MDG:F
MDG ACHIEVEMENT FUND

FINAL EVALUATION

Namibia	Thematic window **Culture and Development**

Programme Title:

Sustainable Cultural Tourism in Namibia

Author: Enhancing Heritage Resources cc

March **2013**

Prologue

This final evaluation report has been coordinated by the MDG Achievement Fund joint programme in an effort to assess results at the completion point of the programme. As stipulated in the monitoring and evaluation strategy of the Fund, all 130 programmes, in 8 thematic windows, are required to commission and finance an independent final evaluation, in addition to the programme's mid-term evaluation.

Each final evaluation has been commissioned by the UN Resident Coordinator's Office (RCO) in the respective programme country. The MDG-F Secretariat has provided guidance and quality assurance to the country team in the evaluation process, including through the review of the TORs and the evaluation reports. All final evaluations are expected to be conducted in line with the OECD Development Assistant Committee (DAC) Evaluation Network "Quality Standards for Development Evaluation", and the United Nations Evaluation Group (UNEG) "Standards for Evaluation in the UN System".

Final evaluations are summative in nature and seek to measure to what extent the joint programme has fully implemented its activities, delivered outputs and attained outcomes. They also generate substantive evidence-based knowledge on each of the MDG-F thematic windows by identifying best practices and lessons learned to be carried forward to other development interventions and policy-making at local, national, and global levels.

We thank the UN Resident Coordinator and their respective coordination office, as well as the joint programme team for their efforts in undertaking this final evaluation.

MDG-F Secretariat

The analysis and recommendations of this evaluation are those of the evaluator and do not necessarily reflect the views of the Joint Programme or MDG-F Secretariat.

MDG-F Thematic Window: Culture and Development

FINAL EVALUATION

SUSTAINABLE CULTURAL TOURISM IN NAMIBIA JOINT PROGRAMME
February 2009 – February 2013

EVALUATION REPORT
April 2013

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Enhancing Heritage Resources cc
Windhoek | Namibia

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Acronyms

AECID	Spanish Agency for International Development Cooperation
CBNRM	Community Based National Resource Management
HAN	Hospitality Association of Namibia
IPR	Intellectual Property Rights
JP	Joint programme
LA	Local Authority
LED	Local Economic Development
MAN	Museums Association of Namibia
MCA	Millennium Challenge Account
MDG-F	Millennium Developments Goals Achievement Fund
MDGs	Millennium Developments Goals
MET	Ministry of Environment & Tourism
MME	Ministry of Mines & Energy
MoE	Ministry of Education
MRLGHRD	Ministry of Regional and Local Government and Housing and Rural Development
MTE	Mid-term Evaluation
MTI	Ministry of Trade & Industry
NACOBTA	Namibia Community Based Tourism Association
NACOMA	Namibia Coastal Management Programme
NACSO	Namibia Association of CBNRM Organisations
NAMPLACE	Namibia Protected Landscape Project
NAN	National Archives of Namibia
NDP	National Development Plan
NPC	National Planning Commission
NRA	Non-resident Agencies
MYNSSC	Ministry of Youth, National Service, Sports & Culture
OGC	Ovaherero Genocide Committee
ORC	Office of the Resident Coordinator
PMC	Programme Management Committee
PMU	Programme Management Unit
SYCB	Start Your own Cultural Business Training
TA	Traditional Authority
UN	United Nations
UNDAF	United National Development Assistance Framework
UNDP	United Nations Development Programme
UNEP	United Nations Environmental Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization

0 | EXECUTIVE SUMMARY

Background and Rationale

The MDG-F funded Sustainable Cultural Tourism Joint Programme in Namibia addresses an identified development need both at national level as well as MDG-F and UN agency level. By strengthening culture, the social basis is provided that stimulates creativity, innovation, human progress and well-being with the view of reducing poverty. The joint programme (JP) was designed as a three year intervention starting February 2009, subsequently extended by one year ending February 2013 and had three defined outcomes:

1. A national knowledge base to be developed on linkages between customary & traditional practices, tangible and intangible cultural & natural heritage and livelihoods;
2. Sustainable, gender sensitive cultural & natural heritage legislation, policies and programmes with capacity and awareness enhanced on sustainable cultural & natural heritage and livelihoods and related international cultural legal instruments;
3. Pilot Projects, using knowledge base and enhanced policies and legislation, operational, empowering communities through the development of cultural assets as products able to reap economic benefits within the broader cultural tourism industry.

This multi-level implementation aimed at translating the international approach to development in support of the MDGs by complementing Namibia's tourism sector with cultural tourism initiatives that enable ethnic minorities, communities in remote areas and individuals with cultural skills to enhance their livelihood through meaningful, and sustainable, heritage utilisation.

The Evaluation

The evaluation was conducted from the 15th of January to the 28th of February 2013. Document review, stakeholder consultations as well as site visits were undertaken. Stakeholders consulted include pilot site committee members, tourism operator, government agency staff, consultants and communities living close to the sites as well as the implementing UN agency and civil society organisations. A draft report was presented to the PMC/ reference group for input and comments.

Findings / Conclusions

Achievements
The evaluation found / concluded that the JP has achieved the following, considering the initial intentions, evolving opportunities and available evidence:

- The JP created a structured interaction amongst cultural stakeholders over an extended period of time including ministries, national government institutions, regional & local government and community representatives. These stakeholders addressed issues ranging from the enabling environment for sustainable cultural heritage utilisation to practical, project oriented interventions and training;

- The concept of Intangible Cultural Heritage (ICH) has formally been operationalized in the country through the establishment of a system to capture & record ICH and the sharing of these elements that hold potential economic value.

- The structure of JP delivery enabled a decentralised approach of project implementation empowering regional and local stakeholders in Namibia to take ownership of project modalities including implementation control and disbursement of funds.

- With cultural stakeholders predominantly found at national (head office) level, the JP managed to put cultural heritage utilisation on the development agenda of regional & local stakeholders, including communities who were also exposed to practical income generating opportunities.

- The implementation of Joint-programme principles brought together a multitude of stakeholders at national and international level creating linkages and communications channels likely to be sustained beyond the programme cycle.

- Advanced skills were developed through formal training efforts for some 18 senior technical individuals in the cultural sector of the country and the 'Start Your Cultural Business' training efforts has exposed over 300 individuals to the entrepreneurial opportunities around (cultural) heritage utilisation across the country.

- Environmental Impact Assessments were carried out at all pilot sites at the initial planning stage and updated based on detailed project plans in cooperation with all relevant stakeholders enhancing the EIA process on regional level.

- Three, of the ten pilot projects in support of cultural tourism enterprise creation have reached physical completion that enables actual operation.

Challenges

In contrast to the achievements noted above, the evaluation found / concluded that the JP faced several challenges including:

- The sector wide approach within a three (extended to four) -year programme was over ambitious and not sufficient time was allocated to an inception period that would have given stakeholders a chance to fully grasp the objectives and interventions, and hence to successfully operationalize the programme;

- The tourism sector was underrepresented at the Programme Management Committee (PMC) and operational level;

- Project implementation has been slow. The creation of a functional PMU took almost one year, and staff changes have occurred on all programme levels causing further delays;

- At regional level, community and traditional authority consultations around pilot site development took much longer than expected;

- On the administrative level, the requirements for financial management were perceived by national stakeholders as cumbersome and lengthy.

- The physical development of pilot sites started only in 2012 for all but one site.

- Objective validation of JP interventions has not been fully effective due to a weak Monitoring & Evaluation (M&E) system.

- The timing of soft-skills development interventions had to be compromised due to the delays in physical site development leading to stakeholders undergoing training before pilot projects were initiated.

- The business planning component of the pilot sites, a key output towards poverty reduction, was identified only half way through the programme implementation after construction has started. This influence the sustainability of the pilot sites and limited the ability of Local Economic Development (LED) interventions;

- The projects are seen by many communities as government initiatives, not community-owned, and the expectation that government will look after them prevails.

- Physical work at six of the pilot sites are roughly 50 – 60% complete at the time of the evaluation; with the completion rate at one site under 10%.

It must be concluded that although the JP has not achieved its overarching aim towards operationalising benefit creation from cultural heritage, it has achieved a substantial strengthening of the enabling environment for cultural heritage utilisation and created the platform to ensure such benefits can occur in the future.

Lessons Learned

Overall, the implementation of the JP clearly reveals that adequate provision should have been made for an inception period of at least 1 year.

The low rate of completion of the infrastructural work at the pilot sites highlights major challenges concerning capacity building and ownership by local communities. The project has capacity building as one of its goals; at the same time the delays in completion of work at the pilot sites clearly points to capacity constraints on the ground. The timeframe allocated for a programme of this complexity and size requires a minimum 5 years of implementation, especially if 10 operational, capital projects are included as output.

Recommendations

The evaluation has two main recommendations:

- The partly completed infrastructure developments need to be finalised soonest. This combined with the formulation of proper business plans will ensure relevance and sustainability of the training, policy strengthening, ICH documentation & utilisation and general cultural awareness creation elements of the programme. The positive impact this is likely to have will then be measurable in the near future;

- Stronger involvement of the tourism sector in the further implementation of the project has to be ensured for overall success.

1 | INTRODUCTION

1.1 BACKGROUND

In 2007, Namibia applied to the MDG-F Achievement Fund (shortly referred to as MDG-F), initiated through a €528 million contribution from the Government of Spain to the United Nations system. A total of four (4) proposals were submitted for Namibia and two (2) were approved in 2008 with a total of US$14 million. The two approved programmes are: **Sustainable Cultural Tourism** (U$ 6 Million) and Setting things right -towards Gender equality and equity in Namibia (with a budget of US$ 8 Million). The Funds were released from the Millennium Development Goals Achievement Fund in February 2009, marking the beginning of the implementation of Namibia's programmes. The MDGF Culture Joint programme is scheduled to conclude on the 18 February 2013.

The overall objective of the MDGF Culture Joint Programme is to support UN efforts in Namibia in order to accelerate the achievements of the Millennium Development Goals though Joint Programmes with the National Government. The Joint Programme in Namibia works towards the following MDGs:
• Eradicate Extreme Poverty and Hunger
• Promote Gender equality and empower women
• Combat HIV/AIDS, Malaria and other diseases
• Ensure Environmental sustainability

Support for the Sustainable Cultural Tourism Joint Programme in Namibia falls under the thematic window of **Culture and Development,** incorporating the different dimensions that link culture and development (including the economy) as well as focusing on respect for cultural diversity and addressing social exclusion of minorities. Under this thematic window, the fund seeks to support the design, implementation and evaluation of effective public policies that promote social and cultural inclusion, and facilitate political participation and the protection of rights. The fund also seeks to support efforts to promote cultural and creative industries by financing the testing and/or scaling-up of successful models and catalysing innovations in cultural development practice and to generate the data and information necessary for the effective formulation and monitoring of policies on diversity, culture and development. The overall aim is to accelerate progress towards attainment of the MDGs.

One of the principles that guides the activities of the fund and the way in which its country-level interventions will be designed is through the consolidation of inter-agency planning and management systems at the country level around a **Joint Programming** model. This dimension of the implementation strategy distinguished the MDG-F from other Trust Funds already supported by the Government of Spain with many individual UN entities.

1.2 PURPOSE, GOALS & METHODOLOGY OF THE EVALUATION

The MDG-F established an Evaluation Plan which ensures that all programmes supported by the Fund will undertake a final evaluation which will assess the relevance and effectiveness of the intervention, and measure the development impact of the results achieved, on the basis of the initial analysis and indicators described at the time of programme formulation[1]. **I**n line with the instructions contained in the "Monitoring and Evaluation Strategy" and the "Implementation Guide for Joint

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[1] UNDP/Spain Millennium Development Goals Achievement Fund: Framework Document August 1, 2007.

Programmes under the Millennium Development Goals Achievement Fund", **all joint programmes will commission and finance a final independent evaluation**. Such final evaluations are **summative** in nature and seek to:

1. Measure to what extent the joint programme has fully implemented their activities, delivered outputs and attained outcomes and specifically measuring development results.
2. Generate substantive evidence based knowledge, on one or more of the MDG-F thematic windows by identifying best practices and lessons learned that could be useful to other development interventions at national (scale up) and international level (replicability).

The findings, conclusions and recommendations generated by this evaluation will be part of the thematic window Meta evaluation, the Secretariat is undertaking to synthesize the overall impact of the fund at national and international level.

1.2.1 METHODOLOGICAL APPROACH AND SPECIFIC TASKS

The final evaluation is to focus on measuring programmatic results and, whenever possible, potential impacts generated by the **joint programme,** based on the scope and criteria included in these terms of reference.

The unit of analysis or object of study for this evaluation is the joint programme, understood to be the set of components, outcomes, outputs, activities and inputs that were detailed in the joint programme document and in associated modifications made during implementation.

This final evaluation has the following **specific objectives**:

1. Measure to what extent the joint programme has contributed to solve the needs and problems as identified in the design phase.
2. Measure joint programme's degree of implementation, efficiency and quality delivered on outputs and outcomes, against what was originally planned or subsequently officially revised.
3. Measure to what extent the joint programme has attained the desired results to the targeted population, beneficiaries, participants whether individuals, communities, institutions, etc.
4. Measure the joint programme contribution to the objectives set in their respective specific thematic windows as well as the overall MDG fund objectives at local and national level. (MDGs, Paris Declaration and Accra Principles and UN reform).
5. Identify and document substantive lessons learned and good practices on the specific topics of the thematic window MDGs, Paris Declaration, Accra Principles and UN Reform with the aim to support the sustainability of the joint programme and its components

This final evaluation will use methodologies and techniques as determined by the specific needs for information, the questions set out in the TORs and the availability of resources and the priorities of stakeholders. In all cases, all relevant information sources, such as reports, programme documents, internal review reports, programme files, strategic country development documents, mid-term evaluations and any other documents that may provide evidence on which to form judgements will be analysed. Interviews, surveys or any other relevant quantitative and/or qualitative tool were a means to collect relevant data for the final evaluation and to ensure that the voices, opinions and information of targeted citizens/participants of the joint programme are taken into account.

The following specific tasks were carried out:

- Desk review of all relevant documents; the PMU was unable to provide programme documents in a structured system linked to programme outcomes and outputs. Financial reporting of the individual agencies has not been obtained.
- Map of stakeholders; stakeholder list for consultation based on data from the PMC, additional consultation with leading tourism operators in the country.
- A work plan for the final evaluation was formulated including field visits, interviews by phone/in person and report delivery was formulated. The extension of the field evaluation of pilot sites to include Caprivi and Kunene Region was requested by the PMC during the inception meeting which has extended the timeframe of the evaluation. Lit of people and date consulted is provided in the annex.
- An inception report was produced on 25th January 2013;
- Target regions and sites visited are provided in the annex.
- A draft evaluation report was delivered on 27th of February
- The draft evaluation report was presented to the stakeholders of the Joint Programme on March 15th 2013 and comments, feedback and recommendations incorporated;
- The final evaluation report was submitted on April 8th 2013.

The evaluation opted for the consultation with national stakeholders in the cultural sector first to avoid giving priority to the pilot sites and balance both soft and infrastructural outputs of the programme. The interviews focused on both the role of the institution as well as the overall observation of the programme. The questions of the evaluation ToR were used to guide a discussion. Where reports and other data were available, these were assessed first to determine the key challenges and results to be emphasised during the discussion. A questionnaire was formulated and distributed to all national and regional partners for completion.

Pilot site visits were scheduled to all sites, except the Rundu/ Munyondo Gwakapande Cultural Village. Separate mission were undertaken to Duineveld, Ozumbu Zovindimba and Caprivi and one larger trip was linking Khorixas (cancelled at short notice due to illness of evaluator), Opuwo, Omusati Cultural Trail, Omugulugombashe, King Nehale (inspection only) and Tsumkwe.

The response to both the request for meetings as well as completion of questionnaire has been reluctant by the majority of programme stakeholders. Actual **beneficiary** interviews on community level were not organised because of the incomplete pilot site developments and lack of employment and/or income generating benefits to date. Only informal discussions with community residents have been conducted and these are included for illustrational purposes only.

1.3 DESCRIPTION OF THE DEVELOPMENT INTERVENTION

The Sustainable Cultural Tourism in Namibia Joint Programme MDGF-1799 (hereafter referred to as 'the programme' - JP) aims to strengthen the contribution of cultural diversity to the achievement of the MDGs. Namibia's richness in cultural and natural heritage represents the basis for the development of cultural tourism. If well developed, cultural tourism policies have the potential of catalyzing sustainable livelihoods, social equity and economic development. By focusing on national ownership and participation, the programme aimed to support the Government of Namibia to **more effectively integrate cultural diversity and heritage into national development policies and programmes**.

The JP contributed to the MDGs 1, 3, 6 and 7 by focusing on (i) poverty reduction, (ii) gender mainstreaming, (iii) mainstreaming of HIV/AIDS issues linked to the cultural tourism sites and (iv) ensuring the sustainability of environmental/cultural assets, a core-element for poverty reduction, especially for those depending on cultural/natural resources. The programme thus strongly advocated the improvement

of livelihoods/food security and empowerment of rural communities through the promotion of Cultural Tourism in Namibia.

The programme emphasized national ownership and participation of local communities, with particular emphasis on indigenous peoples in cultural heritage tourism activities based on three focus areas: [1] creating a knowledge base; [2] evaluating and creating awareness about legislation related to cultural heritage; and [3] developing pilot projects using the knowledge base and streamlined policies and legislation to improve livelihoods. **The stakeholders' participation in the planning and management process has been identified as of paramount importance.** The JP foresaw the development of an effective public communication strategy that will offer local communities an opportunity to participate at all stages of the programme.

The JP's strategy was to support the Government of Namibia in strengthening cultural tourism interventions in the country, using it as a vehicle to stimulate economic development at community level. Particular focus was placed on empowering women, youth as well as disadvantaged and vulnerable groups. As all sectors of Namibia's economy have been impacted by HIV and AIDS, and recognising that by its very nature, the tourism sector is very vulnerable to this pandemic, beneficiaries in the JP were involved in prevention education and, where necessary, education about treatment as a way of mainstreaming this critical area of social development.

Another crucial intervention was the support of existing and the creation of new SMEs in cultural heritage at the local level that would guarantee local participation and sustainability of tangible and intangible cultural heritage. As the field of cultural tourism is relatively new in Namibia and limited baseline studies are available from which empirical data on lessons learnt can be derived, **the JP was designed to address this deficiency in its first phase, through a situational analysis and a certain number of focused baseline studies, research and analysis, participatory assessment of needs and identification of problems in order to ensure the best possible programme implementation**.

In achieving the aims of this programme, UNESCO would play a leading role and, together with other UN agencies (ILO, UNDP/ UN-Habitat, UNEP) work in collaboration with the key government institutions, the private sector and the participating communities in implementing the JP. The participation of these UN agencies would bring a wealth of comparative advantages to the implementation of the JP.

As the sole United Nations agency with a mandate in the field of culture, **UNESCO**'s focus on culture in the JP was based on ensuring the linkage between operational action and the solid normative foundation provided by international conventions, recommendations, declarations and tools elaborated globally by UNESCO in the field of culture. Adhering to the need for a **multi-sectoral and holistic approach to programme implementation**, UNESCO had the overall technical leadership role towards the successful implementation of the programme.

UNEP is the principal UN body in the field of environment that promotes the coherent implementation of the environmental dimension of sustainable development within the UN system and serves as an authoritative advocate for the global environment. UNEP's intervention in the joint programme was supporting the Government of Namibia to more effectively integrate and implement the principles of cultural diversity into sustainable development policies and activities by promoting sustainable tourism at cultural and natural sites and empower the local communities in the management and ownership of cultural and natural heritage sites through appropriate policies and regulations.

The main roles and responsibilities of **UN-Habitat** derived from the Habitat Agenda (Habitat II, Istanbul 1996) and aims to bring together all spheres of government, civil society and the private sector by strengthening partnerships for promoting sustainable urban development. The major role for UN-Habitat in this JP was to facilitate strong working relations between Habitat Agenda partners – particularly

National Habitat Committee, civil society, private sector, local authorities and Ministry of Regional and Local Government, Housing and Rural Development (MRLGHRD) in the implementation of the selected projects and help align efforts to achieve sustainable urbanization-related objectives.

The **International Labour Organization (ILO)** is the tripartite UN agency that brings together governments, employers and workers of its member states in common action to promote opportunities for women and men to obtain decent and productive work, in conditions of freedom, equity, security and human dignity. To boost employment opportunities among the ultimate MDG-F programme beneficiaries, ILO used the Local Economic Development (LED) approach to capacitate the community through local intermediary organisations and offer trainer development and product development support.

1.3.1 Context

Namibia's cultural heritage is intrinsically linked to the country's colonial history. The inequalities between races and gender are manifested in the production, preservation and consumption of cultural heritage. Until 2004 cultural heritage was protected by the South African National Monuments Council (NMC) Act 28 of 1969. In Namibia, this Act was replaced by the Namibian National Heritage Act 27 of 2004 that centralises heritage management. However, lack of properly trained heritage workers in the various regions of the country continues to marginalise local communities from mainstream public heritage and perpetuates the unequal distribution of heritage sites and products.

In Namibia, the natural heritage industry is leading in both conservation and "harvesting" of benefits from tourism through the Community Based Natural Resource Management Programme. This is evident by the extensive strategies that have either been adopted or created since independence in 1990 (e.g. The National Capacity Self-Assessment for Global Environmental Management (NCSA), Community Based Natural Resource Management (CBNRM), and the Environmental Assessment Policy (EAP) for sustainable development and environmental conservation) which are all aimed at achieving the goals of the National Poverty Reduction Action Plan (NPRAP). Such environmental concerns are mainstreamed into related development policies, for example, Vision 2030, NDP3&4, MDGs and, among others, through the carrying out of Environmental Impact Assessment (EIA) Studies as integral components of pre-project development feasibility studies.

The country report on the development of sustainable tourism in Namibia, forming the foundation for the MDG-F programme, indicated that there is a growing demand for tourism products and cultural aspects based on continuous growth in arrival numbers making "Namibia is the fourth fastest growing tourism economy in the world". The Millennium Challenge Account (MCA) report records that the tourism industry in Namibia is one of the significant employers in the country accounting for 18% of the work force, thus contributing 14.2 % of the GDP. Although the past increase in visitors brought affluence to a selected range of places and operators, most of the population remains disadvantaged. Previously disadvantaged Namibians could not tap into the mainstream tourism since the industry "mirrored the pre-independence apartheid regime where development of business was unavailable to the majority of Namibians" (MCA Namibia Report, p157).

That very success, which the country is undergoing, carries a risk, in the long run, of skimming the people's identity, and turning the nation into a vast recreation area. Should such a scenario ravel further, then not only the poor would remain stripped of the benefits brought about by this type of development, but the nation itself might miss a fundamental step on its way towards full development. This is why the government of Namibia puts more emphasis on the people's cultural assets, so as to better balance both the influx and the impact of a most welcome stream of tourists in the country yearlong, and maintain the nation's vivid cultural specificity unharmed.

Critical challenges that inhibit Namibia from achieving sustainable development and improved livelihoods in the sphere of cultural heritage that were to be addressed by the JP include the following:

- The fact that national regulatory frameworks, policies and programs on the cultural heritage of Namibia are not yet fully reflecting international best practice and local needs.
- Insufficient emphasis has been laid so far on the promotion of the living heritage and thus the diversity of cultural expressions of many of the ethnic groups making up its population in comparison to the promotion of its natural /cultural heritage. This observation applies particularly to the promotion of the rich living heritage of the ethnic minorities of the Namibian society who are among the economically most vulnerable groups of the population. The heritage of these ethnic minorities offers excellent potential to establish community based cultural tourism businesses and economically empower these communities in a sustainable manner.
- Although Government has made commendable strides in addressing gender inequality in general since independence, very few women can be found in decision-making roles in the cultural heritage sphere, despite their strong presence in this sector. As a result, women continue to earn relatively lower incomes in this sector.
- Limited market access for the intended target group (especially minorities and women).
- High-cost transportation, communication and infrastructure, which increase the cost of goods/ services produced in Namibia.
- Insufficient productive skills and technical knowledge. The JP will focus mainly on training and aimed to ensure the retention of skills in rural areas once the tangible spin-offs begin to be realised.

1.3.2 JP description

The programme's outcomes and outputs are summarised as follows:

Programme Title:	Sustainable Cultural Tourism in Namibia (MDGF- 1799)		
MDG-F Thematic Area:	Culture and Development		
Total Budget:	USD 6,000,000	Budget by Agency (U$):	
		UNESCO	3,838,493
		UNEP	353,100
		ILO	930,900
		UN-Habitat	877,507

Outcomes	Outputs	LEAD
Outcome 1: Within the framework of National strategic plan, national knowledge base to be developed on linkages between customary/ traditional practices, tangible and intangible cultural/ natural heritage and livelihoods	Output 1.1: Knowledge base and information -sharing portal development, baseline on tangible and intangible heritage and training.	UNESCO UNEP UN-HABITAT
	Output 1.2: Identification of new heritage sites.	UNESCO
	Output 1.3: Identification and documentation of legal, cultural and community barriers between cultural tourism and poverty reduction	
	Output 1.4: Identification of pilot sites for implementation and replication	UNESCO
Outcome 2: Livelihoods to be mainstreamed into sustainable gender sensitive cultural/natural heritage legislation, policies and programmes with capacity and awareness enhanced on	Output 2.1: Harmonization and publicizing of relevant policies and Legislation on tangible/intangible heritage and customary laws.	UNESCO
	Output 2.2: Communities/groups in the nine focus regions reaping benefits from cultural/natural heritage assets.	UNEP

sustainable cultural /natural heritage and livelihoods and related international cultural legal instruments	Output 2.3: Strengthening governance of Namibia's GeoPark programme	UNESCO UNEP
Outcome 3: Pilot Programmes using knowledge base and streamlined enhanced policies and legislation. Communities to be empowered through the development of pilot sites, where cultural assets are developed as products through which economic benefits will be reaped within the broader cultural tourism industry	Output 3.1 Communities' capacities, end products and livelihoods upgraded through establishing pilot sites and HIV/AIDS awareness campaigns instituted	UNESCO UN-HABITAT ILO
	Output 3.2 By way of LED approach, communities are empowered to generate employment and income from the pilot projects	UNESCO ILO
	Output 3.3: Integration of cultural/natural heritage asserts into national and international tourism networks	ILO
	Output 3.4: Promote skills transfer, built capacity and enhance market opportunities	UNESCO
	Output 3.5: Support the establishment and management of a Geopark	UNESCO
Participating Gov. Entities:	Ministry of Youth , National Service, Sports and Culture (lead Government Ministry), Ministry of Environment and Tourism, Ministry of Education, Ministry of Regional Local Government Housing and Rural Development, Ministry of Trade and Industry and the Ministry of Mines and Energy	
Start Date: **Est. End Date:** **Extension Date:**	20 February 2009 20 February 2012 31 December 2012	Project Closure scheduled for 18 February 2013
Regions of intervention	Otjozondjupa, Omusati, Oshikoto, Omaheke, Kunene, Kavango, Caprivi, Erongo and Hardap Regions	
Pilot Sites:	Khorixas, Opuwo, Omusati (trail), Tsumkwe, Rundu, Katima Mulilo (trail), Otjinene, King Nehale Conservancy and Duineveld	
MDGs	MDGs 1, 3, 6 and 7	

Of the four participating UN Agencies, three are non-resident (ILO, UN-HABITAT and UNEP) and one resident agency (UNESCO). Approximately 16 Governmental and non-governmental Implementing Agencies were involved from the Namibian side.

