of peaceful alternation of power. The presidential and National Assembly elections in November 2014 were historic both for the country and for the entire African continent, as they were the first elections to use electronic voting exclusively.

Since independence, Namibia has signed, ratified or acceded to the most important international and regional human rights instruments, documents and treaties. As a result of Namibia's good human rights record, it was elected as a member of the UN Human Rights Council in 2013. Freedoms of assembly and association are guaranteed by law and are permitted in practice, except in situations of national emergency. The government respects constitutionally guaranteed rights to freedom of movement, foreign travel, emigration and repatriation. The white minority owns just under half of Namibia's arable land, and redistribution of property has been slow despite efforts to accelerate the process.

The constitution provides for an independent judiciary, and the separation of powers is observed in practice. Access to justice, however, is obstructed by economic and geographical barriers, a shortage of public defenders, and delays and backlogs that can last up to a decade.

On corruption, Namibia was ranked 45th out of 168 countries and territories surveyed in Transparency International's 2015 Corruption Perceptions Index, and 5th out of 54 countries evaluated in the 2015 Ibrahim Index of African Governance. Namibia is now rated jointly with Mauritius as the third most transparent country in Africa. The 2015 rating improvement of 10 positions was due to a number of measures introduced by the President,

Figure 2. Namibia's national plans

Long-term	Medium-term	Short-term
Namibia Vision 2030 2030	Namibia's 5th National Development Plan 2017/18–2021/22	Harambee Prosperity Plan 2016/17–2019/20

The country is highly dependent on climate-sensitive natural resource-based sectors such as agriculture, fisheries and mining, which account for 35 per cent of the total GDP in 2017. Climate change could reverse the country's development goals and efforts by negatively impacting those sectors that are most vulnerable and most important to the country's development. Namibia, having ratified the United Nations Framework Convention on Climate Change (UNFCCC) in 1995, resolved to adopt and implement policies and measures designed to mitigate the adverse effects of climate change and to adapt to such changes. Namibia submitted its Intended Nationally Determined Contributions to the UNFCCC in 2016. According to the Climate Policy Team, World Bank Group, 2016, the country's economy-wide target for 2030 is an 89 per cent reduction in relative emissions, costing an estimated US\$10.4 billion.⁴

Despite progress made in the areas of democratic governance and macro-economic architecture, there are some critical social imbalances in Namibia, including high levels of income disparity, poverty and high unemployment rates, particularly youth unemployment. According to the 2016 Commonwealth Youth Development Index (YDI), Namibia ranks 156th in the global index and 43rd in the Commonwealth ranking. On political participation, Namibia is ranked 9th among the ten highest scoring countries, while, on health and wellbeing, Namibia is ranked 180th, among the ten lowest scoring countries. It is, therefore, the government's intent to develop and harness this human resource capacity, to contribute towards employment creation and small- and medium-sized enterprise (SME)-driven economic growth, propelled by the youth of the country.

In line with the Sustainable Development Goals (SDGs), Namibia has three national plans in place that drive the development agenda. These are Vision 2030, the National Development Plan (NDP5) and the HPP, as shown in Figure 2.

1.3 Commonwealth Secretariat Strategic Plan

The Commonwealth Secretariat is the principal intergovernmental agency of the Commonwealth. The Strategic Plan for the period 2013/14 to 2016/17 was developed after extensive consultation with member governments. The plan reflects the shared priorities of member governments. These include three longer-term goals and six strategic outcomes to be pursued over the strategic plan period.

The three longer term goals were:

- Strong Democracy, rule of law, promotion and protection of human rights and respect for diversity;
- Inclusive growth and sustainable development; and,
- A well-connected and networked Commonwealth.

The plan is based on the SRF, which provides immediate outcomes and indicators to support these strategic outcomes:

1 Democracy – *greater adherence to Commonwealth political values and principles*

The focus of this strategic outcome was to supporting member states in adhering to the Commonwealth's fundamental political values in line with the then recently agreed Charter of the Commonwealth. The Secretariat provided support to member states in deepening these values.

2 Public Institutions – *more effective, efficient and equitable public governance*

Well performing public institutions are critical for establishing and sustaining democracy, good governance and development. The secretariat has a track record of strengthening the core public institutions of rule of law, human rights, and public

administration through context-sensitive technical support and peer-to-peer support. In this result area, the secretariat was to work with member states to create and strengthen effective, efficient and equitable public institutions.

3 Social development – *enhances positive impact of social development*

Global education and health goals are particularly significant to Commonwealth nations with collectively high burdens of poverty-related health diseases and education challenges, including providing pre-school education which has been shown to be a key-factor in achieving education outcomes. Recognising that health and education are key sectors with significant national and international budgets and major players, the secretariat was to focus its efforts on providing policy advice and technical support to strengthen policy and regulatory frameworks. Expertise were to be provided to member states in policy analysis and strategies for bridging gaps between policy formulation and policy implementation in order to effectively realise national health and education outcomes.

4 Youth – *youth more integrates and valued in political and development processes*

With 40 years' experience in youth development, the secretariat has a unique advantage in terms of its broad networks, trusted relationships and convening power. The secretariat was to work towards the goal that national and pan-Commonwealth frameworks advance the social, political and economic empowerment of young people. This was to be achieved by providing technical assistance for national and regional youth-relevant policies and enabling environments, if so requested by member states; advocacy for investing in youth ministries and programmes; development and sharing of frameworks, guidelines and tools; and the creation of a YDI that augments respective member countries' national youth development indicators.

5 Economic Development – *more effective frameworks for inclusive economic growth and social and sustainable development*

The Secretariat's efforts were to be anchored on strengthening frameworks for inclusive economic growth and sustainable development. The Secretariat has carved out a niche of expertise over the last 25 years supporting member states with economic policy development, trade negotiations, debt management, natural resource management, delimitation of maritime boundaries and ocean governance.

6 Small states and Vulnerable states – *strengthened resilience of small states and vulnerable states.*

The majority of Commonwealth's membership – 32 of 54 – comprises small states, and in the last 35 years the Commonwealth has consistently been at the forefront in identifying and proposing responses to the challenges that small states face, while at the same time advocating for their causes. A dedicated work area on small states and vulnerable states was introduced to strengthen advocacy for their concerns on global platforms, as well as to address their particular development needs.

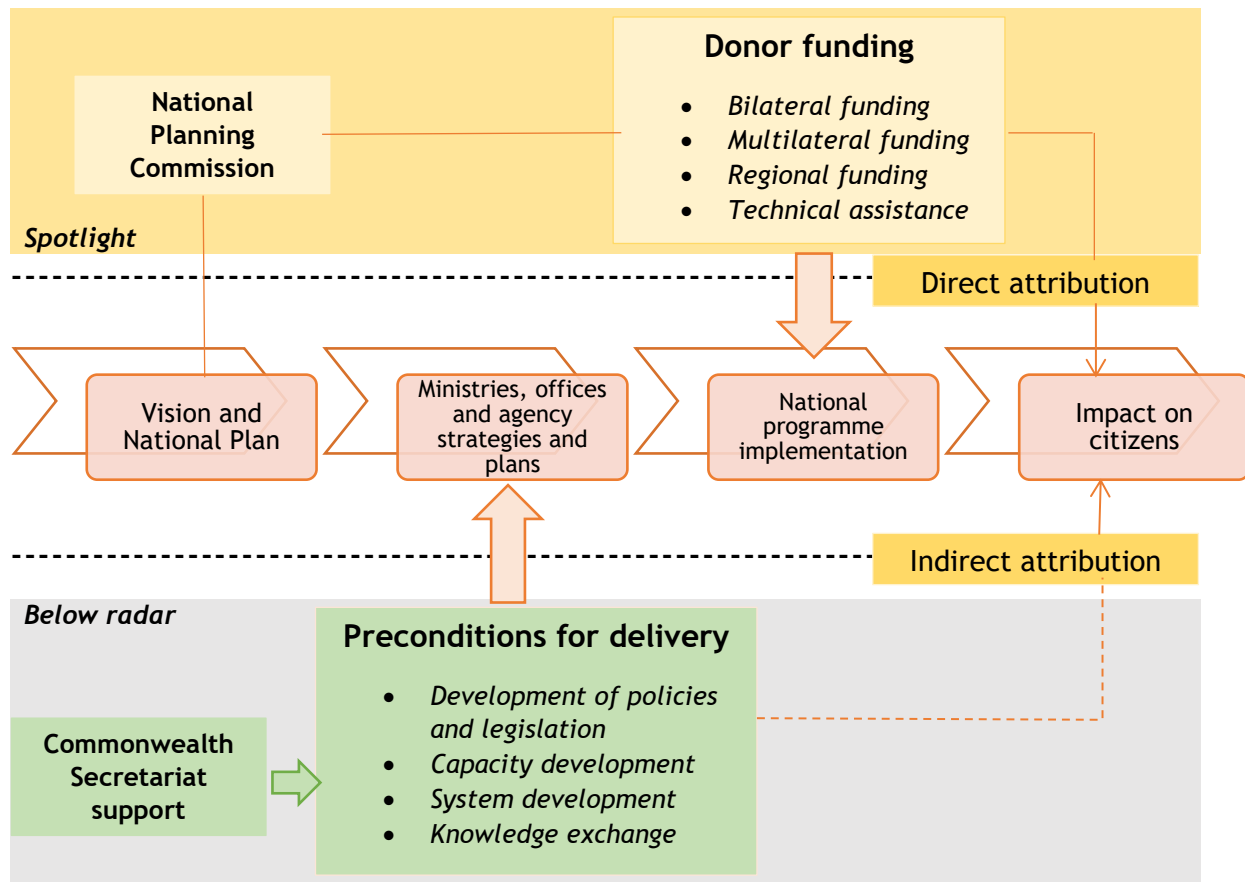
The findings of this country evaluation is set out as per the six strategic outcomes (Pillars) of the Strategic plan.

1.4 Programme context

The Secretariat's support to Namibia traces back to the country's independence. From 1990 to 2008, the Secretariat was very actively engaged in the delivery of technical assistance that supported the reform processes, the impact of which could be identified during this evaluation. The Secretariat could not conduct a comprehensive impact assessment of its extensive contribution, but the evaluation has highlighted some case studies within the strategic plan period under assessment. Consideration needs to be given to conducting an impact assessment in the future.

Namibia's partnership with the Secretariat is guided by the National Development Plan. As the Secretariat engages directly with member countries based on national demand, all the Secretariat's direct support and engagement with the Government of Namibia is based on government

Figure 3. The Commonwealth Secretariat and National Development Plan



requests and priorities. A number of requests, co-ordinated by the High Commission of Namibia in London and MIRCO as the primary contact point, were received and responded to by the Secretariat. These ranged from the development of laws and legislation to capacity building. It is therefore important to locate the Secretariat's support in line with the national development plan.

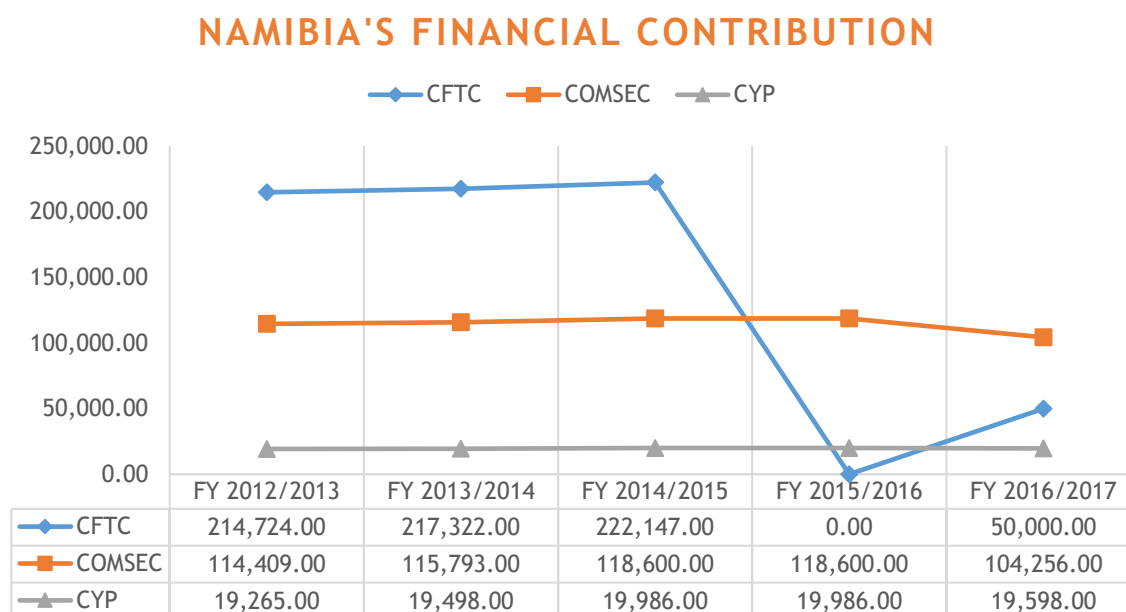
According to the National Planning Commission, the Secretariat has not formally engaged with the Commission as the primary entity responsible for development and reporting on the national development plan, as well as the co-ordination of development partner input. The Commission aligns national planning to SDGs, the African Agenda 63 and the Southern African Development Community (SADC) Regional Indicative Strategic Development Plan. The comprehensive planning process conducted by the Commission ensures that national budget is allocated to priority areas based on the sectoral and strategic plan. Gaps in funding are also prioritised and form the basis for engagement with development partners and the development of technical co-operation

agreements. Once agreements are signed, the Commission then co-ordinates and communicates the support with the various OMAs. The Commission produces a national report that acts as the source document for reporting on SDGs, Agenda 63, the SADC Regional Indicative Strategic Development Plan and overseas development assistance (ODA) as it reflects the support from development partners.

The Commission highlighted the important role that technical assistance plays in the delivery of the development plan. The Secretariat's support is central to addressing such critical needs. The Secretariat's contribution therefore needs to be recognised and reflected in the national report.

The evaluation highlighted the difference between the Secretariat's engagement and that of other mainstream development partners. While the Secretariat's support is co-ordinated through the High Commission in London and MIRCO, all the main donor relations are co-ordinated by the

Figure 4. Namibia's financial contribution to Commonwealth funds



National Planning Commission. Figure 3 locates the Secretariat at the preconditions level of delivery of the National Development Plan.

The context of the Secretariat's engagement with Namibia is particularly important, as, in most cases, the engagements seem to be below the national radar. During the evaluation, it was noted that the national reports, co-ordinated by the National Planning Commission, do not capture the contributions of the Secretariat. The Commission is therefore not fully aware of the Secretariat's support or engagement. With no national or regional presence, the Secretariat is not involved in the development partners' ongoing co-ordination meetings. Although this approach to programme delivery may have a direct impact on the visibility of the Commonwealth at a national level, some important points were observed during the evaluation. They include:

- Most of the Secretariat's support is positioned at the preconditions stage. To deliver the national development plan, there is an expectation of well-functioning regulatory frameworks and technical capacity. In the absence of these, targeted technical support is requested from the Secretariat.
- The targeted technical support from the Secretariat recognises the limited budget and tends to be spread over several institutions

and sections. Table 1 provides an overview of the broad spectrum of support provided by the Secretariat.

- The technical support provided to the OMAs is more internal than external. The Secretariat is considered part of the team in OMAs, as opposed to an outside organisation with a different agenda. In this regard, once the outputs are delivered, for most part, they are owned by the respective OMAs to the extent that recognition or acknowledgement of the Secretariat is sometimes overlooked in the reporting process. This highlights the notion that the Secretariat is a trusted partner. From a sustainability perspective, this is to be commended; from a profile perspective, the limited recognition may be damaging.

As a member of the Commonwealth, the Government of Namibia makes a contribution to the three Commonwealth funds: the Commonwealth assessed contribution (COMSEC), the Commonwealth Fund for Technical Co-operation (CFTC) and the Commonwealth Youth Programme (CYP) as shown in Figure 4. Namibia's financial contribution, together with that of all the other member countries, supported the implementation of the Secretariat's strategic plan 2013/14–2016/17. The pillars of this plan are democracy, public institutions, social development, youth, economic development and small states. Namibia benefited from country, regional and

pan-Commonwealth projects delivered by the Secretariat in line with its National Development Plan. Evaluated country-level programmes are outlined in Table 1.

1.5 Commonwealth Secretariat's Context

During the evaluation period, the Secretariat went through a transition process that brought along review and reform of the organisation that impacted on programme delivery and the realisation of outcomes.

- **Transition into the new strategic plan:** The Commonwealth Secretariat Strategic Plan 2013/14 – 2016/17 was the first results based management (RBM) focused strategic plan that took longer to get approved and therefore implementation was delayed. Some of the on-going activities from the previous strategic plan and programmes were discontinued affecting the realisation of outcomes.
- **Monitoring and Evaluation:** The RBM system introduced in the previous strategic plan period matured in this evaluation period. A new system for measuring progress was instituted and supported by the Programme Management Information System. All plans for monitoring and evaluation were designed however, there was no budget allocated for the implementation of the monitoring plans. There is now a dedicated monitoring and evaluation budget approved for supporting the implementation of monitoring plans.
- **Reduction in CFTC Funding:** There was a significant reduction in CFTC funding during this period that caused projects to be either put on hold or cancelled. Recruitment was halted reducing capacity to deliver. Direct areas affected include the long-term expert placement that reduced significantly by the end of the reporting period. Much as some level of stability was attained towards the end of the reporting period, the direct effect on delivery of results was affected as has been noted in several sections of the report. There was limited commitment from the Secretariat in longer term engagement in member states. Despite the funding challenge noted through

the report, with limited resources, there is evidence of meaningful contribution by the Secretariat.

- **Organisational reform and restructuring:** The change in senior leadership during this period provided a new vision and direction for the organisation. The new Secretary-General prioritized reform and restructuring at the start of office and the coordination of programme delivery was a key focus. However, the delays in the restructuring that was compounded by the reduced CFTC funding affected the pace of programme delivery. Key technical and management staff leading strategic direction of programme delivery left the organisation while several vacancies could not be filled in time. The evaluation noted areas where strategic direction was required to advance the momentum of change.

