

The Namibian Decent Work Country Programme Review 2012

Final Report

22 January 2013

Prepared by Herbert Jauch

Table of contents

Executive Summary	3
Acronyms	6
Background and Project Description	7
Purpose of Evaluation	9
Evaluation Methodology	9
Acknowledgements	10
Findings	11
Conclusions and Recommendations	39
Annex 1: Terms of Reference	42
Annex 2: DWAA Checklist	45
Annex 3: List of Interviews Conducted	50

Executive Summary

Namibia's Decent Work Country Programme (DWCP) identified 3 key national priorities and falls firmly within the continental framework of the Decent Work for Africa Agenda (DWAA). The Namibian programme was shaped through consultative processes and the priorities were agreed to by consensus between the tripartite constituencies.

The DWCP has a direct link to Namibia's development plan NDP 4 as both have a strong focus on employment creation and skills development. However, the NDP4 places little emphasis on decent work and was developed with little involvement of the Ministry of Labour. The Ministry of Labour and Social Welfare, with the assistance of the ILO, nevertheless is actively engaged with the National Planning Commission on the drafting of the National Employment Policy since early 2012. Strategic partnerships exist around HIV/AIDS workplace programmes but could be significantly enhanced in other DWCP priority areas.

Overall, the implementation of the DWCP was slower than anticipated due to time-consuming consultations with various stakeholders and at times a lack of urgency. Capacity constraints were visible amongst workers' organisations but also amongst employers. The NUNW in particular is constrained by internal divisions while TUCNA has made more meaningful contributions to the DWCP, for example by incorporating DWCP activities into its strategic plan. The Namibian Employers Federation has been supportive of the DWCP.

Making the DWCP the main vehicle for ILO support to Namibia has been very successful in avoiding fragmentation and creating linkages between different activities and stakeholders. The support rendered by the ILO Pretoria Office to Namibia's tripartite constituents is highly valued. Also, the DWCP has to some extent helped to facilitate better inter-agency co-operation and created new platforms for dialogue and co-operation. Treating DWCP-related activities as part of the core functions of the Ministry of Labour has enhanced the programme's success. However, the DWCP is still poorly known in Namibia outside a group of key stakeholders.

Progress has been made in all outcome areas of the DWCP although to varying degrees. Outcome 1 (access to productive and decent employment) is cross-cutting and will only be measurable over several years. However, a new employment policy in a consultative manner was drafted and employment creation is a key target of NDP 4. Outcome 2 (skills development) is still lacking in terms of practical implementation despite the identified skills shortages. Outcome 3 (sustainable enterprises create productive and decent jobs) cannot be sufficiently assessed at present due to the lack of comprehensive and up-to-date data. This is likely to improve through the new, annual labour force surveys.

Outcome 4 (effective workplace response to HIV/AIDS) shows the most visible success due to fruitful co-operation of various actors from government, business, NGOs and labour. Outcome 5 (improved safety and health at work) has not yet been achieved but preparatory steps have been taken such as the establishment of a task force. Outcome 6 (better social security benefits) has partially been achieved through improved maternity leave benefits while national pension and medical benefits are envisaged to be introduced in the near future. The Social Security Commission also wants to reach the informal economy and explores an unemployment benefit.

Outcome 7 (effective labour administration and services) is in progress as labour inspectors were trained and a needs assessment was being conducted. A new structure for labour administration is envisaged and the number of labour inspectors will be increased by 2013. Outcome 8 (strong employers organisations) has seen slow but steady progress with the NEF membership increasing and the services to members improving through the OSH desk. Outcome 9 (strong and independent workers organisations) has not been achieved due to deep divisions within the Namibian labour movement. The NUNW in particular is plagued by internal conflicts while TUCNA has steadily improved its capacity and contribution to the DWCP.

Outcome 10 (strengthened tripartism and effective social dialogue) has not been reached as unions in particular (but also employers) are critical of the current tripartite Labour Advisory Council. TUCNA wants to explore alternative arrangements while employers support an LAC with a stronger mandate. Government proposes to maintain a strengthened LAC.

Overall, the most noticeable progress of the DWCP to date was the inclusive drafting of a new employment policy, the expansion of HIV/AIDS workplace programmes, a stronger focus on occupational safety and health and improved workplace inspections as well as improved labour market data gathering. Also, social protection is about to be expanded in the form of a national pension scheme and a national medical scheme.

Recommendations

1. The ILO should maintain its focus on inclusive co-operation between stakeholders, including several ministries, employers, labour, informal economy associations and relevant NGOs as well as international agencies. Creating such a broad forum for debate of developmental issues relating to the DWCP will help to overcome the trend towards the “compartmentalisation” of programmes. A broad forum will also be appropriate to discuss contested policy areas of competitiveness and labour flexibility.
2. ILO programmes are most effective if they are locally owned and driven and if local capacity exists to do so. DWCP progress has at times been slow due to local capacity issues and this should be systematically addressed in the next 2 years. Support to constituents (especially labour) to build their capacity is therefore crucial and should

be intensified as a precondition for the speedy and effective achievement of DWCP goals.

3. The incorporation of the DWCP into the mainstream programmes of the Ministry of labour has been a very successful strategy in Namibia and should also take place amongst business and workers' organisations. This would "mainstream" the DWCP as a core ingredient of all labour stakeholders in Namibia.
4. The ILO's tripartite structure is both a strength and a weakness. The strength is to bring key constituents together but their interests may differ as has been shown in the debate on the Labour Amendment Act 2012. Internally, the ILO should develop mechanism for collaboration to tackle cross-cutting issues in a holistic way without specialists being tempted to focus on their particular area only. Practically, this could entail the establishment of small team of advisors and experts to deal with broad policy areas like employment creation.
5. Differences views exist in Namibia on the question of the most suitable institutional arrangement for social dialogue. TUCNA in particular has proposed a NEDLAC-type arrangement while employers and government are more inclined towards a strengthened LAC. The ILO should encourage and facilitate open discussions on the best possible social dialogue structures in Namibia, drawing from applicable continental and regional experiences.
6. The ILO should continue to support Namibian initiatives like improved annual labour force surveys which will greatly enhance the labour market information system. Local capacity already exists in this area but the ILO could provide additional assistance on request. Likewise, the ILO is one of the key partners in widening social protection to include a national pension fund, medical care, unemployment benefits and coverage for the informal economy. The ILO is ideally placed to provide international best case practices that could be of relevance to Namibia.
7. The HIV-AIDS initiatives of the past years are beginning to show results and both the ILO and GIZ should continue with their current support for the various initiatives taken by government, employers, unions and NGOs. Establishing a network as done by NABCOA seems the best way to co-ordinate efforts and to utilise resources efficiently.
8. The current initiatives of the MoLSW regarding safety and health conditions at work deserve ongoing support and the improved as well as expanded labour inspections should translate into visible improvements at workplaces in the next 2 years.
9. The database of the SSC should be used for monitoring progress, including an annual analysis of coverage and benefits rendered with particular emphasis on gender and historically excluded groups like those in SMEs and the informal economy.