The programme governance structure included the National Steering Committee (NSC) tasked with provided oversight, and strategic leadership at the national level. It approved the JP document including subsequent revisions, annual work plans and budgets.

The Programme Management Committee Strategic Coordination (PMC-SC) level undertook the technical and operational oversight and coordination of the joint programme at a management level. The PMC-SC was co-chaired by the Permanent Secretary of the Ministry of Youth, National Services, Sports & Culture (MYNSSC- lead Ministry) and the Head of the lead UN Agency, UNESCO.

In addition, the technical level of the Programme Management Committee (PMC-TL) met on a regular basis to assume responsibility for managing programme resources and ensure synergies in achieving outputs and outcomes. It was co-chaired by the lead agency and lead ministry.

At pilot sites level, the Regional Councils were mandated by the Lead Ministry to take responsibility for managing programme resources and ensuring efficiency in achieving outputs and outcomes as per the agreed implementation plans. The Regional Councils, as legal custodians of the pilot sites worked closely with the Local Management Committees to ensure that all stakeholders and beneficiary communities

were fully involved in the decision making processes at all levels (including planning, implementation as well as monitoring and evaluation).

The UN Resident Coordinator's Office support unit/staffs supported the RC's leadership and convening role during the formulation of the joint programmes and RC's coordination and oversight role during their implementation. The Programme Management Unit (PMU) managed and coordinated, on a day to day basis, the implementation of the joint programme on behalf of all UN participating Agencies and implementing partners. It also aimed to ensure appropriate ongoing monitoring and elaboration of reports and proposals (i.e. bi-annual monitoring report, communication, exit and sustainability strategies, etc.) to be presented at the PMCs for review and endorsement. The PMU was to be the central hub of information, communication and knowledge management.

2 | ORGANISATIONAL ANALYSIS

2.1 RELEVANCE OF THE JP DESIGN

The design of the programme is well motivated based on the prevailing socio-economic situation in the country, the opportunities for meaningful benefits from cultural tourism and the need to strengthen the cultural stakeholders in their pursuit of sectorial effectiveness. The JP also rightfully anchored in Namibia's national planning efforts (NDP 3 and NDP 4) that recognise "the need for utilisation of natural and cultural resources through the priority sector of sustainable tourism".

The national lead agency; Ministry of Youth, National Service, Sport & Culture has its own Strategic Plan (2008-2011) that identifies its mandate at policy and operational level, both nationally and regionally around safeguarding culture as well as the wellbeing of the youth, a focus group of the JP. The lead ministry has been involved in the design of the programme together with other relevant Ministries such as MET, MoE and the NPC.

The JP proves a perfect fit for the MDG-F. The JP is funded under the MDG-F Thematic Window on Culture & Development. This thematic window is formulated based on a compelling case for the interdependence of sustainable development along with the recognition and acknowledgement of the diversity of peoples and cultures worldwide (MDG-F Thematic Window Terms of Reference). Many people belong to groups that are discriminated against or disadvantaged as a result of their identity, facing cultural, economic or political exclusion of one form or another. For this reason, the inclusion of minorities and disadvantaged groups in cultural life forms an ongoing development priority.

Culture provides the social basis that allows for stimulating creativity, innovation, human progress and well-being and can be seen as a driving force for human development. Actions linking culture and development should target disadvantaged groups that have fewer opportunities to participate in cultural life of the societies they belong to due to economic, social or ethnic factors which the JP did.

The planned JP's outcomes hold substantial relevance to the Thematic Window's **objectives,** illustrated as follows:

MDG Thematic Objective	Output	Description
Design, implement, and evaluate public policies that facilitate the political participation and protect the rights of groups excluded on cultural grounds;	1.3	Identification of legal and community barriers between cultural tourism and poverty
	2.1	Harmonization and publicising relevant policies and legislation
	3.5	Support the establishment and management of the Gondwanaland Geopark
Promote cultural and creative industries as drivers of economic and social development and means for expanding people's opportunities;	1.2	Identification of new heritage sites
	1.4	Validation of pilot sites for development and replication
	2.2	Community (groups) reaping benefits from heritage assets
	3.1	Establishment of pilot projects
	3.2	LED approach to empower communities to generate income and employment
Develop institutional capacity to generate useful and	1.1	Knowledge base and information sharing portal developed
	2.3	Strengthen the governance of Namibia's Geopark programme

accurate information monitoring and evaluating the effectiveness of cultural policies.	3.3	Integration o cultural tourism into (inter)national tourism networks
	3.4	Promote skills transfer, build capacity and enhance market opportunities

The MDG-F provided many elements, to which the JP has adhered to further confirm its relevance within the thematic window, including:

- Build institutional capacity in official bodies, departments and agencies responsible for implementing policies and cultural practices which promote equal opportunity;
- Protect systems of traditional knowledge, recognizing its contribution to environmental protection and natural resource management, health and education;
- Develop policy recommendations to improve the institutional and regulatory environment;
- Build capacity designed to improve the management of cultural assets, entrepreneurial skills, and business management practices among cultural entrepreneurs, start-up businesses, self-employed artists, both within the formal and informal economies;
- Develop training activities on cultural management, as well as exchange programmes to build and expand the capacity of local cultural managers;
- Focus on the economic viability of producing contemporary cultural products for targeting domestic audiences using ICTs as well as more traditional media (e.g. community radios).

Evaluation

- The programme is correctly justified in its design based on national objectives and institutional mandates, as well as MDG-F objectives & term of reference. The MDGs targeted (1, 3, 6 and 7) are relevant as elaborated in the programme document design with 1 & 7 being sectoral objectives and 3 & 6 addressed as cut-crossing interventions.
- The relevance related to the UNDAF is found in the cross-cutting issue of HIV/AIDS (leadership response) but primarily in the target of 'Improved Income Earnings' for which the effective contribution is too early to assess. Beyond the thematic objectives, the value of UNDAF relevance is primarily found in the implementation approach aimed at: operating an adaptive, dynamic process approach to development, government and society working in full partnership for sustainable development, shared decision-making which focuses on achieving outcomes (impact) and integrated planning between sectors and institutions.
- The UN agency involvement is appropriate in terms of the organisation mandate of the agencies. The division of responsibilities and tasks in the implementation does not clearly reflect mandates. The allocation of pilot projects to the different agencies is not motivated and seems ad-hoc. Especially the responsibility of UN-Habitat for rural monument construction (Omugulungombashe & Ozonbu Zovindimba) seems out of place. There is no clear geographical spread (Duineveld and King Nehale allocated to ILO) or thematic linkage (cultural villages spread over 3 agencies).
- The operational strategy of the JP was formulated as a results framework and subsequent work plans that allocated tasks per agency and national implementing partner. The timing sequence and linkages between these activities is not clearly defined. The implementation of the capital projects by individual agencies also created a duplication of processes in technical design, tendering and implementation which could have been useful had such different approaches been pursued in a planned manner to define the best way in the future.
- Local stakeholder have expressed the observation that a single agency implementation would have been better (February 2012 interviews) based on the non-resident status of three of the agencies only and not the institutional strength and approach of said agencies. The overall effectiveness on the

programme implementation through a multi-stakeholder approach should have been captured in the M&E system which has not happened.

- Overall the programme was confronted with practical challenges in the operationalisation of the programme document influencing the effectiveness and efficiency which was never correctly addressed
- The JP has been, to a large extent, designed jointly with national stakeholders and the RCO as representative of the UN agencies. Due to personnel changes; such 'buy-in' has been lost within some institutions requiring additional time to bring new people 'back on board' during the duration of the programme lifecycle. The regional government representatives & community groups around pilot projects have not been sufficiently included in the design which has influenced the time needed to elaborate on the details of the interventions during implementation. Efforts around continuing joint monitoring and evaluation have been problematic, ad-hoc and inconsistent throughout the programme lifecycle. There is no clearly defined system and it has remained work in progress throughout the JP.
- The absence of proper tourism industry representation is an omission. The pilot projects have not been assessed according to market demand and no early support from the industry for selected ventures has been ensured.

The actual contribution to overcoming socio-economic (poverty) challenges in Namibia cannot be measured yet as key outputs to these outcomes, have not been achieved yet. There is, however, good and documented evidence[2] that tourism can contribute to poverty alleviation, resource conservation and good governance. Creative industry studies in Namibia have identified the value to craft income at household level as such income is more directly linked to food security and payment of education activities (school fees).

Examples from across Southern Africa and beyond have documented the value of a 'reference example' approach to (cultural) tourism development[3]. Taking this into account, the programme would have been formulated around fewer activities and less pilot sites but ensuring an appropriate (possibly substantial) development that can be (adapted) and replicated. By opting for fewer pilot projects, these interventions become the (missing) baseline, can substantiate policy and regulatory support interventions and grow measurable training & capacity building interventions based on tailor made designs. The JP tried a more blanket approach by starting at three development levels (SME, regulation & capacity) simultaneously.

The JP would have benefited from a programme intervention field that was successful enough to pull the more challenging programme areas forward and created the linkages that the design identified. Ideally, this would have been the pilot projects around which the majority of LED, training & capacity was earmarked, and at which ICH elements could be utilised. The envisaged functioning of the Namibia Cultural Sector was effectively a functioning of individual organisations around a common programme document. Roles (and strengths) were not defined on institutional level, but through the JP document's allocation of tasks.

2.2 PARIS DECLARATION & ACCRA PRINCIPLES

The absence of an effective M&E system makes it difficult to measure the adherence and contribution to the Paris Declaration and Accra Principles. Following observations came from the assessment and interviews:

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[2] www.odi.org.uk/projects/1102-practical-strategies-pro-poor-tourism or www.propoortourism.inf
[3] Culture and Community – Tourism Studies in Eastern and Southern Africa. Bob Wishitemi, Anna Spencely and Harry Wels. 2007

- The objective of **eliminating duplication of efforts** has not been achieved as the JP has required small capital project procurement by separate entities for the individual pilot projects, opposed to a single design, consulting engineer and works tendering process. The formation of legal entities (trust) as owners of the projects has also been done individually at 4 sites (Tsumkwe, Duineveld, Khorixas and Rundu).
- **Concrete and effective actions to strengthen national institutional capacities** is not evident beyond the activity (output) based interventions. This is in general difficult to achieve in an JP effort with 3 (out of 4) UN agencies not resident in Namibia;
- The commitment to **Establish result-oriented reporting and assessment frameworks that monitor progress against key strategies** is not visible;
- The commitment to **reinforce participatory approaches by systematically involving a broad range of development partners** is not done as the essential tourism industry, as well as other development interventions have not been incorporated into JP management structure.

The design of the JP did cover many of the effectiveness principles of the Declaration by emphasising the M&E system, the joint management system through PMC and NSC, aimed at integration of the programme activities into national stakeholder's agendas and work plans. The evaluation observed that stakeholders reflect on the programme as an additional task to their institutional mandate and 'things will go back to normal' after the end of the programme. The bi-annual report structure, being a web-based format that cannot be altered by the rapporteur, makes it difficult to obtain elaborations on progress and challenges beyond a few lines of free text and select menus which did not capture changes over the duration of the programme (except number of meeting held) and as such does not reflect differentiation of programme activities over the 4 years.

2.3 JP MANAGEMENT

The implementation of the Culture Joint Programme was conducted by UNESCO, UNEP, ILO and UN-HABITAT. Each agency was responsible for complete programmatic and financial operations and decides on the execution process with its partners and counterparts following the agency's own applicable regulations. UNESCO lead in technical programme issues from the side of the UN and the Ministry of Youth, National Service, Sport & Culture, the lead Government technical line Ministry for the JP. Each output of the Joint Programme was managed by the designated UN Agency and a designated line Ministry.

2.3.1 The MDG-F National Steering Committee

A National Steering Committee (NSC) has overall responsibility for Joint Programme MDG-F activities. Its role is to provide oversight and strategic guidance to the programme. It will provide strategic guidance and oversight and approve the Joint Programme Document including subsequent revisions, Annual Work Plans and Budgets and is co-chaired by the UN Resident Coordinator and the Director General of the National Planning Commission Secretariat. Membership of the NSC will also include a senior representative from the Spanish Embassy in Namibia, but it will formally exclude all implementing partners or participating UN Agencies to allow independence.

At the first meeting of the NSC it was decided to co-opt relevant line ministers' representative (s) for the sector window approved. As such, the Ministers of Youth, National Service, Sport & Culture, Environment and Tourism and Education were co-opted since they would perform oversight functions on education, culture, and tourism issues for government.

2.3.2 The Programme Management Committee (PMC)

Coordination of the JP was the responsibility of the PMC, established by the NSC. The Programme Management Committee (PMC) of the Culture Joint Programme assumed responsibility for the operational coordination of the Joint Programme and its membership consisted of representatives of the implementing participating UN Organizations of the Joint Programme, namely UNESCO, ILO, UNEP, UN-Habitat and technical staff of the ORC, and key government ministries, namely, MYNSSC, NPC MET, MTI, MRLGHRD (regional councils), MGECW and MoE and a technical representative of the Spanish Embassy in Namibia. One NGO, the Museums Association of Namibia (MAN) was incorporated as well.

The PMC should have met quarterly which happened even more frequently at the start of the programme but fizzled out in the later stages with only 2 meetings in 2012.

The provision allocated to supporting the National Programme Management Unit in executing the overall coordination and management function of the programme, including decentralised management corresponded to the 5% of the overall operational budget. Monitoring and evaluation, communication, replication corresponded to another 5% of the operational budget. These two separate lump sums were indispensable since the programme should not have been a series of sub-projects, **but a consolidated programme with many facets which will be run in several distant places, with a view to promote a comprehensive model and a global leverage**. An amount of 20,000 USD from the overall budget was allocated for coordination and management function of the programme yearly (through UNESCO) to the UN Resident Coordinator Office to ensure oversight functions. The budgetary disposal can be summarised as follows:

HQ 7%	5% Coordination & Management	5% M&E, Communication & Replication	Available for Programme Activities 83%

2.3.3 UN Resident Coordinator (as per MDG-F Secretariat Operational Guidelines)

The RC's role was to facilitate collaboration between participating UN Organizations to ensure that the programme is on track and that promised results were being delivered. The Resident Coordinator would exercise authority over the programme by being entrusted with leadership of the overall programme design, ongoing programmatic oversight of the Fund's activities by co-chairing the National Steering Committee meetings. The following diagram reflects the coordination, implementation and management modalities:
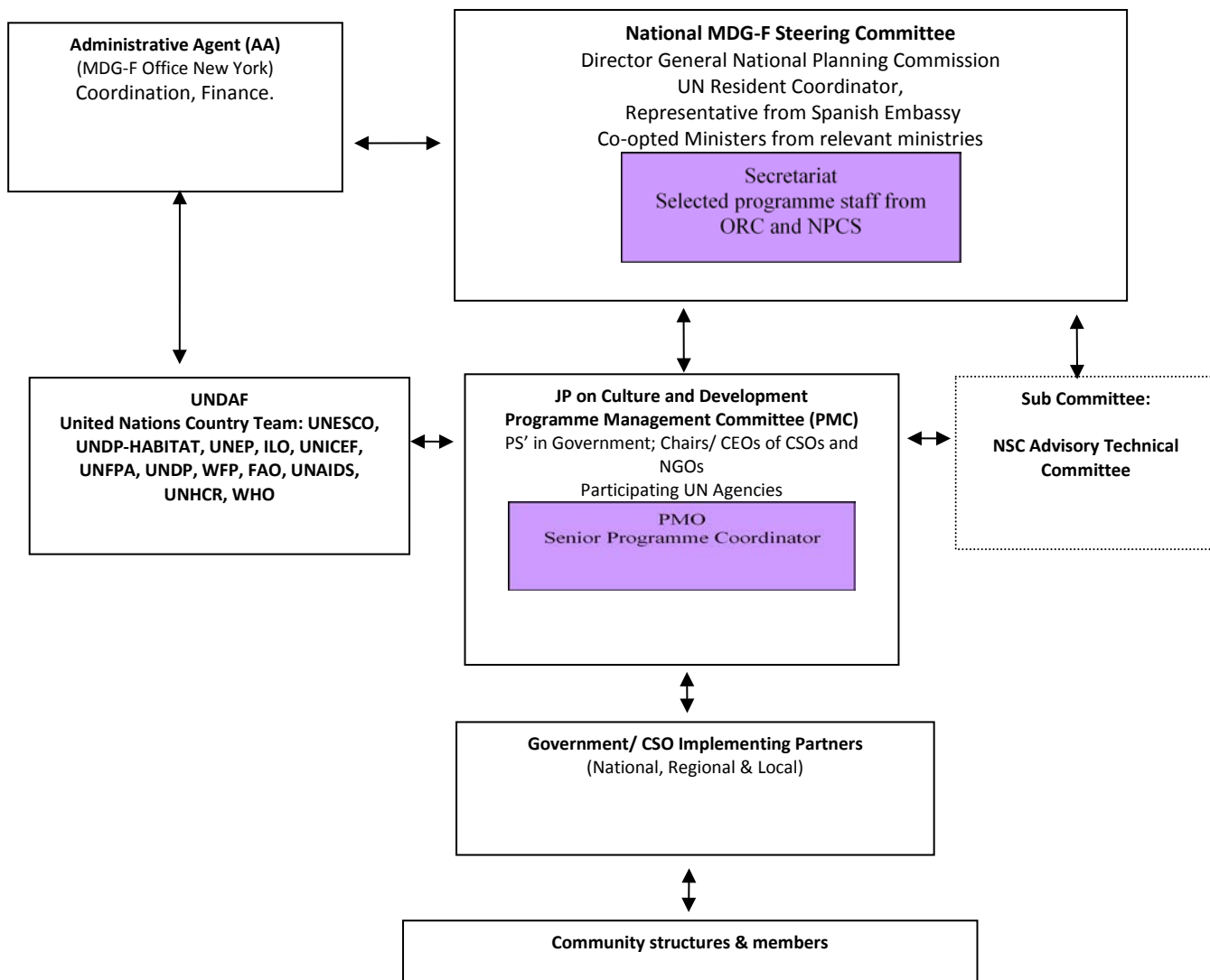
2.4 MANAGEMENT EFFICIENCY

The joint management of the programme has been challenging from the beginning. The inception has been a challenge as no actual period for inception has been incorporated in the design and staffing of the PMU slow and late. The national elections late 2009 have influenced operations at Ministry level until the new leadership came into office by March 2010, still having to find their modus operandi in relation to the JP.

Staff changeover has been a negative trend throughout the lifespan of the programme. This occurred amongst all programme stakeholders and included, amongst others:
- 3 RCs
- 2 UN-Habitat coordinators
- 3 PMU coordinators/managers
- Technical PMU staff who's contract was not renewed due to poor performance
- Resignation of key staff from MET, NPC and MoE
- Changes in LA and constituency leadership after local elections (2010)

The 2010 reports of the JP identified challenges around commitment which a national planning meeting in early 2011 (30.01-02.02.2011) tried to address. The lack of progress was identified to be largely based on **a lack of clear understanding regarding programme objectives and management modalities.**

The second half of the 2010 implementing cycle identified challenges in the operational modalities of the programme. The formation of actual binding agreements between UN agencies and national government institutions was delayed mainly due to the need for separate account to be created for projects funds before disbursements can be made. This proved a lengthy process involving approval of the Ministry of Finance.

Some of the requirements towards the Namibian government, most notably the need to provide asset registers and audited account, proved time consuming and did not sit well with the Namibian government as it was seen as a "lack of trust in Namibia's accountability for the funds" (interview February 2013).

The base lines studies required due to the lack of such available data in Namibia, have taken a lot longer to be formulated, conducted and reported than was the time allocated to these activities. In September 2010, the programme manager of the cultural JP left to take-up a position with another UN supported programme in Namibia. This occurred in a time that activities were at a high and many reporting and administrative systems not fully functioning yet making it extremely difficult for a successor to take over.

This period also saw the conduction of the Mid-term review (discussed under 2.7) with one of the primary recommendation that the programme shifts the focus by **prioritising the implementation of the pilot projects and related LED activities around the pilot sites**. The M&E framework was brought back into the forefront and indicators formulated as well as an M&E expert hired.

The 2010 annual planning meeting flagged important and valuable issues:
- The need to circulate all programme reports to PMC members
- The slow pace of the Geopark park and the possibility to discuss a reallocation of the funds to other interventions
- The need to ensure people trained under the programme are linked to exposure/ employment at the pilot sites
- Creating a mechanism to review all narrative reports of the programme on their effectiveness (in the absence of a M&E system)
- The reporting requirements are a burden on the PMU
- The delay of PMU staff appointment is seen as the fundamental reason for the delay of the start of programme activities
- Use of institutional knowledge of UN-Habitat for the creation of environmental friendly structures in Namibia.
- The legal status of the projects needs to be established before funds can be transferred.
- PMC members to review the pilot site reports for evaluation (in absence of M&E system)
- Lack of feasibility studies (apart from Ozumbu Zovindimba)

The first half of 2011 included the request for a no-cost extension which was awarded in May 2011 with a new project termination date set for December 2012. **The JP stated intent to take more control over the M&E activities during a fruitful second planning session** in Otjiwarongo (31.1-02.02.2011) which continued to be a challenge; the contract with the M&E expert was terminated due to poor performance. Disbursement of year 3 funds from the MDG-F secretariat was slow, influencing the activities of UN-habitat and UNEP who had spent their committed funds by that stage. It was expected that the Protected Area and Wildlife Bill would be passed by parliament during this period which did not happen (and subsequently never happened) limiting the programme in its ability to implement activities around the Geopark development.

One year on, the JP programme workshop of 2011 raises following concerns (after the MTE and extension request):

- Definition of roles of the various stakeholders of the pilot projects
- Target regions express frustration related to the consultations by (many) consultants rather than empowering the community
- Roles, responsibilities of & benefits for the community at pilot sites need to be determined
- Time frame for programme implementation has not been properly managed and deadline not observed.
- Pilot projects to be integrated into regional development plans
- Role of RC to be clearly defined
- Overview of similar development interventions in Namibia for possible linkages
- UN RCO to be more actively involved

The meeting was tasked with the prioritisation of the activities as it was concluded that not everything could be implemented (recommendation of MTE). The bi-annual report nr. 2 of 2011 reports good progress and only addressed possible delays due to rain in the target areas. Completion is reported on activities such as final tender documents and selection of contractors and in the first bi-annual report of 2012 the only implementation challenges are reported around the Katima Mulilo Cultural Trail pilot site and the land-dispute at Rundu.

A questionnaire has been disseminated to 35 national stakeholders, the 4 UN agencies as well as the RC's office and two PMU staff members (attached in Annex E). 11 national stakeholders have replied, including 7 national institutions and 4 pilot site management representatives.

There are clear distinctions with regards to the effectiveness of the programme management at various levels and the likelihood of replications between the answers of national stakeholders and UN agencies (highlighted in red in Annex E). Most notable is the higher appreciation by UN-agencies for joint programme implementation compared to national stakeholders. National stakeholders (as recipient of funds) also indicate that administration and financial procedures delayed the programme which is not shared by the agencies (as donors). These different views of the JP effectiveness do indicate that the synergy was missing and that not all stakeholders were on the same level of involvement, understanding and commitment.

Evaluation:

The large number of organisations in the JP structure has caused problems in the delivery of the programme outputs. Obtaining a common understanding amongst 16 organisations is difficult, especially as the roles and responsibilities within cultural (tourism) development outside the JP are not clearly defined. The lead role of the MYNSSC for what is effectively a tourism mandated intervention should have been equally shared with relevant tourism authorities to reflect the budgetary emphasis on tourism enterprise development. Tourism was underrepresented and subsequently lost interest with its mere support role in the programme. The private tourism sector, essential in ensuring operational support for the proposed projects, has never been formally incorporated in the JP.

This situation also exists at regional implementation level of the pilot projects. There is no government tourism representation on regional level and tourism is not defined into objectives and interventions in regional development plans. After initial approval through the involvement of MET at national level, the JP structure basically enabled regional councils and resident communities, to determine the tourism projects they wanted (liked) and not necessary those that would have been most beneficial and sustainable.

Many of these issues and challenges have been raised in the planning meetings and at PMC level at regular intervals but clear obvious changes are not evident. Stakeholders mention (interviews February 2013) that the work load for implementing programme activities was (too) high and that finding linkages and synergies towards the 'joint' elements of the programme ignored.

Although the broad scope of the programme outcomes requires a multitude of stakeholders, the level of involvement needs to be effectively divided amongst strategic level partners and technical (implementing) agencies. In the JP, these levels were de facto the same creating a judge and jury scenario whereby implementing partners direct and assess their own activities and progress and nobody retains the oversight that ensures the joint programme synergy.

The various programme partners reflect on **joint programme coordination** only as PMC meetings and (2) national planning workshops. Beyond the actual meetings at PMC level, there is no obvious (M&E) system or structure that guides the delivery as one although extensive, direct communication by phone/email is reported. Thematic coordination is not documented and activity coordination, especially around construction, replicated by the responsible agencies. The activity division in the implementation framework and work plans have determined the level of coordination; if only one agency and national stakeholder is responsible for an activity output, implementation has been conducted as such without any evidence of documented interaction with similar efforts in the programme.

This shows the limitation of trying to incorporate all stakeholders on the management level of the programme. As this was the first support programme of such size for the cultural sector in Namibia, everybody with a mandate around culture (and tourism) wanted to be involved. Having 12 programme stakeholders, 10 pilot projects with some 6 management members each creates communication, expectation and procedural challenges limiting the effectiveness of JP management.

