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ANNEX 2

of the Commission Decision on the Annual Action Programme 2015 in favour of the Republic of Namibia to be financed from the 11th European Development Fund

Action Document for the National Authorising Officer/National Planning Commission Support Programme

1. Title/basic act/ CRIS number	National Authorising Officer/National Planning Commission Support Programme CRIS number: NA/FED/038-071 financed under the 11 th European Development Fund (A envelope)			
2. Zone benefiting from the action/location	Namibia The action shall be carried out at the following location: Windhoek, Namibia. The project team will be based in Windhoek but actions may take place throughout Namibia			
3. Programming document	11 th EDF National Indicative Programme 2014-2020 and the Joint EU Response Strategy for Namibia (2014-16/17).			
4. Sector of concentration/ thematic area	Support to the National Authorising Officer (NAO)			
5. Amounts concerned	Total estimated cost: EUR 4 500 000 (6.6% of NIP) Total amount of EDF Contribution: EUR 4 500 000			
6. Aid modality(ies) and implementation modality(ies)	Project Modality Indirect Management with the Republic of Namibia			
7. DAC code(s)	99810 - Sectors not specified			
8. Markers (from CRIS DAC form)	General policy objective	Not targeted	Significant objective	Main objective
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Aid to environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality (including Women	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

	In Development)			
	Trade Development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Main objective
	Biological diversity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
9. Global Public Goods and Challenges (GPGC) thematic flagships	Not Applicable			

SUMMARY

The National Authorising Officer/National Planning Commission Support Programme addresses, in an informed, systematic and pragmatic manner, the key capacity constraints confronting the National Planning Commission (NPC) with respect to its National Authorising Office (NAO), Official Development Assistance (ODA) and the National Development Plan (NDP) mandates. The Action document has been prepared in close consultation with the Delegation of the European Commission in Namibia and with line Ministries.

The objective of the proposed Programme is to provide targeted support to the interventions funded under the 11th European Development Fund (EDF) and other initiatives funded by the European Union (EU) and to contribute to the successful implementation, management, monitoring and evaluation of National Development Plans (NDPs).

The purpose of the Programme is to provide technical assistance and capacity development support to the NAO and NPC to maximise the economic and social returns to EDF, ODA and NDP interventions.

The two results to be achieved include:

Result 1 The NAO and the NPC's management of ODA are strengthened.

Result 2 The NPC's systems, structures and capacities, and those of selected line-Ministries, are developed with reference to their mandate to Monitor and Evaluate NDPs and Sectoral Execution Plans.

Acronyms and Abbreviations

MTR	Mid-Term Review
NAO	National Authorising Officer
NDP4	Fourth National Development Plan
NPC	National Planning Commission

1 CONTEXT

1.1 Sector/Country/Regional context/Thematic area

Twenty-four years have passed since Namibia achieved independence. In that time Namibia has attained upper middle-income status with a Gross Domestic Product per capita of USD 5 807 (2013, Namibia National Accounts). However, this figure hides considerable disparities, as reflected by a Gini Coefficient of 0.5971 (Namibia Household Income and Expenditure Survey: 2009/2010). Despite determined poverty alleviation programmes, poverty and inequality remain prominent features of the Namibian society, especially in rural communal areas where approximately 62% of Namibia's population of 2.1 million resides. The gap between rural and urban incomes fuels migration to the country's city and major towns, which in turn increases urban poverty. The economic and geographical dualism, partly a legacy of the country's apartheid era, poses one of the biggest challenges to the fight against poverty.

Guided by the *Joint EU Response Strategy for Namibia: 2014-16/17* (April 2014), in addition to the European Union (EU), EU Member States, including Germany, Finland, France, Portugal, Spain and the United Kingdom, are providing varying levels of financial and technical assistance to Namibia. Financial support is also received under the United Nations Partnership Framework (2014-18). The United States President's Emergency Plan for Aids Relief will continue to provide support until 2015/16. ODA is also received from the World Bank, Japan and China amongst others. While diminishing levels of ODA represent a reduced percentage of the Government's overall budget, ODA continues to be very significant when viewed in the context of the Namibian Government's development budget.