Acronyms

AIDS	Acquired Immunodeficiency Syndrome
CPOs	Country Programme Outcomes
DWAA	Decent Work Agenda for Africa
DWCP	Decent Work Country Programme
GIZ	German Society for International Co-operation
HIV	Human Immunodeficiency Virus
ILO	International Labour Organisation
LAC	Labour Advisory Council
LaRRI	Labour Resource and Research Institute
LED	Local Economic Development
MoHSS	Ministry of Health and Social Services
MoLSW	Ministry of Labour and Social Welfare
MTI	Ministry of Trade and Industry
NABCOA	Namibia Business Coalition on Aids
NANGOF	Namibia Non-Governmental Forum
NCCI	Namibia Chamber of Commerce and Industry
NDP	National Development Plan
NEF	Namibia Employers' Federation
NGO	Non-Governmental Organisation
NISO	Namibia Informal Sector Organisation
NLFS	Namibia Labour Force Survey
NPC	National Planning Commission
NQA	Namibia Qualifications Authority
NSA	Namibia Statistics Agency
NUNW	National Union of Namibian Workers
OSH	Occupational Safety and Health
PS	Permanent Secretary
RBSA	Regular Budget Supplementary Account
SACU	Southern African Customs Union
SIYB	Start and Improve Your Business
SSC	Social Security Commission
TUCNA	Trade Union Congress of Namibia
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund

Background and Project Description

The 2010-2014 the Namibian Decent Work Country Programme was developed through a participatory planning process involving all tripartite constituents in Namibia, namely the Ministry of Labour and Social Welfare (MOLSW) on behalf of Government, the Namibian Employers' Federation (NEF) on behalf of employers, and the National Union of Namibian Workers (NUNW) as well as the Trade Union Congress of Namibia (TUCNA) on behalf of workers. In addition, other relevant government ministries, the UN system, bilateral and multilateral cooperating partners and civil society were consulted.

The Namibian DWCP was signed in June 2010 and implementation started in July 2010. A Decent Work Steering committee was established and convened in January 2011. The DWCP steering committee, chaired by the MOLSW, is in charge of monitoring and implementation of the DWCP based upon the principles of tripartism and social dialogue.

The Namibian DWCP focuses on three priorities and ten corresponding outcomes namely:

Country Priority-1: Employment Promotion:

- Outcome 1: More young women and men have equal access to productive and decent employment through inclusive job-rich growth
- Outcome 2: Skills development and awareness increases the employability of workers, the competitiveness of enterprises, and the inclusiveness of growth increases employment creation
- Outcome 3: Sustainable enterprises create productive and decent jobs

Country Priority 2: Enhance Social Protection

Priority -2(a): Mitigating the Impact of HIV and AIDS at the workplace

- Outcome 4: The world of work responds effectively to the HIV/AIDS epidemic

Priority - 2(b): Social Security

- Outcome 5: Workers and enterprises benefit from improved safety and health conditions at work
- Outcome 6: More people have access to better managed and more gender equitable social security benefits

Country Priority 3: Strengthening Social Dialogue and Tripartism:

- Outcome 7: Namibia Labour administration apply up to date labour legislation and provide effective services
- Outcome 8: Employers' organisations have strong, independent and representative organizations representing Namibia business voice
- Outcome 9: Workers have strong, independent and representative organizations
- Outcome 10: Tripartism and strengthened labour market governance contribute to effective social dialogue and sound industrial relations

In addition, the following areas of work were identified:

- Ratification of Convention No. 100 (Equal Remuneration Convention)
- Regulation of labour practices by foreign companies that invest in Namibia accordance with International Labour Standards
- Elimination of Worst forms of Child Labour

A detailed implementation plan, including outcomes, outputs, indicators and source of funding for the delivery of the DWCP, was developed along with a Monitoring and Evaluation plan. The main resources for the implementation of the DWCP are being provided from the ILO Regular Budget, technical cooperation projects and national partners' cost-sharing. In addition to the above, in 2010-2011, extra funds were allocated from the ILO Regular Budget Supplementary Account (RBSA) in order to support the work on the DWCP to achieve the following Country Programme Outcomes (CPOs):

- NAM126- Employment policy developed and employment mainstreamed in the national development framework
- NAM127- Decent Job Opportunities created for young women and men with special focus on facilitating transition from the informal economy (Priority 1)
- NAM176 - Enhanced workplace response to HIV/AIDS epidemic (Priority 2a)

The DWCP Steering Committee held in January 2012 decided to undertake a detailed review of the implementation of the DWCP Namibia in order to review/reassess priorities and ongoing work. This report presents the findings of the review.

Purpose of the Evaluation

The overall purpose of the review is to improve programming and implementation and ensure external and external accountability. The review is thus expected to provide:

- a summary of results and achievements per each of the priority areas
- documented good practice examples or success stories
- an analysis of relative effectiveness under each DWCP priority/outcome and areas for improvement
- overall lessons learned
- recommendations for the rest of the DWCP period

The objectives of the CPR are to:

- Review the appropriateness and adequacy of DWCP design
- Examine the progress made so far to achieve the outcomes
- Examine the usefulness of the strategies, partnerships and the constraints to be addressed, including the practical application of gender mainstreaming

- Identify the major challenges, weaknesses and strengths of the SDWCP;
- Determine extent of linkages between DWCP outcomes and outputs and the Decent Work Agenda for Africa (DWAA) and the national development plan;
- Identify lessons learned and propose recommendations for the remaining period of the programme

The information emanating from this review is meant to be used by ILO Pretoria Office and the Namibian stakeholders to improve the design and implementation of the DWCP in Namibia.

Evaluation Methodology

The review was conducted in accordance with the ILO evaluation policy to ensure the participation of ILO's tripartite constituents and relevant stakeholders during all phases of the DWCP review process. Thus the review consisted of 3 distinct phases, namely consultative meetings and discussions with ILO staff and specialists; a study of relevant documents; and in-depth interviews with stakeholders in Namibia.

The Desk Review included the DWCP of Namibia, project progress reports and work plans from implementing organisations in Namibia (MOLSW, NEF, TUCNA, NUNW) as well as the ILO. In addition, mission reports, monitoring data etc. were analysed and national development documents such as the National Development Plan (NDP) 3 and 4 were examined to establish if and how the DWCP fits into the broader development strategy.

Interviews were conducted with all the key stakeholders involved in Namibia's DWCP, including:

- Members of the Namibian DWCP Steering committee;
- the ILO Office Deputy Director, Programme Officers, project staff, specialists and other ILO relevant staff in Pretoria;
- Representatives of the MOLSW, NEF, NUNW and TUCNA;
- Representatives of the Namibia Business Coalition on AIDS (NABCOA); and
- Representatives of the Social Security Commission (SSC)

The findings and recommendations of the first draft of this report were presented to members of the DWCP Steering Committee and key national partners during a stakeholders' workshop ("validation workshop") in Windhoek on 3 October 2012. Based on the comments and suggestions made during this workshop, this report was amended and finalised for submission to the ILO, the DWCP Namibia steering committee members and other relevant stakeholders.

The ratings made on the various anticipated programme outcomes were done by the consultant, based on the information provided during the assessment. The ratings merely reflect a kind of overall "summary assessment" by the consultant.

It is important to keep in mind that few hard data exist on some of the outcome areas, for example outcome 3. In such instances, the ratings are based on assumptions and available information.

Table 1: Scoring chart (applicable to all scoring tables in this report)

1	2	3	4	5	6
Very Unsatisfactory	Unsatisfactory	Moderately Unsatisfactory	Moderately Satisfactory	Satisfactory	Very Satisfactory

Findings

Table 2: Summarised general findings of the DWCP review regarding DWCP design, outreach and implementation

Performance area	Rating	Comments
A. Relevance and coherence	4	<ul style="list-style-type: none"> Well aligned to national framework as priorities were decided upon by consensus by the partners. Coherence between the approaches envisaged by the Ministry of Labour and other government agencies such as the NPC needs to be improved. Employment issues mainstreamed in DWCP as well as NDP4. TIPEEG was designed in isolation from DWCP.
B. Partnerships	4.5	<ul style="list-style-type: none"> Strategic partnerships could be improved around cross-cutting issues like employment creation. Improved collaboration between government agencies would significantly improve chances of success. Successful partnerships were established around IHV/AIDS programmes.
C. Managing for results	3.5	<ul style="list-style-type: none"> Implementation was slower than anticipated due to time-consuming consultations and at times a lack of urgency. ILO Pretoria office has DWCP results well documented. Ministry of Labour and trade unions were not sufficiently consulted in the development of NDP 4. Capacity constraints hamper the contributions of business and labour
D. Organizational arrangements	5	<ul style="list-style-type: none"> Steering committee is broadly representative but meetings could be held more frequently to maintain momentum. Coverage of DWCP activities of part of the Ministry of Labour's core programme and budget greatly enhanced organizational effectiveness. Progress at sub-committee level is at times slow. Contributions of NUNW are inconsistent.
E. Knowledge sharing	2,5	<ul style="list-style-type: none"> Only a core group of stakeholders is aware of the DWCP progress DWCP is poorly known in Namibia and needs to be popularized and incorporated into national programmes.
Average score: 3,9		
Total score : 19,5		