The JP would have benefited from:

- An autonomous PMU mandated to control activities against agreed criteria, not just for the unit itself (as was achieved with the opening of its own account) but that of JP partners as well.
- An autonomous approval committee for contracts/projects with cultural tourism expertise
- An email based, update on bi-weekly basis in an approved (short) format
- A functioning M&E system

2.5 JP FINANCES

The financial reporting is kept separate at UN agency (as per MDG-F guidelines) level creating 4 different reporting systems. The combined, published on the UN website look as follows:

Project finances formally reported to UN by 26.02.2013

Organization	Approved budget	Net Funded Amount	Transfers	Expenditure	Delivery rate	Delivery rate reported by agency[4]
UNEP	353 100.00	353 100.00	353 100.00	219 467.00	62.2%	100%
UNHABITAT	877 507.00	877 507.00	877 507.00	507 862.29	57.9%	98.00%
ILO	930 900.00	930 900.00	930 900.00	379 367.00	40.8%	95.18%
UNESCO	3 838 493.00	3 838 493.00	3 838 493.00	2 015 784.82	52.5%	58.00%

These expenditures can be divided over following activities:

Account	Approved budget	Expenditure
Approved Budget	6 000 000.00	
UNDG-1.1 Supplies, com, equip		245 625.45
UNDG-1.2 Personnel		442 349.06
UNDG-1.3 Training of counter		198 918.58
UNDG-1.4 Contracts		1 934 416.76
UNDG-1.5 Other direct costs		96 896.84
UNDG-2.0 Indirect costs		204 274.42

The majority of funds are allocated to infrastructure development which currently (Feb 2013) stands as follows:

#	Pilot sites	Total Allocation in JPD Y2	Total Committed	Actual Disbursed
1	King Nehale Cultural Centre	209 900.00	73 400.00	73 400.00
2	Omusati Cultural Trail	142 000.00	142 000.00	142 000.00
3	Katima Cultural Trail	214 500.00	85 500.00	40 000.00
4	Khorixas Cultural Centre	260 000.00	87 000.00	70 000.00
5	Tsumkwe Cultural Village	266 000.00	189 000.00	150 200.00
6	Opuwo Cultural Village	269 000.00	192 000.00	154 000.00
7	Duineveld Tannery	200 000.00	200 000.00	200 000.00
8	Omungugwobashe Interpretation Centre	218 000.00	218 000.00	218 000.00
9	Ozombu Zovindimba National Heritage Site	265 000.00	265 000.00	265 000.00
10	Kapande Cultural Village	240 600.00	240 600.00	240 600.00
	GRAND TOTAL:	2 285 000.00	1 692 500.00	1 553 200.00

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The need for national government institutions as well as regional councils to provide assets lists and audited accounts has influenced the timely implementation negatively as this has taken several months to

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[4] Figures reported by each agency on 26 Feb 2013 but not included into the UN Multi-Partner Trust Fund Office Website - http://mptf.undp.org/factsheet/project/00067181

comply with. The division of allocated pilot project funds into separate tranches for which separate contracts had to be signed (two contracts for each site; one for Duineveld) has been raised as cumbersome and causing delays.

2.6 UN delivery as One

Although the principles of aiming for a coordinated and cohesive attempt for UN support to the programme is extremely valuable, the JP was not 'delivered as one'. The design provided separate roles and activities to the different UN agencies whose implementation started very much in parallel, primarily focussing on programme outputs. Only after the MTE and the subsequent clarification of the role of the lead agency (UNESCO) have communication expanded beyond actual programme activities but these remained on informal, undocumented level.

In 2010, the PSC already identified a need for a recorded identification of significant collaboration amongst agencies in defining/exploring the inter-agency cooperation problem, coming up with solutions and finding innovative ways for implementation. It was proposed to constitute a forum to afford participating UN agencies an opportunity to think innovatively about approach to enhance such collaboration and synergy-building (PSC minutes 2010). No records of these efforts (if conducted) exist.

The individual agencies feel that the efforts towards delivery as one are hampered by agency specific operational and administrative procedures. UN delivery as One is also not elaborated in the Programme Document.

For Delivery as One to be effective, it needs to be clearly defined in the design, incorporated (and therefore enabled) at individual agency level and the role & responsibility of the RCO in relation to the UN Lead Agency needs to be clearly defined.

2.7 M&E FRAMEWORK

The **M&E frame work, as well as the C&A framework** are the major shortcoming in the programme which JP partners allocate to the poor functioning of the appointed M&E specialist and subsequent time constraints at the later stages of the programme to effectively implemented the system designed after the MTE.

This indicated that M&E is perceived as a task required for administrative purposes of the JP only and not as a tool that measures the effectiveness of the interventions conducted by the stakeholders. The self-reflection on the value of the outputs towards the outcomes is not evident amongst the programme stakeholders. The M&E framework remains on activity level with little or no (documented) elaboration beyond quantifiable outputs such as money spend, people trained, participants, publication created, etc.

The studies (base line, assessments, inventories, etc.) commissioned by various stakeholders are accepted as final products without broader assessment from within the JP management structure. The PMU has raised quality and relevance issues for several of these documents both directly with the relevant programme partner as well as at PMC level.

M&E seems detached from the programme implementation which is also reflected by the member's emphasis on the position of an M&E expert as responsible entity for M&E efforts. As discussed under the management effectiveness (2.3.4), the fact that implementing partners also 'managed' the programme on

PMC level, limited the monitoring of progress and relevance due the 'heavy work load' (stakeholder interviews February 2012) in activity implementation.

- There was no neutral member in the PMC to challenge programme interventions which was effectively done by implementing partners (and recipients) of programme support. To some extent, the NPC could (and should) have fulfilled this role as it would have been able to create practical linkages to other development interventions in the country and draw from experience of similar programmes such as the Namibia Tourism Development Programme (2000-2005), Rural Poverty Reduction programme (2005 – 2010) or the MCA Namibia Compac (ongoing).
- Seven respondents to the questionnaire (annexed) did not know what the abbreviation C&A stands for, which is partly a reflection of the effectiveness of the tool.
- There are no documented efforts or approaches to C&A beyond programme activities. These include, for example, workshops for parliamentarians and dissemination of information on cultural heritage. The efforts of the JP and its achievements have not been structurally communicated towards the Namibian population. Especially amongst the tourism industry (TASA/HAN interview February 2013) the project was unknown.
- Actual qualified results are not found; training is reported against number of participants; plans & studies are not reflected upon with regards to usefulness although this was identified as a requirement during the 2011 annual planning workshop.

The JP raised the limitations of its M&E efforts at numerous occasions. An M&E expert was appointed (October 2010) to address these shortcomings but the individual did not perform as required and anticipated and the contract was not renewed after its initial 12-month period. This period has proven to be ineffective although it must be stated that M&E efforts were not the sole mandate of an individual. The programme document emphasises the role of M&E as an integrated activity at all levels which the JP partners have not made sufficiently their own in an active and cohesive manner to reflect the impact of the programme.

2.8 IMPLEMENTING PARTNERS

The application of knowledge and experience of implementing partners, and their subsequent added-value is not very clear. It can even be concluded that the inexperience with specific programme activities has been a disadvantage, especially around:
- small-scale capital projects in rural areas;
- community organisation;
- formation of legal entities;
- feasibility planning;
- tourism development, operations and industry organisation;
- land tenure and control;
- M&E;
- Ongoing development interventions of similar/complementary nature in Namibia

The non-resident agencies, UN-Habitat, ILO and UNEP had to overcome the perception of being expensive and cost-factor in the JP due to logistical arrangements to get their staff in country:
- They were seen as being expensive due to the travel costs;
- Pilot sites have not communicated by phone due to high costs of (foreign) calls.
- The effectiveness of long-distance control over consultant agreements and activities contracted to non-residents agencies must be questioned.
- There is little evidence (beyond the ILO training courses how institutional knowledge is used that is not available in Namibia itself.

The responsibility handed to UN-Habitat to oversee two very rural pilot sites where several (peri) urban sites were available for possible support must be questioned as the possible challenges around urbanisation and (cultural) site development could have formed an added value.

2.9 MID-TERM EVALUATION AND ADAPTATION

A midterm review was conducted in October/November 2010. This review produced several recommendations based on identified needs for adaptation and strengthening as per the ToR of the review.

- The need to clarify the objective of the programme – this has led to the formulation of following statement during the Jan 31st – Feb 2nd 2011 annual planning workshop in Otjiwarongo: "Enable communities to reduce poverty through the sustainable use of their heritage assets in the tourism sector".
- A recommendation for modification/simplification of the programme which was considered rejected by the PMC/NSC but in the end, implementing pressure in the delayed programme made the stakeholders opt for an updated work plan (#3) instead.
- The proposed change from grants to loans was opposed partly based on the objection by the communities involved. This could have been seen as an early indicator that business principles (and therefore sustainability) were not well understood at recipient level.
- A revised M&E system was recommended including the incorporation of cultural programmes in national monitoring systems.
- There was a strong recommendation to increase involvement with external actors to leverage policy effects. Although a few actors were identified (MCA, Finish Embassy and GTZ/GIZ) no documented interaction exists. The cooperation with the NACOMA projected, joint funder of one of the pilot projects, is not elaborated beyond correspondence of the actual site development.
- The RCO was identified and earmarked to receive funds to improve the general oversight of the programme. Two instalments of U$ 20,000 have been documented but it is not clear what has been done with these funds.
- A shift to prioritisation of programme activities to ensure completion of pilot projects
- The organization of results-based management training for all programme partners
- MYNSSC to commit to their leadership role and subsequent focal point identification as well as the support staff.

The MTE did not necessarily provide a practical direction to the implementation of the JP. It questioned design approaches that, although right in its findings, did not contribute to strengthening the efforts of the ongoing programme. However, where the AWP3 incorporated the findings and recommendations of the MTE, the Annual Reports do not elaborate on the MTE recommendations or on the Improvement Plan of February 2011.

The deliberate decision of the MTE to direct priority efforts towards the completion of the pilot sites must be supported. These pilot sites are instrumental in creating relevance for other programme activities such as LED support, training and income generation for local communities. This approach of basically 'putting all eggs into one basket' has backfired as none of the pilot projects have actually reached operational status.

3 | RESULTS ANALYSIS

The JP is based on UNDAF Outcome nr. 2: By 2010, livelihoods and food security among most vulnerable groups are improved in highly affected locations.

The Joint Programme comprises 4 outcomes with various outputs as follows:

OUTCOME 1	KNOWLEDGE AND CAPACITY BASE ENHANCED, HERITAGE IDENTIFIED FOR MANAGEMENT AND SAFEGUARDING
Indicators	Due to the nature of the projects proposed in this window for culture and development, the required baseline data that could serve as indicators for the JP are not available, since there is no research so far carried out in this area.
Interventions	Preserving and promoting tangible heritage, safeguarding and promoting intangible cultural heritage and supporting the development of legal instruments for copyright and neighbouring rights including the protection of indigenous knowledge and practices

- This outcome focussed primarily on strengthening the current understanding of (the potential for) cultural resource utilisation through policy/regulatory assessments and an inventory of actual heritage resources in the target regions aimed at strengthening linkages between customary/ traditional practices, tangible and intangible cultural/natural heritage and livelihoods
- Regarding the outcome **indicators**, quantifiable data should and could have been obtained with regards to positions in formal organisation structures that make-up the cultural sector. Stakeholders and programme staff reflect on the inability of the 'cultural sector' to absorb and implement a U$ 6 million dollar programme. The limitations of the current capacities could have been assessed had a mere listing and/or organogram of cultural mandated institutions been compiled during the design.
- Many heritage sites were known and already documented and could have been divided into various categories to provide a (additional) baseline for the selection of the scope and location of the pilot projects.
- Additional heritage sites in the target areas have been comprehensively documented in clear and practical documents. To aim to ensure safeguarding is not addressed at individual site level.
- "Promoting tangible heritage" should have included quantified (events, visitor numbers, etc.) outputs from the outset to measure general growth of the sector based on programme activities.
- Awareness and knowledge has been enhanced for 18 professionals through certified, higher level training.

SUSTAINABILITY: Understanding the potential and requirements around heritage resource development and utilisation requires reoccurring effort when new sites are developed, new stakeholders being involved and when the regulatory environment in this regard changes. It is unclear how the various training efforts, data collections and IPR will be maintained or repeated in the future for which only statements of intent by government institutions have been obtained without resource allocation. The one exception is the ICH component where the MYNSSC has created a department specifically tasked with continuation of activities started under the JP.

Output 1.1
Knowledge base and information-sharing portal development; baseline on tangible and intangible heritage and training

Indicators: quantitative baseline data identified and comprehensive assessment developed; comprehensive database on tangible and intangible heritage developed, disseminated & available on line

(products, cultural practitioners etc.); # of directorates and public using the national database and portal; curricula developed; Access & Benefit-Sharing products inventories established on natural resources & intellectual property (IP); regulation in place to upgrade sustainable human settlements; # Government officials & professionals trained; a dedicated Audiovisual display unit set-up within the MoE system; % of women, youth and disadvantage groups engaged in tangible heritage protection (target 40%)

Baseline: Quantitative baseline on Namibian cultural heritage unavailable; lack of a comprehensive and digitalized catalogue of cultural heritage and of a national information-sharing portal on the culture sector; limited access to and integration of culture and Traditional Knowledge into the education system and professional curricula; limited capacity & technical knowledge of professionals in the domain of Cultural Heritage; lack of Intangible Cultural Heritage inventories; limited effective protection of the intellectual property rights of cultural practitioners and cultural goods producers; inappropriate operative framework of the legislation on cultural tourism and sustainable human settlements**.**

Refer to Annex A for a detailed listing of the Results Framework.

Evaluation:

- Although the vast majority of activities has been conducted as per programme document, a knowledge base should constitute more than a (some) document and workshop reports to confirm a proper knowledge base and information sharing portal.

- The output constitutes the implementation of knowledge and data gathering/improvement activities that could fit into a knowledge base & information sharing system but such system is not there yet and neither is it clear who/how that is to be operated and maintained. This output has become the NHC supported website which, although a great initiative and useful, does not constitute an information sharing system yet. This can largely be contributed to the absence of a sector organisation around culture in Namibia.

- It is also unclear how the various training efforts are structured into a knowledge base for further enhancement of (and replication in) the cultural sector.

- The start of the process of capturing and storing Intangible Cultural Heritage (ICH) formed a first for Namibia and one of the positive outputs of the JP. Obtaining the actual field data is a cumbersome process that requires lots of time and patience and getting such a process on the way is an excellent achievement. More so, as individuals, national coordinator, formats, storage and logistics were pioneered for the first time. To what extend this process will continue and the information is captured, accessed and disseminated is not clear yet but there are positive and hopeful signs as the new MYNSSC organogram foresees ICH responsibilities to be housed with a designated position able to address policy strengthening in accordance with the 2003 convention. A total of 9 ICH elements are reported upon.

Recommendation:

- Indicators on quantifiable data should and could have been obtained with regards to positions in formal organisation structures that make-up the cultural sector. Stakeholders and programme staff reflect on the inability of the 'cultural sector' to absorb and implement a U$ 6 million dollar programme. The limitations of the current capacities could have been assessed had a mere listing and/or organogram of cultural mandated institutions been compiled during design of the JP.

- A cultural (tourism) sector institution review should have been conducted in the design to ensure that policy/regulatory gaps identified have a clear 'representation' tasked with improvements, data gathering and dissemination of relevant issues. The function of 'clearing house' of data and knowledge needs to rest with a position within an institution for which clear terms of reference/ job description need to be formulated.

- Within an activity aimed at establishing a data base, trainee profiles and institutional profiles (e.g. of local museums) must be captured as a first step towards shaping cultural knowledge.

- The tourism sector, comprising government institutions, private sector industry, civil society and community organisation must be broadly represented in any sustainable cultural tourism programme to maximise market-relevance (and thereby sustainable) developments.

- Related to that is the need for an independent expert panel, working with exact parameters and indicators (as identified in the JP document) as a non-negotiable necessity.

- Heritage sites are known and documented and could have been divided into various categories to provide a (additional) baseline for the selection of the scope and location of the pilot projects. "Promoting tangible heritage" should have included quantified (events, visitor numbers, etc.) outputs.

Output 1.2
Identification of new heritage sites

Indicators: # of heritage sites identified; National Heritage Sites proclaimed; Comprehensive plans (conservation, management, HIV & AIDS & marketing) for proclaimed Heritage Sites developed and implemented; # of professional heritage managers trained

Baseline: Cultural heritage not mainstreamed into the tourism sector; Imbalance of regional distribution of declared heritage resources; Cultural assets and profiles not sufficiently protected and enhanced while prospecting tourism growth; HIV and AIDS prevention plan overlooked in sectorial tourism plans; thinly trained professional personnel in heritage site management

Refer to Annex A for a detailed listing of the Results Framework.

Evaluation:

- The objective of the JP to increase the number, scope and regional spread of heritage sites is commendable. For the target regions (and potentially two additional ones), there are comprehensive inventories of heritage sites in accessible and user-friendly format.

- The evaluation understands the value of a formal, proclaimed, heritage status of cultural sites and assets beyond the mere utilisation by the tourism industry. To ensure sustainability, appropriate management of the resource (conservation plan), staff & stakeholders (HIV/AIDS plan) and visitors (marketing plan) are essential elements to ensure sustainability. The efforts of the JP in this regard have failed to produce appropriate and realistic plans which is mainly due to the lack of independent and critical reviews of such plans. Marketing plans could have been an excellent opportunity for a meaningful interaction with the private tourism sector but this has not been done. The produced plans are inappropriate and of insufficient quality as they merely state generic marketing approaches without budgets, timelines or individuals responsible for implementations. They form a mix of

tourism development ideas, management approaches and marketing activities and are thereby in danger of losing their value.

- The proclamation of new heritage sites is reported as an ongoing activity of the NHC and cannot be claimed as JP output.

- The base-line data indicates that declared heritage resources are not distributed equally amongst the region which implies that heritage resources are found equally amongst the regions for which no basis exists. Areas (regions) that have been more permanently occupied are much more likely to hold cultural/historical heritage sites of significance.

Recommendation:

- **Although heritage sites should be identified and managed for both social and economic development of the country, sustainable tourism utilisation is able to contribute to the costs of heritage management if planned on market-related principles. Such planning needs to happen at the site validation phase as the level of development at site-specific resources needs to match the demand. Not all sites merit a permanent development, especially commemorative sites used once a year and these are likely to benefit from a slow growth of infrastructure developments in line with (growing) demand. The objective of developing income generating opportunities around the pilot sites should be related to the maintenance and conservation costs of physical (and staffed) facilities.**
- **Management and marketing plans are an essential element for which input from the tourism industry is required and which forms an excellent opportunity to engage with that industry in a structured and formal way.**

Output 1.3
Identification of legal and community barriers between Cultural tourism and poverty reduction

Indicators: Dialogue platform between communities and local & traditional authorities, and stakeholders provided; baseline and assessment studies on the existing legislation, policies and programmes related to HIV and AIDS, poverty reduction and sustainable cultural tourism; actionable recommendations and guidelines for inclusion of culture and cultural tourism in social development at community level proposed & taken into account; participatory analysis for selected pilot sites and areas

Baseline: Lack of baseline on cultural tourism; legislation and policies for sustainable cultural tourism not in place; communities not benefiting sufficiently from the current forms of tourism in Namibia; severe limitations in rural employment opportunities and alternative livelihood offers.

Refer to Annex A for a detailed listing of the Results Framework.

Evaluation:
- The actual envisaged discussions around barriers between cultural tourism and poverty are not reflected as the dialogue has been structured around pilot projects only. The outputs consist primarily of reports and valuable recommendations in some of these are not documented as having evolved into action. The expansion of culture and cultural tourism in social development at community level is not clear.

Recommendation:

Output 1.4
Validation of pilot sites for implementation and identification of new sites for replication

Indicators: Relevance of pilot sites identified according to set parameters and corresponding indicators with benchmarks; equitable process selection and representativeness of stakeholders / potential actors involved

Baseline: Lack of baseline, empirical data and defined criteria for the validation of sites where to implement the pilot models and for the identification of new sites for replication.

Refer to Annex A for a detailed listing of the Results Framework.

Evaluation:

- One of the main short-comings of the programme is the lack of an appropriate, qualified, objective and neutral validation of the pilot sites. The inclusion of the pilot sites in the JP document happened under time pressure of an imminent deadline for approval which is an (unfortunate) reality in programme design. With the inclusion of this output, the JP was handed a chance to ensure feasible ventures would receive support. It is not necessary that any of the sites was wrong, but the projects formulated around the sites are highly unlikely to become sustainable enterprises able to provide benefits to communities as employees, consumers and/or through income generating opportunities.
- A validation that includes tourism industry representatives at national (and target area) level, would have initiated a dialogue around the tourism system and how it can (or not) contribute to the sites. The current patterns of travel and itineraries provide insight into the effort people need to make to visit a site and therefore the likelihood of inclusion in their programme. This is further elaborated upon under the pilot sites (3.1).
- Namibia has extensive experience with programmes that included a (small) capital project component targeting rural areas. Such expertise could, and should, have been brought to a validation meeting to highlight possible challenges with rural construction and to provide recommendations towards an effective and timely delivery. The MET, but especially NPC through programmes such as the Rural poverty Reduction Programme, Namibia-German Special Initiative, MCA, Namibia Tourism Development Programme as well as the CBNRM programme's conservancy support, have/are all constructing small buildings in the target areas of the JP.
- Many of the pilot projects could have become catalysts for linked/replicated concepts in the same area, thereby increasing the value of the investment. The Cultural Route development has such potential as they can be extended to include subsequent sites (with a different appeal). But for that to happen, the primary attraction needs to be of sufficient appeal and quality. No links with contemporary (community) livelihoods are made which (based on the success of township tours) have been made which is something the tourism industry states as an omission (interview).

Recommendations:

- **The current tourism system in Namibia, how people travel, how bookings are made, seasonality, market segmentation etc. is essential information to determine the feasibility – and therefore likelihood of a sustainable tourism venture.**
- **Infrastructure development requires expertise from the outset which should be central in the programme management system to advice on building, tenure, procurement, etc. before all implementing partners try and reinvent the wheel.**

OUTCOME 2	LIVELIHOODS ARE MAINSTREAMED INTO SUSTAINABLE CULTURAL POLICIES AND STANDARDS ARE MADE COMPATIBLE WITH EXPECTED CULTURAL TOURISM
Indicators	Due to the nature of the projects proposed in this window for culture and development, the required baseline data that could serve as indicators for the JP are not available since there is no research so far carried in this area
Interventions	Promoting cultural rights in the SADC region and Promoting intangible cultural heritage and supporting the development of legal instruments for copyright and neighbouring rights including the protection of indigenous knowledge and practices

- The overall objective of this outcome is unclear. How to mainstream livelihoods is not elaborated. It is understood by programme partners that the regulatory and policy environment is strengthened that will enable & safeguard the use of (in)tangible heritage by communities through cultural tourism. The regional scope (SADC) is not addressed in the programme activities.
- Several quality analysis of policy and regulations have been conducted on output level but there is no evidence of policy changes or expected cultural tourism. Possibilities to initiate a self-regulating effort, potentially linked to the eco-awards Namibia, that will determine the relationship, use and interaction of tourism operators and those communities identified as custodians of (their) heritage resources have not been captured.
- The expansion of efforts on regional level (SADC) has not been achieved.

SUSTAINABILITY: The sustainability of this outcome is difficult to assess as much depends on the actual correction of policy and regulatory gabs identified by the programme; most notably around the Geopark proclamation. The recommended dialogue with the ongoing NAM-place project can be extremely valuable in this regard and ensure that the efforts to date around Geopark concept and management systems are actually implemented.

The sustainability of awareness creation efforts is unlikely without continued (renewed) donor support as these efforts are not supported by work plans and resource allocation of national institutions.

Output 2.1
Harmonization and publicizing of relevant policies and legislation on tangible/intangible heritage and customary laws

Indicators: Reviewed policy document for protecting Tangible & Intangible Cultural Heritage shared and publicized; # of stakeholders reached with information on international set tools for protecting Tangible & Intangible Cultural Heritage; platform provided to bridge national legal framework & policy with customary laws

Baseline: Insufficient alignment of national heritage legislation & policies to international cultural heritage conventions; weak linkages between national and local policies resulting in a lack of harmonization

between policy & legislative framework and customary laws; weak awareness in tourism industry on international standard tools for the protection of Tangible & Intangible Cultural Heritage

Refer to Annex A for a detailed listing of the Results Framework.

Evaluation:

- Detailed review documents are available. The actual awareness creation has been limited to publication dissemination and one national workshop. To what extend the policy recommendations are being pursuit further is not known.

Recommendation:

National Platforms in support of policy strengthening require position based leaders, opposed to institutional lead combined with a clearly defined mandate (ToR) and time line to be effective. Web-based thematic (professional) groups are underexplored in Namibia and could form a valuable and efficient medium to this regard.

Output 2.2
Communities/groups in the nine focus regions reaping benefits from cultural/natural heritage assets

Indicators: # of parliamentarians, regional governors & chancellors and traditional authorities and stakeholders sensitized on the sustainable utilization of cultural / natural assets; training material addressed to communities produced and in use

Baseline: Weak awareness of stakeholders on Heritage laws and policies; low capacity of communities in sustainable use of cultural / natural assets, including in services of cultural tourism.

Refer to Annex A for a detailed listing of the Results Framework.

Evaluation:

- The title of the output suggests that actual benefits can be measured at community level. For this, it is too early and many interventions are not finalised yet. The actual activities and indicators reflect an emphasis on understanding of rights and opportunities around the use of heritage assets at community and other stakeholder level. A single workshop late in 2012 is insufficient. The heritage handbook is a comprehensive publication but, as with all publication, the impact of such a document is difficult to measure as it is not clear who will use them and for what purposes.

Recommendations:

- **Publications as programme output in support of sensitisation efforts require a reprint/ distribution plan as well as an elaboration on the usage; ideally through a substantiated Monitoring & Evaluation tool.**
- **Awareness creation is a long-term intervention in which timing and sequence of the delivery are key to the success and should be strictly adhered to.**

Output 2.3
Strengthening governance of Namibia's Geopark programme

Indicators: Policy and regulatory framework for the Geoparks establishment in place; # of people sensitized on Geopark policy and legislation; linkages with the formal education system and geological associations strengthened

Baseline: Policy and regulatory framework for Geoparks not yet in place.

Refer to Annex A for a detailed listing of the Results Framework.

Evaluation (applies to 3.5 as well):

- A comprehensive concept document, incorporating the proposed Gondwana Geo Park with geographical defined boundaries and geological attributes document was produced by Dr. G. Schneider (undated). Various statements on the lack of progress identify the pending proclamation of the Wildlife and Protected Area Bill which has been pending for almost 10 (!) years. The establishment of an actual Geopark in Namibia would have furthered strengthened the country's position as innovative leader in conservation efforts. Activities, especially with regards to awareness creation, bringing together of stakeholders and planning of management & development interventions could have been moved forward. The concept of a protected landscape is highly dependent on the support/buy-in of land- owners and users and as such, requires extensive consultation. In early 2012, it is reported that the DRFN is contracted to assist with the formation of a management plan, awareness workshop, material and infrastructure development.

Recommendation:

It is recommended to arrange a formal meeting between UNESCO, MME and MET/Namibia Protected Landscape Projects (NAMplace) to ensure the concept of Geoparks can be supported through their ongoing activities and complemented by support to the finalisation of the relevant legislation.

OUTCOME 3	IN PILOT SITES, SOCIAL DEVELOPMENT IS INTEGRATED IN CULTURAL POLICIES TO REDUCE POVERTY AMONG POOR COMMUNITIES, IMPROVE THEIR LIVELIHOODS AND FURTHER EMPOWER WOMEN
Indicators	Due to the nature of the projects proposed in this window for culture and development, the required baseline data that could serve as indicators for the JP are not available since there is no research so far carried in this area
Interventions	Promoting cultural rights in the SADC region and supporting the recognition of culture as poverty leverage. By 2010 identified pilot models selected by screening panel, aimed at reducing poverty are fully operational

Pilot projects form a very visible element of programme support and are therefore often regarded as a reflection of programme achievements. They also form an important testing ground for different products, management systems and development approaches. The administrative requirements for funds disbursement have limited the ability to test different implementing principles as these recipients needed to be legal entities with audited accounts and asset registers. Communities are therefore almost

automatically excluded and government structures on national, regional or local level, have become signatory to implementing agreements.

