



**INDEPENDENT EVALUATION OF THE GOVERNMENT
OF NAMIBIA/UNITED NATIONS POPULATION FUND
6TH COUNTRY PROGRAMME
2019 – 2023**

EVALUATION BRIEF



TABLE OF CONTENT

Purpose and Objectives of the Evaluation	01
Approach and Methodology	02
Findings	03
Overall Conclusions	06
Recommendations	07



PURPOSE AND OBJECTIVES OF THE EVALUATION

This Brief presents the evaluation of the Government Republic of Namibia/United Nations Population Fund (UNFPA) Sixth Country Programme, (2019-2023) which was completed in November 2022. The evaluation was managed by the Country Office (CO) in close collaboration with the UNFPA East and Southern Africa Regional Office (ESARO) and conducted by an independent evaluation team. The Country Programme Evaluation (CPE) objectives are five-fold: 1) to provide an independent assessment of the relevance, effectiveness, efficiency, and sustainability of UNFPA support; 2) to provide an assessment of the geographic and demographic coverage of UNFPA humanitarian assistance and the ability of UNFPA to connect immediate, lifesaving support with long-term development objectives; 3) to provide an assessment of the role played by the CO in the coordination mechanisms of the UN Country Team (UNCT), with a view to enhancing the UN collective contribution to national development results; 4) to provide an assessment of the role of the CO in the coordination mechanisms of the Humanitarian Country Team (HCT), with a view to improving humanitarian response and ensuring contribution to longer-term recovery; and 5) to draw key conclusions from past and current cooperation and provide a set of clear, forward-looking and actionable recommendations for the next programme cycle.

CP6 has two thematic areas - adolescents and youth development, and gender equality and women's empowerment - with particular attention to the cross-cutting issues of gender equality, human rights and inclusivity. To achieve the outputs, the CP6 employed all five modes of engagement: advocacy, policy dialogue, capacity-building, knowledge management and partnership. It focused on the two outcomes and three outputs within the CP Results Framework that were aligned with the UNFPA Strategic Plan for 2018-2021, and the new Strategic Plan 2022-2025. The evaluation was designed to assess the CP6 outputs and outcomes by assessing seven criteria: relevance, efficiency, effectiveness, sustainability, coordination, coverage, and development-humanitarian connectedness.

APPROACH AND METHODOLOGY

Geographically, the evaluation covered the national and regional level interventions in Ohangwena, Zambezi, Kunene, and Omaheke regions. Thematically, the evaluation covered only two thematic areas of the CP6), namely: Adolescents and Youth (A&Y), and Gender Equality and Women's Empowerment (GEWE). In addition, the evaluation covered cross-cutting issues of gender equality and human rights, humanitarian assistance, including in the context of COVID-19, droughts, Angolan migrants, gender equality, and disability, and transversal functions, such as coordination, monitoring, and evaluation (M&E), innovation, resource mobilisation, and strategic partnerships, communication, and population data as a cross-cutting issue.

The collection of evaluation data was carried out through a variety of techniques ranging from direct observation to informal and semi-structured interviews and focus group discussions, where feasible. The analysis is based on triangulating information obtained from various stakeholders' views as well as with secondary data and documentation reviewed by the team.

FINDINGS



RELEVANCE

The Country Office has been able to adapt to needs of diverse populations including the needs of vulnerable and marginalised groups. The CP6 interventions are well adapted to the needs of the diverse population. It is explicitly aligned with national policy frameworks in National Development Plans 5 and 6, Harambee Prosperity Plan 1 and 2. The CP6 programme is aligned with the principles of the UNFPA Strategic Plan 2018-2021 and 2022-2025 and other international development frameworks such as ICPD PoA, CEDAW and SDGs.



EFFICIENCY

Overall efficiencies in the CO appear to have improved during the CP6 as there is recorded high implementation rate but there is room for further improvement particularly around financial disbursements. UNFPA'S financial contribution was critical to ensure continuous operation of CP6 interventions. Partnership with government increases the effect of UNFPA financial and technical inputs as government activities require nationwide dissemination of interventions. National partners expressed appreciation of UNFPA's flexibility and responsiveness to their needs and new ideas, but the flexibility could be the reason why there is no consistent focus on the four intervention regions. Government uses its internal mechanism to disseminate knowledge and skills acquired from technical consultants. Most of the intended results have been achieved within the approved budget. However, there is an observable disconnect between CP6 programming and implementation as the Outputs are not linked to the outcomes.