The link between Namibia's DWCP and the Decent Work Agenda for Africa (DWAA)

Namibia's DWCP has to be placed in the context of the Decent Work Agenda for Africa (DWAA) which is a broad framework with 17 priorities as set out in appendix 2. The idea of a DWCP emerged at the International Labour Conference in 2001. Based on the continental framework, individual countries then identified their own priorities. Namibia is part of the second generation of DWCPs and thus could build on the lessons learned from the first generation countries such as Lesotho (J. Musabayana, 23 August 2012). Namibia's three priority areas (employment creation, social protections and tripartism/social dialogue) were set by tripartite consensus and relate to the DWAA priority areas no 3, 4, 5, 6, 7, 8 and 9. Priority area 5 refers to social inclusion through job creation for conflict prevention and reconstruction. Although Namibia's violent political conflicts ended with independence, the country's high levels of unemployment and poverty continue to contribute to violent crime and domestic violence and thus the task of employment creation is of direct relevance for conflict prevention.

The DWAA's priority area 6 targets a basic social protection package for poverty reduction while area 7 targets the tackling of the HIV/AIDS crisis through workplace action. Both areas relate directly to Namibia's second country priority.

The DWAA's priority area 9 targets tripartism as a key governance mechanism for inclusive poverty-reducing growth and relates to Namibia's third national priority. Priority areas 3 (decent work for Africa's youth), 4 (closing the skills gap) and 8 (implementing labour standards at the workplace) are of relevance to Namibia's first national priority of employment creation.

Although the DWAA might not have always been consciously considered (C. Horn, 14 August 2012), Namibia's DWCP clearly falls within the continental DWAA framework and contributes to the achievement of several of its targets. Thus the Ouagadougou plan of action emanating from the 2004 AU summit on poverty and unemployment provides the conceptual framework for Namibia's DWCP. The DWCP is a national expression of the continental and regional initiatives.

Consultative processes

Namibia's priorities were developed through a consultative process which included all major stakeholders and was led by the Ministry of Labour. The DWCP was prepared by the ILO country office in Pretoria which covers Namibia and the other member countries of the Southern African Customs Union (SACU). The ILO's specialists contributed to the document which was accompanied by a budget and monitoring plan. The budget coming from ILO is limited but sufficient to start up national processes. Countries have to set their own priorities through tripartite discussions (K. Pfeffer, 8 August 2012).

Namibia's decent work process started in 2008 with a situational analysis prepared by a consultant and discussed by the social partners. These consultations lasted for over 2 years and almost U\$ 50 000 was spent on the situational analysis. The ILO then decided to place more emphasis on the national constituents and encouraged them to set their own

priorities as they knew their needs best. This influenced the shape of Namibia's DWCP as interactive dialogue replaced the "consultancy-approach" (J. Musabayane, 23 August 2012). Namibia's priorities were discussed and finalised in 2009 and then submitted to the ILO offices in Pretoria and Addis Ababa. The DWCP was signed in 2010 and a tripartite decent work steering committee was established to drive the process. It meets twice a year (C. Horn, 14 August 2012). The ILO provides secretarial support and works in programme cycles of 2 years, based on the DWCP. A team of ILO specialists (guided by the ILO's strategic management plan) provides services to the country office. However, the ILO cannot be the main provider of resources and thus encourages the country constituents to take the lead and to use the DWCP for resource mobilisation (K. Pfeffer, 8 August 2012).

At times unions and employers' organisations struggled to make meaningful contributions to Namibia's DWCP due to a lack of internal capacity. Initially, the DWCP was driven by the ILO and the Ministry of Labour but over time the tripartite partners contributed to the DWCP process and are now represented on the steering committee (Inviolata Chinyangarara and Simpiwe Mabhele, 8 August 2012). However, the DWCP contains cross-cutting issues and is broader than just labour matters. It thus requires the involvement of other key players beyond the tripartite constituents, for example the Ministry of Health and Social Services, informal economy organisations etc (S. Mabhele, 8 August 2012)

The link between the DWCP and the National Development Plans

A key concern for the ILO was how to bring the DWCP into the mainstream of Namibia's development processes, for example the National Development Plans. The underlying idea was that the DWCP priorities should be aligned with national development priorities (ILO Focus Group discussion, 8 August 2012). Namibia's NDP3 was considered during the situational analysis of 2008-2009 but the NDP seems to have been developed without particular reference to the DWCP and without the involvement of the Ministry of Labour and Social Welfare (C. Horn, 14 August 2012; A. Mwiya, 3 September 2012; P. Hangula, 25 September 2012).

The National Planning Commission (NPC), however also tries to promote employment and decent working conditions as part of the NDP. It is about to launch a national human resource plan that will identify skills gaps etc. It collaborates with various business organisations such as the NEF, the Chamber of Mines and even non-governmental organisations like NANGOF Trust in a co-working group. Trade unions are currently not represented on the working group. (P. Hangula, 25 September 2012).

The NPC reviewed the previous NDPs and then approached identified Ministries as well as state-owned enterprises (SOEs) and the private sector to contribute to NDP 4. Although neither the Ministry of labour and Social Welfare nor trade unions were included in these consultations, the NPC believes that they can and should contribute to the implementation of NDP 4 (P. Hangula, 25 September 2012).

In terms of contents, the NDP 3 has 12 key result areas of which 2 relate to the DWCP, namely:

- I. Productive and competitive human resources and institutions (result 6)
- II. Equality and social welfare (result 9).

The link seems coincidental rather than deliberate but a clearer relation is visible regarding the recently launched NDP 4 which focuses on 3 overarching goals:

- I. High and sustained economic growth
- II. Increased income equality
- III. Employment creation

The second and third goals relate directly to the DWCP priority areas and although this link might not always have been created consciously, it provides substantial coherence between the two documents. The focus on employment creation is a success for the DWCP and provides an opportunity for inter-ministerial co-operation. However, a closer look at some of the strategies proposed in NDP 4 reveals significant differences that will need to be ironed out if the DWCP and the NDP 4 are to complement each other. The latter laments that low levels of labour flexibility undermine Namibia's competitiveness and attacks the provisions of the Labour Act as being unfriendly to business. The NDP 4 describes the provisions of the Labour Act regarding basic conditions of employment and the requirements for fair dismissals as undermining productivity in Namibia (2012: 37). This approach could endanger the achievement of decent work in Namibia (Validation workshop, 3 October 2012).

Tripartite constituents' capacities

The capacity of ILO's partners in Namibia seems to be one of the most crucial ones in Namibia and seems to hamper the success of Namibia's DWCP. The ILO Pretoria office is well aware of the capacity constraints and the Namibian constituents were also quite frank about the challenges encountered in this regard. For the purpose of this report, the 3 main constituents, government, business and labour shall be analysed separately.

Government

The Ministry of Labour and Social Welfare is the key counterpart of the ILO regarding the implementation of the DWCP. It provides the secretariat to the programme chairs the decent work steering committee and is generally seen as the lead agency by the social partners. However, the DWAA seems not to be well known within the Ministry (C. Horn, 14 August 2012) although Namibia's priority areas fall squarely within the DWAA framework.