The NPC's mandate and mission, derived from the Article 56 of the Constitution and the National Planning Commission Act (No.2 of 2013), is to plan, prioritise, spearhead and direct national development through effective coordination, monitoring and evaluation by providing advisory services to achieve sustainable socio-economic development. The NPC is responsible for the development, implementation, monitoring and evaluation of NDPs. It is likewise responsible for the efficient, effective and sustainable management of all European Development Funds (EDFs) and all ODA to Namibia.

1.1.1 Public Policy Assessment and EU Policy Framework

The Government's post-independence policies have been guided by a national reconciliation drive, land reform, strong efforts in education, and job creation through affirmative action in the civil service and parastatal sectors. The Government is committed to stimulating economic growth; reducing poverty and income inequalities, and improving the living standards of its people to the level of a developed country by 2030. These aspirations are captured in *Vision 2030*, a long-term development agenda prepared through a broad consultative process and adopted by the Cabinet in June 2004. Successive five-year NDPs are the primary implementation tool for *Vision 2030*. In view of the acknowledged need for wide-ranging structural reforms to support stronger and broader-based growth of output and employment, NDP4 (2012/13-2016/17) identified "High and sustainable growth, employment creation and increase income equality" as its main goals.

Namibia's commitment to basic development principles is fully in line with EU orientations such as upholding the constitution, good governance, empowerment of women, environmental sustainability and the respect for human rights. The goals and underlying principles of *Vision 2030* and *NDP4* are congruent with those expounded in the *Agenda for Change*.

European development partners committed to joint programming in the *Busan Partnership for Effective Development Cooperation*¹ (2011) and in the *EU Agenda for Change*² (2012). The Agenda for Change committed the European Commission and its Member States to producing a single joint programming document in each country where they support development interventions. Additionally, the joint programming document was required to be synchronised with the strategy cycle of the partner country.

While the development of the *Joint EU Response Strategy for Namibia: 2014-16/17* (April 2014) proved to be a challenging, iterative and beneficial process, it afforded the Government, the EU Delegation, EU Member States and Non-State Actors, an opportunity to achieve a shared understanding and vision of Namibia's prioritised development needs. The *Joint EU Response Strategy* satisfies both the spirit and the letter of the *Agenda for Change* in that it defines the objectives of the cooperation between the European Commission, the EU Member States and the Government of the Republic of Namibia, and does so within the context of Namibia's NDP4.

The process of developing the *Joint Response Strategy* informed the development of the *11th EDF National Indicative Programme 2014 – 2020* (approved September 2014) which defines the objectives of the cooperation between the European Commission and the Government of the Republic of Namibia. The specific EU response strategy underpinning the *National Indicative Programme* highlights the centrality and importance of the NAO and its strategic positioning within the NPC in the Office of the President. As per Article 129 of the Constitution, the NPC is responsible for planning, directing and monitoring national priorities and steering the course of national development.

The 2011 Paris Declaration Monitoring Report for Namibia identified the need to bring capacity development more in line with EU's backbone strategy for technical assistance:

*Constrained national capacity has impaired the Government of the Republic of Namibia's work in some cases in the past. While development partners have provided substantial capacity development support, this has on occasion tended more towards capacity substitution, with limited lasting benefits noticeable after the departure of the technical assistance in question. European capacity development efforts will therefore in future be focused on supporting concrete, sustainable change in the institutions supported and will be supplied in line with the EU's Backbone Strategy on Technical Cooperation.*³

1 http://www.aideffectiveness.org/busanhlf4/images/stories/hlf4/OUTCOME_DOCUMENT_-_FINAL_EN.pdf

2 http://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/EN/foraff/130243.pdf

3 http://ec.europa.eu/development/icenter/repository/backbone_strategy_technical_cooperation_en.pdf

The proposed *NAO/NPC Support Programme* is fully in line with the backbone strategy and the EU's Aid Effectiveness commitments. The proposed Programme focuses on strengthening national development strategies and associated operational frameworks. It is predicated on capitalising on established structures and systems and on the effective coordination of Development Partners informed by complementarities and comparative advantages.

1.1.2 Stakeholder analysis

The key stakeholders in the proposed Programme are the Government of Namibia, in particular the NPC and the Office of the NAO, the NPC's Department of Monitoring, Evaluation and Development Partners Coordination and key line Ministries' i.e. those coordinating NDP4 Sectoral interventions, including Ministries benefitting from EU support.