EFFECTIVENESS

Effectiveness of the CP6 interventions is mixed. While there is no data to assess the outcome indicators, the output indicators for the adolescent and youth component have not been met while those of the GEWE planned output and overall outcome have been achieved. Population data is still lacking as no census or national survey has been conducted, though various systems have been put in place. While some progress has been made towards creating instruments and mechanisms supporting life skills education, more support is needed in terms of building and strengthening skills of all teachers. Capacities of national stakeholders to report on the national obligations under CEDAW and implementation thereof were built. CP6 contributed towards strengthening the national population data system and capacity to use data for planning.

Gender is mainstreamed across the two thematic areas in several modes of engagement as part of a human rights approach that underlies all programming including efforts to reach the vulnerable and marginalized. The rights-based approach is not apparent. Focus on the marginalized is broadly defined. There is a focus on disability. According to all implementing partners, the human rights approach is the guiding principle of CP6. Results from interviews revealed that with the support of the UN, the country has worked and ratified various laws to ensure that gender issues are addressed. For example, supporting the Ministry of Justice in addressing the sodomy law.



SUSTAINABILITY

Sustainability is expected from those activities that address longer term development requirements at the exclusion of emergency response supported by UNFPA and activities focused on immediate needs of Namibians. Ownership of the AY and GEWE initiatives and their results has been relatively high with capacities built both at government institutional and staff levels. Results from interviews noted that the majority of UNFPA's implementing partners are government ministries (Health, Youth, Gender, and Education) and Namibia Statistics agency, who all have strong systems in place where interventions are likely to be sustained. However, capacities are still varying across the different Ministries and CO and support remains needed in the focus regions.



COORDINATION

At the national level, National Planning Commission provided oversight and coordination of programme implementation. At UNCT level, there is evidence of active and effective participation by the UNFPA CO in all UNCT structures. UNFPA CO contributes to the functioning and consolidation of UNCT structures as it participates in several technical working groups, joint programming initiatives, etc., and thus it is a highly valued partner among UNCT agencies. During the CP6, the CO has contributed actively to a number of inter-agencies working groups. Major agencies in the UNCT expressed confidence in UNFPA's capacity to take on various roles, although there are complaints of agency rivalry in the country. Based on numerous in-depth stakeholder interviews, documents, and financial data review, there is strong evidence of active and effective UNCT collaboration by the UNFPA Namibia. The overall response from partners is that UNFPA is a reliable partner and have contributed positively to the work of the UN and that the coordination between and with other agencies was very effective.



COVERAGE

Results from interviews with key stakeholders, focus group discussions with beneficiaries and review of relevant documents found that UNFPA had to some extent reached the most vulnerable and marginalized groups (young people and women with disabilities) LGBTQ including sex workers, displaced people, and migrants. Namibia is sparsely populated with populations spread all over, and providing services to all is a challenge. Results from key stakeholders, beneficiaries and UN staff noted that UNFPA in Namibia operates at the national level, using an upstream approach, as well as in the four regions of focus i.e., Kunene, Ohangwena, Zambezi and Omaheke. In its attempt to focus on reaching the furthest behind, CO partnered with organisation for the provision of services to those furthest behind. Due to limited mobilized resources, not all geographical regions are supported. Support is provided based on the regions affected by floods, drought, Hepatitis E and COVID-19 and the selection for support is based on guidance provided by Government, informed by the assessment conducted.



DEVELOPMENT-HUMANITARIAN CONNECTEDNESS

UNFPA adequately responded to the needs of the internally displaced population in the drought-affected areas, and the refugee groups. In the humanitarian field, UNFPA successfully set up structures to address SGBV issues in the camps. The CO has demonstrated adequate response capacity to the needs of the refugees from Angola and Internally Displaced Persons (IDPs) through strengthening the SRH and GBV services, technical support and necessary supplies. UNFPA CO is highly responsive to demands from partners and to changing priorities in emergencies and has been able to respond to changing national needs. However, there is a noticeable disconnect between development, peacebuilding and humanitarian programmes.