Overall, government is not only the key link to the ILO but also has far more resources and internal human capacity available than the other social partners. However, co-ordination within government seems to be lacking as experienced particularly between the Ministry of Labour and Social Welfare on the one hand and the National Planning Commission (NPC) as well as the Ministry of Trade and Industry on the other. The DWCP is widely seen as a labour matter only while developmental and economic policies are usually seen as falling in the ambit of the other two government agencies. This creates a disconnect when it comes to issues of employment creation which is the first priority area of the DWCP. The Ministry of Labour and Social Welfare currently co-ordinates (in collaboration with other line

ministries and government institutions and social partners) the development of a new national employment policy under the DWCP while the NPC quite separately developed the NDP 4 as well as the Targeted Intervention Programme for Employment and Economic Growth (TIPEEG). The Ministry of Trade and Industry (MTI) developed an industrialization policy, once again without labour's involvement. However, a coherent approach to employment creation will require a concerted and well harmonized effort that includes, labour, economic and developmental aspects in a holistic manner. The current fragmentation and lack of co-ordination between government ministries certainly undermines government effectiveness. As pointed out by the former deputy director of international relations at the MoLSW: "If government ministries could work well together, 80% of our work would already be done" (C. Horn, 14 August 2012). The implementation of the DWCP certainly provides an opportunity for such collaboration.

A very positive aspect is that many of the DCP activities are part of the Ministry of Labour's core activities and budget. Thus the DWCP is not seen as a separate project but it is fully integrated into the Ministry's plans (C. Horn, 14 August 2012).

Business

Namibia's business sector is currently represented by the Namibia Employers' Federation (NEF) which operates a very small office and usually relies on its general secretary, Mr. Tim Parkhouse, who served at the helm of the organization for many years. The NEF supports the decent work concept and played an advisory role regarding the new employment policy, labour market information systems etc. The NEF expressed its reservations about the red tape introduced through the labour market information system (T. Parkhouse, 17 August 2012).

NEF members are in need of information about the DWCP and the NEF plans to hold workshops and information sessions in various regions, supported by the ILO and possibly by the German Society for International Co-operation (GIZ). The NEF supports the idea for a stronger mandate for the Labour Advisory Council (LAC) with tripartite decision-making power (T. Parkhouse, 17 August 2012).

ILO and government representatives agree that the NEF has usually played its role in the implementation of the DWCP but relied very heavily on its general secretary. In his absence, there were few other options available and thus consistency and continuity depended to a large extent on the availability of the general secretary.

Regarding the HIV/AIDS workplace programmes, the NEF seems to focus on health and safety in general but not on HIV/AIDS specifically. Some employer still approach HIV/AIDS from a narrow cost perspective only and are thus reluctant to play a more active role (P.van Wyk, 10 September 2012).

The NEF also serves on the Occupational Health and Safety Task Force alongside the NUNW, the Ministry of Labour and Social Welfare, the Ministry of Health and Social Services and the Ministry of Mines and Energy. It attends regularly and is usually

represented by the person in charge of the NEF's occupational health and safety desk (S. Kapeng, 25 September 2012).

The NEF seems to have few own resources available to plough into the implementation of the DWCP and relies on funding from the ILO or donors. In future, other organisations representing business interests such as the Namibia Chamber of Commerce and Industry (NCCI) might be considered to increase business representation on tripartite structures and programmes (Verification workshop, 3 October 2012)

Labour

This is undoubtedly the currently most challenged constituent of Namibia's tripartite arrangement. Historically, the National Union of Namibian Workers (NUNW) was the main union federation representing Namibian workers but in recent years, the Trade Union Congress of Namibia (TUCNA) emerged as a second significant union federation. TUCNA now serves on the Labour Advisory Council and on the decent work steering committee alongside the NUNW.

The two trade union federations do not complement each other very well but usually operate as rivals. Both are represented on the Labour Advisory Council as well as on the decent work steering committee. The two union federations are also expected to serve on the envisaged labour sector steering committee dealing with HIV/AIDS in the workplace (A. Endjala, 12 September 2012). In addition, the NUNW already serves on the Occupational Health and Safety Task Force (S. Kapeng, 25 September 2012).

The fundamental dividing line between the NUNW and TUCNA is the question of party-political linkages. The NUNW emerged out of SWAPO's department of labour in exile and has retained the links to the now ruling party after independence through an affiliation accord. TUCNA on the other hand rejects any party-political links and strongly advocates for independent trade unions. The NUNW currently has 9 affiliated industrial unions compared to TUCNA's 18, some of which operate in the same industrial sector. It is currently impossible to obtain accurate trade union membership figures but based on past studies it can be estimated that the total combined membership of NUNW stands at 50 000 – 70 000 while that of TUCNA is likely to be around 30 000 – 50 000 members. Double membership, changes in membership, poor membership records and trade unions' reluctance to share membership data are the reasons why no accurate figures are currently available.

Union rivalry and competition does not only exist between the NUNW and TUCNA but there are also deep divisions within the NUNW and within industrial unions. In 2006, the NUNW was divided over questions of political succession within the SWAPO party and at its 2010 congress, the dividing lines were the question of the N\$ 650 million write off in loans by the Government Institutions Pension Fund (GIPF), corrupt practices there and the role of trade union leaders on the GIPF board who benefitted from the dubious loan practices. Another contentious issue was the federation's position on the Basic Income Grant (BIG) and the NUNW's participation in the BIG Coalition.

Today, the NUNW is divided and in-fighting has now spread to many of its affiliates lie those in the mining, retail and banking sector. The federation's own programmes like education and HIV in the workplace have come to a halt as the programme staff left in 2010-2011. The internal division also have had a severe impact on the NUNW's participation in the DWCP and on its co-operation with the ILO in general. The NUNW has not utilised training opportunities and the ILO offer of a strategic planning workshop to put the 2010 congress resolutions into practice. The NUNW currently is weakened by its internal conflicts and loses focus of its mandate (E. Manga, 31 August 2012). Nevertheless, NUNW has expressed its willingness to gear up their involvement in the implementation of the DWCP.

The NUNW's poor and erratic attendance of activities related to the DWCP was confirmed by all Namibian stakeholders as well as ILO specialists who encountered great difficulties keeping in contact with the NUNW leadership and discussion possible activities that the ILO could support, including team-building activities. This has raised questions about the NUNW's commitment to the DWCP (I. Chinyangara, 8 August 2012). Likewise, the director of the Labour Resource and Research Institute (LaRRI) observed that trade unions merely agreed to the DWCP but seem not to be committed to its implementation and also lack the capacity to do so effectively (H. Shindondola-Mote, 31 August 2012).

TUCNA, on the other hand, joined the DWCP steering committee in 2010 and shows more commitment to contribute to the DWCP. TUCNA has taken the initiative to conduct a study on social dialogue and currently develops its own position paper (I. Chinyangara, 8 August 2012, M. Kavihuha, and 16 August 2012). TUCNA's strategic plan was developed in 2011 with assistance from the ILO and touches on aspects of the DWCP. The federation now focuses on social dialogue and plans to look at social security and social protection next year (M. Kavihuha, 16 August 2012). TUCNA believes that the ILO has helped the process of the Ministry of Labour opening up to Namibia's second labour federation.

Namibia's DWCP seems to be hardly known amongst trade unionists. During an education activity of 26 trade unionists (8 from TUCNA unions, 18 from NUNW unions) on 10 August 2012, only four unionists (of which 3 were from TUCNA) had ever heard of the DWCP. It also seems that the DWCP priority areas were hardly discussed in union structures.

Both union federations are currently constrained in terms of resources for DWCP-related activities and rely on donor funding. The German Society for International Co-operation (GIZ) has supported HIV education programmes with both union federations and also funded the development of HIV workbooks and peer educators' toolkits (V. Fritzen, 28 August 2012).