Table 1. Commonwealth Secretariat's direct engagement with and support to Namibia

Democracy	Public institutions	Social development	Youth	Economic development	Small states
<ul style="list-style-type: none"> • Membership of Commonwealth Ministerial Action Group (CMAG) • Secretary-General's Good Offices engagement • Commonwealth Election Observation Mission to Presidential and National Assembly Election 	<ul style="list-style-type: none"> • Engagement with Ombudsman • Legislative drafting in MOF Public Accountants' and Auditors' Board (PAAB) • Capacity development of Magistrates Commission • Engagement on judicial independence • Review of public procurement system • Capacity support to the ACC • Capacity support for internal audits • Capacity support to local governance reform 	<ul style="list-style-type: none"> • Science, technology and research development • Education policy engagement • Engagement on gender equality • Capacity support to gender-responsive budgeting (GRB) 	<ul style="list-style-type: none"> • Engagement on National YDI • Youth entrepreneurship development and policy engagement • Capacity support to Namibia Youth Credit Scheme (NYCS) (past) • Capacity support and engagement with National Youth Council (NYC) • Capacity support and engagement on youth work professionalisation 	<ul style="list-style-type: none"> • Installation and capacity support of a debt management system • Petroleum legislation development • Drafting and review of the National Petroleum Corporation of Namibia (NAMCOR) Bill • Restructuring of the National Electricity Control Board (ECB) • Review of Electricity Act • Review of Gas Bill and advisory support on legislation and pipeline regulations • Development of renewable energy policy 	<ul style="list-style-type: none"> • Deployment of National Climate Finance Adviser • Engagement on climate change in small states
Secretariat's support: technical assistance; policy and legislation development; advisory services; capacity building; system development; knowledge exchange					

2. Key Findings

This section presents the key findings in the evaluation. The Secretariat's Strategic Outcome pillars have been used to present the information. These are:

1. Democracy
2. Public institutions
3. Social development
4. Youth
5. Economic development
6. Small states

For ease of reference, the Secretariat's support delivered in 2013/14–2016/17 in each programme pillar is highlighted at the start of each section; below it the total expenditure for the programme is given.

2.1 Democracy

The Constitution of the Government of Namibia, according to Idasa's Democracy Index, 'is widely acknowledged as one of the most liberal in

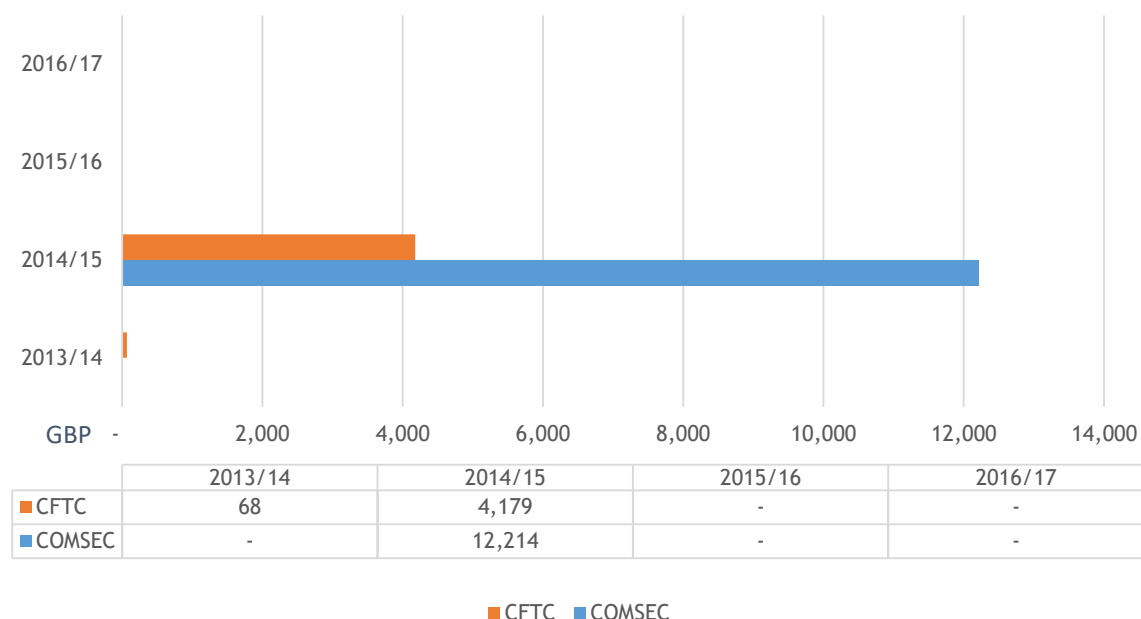
Africa and provides for democratic institutions, processes, adequate checks and balances and solid protections for basic rights. [...] The Constitution guarantees a multiparty democracy, the separation of powers among the three branches of government, and includes provisions that allow citizens to seek redress and restitution if their rights are infringed upon, as well as regular elections'⁵. The report further notes that Namibia is showing signs of a maturing democracy.

The Secretariat's focus on democracy is in supporting member countries in adhering to the Commonwealth's fundamental political values in line with the Charter of the Commonwealth. Namibia is stable politically and changes in its government have been peaceful and democratic. In this regard, from a democratic perspective, there are lessons to learn from Namibia's example, so there has been a limited level of political engagement from the Secretariat. In the period under review, the following engagements with Namibia were reported:

Box 1: Democracy-related engagements in Namibia:

- The Commonwealth expert team was formed for Namibia's presidential and National Assembly elections, which were held on 28 November 2014.
- The Deputy Secretary-General, Dr Josephine Ojiambo, visited Namibia from 20 to 22 March 2015 to represent the Secretariat at the inauguration ceremony of Namibia's President-elect Hage Geingob and the country's 25th anniversary of independence.
- Hon. Netumbo Nandi-Ndaitwah, Minister of International Relations and Co-operation, was appointed a Member of the CMAG in 2015 at the Commonwealth Heads of Government Meeting (CHOGM) in Malta.
- Ms Notemba Tjipueja, Chair of the Electoral Commission of Namibia (ECN), was a member of the Commonwealth Observer Group to Ghana's presidential elections, which were held in December 2016.
- Adv. Notemba Tjipueja, Chair of the ECN, participated at the Women's Political Participation Workshop, which was held on 7 July 2017.
- The Commonwealth Secretary-General, The Rt Hon. Patricia Scotland QC, attended a Commonwealth Education Conference (CEC) held in Namibia on 28–29 August, 2017. The Secretary-General also paid courtesy calls on the President and other key stakeholders in Namibia.

Figure 5. Democracy direct programme expenditure 2013/4–2016/17



The Government of Namibia has been positively engaged with the Secretariat, contributing to the oversight role on adherence to Commonwealth values, and has shared its expertise with Commonwealth member countries. Some of the contributions include:

The CMAG: Hon. Netumbo Nandi-Ndaitwah, Deputy Prime Minister and Minister of International Relations and Co-operation, was appointed a Member of the CMAG in 2015 at the CHOGM in Malta. Between 2007 and 2011, Namibia was represented by the Foreign Minister, Mr Utoni Nujoma. Namibia has consistently participated at meetings of the CMAG. The CMAG's new approach includes working proactively and constructively with national governments to address their challenges and for the CMAG not to be perceived as simply a punitive body that criticises the shortcomings of member countries.

Good Offices: the Commonwealth Secretary-General, The Rt Hon. Patricia Scotland QC, attended a CEC held in Namibia on 28-29 August 2017. The Secretary-General also paid courtesy calls on the President and other key stakeholders in Namibia and discussed key reforms and Commonwealth collaborations. In the engagements, the Secretary-General addressed the following issues:

- *the Secretariat's reform and new programmes such as the Office of Civil and Criminal Justice Reform;*
- *the assistance and contributions provided by the Namibian Ombudsman, Advocate John Walters, in supporting Commonwealth member countries in their efforts to establish national human rights institutions;*
- *Namibia's willingness to partner with the Secretariat in the mentoring and training of legislative drafters, law reformers and law revision practitioners.*

Election management: at the invitation of the ECN, the Secretariat constituted a Commonwealth expert team that observed Namibia's presidential and National Assembly elections held on 28 November 2014. These elections were historic not only for Namibia but for the entire African continent, as they were the first elections to use entirely electronic voting systems. Key constitutional amendments and electoral reforms were achieved prior to the elections. The enactment of the Electoral Act of 2014 ushered in the electronic voting system and the use of electronic voting machines as well as the introduction of a performance assessment and post-election report after every election.

The Commonwealth expert team made twenty-four (24) recommendations for consideration by the Electoral Commission of Namibia. However, these recommendations have not yet been formally adopted. There is currently no documented mechanism for engaging with foreign observers' recommendations, which includes formally acknowledging, accepting or rejecting recommendations, and indicating how the Commission intends to take the accepted recommendations forward.

The Secretariat confirmed that the Commission received the evaluation report, however, there was no engagement with the election recommendation provided. The expected impacts are improvements in the electoral processes, following implementation of the recommendations. Based on the impact pathway, after two years, recommendations would have been expected to be at implementation stage. Although the Commission is currently implementing the action plan on improving electoral process (some aspects of which overlap with the Secretariat's recommendations in its evaluation report), there was no mechanism for the formal acceptance and adoption of the report and therefore no alignment of the report to internal processes, so the Secretariat cannot attribute any of the changes being implemented to the content and recommendations contained in the report.

The Chair of the Electoral Commission Namibia, Adv. Notemba Tjipueja, has been a key resource to the Commonwealth on electoral processes (Ghana and Maldives⁶) and on issues of women's political participation in elections.

The Secretariat, having been challenged over the years to follow up recommendations made after election observation, has noted the need to reform the Commonwealth's election guidelines. A proposal to review and reform the electoral guidelines was approved in 2018. The Commonwealth's election observation guidelines, including its current model and methodology, will be reviewed. A comprehensive mechanism for monitoring and reporting on the implementation of electoral reforms, based on electoral observer recommendations, will also be developed. This will enable both the member country and the Commonwealth to promote accountability and transparency in these matters.

2.2 Public institutions

Well-performing public institutions are critical for establishing and sustaining democracy, good governance and development. Namibia's National Development Plan identifies good governance, responsive institutions and an engaged citizenry as the bedrock of democracy and sustainable development. Although the country suffers from less corruption than other countries in the region, corruption remains a key issue, especially in the country's public procurement sector. An additional concern and a priority to be addressed is the critical shortage of experienced legislative drafters, as this negatively affects the law-making process and the backlog of criminal cases.

In response to these challenges, the Secretariat provided technical support to the Government of Namibia in the following areas:

The Government of Namibia has made progress with a number of reforms to which the Secretariat directly or indirectly contributed. The evaluation documented the following key findings:

Human rights: the Secretariat's collaboration with the Ombudsman of Namibia has strengthened the work of the Ombudsman both domestically and across the Commonwealth, enabling South–South co-operation through the sharing of best practice emanating from Namibia. The Ombudsman of Namibia has made significant contributions to the development of national human rights institutions in Commonwealth member countries through sharing national experience, expert advice and technical support. With a vast reservoir of experience built over the past 26 years, Commonwealth member countries that have benefited from such expertise and national experience include Seychelles, Sri Lanka, Grenada and Jamaica.

Engagement with the Secretariat and the Commonwealth Forum of National Human Rights Institutions has enabled the Ombudsman to address child, early and forced marriage domestically and to strengthen engagement with parliament.

Independence of the judiciary: the judiciary in Namibia is now fully independent, as enshrined in the Constitution of the Republic of Namibia and in line with the Commonwealth principles and values. The Government of Namibia reached

Box 2: Key technical support provided to Namibia:

- The Namibian Ombudsman participated in Commonwealth human rights initiatives and meetings, and was involved in providing technical support to Commonwealth member countries.
- A technical expert was placed in the MOF PAAB to review and draft a new bill that replaced the Public Accountants' and Auditors' Act, 1951 (Act No. 51 of 1951).
- A technical expert was placed in the Magistrates Commission to mentor magistrates and court administrative staff and to develop processes, procedures, systems, guidelines and manuals in order to strengthen the operations of the Magistrates' Court System.
- A technical expert was placed in the MOF to review the existing procurement system and provide the ministry with recommendations for reform.
- A technical expert was placed in the ACC to conduct a survey for private sector organisations and parastatals; participation in Commonwealth Africa anti-corruption network; participation in Commonwealth Africa capacity building programmes at the Anti-Corruption Centre in Botswana.
- MOF's Internal Audit Division participated in the Regional Internal Audit and Public Procurement Meeting for Commonwealth Africa and in an exchange visit.
- A technical expert was placed in the Ministry of Urban and Local Government to review and support the reform process by drafting a Local Authorities Reform Policy.

this key milestone in 2015 when the Judiciary Act 11 of 2015 came into implementation on 31 December 2015.

Capacity development of Magistrates

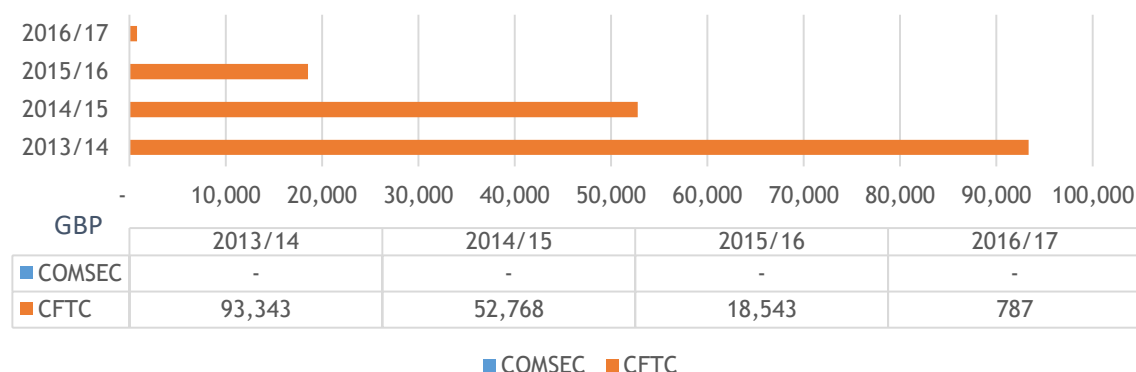
Commission: The Secretariat provided technical support to Namibia to build the capacity of magistrates and strengthen the Magistrates' Court System in order to create a stronger, more effective judicial process in Namibia, received long term technical support from the Secretariat. Following the completion of the experts' assignment, the position of Deputy Chief Magistrate, primarily in charge of training among other things, was recruited, overseeing capacity development in all 34 Magistrate Courts country-wide. Overall, according to the Annual Report of the Judiciary 2016/17, 56 per cent (24,918) of the total 44,857 criminal cases were finalised, which represents satisfactory performance.

Public procurement: the Secretariat supported the MOF to kick-start a reform process for its public procurement system by conducting a review. The Public Procurement Act, 2015, with its supporting Public Procurement Regulations, 2017, came into implementation on 1 April 2017. The new

reform affects 300 state-owned parastatals, local authorities and government ministries nationwide. All the key institutional mechanisms and systems for implementation are in place.

Anti-corruption: the 2013 Namibia National Survey of institutional anti-corruption policy frameworks within private and state-owned enterprises, highlighted the need for a national strategy to address corruption and the importance of anti-corruption policy frameworks. The Secretariat funded the Survey which also triggered a reform on anti-corruption in Namibia. The Government of Namibia subsequently developed the NACS to guarantee an environment opposed to corruption in Namibia. Approved in 2016, the strategy is already being implemented and is monitored by a National Anti-Corruption Steering Committee.

Internal audit: the Internal Audit Division in the MOF participated in the Regional Internal Audit and Procurement Meeting for Commonwealth Africa and its follow-up intergovernmental exchange visit that triggered reform within the ministry. A new Public Sector Internal Audit Policy, 2017, is awaiting final approval by the Treasury Cabinet Committee.

Figure 6. Public institutions direct programme expenditure 2013/14–2016/17

An internal audit manual has also been developed and all key stakeholders have been trained and have started to implement aspects of the new reform.

Reform of Public Accountants' and Auditors' Act:

the Secretariat placed a short-term CFTC expert in the MOF PAAB to review the Public Accountants' and Auditors' Act, 1951, and draft a new/revised act. On review, new legislation was recommended and drafted. Key reforms have addressed issues of conflict of interest, the rotation of auditors and increasing the independence and transparency of the Board. The draft bill has gone through the necessary various consultations and preliminary approval processes and is now being scrutinised by the PAAB with a view to presenting it to the line ministry shortly. Following further revisions, it will be re-submitted for approval by the Cabinet.

Local governance: the Ministry of Urban and Rural Development requested technical assistance from the Secretariat to help it to reform its local governance system. Addressing key concerns raised in the 2007 Local Government Reform Position Paper, a technical expert was placed in Namibia for two years (from September 2011 to September 2013) to review and support the reform process. Addressing all the key problems identified in the Reform Position Paper, the Proposed Local Authorities Reform Policy was drafted and presented to Cabinet in July 2013. In April 2014, the Cabinet Committee on Overall Policy and Priorities (CCOPP) supported the 2007 Local Government Reform Paper and revised Recommendations in principle but felt that further consultations were required. In February 2017, the CCOPP requested further consultations with the Minister of Finance on revenue sharing.

2.3 Social development

Good health, education and gender equality are key to ensuring delivery of the SDGs. Namibia, like many Commonwealth countries, has made and continues to make significant investments in these sectors as the foundation for economic development. Some of the Government's priority outcomes that align with the work of the Secretariat include:

- Ensuring the wellbeing of the Namibian people. The national plan involves developing a multisectoral approach for the prevention and control of non-communicable diseases and the strengthening of the medicine supply management system among other things.
- Widening access to higher education through quality and inclusion; improving the quality of teaching and learning in universities; and strengthening the research capacity at higher education institutions.
- Tackling gender-based violence, strengthening the implementation of the GRB and planning to mainstream informal businesses led by women.

The impacts of the Secretariat's engagement, especially its past work in the areas of higher education within science and technology, have been recorded in this evaluation. The pioneering work of the Secretariat in GRB, coupled with global advocacy, has proven beneficial to Namibia. There have been limited direct engagements and support to Namibia in the last four years. Some of the support and engagements include:

The expenditure shown in Figure 7 relates to only the gender audit. The direct cost of participating in ministerial meetings is borne by the government

Box 3: Key engagements with technical support provided to Namibia:

- Participation in the 19th Conference of Commonwealth Education Ministers.
- Participation in the Education Ministerial Action Group (EMAG).
- Participation in health ministers meetings.
- Technical support provided to conduct a gender audit in response to the implementation of the GRB plan.

of Namibia. The total cost of organising the ministerial meetings and how they relate to or can be attributed to member countries have not been calculated as part of this evaluation.