The key beneficiaries of the support include national and regional government, Development Partners, civil society and the private sector.

The identification and formulation documents were prepared through an internal NPC problem identification and solution process, and subsequently through discussions with key line Ministries.

1.1.3 Priority areas for support/problem analysis

The amendment to the NPC Act was aimed at aligning the NPC with emerging regional and global trends, clarifying and reorienting its mandate and removing the constraints to satisfying that elaborated mandate, especially with respect to the development, implementation, monitoring and evaluation of NDPs. Underpinning the development of NDP4 was an awareness of the need to create a national statistics agency and likewise to create a specialised government monitoring and evaluation entity. The development of NDP4 was premised on the creation and operationalization of these entities. The Statistics Act (No. 9 of 2011) resulted in the formation of the National Statistics Agency. The Central Bureau of Statistics, which had been located within the NPC, ceased to exist and the National Statistics Agency became the central statistical authority and repository for all statistics produced in Namibia. Concurrently, a new Directorate of Monitoring & Evaluation was created within the NPC as part of a major restructuring, which occurred during 2011/12. Three new Departments, which encompass five Directorates, were formed, i.e. the Department of Monitoring, Evaluation and Development Partners Coordination, which includes the Directorate of Monitoring and Evaluation and the Directorate of Development Partners Coordination; the Department of Macroeconomic Planning, which includes the Directorate of Economic Development, Priority Setting and Costing and the Directorate of Macroeconomic Analysis and Modelling; and the Department of Regional and Sectoral Planning and Policy Coordination.

Within this changing context, some discrete problems relating to the NPC's capacity to fulfil its national mandate have been identified. These problems include:

i) The capacity of NPC officers to undertake the tasks associated with the delivery of NAO/ODA programming and programme implementation.

The 10th EDF *NPC Capacity Development Programme* (FED/2008/020/989) focused on two distinct areas, i.e. the NPC Capacity Development Component (Results 1, 2 and 3) and the NAO Support Component (Result 4).

Despite concerted efforts to build sustainable NAO-related capacity under the auspices of the *NPC Capacity Development Programme*, as of the first quarter of 2015, there is little in-house capacity to manage the day-to-day functions of the NAO. This lack of capacity can be attributed in a large part to the consequences of the restructuring of the NPC described above and internal and external staff turnover.

In June 2012 (at the time of the Mid-Term Review) there were six officers with NAO-related responsibilities and the NAO Support component of the Capacity Development Programme had resulted in “the required staff competencies and systems being built and thought to be sustainable ... provided staff trained and competent is not transferred to other work” (MTR, p. 36). While it is neither feasible nor productive to “bind” capacitated staff members to particular posts, given that the NPC has now been fully restructured and re-staffed, turnover, apart from natural wastage, is expected to be minimal.

A consequence of the restructuring was that a considerable number of the officers of the then Directorate of Development Cooperation, which was responsible for NAO/ODA related functions, opted for internal transfers to other Departments and Directorates. Similarly, a number of officers of the NPC transferred to other government Offices, Ministries and Agencies. As of the first quarter of 2015 there are two officers with NAO-related responsibilities and capacities.

While the amendment to the NPC Act and the consequent restructuring resulted in internal transfers/promotions and attrition to the National Statistics Agency, it also resulted in an influx of new officers recruited to fill either recently vacated or newly created positions. However, while all of these officers possess the core competencies required to fulfil their functions, not all yet possess the requisite skills and qualifications to lead and spearhead national development initiatives.

ii) The capacity of NPC Monitoring and Evaluation officers, and line-Ministry Monitoring and Evaluation officers, to assume all the roles and functions related to the monitoring and evaluation of NDPs and national initiatives.

An identified weakness of earlier NDPs was that the monitoring and evaluation of programme implementation was weak, incomplete and inadequate. Principal among the contributing factors were: irregular, non-continuous, inconsistent and unreliable systems to support pragmatic performance monitoring, reporting and evaluation of activities and tasks. Monitoring and evaluation lacked adequate, timely and reliable information on the implementation of programmes, policies, outcomes and impacts which severely hampered decision-making processes.