ILO's capacity, comparative advantage and efficiency

There was unanimous agreement amongst Namibian stakeholders interviewed that the ILO plays an important role not only regarding the DWCP but also in strengthening the social partners in Namibia. The bilateral support on offer in the form of specialist to deal with specific areas as well as the ILO's willingness to sponsor particular activities such as

strategic planning workshops or paying for consultants to conduct baseline studies was appreciated (M. Kavihuha 16 August 2012; S. Kapeng, 25 September 2012). Furthermore, the ILO's capacity building support in areas such as labour inspection, labour market information, social dialogue etc. is welcome and the approach of results-based management with a focus on policies and their implementation has increased the impact of the ILO's work in Namibia (Verification workshop, 3 October 2012)

A possible weakness identified is the nature of ILO funding which is sometimes linked to specific projects that the ILO offers its partners in Namibia. This can easily lead to organizations adjusting their activities to the ILO programmes instead of setting their own agenda and then requesting ILO support for it. Also, ILO funds are not always available which hampers implementation (C. Horn, 14 August 2012).

As outlined in the previous section, the implementation of the DWCP is sometimes hampered by capacity constraints within the constituent organizations, especially amongst trade unions but also to some extent amongst employers. Thus the ILO should consciously supplement its support for DWCP-related activities with bipartite capacity building programmes that aim to address the identified capacity gaps. This will be key to ensuring meaningful social dialogue in future.

Another challenge is the current structure of the ILO support in the form of a specialist that deals with their particular areas of work only. At ILO level (Pretoria Office), a decision was taken in 2009 to allocate certain specialists to certain countries as the sending of 14 specialists going into a country would have resulted in a multitude of priority areas, which would have undermined the effectiveness of the programme. However, the ILO still has a focus on particular sectors and does not necessarily start with a situational analysis, followed by a hierarchy of priorities. Using the "problem tree" methodology could be more useful to address cross-cutting issues and to identify key priorities but this is not the approach currently followed by the ILO. Instead, it merely draws together its specialists and its operations thus encourage a disconnect, for example not covering inequality or the informal economy in the DWCP. Thus the ILO seems to be constrained to some extent by its own tools (ILO focus group discussion, 8 August 2012; L. Frota, 8 August 2012).

Tackling issues like employment creation does not fall within one specialised area and thus cross-sectoral collaboration is required within the ILO and within Namibia's institutional framework. There is an urgent need for meaningful co-operation between the Ministry of Labour and Social Welfare, the Ministry of Trade and Industry, the National Planning Commission and the ILO. This is one of the key challenges and the ILO needs to continue its deliberate efforts to encourage such co-operation.

Partnership, strategies and inter-agency relations

As indicated above, the cross-cutting nature of several areas of the DWCP requires coherent collaboration between stakeholders. This has proven difficult even amongst government agencies as shown in the development of the TIPEEG programme, the industrialization policy, the NDP4 and the DWCP. The latter is seen in government as being

the “baby” of the Ministry of Labour, while the industrialization strategy falls in the domain of the Ministry of Trade and Industry and TIPEEG as well as the NDP are the responsibility of the National Planning Commission. The current practice of each agency working on their own can only undermine the effectiveness of addressing cross-cutting issues like unemployment, inequality, poverty and the informal economy.

Within the Ministry of Labour the DWCP priorities were mainstreamed and integrated into the Ministry’s core activities such as improved labour inspections, improved health and safety standards, HIV and wellness programmes at the workplace and developing an employment policy in consultations not only with employers and unions but also other Ministries and the Namibia Informal Sector Organization (NISO). Overall, the Ministry of Labour is clearly committed to achieving the outcomes of the DWCP although the implementation was slower than anticipated due to time-consuming consultations and capacity constraints (A. Mwiya, 3 September 2012; A. Endjala, 12 September 2012)

The NEF seems clear about its role within the DWCP framework and regularly participates in its various activities, being represented not only on the decent work steering committee but also on various sub-committees. The trade unions role is less coherent although TUCNA has identified social dialogue and social protection as its own key priorities alongside sectoral minimum wages to ensure that workers can meet their basic needs (P. Hango, 6 September 2012). The NUNW’s strategic engagement with other agencies around the DWCP is currently hampered by the internal divisions outlined above.

Positive examples of inter-organisational collaboration include the co-operation between the United Nations Development Programme (UNDP) and the MoLSW on the issue of HIV/AIDS in the workplace. Likewise, the child labour project involved work across agencies, for example ILO collaboration with UNICEF. A joint project on tourism was conducted by the ILO and collaboration with MTI and UN agencies such as UNESCO, UN Habitat and UNEP. Furthermore, a human rights project on indigenous people is being implemented by the ILO in collaboration with the Office of the Prime Minister and the Office of the Ombudsman. The DWCP provides further opportunities for such inter-agency collaboration (Verification workshop, 3 October 2012).

Managing for results

Measuring outcome-level results against the stated aims of the DWCP is not an easy task as several of them require medium- to long-term tracking. This applies, for example, to outcomes 1 (More young women and men have equal access to productive and decent employment through inclusive job-rich growth), 2 (Skills development and awareness increases the employability of workers, the competitiveness of enterprises, and the inclusiveness of growth increases employment creation), 3 (Sustainable enterprises create productive and decent jobs) and 10 (Tripartism and strengthened labour market governance contribute to effective social dialogue and sound industrial relations). The current infrequency of labour data such as the Namibia Labour Force Survey makes it virtually impossible to collect hard data on these outcome areas. As a result, the DWCP

monitoring mechanism and progress reports focus on outputs such as meetings held, committees established and papers prepared.

Given the relatively short 4-year period of the DWCP, it is difficult to comprehensively measure the outcomes envisaged in the areas mentioned above. This task is complicated further by the fact that TIPEEG was implemented alongside the DWCP and in virtual isolation of it. Also the quantitative data captured by the Labour Force Survey provide few indicators about the quality and decency of work in Namibia. However, this report tries to still capture the progress made towards achieving the envisaged outcomes. One such step towards progress is the new NLFS which is currently undertaken with the aim to capture more data. The recently established Namibia Statistics Agency further plans to undertake such surveys annually from now on.

Other DWCP outcomes are easier to measure such as outcomes 4 (The world of work responds effectively to the HIV/AIDS epidemic), 5 (Workers and enterprises benefit from improved safety and health conditions at work), 6 (More people have access to better managed and more gender equitable social security benefits) and 7 (More people have access to better managed and more gender equitable social security benefits). The challenge here will be to establish a comprehensive database to capture indicators, for example how many workplaces have functioning HIV/AIDS workplace programmes; how many workplaces provide adequate safety and health conditions; how many men and women enjoy social security benefits etc.

Outcomes 8 (employers' organisations have strong, independent and representative organizations representing Namibia business voice) and 9 (workers have strong, independent and representative organizations) could best be achieved through bipartite programmes through which the ILO systematically builds the capacity of the business and labour constituents. Some progress has already been made in this regards as will be further discussed below.

The Namibian stakeholders interviews regard the technical and financial resources made available for the implementation of the DWCP as largely adequate although some raised concern about the time it takes before they become available. This contributes to delays in implementation.

The current monitoring and evaluation system used to assess the DWCP performance and results focus on outputs rather than outcomes as the latter are more difficult to measure and verify. The monitoring plan allocates 1-3 outputs to each intended outcome, stating the target as well as the means of verification. This has enabled the decent work steering committee and its sub-committees as well as the individual stakeholder to assess progress fairly easily. The monitoring plan also forms the basis of evaluating the progress made for the purpose of periodical reports to the ILO. Its format was also used for the assessment in the sections below.