Universal health coverage: universal health coverage (UHC) is one of the key areas identified by the health ministers as a priority for intervention by the Secretariat. Namibia has established the Universal Health Coverage Advisory Committee of Namibia to provide advice and guidance to the Social Security Commission Board and the Ministry of Health and Social Services (MHSS), on the development of systems and policies for UHC in Namibia with a focus on evidence and alternatives. Technical support had been requested from the World Bank to support the ministry to develop a policy framework for UHC. Except for ministerial meetings, the Secretariat has not had any direct programme involvement with the MHSS in Namibia.

Science, technology and research development: with the enactment of the Research, Science and Technology Act, 2004, the Science and

Technology Unit, established with the support of the Secretariat's Science Policy Expert, has now transformed into the National Commission on Research, Science and Technology. It should be noted that the Secretariat's support to science, technology and research development in the Ministry of Higher Education is outside the strategic plan under review. This result is being documented now for the first time, as no monitoring and evaluation was conducted to report on the progress to date.

Figure 8 shows that not only were the outputs fully delivered (with the support of the Secretariat), but the Ministry of Education adopted and fully implemented the strategies outlined by the expert. The transformation of the Unit into a Commission was a recognition, on the part of the government, of the importance of research, science and technology as an engine of economic growth and development, and was a positive impact for the Secretariat.

Figure 7. Social development direct programme expenditure 2013/14–2016/17

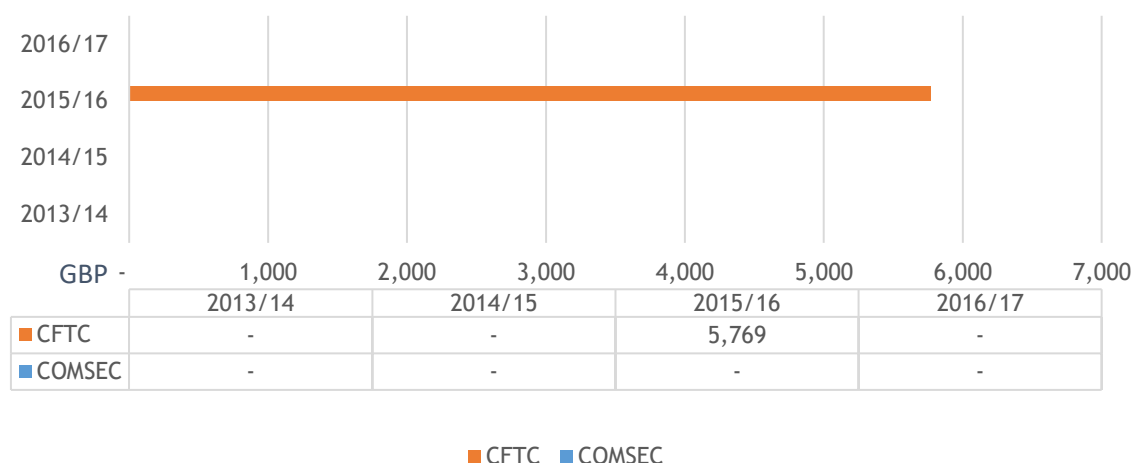


Figure 8. Science, technology and research development

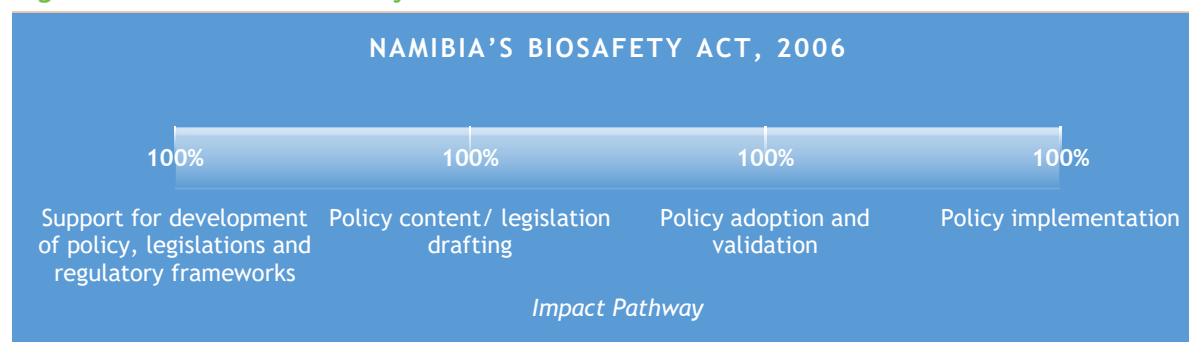
Namibia's Biosafety Act, 2006 (Act No. 7 of 2006), developed with the support of the Secretariat's biosafety and biotechnology expert, was passed by Parliament and signed by the President. Under provisions in the Act, the Biosafety Council (BSC) as well as the Biosafety Clearing House was established. Implementation of the Biosafety Act, 2006 (Act No. 7 of 2006), is in progress, with 14 regional workshops held on the implementation of the Act, hosted from 24 October 2016 to 30 March 2017. The progress on this Act can be mapped against the Secretariat's impact pathway (see Figure 9). As in Figure 8, this is an impact that the Secretariat has contributed to but it has not been reported by the Secretariat before.

Education policy shift: Namibia has been instrumental in working with the Secretariat to rethink and reposition the Commonwealth education programme. Represented by Dr Becky Ndjoze-Ojo, Deputy Minister of Higher Education, Training and Innovation, Namibia is a member of the EMAG, representing the Africa Region. Namibia's representative has been actively engaged on educational issues in the Africa Region as well as promoting the outcomes of the 19th Education Ministers Meeting contained in the Nassau Declaration.

Gender policy advocacy

The Commonwealth Gender Plan of Action for Gender Equality, 2005–15 was agreed by member countries as a framework that guides their commitments towards achieving gender equality. The four critical focus areas were gender, democracy, peace and conflict; gender, human rights and law; gender, poverty eradication and economic empowerment; and gender and HIV/AIDS. Namibia was committed to the Commonwealth Plan of Action for Gender Equality (2005–15), which set a target of 30 per cent representation of women in decision-making across all sectors. The consistent participation of the country in the Annual Consultation of Commonwealth National Women's Machineries in New York has been commended, as has the participation at the Women's Affairs Ministerial Meetings and the Women's Forum held at Heads of Government Meetings.

Gender equality: with 41.3 per cent (43/104) of seats in parliament occupied by women, Namibia ranks 12th in the world in terms of the number of women in parliament and 4th in the Commonwealth's ranking for women's participation according to data presented in the women in politics

Figure 9. Namibia's Biosafety Act, 2006

2017 map as of 1st January 2017 published by the IPU and UN Women. Through the Secretariat's policy advocacy and consensus on the Plan of Action for Gender Equality, as one of the many other international efforts, Namibia put a clear policy in place for increasing the participation of women in politics. The policy position is now being implemented, particularly by the current governing party, SWAPO (as noted in the detailed case study).

Gender-responsive budgeting: The Secretariat's work on GRB has contributed to the integration of GRB in 25 Commonwealth member countries. Worldwide, more than 50 countries have adopted gender-responsive budgeting. With initial funding and technical capacity support from the Secretariat to the Ministry of Gender and Social Services, Namibia started its journey towards GRB in 2010.

GRB has been adopted and is being implemented by the Government of Namibia. Cabinet Decision No. 2nd/11.03.14/007 directed all government OMAs in Namibia to comply with GRB guidelines. GRB guidelines were incorporated into the 2014/15 and 2015/16 Budget Call Circular as well as into the medium-term expenditure framework (MTEF).

Through policy advocacy and technical support on GRB, Namibia was able to establish policy position, and its strategies are now ready to implement, 16 years after their inception.

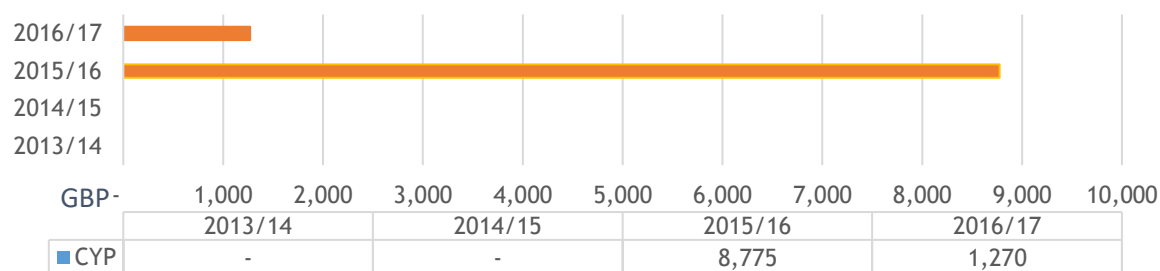
2.4 Youth

Despite progress made in the areas of democratic governance and macro-economic architecture, there are some critical social imbalances in Namibia, including high levels of income disparity, poverty and high unemployment rates, particularly youth unemployment. With 36.8 per cent of the population aged between 15 and 34 years, Namibia has a large population of young people. Regrettably, of the 28.1 per cent unemployment rate, 39.2 per cent (2014) of the unemployed are young people. It is, therefore, the government's strategic intent to develop and harness this human resource capacity, to contribute towards employment creation and SME-driven economic growth, propelled by the youth of the country.

Within the Harambee Prosperity Plan, the sub-pillar 'Youth Enterprise Development' is designed to stimulate an entrepreneurial spirit among Namibian youth, and in entrepreneurs more broadly, by addressing constraints such as access to finance and information. The HPP also targets the establishment of 121 enterprises by youth in rural areas to create much-needed income opportunities for rural-based young people.

Box 4: Key engagements and support provided to Namibia included:

- participation in the Commonwealth Youth Ministers Meeting 2017;
- participation in the Commonwealth Sports Ministers Meetings 2014 and 2016;
- policy guide on Youth Entrepreneurship developed and shared with Ministry of Sport, Youth and National Service as well as the Ministry of Trade and SME Development;
- workshop on the development of a National Youth Entrepreneurship Policy;
- *participation in the regional capacity-building workshop on evidence-based policy-making;*
- *participation in the Technical Workshop on Developing National Policies for Youth Entrepreneurship;*
- *NYC engagement in the Commonwealth Youth Forums;*
- *participation at Heads of Government Meetings;*
- *participation in Youth Leadership training programme in London;*
- *participation in pan-African Youth Meeting;*
- *participation in Regional Commonwealth Youth Ministers Meeting in Cameroon.*

Figure 10. Youth direct programme expenditure 2013/14–2016/17

The Secretariat provided capacity support to Namibia on youth development and provided opportunities for the ministry, key officials and the NYC to engage with other Commonwealth countries and regions on youth development issues. Some of the engagements are listed below.

The Government of Namibia has made progress on youth development and is committed to the development of youth entrepreneurship as a key priority in the short term, as outlined in the HPP, in the medium term, as outlined in the NDP5, and as part of the long-term plan, in Vision 2030. The evaluation documented the following key findings that can be attributed to the engagement with and support provided by the Secretariat:

National Youth Development Index: according to the 2016 Youth Development Index (YDI), Namibia ranks 156th in the global index and 43rd in the Commonwealth ranking. On political participation, Namibia is ranked 9th, among the ten highest scoring countries, while, on health and wellbeing, Namibia is ranked 180th, among the ten lowest scoring countries. With support of the *Commonwealth Youth Development Index: National and Regional Toolkit* developed by the Secretariat and through its technical engagement with the Secretariat, Namibia has started the process of developing a National Youth Development Index.

Youth entrepreneurship development: the development of the National Youth Entrepreneurship Policy has been prioritised by the HPP as a mechanism to ensure access to funding, markets and the incubation of businesses by young people. With technical input from the Secretariat, the policy has been drafted and is currently undergoing consultations before it is tabled to the Cabinet for approval.

National Youth Council: the NYC of Namibia, established in 1994 to address the challenges, opportunities and obstacles facing young people,

is a member of the Commonwealth Youth Council. The NYC is actively engaged in the development of all national policies.

The NYC model in Namibia has been noted as strong and legitimate in addressing the concerns and development of young people. Namibia has shared information and lessons with Kenya and has also been invited to engage with the Tanzanian NYC on the fringe of a Commonwealth youth meeting. The Council has also registered interest from representatives from South Africa and Swaziland and was visited by delegates from Lesotho and Zimbabwe.

Namibia Youth Credit Initiative: the Namibia Youth Credit Scheme (NYCS), established in 2005, based on the CYP model, and with start-up capital provided by the Secretariat, has significantly achieved its targets of job creation and the establishment of businesses. According to the NYCS, from inception in 2005 to 2016, a total of 10,586 young people have received training, 8,397 have received loans, 8,159 businesses have been established and 6,769 jobs have been created. The total loan fund is N\$20,483,647.

The HPP has included the NYCS initiative for further expansion, looking to increase the scale of 121 constituencies' enterprises. This will be supported by a strategy to expedite the SME Financing Strategy, which aims to establish a venture capital fund, a credit guarantee scheme and the 'Challenge Fund'.

Youth work professionalisation: the Commonwealth DYD is run by the Namibian College of Open Learning (NAMCOL). This distance learning programme, despite the dropping numbers in enrolment, has been sustainable over the years. Following the successful delivery of the diploma programme, with the support of the Secretariat, the Commonwealth of Learning and the University of West Indies, NAMCOL have developed the

Bachelor of Arts in Youth Development Work degree programme. NAMCOL's first intake for this qualification is scheduled for 2018.

2.5 Economic development

Economic development in Namibia is driven by a strong natural resource base. Namibia's abundant minerals have made the mining sector a major source of foreign direct investment. Mining contributes 12 per cent to GDP and provides critical upstream, downstream and side-stream linkages for the Namibian economy. On the other hand, while nearly 75 per cent of Namibians in urban areas enjoy access to electricity, in 2015, only 24 per cent of their fellow citizens in rural households had electricity in their homes. There are many obstacles to delivering energy that include the vastness of the country, the small size of the power sector, the low load densities and the long distances between major load centres⁷.

Ensuring the government has effective regulatory frameworks to support the implementation of the national development plan in the area of natural resources is important. The Secretariat's direct support to Namibia was anchored on strengthened frameworks for inclusive growth and economic development, which include legal, commercial and environmental frameworks as well as fiscal regimes.

The focus of public debt management efforts in Namibia is to ensure that government financing requirements are met at the lowest possible cost given an acceptable degree of risk and an ability to meet cash flow demands at all times. This is done while ensuring that the maturity profile of the government portfolio remains relatively balanced across different tenors.

The Secretariat, through its public debt management programme, supports member countries' efforts to effectively manage their debt portfolios. In accordance with the mission of the Secretariat and the SDGs, the programme aims to strengthen the policy framework, institutional and

Box 5: Support to Namibia's Economic Development included:

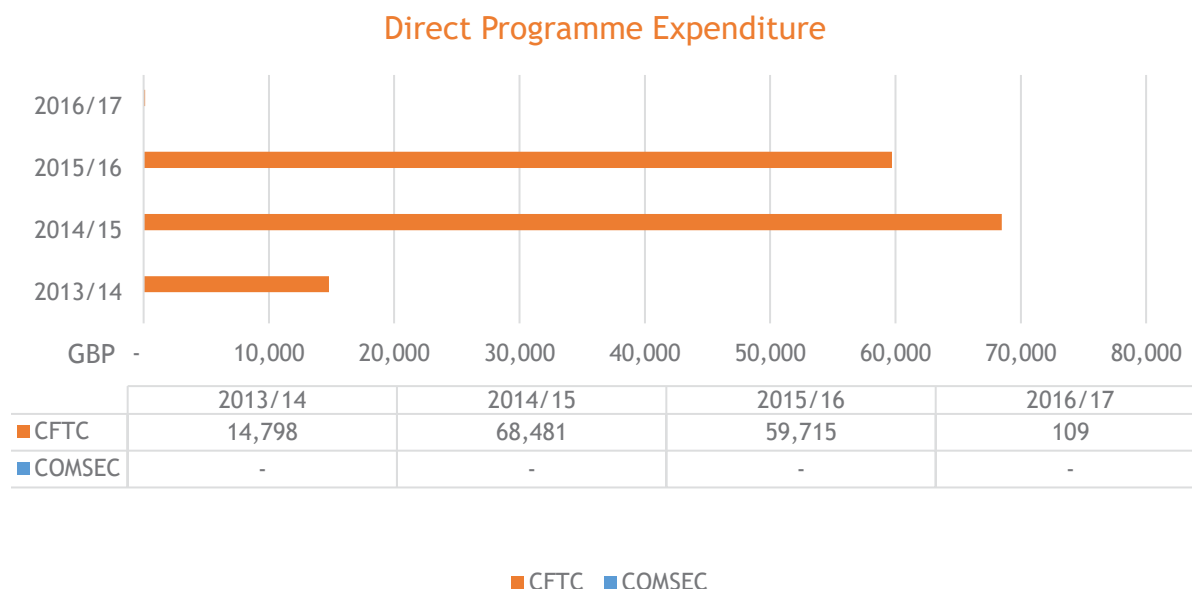
Debt management support to Namibia:

- the development and release of a new version (version 2) of the Commonwealth Secretariat Debt Recording and Management System (CS-DRMS), which is currently being used by the MOF, Debt Management Unit, Namibia;
- an expert placed in Namibia for two weeks to oversee the transfer of data and ensure the effective utilisation of the system;
- Debt Management Unit staff in the MOF trained on system use and data update.

Natural resource management support to Namibia:

- review and recommendation for changes to the overall existing legislative, fiscal and regulatory arrangements for petroleum sector administration in Namibia;
- the development of local content policy and implementation strategy for the Namibian petroleum sector;
- restructuring of Namibia's ECB;
- drafting of Energy Control Board Bill;
- drafting of Electricity Amendment Bill;
- drafting of National Petroleum Corporation of Namibia (NAMCOR) Bill;
- advisory support on gas legislation and pipeline regulation;
- Renewable Energy Policy and Strategy.

Figure 11. Economic development direct programme expenditure 2013/14–2016/17



legal arrangements, institutional capacity and management information systems to support prudent and effective debt management in member countries. The overall aim of individual member countries to achieve sustainable debt, reduce their long-term debt-servicing cost, and manage the risk of contingent liabilities as well as risks of debt distress. Delivery of the Secretariat's programme is through advisory support, capacity building, and provision and support of public debt management systems including enabling software.

The Secretariat's debt management software system has undergone a wide range of enhancements and the new version enables debt

managers to better manage the risks of their portfolios and to monitor their debt flows and stocks with greater rigour.