The Government, in recognising the inadequate achievements of previous NDPs, and the role played by poor monitoring and evaluation, included a focus in NDP4 on the execution of implementation and development strategies in addition to emphasising the importance of a formalised structure of monitoring and evaluation. The NPC has overall responsibility for the monitoring and evaluation of not just NDP4, but all government initiatives. In fulfilling this

mandate, the NPC is expected to lead, direct and support the Monitoring and Evaluation Units in the line-Ministries.

The process of developing a National Monitoring, Evaluation and Reporting Framework to inform and guide the development, roll-out and implementation of standardised multi-level Monitoring and Evaluation plans, was completed in December 2014. The Framework provides the necessary normative context for the organization of Monitoring and Evaluation in the country. Furthermore, the Framework is aimed at:

- a) providing a common context and shared understanding of the key concepts and terminology to be used in the NDP4 Monitoring and Evaluation domain;
- b) articulating the main principles and underlying values required to drive a national Monitoring and Evaluation system in Namibia;
- c) identifying the main Monitoring and Evaluation functions and structures at each level of government;
- d) articulating clearly the divisions of labour between all stakeholders in the Monitoring and Evaluation sphere; and,
- e) specifying the reporting requirements and responsibilities of the various NDP4 Monitoring and Evaluation role-players.

Given the centrality of the National Monitoring, Evaluation and Reporting Framework to the successful implementation of a National Monitoring and Evaluation system, considerable technical and material assistance will be needed to ensure that it is understood and applied appropriately and to build related capacity at national, regional and local levels.

Within Namibia specifically, but Southern Africa more broadly, there is a dearth of experience in the Monitoring and Evaluation of national programmes. As of September 2014, only three out of the 11 officers in the NPC's Monitoring and Evaluation Directorate have any qualification in Monitoring and Evaluation. The lack of Monitoring and Evaluation qualifications is even more pronounced in line-Ministries. If adequate Monitoring and Evaluation of National Development Programmes is to be achieved, not only must the Monitoring and Evaluation qualifications of the staff of the NPC's Monitoring and Evaluation Directorate be upgraded, a core cohort of line Ministry Monitoring and Evaluation officers must likewise have their Monitoring and Evaluation qualifications upgraded.

2 RISKS AND ASSUMPTIONS

Risks	Risk level (H/M/L)	Mitigating measures
Shift in strategic focus It is possible that diminishing levels of ODA (incl. EDF) will result in diminishing levels of resources and importance being placed on EDF/ODA programming and implementation.	M	A key feature of the proposed programme is the removal of barriers between the currently ringed-fenced approach to EDF programming and implementation and ODA programming and implementation more broadly. By broadening the scope of the support and capacity development interventions throughout the Directorate of Development Partners Coordination, resources will be better and more efficiently utilized.
Gap-filling vs. Skills Transfer There is a risk that the proposed programme will result more in the filling of staffing gaps within the NPC than in the transfer of skills and the increase in capacities.	L	The integrations of all functions into the Directorate of Development Partners Coordination from the start-up of the programme, and the deliberate targeting of counterparts will minimize this risk while ensuring continuity of implementation efforts.
Assumptions		
<p>The main assumption underlying the <i>NAO/NPC Support Programme</i> is that the NAO and the NPC are fully committed to developing institutional systems and counterpart capacities to an extent which removes the need for similar Technical Assistance beyond the life of the Programme.</p> <p>The required re-focusing and up-skilling with respect to core responsibilities and discernible improvements of the services and products of both the NAO and the NPC assumes that the programme will be adequately funded, responsive to emerging needs, holistic in its approach, consistently supported by both the NPC and the EU and appropriately staffed in terms of quantity, competency and skills.</p>		

3 LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

3.1 Lessons learnt

There is general acceptance that the focus of the Capacity Development Component of the 10th EDF *NPC Capacity Development Programme*, partly due to negative design features and the general climate at the NPC prior to re-structuring, “had modest impact internally as well as with regard to the NPC’s external relations, e.g. with other ministries, regional centres and other aid agencies” (MTR, p. 24). The MTR recommended that the NPC embed organisational and

capacity development in appropriate strategic frameworks and roadmaps, i.e. capacity development be undertaken in the context of a well-defined organisational plan. Considerable resources were deployed on broad-based, lower-level, generic 'skills training' while its contribution to lasting capacity building was deemed to be modest. In terms of progress measured against substantive capacity development, progress was limited, with the possible exception of post-graduate diploma training. Conversely, while there were some problems related to the selection of, and tutorial support offered to, NPC officers undertaking formal post-graduate studies, the NPC is of the opinion that the latter model of capacity development resulted in more obvious, more relevant and more sustainable benefits to the NPC as a whole.