Overall, progress has been slower than anticipated but the ILO Pretoria Office recognised the importance of national ownership of the DWCP processes and thus decided to allow

Namibia to move “at its own pace” in line with the country’s priorities (Validation workshop, 3 October 2012)

Progress made on tangible outcomes

Table 3: Summarised progress per outcome

Outcome	Rating	Comments
1. More young women and men have equal access to productive and decent employment through inclusive job-rich growth	4	<ul style="list-style-type: none"> • A new employment policy has been developed in draft form. • Broad stakeholder participation was ensured in the process of drafting, including the informal sector organization NISO. • Studies into employment options and the informal economy were conducted and considered. • Fundamentally different approaches to employment creation continue to exist, for example the decent work approach and the labour flexibility approach proposed in NDP4. • New data on employment are not available yet (anticipated to be available in February 2013).
2. Skills development and awareness increases the employability of workers, the competitiveness of enterprises, and the inclusiveness of growth increases employment creation	3	<ul style="list-style-type: none"> • National skills shortage survey was conducted. • Skills development identified as priority area in NDP 4. • Training of trainers on “start and improve your business” • Local economic development strategies were piloted in two locations. • Vocational training and its institutions still hampered by various challenges.
3. Sustainable enterprises create productive and decent jobs	3	<ul style="list-style-type: none"> • Lack of recent and reliable data hampers the evaluation of the envisaged outcomes. • Improved data collection through NLFS from 2012 onwards.
4. The world of work responds effectively to the HIV/AIDS epidemic	5	<ul style="list-style-type: none"> • Memorandum on HIV/AIDS workplace programmes was signed in 2011. • National strategic framework was developed. • Labour sector steering committee not yet operational. • Codes and guidelines are about to be launched. • Wellness committee will serve as secretariat for labour sector steering committee. • Various stakeholders and actors complement each other.

5. Workers and enterprises benefit from improved safety and health conditions at work	3.5	<ul style="list-style-type: none"> • Exploratory OSH mission was carried out in 2010 and a task force was set up in 2011. • OSH profile will be developed by a consultant, based on established terms of reference. • NUNW participation in the task force is poor.
6. More people have access to better managed and more gender equitable social security benefits	4.5	<ul style="list-style-type: none"> • Proposals for a national Pension Fund and a National Medical Benefit were developed • SSC aims to reach the informal economy. • "Return to work" programme is envisaged. • Maternity leave benefits were increased. • Unemployment benefit is being explored.
7. Namibia labour administration apply up to date labour legislation and provide effective services	5	<ul style="list-style-type: none"> • Training for labour inspectors conducted • Number of labour inspectors increased • Labour administration and labour inspection needs assessment was conducted in 2011. • Prioritisation of implementation still outstanding. • New structures for labour inspectorate envisaged.
8. Employers' organisations have strong, independent and representative organizations representing Namibia business voice	3.5	<ul style="list-style-type: none"> • Bipartite workshop (workers and employers) on bipartite dialogue and the Labour Act was conducted in 2010. • NEF offers services to members through OSH desk. • NEF membership has grown over the past 2 years but many employers are not NEF members • Human capacity limited
9. Workers have strong, independent and representative organizations	3	<ul style="list-style-type: none"> • Namibian labour movement is deeply divided • NUNW has maintained party-political link and is weakened by internal divisions • TUCNA has made more consistent and active contributions to the DWCP
10. Tripartism and strengthened labour market governance contribute to effective social dialogue and sound industrial relations	3	<ul style="list-style-type: none"> • Effectiveness of LAC is questioned by employers and workers. • TUCNA initiated exploratory study on the status of social dialogue in Namibia. • NEF supports a stronger mandate for the LAC. • Government proposes a strengthening of the LAC
Average score: 3,75		
Total score : 37,5		

Priority area 1: Employment promotion

Outcome 1: More young women and men have equal access to productive and decent employment through inclusive job-rich growth

In this priority area, the main focus has been the development of a new national employment policy to replace the old and outdated one of 1997. A study on Namibia's employment policy environment was commissioned in 2010 and completed in 2011 (Kanyenze and Lapeyre). Its findings were presented to a national stakeholder workshop on employment and employment policy in June 2011.

A second study was commissioned to investigate policies and measures to facilitate the transition from the informal to the formal economy. The outcomes and recommendations were also presented at the national stakeholder workshop in 2011.

Following the workshop, a tripartite taskforce has been set up to lead the drafting of the national employment policy. It is chaired by Albius Mwiya from MoLSW and includes the NEF, both union federations, the NPC and MTI as well as the Namibia Informal Sector Organisation (NISO). In August 2012, the task force held a retreat in Swakopmund to discuss the policy further which aims to mainstream the employment of youth who are worst affected by unemployment in Namibia.

The inclusion of various Ministries as well as NISO is an achievement in itself and augurs well for a more inclusive employment policy. The process will certainly encounter the challenge of how to incorporate very different views and interests. Namibia's policies tend to be characterised by fundamentally different lines of thought, one being a more labour-friendly approach with emphasis on protection of workers' rights and decent conditions of employment. The other approach is the one advanced by business and the MTI which advances competitiveness and less regulations as a strategy to achieve economic growth and employment. Likewise, the NPC envisages flexible labour conditions as being more conducive for Namibia's economy (P. Hangula, 25 September 2012).

A first complete draft of the new employment policy is envisaged to be completed by the end of October 2012 as the process was delayed by consultations. The chairperson of the sub-committee suggested that reasonable time limits should be set for consultations and that technical assistance should be available when needed to speed up the process. However, significant progress has been made the deadline for the draft policy is likely to be met (A. Mwiya, 3 September 2012).

Table 5: Scoring template for outcome 1: More young women and men have equal access to productive and decent employment through inclusive job-rich growth

Performance area	Rating	ILO country office comments	Constituents comments
A. Resource adequacy	4	Budget limitations determine available resources	Ministry of Labour used its own resources in collaboration with other government agencies
Evaluators comment: Resources were adequate to cover essential activities			
B. Delivery of outputs	4	Progress was slower than anticipated	Consultative process was time-consuming
Evaluators comment: There is a need to speed up the employment policy and its implementation			
C. Use of outputs by partners/target groups	5	ILO supported studies that provide background information for employment policy	ILO support was helpful
Evaluators comment: ILO support and allowing Namibian partners to work at their “own pace” ensured local “ownership” of the process			
D. Progress made (against outcome indicators)	3	Indicators were only partially achieved	Progress was slower than anticipated
Evaluators comment: All areas of outcome indicators are “work in progress”			
E. Emerging risks and opportunities	4	Namibia is moving towards a new employment policy and there are opportunities for improved partners co-operation	Different approaches of different ministries should be harmonised; Stakeholder participation is crucial
Evaluator’s comments: Unemployment is regarded as the key national challenge in Namibia today which provides a conducive environment for achieving this outcome.			
Total score	20		

Outcome 2: Skills development and awareness increases the employability of workers, the competitiveness of enterprises, and the inclusiveness of growth increases employment creation

The main activity in this outcomes area was a national skills shortage survey that has been carried out in October 2010 and was published in December 2011. In parallel, the NPC has also identified skills development as a major area to focus on and proposes early childhood development and improved vocational education and training as important areas of intervention. The envisaged human resource plan thus will complement the skills development envisaged in the DWCP, although the link is coincidental rather than deliberate.

Another initiative was taken when 18 government officials attended a training of trainers course on “Start and Improve Your Business” (SIYB). The trainers then conducted two training sessions each in 8 pilot sites, reaching about 165 existing and potential entrepreneurs. Action plans have been developed and the implementation of the SIYB training at all pilot sites was expected to be completed in September 2012.