OVERALL CONCLUSIONS

The 6th CP activities are adapted to the needs of the diverse Namibian population; well-aligned with the priorities and principles of the Namibian government Fifth development plan, HPP 1 and 2, UNFPA Strategic Plans (2014-2017, 2018-2021; 2022-2025); ICPD PoA and SDGAgenda 2030. CP6 formulation was done through consultation with different national stakeholders. While the 6th CP prioritizes adolescents and youth and gender equality and women's empowerment, there were no outcome and output indicators for Sexual Reproductive Health (SRH) and Population and Development (P&D) which are the key mandates of UNFPA, as reflected in the UNFPA strategic plan 2022-2025 outcomes. This omission may have implications on how the country addresses the first two transformative results of reduction in the unmet need for family planning, the reduction in preventable maternal deaths and the reduction in gender-based violence and harmful practices by 2025. The CP6 responded well to the changes brought about by humanitarian emergencies such as the drought of 2018-2019 and the COVID-19 pandemic of 2020-22. The CP6 strategy has been highly appropriate with regards to international goals and national programming including for an emerging humanitarian emergency.

The CO during the CP6 cycle contributed to the functioning of the UNCT structure in Namibia. It actively participated in mandate and priorities reflected in the UNPAF. The Government coordination mechanism is through the National Planning Commission Secretariat that coordinates interventions of the 6th CP. UNFPA is at the forefront of implementing the ICPD PoA and SDG Agenda 2030. The office provided leadership in SGBV and contributed to effective coordination, leveraging of partnership and complementarity within the framework of UNCT including to the collective response of the COVID 19 crisis. However, inadequate human resources and competing priorities with the country office, and underlying competition among UN agencies challenge the concept of delivering as one.


The evaluation has shown that overall, the outputs would be achieved in all the two components of the programme at the end of the CP6 in 2023 but the output-outcome linkage is weak as there is no way the operationalised outputs could facilitate the achievement of the outcomes. While generally the integration of SRH, family planning in the health system has been achieved, there was still a challenge in ensuring that HIV is fully integrated as it was reported that some donors are opposed to inclusion of HIV in the integration.

Though adolescent and youth-friendly services had increased as per annual reports, beneficiaries found the services at public facilities not youth friendly. The team noted that high staff turnover and negative attitudes of health providers in public facilities tend to affect youth's access and use of these centers. Consequently, challenges of unplanned pregnancies, baby dumping, rape and GBV remain. The ET found that there is no outcome indicator for maternal health, and this may explain the limited support be it financial and or technical to integrated services including maternity waiting homes and safe spaces.

UNFPA CO in Namibia was generally efficient in disbursing annual programme budgets to support the implementation of Annual Work Plans (AWPs) through contracts with Implementing Partners as well as National Execution (NEX) modality. CP6 was rated efficient given the timely preparation of annual work plans, relative high fund utilisation across components, outputs and implementation partners and the quality of its human resources. However, late disbursement of funds and limited time frames for expenditure are major complaints of all the IPs. Annual reports both by CO and IPs are of poor reporting quality and often very repetitive. There is clearly lack of structure or focus on the Country Office Annual Reports as found from the SIS.

The CP6 interventions and programme outputs are sustainable since all the components are issues that are relevant to national needs and there exists strategies and structures to address them. Out of 8 IPS, five are government ministries whose mandates are aligned to the UNFPA mandate. Joint programming involving government, programme approach of needs assessment, stakeholder consultations and validation are factors that promote sustainability.