Various capacity development approaches were tried with respect to EDF-related counterpart capacity development, most of which concentrated on on-the-job training. As noted in the MTR, some very discernible progress was made, and sustainable capacities were built, "Training under the project has led to nearing self-sufficient staff competence" (MTR, p. 37). Unfortunately, as detailed above, the restructuring of the NPC resulted in the transfer of a significant number of EDF-capacitated staff from the Directorate of Development Partners Coordination. The focus subsequently shifted to developing and streamlining EDF-related systems and more concentrated efforts were made to develop the capacities of the locally recruited NAO Support Unit staff. While the NAO Support Component "has surpassed expectations as a result of pro-active engagement with NPC dynamics and needs" and it has been "instrumental in building lasting effective and efficient services to the NAO function" (p.34, MTR), a valuable lesson has been learned, i.e. when attempting to build sustainable capacity it is crucial to consider both the micro and macro needs of the institution in addition to matching the modes of capacity development (the provision of short-term focused training or support to longer-term professional graduate development) to specific skills (accounting, project management tools etc.) and broader professional capacities.

3.2 Complementarity, synergy and donor coordination

The *Joint EU Response Strategy for Namibia: 2014-16/17*, finalised in November 2013, is the result of a highly collaborative intervention involving the Government of Namibia, the European Commission and the EU Member States with a presence in Namibia. European Development Partners represent the largest provider of aid to Namibia and the *Joint EU Response* is intended to enhance the effectiveness and impact of European development cooperation by providing a single strategy to guide all European Development Partners' support. The priority areas identified for support by EU Development Partners are fully aligned with the priority areas and implementation of Namibia's NDP4.

Development cooperation in Namibia has yielded significant results in supporting the Government's poverty alleviation strategies and in promoting economic and social development. The 2011 Paris Declaration Monitoring Report for Namibia did however identify some room for improvement, including the need for sector strategies in support of the national strategy; more emphasis on execution, monitoring and evaluations as recognised in NDP4; the need to bring capacity development more in line with the EU's backbone strategy for technical assistance; and the need for increased coordination between development partners and Government.

The proposed *NAO/NPC Support Programme*, while first and foremost focusing on EDF supported interventions and the NAO's core responsibilities, will be complimentary to all ODA actions and will, specifically with respect to Monitoring & Evaluation, provide support to capacity development within the NPC and in key line Ministries.

3.3 Cross-cutting issues

Cross-cutting issues relating to environmental sustainability, gender equality, HIV/AIDS, good governance and human rights, are all integrated into the Namibian Government's policies and planning documents, including *Vision 2030* and *NDP4*. They are similarly integrated into the internal processes of the NPC and, under the *NAO/NPC Support Programme* they will continue to form the basis of institutional and personal standards. Developing and implementing efficient aid coordination mechanisms, inclusive of all stakeholders, will allow the integration of socio-cultural issues in EDF and other ODA programming. It will also ensure a coordinated monitoring system with common indicators including socio-cultural and other mainstreaming issues.

4 DESCRIPTION OF THE ACTION

4.1 Objectives/results

The objectives of the *NAO/NPC Support Programme* are to provide targeted support to interventions funded under the 10th and 11th EDF and other initiatives funded by the EU; to strengthen the NPC's overall capacity to manage ODA; and to contribute to the successful implementation, management, monitoring and evaluation of NDPs.

The results to be achieved include:

- Result 1 The National Authorising Office and the NPC's management of ODA are strengthened.
- Result 2 The NPC's systems, structures and capacities, and those of selected line-Ministries, are developed with reference to their mandate to Monitor & Evaluate NDPs and Sectoral Execution Plans.

4.2 Main activities

Result 1 The National Authorising Office and the NPC's management of ODA are strengthened.