The practical implementation of pilot projects has taken much longer than expected. Consultation with affected parties at (around) the pilot sites is a lengthy process. Consultation with community members and traditional authorities is required at regular intervals to discuss, and obtain agreement, on the project idea, location, design, operational modalities, construction and opening.

The programme was right to identify pilot projects that had some degree of development – ranging from concept to operational (but struggling) ventures. The rational that this would ensure a more efficient implementation is justified but did not materialise. The main challenges documented in reports and during interviews are:
- Lengthy process of information & awareness creation around the project at recipient level
- Slow start-up of the JP in general, staffing of the PMU and funds disbursement
- Lengthy process towards signed implementing agreements
- Creation of separate project accounts
- Procurement rules and identification/selection of the contractors
- Agreement on site selection and designs
- Land tenure, security of land and land disputes
- Technical skills of building contractors
- Tranche payments
- Limited capacities of the pilot project committees

Although the argument towards 'existing' project ideas is valid in the light of efficiency, the overall objective that pilot projects should provide insight into the possibilities and potential for cultural tourism is not addressed effectively. For that, a reflection of the current tourism system is missing. Key elements of Namibia's tourism system that influence the use of any new tourism product include:
- Current patterns of travel – not merely the routes taken but also the time of day that visitors would pass pilot sites
- The role/influence of tour guides in selecting what attractions the group will visit
- The interest of different market segments in cultural heritage; especially South Africans feel that it is the same as in their country
- The lack of differentiation between Namibian cultures in the eyes of visitors (all traditional villages are the same)
- The need for a scenic setting & feeling of control/safety when visiting facilities
- The value of branded, quality crafts and cultural souvenirs and the notion that sales are highest in Swakopmund & Windhoek
- The interest of tourist in off-site products such as small publication on attractions and cultural assets
- The legal requirements of the industry to deliver published products and the need to ensure such products (like traditional villages, visitor centres and community museums) are available (open). Failure will result in refunds to clients and tour operators therefore refrain from formal inclusion in published itineraries

How this relates to the individual pilot projects is described under the subsequent project below. The overall collection of pilot should have reflected the cultural tourism scope better by incorporating **off-site product** support (e.g. branded, fair-trade craft/souvenirs), **performances & events** as cultural attraction (compare Reed Dance in Swaziland), **contemporary culture** (homestead, cuca shop, etc.) and possible **interaction** with communities through the identification of:

History	Events in history that occurred at/around the site
Arts & Crafts	Individual craft items produced for sale as well as the actual production (studio) process. Art events at regular intervals in the year.
Buildings	Existing structures holding visitor appeal because of architectural value

Stories/Performance	Highlighting any of the other themes but presented as a legitimate interaction with the community or musical/choir performance
Artefacts	Any item that forms part of the daily livelihood of local residents can be presented/ explained and even replicated for sale or form the basis for a contemporary designed artefact range.
Meetings	Opportunity to interact with residents
Views	Vistas of the region, viewpoints
Food	Local foods; breads, seasonal harvest, veld harvest, etc. Readymade or packaged as take-away sales.

The pilot projects were to be operation by year two and benefits measurable in year three. Measurable benefits after three years forms a too ambitious target as any (cultural) tourism venture requires a lead-in time before visitor use the facility. The likelihood of the projects benefiting the host communities in the future must be questioned based on the current level of completion, likelihood of market demand and governance dominance in the management of the ventures.

SUSTAINABILITY: With the exception of the pilot site at Omugulugombashe which will be operated by the NHC, the sustainability of the remaining pilot sites and LED support activities is questionable. The pilot sites require a market related validation and detailed business plan in order to identify sustainability options which is currently only based on statements by Regional Councils that they 'will support the project'. The phased development of the pilot projects, with the JP only able to fund a single phase, makes the actual completion of the physical infrastructure already a doubtful target.

Similar challenges exist around the SME training efforts which targeted ministry staff to ensure sustainability. To what extent these will be able to conduct (repeat) such training within their Ministerial work plans is not documented.

Output 3.1
Communities' capacities, end products and livelihoods upgraded through establishing 10 pilot sites and HIV/AIDS awareness campaigns instituted

Indicators: Model for replication of each proposed pilot project; pilot sites with HIV and AIDS awareness campaigns component established; # of professional workers (at least 60% women) trained; # of communities trained on how to seek/create employment and generate income; # of partnership with other Development partners created/established

Baseline: Lack of model piloted and tested; weak ability in the cultural tourism sector and Weak partnerships and networking in the market

Refer to Annex A for a detailed listing of the Results Framework.

PILOT PROJECT 1.
OZUMBU ZOVINDIMBA NATIONAL HERITAGE SITE & INFORMATION CENTRE - OMAHEKE REGION

At present, the pilot site at Ozumbu Zovindimba is not completed. There is an almost completed fence and almost completed entrance gate as well as a borehole and water tank stand. The committee has expressed concern about the actual construction work of the project as it lacks insight into the agreement between contractor and employees. That relationship is described as poor which has influenced the general perception of the project. Process has been slow to get agreement on the design (only in April 2012). The Ovaherero Genocide Committee (OGC) states that they are currently exploring possibilities for cultural tourism utilisation of the site. No clear ideas on the business operation of the site exist; generally

expected that the Government will look after the site which is (almost) proclaimed a national heritage site.

This site forms an important selection in the scope of pilot sites. It is not a classic tourism site and not situated along a tourism route. It is a site where an important historic event occurred and Namibia has many such sites in the country. Such sites require an innovative interpretation and management system, especially if they lack obvious scenic appeal.

The development committee states that the development of a business plan and ideas on how to attract tourists are being formulated. The overall concept for the development of the infrastructure is elaborate as it involves large structures with high maintenance requirements (visitor centre, seating for 1000 people, 15 meter high monument) which will influence the objective of income generating opportunities for the local community as maintenance costs will be extremely high. A business plan should have been used to shape the actual development at the site into a sustainable and beneficial product as per JP objectives. The JP support suffices merely for a first phase of the development. The financing of the additional phase(s) is not secured, nor being sourced at present.

It must be concluded that the Ozumbu Zovindimba pilot project is over-ambitious in its design and unlikely to provide measurable benefits for the community. There is a danger that the planned developed form an overcapitalisation that is unlike to reap benefits. Commitment to support a development phase that does not constitute a final product and for which no additional funding is guaranteed should be avoided. Combined with a severe lack of tourism traffic in the Otjinene area, the feasibility of the project should have been regarded as low. The site could have been an ideal pilot to test the organisation and management of an annual event for the economic benefit of local communities

PILOT PROJECT 2. KING NEHALE CULTURAL CENTRE - OSHIKOTO REGION

No physical developments have taken place at King Nehale beyond the fencing of the area. Severe delays were caused by the necessity to clear the selected site of unexploded ordinances. This was only done in the first part of 2012 which has hampered progress of the physical developments. The lack of proper reporting by the Oshikoto Regional Council has further delayed the disbursement of funds. It is unclear and undocumented, how the site has been selected and why integration with the King Nehale Conservancy (office) has not been considered for effective management. Informal interactions with residents around the site (14.2.2013) revealed no knowledge of the development of the cultural centre of what the road signs were pointing to.

The idea for the development of a cultural centre in the King Nehale area was first identified in the Tourism Master Plan for the Ohangwena, Omusati, Oshana & Oshikoto Regions (MET, 1999) and a detailed business plan was developed in 2004. The lack of development over all those years should have been assessed at the beginning of the JP. A certain concept is required (identified in both plans) that is substantial enough to attract visitors from Etosha National Park. Such a development requires a size & facilities that hold appeal in its own right. The original allocation of funds was never sufficient to establish such an appropriate enterprise and alternatives are not documented. The challenges of a phased development (with JP being the first phase support) apply to this pilot as well. The original business concept evolved around a 7-Kingdom museum concept but no evidence of the National Museums and/or MAN in the pilot project exists. The tourism industry has expressed interest in a development at King Nehale for a long-time (development plan and current (draft) tourism strategy of the MET- 2012). It enables game drives to the Andoni plains in the morning hours combined with a visitor experience (and lunch) at the proposed cultural village during mid-day, before returning into the park in the early afternoon when game viewing is optimal again.

The King Nehale Pilot project should have been approached as a flagship development and gateway to the north-central cultural and political heard land, driven by the JP but with additional funds guaranteed by (regional) government or others. Innovative management in the form of joint entrance payment (Etosha & King Nehale) could have been trailed (it's, after all, a pilot project) to establish beneficial visitor flows from the Etosha National Park to the neighbouring communal areas.

PILOT PROJECT 3. OMUSATI CULTURAL TRAIL - OMUSATI REGION

The concept of tourism routes and trails are becoming increasingly popular in Southern Africa. These do however start around anchor sites that receive a certain volume of visitors already and are subsequently linked to new, complementary sites to create a route whilst keeping with the general direction of the itinerary. A route is therefore more than a sequence of sites along a road.

The identified sites that are to constitute the Omusati Trail have limited (no) current visitor numbers. The Outapi Baobab is the only site included in a scheduled itinerary. The current patterns of travel by tourists through the area either combine Oshakati with Opuwo through Okahao, or Oshakati with Ruacana (Kunene) passing Outapi. These distances are often extensive (depending from where visitors came) and might not leave time for detours along a route. The route should have adapted itself primarily to the current pattern of travel and identity attractions and facilities to establish anchors that, in the future, can be complemented with by-road/detour developments. A variety of attractions is required and the current 5 sites comprise of 2 baobabs, 2 homestead/museum (of which one is a concept only) and the national heritage site at Omugulugombashe (discussed separately). The actual trail design is therefore weak and the modalities of trail development & management not elaborated upon. There is, de facto, no trail at present.

The spill in the development of the trail, the Ombalantu Baobab, faces management challenges related to maintenance that need to be addressed urgently with regards to payment of levies to the town council and the use of the Baobab grounds as toilet by visitors to the neighbouring open market. The site has been supported with the provision of a tent and chairs to be rented-out for events/parties as an income generating opportunity. There are no developments at the proposed homestead of Onatshiku (Elim). There are no developments on the proposed expansion of the Uukwaluudhi Home Stead at Tsandi (restaurant and camp site but the site has also been supported with the provision of a tent and chairs to be rented-out for events/parties as an income generating opportunity). The development around the Okahao Baobab and ponds have been initiated by the Okahao Local Authority (clearing & fencing). Promotion flyers for the individual sites have been produced but it is unclear where/how these are distributed. They have not been found during the evaluation mission.

The Omusati Cultural Trail could have been an excellent pilot case for the production of a cultural off-site product in the form of a trail diary; an attractively designed booklet that describes the attractions and appeal of the area and teases visitors into taking a detour here and there.

PILOT PROJECT 4. OMUGULUGOMBASHE VISITOR CENTRE – OMUSATI REGION

At Omugulugombashe, the entrance gate and visitor centre are nearing completion. The National Heritage Council will operate the site with its own staff. The concept for visitor information is currently being designed. The road to the site is signposted except at the actual entrance which is somewhat hidden behind the local clinic.

To what extend this site will create benefits for the local community is not clear. The value of the site related to the modern-day liberation struggle is obvious but requires interpretation material in the centre

and those concepts and progress are unknown at present. The original ideas of traditional design and material use have been abandoned.

The pilot project is likely to sustain its self as a national monument supported by the NHC with potential to grow into a higher frequented destination through the provision of an appealing display on the modern-day liberation struggle.

PILOT PROJECT 5. OPUWO CULTURAL CENTRE – KUNENE REGION

The centre is in its final stages of completion with the main building requiring tiling, air conditioning and lights. The two traditional villages are completed and an outside ablution facility provided.

Opuwo forms an important gateway to the north-west and is seen as an important hub for cultural tourism, especially linked to the Himba (and Zemba) people. As a logistical and overnight stop, Opuwo forms an important (secondary) hub for tourism. The location is therefore ideal to pilot a cultural tourism initiative. It is therefore with concern that a centre is being erected (or better, revamped) that does not reflect the interest and current behaviour of tourists and the tourism industry. People travel to Opuwo and northern Kunene in search of one of the last authentic cultures on earth and it must be questioned if/why visitors would seek that at a purpose build traditional village amidst a modern fenced courtyard with the petrol station and other buildings in the background whilst receiving a staged 'performance' by Himba people. It must further be questioned whether the Himba people themselves would be willing to work/perform or sell items within the centre. This relates to current patters in town as well as in the vicinity whereby tour operators (as well as accommodation establishments) often have established linkages with settlements for their cultural visits and craft women operate from long-established location in town. This is not to say that these current patters are beneficial to the community and do not cause a possible threat to individuals and their culture. The creation of a cultural tourism system, code of conduct, control and advocacy could have been an excellent pilot intervention able to be repeated at other cultural landscapes (e.g San communities) in the future. Issues of sale of ornaments, remuneration for images, craft sales, etc. are in high need of being addressed as an important element towards safeguarding Namibia's cultural tourism assets.

Based on consultation with selected tour operators and the current accommodation establishments in town (February 2013), the Opuwo Cultural Centre is highly likely to be ignored by the tourism industry which will influence the potential use by self-drive visitors negatively as well (through travel blogs). As a project venue in support of awareness creation, code of conduct and other aspects of a socially acceptable and just tourism system around the Himba culture, the centre could be used but is unlikely to attract an entrance fee from that. The ownership by the town council is also an inappropriate basis to create community benefits. The centre is an unfortunate example of what happens in the absence of substantiated and cohesive involvement by the tourism industry in project validation.

PILOT PROJECT 6. MUNYONDO GWAKAPANDE CULTURAL VILLAGE - KAVANGO REGION

The Munyonda Cultural Village is very close to completion with the utility connections the only outstanding requirement. The success of the village depends on the number of visitors which requires continues promotional efforts in Rundu and beyond. The location of the site to the west of Rundu does exclude to some extent visitors along the Rundu – Grootfontein road which forms the main tourism link through the area. For visitors to detour to the village, the actual experience needs to be a high quality product. The operational dynamics of a cultural village form the key attraction as it requires a lively, inhabited feel. This does however, also pose the greatest cost factor as the more individuals are directly involved in the operation, the remuneration per community members becomes less. This intervention does however, constitute a justifiable pilot project as long as the implementing partner (MAN) measures

issues such as visitor numbers, seasonality, time spend, time at day when visits occur, reference from accommodation, etc. for which a system needs to be put in place. The project is the only clearly defined community-based pilot and as such, meets the objectives of the JP.

The success of this cultural venture depends highly on the actual operational dynamics that can make it a 'living' village through a quality experience provided. The location meets the expectations of the tourism trade[5]; it has potential in its own right being the river and on one of the main roads to Angola. Current management capacity should be strengthened and obtain a clear vision and drive. The site requires just a little bit of landscaping through some more site clearing and cleaning and it will be ready for opening when the toilet block is finished.

PILOT PROJECT 7. TSUMKWE CULTURAL VILLAGE - OTJOZONDJUPA REGION

The Tsumkwe Cultural Village's physical construction is 50% complete. This pilot project has been assessed early on by JP partners and it was recommended to re-allocate the funds for infrastructure development as similar cultural villages exist in the area. That was a realistic recommendation based on relevant market assessment. The recommendation has been ignored albeit that committee ensures that two of the existing villages will be incorporated into the new development. The actual operational ideas still need to be formulated which (as with other sites) is not the right approach as the requirements in terms of buildings and facilities might be different if it is known what will actually happen on site. The anticipated use of ICH materials through audio and video playback require strong room facilities and reliable power supply not easily obtained from solar in this area. It also requires skilled management and it is not clear if such skills are available amongst the management committee and (future) staff.

Community members have raised concerns over the site selection which, they feel, is influenced by outside people and not their preferred location. It is too close to the road in their eyes and creates a fear amongst the community members that visitors on the way to Nyae pans will merely take a picture from within their vehicle and not actually visit the village. This also forms part of the missing market assessment; Nyae Nyae is primarily visited by RSA and Namibia self-drive visitors who's willingness to pay for cultural attraction is lower than that of international long-haul visitors[6]. There is, however, sufficient scope to 'hide' the actual traditional village behind the constructed reception building, creating an incentive for a formal visit.

The success of this cultural venture depends highly on the actual operational dynamics and the quality of the information and experience provided which is, at present, unknown.

PILOT PROJECT 8. KHORIXAS CULTURAL CENTRE - KUNENE REGION

No construction has taken place at Khorixas. The town forms a high volume tourism hub that connects the north-west/coast with the Etosha National Park, forming Namibia's primary tourism circuit. It is also at a distance to attractions in the area that merits a stop after travelling on (coming from) gravel roads of Southern Kunene. In short, the location is a natural tourism trap. The concept of a visitor centre has a high chance to succeed and even provide community benefits. Unfortunately, the project has hardly come off the ground irrespective of joint implementation support and budgets from the GEF funded NACOMA project and the JP. Local implementing partners have lacked the necessary knowledge and understanding how to drive this development forward. The actual selection of the site (out of 3 possible sites) has caused major delays already and the formal approval of the town council with regards to the site development

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[5] NHC – Site Management and Conservation Plan for the Rundu Cultural Heritage Landscape 2011
[6] Nyae Nyae Tourism Development Plan 2002

has taken several months. Only half-way through the no-cost extension year (2012) were development plans finalised and a contractor selected who has however failed to deliver on contractual outputs. Cancellation and re-tendering is being discussed.

These developments are highly unfortunate as, on paper, the site holds highest potential for a sustainable cultural venture. The effectiveness and efficient of support is further elaborated under the general programme implementation modalities.

PILOT PROJECT 9. KATIMA CULTURAL TRAIL - CAPRIVI REGION

The Katima Mulio Cultural Trail has not been developed. The project did not meet its intended objectives. A combination of lack of capacity, poor planning and poor implementation framework contributed to the non-success of the project. Although a number of committee meetings were held there was no progress in implementation of activities. Apart from limited infrastructure refurbishment at some of the sites no progress was made on project activities. Stakeholders identify the main causes for this failure as: poor management and lack of capacity of the coordinator, ineffective local project steering committee, absence of committee sitting allowance, lack of consultations with residents and stakeholders and a lack of monitoring and evaluation framework. Severe financial mismanaged has also required the Ministry to perform an audit and request the refund of close to N$ 100,000 which was subsequently paid by the town council[7].

PILOT PROJECT 10. DUINEVELD CULTURAL INDUSTRY - HARDAP REGION

The Duineveld project formed the only intervention targeting a specific creative industry under the cultural tourism pilot projects. The project is an ongoing venture that has been enabled to take ownership of an up-scaled, professional facility for the tanning of skins. The project has focussed on the construction of a new tannery for which land had to be obtained which has caused delays. The actual business operations of the new venture is not well developed or documented; there is no business plan that documents supply and demand and the relationship with the producers and sales-stands along the B1 is not clear. At present, the tannery is not operational.

Output 3.2
By way of LED approach, communities are empowered to generate employment and income from the pilot projects

Indicators: Community Action Plan developed; # of communities trained on how to seek/create employment and generate income; # of groups engaged in income-generating activities linked to the pilot sites; # of partnership with other Development partners created/established

Baseline: Communities thinly sensitized on income creation opportunities linked to cultural tourism; reduced skills capacity in business and managerial delivery; quality control mechanism and marketing device not introduced; low capacity of communities in the cultural resources management; linkages between communities and cultural institutions non-existent

Refer to Annex A for a detailed listing of the Results Framework.

Evaluation:

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[7] Katima Cultural Train Verification Field Mission Report. April 2012

- The efforts around LED have not passed generic planning documents that lack tangible, operational ideas linked to action plans. The delay in implementation and partly inappropriate development of the pilot sites has weakened the possibility for LED development using the pilot sites as a catalyst.

- The training activities under this outcome specifically targeted the use of training towards income generating opportunities in the cultural (tourism sector). There is no evidence or documentation that this has happened during the programme cycle. There is also no indication how the selection of those individuals who have attended SYCB was conducted. The value of changing the training targets from Business Service Providers to government employees must be questioned as linkages with support organisations and NCCI could have ensured a more structured support system beyond the lifespan of the programme which now rests with unconfirmed work plans of government staff. The MTI has not provided a plan on the structure of their continued support for the projects under their mandate.

- The monitoring and evaluation of actual training contents is not well captured. The programme reports on numbers of participants but fails to elaborate on the actual effectiveness of the training. The timing of technical training is compromised by the uncompleted status of the pilot projects. Training (potential) tour guides who are subsequently forced to stay home (or look for other employment) is not effective. The director of NAKARA tannery stated (February 2013) that: 'the in-house training offered to Duineveld staff should have happened shortly before the opening of the (new) tannery to ensure skills are applied straight away and not slowly dissolved during an undetermined delay process'. Similar conclusions must be drawn regarding to tour guide training as trained guides are left without completed projects at which to guide.

- There is no evidence of an apprenticeship programme as a structured (accredited) training effort for cultural tourism employees & entrepreneurs beyond mere placements. Target regions such as the north-central and Caprivi region host vocational training centres and other educational institutions (including UNAM campus) from where structured steps towards the development of an apprenticeship programme in cooperation with the private tourism sector could have been initiated.

Recommendations:
- **Training efforts within programme support require a separate training plan that incorporates all relevant programme partners and is linked to ongoing skills development efforts in the country (by non-programme partners).**
- **Timing of training is intrinsically linked to the modalities and status of projects and ventures for which training is conducted to ensure skills and knowledge can be applied to operational settings without delay.**

Output 3.3
Integration of cultural/natural heritage asserts into national and international tourism networks

Indicators: # of local and international tourism networks with heritage assets components; # of local & international networks reached

Baseline: Weak networking with the national & international tourism market

Refer to Annex A for a detailed listing of the Results Framework.

Evaluation:

- The programme's inability to interact with the tourism industry in Namibia (let alone, beyond) is one of the main shortcomings during implementation and has influenced the achievement of projected results including this output.

- The limited involvement of the Ministry of Environment & Tourism is mentioned by many of the other JP partners as the cause for the under-representation of 'tourism' in the programme. Although the programme document identified NACOBTA and the NTB as additional stakeholders for the tourism sector, the defunct community-based tourism organisation has not been replaced and is even listed in implementing agreement signed as late as December 2012. Where the JP has an excellent representation of culturally mandated institutions apart from the lead Ministry, the tourism mandated institutions have not evolved nor increased beyond ad-hoc MET representation.

Recommendation:

> **A sustainable cultural TOURISM programme should have at all times include relevant tourism sector representation from government and private sector organisation at the PMC level.**

Output 3.4
Promote skills transfer, built capacity and enhance market opportunities

Indicators: Locally produced quality products eligible to compete for the Award of Excellence entering the international handicraft market; # of trained people on how to use low-cost technology linked to traditional handicraft skills, 60% being women; # of people sensitized on issues of piracy & IP related to handicraft products; Market linkages & opportunities fostered

Baseline: Unstable quality of cultural products; quality standards for handicraft products not yet set and market demand for Namibian handicraft products not enough strengthened; activities and cultural products thinly subsidized; lack of innovation and value addition in crafts sector; insufficient market linkages and opportunities for cultural products.

Refer to Annex A for a detailed listing of the Results Framework.

Evaluation:

- This output is strongly related to output 3.2 (LED approach in support of community empowerment to generate employment and income from the pilot projects) and the observation under that evaluation apply. The training focussed more specifically on craft development and business training for craft producers. These activities were ongoing in February 2013 and reports were being revised (latest captured in the activity table below).

- Craft training and self-assessment of the quality of craft items has extensively been conducted under the auspices of the CBNRM programme through the Rössing Foundation (later Omba Craft Trust), especially in the target regions of the JP (Caprivi, Tsumkwe and North-Central regions). All these areas have long-established craft producer organisation. It is unclear why, in light of effectiveness and efficiency, new approaches have been sought by an inexperienced service provider.

- The timing of this activity at the end of the (extension) year reflects an opportunity to provide actual product outputs through craft items that have the benefit of being site-independent as well as an excellent opportunity to showcase programme achievements.

Recommendation:

- **Specialised areas such as craft production stands to benefit from established support mechanisms and organised producer groups as entry level for (additional) skills and business development.**
- **Market access, especially market access into export markets, requires documented insight, for which mandated organisation in Namibia, South Africa and the EU exist (with specialist craft sections).**

Output 3.5
Support the establishment and management of the Gondwanaland Geopark

Indicators: Geopark established; % of small scale miners supported; Geopark business & management plans developed; # of local communities (at least 60% women & youth) trained as Geopark guides; # of stakeholders reached with information on the Gondwanaland Geopark programme

Baseline: Lack of the entire infrastructure for the presentation & promotion of the Geopark and of business & management plans supporting local communities income generating activities; informally trained but well performing tour guides don't have recognition by the formal system of accreditation to commensurate remuneration and employment; community tour guides at many heritage sites remain inadequately trained.

Refer to Annex A for a detailed listing of the Results Framework.

Evaluation:

- Refer to output 2.3 for evaluation. Late February 2013, a report on progress by DRFN was received; no actual output (management plan, training materials, signage, etc.) has been witnessed. Reported progress is included in the table in annex A but has not been verified.

4 | CONCLUSIONS

DESIGN

The design, although relevant and correct in its relation to Namibia's development objectives, MDGs, and partners' institutional objectives, was too ambitious in its outputs and activities. It aimed for a general sectoral development approach that could not be absorbed by the stakeholders. Less outputs/activities, with a focus on a 'reference sample approach' around fewer sites and intervention fields, would probably have allowed for natural evolvement of the cultural stakeholders into a structured sector, capturing (missing) base-line data and nurtures the natural growth of capacities.

The dynamics of cultural tourism, and a relevant problem statement in respect of its contribution to poverty alleviation (and other MDGs) is not well document in the case of Namibia. No lessons from other countries (sufficiently available) are drawn and no sufficient participation of the tourism industry foreseen which will limit the feasibility and sustainability of the pilot projects supported by JP.

The scope of the selected pilot sites is too limited in its attempt to capture the variety of cultural tourism modalities which is caused by the lack of a clear understanding of the potential for cultural tourism in Namibia to date. Too much emphasis is placed on infrastructure development as format for a cultural product which has limited the ability of the JP to test and document cultural events, off-site products such as publications or social media forum, contemporary livelihoods, cultural interactions, cultural landscape utilisation etc.

JOINT PROGRAMME STRUCTURE

Regional stakeholders, without sufficient knowledge and understanding of, or mandate in tourism development, have shaped the utilisation of the bulk of the programme budget. These funds were earmarked for the pilot sites and the creation of local ownership has been prioritised over feasibility, sustainability and replication of the intervention. These pilot project interventions lacked objective validation by a neutral body, although this was explicitly identified as a programme activity, which influences the likelihood of benefit creation and requires stringent efforts, or government support, to ensure sustainability.

