

ANNEX 2: OVERVIEW OF PREVIOUS CAPACITY ASSESSMENTS

Previous assessments of Namibia's capacities have addressed institutional, infrastructural, and legislative capacity or human resources needs in government, civil society, and the private sector. Common to all assessments is the identification of:

1. A scarcity of relevant qualifications;
2. Budget restrictions, allocation unpredictability, and funding which is not committed; and
3. A lack of infrastructure, equipment, and tools.

a) National Biodiversity Professional Training Framework (IECN, 2004)

The biodiversity training framework report identified MET, MAWRD, Ministry of Lands, Resettlement and Rehabilitation (MLRR), and the Ministry of Fisheries and Marine Resources (MFMR) as the key government players with functions related to the biodiversity field. Other Government entities that were identified were a few specific divisions and/or positions, for example the National Museum within the Ministry of Basic Education and Culture (MBEC). A number of NGOs (such as SAIEA, NNF, and DRFN) were also found to be involved in the biodiversity related field.

Training needs were identified as very diverse and different in nature for the various institutions, positions and staff members. The survey clearly indicated that there exists a dire need for biodiversity-related training based on the following considerations:

- Development planners of the NPC need to be equipped with information on environmental issues for advice to other line ministries;
- Institutions such as the Agribank will have to start catering for aquaculture, agro-tourism, and other agricultural industries in terms of financing;
- Environmental impacts of urban expansion need to be mainstreamed into development planning;
- Decentralisation will lead to more extension functions at the regional level;
- Sections such as Rural Water Supply of the MAWRD need training to provide advice, policy review, and strategic planning;
- It is envisaged that science and technology under the MBEC will claim more prominence in the near future;
- Many institutions are in need of regular updates in the form of technical support such as GIS and Remote Sensing, but also emerging themes such as biosafety, biotechnology, agro-biogenetics, and adaptation to climate change;

- Further training is required to equip lawyers to deal with relevant biodiversity-related issues (e.g. land reform, natural resource rights, access and benefit sharing of genetic resources and biosafety);
- There exists a serious shortage in trained taxonomists in Namibia. It is also anticipated that it will be difficult to find young persons who foster a keen interest in taxonomy and systematics, and specialist training will be required to equip proficient personnel in this field; and
- Training of policy makers, academics and senior management of all sectors was seen to be of minor importance, but need to be sensitised in principle on biodiversity concepts such as poverty alleviation, natural resources management, integrated land and water management, biotechnology, and agricultural production systems.

Very few professional training opportunities on cutting edge biodiversity issues and skills exist. Resulting from these remarks, some of recommendations are:

- Provide professionals with opportunities to work and collaborate with professionals from other countries, to take sabbaticals and to engage in exchange programmes. Attract Namibian and international experts to give relevant public presentations to raise awareness and provide training about biodiversity in Namibia;
- Needs of biodiversity-related training remain institution-based, but there exists need to keep abreast with developments elsewhere to be competitive and cutting edge, efficient and productive;
- It is also important to emphasise the need to gain international exposure and experience and to create competitive working environments that can attract international experts and qualified Namibians to return home;
- Dedicated efforts to develop short courses and professional training programs on priority biodiversity issues need to be made. Namibia needs to develop serious incentive systems to foster effective training. Appropriate training interventions could be spearheaded by private sector institutions;
- It is recommended that the NNBP closely engages with the relevant bodies at the tertiary institutions in curricula development to improve on the integration of relevant and cutting edge Namibian biodiversity concerns;
- Opportunities for internet-based environmental education, capacity building and information services should be further explored; and
- Advisory services and regular reviewing for the development of biodiversity and natural resources management training packages could be envisaged. It is also

important to ensure that interventions such as the UNAM / Humboldt University MSc is addressing appropriately the Namibian biodiversity and training priorities; and

- Utilize existing facilities and opportunities. For example, provide regular environmental information service updates through the Environmental Monitoring Indicators Network (EMIN); develop an in-house training portfolio in MET; and continue, strengthen and make use of the DEA / MET Friday afternoon seminar series and DRFN “Food for thought” meetings.

b) Training and Capacity Needs Assessment for the Benguela Current Large Marine Ecosystem (BCLME) (Clark et al, 2004)

BCLME through its Strategic Action Plan identified the strengthening of human and infrastructural capacity and maintenance of existing as a high priority for the member state. The assessment was done within Angola, Namibia and South Africa and focused on the 5 priority action areas of the BCLME programmes: (i) Sustainable Management and utilization of living marine resources; (ii) Assessment of environmental variability, ecosystem impacts and improvement of predictability; (iii) Management of mining and drilling activities; (iv) Management of pollution; and (v) Maintenance of ecosystem health and protection of biological diversity.