The primary purpose of the Programme is to develop and strengthen, in a sustainable manner, the technical, administrative, coordination, monitoring and reporting systems and capacities of the NAO, with a special emphasis on the smooth implementation of the EDF 10 and EDF 11 Programmes. Additionally, support will be provided to the NPC's Directorate of Development Partners Coordination towards the streamlining and integration of best practice with respect to the programming, implementation, monitoring and reporting of all ODA programmes. Activities are clustered under four categories: i) EDF Implementation, ii) Monitoring and Evaluation, iii) Capacity Development, iv) Strategic Support.

i) EDF Implementation

- establishing and maintaining systems of administration, archiving, payments and accounting for programmes and projects under EU development cooperation;
- the preparation and submission of tender dossiers and the documentation for calls for proposals to the Delegation for approval, the launch of invitations to tender and calls for proposals, the invitation of the Delegation to the opening and evaluation of tenders and proposals, the notification of the Delegation of the outcomes of evaluations, the submission of requests for the approval of the award of contracts and grants, and the subsequent signing of contracts and grants and addenda thereto;
- technical adjustments and alterations to programmes and projects in matters of detail that do not affect the technical solution adopted and remain within the limits of the reserve for adjustments provided for in the Financing Agreement;
- subcontracting and the hiring of consultants and other Technical Assistance experts;
- programming, including the preparation, submission and appraisal of programme and project Action Documents;

ii) Monitoring and Evaluation

- conducting regular field visits to monitor the implementation and progress of EDF/ODA programmes, projects and grants;
- producing monitoring reports on the basis of which the NAO, the NPC and the Delegation can make informed comment and take informed decisions; and
- facilitating and participating with and in various Results Oriented Monitoring missions, Mid-Term Evaluations and End of Term Reviews of EU programmes, projects and grants.
- advising the NPC on the Monitoring and Evaluation of Development Partner's programmes;
- advising on the identification and deployment of short-term experts, including, Monitoring and Evaluation, Strategic Planning and NPC Annual plans and Annual Sectoral Execution Plans.

iii) Capacity Development

Capacity Development is foreseen for the Directorate of Development Partners Coordination and laterally the Department of Monitoring & Evaluation and Development Partners Coordination and subsequently the NPC more broadly to perform its strategic, managerial and technical tasks.

To this end a strategic capacity development framework will be drawn up which will analyse the institutional needs and existing capacities on which the professional and institutional development programme will be built.

While the main capacity development strategy will be focused on identified counterparts learning on-the-job, an instruction-based, needs-driven, skills and professional development approach will also be deployed, which will include more formal training programmes, including, where required, post-graduate training.

iv) Strategic Support

As needs are identified by the NPC, and as the need for support to EDF related implementation activities allows, the NAO Support Team will provide strategic inputs and support to the NPC on a range of broader development related issues and in particular to the

conceptualisation and development of Namibia's 5th National Development Plan (NDP5); notably the potential for ODA support.

Result 2 The NPC's systems, structures and capacities, and those of selected line-Ministries, are developed with reference to their mandate to Monitor & Evaluate National Development Plans and Sectoral Execution Plans.

While the primary purpose of the Programme is to develop and strengthen the technical, administrative, coordination, monitoring and reporting systems and capacities with respect to EDF programmes specifically and Namibia's ODA more generally, Programme Result No. 2 focuses on support to the Monitoring and Evaluation of National Development Plans.

In order to have an effective implementation of the National Development Plans, Monitoring and Evaluation needs to be strengthened as part of the programming cycle to assist fact-based planning and budgeting cycles.

In order to realise this result areas it will be necessary to work on systems and procedures as it will be to strengthen M&E capacity.

i) Systems and Procedures Development

- Strengthening the role of M&E and performance assessment in the project cycle to inform planning and budgeting processes, by establishing clear procedures and mechanisms with implementing Ministries and Agencies.
- Within the context of implementing the National M&E Framework support the NPC in its NDP4 monitoring and evaluation activities including: the development and monitoring of Annual Sectoral Execution Plans, and conducting mid term reviews and evaluations;
- Reviewing existing M&E tools and develop appropriate M&E systems. This may include integration of systems used by different OMAs;
- Strengthening the collection and validation of data sources, data management, and analysis

ii) Capacity Development

- In line with the strategic capacity development framework, the capacity of the staff in the Directorate of Monitoring and Evaluation, and the NPC more broadly, will be enhanced through the provision of on-the-job support and technical advisory services. Where foreseen in the framework this will include formal training programmes, including, where required, post-graduate education in Monitoring and Evaluation;
- Strengthening the capacities of Monitoring and Evaluation Directorate staff through the provision of on-the-job support and technical advisory services in targeted line-Ministries with reference to their mandate to monitor and evaluate NDPs and Sectoral Execution Plans.