Local Economic Development (LED) strategies are being developed for implementation at Duineveld and King Nehale. This process started with the sensitisation of key stakeholders on LED opportunities and was followed by the development of LED strategies. The results from the two pilot sites will allow for lessons to be drawn which will guide LED initiatives in other areas. However, the institutional ownership of LED programmes is currently weak and needs to be strengthened if LED initiatives are to be successful (Namibia DWCP Progress Report, August 2010 – August 2012).

Table 6: Scoring template for outcome 2: Skills development and awareness increases the employability of workers, the competitiveness of enterprises, and the inclusiveness of growth increases employment creation

Performance area	Rating	ILO country office comments	Constituents comments
A. Resource adequacy	3	Skills development is a national task primarily funded by different government agencies	Skills development is an agreed national priority, funded primarily by the Ministry of Education
Evaluators comment: Progress was slow and requires long-term strategic interventions			
B. Delivery of outputs	3	NEF survey provided basis of discussion on skills shortage	Challenge is being recognised
Evaluators comment			
C. Use of outputs by partners	3	Skills challenge reflected in NDP 4	Need for improved vocational training and skills development programmes
Evaluators comment			
D. Progress made (against outcome indicators)	3	Skills development is part of national development strategies	Need for more skills development programmes; Ministry has taken the initiative to improve employment services
Evaluators comment			
E. Emerging risks and opportunities	3	Enhanced skills development likely under NDP 4	Strategic skills development is crucial but many service providers are weak
Evaluator's comments: Coherent national skills development plan and implementation strategy are urgently needed but not yet developed			
Total score	15		

Outcome 3: Sustainable enterprises create productive and decent jobs

This outcome area is currently impossible to verify due to the absence of hard data measuring jobs in Namibia. However, initiatives are underway to improve the frequency and quality of data collection. In terms of enhanced labour market information systems, the ILO Geneva office provided feedback on the Namibia Labour Force Survey (NLFS) and provided support for the inclusion of a special section on domestic work in future NLFSs. Furthermore, a study on decent work indicators was facilitated and finalised by the MoLSW and the production of a decent work profile has commenced. It is expected to be completed by January 2013.

As from 2012, the NLFS will be conducted annually by the Namibia Statistics Agency (NSA) in co-operation with the MoLSW. Results of the 2012 survey are expected before the end of the year and a broad stakeholders workshop was convened in August 2012 to discuss on improve on the survey design and the interpretation of results. Thus the new annual NLFSs are expected to provide timely and accurate information on employment and unemployment trends.

Table 7: Scoring template for outcome 2: Sustainable enterprises create productive and decent jobs

Performance area	Rating	ILO country office comments	Constituents comments
A. Resource adequacy	4	Key activities are catered for	Training activities were covered
Evaluators comment			
B. Delivery of outputs	3	Slow progress	Business training activities were conducted
Evaluators comment			
C. Use of outputs by partners/ target groups	3	Some training activities were conducted successfully	Training of trainers and training in all pilot sites was conducted. Preparation for LED strategies underway
Evaluators comment			
D. Progress made (against outcome indicators)	2	Outcome indicators only partially achieved	Hardly progress on policy development
Evaluators comment			
E. Emerging risks and opportunities	3	Possible lack of urgency in the implementation	Slow process thus far; Need to evaluate success of pilot projects
Evaluator's comments: If successful, the pilot projects could lead to similar interventions in other regions			
Total score	15		

Priority area 2: Enhanced social protection

Priority -2(a): Mitigating the Impact of HIV and AIDS at the workplace

Outcome 4: The world of work responds effectively to the HIV/AIDS epidemic

This area has experienced some progress with regard to responses to the **HIV/AIDS** epidemic. A memorandum of understanding between the MoLSW, the NEF and the NUNW on the implementation of the workplace programmes and the national code on HIV and AIDS and employment was signed in May 2011. In addition, a review of the national HIV-AIDS policy as well as the HIV-AIDS Workplace Policy Framework is underway.

The MoLSW is setting up structures to meet its obligations under the DWCP as well as the National Strategic Framework. There is an internal response (within the Ministry) and an external response, for example by providing guidelines on HIV-AIDS in the world of work. The labour sector steering committee aims to minimise the impact of the epidemic at work. However, it is not yet operational although the guidelines for its operations and mandate exist. Once nominations from the social partners have been received, it will commence operations. Participants will include the Namibia Business Coalition on AIDS (NABCOA), the Namibia Chamber of Commerce and Industry (NCCI), the NEF, the LAC, the NUNW, TUCNA and representatives of relevant development partners such as ILO and UNDP. This steering committee was defined by the National Strategic Framework and will be crucial to achieve the objectives set out in the DWCP. The MoLSW will play the leading role in this particular sector (A. Endjala, 12 September 2012).

The Code and guidelines are still outstanding but the MoLSW hopes to launch them on 1 December 2012. The process of reviewing them started in 2011 with a consultative meeting, hosted by ILO. The draft code was then developed and is currently being finalised, although there are capacity constraints. Specific guidelines of 1-2 pages are being developed to highlight the changes in the Code and how they relate to the ILO Recommendation 200 on HIV and AIDS in the world of work. Once the draft has been endorsed by the Ministry's management, it will be presented to the social partners for their input. Thereafter the documents will be finalised and launched (A. Endjala, 12 September 2012).

The MoLSW will also implement a workplace programme for its own staff through training programmes aimed at building capacity on HIV-AIDS. This is supported by the ILO specialist who is also assisting with the code and guidelines.

The already existing Wellness Committee will have to double up as the secretariat for the labour sector steering committee. It is comprised of various staff members and should be bipartite, i.e. with shop stewards and employers from the human resource department (A. Endjala, 12 September 2012).

Organisations like NABCOA are committed to contribute to the fight against HIV-AIDS in the workplace and collaborate with the Ministry, trying to harmonise approaches to avoid duplication. NABCOA also set up its own complimentary programmes, for example with

the Chamber of Mines, and set up a network through which workplace programmes are reviewed. The MoLSW is part of this network. NABCOA currently focuses on work in 5 regions (Karas, Khomas, Otjozondjupa, Erongo as well as Oshana and Ohangwena. NABCOA is now developing a standard wellness programme to move away from the focus on HIV only (P. Van Wyk, 10 September 2012).

NABCOA proposes that all workplaces should be required to report annually on their progress and fully supports the broad consultative process that is underway to develop the code and guidelines. NABCOA has worked with different organisations like the Walvis Bay Corridor Group and trade unions and supports any initiative to promote HIV-AIDS workplace programmes (P. Van Wyk, 10 September 2012).

Similarly, the German Society for International Co-operation (GIZ) works with different organisations on the issue. Its work is guided by the ILO Recommendation 200 of 2010 but has no direct institutional link to Namibia's DWCP. However, the GIZ supported the signing of the Memorandum of Understanding in 2011 and also supports both the NUNW and TUCNA regarding HIV-AIDS workplace programmes and initiatives to incorporate the issue into collective bargaining agreements. In addition the GIZ works with the Ministry of Works, the Ministry of Agriculture as well as employers. Its programme is based on the national framework of the Ministry of Health and Social Services (V. Fritzen, 28 August 2012).