Debt management system: the Secretariat's debt management software (Figure 12) is being utilised effectively in Namibia. As indicated in the figure below, the system was installed and is currently being utilised by the Debt Management Unit within the MOF. Significant improvements have been noted, particularly in automated debt reporting and the timeliness of decision making.

Critical decisions that require consideration of new loans are now informed by the current debt repayment reports (generated by the system) and by projections on the government's ability to pay. Revenue focusing has also been supported with

Figure 12. Debt management software

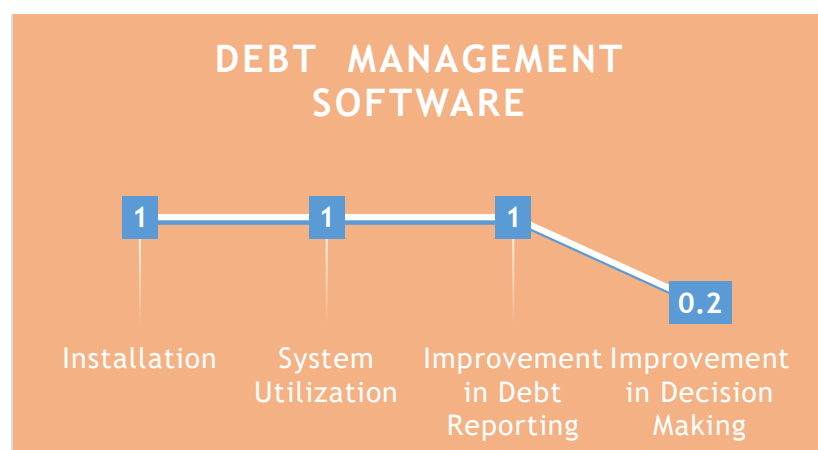
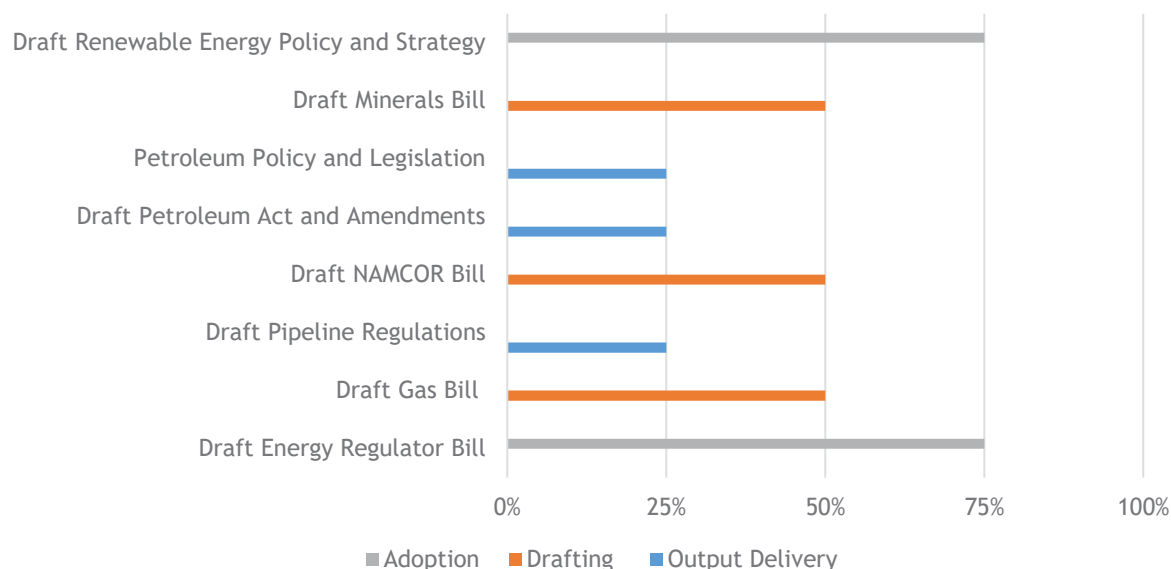


Figure 13. Progress on policy and legislative development



information from the debt management reports, as the system provides maturity profiles of debts that allow decisions on when to consider new debts, including what interest rates would be favourable.

With debt management reports generated by the system, the MOF was able to effectively negotiate a new loan with the African Development Bank. With analysis of exchange rate trends on the system, and Namibia's dollar pegged to the South African rand, it was not sustainable to negotiate the loan in US dollars but it was sustainable in South African rand. To reduce the volatility of the Namibian dollar to exchange rate fluctuations that would affect the debt, an agreement was reached that a South African rand-denominated loan was offered on a one-to-one exchange rate with the Namibian dollar.

The evidence above shows that the information generated by the debt management system is informing decisions but there is still potential for improvements to the system and greater utilisation of information.

Mines and energy reforms: the Secretariat has provided key legal and economic advisory services to the Ministry of Mines and Energy (MME) that addressed its regulatory frameworks. There is progress on all the regulatory frameworks that have been produced by the Secretariat, including the production of draft bills and regulations and stakeholder engagements at various levels following delivery of drafts. Figure 13 shows the progress on each of the policy and legislative

developments that are under way. Three out of the eight pieces of legislation/policies are still at the output delivery stage, while three are at the drafting stage. Significant progress has been noted on two pieces of legislation (the draft Renewable Energy Policy and Strategy as well as the draft Energy Regulator Bill) that have gone through approval stage. Overall, progress is satisfactory and the Secretariat's contribution has been highly commended by the stakeholders. However, there was concern in relation to the draft Gas Bill where the Secretariat engaged an external expert to support in the delivery. On this draft, the stakeholders raised the issue of this expert's limited knowledge of the local context.

Some of the key achievements noted include:

- the draft Energy Control Board Bill, approved by the Minister of the MME in the first week of October 2017; and
- the National Renewal Energy Policy, which was approved and published in September 2017.

2.6 Small states

Despite the target of US\$100 billion a year by 2020, only US\$726 million of available climate finance has, to date, been received by the 31 small states of the Commonwealth – countries with populations of under 2 million that are among the most threatened by climate change – according to new analysis by the Secretariat. Vulnerable small island states and developing countries stand to gain access to billions

Box 6: National Climate Finance Adviser placed in the Ministry of Environment and Tourism, Namibia for one year (June 2017 to June 2018) to:

- Build capacity to apply, secure, programme and manage climate financing. This includes proposal development and collaboration with international organisations such as the GCF and the Adaptation Fund, upscaling the existing Global Environment Facility and European Union support in line with the national policy.
- Build capacity and develop systems to monitor and evaluation project results and impact, including risk assessment.

of dollars of climate finance with the aid of a new Commonwealth initiative – the Climate Finance Hub.

Endorsed by Commonwealth Heads of Government, the Commonwealth Climate Finance Access Hub, which is based in the capital of Mauritius, Port Louis, is the Commonwealth response to the ongoing and future threats of climate change to its member countries. The primary aim of the Hub is to help small and vulnerable countries access international sources of climate finance to meet their priority adaptation and mitigation needs and realise their sustainable development goals. The Hub places national climate finance advisers in recipient countries for one to two years at a time to support host ministries to identify and apply for funding streams. The innovative approach builds on-the-ground capacity to access multilateral funds such as the

Green Climate Fund (GCF), the Adaptation Fund and the Climate Investment Funds, as well as private sector finance.

In response to the identification of capacity gaps in accessing sources of climate finance by the Government of Namibia and at their request, the Secretariat placed a National Climate Finance Adviser to deliver the following:

Since the placement of the expert in Namibia, there has been progress in the development of fundable proposals. One significant proposal was finalised in December 2017. The Secretariat's support in capacity development is still at its initial stage (see figure 14). The focus of the evaluation in this regard was the assessment of the start of the assignment and the enabling environment that exists to support the delivery of the expected results. The evaluation noted that the delivery of outputs is on schedule and the expertise of the adviser is commendable. The changes outlined below are primarily the national efforts.

Figure 14. Small states direct programme expenditure 2013/14–2016/17

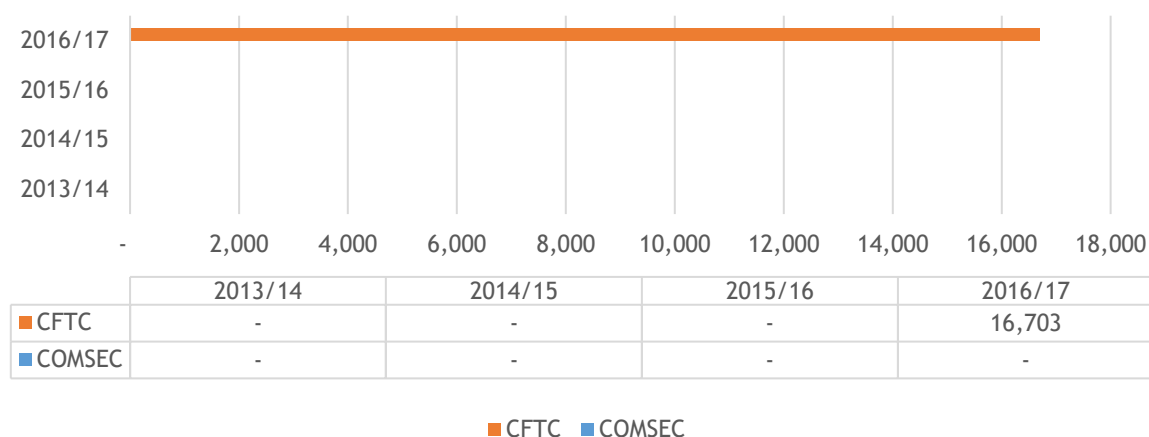
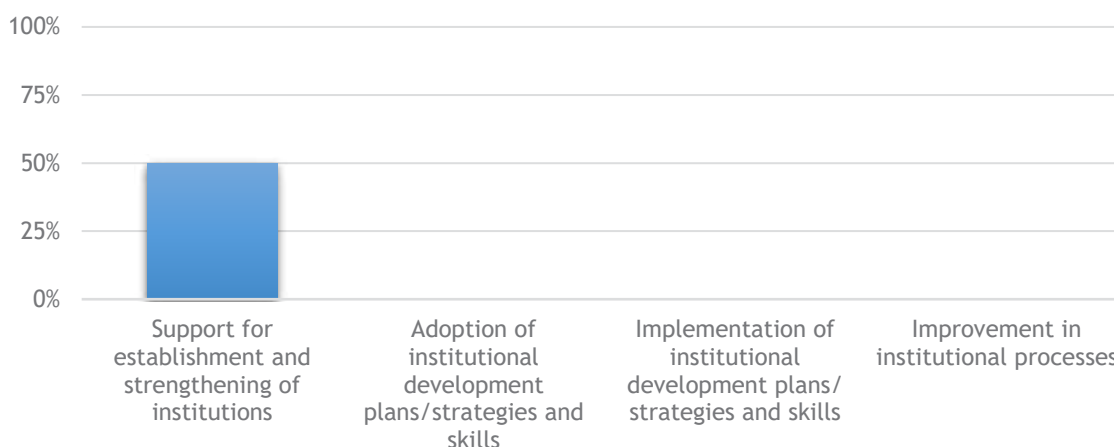


Figure 15. National climate finance advisory support



Climate finance: Namibia has progressed significantly in addressing issues of climate change by the development of the National Climate Change Policy, 2011, and the National Climate Change Strategy and Action Plan 2013–20. It was highlighted during the evaluation that Namibia is one of the first countries in Africa to have prepared a comprehensive climate change policy as well as a first strategy and action plan to implement this policy. Examples of other national achievements are listed below.

- The Desert Research Foundation of Namibia was one of the 17 national implementing entities accredited by the Adaptation Fund for the US\$265 million allocated to 41 concrete adaptation projects and programmes in 38 countries (August 2014).
- The international board of the GCF accredited the Environmental Investment Fund of Namibia (EIF), a national entity and an environmental fund located in Namibia, to source funding from it to support projects, policies and programmes addressing climate change in the country (9 July 2015).
- In 2016, the GCF approved two projects in Namibia to enhance farmers' resilience to extreme weather. Both projects are to be carried out by the EIF, which is a GCF-direct-access accredited entity based in Namibia. Implementation of these projects commenced in September 2017.

The Secretariat's support in climate finance in Namibia is still at its initial stage (see figure 15). Two funding proposals have been developed. The first proposal, on climate-smart agricultural

practices, was submitted to the Africa Climate Change Fund of the African Development Bank in August 2017. The second proposal, on sustainable transformational changes in the agricultural sector in rural Namibia, is under development at the time of this evaluation. The focus of the evaluation in this regard was the assessment of the start of the assignment and the enabling environment that exists to support the delivery of the expected results. The evaluation noted that the delivery of outputs is on schedule and that the expertise of the adviser is commendable. Additional funding options have been identified and opportunities for collaborations identified and promoted.

The evaluation noted that progress would be faster if access to information to develop the proposals were feasible. Some challenges identified by the evaluation at this initial stage relate to the need to be able to access key stakeholders that should be involved in the design of the projects and their future implementation; access to existing reference documents that are related to the funding proposals but not yet in the public domain; and responses to and inputs on specific contextual questions on Namibia.

3. Analysis and Recommendations

The impact pathway developed by the Secretariat has been used in the analysis of qualitative information to determine the effectiveness of the programme. Impact pathways can be defined generally as the sequences of causes and expected effects that link Secretariat practice areas and delivery modalities to intended results. At present these dimensions can be summarily grouped as:

- consensus building, thought leadership and advocacy
- policy and legislative development
- institutional and capacity development
- networking, knowledge generation and sharing.

Each support provided to Namibia relates to one of the results categories listed above. To determine the movement of change from the outputs delivered to the outcomes, the change identified during the evaluation is mapped against the pathway in Figure 16 to establish its position.

3.1 Analysis

The analysis is based on the OECD-DAC criteria of relevance, effectiveness, impact and sustainability. Efficiency in delivery was not evaluated; however, Namibia's contribution against benefits received formed part of the analysis. The Secretariat's impact pathway model was used as the main tool, both for analysis and to allow comparisons to be made across the various sectors.

3.1.1 Relevance

The Secretariat's direct support to member countries is dependent on the country's request being in line with the Secretariat's strategic plan and the member country's national development priorities. The evaluation therefore assumed that all support provided to Namibia was relevant. The extent to which the Secretariat's support addressed the needs of Namibia was a key question for the evaluation, as was the assessment of the

Figure 16. Impact pathway

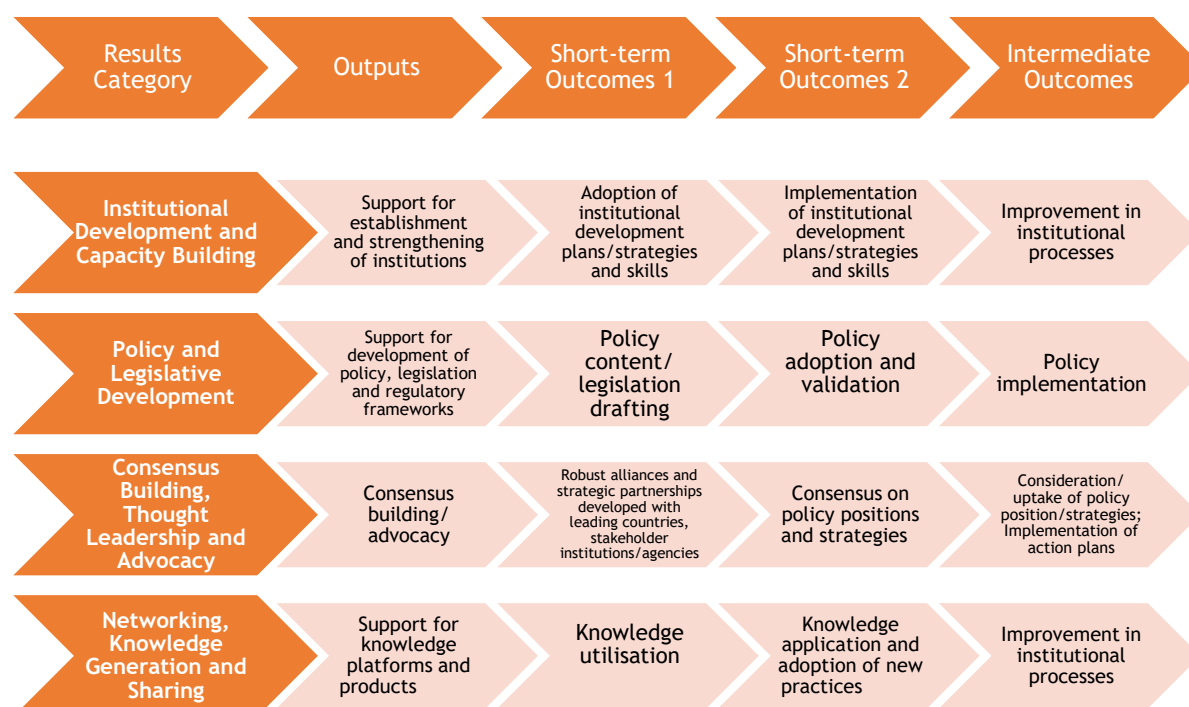


Table 2. Performance rating

Rating		Notes
	Satisfactory	Progress in on track in relation to delivery of outputs and realisation of outcomes.
	Fairly Satisfactory	Progress is slower than expected. Challenges encountered but there is expectation that these can be addressed.
	Unsatisfactory	Output not delivered; No progress at outcome level in relation to time since the outputs were delivered.
	N/A	Progress not expected within the reporting period, not assessed, or not enough information to assess progress.

readiness of Namibia to engage with the support. Some the areas that draw attention to relevance are outlined below:

- The gender audit, conducted by the Secretariat, was based on a request by the line ministry on capacity. In responding to the request, the Secretariat conducted an audit to ascertain the extent of the capacity problem. The Secretariat did not have the resources to deliver the required capacity support. What was delivered, however, may have been needed but was not entirely relevant to the ministry at the time. While the Secretariat is waiting for action on the recommendations outlined in the audit, the ministry is waiting for the next level of engagement, which is capacity support to address its original need.
- The electoral recommendations provided by the Secretariat to the ECN were very relevant. However, as there is no clear mechanism for how the Secretariat engages with the host country after an election, it is uncertain what happens next following the delivery of an election observation report.
- The technical support provided by the Secretariat on local governance reform highlights another dimension of the issue of relevance. The key policy reform proposal, which is intended to transform local governance and to introduce a sense of accountability and better service delivery, if approved, would overturn some of the policy progress made by Namibia on integration. Despite two years of technical support from the Secretariat, the political will to take this policy position forward is limited, which is a

challenge that could be linked to whether or not this policy position is relevant for the country.