Too many stakeholders have been involved on PMC level making the organisation of meetings, finding consensus and making decisions challenging which has caused substantial delays. Joint programming does not automatically require joint decision making. As this was the first substantial, sector wide support programme, the wish to incorporate all stakeholders into a JP has influenced the efficiency of the management modalities.

The current (at the time of inception) operational linkages, mandates of, and cooperation between the cultural entities in the country, has not been adapted to form the basis for programme modalities. The leadership and mandate of the stakeholders in the JP is not based on institutional roles and mandates, but more on the allocation of tasks and budget within the programme documents. This has contributed to an

unequal role for the Ministry of Environment & Tourism, and 'tourism' in general compared to culture. Base –line data on rural tourism, crafts as well as demand driven rural support projects is available, and MET hols extensive in-house expertise through its resident capital project engineer which has not been used. The implementation of 'tourism' themed activities has witnesses the weakest implementation rate.

Critical review of roles, activities and interventions is done by the same partners that were tasked with the implementation. All PMC members, except NPC, are implementers of activities as well as tasked with providing technical/strategic direction to – effectively - their own activities. This creates a lack of objective assessment on the value of effectiveness of the outputs.

The global, institutional knowledge and experience of UN agencies with regards to (cultural) tourism development has not been clearly visible beyond enabling interventions around ICH and advocacy or legal provisions. With such a strong emphasis on the creation of income and employment opportunities around physical site development, the programme could have benefit from global lessons learned in this field.

Added value of the non-residents agencies that compensates for the increased costs of programme involvement (travel), limitations in the ability of pilot sites to communicate with foreign locations and inability to adhere to short-notice visits is not clear. Functions have to a large extend been administrative by overseeing locally contacted consultants. Allocation of pilot sites to UN-Habitat is unclear and other sites would have been more appropriate with regards to cross-cutting issues and use of institutional knowledge.

The lack of involvement of other (ongoing) development interventions as well as the private tourism sector as identified in the design and re-emphasised in the MTE must be noted. A variety of large programmes and organisations, with fully functioning offices exists in the field of tourism development, rural development, community development and other relevant fields but no formal interaction is recorded. The JP would have benefited from identifying a designated individual/institution to initiate this.

The financial disbursement rules provided administrative challenges amongst national and regional partners which has caused delays. The requirement by UNESCO, based on their global operational procedures, to have government institutions provide asset lists and audited account caused delays and irritation amongst national partners.

OPERATION

The contribution to the Paris Declaration and Accra Principles are not very clear and affective. The objective of eliminating duplication of efforts has not been achieved as the JP has required small capital project procurement by separate entities for the individual pilot projects, opposed to a single design, consulting engineer and works tendering process. Concrete and effective actions to strengthen national institutional capacities is not evident beyond the activity (output) based interventions. This is in general difficult to achieve in a JP effort with 3 (out of 4) UN agencies not resident in Namibia. The commitment to reinforce participatory approaches by systematically involving a broad range of development partners is not done as the essential tourism industry, as well as other development interventions have not been incorporated into JP management structure.

The operation of the PMU has been negatively influenced by the slow appointment of staff, under-performance of the M&E staff-member and staff turn-over at critical times on programme delivery. The PMU has not been sufficiently empowered to control programme outputs. An engineer to oversee the

highly technical and time consuming pilot site development could have been very effective and avoid the duplication of efforts at pilot site level.

No comprehensive feasibility studies have been conducted for the pilot sites and insufficient linkages with ongoing (and past) development interventions around pilot sites created which has let to products being established that lack sufficient market demand. This makes the sites at present, highly unlikely to be sustainable as tourism enterprises and the urgent formulation of sound business plan is required.

The pilot sites are incomplete as enterprises ready to start operating. Illustrative progress on development (not related to financial progress):

Site	Physical Infrastructure Completed (%)	Equipment, exhibition, stock etc. completed (%)	Business & operational plan completed (%)
Duineveld	90	75	50
Opuwo Cultural Centre	80	20	50
Khorixas Visitor Centre	10	0	50
Tsumkwe Cultural Viilage	50	0	0
Munyondo Cultural Viilage	90	75	75
Katima Cultural Trail	25	25	0
Omugulugombashe National heritage Site	90	0	100[8]
Omusati Cultural Trail	50	0	0
King Nehale Cultural Centre	10	0	50
Ozumbu Zovindimba National Heritage Site	30	0	25

Communities perceive the pilot projects as interventions by the government which puts the responsibility with regional government and not with the community as a whole.

The implementation of the JP has in general been very slow. Delay in the start-up, in the dissemination of JP funds as well as the formalisation of implementing agreements has taken over 1.5 years needing 2 years of activities to be implemented on one. Staff changes at Ministries, Regional Council, RCO and PMU has caused further delays. The lead role within the JP has only been clearly defined after the MTE both amongst the UN agencies (UNESCO lead) and the national partners (MYNSSC lead). The programme has struggled to get PMC meetings organised with a relevant representation and actual frequency of meetings has not achieved its quarterly target.

Planned activities around the development of the first Geopark have waited for the required legislative adaptations that have still not been implemented. Only late 2012 have additional preparatory activities been conducted on community level and a first design for an information centre, signage and information material made.

ACHIEVEMENTS

The JP created a structured interaction amongst cultural stakeholders over an extended period of time including ministries, national government institutions, regional & local government and community

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[8] NHC will operate the site (staff statement February 2012)

representatives. These stakeholders addressed issues ranging from the enabling environment for sustainable cultural heritage utilisation to practical, project oriented interventions and training. The concept of Intangible Cultural Heritage (ICH) has formally been operationalized in the country through the establishment of a system to capture & record ICH and the sharing of these elements that hold potential economic value. The website of the NHC forms a good data-base and marketing tool for heritage utilisation. Several publications on (cultural) heritage have been produced and the expansion of the Heritage Hunt inventory has produced a detailed, practical document that basically identifies sites for development replication and diversification.

The structure of JP delivery enabled a decentralised approach of project implementation empowering regional and local stakeholders in Namibia to take ownership of project modalities including implementation control and disbursement of funds. With cultural stakeholders predominantly found at national (head office) level, the JP managed to put cultural heritage utilisation on the development agenda of regional & local stakeholders, including communities who were also exposed to practical income generating opportunities. The implementation of Joint-programme principles brought together a multitude of stakeholders at national and international level creating linkages and communications channels likely to be sustained beyond the programme cycle.

Advanced skills were developed through formal training efforts for some 10 senior technical individuals in the cultural sector of the country and the 'Start Your Cultural Business' training efforts has exposed over 300 individuals to the entrepreneurial opportunities around (cultural) heritage utilisation across the country.

Actual programme outcomes are difficult to assess as impact is only likely to occur in the near, to midterm future. The sector wide approach within a three (extended to four) year programme was ambitious and not sufficient time was allocated to an inception period that would give stakeholders a chance to operationalise the programme and fully grasp the objectives and intervention systems.

The budgetary expenditure of the programme remained within allocated sealing and output allocations. The individual agencies report a delivery rate of 95% (ILO), 58% (UNESCO), 98% (UN-Habitat) and 100% (UNEP). The low delivery rate of UNESCO is due to having received the largest proportion of the budget including infrastructure development for 6 pilot projects.

Overall, it must be concluded that although the JP has not achieved its overarching aim towards operationalizing benefit creation from cultural heritage, it has achieved a substantial strengthening of the enabling environment for cultural heritage utilisation and created the platform to ensure such benefits can occur in the future.

5 | LESSONS LEARNED

A number of useful lessons were learned from the joint programme from design, to implementation as well as monitoring and evaluation.

An adequate inception period that reflects the size and complexity of the programme and enables national and community level stakeholders to adapt a common vision on the programme objectives and approach is essential.

The timeframe allocated for a programme of this complexity and size requires a minimum 5 years of implementation, especially if 10 operational, capital projects are included as output.

Baseline data needs to be captured in the design phase, even if secondary sources from which such data can be extrapolated is used. The creation of an M&E system should be part of the inception period as otherwise operational challenges will always interfere with these valuable efforts. If the M&E system does not provide guidance to the stakeholders on their own involvement in the programme, M&E will remain seen as an administrative requirement only.

A relevant involvement of the private sector in a cultural tourism programme is critical in ensuring market demand for the actual products and enterprises. Such market demand takes time to be created and should be developed in parallel to the physical site developments.

Participation of stakeholders in a programme structure should be based on institutional mandates and not mandates related to the responsibility of programme activities to ensure appropriate skills are utilised and activities are likely to be sustained beyond the programme lifecycle.

Good practices

The joint programme has expanded on the concept of decentralisation by delegating substantial amount of work and resources to the regional and local authorities where the pilot sites are located. The involvement of local communities through the local management committees is a good example of the principles of a bottom up approach to development that could empower beneficiaries to take a central role in planning and decision making for their own good, if related to realistic market demand.

Success stories

The ICH data collection activities are structured into a data-base system managed by designated position within the new organogram of the MYNSSC.

The NHC has taken ownership of the Omugulungombashe Visitor Centre and will operate the site within its own management system.

6 | RECOMMENDATIONS

The pilot sites need to be finalised soonest as they are, through the formulation of proper business plans, able to ensure relevance and sustainability of the training, policy strengthening, ICH documentation & utilisation and general cultural awareness creation elements of the programme. The positive impact this is likely to have will then be measurable in the near future. These business plans should identify in detail how they can operate, what products/services should be offered, budget required, how market linkages are created and which (if) development interventions might provide continued support towards an operational phase.

The MYNSSC's commitment to support the pilot projects beyond the JP's lifespan needs to be captured and substantiated in their own work plans as well in the plans of local and regional authorities in the respective regions. These commitment need to be practical and measurable in terms of resource allocation.

The sustainability of the other programme investments needs to be ensured as well so that the enabling environment created for cultural heritage utilisation is maintained and strengthened to allow for benefit creation from cultural heritage utilisation in the future.

A publication (trail diary/ road book) is to be created that describes the cultural assets of the areas around the pilot sites and can be sold under copyright of the community to obtain income. This should be distributed through (amongst others) tour operators and lodges to start integrating cultural tourism into the industry.

The reports, studies and other publications created under the JP should be summarised into short, practical and thematic booklets to be used as baseline data for the sector.

7 | ANNEXES

A. RESULTS FRAMEWORK

Output 1.1
Knowledge base and information-sharing portal development; baseline on tangible and intangible heritage and training

Activity	UN Agency	Nam. Lead	Expected Output	Confirmed Output	Status	Evaluation & Observation
1.1.1 By Year 1 of the programme cycle, a baseline study will be carried out on existing databases.	UNESCO	MYNSSC	Research and review of existing databases of government ministries and different organizations in the country.	Document produced by UCCB in July 2010 identifying lack of resources, duplication, colonial biased collections and weak policy & regulatory environments.		Recommendation to establish a Namibian Heritage Register and criteria to assess significance as well as a policy on regulating ICH
1.1.2 At least 20 professionals will be trained in tangible cultural heritage documentation/ database setting & data management	UNESCO	MAN		Combined activity assessing existing databases in use and training. Initial assessment of mayor collections; 18 participants at national workshop and on-site training at 17 institutions nationwide in January 2010 targeting 41 individuals.		Delivery on time. Part of the funds relocated to the MAN pilot site at Munyondo GwaKapande Cultural Village (ablution facilities).
1.1.? In year 2 of the programme an inventories of tangible heritage in the target 9 regions will have been launched and professionals trained in data management	UNESCO	MYNSSC/ MAN	In-service training of professionals in tangible cultural heritage documentation / database setting and data management			

1.1.3 Two introductory training workshops for about 30 participants each from 3 of the 9 target regions will be conducted yearly (at least 540 community-beneficiaries in total) and inventories of cultural practitioners in the 9 regions will be initiated; By Year 3 of the programme cycle the institutional framework for documenting **intangible heritage** in Namibia will have been established	UNESCO	MYNSSC	Training of youth groups (at least 60% girls) in the 9 target regions in documentation of intangible heritage and socio-cultural issues dominant in those regions	Training workshop in April 2010 with 25 participants including 3 people from each of three field-work sites. Omaheke (?), Hardap (8 people) & Erongo (5) regions trained in September 2012 AND Caprivi (8), Okavango(?) & Otjozondjupa (3) regions in October 2012. Total: 49 + ? Far behind envisaged total. Female targets met except for Caprivi (exclusively male)	Long laps of time (2 years) between this initial training and actual data gathering resulting in re-training requirements.
1.1.4 By Year 1 of the programme cycle 1 advocacy workshop and training on copyright and IPR will be conducted for ministries' directorates and professionals as part of the ESARBICA Bi-Annual Conference; 30 Namibians will have received advanced training in IPR rights, including study trip abroad and network with specialised institutions in the region strengthened by Year 3 of the programme cycle	UNESCO	MoE	Train 30 Namibians on intellectual property rights (National Archives, teaching institutions and relevant ministries' directorates at central and regional level)	Conducted September 2009.	No participants list and no expenditure report, no documentation on follow-up activities or advanced training; no proof of advanced training or study trips abroad. No evidence of network establishment.
1.1.5 By Year 1 of the programme cycle existing cultural data & associated resources in relevant national and regional archives will be assessed.	UNESCO	MYNSSC/ NTN	Assessment of the cultural archives in the regional offices of the National Broadcasting Corporation (NBC), Directorate of Heritage and Culture Programmes, Ministry of Information and in private holding	Consultant report July 2010	Report concluding on general cultural challenges and lacking technical assessments and recommendations. No clear recommendations. Remaining funds allocated to NHC website design.

1.1.6 Trainees identified in the 9 target regions, and tailored training courses developed; about 30 staff from regional offices will be trained in digital data acquisition & management by Year 2 of the programme cycle (5 regions in Year 1 and 4 regions in Year 2); by Year 3 of the programme cycle selected trainees will receive advanced accredited training.	UNESCO	MYNSSC/ MAN	Training of staff in Cataloguing digital cultural archives	Trainer contracted for February 2013 for the provision of **customer care service** to national museum and NHC staff.		Training conducted 4-9 February 2013.
1.1.7 Equipment and related training will be provided within the MoE system to support the set-up or strengthen a dedicated Audiovisual display unit by Year 2 of the programme cycle and will be inter-linked with regions by Year 3 of the programme cycle	UNESCO	MoE	Procure and set-up of a central dedicated Audiovisual display facilities and a dedicated digital conversion facilities			Plans for implementation concluded with UNAM but these had to be put on hold as the JP reached the end by the programme. Implementation was reported as close to starting.
1.1.8 By Year 2 of the programme cycle Access & Benefit-Sharing (ABS) inventories on natural resources and related IP will be established in target regions.	UNEP	MET	Establish Access & Benefit-Sharing (ABS) inventories on natural resources and the intellectual property (IP)			Report requested from UNEP by PMU.

1.1.9 By the end of Year 1 of the programme cycle baseline on Traditional knowledge on cultural layout planning of settlements and architectural designs will have been carried out in at least 3 towns and needs assessment studies carried out to be used in the pilots by Year 2	UN-Habitat	MRLGHRD	Carry out baseline and needs assessment studies on Traditional knowledge on cultural layout planning of settlements and architectural designs of buildings	Rapid Urban Sector Profiling for Sustainability (RUSPS) conducted in Opuwo, Aroab and Walvis Bay in December 2011.		No traditional knowledge on cultural layout planning documented in these reports. No documented selection criteria for these three sites of which only Opuwo is a pilot site in the programme.
1.1.10 Through Technical Assistance, MRLGHRD will be provided with a review proposal document and recommendations by Year 1 of the programme cycle; by Year 2 of the programme cycle a review final document will be produced and the approval process for amending the Town and Regional Planning Act launched.	UN-Habitat	MRLGHRD	Review Town and Regional Planning Act	A three-day National Workshop was held in Windhoek from 27 to 29 January 2011, widely attended by representatives of Central and Local Government, civil society and academia. An April 2011 report forms a first step in an inevitably long and demanding process, Institutionally as broad as possible, to allow Namibia to properly guide and manage urbanisation.		Unclear how this is linked to cultural tourism initiatives.
1.1.11 Based on the results of the baseline study and needs assessment, recommendations aligned with international standards will be produced by end of Year 1 of the programme cycle; 1 university curriculum for land-use planning course (undergraduate level) will have been developed & accredited by Year 2 of the programme cycle	UNESCO	MRLGHRD	Development of university curricula on for land-use planning course	Land-use planning course document August 2010		No record on if/ where this course is conducted and how successful it is.

1.1.12 By Year 3 of the programme cycle 20 registered planners will receive upgrading and hands-on application training.	UN-Habitat	MRLGHRD	Training of Planners on Traditional knowledge on cultural layout planning of settlements and architectural designs (including the use of traditional knowledge to improve energy saving measures)	UN-Habit reports state that preparation of architectural plans for the three pilot sites included active participation of national parties, thus receiving trainings through on-the-job practical exercises while at the same time contributing to the projects from their cultural and traditional background.		No reflection on the targeted output of 20 registered planners being trained; no training target (topics/skills) set for possible replication and enhancement.
1.1.13 By Year 1 of the programme cycle gaps concerning heritage subjects & contents in public secondary & tertiary education level curricula are assessed and appropriate teaching material is produced.	UNESCO/ MAN	MoE	Assess gaps concerning heritage issues in secondary and tertiary education systems' subjects and contents	Assessment done, report formulated, April 2010		Realistic conclusions on the need for more teaching materials and visits to heritage sites and institutions. Practical listing of 26 recommendations. Unclear who drives this forward.
1.1.14 Year 3 of the programme cycle teaching materials are published	UNESCO	MoE	Develop, adapt and publish teaching materials on cultural/ and natural heritage	Stated as ongoing by MoE and Unam		Not done?
1.1.15 15 Teachers-trainers to train at least 350 teachers on cultural and natural heritage issues	UNESCO	MoE	Train teachers and teacher trainers on heritage	Stated as ongoing by MoE and Unam		Plans are stated as ready, put on hold because the JP implementation period has lapsed and JP operationally closed by the time implementation was due to start. No documentation available.

Activity	UN Agency	NAM Lead	Expected Output	Confirmed Output	Status	Evaluation & Observation
1.1.16 NHC will be provided with equipment and staff training to launch a comprehensive portal for cultural and natural heritage information-sharing by Year 2 of the programme cycle; collected data on culture will be migrated and fed into the portal, to be fully operational by the end of Year 3 of the programme cycle	UNESCO	NHC	Develop a national cultural/natural heritage website- collect, collate, and coordinate actions relating to the development of the portal	Website of the NHC is operational as of 2012. www.nhc-nam.org	🟩	No report on updates and maintenance and entries are dated. Site is not used to introduce and promote the pilot projects beyond the ones that are proclaimed sites. Website is still somewhat difficult to negotiate as prospective visitor and lacks location information of proclaimed sites.
1.1.17 By Year 1 a needs and capacity assessment will have been carried out among handicrafters (taking into account disaggregated data) in the 9 target regions with a focus on the perspective pilot sites to deliver skills development/ transfer, business training to the target communities	UNESCO	MYNSSC	Assess and collect baseline information on handcrafters' needs and capacities for community-based capacity-building actions	Workshop report on training course in Opuwo in 2012 (no date) with 18 participants from 4 regions by the NAGN	🟧	Activity conducted in 2012 only (extension year). Although report makes suggestions, it does not reflect on present capacities amongst handicrafters which could have been valuable input into baseline data for the sector. Remaining funds allocated to customer care training (not determined how or when).

**Output 1.2
Identification of new heritage sites**

Activity	UN Agency	NAM Lead	Expected Output	Confirmed Output	Status	Evaluation & Observation

1.2.1 New heritage sites from the 6 regions not yet covered by the Heritage Hunt programme will have been identified by Year 1 of the programme cycle in consultation with regional, local and traditional authorities as candidates for inscription on the National Heritage Register and provided with site profile description and scaled map	UNESCO	MYNSSC NHC and MAN	In consultation with the Regional, Local and Traditional authorities draw up a list of proposed sites for proclamation on the National Heritage Sites Register, not yet covered by the Heritage Hunt	UNAM contracted to document sites in the Hardap and Karas Regions; ongoing in February 2013	🟧	
1.2.2 List of candidate sites with description will be published by Year 2 of the programme cycle.	UNESCO	MYNSSC NHC	Shortlist sites that have potential for cultural tourism in each of the 6 regions that the Heritage Hunt has covered	Not done.	🟥	Not done; not documented why not.
1.2.3 By Year 2 of the programme cycle one cultural site in each of the 6 regions covered by the Heritage Hunt will have been proclaimed national heritage site	UNESCO	MYNSSC	Proclamation of the site (linking with on-going interventions at NHC) as national heritage site	Commissions House (Rundu), Mataratara Area (Rundu), Omandongo Mission (Onayena),	🟩	No JP project site proclaimed although Ozumbu Zovindimba is close to proclamation (Jan '13) Omungulugumbashe was proclaimed prior to JP.
1.2.4 Management plan prepared integrating HIV and AIDS & marketing plans and implemented by Year 3 of the programme cycle.	UNESCO	MYNSSC	Draw up site conservation, management, HIV and AIDS plan and marketing plan for the proclaimed sites	Omandongo Mission Management and Conservation plan currently being drafted.	🟧	No statement on HIV & Aids or Marketing plan
1.2.5 At least 15 heritage (top- and medium level) managers trained by Year 2 and seconded to institutions with best practices by Year 3 of the programme cycle;	UNESCO	MoE	Professional training of heritage managers (at least 60% women) and secondment of personnel	Reported that 2 managers received training in underwater archaeology and heritage management/ conflicting statement that this was done through GOV owns funds.	🟥	No documents but stakeholder state that this activity is implemented through NATCOM, and a number of people received financial support for various studies relevant to the sector. A selection committee is in place that review requests and provide recommendations to NATCOM

Activity	UN Agency	Nam Lead	Expected Output	Confirmed Output	Status	Evaluation & Observation
1.2.6 30 professional heritage managers and Government officials receiving training on Preparation of Nomination Dossier by Year 3 of the programme cycle	UNESCO	MYNSSC	Support the implementation of the UNESCO Convention 1972 in Namibia through professional training on the Preparation of Nomination Dossiers	Not Done; funds used for 'various activities' (MYNSSC report)	🟥	Statement that other training was selected.

Output 1.3
Identification of legal and community barriers between Cultural tourism and poverty reduction

Activity	UN Agency	Nam Lead	Expected Output	Confirmed Output	Status	Evaluation & Observation
1.3.1 Communities' leaders, local and traditional authorities, technical bodies, private sector and NGOs involved through consultation meetings in 5 regions by Year 1 and 4 regions by Year 2 of the programme cycle and guidelines to meet expected goals at community level produced	UNESCO	MYNSSC	Consultation meetings with local and traditional authorities, stakeholders & communities		🟥	MYNSSC report states diverting of funds for management plans for 2 sites and a. mission to Khorixas with the Permanent Secretary of the MYNSSC, Duineveld visits for a stakeholders' meetings and the Katima Mulilo Financial investigation team
1.3.2 Baseline and assessment studies on existing legislation, policies and programmes relating to HIV and AIDS and sustainable cultural tourism will have been carried out at country level by Year 2 of the programme cycle and disseminated by Year 3 of the programme cycle	UNEP	MET	Carry out baseline and assessment studies on cultural tourism and the existing legislation, policies and programmes relating to sustainable cultural tourism and disseminate information and results to national authorities, CBOs and the public	Baseline study conducted August 2010	🟩	Concluded the need for **increased engagement and participation by tourism stakeholders** in a long-term structure for which a steering committee is proposed. Nothing documented on HIV/AIDS.

1.3.3 One participatory territorial diagnosis and institutional mapping conducted for each of the proposed pilot project sites by early Year 3 of the programme cycle	ILO	MIT	Together with the target communities, carry out a **territorial diagnosis and institutional mapping** (TDIM) exercise for each of the proposed pilot project sites	TDIM reports available for all pilot sites		Reports are undated; questions to be raised around value of the documents that are generic but do have some good observations that are however not reflected in actions or corrections in the specific site development agreements.
1.3.4 By the end of Year 2 of the programme cycle a comprehensive environmental /cultural impact assessment will assess the likely impacts of cultural tourism activities on the environment and will result into recommendations for review/reform of existing policies, laws etc. to take into account environmental sustainability considerations; by Year 3 of the programme cycle inventories of customary / traditional and national laws will have been developed and translated into at least 3 local languages	UNEP	MET	Undertake an environmental cultural impact assessment and review customary law, cultural and traditional laws, policies and institutional arrangements on customary, traditional practices, cultural/natural heritage and livelihoods principles and practices	Environmental impact assessments done in 2010 for all pilot sites with additions and revisions in 2012.		Format is in form of a rapid scan with the cultural impact assessment of operational cultural villages & centres not very clear; no template how to capture this in the future.
1.3.5 Findings published and disseminated	UNEP	MET	Prepare and disseminate the findings of the review / Stakeholder workshop	Publication: "Saving our Heritage for our Children" produced and translated into 6 languages.		No distribution and/or replenishment plan; no impact and usage measurement.