According to this assessment, one of the serious capacity constraints that Namibia is facing relates to policy and legal framework to control and manage pollution and environmental impacts. Important legislations, such as the Environmental Management Bill and Pollution and Waste Management Bill, have been available in draft format for lengthy periods of time. Namibia relies on old and outdated laws such as the Water Act of 1956. New legislation for the control of pollution from ships and offshore installations is needed; it is not adequately covered at present.

There is a critical shortage of staff in many of the Ministries and Directorates, which are directly or indirectly, involved with various action areas that makes up the BCLME programme. Three aspects need to be addressed: Numerous vacant positions need to be filled; New posts need to be created; and Relevant duties and responsibilities must be devolved to the appropriate local authorities. A diverse range of skills are required by staff members in the various institutions and need to be provided as professional short-courses, using a variety of different mechanisms.

c) Institutional Capacity Assessment for the Namib Coast Biodiversity Conservation and Management (NACOMA) Project (EcoAfrica, 2004)

A national analysis of the institutional capacity in the Regional Councils was done in support of the Namib Coastal Biodiversity Conservation Management (NACOMA) Project. The NACOMA project will cover four Regional Councils, namely, Kunene, Hardap, Erongo and Karas. The report assessed the following: (i) Relate the present status of the decentralization process to the institutional functioning of Regional Councils; (ii) Determine the Regional Councils' institutional setting and capacity for servicing the functioning pertaining to regional planning for biodiversity conservation; and (iii) Determine the optimum support in terms of institutional strengthening and capacity building to be provided by the NACOMA project during implementation.

The decentralization process in Namibia is driven by the Ministry of Regional, Local Government and Housing (MRLGH) through the Directorate of Decentralization Coordination (DDC). A number of impediments to facilitate this process have been experienced.

According to the assessment, effective integration of environmental concerns into MRLGH's planning, both regional as well as national levels, is likely to yield positive results in terms of sustainable utilization of coastal areas. Linkages between the Regional Councils and the line Ministries are relatively weak. This situation undermines the planning processes. The MET is well-positioned to provide training in biodiversity and environmental planning but they are hampered by a small staff complement.

Limited knowledge and planning capacity was the major constraint in effective control and management over coastal region's sensitive and diverse biodiversity assets. In addition, needs for the Regional Councils were identified as:

- Improve information flow and awareness raising;
- Provision of adequate education and training;
- Creation of synergies and partnerships;
- Harmonization and increased understanding of policies; and
- Increased access to coastal resources.

Four broad recommendations emerged from the assessment:

- (i) Enhance co-operation and co-ordination within and among key institutions engaged in conservation and development;

- (ii) Develop and install information systems to assist in integrated conservation and development;
- (iii) Enhance capacity of staff within line Ministries and coastal Regional Councils to ensure; and
- (iv) Enhance the financial base of coastal Regional Councils to ensure improved outcomes from the Integrated Conservation and Development.

d) Capacity Assessment for Protected Areas

A capacity assessment was conducted for “Strengthening the System of National Protected Areas” funded by UNDP/GEF. This study aimed to establish levels of existing capacity and to identify gaps at individual, institutional, and systemic levels for achieving biodiversity conservation in protected areas. Structure and functions within the Ministry Environment and Tourism (MET) were explained. The report highlighted relevant legal and policy framework that are key to the protection of biodiversity and wildlife managed.

Many important policies applicable to MET do not exist or exist in draft format and this is one of the major constraint identified during the assessment. Most activities and functions under protected areas are governed by the Nature Conservation Ordinance (Act 4 of 1975). This Ordinance was amended in 1996 (Act no. 5 of 1996) to provide for an economically base system of sustainable management and utilization of wildlife in communal areas through establishment of conservancies and wildlife councils. MET is currently preparing a Parks and Wildlife Bill that will replace the Ordinance. The Parks and Wildlife Bill will attempt to address Namibia’s strategic plan of action for sustainable development.