- The NYC finds the operations of the Commonwealth Youth Networks more disruptive than supportive of the co-ordinated youth programming in the country. Much as the Commonwealth networks have a broader mandate at the pan-Commonwealth level, their linkages and operations with Namibia need to be relevant to national priorities and aligned to national structures.
- The challenges outlined by key stakeholders in the mining and energy sectors, particularly in relation to the draft Gas Bill, contribute to the issue of relevance. The draft document provided by the Secretariat had been significantly changed in the final draft under discussion; a key concern of the original being limited understanding of the local context.

All the issues outlined are challenges within the context of delivery but they do highlight the question of whether or not the Secretariat is effectively responding to the needs of Namibia and whether or not the services delivered responded to the national needs at the time.

3.1.2 Effectiveness

The Secretariat's key support to Namibia has been at the preconditions stage, as indicated in the programme context. The evaluation noted that the support provided was mainly on policy/legislative development (about 40%) and institutional development (about 40%). This section specifically measures the effectiveness of the Secretariat's programme in Namibia, particularly how outputs are translated into outcomes.

Policy and legislative development

Results category	Overall assessment	Comments
Policy and Legislative Development	Satisfactory	<ul style="list-style-type: none"> 70% policies drafted, two of which have already been adopted. Progress on policies is normally slower, as it involves various stakeholders and stages. Progress on Draft Local Governance Reform Policy is slower than expected considering when the output was delivered. Progress on the legislation still at support level is considered satisfactory by the stakeholders, as is the quality of outputs.

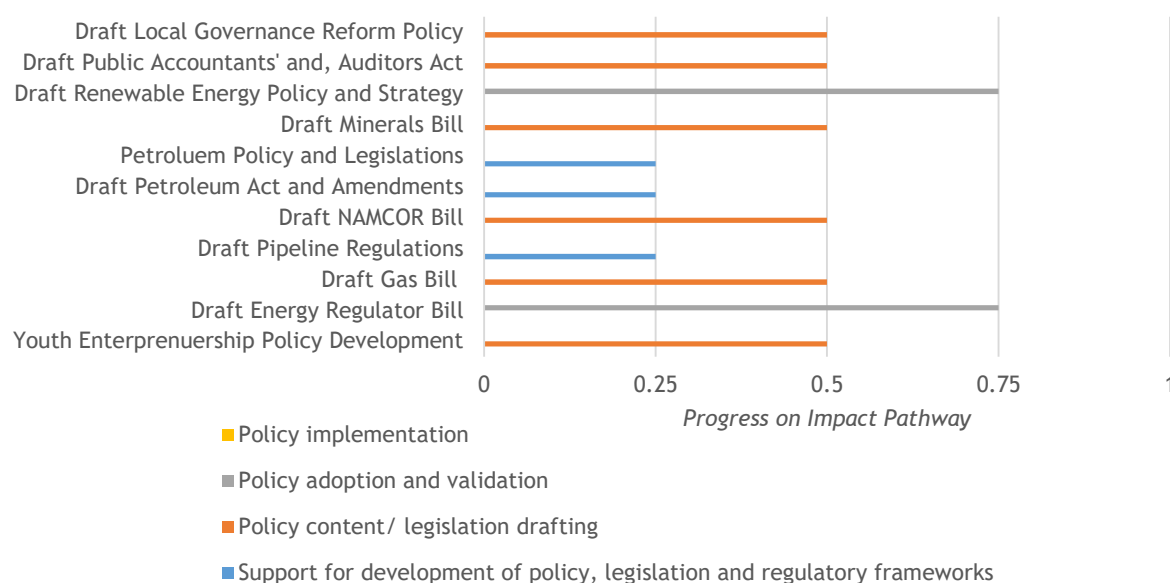
Progress has been highlighted across the programme on policy and legislative development delivered within the period under review. Two policies/pieces of legislation were at the adoption and validation stage. The progress on these two pieces of legislation reflects the political will and the national priority to reform those sectors. Progress on petroleum related legislation is considered satisfactory by the stakeholders, but the technical team is six months off its initial schedule in delivery of outputs.

From Figure 17, we can see that progress has been much slower on the Draft Local Governance Reform Policy. Feedback at each stage, from the delivery of the output in 2013, has been on a two-year basis.

The first feedback was in 2015 and the second in 2017. Nevertheless, there is traction on the policy document. There is approval in principle but, given the budgetary implication in the delivery, progress on this policy is expected to be postponed.

Input from the Secretariat varies from one programme division to another. The variation has tended to depend on the expertise required. An expert, embedded in a long-term capacity, delivered the draft policy on local governance; in contrast, natural resources management policies are primarily delivered by the Secretariat staff, except for the input into the Draft Gas Bill and Draft Renewable Energy Policy and Strategy. In Youth Development, the Secretariat

Figure 17. Policy and legislative development



provided both technical input in the engagement on policy development and access to the Commonwealth toolkit.

Policy and legislation processes normally take a long time to move from one stage to another, and requires the Secretariat to have constant engagement with the member country. There is confidence from the stakeholders in the Secretariat's ability to support the development of policies and legislation. Where Secretariat staff are directly engaged in the delivery of the legislation, there is more prolonged direct engagement with the host institution. However, the evaluation noted that, overall, there is a preference for experts to come from the region; they have stronger local context knowledge and experience that can be transferable to the stakeholders.

Institutional development and capacity building

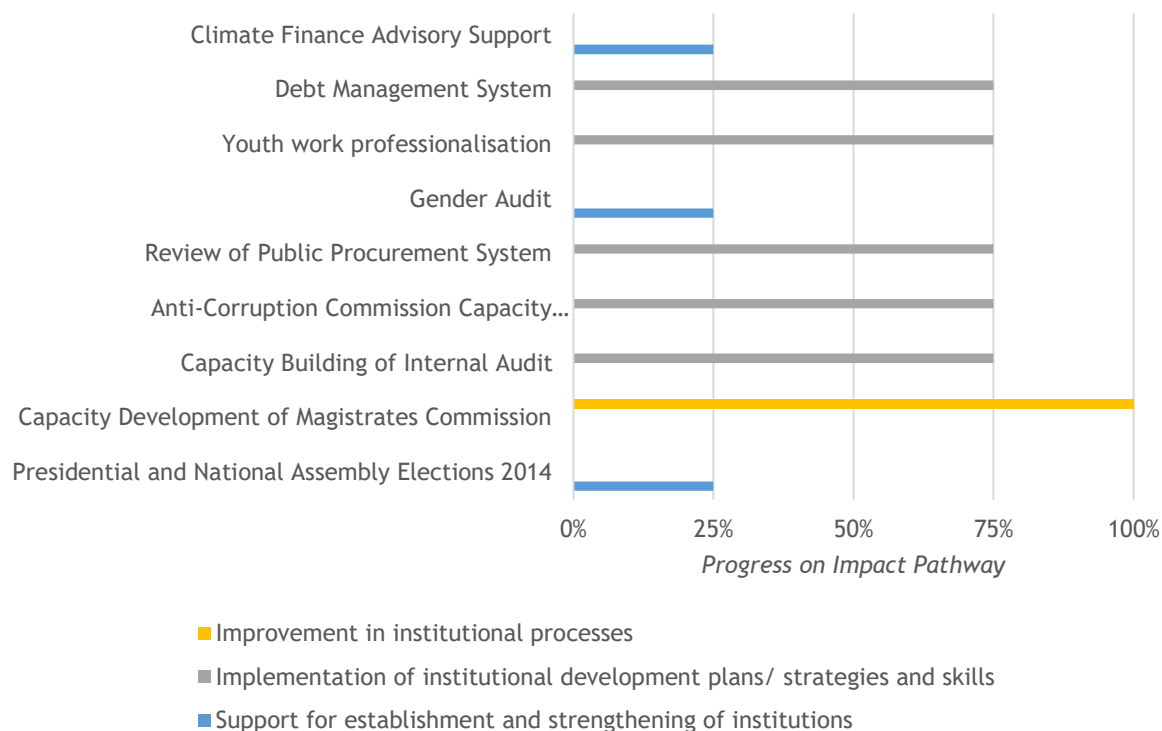
The Secretariat's support in institutional development is broad and ranges from system development and capacity building to the placement of an expert to deliver on key priorities. Progress has been noted on most of the outputs delivered. The timeframes for programme deliveries vary, determining the changes noted in the evaluation. Capacity development of the Magistrates Commission was finalised in the first year of the evaluation period, so the progress on outcomes was expected to be in a more advanced state than the gender audit conducted in 2016.

Climate finance advisory support is still at its initial stage and therefore progress made to date is satisfactory. The gender audit has stalled, with no response following delivery of the report with recommendations. Although changes in the leadership affected progress, there was also miscommunication regarding expectations and next steps. On the electoral recommendations, although there was progress in the implementation of the action plan following the elections, the Secretariat cannot attribute any changes to the report and recommendations provided, as there was no formal engagement with the report.

From figure 18, we can see that areas in which the evaluation noted commendable progress in relation to less input from the Secretariat include the review of the procurement system and youth work professionalisation. The review was a short-term consultation that triggered a whole-of-government reform with involvement of other stakeholders. In the area of youth work, the development of the diploma programme into a degree programme has had less technical input from the Secretariat and more involvement from Namibia and the Commonwealth of Learning, a key stakeholder in the delivery.

The progress on capacity development of the Magistrates Commission is reflective of the long-term engagement of the Secretariat over five years and the Namibian government's effort to maintain progress following the conclusion of the work of the expert. Long-term technical assistance was commended as an effective approach.

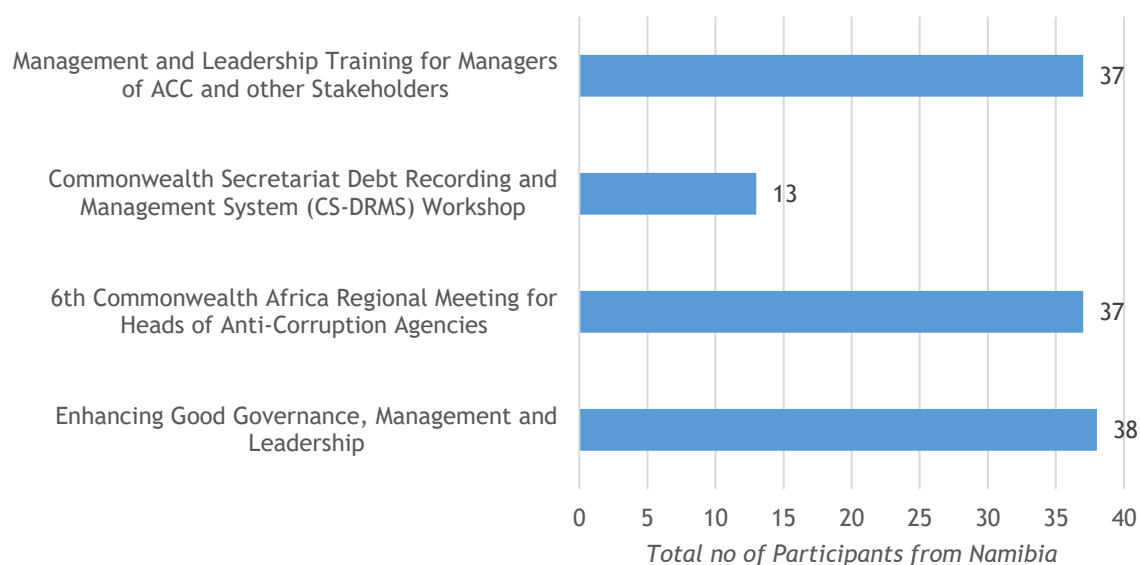
Results category	Overall assessment	Comments
Institutional Development and Capacity Building	Satisfactory	<ul style="list-style-type: none"> Over 60% of institutional plans/strategies have been adopted; one is at implementation stage. Progress on climate finance in the early stages is very satisfactory. Progress on the implementation of election recommendations is not satisfactory considering when the output was delivered. Progress on the gender audit is not satisfactory, as no action on the implementation of the recommendations had been considered by the time of the evaluation. The chances of taking the recommendations forward following discussions at evaluation are fairly satisfactory.

Figure 18. Institutional development and capacity building

As part of the Secretariat's policy no longer to conduct stand-alone training programmes, all the training programmes delivered to Namibia are in line with broader institutional capacity development. Training on debt management was targeted to the system that was installed and is currently being utilised. The anti-corruption training programmes

are targeted to the ACC and its stakeholders. The programme is co-ordinated by the Anti-Corruption Africa Centre and the Secretariat.

Figure 19 shows that a total of 125 Namibians participated in capacity-building workshops and meetings held in Namibia. Except for one training session on debt management, all the other programmes were on anti-corruption.

Figure 19. Training workshops held in Namibia

Consensus building, thought leadership and advocacy

Results category	Overall assessment	Comments
Consensus Building, Thought Leadership and Advocacy	Fairly Satisfactory	<ul style="list-style-type: none"> • Commitment to progress the two issues identified. • Progress on national youth development index is dependent on technical support from the Secretariat, that could be hindered or slowed down as a result of limited resources. • Momentum on human rights issues has stalled because of financial challenges

The evaluation highlights progress on two key advocacy initiatives led by the Secretariat in the areas of human rights and youth in the period under review. Consensus has been reached to develop the national youth development index, and this has been incorporated in the ministry's plans for action in 2017/18. On human rights, progress that was made regarding child, early and forced marriage, which included the recruitment of staff to lead implementation, has stalled. Budget cuts have affected this position and implementation has therefore been affected.

The evaluation noted that Namibia has actively participated in all ministerial meetings hosted by the Secretariat in the reporting period. The

evaluation could not ascertain conclusively how the participation in the meetings and conferences has influenced policy positions in Namibia.

As indicated in Figure 20, a total of 74 Namibians participated in ministerial and high-level meetings, while 21 participants joined various conferences and meetings organised at regional and pan-Commonwealth levels. Namibia in turn hosted one key regional conference on anti-corruption, where Namibia's participation was 37 delegates, compared with 2 or 3 delegates for other countries. Respondents at the Anti-Corruption Africa Conference noted that hosting a Commonwealth event raised the profile of the anti-corruption

Figure 20. Consensus building, thought leadership and advocacy

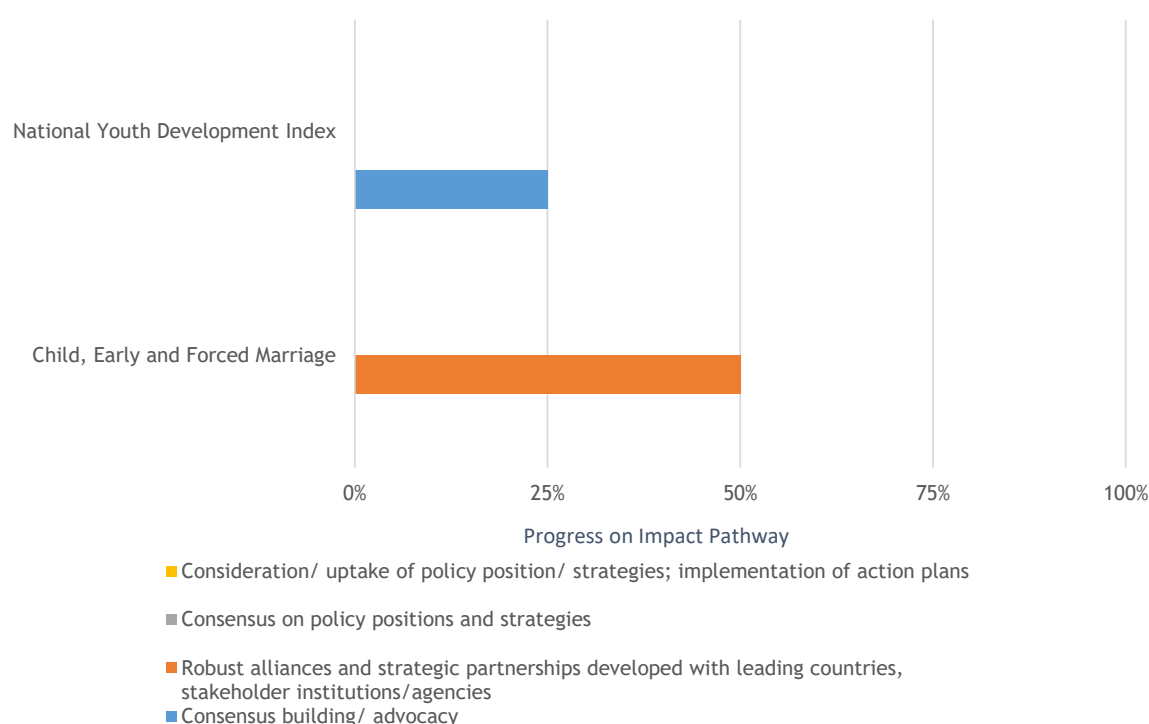
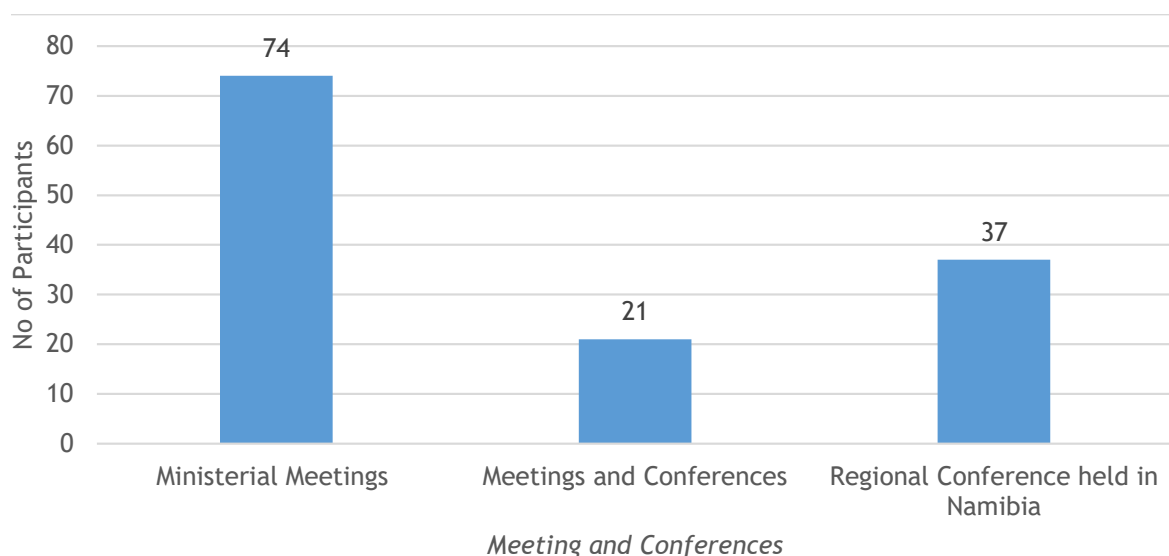


Figure 21. Namibia's participation at ministerial meetings and conferences

agenda in that country, especially with the President and high-level officials making key remarks and commitments.