4.3 Intervention logic

The NPC is the custodian of the NDP. At the same time it is responsible for the coordination with Development Partners. The EU and its Member States have agreed with the Government on a Joint Response Strategy to NDP4. The support foreseen under the NAO/NPC Support Programme is expected to on the one hand better integrate Development Partners support, in particular the EDF, towards achieving Namibia's development objectives. On the other hand the

achieving of development objectives is expected to be enhanced by strengthening Monitoring and Evaluation of the implementation of development plans. It is envisaged that the objectives and results of the NAO/NPC Support Programme will be achieved through the provision of technical assistance to support systems strengthening of the NPC/NAO with respect to the management of EDF and ODA funding to Namibia.

Furthermore, Technical Assistance will develop the systems, structures and capacities of NPC and identified line ministries' staff in Monitoring and Evaluation in view of improving implementation of NDPs.

5 IMPLEMENTATION

5.1 Financing agreement

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

5.2 Indicative implementation period

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

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

5.4 Implementation modalities

5.4.1 Procurement (direct management)

Subject in generic terms, if possible	Type (works, supplies, services)	Indicative number of contracts	Indicative trimester of launch of the procedure	Amount
Audit & Evaluation	Service contract	3	Q1 2018 (mid-term); Q1 2020 (fin eval & audit)	EUR 80,000

5.4.2 Indirect management with the partner country

This action with the objective of providing targeted support to the interventions funded under the 10th and 11th European Development Fund (EDF) and other EU-funded initiatives and to contribute to the successful implementation, management, monitoring and evaluation of National Development Plans (NDPs), may be implemented in indirect management with the Republic of

Namibia in accordance with Article 58(1)(c) of the Regulation (EU, Euratom) No 966/2012 applicable by virtue of Article 17 of Regulation (EU) 2015/323 according to the following modalities:

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

Payments are executed by the Commission.

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

5.5 Scope of geographical eligibility for procurement and grants

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

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

5.6 Indicative budget

Budget Heading	EU contribution (EUR)
5.4.2 Indirect management with partner country	
2.1 Technical Assistance	3 900 000
2.2 Capacity Development, Training, Workshops	280 000
2.3 Equipment	20 000
2.4 Visibility	20 000
5.4.1 Direct management	
1.1 Audit & Evaluation	80 000
3. Contingencies	200 000
Total	4 500 000

5.7 Organisational set-up and responsibilities

The Contracting Authority for the project shall be the NPC. The Project Supervisor shall be the Deputy NAO / Chief: National Development Advice - Department of Monitoring & Evaluation and Development Partners Coordination within the NPC. A Steering Committee shall be

established to oversee and validate the overall direction of the project. The Project Steering Committee shall meet twice a year.

A Technical Assistance Team, composed of international, regional and local experts according to the complexity of the tasks to be fulfilled, will assist the NPC in the implementation of the Programme. The responsibilities of the Team will not involve the exercise of public authority nor the use of discretionary powers of judgment. The Team will work under Terms of Reference agreed by both the Contracting Authority and the Head of Delegation.

5.8 Performance monitoring and reporting

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

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

5.9 Evaluation

Having regard to the importance of the action, mid-term and final evaluations will be carried out for this action or its components via independent consultants contracted by the Commission. The mid-term evaluation will be carried out for problem solving and learning purposes, in particular with respect to sustainability. The final evaluation will be carried out for accountability and learning purposes at various levels.

The Commission shall inform the implementing partner at least 60 days in advance of the dates foreseen for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on

the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

Indicatively, two evaluation service contracts shall be concluded under a framework contract in the first half of 2018 and the first half of 2021 for the mid-term and final evaluation respectively.