Under the 6th Country Programme, UNFPA CO implemented activities that reached the most vulnerable and marginalized groups such as young people and women with disabilities, LGBTQI+ including sex workers and migrants. In its attempt to focus on reaching the furthest behind, especially in the 4 focus regions i.e., Kunene, Ohangwena, Zambezi and Omaheke, the CO partnered with organisations for the provision of services to areas that are farthest from the Capital. For example, with SFH reaching key population, as well as those who are hard to reach, NAPPA provided services to young people, and with the association of people with disabilities reached the target group. However, given the size of the country, the CO was not able to reach all identified groups, a situation that was further complicated by a lack of data on the vulnerable, marginalised and with no clarification of the target group (lose meaning of marginalised and vulnerable population).



There is a disconnect between humanitarian interventions and development as there was no focus on engendering development in the areas. In the context of COVID-19 pandemic the CO supported the repositioning of adolescents and youth-friendly health services. Partnership was established with NGOs (SFH and NAPPA) to provide innovative SRH/HIV service delivery through mobile units to ensure continuity of essential SRH services (FP, HIV testing, pregnancy testing, prenatal care, dignity kits, COVID-19 information and testing, etc.) during the lockdown. Mobile units were set up in informal settlements and shopping malls to avoid people having to travel away from their communities during the movement restrictions. The emergence of the COVID-19 pandemic halted a substantial number of interventions aimed at empowering, engaging and accessing SRH, GBV services by adolescents and young people especially during the lockdown

RECOMMENDATIONS

- 1** The UNFPA CO should continue to align its Country Programme with Namibia's national policies and plans as well as international development agendas to address the country's national needs and priorities and get buy-in support from international development partners. CP7 must ensure that all the four programme components are incorporated and assigned key performance indicators that will focus on the achievements of the three transformative results, i.e., zero unmet need, zero maternal mortality and zero gender-based violence and harmful traditional practices.
- 2** The CP7 design should be more focused on integrated programming approach (across the thematic areas – these may include humanitarian interventions as well). Accompany with theories of change that encompass the entire results chain, ensuring adequate skills and capacity of staff that participate in the formulation of the results framework.
- 3** The CO should strive in the next CP7 to discuss and include its programming with implementing partners' measures of sustainability especially as it concerns technical and organisational capacity building in all thematic areas. Exit strategy must be in-built in all the activities.
- 4** The CP7 should continue to be aligned with national priorities and international and regional commitments related to the thematic issues of SRH, adolescents and youth, gender equality and women's empowerment and population data generation and use as elaborated in SDGs, ICPD PoA and aim at addressing issues at advocacy levels that remove major barriers in achieving the three Zeros.
- 5** Integrated sexual and reproductive health right, HIV, GBV programming for young people especially vulnerable and marginalised young women and adolescent girls, needs to be revised for stronger results for young men and women, both in- and out of school young people. It is important to address demand issues so that access to the services will not be hindered.
- 6** Current data is needed in the country for effective planning. The CO should prioritize support (technical and advocacy) to assist the national government to conduct a national census in this CP7 cycle. CO should deepen expertise and capacity in census and data generation and utilisation skills. The capacity of the National Statistical Agency in research, data analysis, population projections, policy analysis and geo-spatial data analysis at national and regional levels should be continued.

7

UNFPA responded to the needs of the refugees and internally displaced population. In the humanitarian field, UNFPA successfully led the GBV coordination groups, and contributed to the complementarity of interventions of the UN agencies, however there is a noticeable disconnect in the development-humanitarian nexus. **Strategies for resilience building must be built in emergency responses in the next CP.**

8

The UNFPA Country Office should embark on more research to understand population dynamics and the changing attitudes and behavior. More research is needed to understand population dynamics and the changing attitudes and behavior of population groups particularly the youth (girls and boys), migrants and the older persons, vulnerable and marginalized populations.

9

In the next country programme, the office should take a targeted approach, instead of stretching over 4 regions, focusing on 2 regions, and zooming into a district/village. This should be informed by evidence and needs assessment and challenges facing the particular group as it relates to SRH, GBV, A & Y and data.



FOR MORE INFORMATION PLEASE CONTACT:

**UNFPA NAMIBIA
PRIVATE BAG 13329
WINDHOEK NAMIBIA**

TEL: +264 61 204 6283

**WEBSITE: NAMIBIA.UNFPA.ORG
FACEBOOK/TWITTER: UNFPA NAMIBIA**