Networking, knowledge generation and sharing

Namibia has shared its knowledge in areas of key competencies. These include human rights and electoral management (see figure 22). Key resource persons within these institutions have participated in sharing Namibia's experiences with other Commonwealth member countries. In recognition of the progress made by Namibia, especially in the processes of electoral management, a number of Commonwealth member countries have visited Namibia, a process that benefited both countries engaged in the dialogue. Figure 23 lists some of the events that highlight the level of knowledge sharing in these programme areas.

Progress on how knowledge exchange has benefited Namibia was not assessed. The ideal scenario would have been to assess how information and learning from these engagements and exchanges were utilised in the first instance, and then later how the knowledge was applied or adopted and ultimately led to improvement in institutional processes. The evaluation highlighted one case study on internal audit. The participation of the internal audit person in a pan-Commonwealth workshop and a follow-up exchange visit to Botswana triggered a few reforms in the division.

Results category	Overall assessment	Comments
Networking, Knowledge Generation and Sharing	Satisfactory	Excellent knowledge exchange; however, its effects on Namibia as host was not assessed.

Figure 22. Networking, knowledge generation and sharing

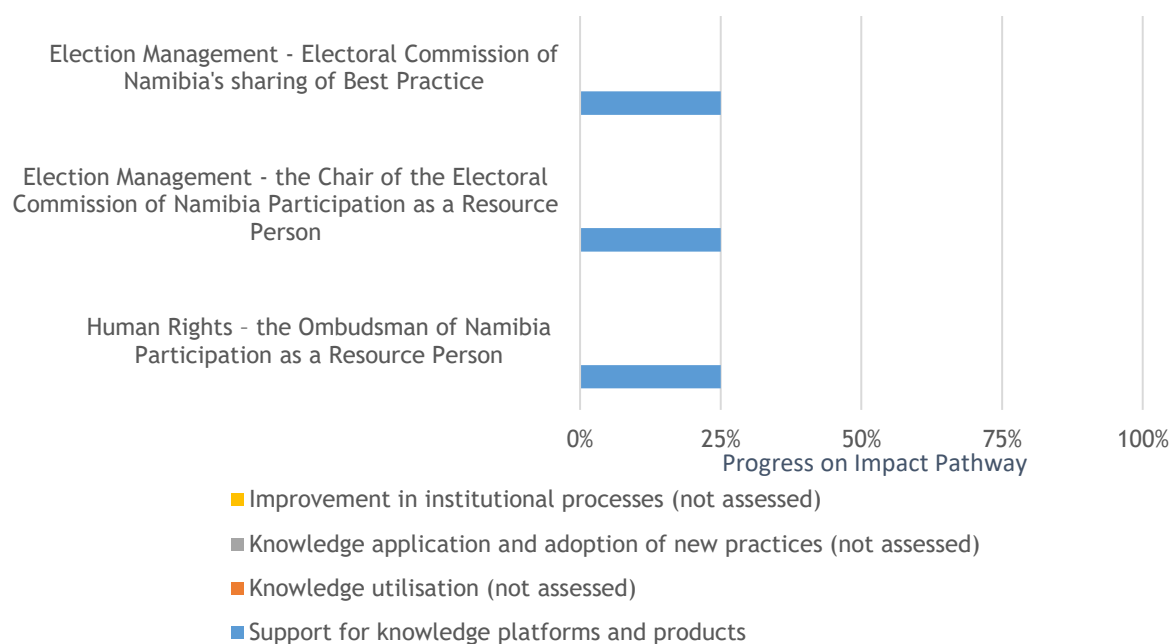


Figure 23. Namibia's knowledge sharing with member countries

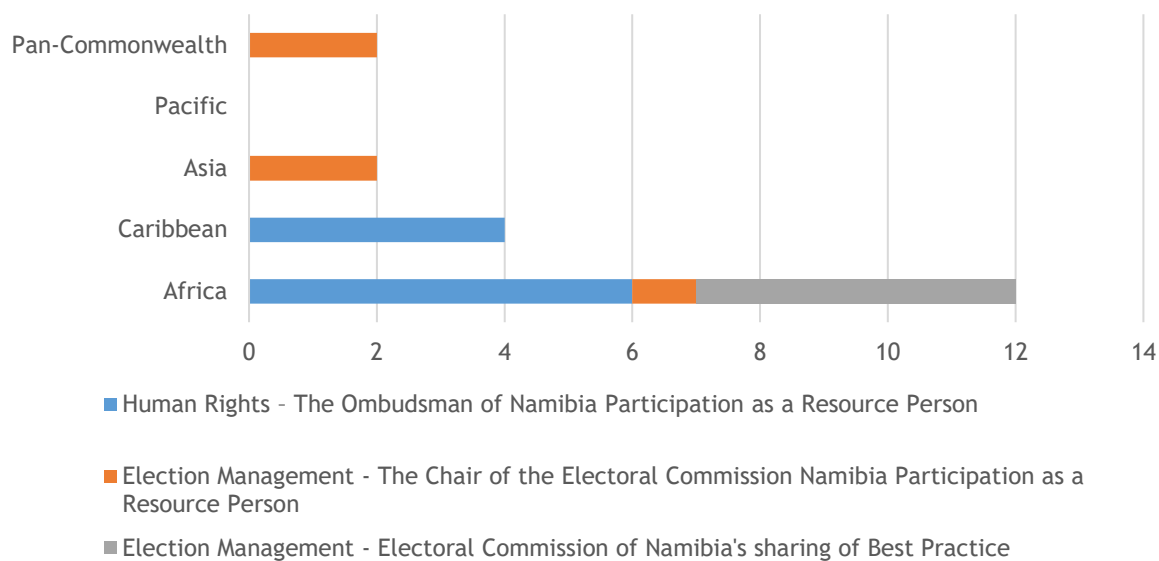


Table 3. Namibia's knowledge sharing with Commonwealth member countries

No.	Knowledge sharing event	Date	Location
Human rights – the Ombudsman of Namibia participated as a resource person in the following events			
	Africa regional seminar on the role of parliamentarians in the promotion and protection of human rights	19–21 March 2014	Mahé, Seychelles
	Dialogue with the Government of Grenada: establishment of a national human rights institution in compliance with the Paris Principles	28–29 June 2016	St George's, Grenada
	National consultation on the draft legislation for the establishment of a national human rights institution in The Gambia	20–21 August 2013	Banjul, The Gambia
	National stakeholder consultation: a national human rights institution in compliance with the Paris Principles	27–28 May 2015	Eden Bridge, Seychelles
	Dialogue with the Government of Jamaica: establishment of a national human rights institution in compliance with the Paris Principles	22 and 24 June 2014	Kingston, Jamaica
Election management: the Chair of the Electoral Commission of Namibia participated as a resource person in the following events			
	Commonwealth election observer group to Ghana's presidential elections	December 2016	Ghana
	Commonwealth election observer group to Maldives' presidential elections (annulled)	September 2013	Maldives
	Commonwealth election observer group to Maldives' presidential elections	November 2013	Maldives
	Women's political participation workshop (shared Namibia's experience in promoting gender-inclusive elections)	7 July 2017	UK
	Research on women's political participation, the Namibian 'zebra' system	August 2013	UK
Commonwealth Electoral Network hosted and shared electoral practices with Commonwealth countries			
	Zambia – electronic voting system	20 July 2017	Namibia
	Malawi – voter registration and introduction of biometric system	31 October to 1 November 2017	Namibia
	Botswana – terms and conditions for commissioners	15 October 2017	Namibia
	Uganda – electronic voting system and voter registration; introduction of biometric system	29–30 May 2017	Namibia
	Mozambique – electronic voting machines	21 June 2017	Namibia

3.1.3 Impact

The Secretariat's understanding of impact needs to be understood within the context of the impact pathway rather than the mainstream impact that pertains to changes in the lives of citizens. The 'impact' of the Secretariat's intervention has been defined considering the level of resource input as well as the fact that the Secretariat's support is limited to the national institutional level with no direct engagement with citizens. Table 4 shows the four result categories with what is considered an 'impact' for the Secretariat.

This evaluation highlighted a few impact areas of the Secretariat's support to Namibia as indicated below. Additional information on the impacts is documented in the *Detailed Findings*.

- **Science, technology and research development:** the Science and Technology Unit became the National Commission on Research Science and Technology with the enactment of the Research Science and Technology Act, 2004 (Act No. 23 of 2004). The Commission, a government parastatal, houses the national research and innovation fund.
- **Namibia's Biosafety Act, 2006** (Act No. 7 of 2006), developed with the support of the Secretariat's biosafety and biotechnology expert, was passed by Parliament and signed by the President. Under provisions in the Act, the BSC as well as the Biosafety Clearing House was established. The implementation of the Biosafety Act, 2006 (Act No. 7 of 2006), is in progress, with 14 regional workshops on the implementation of the Act hosted from 24 October 2016 to 30 March 2017.
- **Public procurement:** the Secretariat supported the MOF to kick-start a reform process for its public procurement system by conducting a review. The Public Procurement Act, 2015, with its supporting Public Procurement Regulations, 2017, came into implementation on 1 April 2017. The new reform affects 300 state-owned parastatals, local authorities and government ministries nationwide. All the key institutional mechanisms and systems for implementation are in place.
- **Namibia Youth Credit Initiative:** the NYCS, established in 2005 based on the CYP model and with start-up capital provided by the Secretariat, has significantly achieved its targets of job creation and establishment of businesses. According to the NYCS, from inception in 2005 to 2016, a total of 10,586 youths have received training, 8,397 have received loans, 8,159 businesses have been established and 6,769 jobs have been created. The total loan fund is N\$20,483,647.
- **Youth work professionalisation:** the Commonwealth DYD is run by NAMCOL. The distance-learning programme, despite the dropping numbers in enrolment, has been sustainable over the years. Following the successful delivery of the diploma programme, in collaboration with the Secretariat, the Commonwealth of Learning and the University of West Indies have developed the Bachelor of Arts in Youth Development Work degree programme. NAMCOL's first intake is scheduled for 2018.
- **Gender equality:** With 41.3 per cent (43/104) of seats in parliament occupied by women, Namibia ranks 12th in the world in terms of the number of women in parliament and 4th in the Commonwealth ranking for women's participation according to data presented

Table 4. The Secretariat's definition of impact

Result area	Consensus Building, Thought Leadership and Advocacy	Policy and Legislative Development	Institutional Development and Capacity Building	Networking, Knowledge Generation and Sharing
What is considered impact	Consideration/uptake of policy position/strategies; implementation of action plans	Policy implementation	Improvement in institutional processes	Improvement in institutional processes

in the women in politics 2017 map as of 1 January 2017 published by the IPU and UN Women.

- **Gender-responsive budgeting:** GRB has been adopted and is being implemented by the Government of Namibia. Cabinet Decision No. 2nd/11.03.14/007 directed all government (OMAs) in Namibia to comply with GRB guidelines. GRB guidelines were incorporated into the 2014/15 and 2015/16 Budget Call Circular as well as the MTEF.

The evaluation noted that the Secretariat's engagement with the institutions following delivery of direct support was very limited. No formal follow-up processes exist to ensure continuous engagement with progress. Most of this information could have already been collected and reported prior to this evaluation. However, the evaluation noted the weak or non-existent monitoring and evaluation system within the Secretariat with limited ability to engage with progress and report on impact. Some of the factors that promoted the documented impact include:

- The government is committed to the change. Its commitment is embodied in institutionalising the change and ensuring policies and legislation are in place for effective implementation.
- Long-term technical assistance that ensured the expert engaged and supported the national institution through the policy and legislation processes ensured that the momentum of progress was sustained. However, there are areas where long-term experts were in place but did not produce the same results. Political will and government priorities were a key factor.
- Minimal input, such as conducting a review of the procurement system, triggered a whole-of-government reform of the processes due to the government's national priorities. This is reflected in the national resources aligned to the implementation of the action plan.

As the evaluation was primarily focused on programmes/projects that fall within the previous and current strategic plan periods, there is more impact information that was not collected.

3.1.4 Sustainability

Consideration of the sustainability of the Secretariat's programme is more articulated in relation to expert placement. Namibia was required to provide a counterpart (an individual or a team) that the expert placed in the country would work alongside to transfer skills and develop capacity. The Secretariat's engagement with the MME has been very prolonged, which calls into question the issue of sustainability and whether or not the Secretariat is merely gap-filling without ensuring effective mechanisms are in place for sustainability. The evaluation noted that the support has evolved and that the field, particularly petroleum, is still at the exploratory stage and there is therefore still reliance on the Secretariat. The ministry is also drawing on specialist capacity from NAMCOR alongside the Secretariat.

As an example of sustainability, in the development of legislation within the MME, the ministry recruited a local firm to work alongside the Secretariat's legal experts as a form of capacity building and transfer of knowledge to a local firm that will deliver such services once the Secretariat's support comes to an end.

The Magistrates Commission is also a good example of sustainability in the Secretariat's engagement in Namibia. The Secretariat placed a long-term expert, a Deputy Chief Magistrate, in Namibia for five years without a direct counterpart. The expert was primarily in charge of training and was recruited to oversee capacity development in all the 34 Magistrate Courts country-wide. Manuals have been developed, including Bench Books, which have become a key reference for the magistrates. The courses that were developed are being run and new programmes are being designed that respond to the current needs of the magistracy.

The evaluation also noted that, by default, most of the support provided by the Secretariat relates to policy and legislative development that is primarily a precondition for development. These policies and pieces of legislation work towards sustaining development interventions and are a key priority for the government to ensure they continue to guide programme delivery. As these policies and pieces of legislation, once developed, take a long time to review to ensure their relevance, the evaluation did not assess the extent to which the Secretariat's engagement beyond the delivery ensured that

there is a mechanism in place for continuous review and adaptation of the policies and pieces of legislation.

All training events assessed during the evaluation were part of an overall institutional capacity development approach. The capacity building for the ACC and its stakeholders is a case in point, in which the Secretariat, working with the Commission, not only conducted training for all the key stakeholders, but continues to run training programmes for key officials within the anti-corruption programme at the Commonwealth Africa Anti-Corruption Centre. These training programmes, coupled with top leadership engagement at the conferences and specialised top leadership training programmes, has contributed towards sustained and effective delivery of the anti-corruption strategy and action plan.

The evaluation reflected on the design of the broader projects that Namibia is a part of and in which there is a section on sustainability. Except for technical assistance projects with clearly defined requirements for the host government, this section of most of the project design documents is very vague and is not clearly articulated to compare what was planned with what is now being achieved.

3.1.5 Contributions and benefits

Namibia contributes to all the three core funds of the Secretariat. This includes the COMSEC assessed contribution. As noted in Figure 24, these funds have been fully contributed as expected. These funds are used primarily to finance the operations of the Secretariat as well as some of the programme areas. Namibia contributed in three of the four years to the CFTC, a voluntary fund. When a country does not contribute to this fund, it cannot receive support from the fund. The third fund is the CYP, which is also an assessed contribution.

In the financial year 2015/16, when Namibia did not contribute to the CFTC, it meant that it was in breach of the Abuja Guidelines. One of the implications of this breach was that ongoing support in the development of the Draft Public Accountants' and Auditors' Bill was affected. The work of the short-term consultant that was engaged on the project could not commence. As progress on this draft Bill was at a critical stage and could not be halted, the MOF financed the continuation of the assignment.

Income versus expenditure

Overall, in terms of direct expenditure, Namibia contributed more than it received from the Secretariat. However, it should be noted that the figures provided do not include the regional and

Figure 24. Namibia's financial contribution

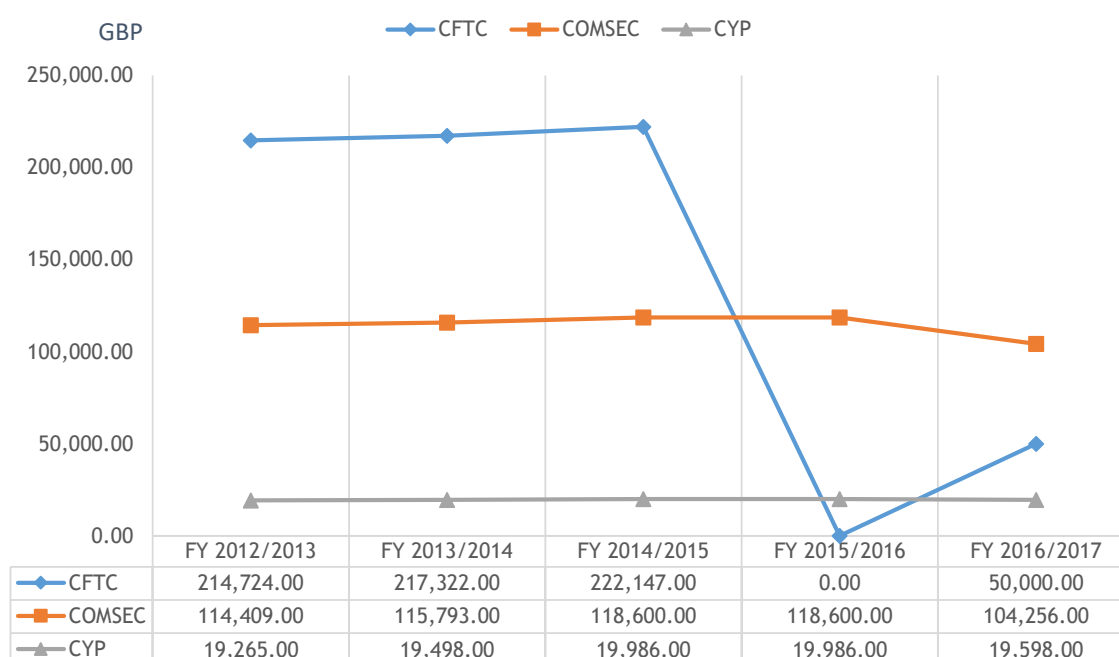
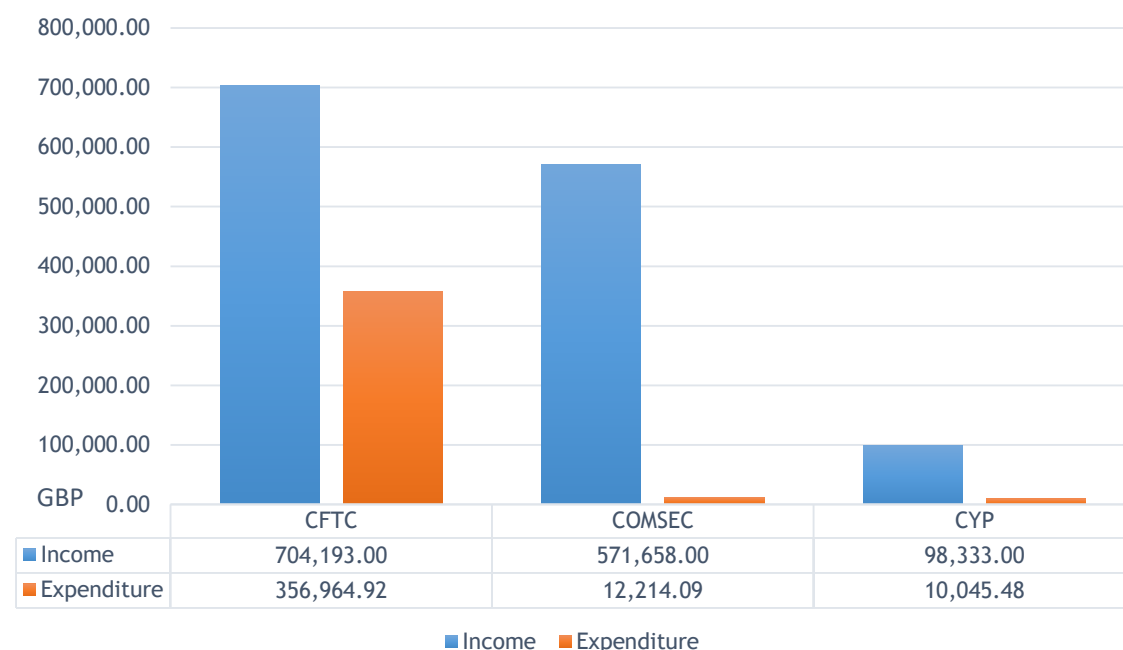


Figure 25. Total income and direct programme expenditure 2013/14–2016/17

pan-Commonwealth programmes from which Namibia benefited. COMSEC expenditure is particularly low (see figure 25), as most of the funds are used for running the organisation and less for direct programme delivery. In the Secretariat's overall expenditure, COMSEC funding is used for convening meetings such as Ministerial Meetings and CHOGM, all of which Namibia participated in. As the cost is not disaggregated, except where there

was direct support with travel costs or technical input, the unit cost for each country could not be determined.