The assessment discovered shortcomings in the structure and operations of MET. Key positions at the strategic planning level, such as Chief Conservation Scientists and Principle Conservation Scientists, are not filled. These vacancies are regarded as negatively impacting efficiency. It is indicated that some high positions in the Ministry are occupied by qualified but inexperienced professionals. It is of importance to highlight that about 27% of the Directorate of Parks and Wildlife Management staff members have been employed for 16 years or more.

The assessment raised concerned over the lack of implementation of the management plans of the protected areas. Most protected areas either do not have management plans in place or these management plans are not approved. The assessment also indicated that

several training initiatives within MET have been taking place. Training needs that have been identified since Independence have yet to be met.

An institutional model was proposed by the assessment. This model attempts to link Head Office and the protected areas, which could increase efficiency and effect the proper management of biodiversity in protected areas. The model would increase staff complement from 900 to 2, 200, including social scientists and tourism analysts.

e) Capacity Assessment of Regional Councils

This report reviewed capacity needs for the Regional Councils (RC) in Namibia. An RC in Namibia:

- a) Plans development of the region with a view to: Physical, social and economic characteristics; Resources and economic potential; Existing and planned infrastructure; General land utilization patterns; and Sensitivity of the environment;
- b) Establishes, manages, and controls settlement areas considering the distribution, increase, movement and urbanization of the population;
- c) Administers the council itself and all matters incidental thereto; and
- d) Gives advice and making representations on matters affecting the region.

RCs have been able to build only limited capacity in terms of regional development planning and the management of settlement areas. Serious capacity shortfalls by the RC, such as monitoring, reviewing and implementation of approved Regional Development Plans (RDPs) exist. Coordination between central government and RCs is inadequate to non-existing. There exists a serious lack of knowledge about decentralisation on a regional level.

RCs in general lack adequate resources of finance, personnel and equipment to carry out their delegated functions. It emerged that RCs are strongly political driven, without being necessarily dedicated to regional or community development. The financial base of the RCs is inadequate, uncertain, and outside control. RCs are in dire needs of advice and guidance on development planning procedure, budget control, financial management, and effective administration. Capacity building of RCs will involve institutional restructuring and training of councillors and staff. The study suggest that little to no capacity regarding the implementations of the three conventions exists, either at the councillor level or the level of civil servants. Consequently, it implies the serious need for institutional restructuring and training of councillors and staff.

f) National Capacity Building Assessment

The National Capacity Building Assessment (NCBA) in Namibia began when GRN commissioned a consultative process in 1997 through the National Planning Commission (NPC). It resulted from a process started in 1995 when the African Governors of the World Bank met with the then newly-appointed World Bank President. The outcome of this meeting was the Partnership for Capacity Building (PACT), which provides an integrative, coordinated framework for the support of capacity building in Africa, in particular relevant to the process of sustainable development. For Namibia the purpose of the NCBA was to assess the country's status of human, material, and institutional resources available against national, social, and economic objectives.

Namibia's political and economic foundation for development is relatively strong, especially in comparison with other countries in sub-Saharan Africa. But its unique legacies from the past create serious gaps in education and a relatively shortage of indigenous professionals and technically trained individuals. The development agenda has emphasized a need for sound financial management in the economy, sustainable use of natural resources, and inclusion of demographic considerations in the planning process.

The first National Development Plan (NDP 1) identified education, health, housing, and agriculture as main priority areas. It was clear that inadequate human resources and the shortage of professionals would slow down the implementation of the objectives of the NDP. Expected transfer of skills from donor-funded projects and experts has not materialized in many cases and little capacity building took place. Absence of planning experts within ministries results in inadequate adherence to some of the fundamental principles of planning and plan implementation. Concerns were raised about the design, implementation, and administering of regional development and decentralisation. The Central Bureau of Statistics has not yet lived up to its ambitious mandate.

According to the report, Namibia faces the following limitations:

- Lack of a comprehensive human resource plan based on demand and supply of skills;
- Lack of professional staff, limited staff numbers, the inability to keep suitably qualified personnel and insufficient experienced staff, especially in governance cadres;

- A costly education system with a management structure that is too heavy and carrying too many non-performers;
- Inappropriate and insufficient training with reference to the governance cadre;
- Serious backlogs of teachers and instructors in science and technology, as well as vocational training;
- Little intention to implement a comprehensive population plan; and
- An inability to cope with the demands HIV/AIDS poses to capacity building.