Output 1.4
Validation of pilot sites for implementation and identification of new sites for replication

Activity	UN Agency	Nam Lead	Expected Output	Confirmed Output	Status	Evaluation & Observation
1.4.1 By end of Year 1 of the programme cycle the panel composed by Namibian experts with advisory support from JP partners will be set-up and exact parameters and corresponding indicators with benchmarks for the sites	UNESCO	NPC	Constitute an expert panel that will validate the localities based on empirical data from baseline studies, research, participatory assessments and environmental & cultural impact assessments	The 2010 annual planning meeting found the constitution of an expert panel 'unnecessary'.	🟥	No constituted panel (PMC validated pilots based on reports of UNAM), no formulated criteria – missed opportunity to link pilot sites to industry and market systems. No identification of sites with similar scope and potential linkages.
1.4.2 Validation will be established and tested on the ground	UNESCO	NPC	Asses the baseline and collate the assessment studies on the **feasibility** of the proposed pilot models for the purpose of setting a selection criteria		🟧	See 1.4.1 The only site assessment available are the EMPs & TDIMs
1.4.3 By early Year 2 of the programme cycle the localities where the pilot models will be implemented will be validated and new sites identified for replication of the pilot models	UNESCO	NPC	Validation of pilot sites, identification of sites for replication and presentation to stakeholders		🟧	See 1.4.1. No new sites for replication identified

Output 2.1
Harmonization and publicizing of relevant policies and legislation on tangible/intangible heritage and customary laws

Activity	UN Agency	Nam Lead	Expected Output	Confirmed Output	Status	Evaluation & Observation

2.1.1 By Year 2 of the programme cycle Government is supported in the revision of National policy and legislative frameworks on tangible/intangible heritage in line with international instruments and 1 awareness raising campaign on international instruments to protect Tangible and Intangible Cultural Heritage will have **targeted main stakeholders in the cultural/natural tourism industry**	UNESCO	MYNSSC	Research, review and harmonize national policies and legislative frameworks on tangible / intangible heritage	Draft report on the review of the 2004 National Heritage Act available. Validation workshop in July 2011. Final report of the review of the 2004 National Heritage Act finalized and recommendations approved.		Heritage Act review report available; no report on workshop and current status. No link with the main stakeholders in the (natural) tourism industry. Remaining funds allocated to the drafting of a list of possible sites to be proclaimed.
2.1.2 By Year 3 of the programme cycle workshops will be conducted in the 5 selected pilots to distribute the produced updated information on the legal framework and international instruments, to further ensure linkages between national and customary laws	UNESCO	MYNSSC	Build an increased awareness of (a) World Heritage (b) Intangible Cultural Heritage and national policies in the cultural/natural tourism industry	Not done.		Fund allocated to the provision of training (1.1.3)

Output 2.2
Communities/groups in the nine focus regions reaping benefits from cultural/natural heritage assets

Activity	UN Agency	Nam Lead	Expected Output	Confirmed Output	Status	Evaluation & Observation
2.2.1 By Year 2 of the programme cycle awareness will be raised among parliamentarians and decision-makers at central and regional level on international aspects, including MEAs, multilateral agreements, which need to be transposed into the national policies & plans	UNEP	MET	Conduct an awareness campaign at different levels to inform parliamentarians, regional governors & councillors and traditional authorities on the sustainable utilization of cultural / natural assets	One workshop in Windhoek in November 2012	🟧	No participant list; questionable timing as parliamentarians should have been targeted to address issues during the programme
2.2.2 By Year 2 of the programme cycle different target groups are sensitized on the existence of national heritage legislation, policies and institutional frameworks that enhance their livelihoods	UNEP	MET	Develop, test & translate into different languages, simplified manuals, hand books and simplified awareness materials on best practices for the different target groups	Heritage Handbook published and distributed; small leaflets produced in 6 local languages	🟩	Distribution plan stated as formulated but not seen; no document how and who captures feedback and replenishes or what the impact has been (test) Activity linked to 1.3.5
2.2.3 By Year 2, 60 stakeholders (policy makers, CBOs, and NGOs have been sensitized on sustainable use of cultural/natural assets	UNEP	MET	Conduct 3 Stakeholders' workshops on heritage policy (linked to ongoing MET activities)		🟧	2010 Stakeholder workshop reported on dissemination of baseline finding and subsequent workshop in 2012 on EIA endorsement which differs from heritage policy objective. No documentation provided.

Output 2.3 **Strengthening governance of Namibia's Geopark programme**						
Activity	**UN Agency**	**Nam Lead**	**Expected Output**	**Confirmed Output**	**Status**	**Evaluation & Observation**
Government provided with Technical Assistance, requested infrastructure & equipment to develop Guidelines for management & monitoring structure of Geoparks by Year 2 of the programme cycle; 1 stakeholders meeting by Year 2 of the programme cycle; Geoparks Policy and legislation are effectively implemented by Year 3 of the programme cycle –UNESCO	UNESCO	MME	Support law enforcement and implementation of the Parks and Wild Life Management Act, strengthening Government & institutional capacity to develop policy, management & monitoring guidelines for Geoparks	No action		The (ongoing) delay in the proclaimation of the Parks and Wild Life Management Act prevented further action.

| Geological Society supported by Year 3 of the programme cycle in partnership programmes establishment and field-schools programmes development, in cooperation with basic, secondary education system, as well as with Universities' relevant departments and curricula (Geology, Environment), as per the different educational needs of the public – UNESCO | UNESCO | MME | Support networking and partnerships development between geological associations and the primary, secondary schools & tertiary education system, to build the framework for Geopark education programme including field-school & research activities | No action | 🟥 | |

Output 3.1

1. OZUMBU ZOVINDIMBA NATIONAL HERITAGE SITE & INFORMATION CENTRE - OMAHEKE REGION

Through a participatory approach and consultation meetings with the communities & established committees a feasibility study, marketing and presentation policies will be developed by Year 1 of the programme cycle simultaneously with the impact studies (see Output 1.4) in order to feed the Heritage Site management plan (see Output 1.2) of Year 2 of the programme cycle; by Year 1 of the programme cycle a Community-based Management Team will be constituted to manage the information Centre; training of the Centre staff at both levels, managerial and technical will be carried out by Year 3 of the programme cycle; research on the cultural assets in the territory including for contents of exhibitions will start by Year 2 of the			Planned		Status	Comments
	UN-Habitat	MYNSSC	1. Feasibility study (including availability of local building material), Marketing, HIV & AIDS plan and presentation policies	🟧	No management plan, no marketing plan in place. Stated that these are currently being formulated (Feb 2013).	The statements that 'many' tourists pass the site must be questioned. The income generating opportunity for the site is not analysed and business principles should have been applied
			2. Establishment of the Community-based Management Team	🟩	Committee is in place	No modalities for mandate and responsibilities of the committee documented.
			3. On-going research about the cultural assets of the region including for contents of exhibitions	🟥		No activities documented; no results available.
			4. Provision of land (Local authorities to provide land)	🟩	300/300meter site allocated	Actual historic site falls outside the demarcated and fenced area.
			5. Improvement of infrastructure of the interpretive centre (communities to provide labour)	🟧	Improvements have started; status Feb 2013: fence is partly constructed, entrance gate partly constructed, bore hole with casing in place, provision for water tank constructed.	Funds available are to cover costs of traditional priest house. No income generating product/structure planned with MDG-F funds limiting feasibility further.
			6. Develop & install signage (interpretive centre and site)	🟩	One signboard in Otjinene; two signboards at site turn-off	Signboard in Otjinene damaged and falling down.

programme cycle as basis of the signage design and exhibition design. Improvement of the infrastructures, provision of equipment for the Information Centre and the protection of the Heritage Site will be started by early 2 Year of the programme cycle; sanitation, solar electricity, ICTs and basic (office) equipment will be procured and installed by Year 3 of the programme cycle, to enable the Information Centre to be fully equipped and operational by end of Year 3 of the programme cycle; Promotional and marketing materials will be developed and made available for distribution by early Year 3 of the programme cycle; at least 15 trainees will be identified and will have received training of trainers as interpreters and tour guides by Year 2 of the programme cycle; 75% of trainees will be able to train local trainees by Year 3 of the programme cycle; linkages with tour operators will be fostered by Year 3 of the programme cycle.			7. Provision of running water & sanitation	(yellow)	Not provided	Borehole sunk; no pump, water-tank or reticulation system available yet.
			8. Provision of solar electricity and telecommunications	(red)	Not provided	Funds allocated for these activities were added to the construction budget to cover shortfalls.
			9. Provision of & installation of ICTs (including internet infrastructure), basic (office) equipment and related training in ITC	(red)	Not provided	
			10. Develop & distribute promotional & marketing materials	(red)	Not developed	
			11. Establish linkages with tour operators	(red)	No linkages created	
			12. Training of interpreters & Tour guides	(yellow)	2 community members have participated in tour guide training	Target was 15
			13. Exhibition design and installation	(red)	No exhibition, concept ideas rest with OGC	Funds allocated for these activities were added to the construction budget to cover shortfalls.
			14. Consultancy work and M&E	(yellow)		No written reports have been requested from the committee. A final report will be formulated by the end of the project which will also be handed to the Regional Council.

2. KING NEHALE CULTURAL CENTRE - OSHIKOTO REGION						
By Year 2 of the programme cycle, consultations with local communities will serve as basis for the establishment of the Community-based Management Team of the Centre and for the development of the management policies / strategy, the marketing and presentation policies and in-depth research for the purpose of the contents of exhibitions; training of the Centre staff	UNESCO	MYNSSC/ OSHIKOTO REGIONAL COUNCIL	Planned	Status		Comments
			1. Development of Management policies & strategy	(green)	EIA report available and Environmental management plan produced	2004 business plan is being used (not revised, nor updated)
			2. Establish the Community-based Management Team and develop its capacity for the sustainability of the Centre		Committee in place	Sub-committee of the KN Conservancy committee
			3. Marketing, HIV & AIDS plans and presentation policies	(green)	Marketing plan produced as well as HIV plan	Marketing plan generic and not substantial enough (3 pages).
			4. On-going research about the cultural assets of the region and for content of exhibitions	(red)		
			5. Provision of land (Local authorities to provide land)	(green)		

			Planned	Status		Comments
at both levels, managerial & technical will be organised by Year 3 of the programme cycle; Improvement of the infrastructures, and provision of equipment for the Cultural Centre will be started by early 2 Year of the programme cycle; sanitation, solar electricity, ICTs and basic (office) equipment will be procured and installed by Year 3 of the programme cycle, to enable the Centre to be fully equipped and operational by the end of Year 3 of the programme cycle; basic facilities will be set-up and handicrafts tools provided by Year 3 of the programme cycle; Promotional and marketing materials will be developed and made available for distribution by early Year 3 o the programme cycle; at least 20 trainees will be identified and received training of trainers as interpreters and tour guides by Year 2 of the programme cycle; 75% of trainees will be able to train local trainees by Year 3 of the programme cycle; linkages with tour operators fostered by Year 3 of the programme cycle			6. Improvement of the building	🟥	No building constructed	Site is fenced.
			7. Design and install signage	🟩		Signage instalment but as site is off-road, the signs don't point there.
			8. Provision of running water & sanitation	🟥	No water & sanitation provided	
			9. Provision of solar electricity & telecommunications	🟥	No power provided	
			10. Provision of & installation of ICTs (including internet infrastructure), basic (office) equipment and related training in ITC	🟥	No ICT provided	
			11. Promotional & marketing materials	🟥	No marketing materials	
			12. Linkages with tour operators	🟥	No linkages	
			13. Training of Interpreters & Tour guides	🟨		Six people were trained of whom only 1 is qualified; poor selection of candidates (target of 20)
			14. Exhibition design and installation	🟥	No exhibition designed	
			15. Setting-up of basic facilities and handicraft stalls provision	🟥	No facilities	
			16. Consultancy work and M&E	🟨	Consultants used for marketing plan and tour guide training. No M&E efforts documented.	

3. OMUSATI CULTURAL TRAIL - OMUSATI REGION

			Planned	Status	Comments
By Year 2 of the programme cycle, consultations with local communities will serve as basis for the development of the management & conservation plan, and the marketing & presentation policies; results of participatory research on the socio-cultural aspects will constitute the basis for the design of the trail for	UNESCO	OMUSATI REGIONAL COUNCIL/ NHC	1. On going research on the socio-cultural aspects (community to provide information)	🟩	Undated document captured information on all sites in the trail; no report on ongoing activities.
			2. Design a trail for major cultural/ historical sites	🟩	Five sites have been identified within the geographical context of a trail but no thematic or operational linkages identified.

major cultural/historical sites and the design of the signage and presentation boards by Year 3 of the programme cycle, linking cultural trails with the existing cultural villages, conservancies and cultural attractions within the area devoted to the purpose of marketing the services; basic facilities will be set-up and handicrafts tools provided by Year 3 of the programme cycle, to encourage the setting up of Craft market- where local communities can produce and trade their crafts along the trail; bechmarking will be provided exchanging with countries with best practices (e.i. Kabaka Trail in Uganda) by Year 3 of the programme cycle; promotional and marketing materials will be developed and made available for distribution and linkages with tour operators fostered by early Year 3 of the programme cycle; at least 20 trainees will be identified and received training of trainers as interpreters and tour guides by Year 2 of the programme cycle; 75% of trainees will be able to train local trainees by Year 3 of the programme cycle.			3. Development of HIV and AIDS, Management & conservation plans for the trail	🟧		
			4. Development of Marketing & presentation policies for the trail and the interpretive centre	🟧	Marketing plan formulated in May 2012	
			5. Development & installation of historical sites story boards	🟥	No story boards	
			6. Production of promotion and marketing materials (e.g. guide books and website) for the trail and the interpretive centre	🟧	Individual flyers were produced in 2012	No stock at respective sites; quality questionable (spelling mistakes) and no distribution/reprint plan; not covered by marketing plan either
			7. Training of Interpreters & Tour guides	🟧		2 People trained as part of NATH training
			8. Benchmarking in countries with best practices	🟥	Not documented.	
			9. Consultancy work and M&E			

4. OMUGULUGOMBASHE VISITOR CENTRE – OMUSATI REGION					
By Year 2 of the programme cycle, consultations with local communities will serve as basis for the development of the management & conservation plan, and the marketing & presentation policies; results of participatory research on the socio-cultural aspects will constitute the basis for the design of the trail for major cultural/historical sites and the design of the signage and presentation boards by Year 3 of the programme cycle, linking cultural trails with the existing cultural villages, conservancies and cultural attractions within the area devoted to the purpose of marketing the services; basic facilities will be set-up and handicrafts tools provided by Year 3 of the programme cycle, to encourage the setting up of Craft market- where local communities can produce and trade their crafts along the trail bechmarking will be provided exchanging with countries with best practices (e.i. Kabaka Trail in Uganda) by Year 3 of the programme cycle; promotional and marketing materials will be developed and available for distribution and linkages with tour operators fostered by early Year 3 o the programme cycle; about 20 trainees will be identified and received training of trainers as interpreters and tour guides by Year 2 of the programme cycle; 75% of trainees will be able to train local trainees by Year 3 of the programme cycle	UN-HABITAT	MYNSSC/ NHC	**Planned**	**Status**	**Comments**
			1. Develop the HIV&AIDS and Management plans for the Centre		
			2. Establish community based management team and develop its capacity for the sustainability of the centre		Site will be managed by the NHC and will have MHC staff on site.
			3. Research for contents of the exhibition	History of the site captured	
			4. Provision of Land provided by LA	Site is demarcated and fenced.	
			5. Construction of interpretive centre		Centre is almost fully constructed; materials on site and construction ongoing mid February 2013
			6. Signage for the centre	National road signs and distance indicators provided.	Actual sign to entrance missing
			7. Provision of running water and sanitation	Water connection and reticulation in place.	
			8. Provision of solar electricity and telecommunication	Power provided through national grid. No telephone connection yet	
			9. Support for infrastructure development along the trail		Not specified or reported. Funds were not sufficient to support other site developments.
			10. Support the provision of & installation of ICTs (including internet infrastructure), basic (office) equipment and related training in ITC	No provisions.	
			11. Promotional & marketing material development		Site brochure; no distribution or replenishment plan. Site is included in NHC website
			12. Exhibition design & installation	No design, no installation	

5. OPUWO CULTURAL CENTRE KUNENE					
REGION By Year 2 of the programme cycle, consultations with local communities will serve as basis for the establishment of the Community Management Team of the Centre and for the development of the HIV & AIDS plan and Management policies /strategy, the marketing and presentation policies as well as in-depth research for the purpose of the contents of exhibitions; training of the Centre staff at both levels, managerial & technical will be organised by Year 3 of the programme cycle; Improvement of the infrastructures of the Cultural Centre, provision of equipment for the Centre will be started by early 2 Year of the programme cycle; sanitation, solar electricity, ICTs and basic (office) equipment will be procured and installed by Year 3 of the programme cycle, to enable the Centre to be fully equipped and operational by end of Year 3 of the programme cycle; basic facilities will be set-up and handicrafts tools provided by Year 3 of the programme cycle; Promotional and marketing materials will be developed and made available for distribution by early Year 3 of the programme cycle; at least 20 trainees will be identified and will have	UNESCO	MYNSSC	**Planned**	**Status**	**Comments**
			1. Development of HIV & AIDS plan and Management policies /strategy	🟩	Regional Council states that the HIV plan is sufficiently covered in the Regional Operational Plan as well as the RACOC activities on constituency level.
			2. Establish the Community-based Management Team and develop its capacity for the sustainability of the Centre	🟩 Project committee in place and meeting regularly as from mid-2012	
			3. Marketing & presentation policies	🟩 Business plan and marketing plan in place.	
			4. On-going research about the cultural asserts of the region and on content of exhibitions	🟩	Not covered beyond initial ICH data gathering
			5. Provision of land (Local authorities to provide land)	🟩	Land not formally transferred; requires trust to be legal entity and recipient.
			6. Improvement of the interpretive centre's infrastructures (communities to provide labour)	🟧 2x Traditional village in place, area fenced, ablution provided.	Visitor centre being finalised; entrance gate and security house constructed.
			7. Develop & install signage	🟩 2 signboards provided	Signage on the road at the centre only
			8. Provision of running water & sanitation	🟩 Available	
			9. Provision of solar electricity and telecommunications	🟩	Power provided through national grid
			10. Provision of & installation of ICTs (including internet infrastructure), basic (office) equipment and related training in ITC	🟥 No provision	
			11. Setting-up of basic facilities and handicraft stalls provision	🟩 Provided within the centre building	
			12. Promotional & marketing materials	🟥 No materials developed	
			13. Linkages with tour operators	🟥 No linkages created	Stakeholder statements that the centre will be supported by the industry could not be confirmed.
			14. Training of interpreters & Tour guides		
			15. Exhibition design and installation	🟥 No formalised design	

received training of trainers as interpreters and tour guides by Year 2 of the programme cycle; 75% of trainees will be able to train local trainees by Year 3 of the programme cycle; linkages with tour operators will be fostered by Year 3 of the programme cycle.			16. Consultancy work and M&E		Consultants contracted for management and marketing plan.	

6. MUNYONDO GWAKAPANDE CULTURAL VILLAGE - KAVANGO REGION

			Planned	Status		Comments
By Year 2 of the programme cycle, consultations with local communities will serve as basis for the establishment of the Community-based Management Team of the Village and for the development of the management plan (including HIV & AIDS prevention plan), marketing strategy and in-depth research for the purpose of the contents of exhibitions; training of the Management Team staff at both levels, managerial & technical will be organised by Year 3 of the programme cycle;	UN-Habitat	MYNSSC/MAN	1. Develop Management plan and Marketing Strategy		A marketing plan was completed and a separate consultant produced a marketing strategy and held meetings with local lodge owners to identify potential business partners for the MKCV	The committee perceives the management plan to be dynamic and states that it has evolved as the plan for MKCV has changed over time due to financial constraints.
			2. Establish the Community-based Management Team and develop its capacity		Management team established and three members of the Management Committee attended a four month course in Entrepreneurship taught by the Wits Business School and facilitated by the Namibia Tourism Board	
Support for the improvement of the infrastructure of the traditional village will be provided, provision of equipment and design/instalment of signage for the Cultural village will be started by Year 2 of the programme cycle; sanitation, solar electricity, ICTs			3. Support the improvement of the infrastructure of the traditional village, using basic traditional structures (communities to provide labour)		Done, members of the local community constructed the traditional structures in the cultural village and the contractors who built the more substantial structures were also contractually obliged to use local labour	

and basic (office) equipment will be procured and installed by Year 3 of the programme cycle; basic facilities will be set-up and handicrafts tools provided by Year 3 of the programme cycle; Promotional and marketing materials will be developed and made available for distribution by early Year 3 of the programme cycle; about 20 trainees will be identified and will have received training of trainers as interpreters and tour guides by Year 2 of the programme cycle; 75% of trainees will be able to train local trainees by Year 3 of the programme cycle; linkages with tour operators will be fostered by Year 3 of the programme cycle			4. Provision of land (Local authorities to provide land and access to community forests for timber)		The land was provided by the Mbunza Traditonal Authority. There was a land dispute that delayed the project with a piece of land on the east of the site being claimed by a Shebeen owner. The Management Committee eventually negotiated additional land on the west of the site instead. The land has been registered with the Kavango Land Board, but the Ministry has not accepted the Environmental Impact Assessment that was done for the project and is requesting an addition EIA	
			5. Develop and install signage		The signs for the roadside and the entrance have been completed, but not installed (to be done once the MKCV is ready for visitors)	
			6. Provision of running water & sanitation		The Directorate of Rural Water Supply recommended the construction of a pipeline to a borehole 4km from the site. However (after materials were purchased) LMC were informed that the borehole was drying up and would not be able to sustain the MKCV. DRWS stated that the only reliable source of water would be the river, but this would require a different approach likely to require a new EIA	
			7. Provision of solar electricity		The initial quotations obtained for the installation of solar electricity were too high for the budget. The MKCV has now approached NORED for assistance with a connection to provide power to the site.	

			8. Basic refurbishment & equipment (administration)		An office building has been erected with three rooms. One is intended to provide a space for administration and one for storage, whilst the front space can be used as the reception and snack bar/shop	
			9. Production & publication of promotional & marketing materials		The MKCV has established a Facebook page and has produced t-shirts to help promote the project	
			10. Linkages with tour operators		The marketing strategy identifies companies that operate in the Kavango Region and some meetings were held with individual companies	No further information on the value of these linkages.
			11. Training of interpreters & village guides		Two members of the MKCV Management Committee attended a course provided through the MDG-F Programme in tour guide training	
			12. Research for content and design of exhibitions		An exhibition plan for the six display huts was completed as well as a `shopping list' of the artifacts that will be required. A report was also produced on the audio-visual materials available in the NAN	
			13. Consultancy work and M&E		MAN has made a number of site visits to evaluate progress and has also requested reports from the Management Committee. The main costs for consultancy involved the architect who also made three site visits	

7. TSUMKWE CULTURAL VILLAGE - OTJOZONDJUPA REGION

			Planned	Status		Comments
By Year 2 of the programme cycle, consultations with local communities will serve as basis for the establishment of the Community Management Team of the cltural village and to develop the management & conservation policies as well as the marketing and presentation policies, as well as and in-depth research for the purpose of the contents of exhibitions; training of the management staff at both levels, managerial & technical will be organised by Year 3 of the programme cycle; Improvement of infrastructures of the traditional village will be supported, signage design & instalment, and provision of equipment will be started by Year 2 of the programme cycle; sanitation, solar electricity, ICTs and basic (office) equipment will be procured and installed by Year 3 of the programme cycle; basic facilities will be set-up and handicrafts tools provided by Year 3 of the programme cycle; Promotional and marketing materials will be developed and made available for distribution by early Year 3 o the programme cycle; at least 20 trainees will be identified and will have received training of trainers as interpreters and tour guides by Year 2 of the programme cycle; 75% of trainees will be able to train local trainees by Year 3 of the programme cycle; linkages with tour operators fostered by Year 3 of the programme	UNESCO	MYNSSC	1. Establish the Community-based Management Team and develop its capacity	🟩	Committee established including three community members	
			2. Management and conservation policies	🟥	No management plan in place; envisaged trust structure not established yet.	Verbal elaboration on the management system provided which would foresee a formal agreement with the Nyae Nyae Conservancy.
			3. Marketing & presentation policies	🟥	Not available yet	
			4. Support the improvement of infrastructures of the traditional village, using basic traditional structures (communities to provide labour)	🟧		Construction is ongoing. A large reception/exhibition centre with thatched roof is half-completed, ablution facility is 70% completed. No traditional structures constructed yet. Site is fenced. Access track is 4x4 only.
			5. Provision of land (Local authorities to provide land and access to community forests for timber)	🟩	Land provided and approved by Ministry of Lands (20Ha); approved by Traditional Authority.	
			6. Develop and install signage	🟩	Signage erected in Tsumkwe	
			7. Provision of running water & sanitation	🟧		See 4.
			8. Provision of solar electricity	🟥		Solar used for pump at borehole only.
			9. Basic refurbishment & equipment (administration)	🟥	Not provided	
			10. Promotional & marketing materials	🟥	Not available	
			11. Linkages with tour operators	🟥	Not done.	
			12. Training of interpreters & village guides	🟩	Training conducted	

| cycle –UNESCO | | | 13. Research for content and design of exhibitions | 🟧 | | Committee states that efforts to date to capture ICH will be provided for exhibition at the centre; e.g. video and audio performances. |
| | | | 14. Consultancy work and M&E | | | |

8. KHORIXAS CULTURAL CENTRE - KUNENE REGION

By Year 2 of the programme cycle, consultations with local communities will serve as basis for the establishment of the Community Management Team of the Centre and for the development of the management plan and marketing strategy and in-depth research for the purpose of the contents of exhibitions; training of the Centre staff at both levels, managerial & technical will be organised by Year 3 of the programme cycle; infrastructure works will be supported, provision of equipment for the Cultural village will be started by early 2 Year of the programme cycle and sanitation, solar electricity, ICTs and basic (office) equipment will be procured and installed by Year 3 of the programme cycle, to enable the Village to be fully equipped and operational by Year 3 of the programme cycle; basic facilities will be set-up and handicrafts tools provided by Year 3 of the programme cycle; promotional and marketing materials will be developed and available for distribution by early Year	UNESCO	MYNSSC/ KUNENE REGIONAL COUNCIL	**Planned**	**Status**		**Comments**
			1.Establish the Community-based Management Team and develop its capacity for the sustainability of the Centre	🟩	Committee in place and exposed to tourism, engineering an organisation development practices by professionals.	
			2.Development of HIV & Aids plan, Management and conservation policies	🟩	Management and marketing plan formulated based on NACOMA supported feasibility study.	
			3.Marketing &presentation policies	🟥		Only a marketing plan is available in draft but no materials or actions.
			4.Support the improvement of infrastructures of the interpretative centre (communities to provide labour)	🟧	Ground works completed.	No building work yet.
			5.Provision of land (Local authorities to provide land and access to community forests for timber)	🟩	Site formally allocated to the project.	
			6.Develop and install signage	🟥	No signage in place.	
			7.Provision of running water & sanitation	🟥	No connections in place.	
			8.Provision of solar electricity	🟥	No solar power in pace.	
			9.Basic refurbishment & equipment (administration)	🟥	No equipment in place.	
			10. Promotional & marketing materials	🟥	No materials produced.	

			Planned	Status		Comments
3 o the programme cycle; at least 20 trainees will be identified and received training of trainers as interpreters and tour guides by Year 2 of the programme cycle; 75% of trainees will be able to train local trainees by Year 3 of the programme cycle; linkages with tour operators fostered by Year 3 of the programme cycle			11. Linkages with tour operators	🟥	No linkages beyond early identification in the feasibility study.	
			12. Training of interpreters & village guides	🟧		Two individuals took part in 2012 tour guide training by NATH
			13. Research for content and design of exhibitions	🟧		
			14. Consultancy work and M&E			

9. KATIMA CULTURAL TRAIL - CAPRIVI REGION						
By Year 2 of the programme cycle, consultations with local communities will serve as basis for the establishment of the Community Management Team of the Centre and for the development of the management plan and marketing strategy and in-depth research for the purpose of the contents of exhibitions; training of the Centre staff at both levels, managerial & technical will be organised by Year 3 of the programme cycle; infrastructure works will be supported, provision of equipment for the Cultural village will be started by early 2 Year of the programme cycle and sanitation, solar electricity, ICTs and basic (office) equipment will be procured and installed by Year 3 of the programme cycle, to enable the Village to be fully equipped and operational by Year 3 of the programme cycle; basic facilities will be set-up and handicrafts tools provided by Year 3 of the programme cycle; promotional and marketing	UNESCO	MYNSSC	Planned	Status		Comments
			1. Ongoing Research on the socio-cultural aspects (community to provide information)			
			2. Design a trail for major cultural/ historical sites	🟧		6 sites have been identified but no cohesive trail development concept formulated.
			3. Develop the HIV & AIDS and Management plan/policies	🟥		
			4. Marketing & presentation policies	🟧		Three sites have received signboards
			5. Development & installation of historical sites story boards	🟥	No story board developed	
			6. Production of promotional & marketing materials	🟥	No promotional materials available	Promotional support by the Caprivi Tourism Office has been ignored and caused friction with the private sector in the area.
			7. Trail local guides	🟩		Two people have participated in NATH guide training
			8. Maintenance of infrastructure (roads, sites) of the historical trail (Local authority to provide) and Ministry of Works and Transport to maintain feeder roads	🟧		Two sites have received infrastructure improvements; a (inappropriate) fence has been erected around the Katima Baobab and a pathway created to the grave site.

materials will be developed and available for distribution by early Year 3 o the programme cycle; at least 20 trainees will be identified and received training of trainers as interpreters and tour guides by Year 2 of the programme cycle; 75% of trainees will be able to train local trainees by Year 3 of the programme cycle; linkages with tour operators fostered by Year 3 of the programme cycle –UNESCO			9. Benchmarking in countries with best practices	🟥	No benchmark concepts	
			10. Support the improvement of infrastructure to host an interpretive centre for the trail	🟧	Efforts to secure appropriate land have failed; currently trying to secure a third possible plot.	Identified plots have subsequently been sold by the town council for other purposes.