On CFTC expenditure, 2014/15 had the highest direct expenditure, £125,428.04, reflective of the cost of the resident technical experts in addition to other programme costs, while 2016/17 was the year with least expenditure, £45,070.57. This is reflective of the overall expenditure pattern of the Secretariat, with reduced income over the years.

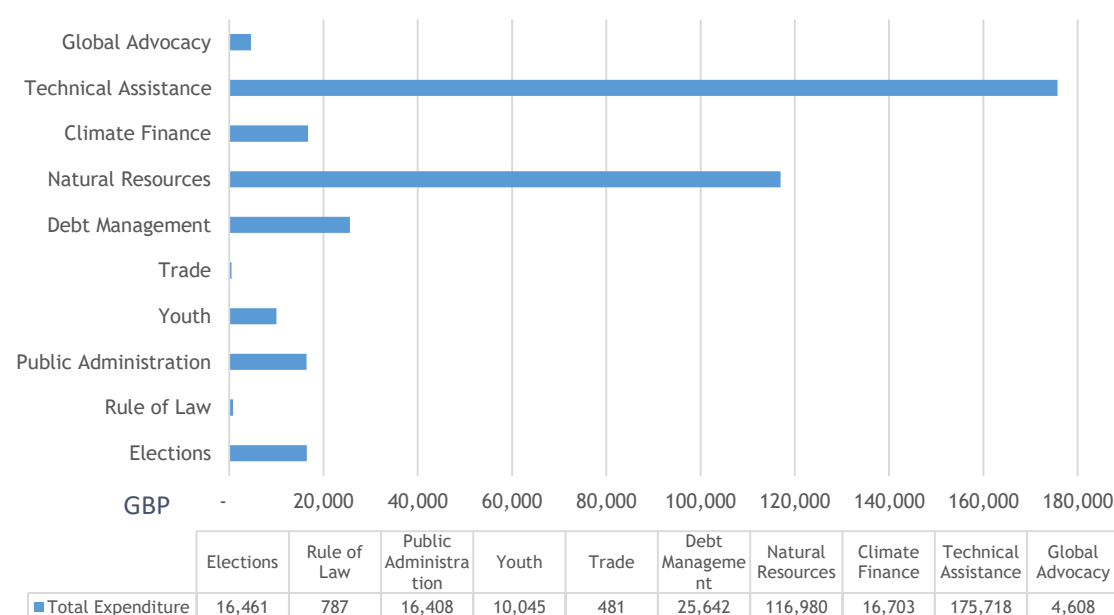
Figure 26. Total expenditure by result, 2013/14–2016/17

Table 5. CFTC expert expenditure 2013/14–2016/17 (£)

CFTC Expert	FY 1	FY 2	FY3	FY4	Total
	2013/14	2014/15	2015/16	2016/17	
Local Governance Adviser	38,183	20			38,203
Strengthening Capacity of the Magistrates Commission	55,159	52,302	5,070		112,531
Reform in the Regulations of Public Accountants and Auditors Board			6,220	27,472	33,692
Total	93,342	52,322	11,290	27,472	184,426

FY, financial year.

At programme level, natural resources had the highest expenditure, £116,980. This cost is proportional to the level of programme delivery. A total of eight policy and legislative developments were delivered during this period. A large proportion of this cost is expert staff travel costs to Namibia for the delivery of technical support.

As Figure 26 shows, technical assistance costs are the highest expenditure. However, of this total cost, £146,223 relates to technical assistance to the rule of law programme (strengthening capacity of the Magistrates Commission, £112,531 and reform in the Regulations of Public Accountants and Auditors Board, £33,692) as indicated in Table 5. This brings the total for the rule of law programme to £147,010.

Much as the total direct expenditure to Namibia is lower than the total income contributed, key reforms have been triggered by the Secretariat's support, the actual value of which cannot be calculated in monetary terms.

Note

A total of £5,769 was spent on the gender audit. This expenditure is not incorporated in the mainstream expenditures because of coding issues. It is believed that there might be more expenditures that have not been adequately allocated to the member countries. The total expenditure figures on technical assistance generated from the Secretariat's financial system (£175,000) differ from the total expenditure that is managed by the Technical Assistance Unit (£184,000). This information will be further reviewed before the final report is produced.

3.2 Lessons learnt

- **South-South** collaboration has been highlighted in the Namibian experience as a core resource of technical co-operation for the Commonwealth member countries. A key learning point is that member countries that are advanced in promoting core priorities within the Commonwealth Charter can be called upon to work closely with countries in need. Namibia, while benefiting from knowledge shared at the key forums has, for the most part, taken on a facilitating role in the Commonwealth human rights platforms and election management, a core contribution to be acknowledged.
- **Strong institutional leadership** to co-ordinate the national fight against corruption is important. The Namibian ACC needs to be commended for broadening the actions to all institutions with an accountability mechanism embedded in the action plan. In its first year of implementation, the NACS, with sustained political will, provided the Commonwealth membership with key lessons in institutional ownership in addressing corruption issues, a process that might change citizens' perception of corruption.
- **Institutional readiness for reform:** a good example from this evaluation is the internal audit reform. The Secretariat's support, however minimal in financial terms, met an institution that was ready and waiting to undertake reform. The knowledge and experience achieved through technical meetings with other member countries, as well as the opportunity to see progress in context from an exchange visit in a member

country, provided valuable triggers for the progress observed in Namibia to date. In addition to institutional readiness, the progress documented attests to the presence of a champion willing and ready to drive the reform. In addition, the readiness of the Government of Namibia as well as the timing of the delivery of the assessment report on Namibia's public procurement system contributed to the progress made to date. The Secretariat's support triggered the reform by providing the government with the necessary analysis and recommendations. The implementation of this whole-of-government reform is an extensive venture with significant resources invested by the government and its partners.

- **Secretariat's positioning in Namibia:** most of the Secretariat's support is positioned at the preconditions stage. To deliver the national development plan, it is recognised that there is an expectation of well-functioning regulatory frameworks and technical capacity. In the absence of these, targeted technical support is requested from the Secretariat. The targeted technical support from the Secretariat also recognises the limited budget. Such support tends to be spread over several institutions and sections. The technical support provided to the OMAs is more internal than external. The Secretariat is considered part of the delivery team in OMAs. This highlights the notion that the Secretariat is a trusted partner.

3.3 Challenges and recommendations

During the evaluation a number of challenges were discussed by the stakeholders and by staff, while other challenges relating to the overall programme have been identified by the evaluation. This section will highlight challenges and recommendations at programme level and then at the institutional level.

3.3.1 Programme challenges and recommendations

- **Election management:** there is no documented mechanism in Namibia for engaging with external and internal election observer monitoring reports. This mechanism would ensure that the Commission formally

acknowledges receiving the report, accepts or rejects recommendations and indicates how the Commission intends to take forward the accepted recommendations.

It is therefore recommended that a formal mechanism for engagement with the foreign and domestic observer mission recommendations be put in place and, where possible, incorporated into the performance assessment and post-election report for action and reporting on progress.

The Secretariat's engagement with member countries on elections does not provide any requirements for follow-up on recommendations provided. The engagement is not on the full electoral cycle but only when a member country invites the Secretariat to participate in the observation of the elections. Currently, there is no formalised follow-up on election recommendations. Progress on election recommendations can be captured only if the Secretariat is invited to participate in another election and the two reports are compared.

It is recommended that the Secretariat engage with member countries through the full electoral cycle and provide guidance on how to engage on recommendations.

- **Legislative drafting:** There is a lack of legislative drafting capacity within ministries to produce 'layman's drafts'. The Ministry of Justice particularly noted that the drafts received are of low quality, which increases the workload of the drafting team. Secretariat support has been provided directly in the ministries.

It is recommended that, although support should continue with the relevant ministries in the production of layman's drafts, centralised capacity should be considered within the Ministry of Justice to provide technical support to drafting in ministries while reducing the backlog of drafting nationally.

- **Technical assistance:** the evaluation noted that, although the institutions that have hosted technical experts are keen to receive expertise from all over the Commonwealth, there is concern for an understanding of the local context and transferable skills within

the African context. Outputs from some of the experts have been questioned, primarily based on the issue of local context.

It is recommended that, when placing an expert in Namibia, consideration be given to ensuring that there is a good understanding of the local context and that the skills from the expert can easily be transferable nationally.

- **Climate finance:** progress on the development of proposals on access to climate finance would be faster if access to information to develop the proposals were feasible. Access to technical and monitoring information, access and engagement with stakeholders and responsiveness to everyday questions have been lacking. The capacity of the expert could be utilised to deliver more within the contract period.

It is recommended that facilitation to access information and stakeholders should be strengthened to increase the pace of development of the proposal on climate finance.

- **Youth work professionalisation:** there is no postgraduate training programme in youth work. There is a lack of motivation for staff already engaged in youth work who have a bachelor's or master's degree in other fields (not relevant to youth work) to acquire postgraduate training in youth work.

It is recommended that, with the introduction of the degree programme, consideration should be given to the introduction of a postgraduate diploma programme on youth development that would attract the participation of other professionals that are already in the youth development sector but already possess basic degrees in other fields.

- **Commonwealth youth networks:** the NYC as the co-ordinating body of youth has had challenges in the engagement of the Commonwealth youth networks. Several Commonwealth youth networks have been formed along key thematic issues. These include, among others, the Climate Change Network; the Commonwealth Students Association; Human Rights and Democracy; Peace Buildings; Health; Sports for Development and Peace. These Commonwealth networks engage directly with individuals and national networks in a bid to

expand the level of youth engagement. Much as this is appreciated, it was noted by the Council as a disruptive approach to cohesive national youth engagement. The NYC has been established as the national mechanism for co-ordinating youth engagement and therefore the point of contact for any issues and engagements with young people.

The NYC recommended that the most effective way for the Secretariat to engage with young persons in the country is to strengthen governance, capacity and relationships, and establish communication and reporting mechanisms for the NYC to engage effectively and connect the networks to the Commonwealth platforms, as opposed to the Commonwealth networks duplicating the role of the NYC in the country.

- **Debt management:** the Secretariat's debt management software is not integrated with the existing system in place at the Bank of Namibia for recording and managing securities (the MOF uses the CS-DRMS while the Bank of Namibia uses the Bloomberg System for Auction). Data generated from the Bloomberg System is manually entered on CS-DRMS. The problem is compounded by administration book entry and payment systems all being independent of each other. The transfer of data from one system to the other is still manual, increasing workload and room for error.

Consideration needs to be made on integrating aspects of the debt management systems that are feasible and discussed with the Secretariat to enhance debt recording and reporting.

There is no system to manage contingent liabilities.

The MOF should consider migrating to the Secretariat's Public Debt Management System, MERIDIAN, to be released in 2019, because it has contingent liabilities functions.

3.3.2 Institutional challenges and recommendations

- **Programme co-ordination:** national co-ordination of programmes has been challenged by the fragmentation of support across the different OMAs. At any one point, neither the High Commission of Namibia nor

MIRCO is fully aware of all the programmes that are currently in implementation or that need monitoring. The country information is also fragmented in different project documents and reports. There is no holistic understanding by the Secretariat or Namibia of the broad level of support provided to the country.

Country reports that provide a holistic picture of all programmes, ongoing and past, allowing for effective co-ordination and reporting on national programmes should be established. This report should be updated annually with the High Commission and MIRCO.

- **Country co-operation frameworks:** there is no country agreement framework to support co-ordination and direction of national support. This has caused fragmentation in the Secretariat's support and made it impossible for any central co-ordination function to understand the full level of support of the Secretariat in-country.

The Secretariat should establish country co-operation/agreement frameworks based on broad national priority areas for effective co-ordination of programmes. Concentrated programming in specific areas would deepen the Secretariat's engagement and concentrate the limited resources for increased impact.

- **Commonwealth profile:** the Secretariat's support, co-ordinated through the High Commission of Namibia and MIRCO, is directly accessed by the relevant OMAs through a request-based approach. The national co-ordination mechanism of donor support is not aware of the support provided. There is no direct linkage between the Secretariat and the National Planning Commission in Namibia. In national reporting, the support of the Secretariat is not included and acknowledged that directly impacts on the profile of the organisation.

Especially on CFTC-funded programmes, linkages need to be established by MIRCO with national co-ordination mechanisms of donor support, specifically the National Planning Commission.

- **Monitoring and evaluation:** this was the first evaluation study conducted in Namibia and, in a broad sense, the first comprehensive

monitoring visit. Except for establishing progress on ongoing activities, there has been limited or no engagement with the relevant institutions once the outputs have been delivered. The monitoring system established within the Secretariat during the strategic period has not yet been fully activated. Impact information that has been documented in this evaluation should have been captured and reported much earlier. With fragmented programmes across the different institutions, it is very difficult to collect, aggregate and analyse information that does not have a wider theory of change.

The monitoring and evaluation system that has been developed needs to be operationalised to ensure systematic and consistent collection of information and reporting. The Secretariat should establish linkages with national reporting systems as well as with the National Planning Commission to access progress reports on ongoing activities without putting any additional reporting requirements in place. A clear handover of closed programmes should be made to the central monitoring and evaluation team in the Strategy, Portfolio and Partnership Division for continued monitoring of progress.

- **Knowledge management system:** there is no centralised place to access country information in the Secretariat. During the evaluation, it was noted that information on Namibia was fragmented. It was even more difficult to access information in those cases where staff who implemented the programme are no longer with the Secretariat.

The Secretariat should establish a knowledge management system that incorporates a database for country information and is linked to existing data sources.

3.4 Summary

Namibia's engagement with the Secretariat is guided by its National Development Plan. As a member of the Commonwealth, the Government of Namibia makes a contribution to the three Commonwealth Funds. The Secretariat engages directly with member countries based on national demand. All of the Secretariat's direct support and engagement with the Government of Namibia is based on government requests and priorities. Most of the Secretariat's support is positioned at

the preconditions stage (enabling environment). To deliver the national development plan, it is recognised that there is an expectation of well-functioning regulatory frameworks and technical capacity. In the absence of these, targeted technical support is requested from the Secretariat.

A total of 29 of the Secretariat's engagements and support to Namibia were reviewed. The evaluation noted that the support was mainly on policy/legislative development (about 40%) and institutional development (about 40%). Progress has been highlighted across the programme on the policy and legislative development delivered within the period under review. There is confidence from the stakeholders in the Secretariat's ability to support the development of policies and legislation. The Secretariat's support in institutional development is broader, ranging from system development and capacity building to the placement of an expert to deliver on key priorities. Progress has been noted on most of the outputs delivered.

South-South collaboration has been highlighted in the Namibian experience as a core resource of technical co-operation for the Commonwealth member countries. It is a key learning point that member countries that are advanced in promoting core priorities within the Commonwealth Charter which can be called upon to work closely with countries in need. Namibia, while benefiting from knowledge shared at the key forums, has, for the most part, taken on a facilitating role, a core contribution to be acknowledged.

A number of challenges have been identified in programme delivery and at the institutional level. National co-ordination of programmes has been challenged by the fragmentation of support across the different OMAs. At any one time, neither the High Commission of Namibia nor MIRCO is fully aware of all the programmes that are currently in implementation or that need monitoring. The country information is also fragmented in different project documents and reports. There is no holistic understanding by the Secretariat or Namibia of the broad level of support to the country. Some of the institutional recommendations for this study are:

1. Country reports that provide a holistic picture of all programmes, ongoing and past, allowing effective co-ordination of and reporting on national programmes, should be established and operationalised.
2. The Secretariat should establish country co-operation/agreement frameworks based on broad national priority areas for effective co-ordination of programmes. Concentrated programming in specific areas would deepen the Secretariat's engagement and focus the limited resources for increased impact.
3. Linkages needs to be established by MIRCO, especially on CFTC-funded programmes, with a national co-ordination mechanism of donor support: the National Planning Commission.
4. The monitoring and evaluation system that has been developed needs to be operationalised to ensure systematic and consistent collection of information and reporting. The Secretariat should establish linkages with national reporting systems as well as with the National Planning Commission to access progress reports on ongoing activities without putting any additional reporting requirements in place.
5. The Secretariat should establish a knowledge management system that incorporates a database for country information and is linked to existing data sources.