There exists little to no infrastructure and organisational set-up to practice environmental planning, responsible environmental management, and development of coherent environmental policies. The Environmental Management and Assessment Act (EMAA) is supposed to spell out clearly environmental rights and duties and principles of environmental management. A high incidence of poverty in Namibia is associated with poor health, sanitation and nutrition. The Poverty Reduction Strategy was prepared by the NPC and approved by GRN. Some of the measures proposed are to transform Namibia into an industrial society, invest in the health and education of people, develop the country's agricultural potential, promote tourism, use labour-intensive public works and strengthen the social safety net.

The public sector inherited by post-Independent Namibia was characterized by a segmented and oversized administrative set up, social infrastructure that serves mainly urban and predominantly "white" needs and undemocratic and discriminatory principles. Building and developing the technical capacity and organisational structures, comprehensive training needs assessment, courses in public administration and management and the implementation of a training policy for the public service imply a strong emphasis on training since 1995. At the higher levels the Centre for Public Service Training (CPST) at UNAM has taken a leading role in training and capacity building. Yet, a national policy for the coordination of capacity building programs in Namibia is still needed.

More than 500 registered NGOs in Namibia play a vital role in providing links to local communities and increasing social capital through capacity building. Although NGOs play an important role that is well recognized, the policy, legislative, and institutional frameworks within which they operate is not adequately defined.

g) National Human Resources Report 2000 - 2006

In 1999 the Presidential Commission on Education, Culture and Training was appointed to guide the policy “Towards Education for All” with goals such as access, equity, quality, democracy, and efficiency. Despite achievements in terms of human resource development during the first years after Independence, the Commission outlined some constraints encountered. These constraints include: Lack of a comprehensive Human Resource Plan; Absence of a comprehensive population program; Insufficient number and qualification of management advisors, trainers, researchers, engineers, and policy and legal analysts; Insufficient number and inappropriate qualified teachers of mathematics, science, and English; and the HIV/AIDS pandemic.

The National Human Resources Report was formulated as a result of this commission. It outlines shortfalls in skills as well as the need for a vigorous and top-priority Human Resources Development Program for Namibia, emphasizing aspects such as an expansion and intensification in training of professional, technical, and management skills. The time frame covers from 2000 to 2006, which corresponds to the time frame of NDP 2. The approach was to provide a basic analytical framework for balancing the supply and demand of skilled manpower, while realigning education and training systems in Namibia accordingly. HIV/AIDS and its impact on the development process, its potential to increase the deficits in skilled manpower, and its potential to reduce economic growth were also considered.

It is expected that there would be surpluses of individuals in the following categories of the labour market by 2006:

- Unskilled and semiskilled with primary school qualifications;
- Non-technical with secondary school qualifications;
- Technical skills;
- Qualifications related to agro- and natural resources;
- Qualifications in the Social Sciences, Finance, Real Estate, and Law.

Agriculture is the economic sector that employs the most people in Namibia. It must maintain an annual average increase of 2.3% to cope with the demands of its expected economic growth. There is a much larger demand for hiring people, especially to substitute skilled manpower in this sector. Fisheries require an annual average increase of 4.26% to cope with demands of its expected future economical growth. Here the number of people that must be hired is twice the number of people needed to meet the expected economic growth. Mining requires an annual average increase of 3.98% to cope with

demand of its expected economical growth. The number of people to be hired is high as a direct result of attrition. In the manufacturing sector there must be an annual average increase of 3.38% to cope with the demands of the expected economic growth. Approximately two and a half times as much as the added number of individuals are required to meet demand.

Tourism is Namibia's fastest growing economic sector. It must maintain an annual average increase of 4.92% to cope with the demands of its expected economical growth. Due to attrition there is again a very large demand for hiring people. Approximately 3 times more people need to be hired as the number added.

The total number of people employed by the Namibian economy has to increase at an average rate of 2.86% annually. This figure is marginally higher than the expected population increase of 2.6%. Agriculture, Government, and Private Households will employ a lesser share of the labour force. Water and electricity will maintain its share, while all other sectors will increase their share of the labour force. There is a small shift from the Primary (Agriculture, Fisheries and Mining) to the Secondary (Manufacturing, Water and electricity and Construction) and Tertiary (Trade, Transport and Communication, Financial sector, Tourism, Government and Private Households) sectors of the economy expected, but the relative shares of the three sectors remain almost constant.

Namibia has experienced significant improvements in human development since 1990. There still exists an urgent need for further human and socio-economic development. This development must be derived from an increased efficiency in service delivery, further policy changes, and a redirection of expenditure on basic services and social fabric.