10. DUINEVELD CULTURAL INDUSTRY HARDAP REGION

Handicraft-specific baseline studies...	ILO	MYNSSC	Planned	Status		Comments
Handicraft-specific baseline studies, research and needs analysis conducted geared to encouraging the development and strengthening of craft-based micro enterprises; Value-chains of cultural products upgraded; producers empowered to receive a fair share of the benefits	ILO	MYNSSC	1. Registration of the Duineveld project and identify the type of business and register the tannery	🟧		The registration of a Trust is currently being finalised.
			2. Obtain Enterprise documentation			See 1.
			3. Construction of the tannery and acquiring deed of transfer	🟩		Construction is completed except for the electric reticulation system and minor ventilation facilities.
			4. Training of basic office management and tanning	🟩		3 staff members have been trained
			5. Obtain costs, purchase and construct a Waste disposal	🟩		Constructed but not tested
			6. Purchasing of Tanning equipment	🟩		Equipment purchased and delivered but not connected yet.
			7. Purchase of office equipment	🟩		20 chairs and tables have been purchased; not delivered yet.
			8. Marketing and presentation policies	🟥	Not done	
			9. Purchase of Tanning Chemicals	🟩		
			10. Purchase of raw skins	🟩		

			11. Purchase Protective clothing	■	Completed	
			12. Provision of Electricity	■		Power is brought to sight, no reticulation yet.
			13. Office running costs	■	No provision	

Output 3.2
By way of LED approach, communities are empowered to generate employment and income from the pilot projects

3.2.1 By end of Year 2 of the programme cycle market research on supply and demand for cultural tourism services will be conducted and the results disseminated	ILO	MTI	Commission a supply and demand diagnosis of community-based cultural tourism services covering both the local market and the international benchmark performers	Supply and Demand Analysis Report produced in August 2010 ; Consuming Culture Glossy produced and distributed in 2011	■	
3.2.2 by Year 3 of the programme cycle target communities in the pilot projects are sensitized through consultative & stakeholders meetings and workshops, and fully aware of the income-generating opportunities and potential of the cultural heritage conservation pilot projects and take active role in planning & executing these projects	ILO	MTI	Based on the research findings, sensitize the target communities about employment and income creation opportunities offered in connection with pilot cultural heritage conservation projects	Conducted for Duineveld (Dec 2011) and King Nehale (Dec 2011). National LED workshop in January 2010 with 40 participants from target regions and national stakeholders	■	Not conducted for other sites.

3.2.3 Target communities will be supported in the preparation of action plans by Year 3 of the programme cycle	ILO	MTI	Facilitate the development of community action plans to take advantage of these opportunities	LED action plans concluded for King Nehale & Duineveld pilot sites (July 2012).		
3.2.4 By Year 2 of the programme cycle at least 30 (preferably local) vocational trainers are certified to train and coach apprentices in the priority trades; annually an M&E report will be produced evaluating the apprenticeship programme	ILO	MTI	Together with the community develop at least two modular material-based pilot apprenticeship programmes to boost employability of community members	Apprenticeship programme developed: Skills Needs Assessment Report, November 2011; Training of Duineveld Tanners (June 2012); Training of Tour Guides (August 2012).		Tanner training internal industry training at Nakara Tannery in Windhoek. Selection process by Regional Councils of trainees for Tour Guide Training not clearly defined. Skills need assessment done for 4 types of enterprises (Duineveld, King Nehale, Tsumkwe, Omusati). Needs outcome defined governance & leadership as well as tour guiding as key training areas for all sites in addition to technical tanning skills at Duineveld.
3.2.5	ILO	MTI	Train supervisors from target local community how to coach apprentices on-the-job			Combined into a single activity with 3.2.6
3.2.6	ILO	MTI	Facilitate apprenticeship training for community members through the supervisors	Three day training course in April 2012 with 45 participants on Governance & Leadership; 3 participants for tanning training in June 2012 and tour guide training for all sites in July/August 2012.		Use and distribution of manuals on: "Governance Training for the Cultural Site Management Committees" and "Handbook on Writing Funding Proposals for Namibian Museums" to MTI offices.
3.2.7	ILO	MTI	Monitor and evaluate apprenticeship programme	Final Report December 2011		Valuable observations on pilot site development challenges; not sure how documents was used (if at all) for future planning.

3.2.8 Customized edition of the ILO 'Start Your Cultural Business' (SYCB) training package will be available by end of Year 2 of the programme cycle; at least 500 young beneficiaries have graduated from SYCB training courses by end of Year 3 at least 50% of these graduates have started their own business	ILO	MTI	Together with target communities adapt the ILO SYCB training package in at least 1 of the marginalized communities to boost self-employment skills of community members	SYOB training manuals ([1] Introduction to Business Know-how and [2] Starting an Artistic Business (2012)		MTI requested adaptation of the manual which has not materialised. 165 (potential) entrepreneurs have been trained in SYCB (target 500) coming from all regions.
3.2.9 By the end of Year 3 of the programme cycle, at least 2-5 Business Development Services Organizations (BDS) are strengthened in the capacity to effectively and independently offer SYCB training	ILO	MTI	Train community based BDS on how to train community members with the SYCB training package	It was requested by the MTI and the MYNSSC that no BDS service provider would be contracted for reasons of sustainability. ToT seminar in June 2012 with 18 participants from MTI & MYNSSC. Refresher November 2012.		Statement that "Training of government officials in these matters would ensure further implementation of the SYCB program after end of MDG-F program" not substantiated.
3.2.10 Grass roots organizations and informal sector operators assisted in establishing partnerships with other development partners by Year 3 of the programme cycle.	ILO	MTI	Facilitate partnerships with other development partners to bundle programme support services with other value-added services (like training subsidies and access to finance), to further stimulate demand and service uptake among the target groups			No action recorded

3.2.11 By Year 3 of the programme cycle produce an M&E report documenting the outcomes and impact of the employment initiatives	ILO	MTI	Monitor and evaluate outcome and impact of the various employment promotion activities		As no operational ventures have been created in the lifespan of the project, this cannot be captured.
3.2.12 Sensitization & basic training in cultural assets management, 'first aid' and maintenance provided to (30) CBOs in the target communities will be conducted by Year 3 of the programme cycle	UNESCO	MYNSSC	Training of selected communities in heritage sites management, monitoring and preservation		Not done, will be conducted by NHC in the future as 'no staff exists that requires training'. Funds will be used for the implementation of the Omugulugombashe Management Plan.
3.2.13 Target communities in Geopark, National Heritage Site and pilots reinforced through museums & cultural institutions linkages as well as the education system and through partnerships with cultural associations & unions by Year 3 of the programme cycle.	UNESCO	MYNSSC	Promotion of public-private partnerships to support communities in cultural / natural heritage maintenance, conditions monitoring & management and linkages between communities and cultural institutions, museums and selected schools	NHC statement that it requires a study first to determine what sites have potential for partnership structures.	Not done, part of funds reallocated to NHC website development.

Output 3.3

Integration of cultural/natural heritage asserts into national and international tourism networks

3.3.1 By Year 3 of the programme cycle at least one supplier scheme between a large scale tour operator and community based tourism business is fully operational	ILO	MET	Raise awareness and mobilize support among tour operators and community based cultural tourism business people for a linkage scheme and pilot one linkage scheme		Time-constrained to implement a full-scale supplier scheme. The Consuming Culture: Marketing Namibia's Cultural Tourism Products handbook was distributed to 68 major Tour Operators

Output 3.4

Promote skills transfer, built capacity and enhance market opportunities

3.4.1 One strategic meeting will be organised within SADC recognition framework with key partners & coordinators of the programme to establish implementation procedures at the regional, sub-regional and national levels, periodicity of the programme, branding, capacity-building, and marketing opportunities by Year 2 of the programme cycle	UNESCO	MYNSSC	Establish, launch and implement, in collaboration with relevant public and private entities, the UNESCO Award of Excellence for Handicraft Products with cultural/traditional content within a SADC recognition framework	February 2013 report by the ministry has **reformulated** the *italic* activities to following: [1] Develop Training Packages geared to promote quality craft products of traditional value with potential to enter world markets; [2] provide training (60% female) in the development of innovative,	Contract started in October 2012 only. General Ministry report available with limited detail/elaboration on actual activities and impact/ successes. No training reports to verify participant's selection and gender. Implementation of the activity reported against financial expenditure.

3.4.2 A network of handicraft promoters & producers will be enhanced and developed, participation in regional and international exhibitions and trade fairs will be promoted and supported, and regional organizations associated with the Award programme will be strengthened by Year 3 of the programme cycle	UNESCO	MYNSSC	Facilitate promotional and marketing opportunities at a global level	low costs traditional handicraft skills and equip Caprivi & Kavango artisans with basic business skills; [3] Conduct a national exhibition on handicrafts.		
3.4.3 Promotional & introductory workshops and awareness raising events addressing community based enterprises & producers on the benefits and procedures of the Award will be organized by Year 1 of the programme cycle; by Year 2 of the programme cycle training packages will have been developed with selected CBOs and private producers in the target regions	UNESCO	MYNSSC	*Develop training packages geared to promote quality craft products of traditional value; with a creative alliance of traditional skills and innovation in material; respect of the environment in materials and production techniques; and marketable, with a potential for entering the world markets*			

3.4.4 *By year 3 of the programme cycle at least 350 trainees will have received training, participated in workshops and seminars to enhance product quality, and improve producers' design and marketing skills; the first international panel of judges and experts in design, marketing and handicraft production will be gathered to judge a record number of entries for the running year and 1 exhibition of awarded products organized and its related catalogue published by Year 3 of the programme cycle*	UNESCO	MYNSSC	*Provide training (at least 60% women & girls) in the development of innovative products associated with low-cost technology to traditional handicraft skills*		■	
3.4.5 Conferences, seminars and workshops subsidised in the target regions by Year 3 of the programme cycle	UNESCO	MYNSSC	*Encourage professional exchanges among cultural practitioners, cultural goods producers and artists*		■	
3.4.6 Two public awareness-raising campaigns for handicrafters in the pilot projects will be organized by end of Year 2 on copyright and piracy	UNESCO	MYNSSC	Sensitize handicrafters on issues of copyright, intellectual property and piracy in relation to handicraft products	Contract for the creation of promotional materials and training implementation stated (done in 4 regions to date/ 2013) - NASCAM	■	No details on training or materials. Additional training to be conducted 'in due course'.

Output 3.5
Support the establishment and management of the Gondwanaland Geopark

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3.5.1 By end of Year 1 of the programme cycle 1 stakeholders meeting at local level (Erongo and Kunene regions) and 1 awareness raising campaign will be organized geared to strengthen communities active involvement in the Gondwanaland Geopark programme	UNESCO	MME	Hold public awareness campaigns and stakeholders meeting at local level on the Gondwanaland Geopark concept and on geoconservation issues	Ongoing literature research (primarily looking at management plans for other Geoparks so that our document is consistent with the standard previously accepted by UNESCO. Also, reviewing management plans for Skeleton Coast and Dorob, and conservancies) Uis consultative workshop took place on 01/12112. Key stakeholders were invited.). Mapping completed - primarily showing land use and attractions		
3.5.2 Management, business, educational and monitoring plans developed by Year 2 of the programme cycle and support the annual monitoring of their implementation through provision of equipment and related training	UNESCO	MME	Develop management, monitoring, educational and business plans for the Geopark and support the periodical monitor of their implementation	Some ad-hoc discussions on an opportunistic basis with stakeholders who happen to be in Windhoek (e.g. NACSO and tourism companies) Draft Framework Management Plan 100% written and submitted.		
3.5.3 HIV and AIDS prevention material distributed in the 50 conservancies within the Geopark by Year 3 of the programme cycle	UNESCO	MME	Sensitization on HIV and AIDS prevention	Combined with 3.5.7		
3.5.4 By Year 3 of the programme cycle the Gondwanaland Geopark will be operational: 1 consultative meeting conducted per Year with the small scale miners; support for the setting-up of education infrastructure by Year 2 of the programme cycle; infrastructures for small scale miners and signage in place by Year 3 of the programme cycle	UNESCO	MME	Procure and install infrastructure for small scale miners to sell their products (linked to MME and MET ongoing activities)			Architect design for a visitor centre completed & costed
3.5.5	UNESCO	MME	Demarcate and erect signage in the park area			

3.5.6	UNESCO	MME	Support the setting-up of education infrastructure (i.e. interpretive centre and field-schools infrastructures)	DRFN has compiled the first draft. A number of educational drawings were also compiled.		
3.5.7 Two-three tour guiding training programmes (addressed to the 50 conservancies within the Geopark) will be provided and promotional material developed and produced by Year 3 of the programme cycle	UNESCO	MME	Train local communities and Geopark guides (at least 60% women & youth)			
3.5.8			Produce promotional materials	Venture Publications have designed a number of logos and 3 meetings took place. Final selection about to be done and the design of brochures, information boards. etc. has started		
3.5.9 Recognition process in the application for the Global Geoparks Networks (in line with UNESCO Guidelines 2008) and participation in international meetings supported by Year 3 of the programme cycle	UNESCO	MME	Support International Networking (Global Geoparks Networks) and Twinning programmes with Geoparks around the world			

B. PEOPLE CONSULTED

Category	Institution	Person
Programme	UNESCO	Alaphia Wright Damir Dijakovic
	ILO	Monde Nyangintsimbi
	UN-Habitat	Dragan Tatic
	UNEP	Magaret Oduk
	RCO	Celia Stephanus
	MDG-F secretariat	Sara Ferrer Olivella
	PMU	Boyson Ngonda Annakie Muvangua Nampa Asino
Government	MYNSSC	Ester Goagoses Freda Tawana
	MET	C. Sikopo Michael Selabatani
	NHC	Erica Ndalikokule
Pilot Projects	Duineveld	Councillor McNab Mr. Kambanda Mrs. Klaasen Mrs. Strauss
	Ozumbu Zovindimba National Site	Hon Kangootui IT. Hoveka Usiel Kandjii Mr. S. Kandjii Mrs. Mukungu J. Ndjoze
	Omusati Cultural Trail	Erica Ndalikokule Gebhard Shiimbi
	Omugulugwombashe	Erica Ndalikokule
	Tsumkwe Cultural Village	Mr. Likoro Masheshe D'//a //'Ao Welma Guriras T. Kandukira Tsemkyao Cwi Baq'au Anna #Oma Hon. Fransina Ghauz
	Caprivi Cultural Trail	Sally Buiswalelo Fred Sikamo Gift Kasika Jones Mutau Carol Murphy Katy Sharp Dr. Bennet Kangumu Mr. Eustace Ntonda Hon Charles Matengu
	Opuwo Cultural Centre	Alfons Tjitombo Timothy Kasona Patrick Mumbuu Sakaria Toivo J.Jantze

		J.Kavaa
		S.Kapata
		U. Ngunaihe
		W. Mupya
		S. Katjiuongua
		L. Doesses
	Khorixas Cultural Centre	Charlton Richter
		S. Katjiuongua
		L. Doesses
Others	AECID	Olga Martin Gonzales
	Museums Association of Namibia	J. Silvester
	OGC	Usiel Kandjii
	NAKARA	Kevin Davidov
	HAN	Gitta Petzhold

		Region
Sites	Duineveld	Hardap
	Ozumbu Zovindimba National Site	Omaheke
	Omusati Cultural Trail	Omusati
	Omugulugwombashe	Omusati
	Tsumkwe Cultural Village	Otjozondjupa
	Caprivi Cultural Trail	Caprivi
	Opuwo Cultural Centre	Kunene
	Khorixas Cultural Centre	Kunen

MDG-F Context
- MDGF Framework Document
- Summary of the M&E frameworks and common indicators
- General thematic indicators
- M&E strategy
- Communication and Advocacy Strategy
- MDG-F Joint Implementation Guidelines

MDG-F Project Document
- Biannual monitoring reports (incl. narrative section, result framework with financial information and color coded status, M&E framework)
- Mission report 2009 by the MDG-F Secretariat
- Quarterly reports
- Annual reports
- Annual work plans
- Financial information (MDTF)
- Communication and Advocacy Strategy
- Minutes of the NSC, PMC (technical and SC) meetings
- Mid-term Evaluation Report, Comments and Improvement Plan
- Draft JP Exit and Sustainability Plan
- Various JP research/study reports, training materials, guides, and other JP products

Other in-country documents or information
- Agenda for Action in the country
- Relevant documents or reports on One UN, Delivering as One
- MYNSSC Strategic Plan
- Vision 2030
- National Development Plan III

E. QUESTIONNAIRE

Possible answers >		(1)……AGREE….…..COMPLETELY (5) NOT AT ALL

	NATIONAL/REGIONAL STAKEHOLDERS (UN AGENCIES)	Average score
DESIGN	The design and strategy of the Joint programme was relevant to the socio-economic challenges of Namibia	4.0 (3.8)
	The design and strategy of the Joint programme was relevant to the sectoral challenges around culture in Namibia	3.8 (3.8)
	The joint programme contributed to solve the (socio-economical) needs and problems identified in the design phase?	3.4 (3.5)
	To what extent was this programme designed, implemented, monitored and evaluated jointly	3.4 (2.8)
	The implementing partners participating in the joint programme had an added value to solve the development challenges of the programme document	3.4 (3.3)
	The joint programme had a useful and reliable M&E strategy that contributed to measuring development results	3.0 (2.8)
	The joint programme had a useful and reliable C&A strategy	3.5 (3.0)
	The revisions in the programme, reflected the changes that were needed	3.3 (3.5)
IMPLEMENTATION	The implementation of a joint programme intervention (group of agencies) was more efficient in comparison to what could have been through a single agency's intervention	2.9 (3.5)
	The governance of the fund at programme management level (PMC-Technical &Strategic coordination level) and at national strategic coordination level (NSC) contributed to efficiency and effectiveness of the joint programme	3.8 (3.0)
	The governance of the fund at programme management level (PMC-Technical & Strategic coordination level) and at national strategic coordination level (NSC) contribute to ownership and working together as one	3.6 (2.8)
	The governance of the fund at programme management level (PMC-Technical &Strategic coordination level) and at national strategic coordination level (NSC) enable management and delivery of outputs and results	3.5 (2.8)
	The joint programme increase efficiency in delivering outputs and attaining outcomes	3.0 (3.3)
	Were administrative, financial and managerial obstacles faced by the joint programme	3.8 (2.8)
	The mid-term evaluation had a positive impact on the joint programme	3.4 (3.0)
	The JP partners take the necessary decisions and actions to ensure the sustainability of the joint programme	3.1 (3.5)
BENEFICIARIES	The targeted population, citizens, participants, local and national authorities take an active role in the JP	3.4 (3.5)
	The intervention types (meetings, training, etc..) in which you participated in were useful to your work	4.3 (4.0)
	To what extent have the target population have ownership of the program, taking an active role in it? (1: not involved, 2: passive participation, 3: some active participation; 4: very active participation; 5: participation in decision making)	3.5 (4.0)
	To what extent have the traditional authorities had ownership the program, taking an active role in it? (1: not involved, 2: passive participation, 3: some active participation; 4: very active participation; 5: participation in decision making)	3.1 (3.5)
	To what extent have the local authorities had ownership in the program, taking an	3.4 (3.8)

	active role in it? (1: not involved, 2: passive participation, 3: some active participation; 4: very active participation; 5: participation in decision making)	
SUSTAINABILITY		
	The activities in which you were involved contributed to gender equality	3.6 (3.5)
	The Joint Programme helped to increase dialogue between the stakeholders on issues regarding development policies	3.2 (4.0)
	The Joint Programme has (in medium or long term) an impact on the government's perspective of the role of culture in development	3.9 (3.8)
	The government institutions have increased technical ability to continue to work on culture development	4.1 (3.0)
	The cultural institutions in Namibia have improved commitment and leadership to continue the programme approaches, methodologies and strategies?	3.7 (3.6)
	The partners (government, NGOs, Civil Society Organizations) have sufficient financial capacity to maintain the positive results produced by the programme	2.3 (2.3)
	The Joint Programme will be replicated or extended at the local level	3.5 (2.3)
	The Joint Programme will be replicated or extended at the national level	3.6 (2.5)

One respondent scored all answers with a 5, being in complete agreement. There is no mean calculated as respondents have different roles and participation in the programme making it difficult to compare observation. In brackets shows answers by UN agencies.

F. PLANNED AND ACTUAL DELIVERY TIMING OF JP ACTIVITIES
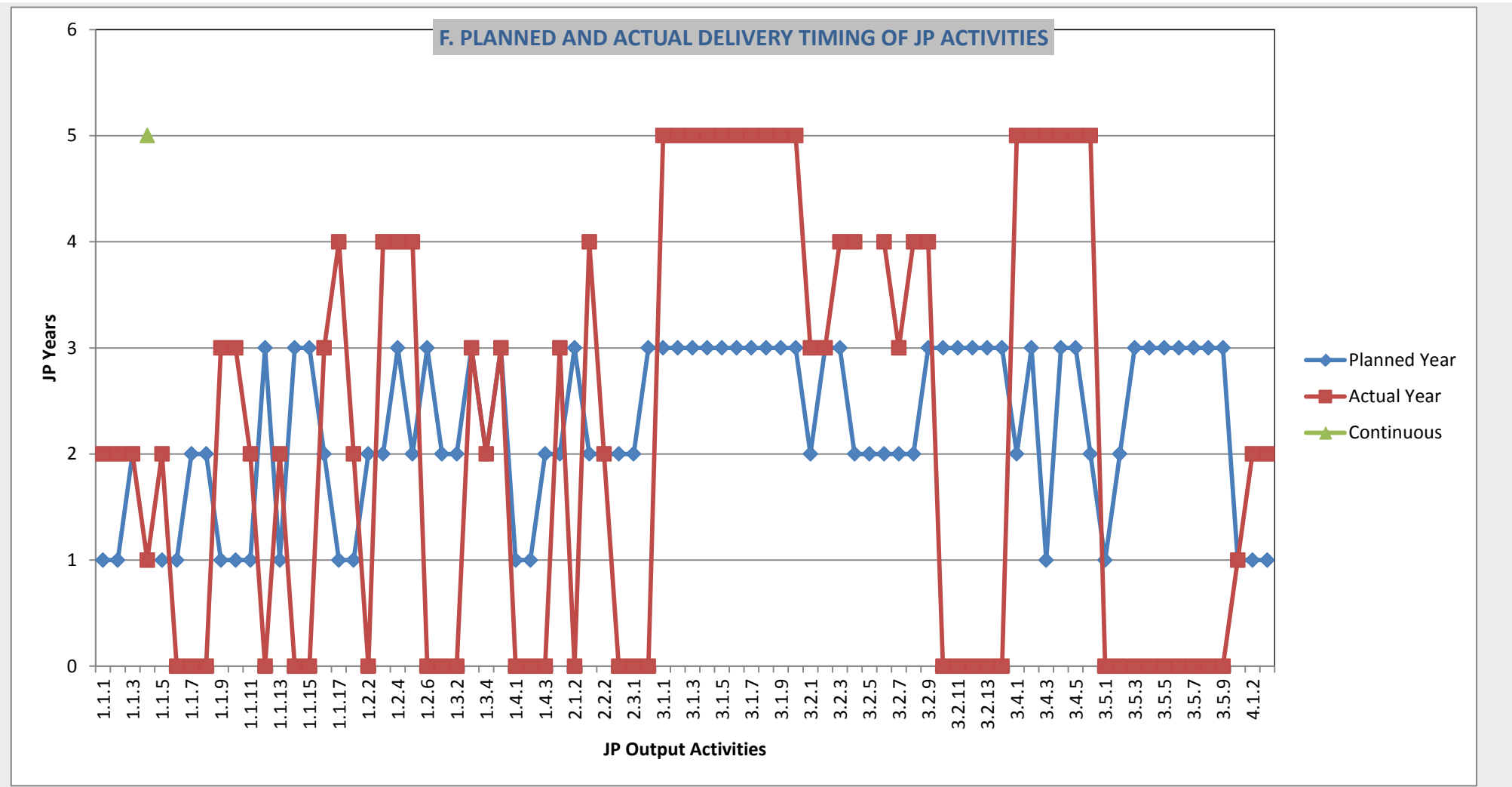
FINAL EVALUATION:
CULTURE & DEVELOPMENT JOINT PROGRAMME

"Sustainable Cultural Tourism: a vehicle for poverty reduction"

NAMIBIA
February 2009 – February 2013

1.1. The MDG-F Achievement Fund

In December 2006, the UNDP and the Government of Spain signed a major partnership agreement for the amount of €528 million with the aim of contributing to progress on the MDGs and other development goals through the United Nations System. In addition, on 24 September 2008 Spain pledged €90 million towards the launch of a thematic window on Childhood and Nutrition. The MDG-F supports joint programmes that seek replication of successful pilot experiences and impact in shaping public policies and improving peoples' life in 50 countries by accelerating progress towards the Millennium Development Goals and other key development goals.

The MDG-F operates through the UN teams in each country, promoting increased coherence and effectiveness in development interventions through collaboration among UN agencies. The Fund uses a joint programme mode of intervention and has currently approved 130 joint programmes in 50 countries. These reflect eight thematic windows that contribute in various ways towards progress on the MDGs, National Ownership and UN reform.

1.2. The MDG-F Monitoring and Evaluation Strategy

A result oriented monitoring and evaluation (M&E) strategy is under implementation in order to track and measure the overall impact of this historic contribution to the MDGs and to multilateralism. The MDG-F M&E strategy is based on the principles and standards of UNEG and OEDC/DAC regarding evaluation quality and independence. The strategy builds on the information needs and interests of the different stakeholders while pursuing a balance between their accountability and learning purposes.

The strategy's main objectives are:
1. To support joint programmes to attain development results.
2. To determine the worth and merit of joint programmes and measure their contribution to the 3 MDG-

F objectives, MDGS, Paris Declaration and Delivering as one.

3. To obtain and compile evidence based knowledge and lessons learned to scale up and replicate successful development interventions.