5.10 Audit

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

Indicatively, one contract for audit services shall be concluded under a framework contract in the second half of 2021.

5.11 Communication and visibility

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

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

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

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

The visibility activities will be part of the service contract and will be implemented in consultation with the NAO office and the EU Delegation.

APPENDIX - INDICATIVE LOGFRAME MATRIX

The activities, the expected outputs and all the indicators, targets and baselines included in the logframe matrix are indicative and may be updated during the implementation of the action without an amendment to the financing decision. The indicative logframe matrix will evolve during the lifetime of the action: new lines will be added for listing the activities as well as new columns for intermediary targets (milestones) when it is relevant and for reporting purpose on the achievement of results as measured by indicators.

	Intervention logic	Indicators	Baselines 2015	Targets 2020	Sources and means of verification	Assumptions
Overall objective: Impact	Increased realization of NDPs	% of Desired Outcomes identified in NDP4 met	0	100%	NPC Bi-Annual Report to Cabinet MTR and evaluation of NDP4	
Specific objective(s): Outcome(s)	1. Development Partners Support is contributing to realization of NDPs	% of ODA aligned with NDPs	80%	100%	NPC Annual ODA Report	There is sufficient buy-in from Development Partners to support Namibia's development plans and from Line Ministries to engage with Development Partners
	2. Implementation of Sector Execution plans is improved	% of Sector Execution Plans being implemented timely and effectively	60%	100%	NPC Bi-Annual Report to Cabinet Mid-Term Review of NDP	Namibia's Development Plans are of high quality and Sector Execution plans are realistic and in support of the NDP
Induced Outputs	1. The National Authorising Office and the NPC's management of ODA are strengthened.	% of ODA projects and programmes being implemented timely and effectively	80%	100%	NPC Annual ODA Report	NAO and NPC are able to retain capacitated staff

	2. Monitoring & Evaluation of NDPs and Sectoral Execution Plans strengthen the planning and budgeting process.	% of Ministerial projects and programmes aligned to Monitoring and Evaluation recommendations	0	75%	NPC Bi-Annual Report to Cabinet Mid Term Review of NDP	Ministerial Projects and Programmes are all aligned to the National Development Programme
	Intervention logic	Indicators	Baselines 2015	Targets 2020	Sources and means of verification	Assumptions
Direct Outputs	1. NPCs Directorate of Development Partners Coordination and the NAO Office					
	<ul style="list-style-type: none"> are able to plan, manage, monitor and evaluate EDF and other ODA support effectively 	% of ODA projects and programmes planned and implemented in a timeous, efficient and effective manner	80%	100%	NPC Monitoring and Evaluation system NPC donor database	<p>NPC is able to recruit and retain suitably qualified staff</p> <p>NPC capacity building of staff addresses planning, managing, monitoring and evaluation needs</p>
	<ul style="list-style-type: none"> have a strategic capacity development framework and have built staff capacity 	% of NPC Director of Development Coordination and NAO Office staff (men and women) whose capacity development needs are addressed through implementation of the capacity development framework	0%	100%	Capacity Development Framework Records of capacity building	NPC and NAO are able to retain capacitated staff
	2. NPCs Directorate of Monitoring & Evaluation					

	<ul style="list-style-type: none"> has systems and procedures in place to monitor and evaluate progress of development plans 	% of Ministerial projects and programmes aligned to Monitoring & Evaluation recommendations	0%	100%	Bi-annual monitoring reports on systems development	Line Ministries support the central role of Monitoring & Evaluation in the planning and budgeting process
	<ul style="list-style-type: none"> has capacitated its own and line Ministries' staff to effectively use Monitoring & Evaluation as a tool in the planning and budgeting process 	<p>% of staff within Ministries (men and women) who are competent in the application of Monitoring & Evaluation principles and systems</p> <p>% of Ministry plans that reflect alignment of Monitoring & Evaluation to national requirements</p>	<p>50%</p> <p>0%</p>	<p>100%</p> <p>100%</p>	<p>NPC and NDPs</p> <p>NPC monitoring reports of NPD implementation</p> <p>Evaluation reports</p> <p>Ministry plans and reports</p>	NPC capacity building framework is fit for purpose and is implemented