Annex 1: Terms of Reference

COUNTRY EVALUATION

Evaluation of the Commonwealth Secretariat's support to Namibia 2013/14–2016/17

1. INTRODUCTION

The Commonwealth Secretariat is an intergovernmental organisation established in 1965 with 52 member countries across the globe, bringing together 2.2 billion citizens. The organisation promotes democracy, the rule of law, human rights, good governance, and social and economic development, and is also a voice for small states and youth empowerment. The Secretariat's work is guided by its Charter, which affirms the core Commonwealth principles (of consensus and common action, mutual respect, inclusiveness, transparency, accountability, legitimacy and responsiveness) and by its strategic plan.

In response to the evolving development context and demands of member countries and other stakeholders, the Secretariat has adopted an increasingly results-oriented approach. Guided by the strategic plan and the evaluation plan, a select number of independent evaluations and country evaluations are commissioned each financial year to respond to member countries' demands for accountability as well as the Secretariat's need for learning and organisational improvements.

The overall aim of the evaluation is to determine the relevance, efficiency, effectiveness, impact and sustainability of a programme, policy or project so as to incorporate lessons learnt into the decision-making process. Given this, it requires gathering, analysing, interpreting and collating information. To be effective, evaluations must be well designed, meet accepted standards for data gathering, quality and analysis, and be well managed.

The Secretariat's country evaluations are designed to fulfil a number of functions:

- They are an instrument of accountability to member governments, providing an assessment of effectiveness, relevance,

impact and sustainability in delivering results of Secretariat's projects, programmes and special activities in member countries.

- They guide policy and planning decisions by providing feedback on the performance and quality of the Secretariat's portfolio of development and democracy work.
- They provide an opportunity to identify and disseminate organisational lessons to guide the future work of the Secretariat in a particular country or region and generally across its membership.
- They assess the contribution versus the benefits that individual member countries experience from the Secretariat's service delivery.

2. CONTEXT

The strategic plan 2013/14–2016/17 evaluation noted that the Secretariat should do more 'evaluative monitoring' to reduce its reliance on costlier external evaluations. As the Secretariat matures in its monitoring function, it is expected that the evaluation function will endeavour to bridge the outcome-monitoring gap through evaluative monitoring. As outcomes take a long time to materialise, outcomes of projects implemented in the 2013/14–2016/17 strategic plan will be realised only in the next strategic period (2017/18–2020/21).

Building on the Secretariat's impact pathway approach to results-based planning, monitoring and evaluation, an evaluation framework that applies qualitative evaluative monitoring methodologies, such as outcome mapping, outcome harvesting and case studies will be applied.

Country-focused evaluative monitoring will take a holistic approach to the Secretariat's engagement in the selected country in assessing outcomes and impact. These studies will be conducted internally by the Strategy, Partnerships and Portfolio Division (SPPD) evaluation team, increasing the scope and reach of the study over the strategic plan period. The selection criteria used for the countries to be evaluated are:

- a. an adequate geographical balance of nations;
- b. no previous country evaluation conducted;
- c. the size (number and value) of activities supported by the Secretariat;
- d. a balance between small nations and others;
- e. a balance between varying levels of development.

3. PURPOSE AND SCOPE OF ASSIGNMENT

The country evaluation is an internal evaluation led by the SPPD. The purpose of country evaluations is to assess the relevance, effectiveness, impact and sustainability of the Secretariat's support to the target member country. The study will cover the four-year period of the strategic plan 2013/14–2016/17 as the common base for all country evaluations. However, depending on when the evaluation takes place, information collected should be up to date at the time of the study and so may include the current strategic plan period 2017/18–2021/22. The evaluation will provide an independent opinion on the design, performance and results of all the Secretariat's programmes in the targeted member country. It will also make recommendations from both the strategic and operational perspectives to optimise the utilisation of resources in achieving sustainable impact. Specifically, the evaluation will:

- review the extent to which the Secretariat support was relevant to the priorities of the targeted member country, and was consistent with intermediate outcomes of the strategic plan;
- assess outcomes and impacts achieved over the evaluation period and the level of sustainability of the results;
- assess the member country's contribution to the Secretariat's funds and the benefits realised over the review period and conduct a contribution–benefit analysis, assessing value for money for the member country;
- review the delivery model of programmes in the member country, including communication and programme co-ordination in-country, highlighting lessons and areas for improvements;

- identify issues, challenges and lessons learnt and make recommendations on the Secretariat's overall programming.

4. APPROACH AND METHODOLOGY

One of the primary areas of focus of the country evaluations is to assess if any outcomes or impacts can be attributed to the contribution of the Secretariat to the member country. It is very difficult to assess the contribution of the Secretariat in the midst of different development players, and in some cases where the Secretariat's contribution has been limited. In this regard, a mix of qualitative methodologies will be used to try and ascertain the changes that have occurred and evidence their links to the Secretariat. Some of the methodologies that will be used include the Secretariat's developed impact pathway, outcome harvesting, outcome mapping and case studies.

Based on the above evaluation methodologies informing the questions and tools development, the evaluation team will include the following key steps in the conduct of the evaluation for information collection, analysis and report writing during the study.

- National country documents, including strategy documents and publicly available reports, will be reviewed to provide context and to address the general evaluation questions.
- A desk review of all projects and interventions delivered in the target country will be undertaken. Project design documents with their monitoring plans and results reports will be reviewed. All key documentations including BTORs, research reports, progress reports from consultancies, etc. will be reviewed to address the specific evaluation questions.
- Focus group discussions and interviews will be held with project teams to better understand the programme theory, to qualify and contextualise the results documented and to seek responses to specific questions that will emerge from the literature review.
- Field visits will be conducted to the target country to meet key stakeholders, boundary partners, beneficiaries and others who may have engaged with the interventions. These visits will allow the evaluation team to triangulate desk findings, verify results

information and collect raw data on the evaluation questions in the evaluation framework. Where possible, focus group discussions will be held with teams/beneficiaries directly engaged with the Secretariat's programmes.

- Specific engagements will be conducted with national-level monitoring and evaluation units, and planning and statistical units, to aggregate national information and also verify national statistics and policy positions.

In order to maximise access to key stakeholders, where possible, the timing for these studies will coincide with any country, regional or pan-Commonwealth meetings or events taking place in the target country. Evaluation teams, where possible, can also hold side review meetings alongside these meetings/events.

5. DELIVERABLES

- **Inception report:** this will incorporate the revised terms of reference and Country Evaluation Framework and data collection tools.
- **Evaluation report:** following the desk review, interviews, survey and field work, the report will include all the findings, analysis, lessons and recommendations. Case studies will be used in the representation of some of the information.
- **Impact stories:** these will be a core output of each of the field visit. They will be stand-alone case studies where there is strong evidence of impact. These will be published separately with photos where appropriate. The impact stories will be used to supplement progress reports and published for wider access.
- **Synthesis studies themes:** emerging themes from completed country evaluations and impact stories will be identified for further analysis and synthesis to provide a regional or pan-Commonwealth picture.
- **A dissemination seminar:** this will present and validate the evaluation findings and recommendations.
- **Evaluation summary report:** this short document will highlight key findings and can be easily accessible and used for decision-making.

6. SCHEDULE AND LEVEL OF EFFORT

The study is planned to commence in September 2017. It is estimated that, for each country study, at least a team of two staff will be involved, led by a member of the Strategy, Learning and Innovation team. The study is to be completed within three months of inception. Travel and daily subsistence allowance expenses related to country field visits will be covered by the country evaluation budget in line with the Secretariat's travel policy.

7. TECHNICAL REQUIREMENTS

The evaluation team should demonstrate the following:

- substantive knowledge and experience in undertaking reviews, evaluations and critical research;
- knowledge and experience of policy and programming matters as well as challenges and issues in global and national development and democracy;
- an ability to handle and analyse big datasets, and conduct multi-country reviews;
- excellent communication skills, in both spoken and written English, including experience in the production of clear and concise reports for international/intergovernmental institutions, and the delivery of messages to a diverse audience;
- an in-depth understanding of the work of the Commonwealth; and
- familiarity with SDGs and the international governance architecture.

8. EVALUATION TEAM SELECTION CRITERIA

To be selected to participate in the country evaluation team, the staff member should:

- be objective and able to view progress or the lack of it from a learning perspective;
- be balanced, critical and able to independently lead and facilitate discussions with both internal and external stakeholders;
- not be a part of the programme team for projects being evaluated in the targeted country;

- be able to engage with and represent the Secretariat at key meetings, and present and defend the evaluation findings to external and internal stakeholders.

9. EVALUATION TEAM

The country evaluation team is composed of the following:

- **Head of Evaluation – Evaluation Team Leader:** be accountable for the overall evaluation study; lead the evaluation study, including preparation of evaluation tools, desk review, data/information collection, analysis and reporting; lead the team on the field visit; lead the preparation and presentation of the evaluation report.
- **Programme Adviser/Officer:** support preparation of evaluation tools and data analysis frameworks; conduct desk review; conduct interviews and participate in field visits; facilitate focus group discussions as required; conduct analysis of data and information; support preparation of evaluation report; support presentation of the evaluation findings; follow up on evaluation recommendations.
- **Evaluation Support Officer:** support desk review; support data collection; support communication with internal and external stakeholders; circulate data collection tools; schedule interviews; facilitate field visit logistics; support analysis and reporting; participate in and prepare minutes for meetings, including presentation of reports and follow-up meetings.

Annex 2: Evaluation Framework

	Evaluation questions
Context	What has been the Secretariat's engagement with the institution? What issues/ problem was being addressed by the Secretariat? Did the Secretariat fully understand the problem within the broader context? What was delivered by the Secretariat? When was this delivered?
Relevance	Were the activities and outputs of the programme responsive to the problem/ issue that were identified? Was the Secretariat support relevant to the priorities of the institution? Was this support consistent with intermediate outcomes of the strategic plan?
Efficiency	What was the delivery mechanism? How efficient was the delivery? Were costs economised without affecting the quality of delivery? Were issues of equity considered in the achievement of programme outcomes?
Effectiveness	Were the planned results of the programme achieved? What factors contributed to the achievement or non-achievement? Was the Secretariat responsive to the issues? How effectively have the outputs and outcomes been monitored?
Impact	What changes (positive and/or negative) have you seen? Can this change be directly attributed to the support provided by the Secretariat? Who are the other players contributing to this change? How has this change impacted on women and men differently, if at all? Or could the change potentially be experienced differently between men and women? Are there any unplanned changes that happened as a result?
Sustainability	Can these results be sustained over a long period? What needs to be put in place to ensure that the programme is sustainable?
Value added	Could this programme have been delivered by another partner? What distinct value does the Commonwealth Secretariat add?
Challenges	What challenges were experienced and what areas could be improved?
Lessons	What lessons can be drawn? What could the Secretariat do differently?
Recommendations	How can the programme be improved to better meet the needs?

Annex 3: List of Institutions Consulted

Institution
Ministry of International Relations and Co-operation
Namibia High Commission, London
Ministry of Mines and Energy
Directorate of Asset, Cash and Debt Management, Ministry of Finance
Ministry of Environment and Tourism
Electoral Commission of Namibia
Ministry of Higher Education, Training and Innovation
Ministry of Education, Arts and Culture
National Petroleum Corporation of Namibia (NAMCOR)
Ministry of Sport, Youth, National Service and Culture
Namibia National Youth Council
Magistrates Commission of Namibia
Office of the Judiciary
Ministry of Justice
Office of the Attorney General
Ombudsman of Namibia
Ministry of Urban and Rural Development
Public Accountants' and Auditors' Board (PAAB) of Namibia
Central Procurement Board, Ministry of Finance
Ministry of Gender Equality and Child Welfare
Anti-Corruption Commission
Office of the Prime Minister
National Planning Commission of Namibia
Commonwealth Parliamentary Association
British High Commission, Windhoek, Namibia
Office of the President, Youth Empowerment
Ministry of Health
Electricity Control Board

Annex 5: List of Internal Stakeholders Consulted

Position
Adviser and Head, Debt Management
Business Analyst DMS, Debt Management
Debt Systems Development Officer, Debt Management
Adviser, Health
Adviser, Education
Head of Climate Change, Economic Policy
Economic Adviser, Small States, Economic Policy
Adviser and Acting Head, Technical Assistance Unit
Economic Adviser, Oceans and Natural Resources
Adviser and Acting Head, Anti-Corruption, Public Sector Governance
Adviser, Public Financial Management, Public Sector Governance
Programme Officer, Public Administration and Governance, Public Sector Governance
Interim Adviser, Public Sector Governance
Operations Officer, Youth
Programme Manager, Youth Programmes Section, Youth
Head of Youth Policy and Research Section, Youth
Human Rights Adviser, Human Rights
Human Rights Officer, Human Rights
Human Rights Adviser, Human Rights
Programme Officer, Electoral Support Section, Political
Adviser and Head, Electoral Support Section, Political
Political Adviser, Good Offices Section, Political
Political Officer, Africa Section, Political
Political Officer, Africa Section, Political
Legal Adviser, Justice Section, Rule of Law
Adviser and Head, Law Development Section, Rule of Law

Legal Adviser, Legislative Support and Law Reform, Rule of Law
Head, Gender
Adviser, Gender
CODA Consultant, Finance
Human Resources Officer, Human Resources

Annex 5: List of Documents Reviewed

Commonwealth Strategic Plan, project design documents and progress reports

1. Commonwealth Secretariat Strategic Plan 2013/14–2016/17
2. Project design documents for the period 2013/14–2016/17
3. Six-monthly progress reports and annual results report 2013/14
4. Six-monthly progress reports and annual results report 2014/15
5. Six-monthly progress reports and annual results report 2015/16
6. Six-monthly progress reports and annual results report 2016/17
7. Back to office reports
8. Expert progress reports

Commonwealth Secretariat evaluation reports

1. Evaluation of the Commonwealth Secretariat's Strategic Plan 2013/14–2016/17, January 2017
2. Meta-Evaluation, A Synthesis of Evaluation Studies 2005–2016, December 2016
3. Review of the Commonwealth Youth Programme (CYP), February 2017
4. Commonwealth Africa Anti-Corruption Programme Evaluation, February 2017
5. End of Term Review of the Commonwealth Plan of Action for Gender Equality 2005–2015

National strategic documents

1. Namibia's 5th National Development Plan (NDP5), 2017/18–2021/22
2. NDP5 Implementation Plan
3. Harambee Prosperity Plan, Namibian Government's Action Plan towards Prosperity for All, 2016/17–2019/20

Democracy

1. Commonwealth Observer Group Report; Namibia Presidential and National Assembly Elections, 28 November 2014
2. The Electoral Commission of Namibia Draft Strategic Plan 2017/18–2021/22
3. Performance Assessment and Post-Election Report: 2015 Regional Councils and Local Authorities Councils Elections held on 27 November 2015
4. Electoral Commission of Namibia, *Compendium: Commission Activities 2011–15*,
5. Electoral Commission of Namibia, VOTE, voters' newsletters (samples of 2012, 2013 and 2014)
6. Electoral Commission of Namibia, *Performance Assessment and Post-Election Report: 2014 Namibian Presidential and National Assembly Elections*
7. Electoral Commission of Namibia, *Draft Annual Report 2016/17*

Public institutions

1. The Commonwealth, *Kigali Declaration*, May 2015
2. The Commonwealth, *Mahé Declaration*, March 2014
3. Ombudsman Namibia Annual Report 2015
4. Ombudsman Namibia Annual Report 2016
5. Government of Namibia, *Compendium of International Human Rights Law for Parliamentarians*, July 2015
6. Ombudsman of Namibia, *Draft White Paper on the Rights of Indigenous Peoples in Namibia*, October 2014
7. Office of the Judiciary Annual Report 2016/17

8. Seventh Annual General Meeting and Conference of Anti-Corruption Agencies in Commonwealth Africa, Malawi, 29 May to 2 June 2017
9. Workshop reports and training materials
10. Draft policy documents
11. Draft Bills and legislation

Social development

1. Gender audit reports (inception report and final report), 2016
2. Gender mainstreaming training materials for Namibia
3. Namibian College of Open Learning, *NAMCOL Statistics Digest, 2015/16*
4. Namibian College of Open Learning, *2017 Prospectus*

Youth

1. The Commonwealth, *The Global Youth Development Index and Report 2016*
2. The Commonwealth, *Commonwealth Youth Development Index, National and Regional Toolkit: A Guide for Developing Regional and National Youth Development Indices*, 2016
3. Ministry of Sport, Youth, National Service and Culture, *Guide on National Youth Empowerment Programme: Empowering the Youth, Securing the Future*
4. Namibia Youth Credit Scheme, *Success Story 2005–2016*
5. United Nations Conference on Trade and Development, *Policy Guide on Youth Entrepreneurship*, United Nations, New York and Geneva, 2015
6. Ministry of Sport, Youth and National Service, *Strategic Plan 2017/18–2021/22*

Economic development

1. Oceans and Natural Resources advisory notes and reports
2. Draft Bills and legislation
3. Draft policy documents

Small states

1. National Policy on Climate Change for Namibia – 2011
2. National Climate Change Strategy and Action Plan 2013–20
3. United Nations, *Paris Agreement* 2015

Financials

1. Income and expenditure data, 2013/14–2016/17
2. Contracts and terms of reference of consultants and experts

Endnotes

- 1 Women in Politics Map 2017: <http://www.unwomen.org/en/digital-library/publications/2017/4/women-in-politics-2017-map>
- 2 The selection criteria used for the countries to be evaluated include an adequate geographic balance of nations; no previous country evaluation conducted; the size (number and value) of activities supported by the Secretariat; a balance between small nations and others; and a balance between varying levels of development.
- 3 Namibia Economy Profile 2017: https://www.indexmundi.com/namibia/economy_profile.html
- 4 From a meeting with Mr Sion, Ministry of Environment and Tourism, 17 October 2017
- 5 Adapted from Bryan M Sims and Monica Koep (Eds), *Unfinished Business: Democracy in Namibia*, Idasa, South Africa, 2012, pp. 7-8.
- 6 At the time of writing, Maldives was not a member country of the Commonwealth.
- 7 Republic of Namibia, *Namibia's 5th National Development Plan (NDP5)*, 2017/18–2021/22, p34

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