Under the MDG-F M&E strategy and Programme Implementation Guidelines, each programme team is responsible for designing an M&E system, establishing baselines for (quantitative and qualitative) indicators and conducting a final evaluation with a summative focus.

The MDG-F Secretariat also commissioned mid-term evaluations for all joint programmes with a formative focus. Additionally, a total of nine-focus country evaluations (Ethiopia, Mauritania, Morocco, Timor-Leste, Philippines, Bosnia-Herzegovina, Colombia, Honduras and Ecuador) are planned to study more in depth the effects of joint programmes in a country context.

1.3. The MDG-F Culture Joint Programme Namibia

In 2007, Namibia applied to the MDG-F Achievement Fund (shortly referred to as MDG-F). A total of four (4) proposals were submitted for Namibia and two (2) were approved in 2008 with a total of US$14 million. The two proposals that were approved programmes are: **Sustainable Cultural Tourism** and Gender Equality and Equity in Namibia (with a budget of US$ 8 Million). The Funds were released from the Millennium Development Goals Achievement Fund in February 2009, marking the beginning of the implementation of Namibia's programmes. The MDGF Culture Joint programme will conclude on the **18 February 2013**.

The overall objective of the MDGF Culture Joint Programme is to support UN efforts at country level in order to accelerate the achievements of the Millennium Development Goals though Joint Programmes with National Governments. The Joint Programme in Namibia work towards the following MDGs:
• Eradicate Extreme Poverty and Hunger
• Promote Gender equality and empower women
• Combat HIV/AIDS, Malaria and other diseases
• Ensure Environmental sustainability

 While the programme had substantive intervention at central level, at regional level, the programme focuses on 9 out of the 13 regions namely Caprivi, Erongo, Hardap, Kunene, Kavango, Omaheke, Omusati, Oshikoto and Otjozondjupa.

The Culture joint programme has four participating UN Agencies of which three are non-resident and one resident agencies namely ILO, UN-HABITAT, UNEP & UNESCO and approximately 16 Governmental and non-governmental Implementing Agencies.

In terms of governance structures, the National Steering Committee (NSC) which is co-chaired by the UN Resident Coordinator and the Director General of the National Planning Commission provides oversight, and strategic leadership of joint programmes at the national level. It approves the Joint Programme Document including subsequent revisions, Annual Work Plans and budgets.

The Programme Management Committee Strategic Coordination (PMC-SC) level undertakes the

technical and operational oversight and coordination of the joint programme at a management level. The PMC-SC is co-chaired by the Permanent Secretary of the Ministry of Youth, National Services, Sports & Culture (lead Ministry) and the Head of the lead UN Agency, UNESCO. The Ministry of Youth, National Services, Sports and Culture (MYNSSC) as the Lead Ministry provides programmatic leadership on an ongoing basis.

In addition, the technical level of the Programme Management Committee (PMC-TL) meets on a regular basis to assume responsibility for managing programme resources and ensure synergies in achieving outputs and outcomes. It is co-chaired by the lead agency and lead ministry.

At pilot sites level, the Regional Councils are mandated by the Lead Ministry to take responsibility for managing programme resources and ensuring efficiency in achieving outputs and outcomes as per the agreed implementation plans. The Regional Councils, as legal custodians of the pilot sites work closely with the Local Management Committees to ensure that all stakeholders and beneficiary communities are fully involved in the decision making processes at all levels (including planning, implementation as well as monitoring and evaluation).

The UN Resident Coordinator's Office support unit/staffs supports the RC's leadership and convening role during the formulation of the joint programmes and RC's coordination and oversight role during their implementation. In this regard, some of the functions performed by the UNRC's Office support unit include: the review and validation of all the reports to be submitted to the MDG-F Secretariat and the MTDF Office; ensuring an inter-agency perspective in all efforts related to the formulation and implementation of joint programmes; strengthening linkages between ongoing JPs and other UN supported initiatives; facilitating the organization of NSC; facilitating coordination between MDG-F funded joint programmes; and liaising with the MDG-F Secretariat and MDTF.

In addition, the Programme Management Unit (PMU) manages and coordinates, on a day to day basis, the implementation of the joint programme on behalf of all UN participating Agencies and implementing partners. It also ensures appropriate ongoing monitoring and elaboration of reports and proposals (i.e bi-annual monitoring report, communication, exit and sustainability strategies, etc) to be presented at the PMCs for review and endorsement. The PMU is a central hub of information, communication and knowledge management.

The commissioner of the evaluation is seeking high-qualified consultants to conduct the final of this joint programme.

2. OVERALL GOAL OF THE EVALUATION

One of the roles of the Secretariat is to monitor and evaluate the MDG-F. This role is fulfilled in line with the instructions contained in the "Monitoring and Evaluation Strategy" and the "Implementation Guide for Joint Programmes under the Millennium Development Goals Achievement Fund". These documents stipulate that **all joint programmes will commission and finance a final independent evaluation**.

Final evaluations are **summative** in nature and seek to:

1. Measure to what extent the joint programme has fully implemented their activities, delivered outputs and attained outcomes and specifically measuring development results.
2. Generate substantive evidence based knowledge, on one or more of the MDG-F thematic windows by identifying best practices and lessons learned that could be useful to other development interventions at national (scale up) and international level (replicability).

As a result, the findings, conclusions and recommendations generated by these evaluations will be part of the thematic window Meta evaluation, the Secretariat is undertaking to synthesize the overall impact of the fund at national and international level.

3. SCOPE OF THE FINAL EVALUATION AND OBJECTIVES

The final evaluation will focus on measuring programmatic results and, whenever possible, potential impacts generated by the **joint programme,** based on the scope and criteria included in these terms of reference.

The unit of analysis or object of study for this evaluation is the joint programme, understood to be the set of components, outcomes, outputs, activities and inputs that were detailed in the joint programme document and in associated modifications made during implementation.

This final evaluation has the following **specific objectives**:

1. Measure to what extent the joint programme has contributed to solve the needs and problems as identified in the design phase.
2. Measure joint programme's degree of implementation, efficiency and quality delivered on outputs and outcomes, against what was originally planned or subsequently officially revised.
3. Measure to what extent the joint programme has attained the desired results to the targeted population, beneficiaries, participants whether individuals, communities, institutions, etc.
4. Measure the joint programme contribution to the objectives set in their respective specific thematic windows as well as the overall MDG fund objectives at local and national level. (MDGs, Paris Declaration and Accra Principles, and UN reform).
5. Identify and document substantive lessons learned and good practices on the specific topics of the thematic window MDGs, Paris Declaration, Accra Principles and UN Reform with the aim to support the sustainability of the joint programme an its components.

4. EVALUATION QUESTIONS, LEVELS OF ANALYSIS AND EVALUATION CRITERIA

Design level

• **Relevance: The extent to which the objectives of a development intervention are consistent with the needs and interest of the people, the needs of the country and the Millennium Development Goals.**

a) To what extend was the design and strategy of the development intervention relevant (assess

including link to MDGs, UNDAF and national priorities, stakeholder participation, national ownership design process)?

b) How much and in what ways did the joint programme contribute to solve the (socio-economical) needs and problems identified in the design phase?

c) To what extent was this programme designed, implemented, monitored and evaluated jointly? (See MDG-F joint programme guidelines)

d) To what extent was joint programming the best option to respond to development challenges stated in the programme document?

e) To what extent did the implementing partners participating in the joint programme had an added value to solve the development challenges stated in the programme document?

f) To what extent did the joint programme have a useful and reliable M&E strategy that contributed to measure development results?

g) To what extent did the joint programme have a useful and reliable C&A strategy?

h) If the programme was revised, did it reflect the changes that were needed? Did the joint programme follow the mid-term evaluation recommendation on the programme design?

Process level

• Efficiency: Extent to which resources/inputs (funds, time, human resources, etc.) have been turned into results

a) To what extent was the joint programme's management model (i.e. instruments; economic, human and technical resources; organizational structure; information flows; decision-making in management) efficient in comparison to the results attained?

b) To what extent was the implementation of a joint programme intervention (group of agencies) more efficient in comparison to what could have been through a single agency's intervention?

c) To what extent did the governance of the fund at programme management level (PMC-Technical and PMC-Strategic Coordination level) and at national strategic coordination level (NSC) contributed to efficiency and effectiveness of the joint programme? To what extent these governance structures were useful for development purposes, ownership, for working together as one? Did they enable management and delivery of outputs and results?

d) To what extent and in what ways did the joint programme increase or reduce efficiency in delivering outputs and attaining outcomes?

e) What type of work methodologies, financial instruments, and business practices have the implementing partners used to increase efficiency in delivering as one?

f) What was the progress of the JP in financial terms, indicating amounts committed and disbursed (total amounts & as percentage of total) by agency? Where there are large discrepancies between agencies, these should be analyzed.

g) What type of (administrative, financial and managerial) obstacles did the joint programme face and to what extent have this affected its efficiency?

h) To what extent and in what ways did the mid-term evaluation have an impact on the joint programme? Was it useful? Did the joint programme implement the improvement plan?

• **Ownership in the process: Effective exercise of leadership by the country's national/local partners in development interventions**

a) To what extent did the targeted population, citizens, participants, local and national authorities make the programme their own, taking an active role in it? What modes of participation (leadership) have driven the process?

b) To what extent and in what ways has ownership or the lack of it, impacted on the efficiency and effectiveness of the joint programme?

Results level

• **Effectiveness: Extent to which the objectives of the development intervention have been achieved.**

a) To what extent did the joint programme contribute to the attainment of the development outputs and outcomes initially expected /stipulated in the programme document? (detailed of 1: planned activities and outputs, 2) achievement of results).

b) To what extent and in what ways did the joint programme contribute: 1. To the Millennium Development Goals at the local and national levels?
2. To the goals set in the thematic window?
3. To the Paris Declaration, in particular the principle of national ownership? (consider joint programme's policy, budgets, design and implementation)
4. To the goals of delivering as one at country level?

c) To what extent were joint programme's outputs and outcomes synergistic and coherent to produce development results? `What kinds of results were reached?

d) To what extent did the joint programme had an impact on the targeted citizens?
e) Have any good practices, success stories, lessons learned or transferable examples been identified? Please describe and document them.

f) What types of differentiated effects are resulting from the joint programme in accordance with the sex, race, ethnic group, rural or urban setting of the beneficiary population, and to what extent?

g) To what extent has the joint programme contributed to the advancement and the progress of fostering national ownership processes and outcomes (the design and implementation of National Development Plans, Public Policies, UNDAF, etc).

h) To what extent and in what ways did the mid-term evaluation recommendations contribute to the JP´s achievement of development results?

• **Sustainability: Probability of the benefits of the intervention continuing in the long term.**

a) To what extent have the joint programme decision making bodies and implementing partners undertaken the necessary decisions and courses of actions to ensure the sustainability of the joint programme?

b) At local and national level: 1. To what extent did national and/or local institutions support the joint programme?
2. Did these institutions show technical capacity and leadership commitment to keep working with the programme or to scale it up?
3. Have operating capacities been created and/or reinforced in national partners?
4. Did the partners have sufficient financial capacity to maintain the benefits produced by the programme?

c) To what extent will the joint programme be replicable or scaled up at national or local levels?

d) To what extent did the joint programme align itself with the National Development Strategies and/or the UNDAF?

5. METHODOLOGICAL APPROACH AND SPECIFIC TASKS

This final evaluation will use methodologies and techniques as determined by the specific needs for information, the questions set out in the TORs and the availability of resources and the priorities of stakeholders. In all cases, consultants are expected to analyze all relevant information sources, such as reports, programme documents, internal review reports, programme files, strategic country development documents, mid-term evaluations and any other documents that may provide evidence on which to form judgements. Consultants are also expected to use interviews, surveys or any other relevant quantitative and/or qualitative tool as a means to collect relevant data for the final evaluation. The evaluation team will make sure that the voices, opinions and information of targeted citizens/participants of the joint programme are taken into account.

The methodology and techniques to be used in the evaluation should be described in detail in the desk study report and the final evaluation report, and should contain, at minimum, information on the instruments used for data collection and analysis, whether these be documents, interviews, field visits, questionnaires or participatory techniques.

The selected **Consultant** will carry out following specific tasks:
• Desk review all relevant documents;
• Map of stakeholders;
• Prepare the detailed work plan for the final evaluation;
• Prepare an inception report;
• Conduct meetings and interviews with key project informants and beneficiaries at national and regional level; and analisis of data collected;
• Visit the MDG-F target regions;
• Prepare the draft evaluation report;
• Present the draft evaluation report to the stakeholders of the Joint Programme and incorporate comments, feedback and recommendations;
• Finalize the evaluation report by integrating agreed comments and recommendations from the stakeholders' meeting;
• Submit the final evaluation report;

6. DURATION OF ASSIGNMENT

The final evaluation process should be finished before the operational closure of the joint programme. Hence, the present final evaluation consultancy (evaluation implementation phase) is expected to last for 1 month (14 January – 14 February 2012).

7. EVALUATION DELIVERABLES AND ESTIMATED PROCEES TIMELINE

The Consultant, will have the overall responsibility for the quality and timely submission of the deliver**a**bles. Specifically, the consultant is responsible for submitting the following deliverables to the United Nations' Resident Coordinator's Office (hereinafter referred to as the commissioner) and PMU:

• **Inception Report:** to be submitted after a desk review, 6 – 7 days after the signing of the contract.

This report will be 10 to 15 pages in length and will propose the methods, sources and procedures to be used for data collection. It will also include a proposed timeline of activities and submission of deliverables. The desk study report will propose initial lines of enquiry about the joint programme. This report will be used as an initial point of agreement and understanding between the consultant and the Evaluation Reference Group. **This report will follow the outline stated in Annex 1.**

• **Draft Final Report** to be submitted 8-10 days after the completion of the field visit.

The draft final report will contain the same sections as the final report (described in the next paragraph) and will be 20 to 30 pages in length. It will also contain an executive report of no more than 2 pages that includes a brief description of the joint programme, its context and current situation, the purpose of the evaluation, its methodology and its main findings, conclusions and substantive recommendations. The draft final report will be shared with the evaluation reference group and PMC-SC to seek their comments and suggestions. It will also be sent to the MDG-F Secretariat for review and quality assurance.

• **Final Evaluation Report** to be submitted within 5 – 10 days after reception of the final comments and suggestions on the draft final report.

The final report will be 20 to 30 pages in length. It will also contain an executive summary of no more than 2 pages that includes a brief description of the joint programme, its context and current situation, the purpose of the evaluation, its methodology and its major findings, conclusions and recommendations. The final version of the report should be submitted by the 14th of February 2013. The final report will be shared with the evaluation reference group and PMC-SC. It will also be shared with the MDG-F Secretariat. **This report will contain the sections established in Annex 2**.

8. EVALUATION REPORT QUALITY STANDARDS

The following UNEG standards should be taken into account when writing all evaluation reports1:
1 See UNEG Guidance Document "Standards for Evaluation in the UN System", UNEG/FN/Standards (2005). http://www.uneval.org/papersandpubs/documentdetail.jsp?doc_id=22

1. The **final report should be logically structured**, **containing evidence-based findings**, conclusions, lessons and recommendations and should be free of information that is not relevant to the overall analysis (S-3.16).

NOTE: Using evidence implies making a statement based on valid and reliable facts, documents, surveys, triangulation of informants' views or any other appropriate means or techniques that contribute to create the internal validity of the evaluation. It is not enough to just state an informed opinion or reproduce an informant's take on a specific issue.

2. **A reader of an evaluation report must be able to understand:** the purpose of the evaluation; exactly what was evaluated; how the evaluation was designed and conducted; what evidence was found; what conclusions were drawn; what recommendations were made; what lessons were distilled. (S-3.16)
3. In all cases, evaluators should strive to **present results as clearly and simply as possible** so that clients and other stakeholders can easily understand the evaluation process and results. (S-3.16)
4. **The level of participation of stakeholders in the evaluation** should be described, including the rationale for selecting that particular level. (S-4.10)
5. **The Executive Summary should "stand alone"**, providing a synopsis of the substantive elements of the evaluation. The level of information should provide the uninitiated reader with a clear understanding of what was found and recommended and what was learned from the evaluation. (see Outline in Annex 2 for more details). (S-4.2)
6. **The joint programme being evaluated should be clearly described** (as short as possible while ensuring that all pertinent information is provided). It should include the purpose, logic model, expected results chain and intended impact, its implementation strategy and key assumptions. Additional important elements include: the importance, scope and scale of the joint programme; a description of the recipients/ intended beneficiaries and stakeholders; and budget figures. (S-4.3)
7. The **role and contributions of the UN organizations and other stakeholders** to the joint programme being evaluated should be clearly described (who is involved, roles and contributions, participation, leadership). (S-4.4)
8. **In presenting the findings, inputs, outputs, and outcomes/ impacts should be measured to the**

extent possible (or an appropriate rationale given as to why not). The report should make a logical distinction in the **findings, showing the progression from implementation to results with an appropriate measurement** (use benchmarks when available) and analysis of the results chain (and unintended effects), or a rationale as to why an analysis of results was not provided. Findings regarding inputs for the completion of activities or process achievements should be distinguished clearly from outputs, outcomes. (S-4.12)

9. Additionally, reports should **not segregate findings by data source**. (S-4.12)

10. **Conclusions need to be substantiated by findings** consistent with data collected and methodology, and represent insights into identification and/ or solutions of important problems or issues. (S-4.15)

11. **Recommendations should be firmly based on evidence and analysis**, be relevant and realistic, with priorities for action made clear. (S-4.16).

12. **Lessons, when presented, should be generalized beyond the immediate subject being evaluated** to indicate what wider relevance they might have. (S-4.17)

9. KEY ROLES AND RESPONSIBILITIES IN THE EVALUATION PROCESS

There will be **key actors** involved in the implementation of MDG-F final evaluations:

a) The United Nations' **Resident Coordinator Office** as **commissioner** of the final evaluation will have the following functions:
• Lead the evaluation process throughout the 3 main phases of a final evaluation (design, implementation and dissemination);
• Convene the Evaluation Reference Group;
• Lead the finalization of the evaluation ToR;
• Coordinate the selection and recruitment of the evaluation team by making sure the lead agency undertakes the necessary procurement processes and contractual arrangements required to hire the evaluation team;
• Ensure the evaluation products meet quality standards (in collaboration with the MDG-F Secretariat); Share all the deliverables of the evaluation with the MDG-F Secretariat;
• Provide clear specific advice and support to the Evaluation Reference Group/PMC-TL, PMC-SC, and the Consultant(s)/Evaluation Team throughout the whole evaluation process;
• Connect the evaluation team with the wider programme unit, senior management and key evaluation stakeholders, and ensure a fully inclusive and transparent approach to the evaluation;
• Take responsibility for disseminating and learning across evaluations on the various joint programme areas as well as the liaison with the National Steering Committee;
• Safeguard the independence of the exercise, including the selection of the evaluation team.

b) The **Lead Ministry (MYNSSC)** will have the following functions:
• As co-chairs the Programme Management Committee –Strategic Coordination (PMC-SC) level and the Programme Management Committee -Technical level (PMC-TL)/Evaluation Reference Group, ensure that the PMC-SC and PMC-TL/ERG respective responsibilities and functions are met (please refer below);
• Contribute to the finalisation of the ToR;
• Provide executive and coordination support to the reference group;
• Connect the evaluation team with the wider programme unit, senior management and key evaluation

stakeholders, and ensure a fully inclusive and transparent approach to the evaluation;
• Review and provide comments on the Inception, draft(s) and final evaluation reports.

c) The lead agency (UNESCO) will have the following functions:
• As Co-chair the PMC-SC and the PMC-TL/ Evaluation Reference Group, ensure that the PMC-SC and PMC-TL/ERG respective responsibilities and functions are met (please refer below);
• Contribute to the finalisation of the ToR;
• Connect the evaluation team with the wider programme unit, senior management and key evaluation stakeholders, and ensure a fully inclusive and transparent approach to the evaluation;
• Ensure that adequate funding and human resources are allocated for the evaluation;
• Contractually engage the Consultant and disburse funds as per agreed upon deliverables;
• Review and provide comments on the Inception, draft(s) and final evaluation reports.

d) The **Programme Management Committee -Technical level (PMC-TL)**, with the guidance from and oversight of the PMC-Strategic Coordination (PMC-SC) level will serve as the **Evaluation Reference Group (ERG) of the Culture JP Final Evaluation.**

• The ERG will be constituted by the representative members of the PMC-TL
• The key roles and responsibilities of the ERG are as follows**:**
- Develop the Final Evaluation terms of reference;
- Facilitate the recruitment process (develop the advertisement for the local press; compile the matrix of all bidders, in a hierarchical order, etc);
- Identifying information needs, defining objectives and delimiting the scope of the evaluation;
- Draft the list of documentation/reports to be issued to the consultant for the desk review;
- Draft a list of partners for data collection;
- Facilitate the evaluation team's access to all information and documentation relevant to the intervention, as well as to key actors who should participate in interviews, focus groups or other information-gathering methods;
- Review and provide comments on the inception, draft and final evaluation reports;
- Oversee progress and conduct of the evaluation, the quality of the process and the products generated, so as to ensure they are in line with the TOR;
- Through the Resident Coordinator Office ensure that all deliverables are shared with the MDG-F Secretariat for quality assurance;
- Ensure that the Final Report is printed and bound to good quality and develop a distribution plan to ensure that all relevant partners and beyond receive copies of the Final Evaluation Report;

• Working Modalities of the ERG:
- The ERG will be co-chaired by MYNSSC as Lead Ministry and UNESCO as Lead UN Agency;
- The Programme Management Unit (PMU) will serve as the Secretariat.
- The ERG will meet on a fortnightly basis and may also have ad hoc meetings whenever the need arises.

e) Programme Management Committee- Strategic Coordination level (PMC-SC) will have the following functions**:**
• Endorse the Final Evaluation TOR;

• Participate in the selection of the Evaluation Team;
• Review and clears ERG recommendations/suggestions/comments throughout the evaluation process;
• Review and provide comments on the inception, draft(s) and final evaluation reports;
• Endorse the Final Evaluation Report.

f) The MDG-F Secretariat will function as a **quality assurance member** of the evaluation in cooperation with the commissioner of the evaluation, and will have the following functions:

• Review and provide advice on the quality of the evaluation process as well as on the evaluation products (comments and suggestions on the adapted TOR, draft reports, final report of the evaluation) and options for improvement.

g) The evaluation team (also referred as consultant(s)) will conduct the evaluation study by:

Fulfilling the contractual arrangements in line with the TOR, UNEG/OECD norms and standards and ethical guidelines; this includes developing an evaluation matrix as part of the inception report, drafting reports, and briefing the commissioner and stakeholders on the progress and key findings and recommendations, as needed.

10. USE AND UTILITY OF THE EVALUATION

Final evaluations are summative exercises that are oriented to gather data and information to measure the extent to which development results have been attained. However, the utility of the evaluation process and products should go far beyond what was said by programme stakeholders during the field visit or what the evaluation team wrote in the evaluation report.

The momentum created by the evaluations process (meetings with government, donors, beneficiaries, civil society, etc.) it's the ideal opportunity to set an agenda for the future of the programme or some of their components (sustainability). It is also excellent platforms to communicate lessons learnt and convey key messages on good practices, share products that can be replicated or scaled-up at the country and international level.

The commissioner of the evaluation, the PMC-SC, the ERG/PMC-TL and any other stakeholder relevant for the joint programme will jointly design and implement a complete plan of dissemination of the evaluation findings, conclusions and recommendations with the aim of advocating for sustainability, replicability, scaling-up, or sharing good practices and lessons learnt at local, national or/and international level.

11. ETHICAL PRINCIPLES AN PERMISES OF THE EVALUATION

The final evaluation of the joint programme is to be carried out according to ethical principles and standards established by the United Nations Evaluation Group (UNEG).

• **Anonymity and confidentiality**. The evaluation must respect the rights of individuals who provide information, ensuring their anonymity and confidentiality.

• **Responsibility**. The report must mention any dispute or difference of opinion that may have arisen among the consultants or between the consultant and the heads of the Joint Programme in connection with the findings and/or recommendations. The team must corroborate all assertions, or disagreement with them noted.

• **Integrity.** The evaluator will be responsible for highlighting issues not specifically mentioned in the TOR, if this is needed to obtain a more complete analysis of the intervention.

• **Independence**. The consultant should ensure his or her independence from the intervention under review, and he or she must not be associated with its management or any element thereof.

• **Incidents**. If problems arise during the fieldwork, or at any other stage of the evaluation, they must be reported immediately to the Commissioner and Secretariat of the MDGF. If this is not done, the existence of such problems may in no case be used to justify the failure to obtain the results stipulated by the Secretariat of the MDGF in these terms of reference.

• **Validation of information.** The consultant will be responsible for ensuring the accuracy of the information collected while preparing the reports and will be ultimately responsible for the information presented in the evaluation report.

• **Intellectual property.** In handling information sources, the consultant shall respect the intellectual property rights of the institutions and communities that are under review.

• **Delivery of reports.** If delivery of the reports is delayed, or in the event that the quality of the reports delivered is clearly lower than what was agreed, the penalties stipulated in these terms of reference and/or contract will be applicable.

12. CONSULTANT(S)/EVALUATION TEAM SELECTION PROCESS 12.1. Qualifications

The consultant(s)/evaluation team should have the following qualifications:

• **Education:** Master's degree in Social Sciences, economics, or other relevant fields.
• **Experiences:** At least five years of recognized experience in conducting or managing evaluation, research or review of development programmes and experience as main writer of an evaluation report. Sound knowledge and experience in the sector of culture and heritage development projects/programmes is also required. Knowledge of the UN system will be considered as an advantage.
• **Language:** Excellent knowledge of written and spoken English.
• **Competency:** Good skills in grasping the very complex project/programme situation in a short time frame. Excellent analytical skills in writing evaluation reports with constructive and practical recommendations. Good audience-oriented communication, teamwork and presentation skills. Ability to understand and appropriately respond to MDG-F requirements.

12.2. Submission of Expression of Interest

Interested individual consultants must submit, in two separate envelopes, the following documents/information:

1) Technical Proposal
• Explaining why the consultant is the most suitable for the work as per requirements of the TOR (2 pages maximum);

• Giving brief information on similar tasks implemented (2 pages maximum)
• Describing how the consultant will approach and conduct the work (3 pages maximum). Please include the suggested number of days required;
• Curriculum Vitae of the core team

2) Financial Offer
• As indicated above (ref. page 9), the present final evaluation consultancy (evaluation implementation phase) is expected to last for 1 month (14 January – 14 February 2012). In their economic bid, consultants should indicate the evaluation time-frame or calendar as well as the total number of working days, but should be clear about the distinction between both. A detailed budget for this assignment as well as the rate of the consultation fee should be included.

Applications should be sent to UNESCO (UN House, Stein Street, 1st Floor) indicating clearly the consultancy title **"Final Evaluation of the MDG-F Joint Programme on Sustainable Cultural Tourism in Namibia".** Deadline for submission: **5 January 2012 (17.00 Windhoek time)**