Table 8: Scoring template for outcome 4: The world of work responds effectively to the HIV/AIDS epidemic

Performance area	Rating	ILO country office comments	Constituents comments
A. Resource adequacy	5	Broad collaboration amongst stakeholders enables complementary use of resources	Collaborative efforts enable the sharing of resources
Evaluators comment: Well functioning collaboration between actors enables effective use of resources			
B. Delivery of outputs	5	Policies and programmes are being implemented	Good progress as HIV/AIDS is recognised as a national priority; National strategic framework was developed; Codes and guidelines about to be launched
Evaluators comment			
C. Use of outputs by partners/target groups	5	Workplace programmes functioning at several companies	NGOs and social partners use programmes and collaborate with each other;

Evaluators comment			
D. Progress made (against outcome indicators)	5	Workplace polices developed and implemented at several workplaces	Labour sector steering committee still to be launched; Number of workplace programmes increased
Evaluators comment			
E. Emerging risks and opportunities	5	HIV/AIDS will remain priority area but there is a potential “donor fatigue”	HIV/AIDS a national priority; Active NGOs working with unions and employers
Evaluator's comments:			
Total score	25		

Priority - 2(b): Social Security

Outcome 5: Workers and enterprises benefit from improved safety and health conditions at work

An exploratory occupational safety and health (OSH) mission was carried out by the ILO OHS specialist in September 2010 and an OSH task force was set up in 2011, meeting for the first time in July. It is tripartite and includes the Ministry of Health and Social Services as well as the Ministry of Mines and Energy. The task force now co-ordinates all OSH-related activities and currently develops an OSH profile to point out existing gaps. This profile will form the basis for future activities such as legislative amendments and a national safety and health policy. The ILO fully supported the initiative, invited Ministry officials for a workshop and assisted with the terms of reference for the consultant to develop the OSH profile (S. Kapeng, 25 September 2012).

The co-operation between the three Ministries on the task force works well but the problems were experienced with the NUNW's attendance as labour's representative on the task force (S. Kapeng, 25 September 2012).

Table 9: Scoring template for outcome 5: Workers and enterprises benefit from improved safety and health conditions at work

Performance area	Rating	ILO country office comments	Constituents comments
A. Resource adequacy	5	ILO resources are complemented by the Ministry's own funds	Health and safety are core functions of the Ministry of Labour
Evaluators comment: HIV/AIDS programmes still enjoy large donor support			
B. Delivery of outputs	3	Slower than anticipated	Preparatory work was done, enabling the delivery of outputs in the near future
Evaluators comment			
C. Use of outputs by partners/target groups	2	Need to move from preparatory work towards action	Occupational Health and Safety Task Force expected to address the OSH gaps. Poor participation by the NUNW
Evaluators comment			
D. Progress made (against outcome indicators)	3	Monitoring of OSH is being improved	Legal and policy framework for OSH interventions still needs to be amended once the OSH profile is finalised and the gaps are identified
Evaluators comment			
E. Emerging risks and opportunities	4	Commitment to OSH exists from all partners	Broad-based task force will be the vehicle to address OSH gaps
Evaluator's comments: OSH enjoys in principle support from all social partners and its implementation thus has a good chance of success			
Total score	17		

Outcome 6: More people have access to better managed and more gender equitable social security benefits

Exploratory missions were held between the ILO and the Social Security Commission (SSC) and the two parties are now working together on a National Pension Fund and a National Medical Benefit. At the request of the Namibian government, the ILO will also carry out a social expenditure and performance review (Progress report 2010-2012).

The envisaged new funds will be contributory funds, targeting employed people. The consultants' report on the national pension fund was discussed during a workshop in September 2012 and will now be discussed further with stakeholders. The SSC also

envisages an expansion of its reach, for example by including and targeting the informal sector. It also plans to introduce a “return to work programme’ for people affected by accidents or sickness. The aim is to enable employees to return to work in a timely manner and to encourage modifications at the workplace to enable such returns. Furthermore, the SSC is exploring an unemployment benefit fund to offer certain short-term benefits plus training and job placement services (UB. Ngaujake and C. Karamata, 14 September 2012).

The SSC envisages and expansion of its current coverage and works with LaRRI and GIZ in this regards. It also wants to develop a scheme that is appropriate for the informal economy and believes that a centralised system of benefits could be more efficient than the current decentralised system of providing benefits via different Ministries. The ILO support and co-operation is highly valued by the SSC (U.B. Ngaujake and C. Karamata, 14 September 2012).

Table 10: Scoring template for outcome 6: More people have access to better managed and more gender equitable social security benefits

Performance area	Rating	ILO country office comments	Constituents comments
A. Resource adequacy	5	ILO’s resources assisted to explore expansion of coverage	ILO support highly appreciated
Evaluators comment			
B. Delivery of outputs	5	National pension scheme and national medical benefit envisaged	Proposals for pension and medical benefits at an advanced stage. Additional schemes envisaged, including coverage of the informal sector
Evaluators comment			
C. Use of outputs by partners/target groups	4	Stakeholders need to agree on implementation	SSC wants to expand reach and depth of its coverage
Evaluators comment			
D. Progress made (against outcome indicators)	4	Namibian government and stakeholders committed to improve coverage and performance	Legal framework will be amended after agreement on expansion on coverage and depth of social security
Evaluators comment			
E. Emerging risks and opportunities	4	Commitment needed for implementation	Coverage only for employed people; Need to reach informal sector
Evaluator’s comments:			
Total score	22		

Priority area 3: Strengthening social dialogue and tripartism

Outcome 7: Namibia Labour administration applies up to date labour legislation and provides effective services

Regarding the area of labour administration, steps taken to improve labour inspections constitute seem to constitute the most significant achievement. A workshop on labour inspection was held in November 2010, followed by reporting workshops for officials from selected Ministries and focused training programmes on the relevant ILO Conventions 111, 169 and 182. A report on labour administration and labour inspection needs assessment was done in October 2011 and presented to the Permanent Secretary (PS) and the Management team of the MoLSW in February 2012. The prioritisation of the implementation of priorities still needs to be undertaken but the training of labour inspectors in effective labour inspection and labour administration systems was agreed upon (Progress report 2010-2012). The Ministry envisages the use of electronic tools for labour inspection (ipads) and a formal proposal has been made to the PS (A. Smit, 25 September 2012).

The MoLSW is now implementing the Labour Amendment Act (2012) and has trained labour inspectors in this regard. This training was provided by the Labour Commissioner, Bro Mathew Shinguadja, as well as the special advisor to the Minister, Advocate Vicky ya Toivo. The ILO supports the training of 35 inspectors in October 2012 and the Ministry plans to “Namibianise” the training afterwards and have it accredited with the Namibia Qualifications Authority (NQA). Currently there are just over 75 labour inspectors employed by the Ministry and this number will increase to 104 once all vacancies are filled. They will receive further training to improve their efficiency (A. Smit, 25 September 2012).

Furthermore, a new structure for the labour inspectorate will be introduced to achieve more seniority at regional level and to introduce legal experts into the Ministry. Namibia’s Labour Act provides for the Ministry to provide legal advice for people who cannot afford private lawyers but thus far the Ministry was unable to perform this task (A. Smit, 25 September 2012).

Table 11: Scoring template for outcome 7: Namibia labour administration apply up to date labour legislation and provide effective services

Performance area	Rating	ILO country office comments	Constituents comments
A. Resource adequacy	5	Ministry uses mostly its own resources	Catered for largely though the Ministry's core budget
Evaluators comment			
B. Delivery of outputs	5	Ministry improved its capacity; TUCNA pro-active on social dialogue	Ministry identified weaknesses and improves quantity and quality of labour inspections.
Evaluators comment			
C. Use of outputs by partners/target groups	5	Systematic improvements within the Ministry	Labour inspection system improved; Social dialogue debate widened to explore different options
Evaluators comment			
D. Progress made (against outcome indicators)	5	Good progress made on inspections; Social dialogue options being explored	Better inspections to become visible in 2013; Debate on role and function of LAC envisaged
Evaluators comment: Government's view on tripartite structure differs from those of labour and employers			
E. Emerging risks and opportunities	5	New labour inspection system expected to lead to improved adherence to legal requirements	Different views on social dialogue structures and powers could make agreement difficult
Evaluator's comments:			
Total score	25		

Outcome 8: Employers' organisations have strong, independent and representative organizations representing Namibia business voice

A bipartite workshop for workers' and employers' organisations in deepening bipartite dialogue and understanding of the Labour Act was held in August 2010 and a pocket guide to the Labour Act has been developed. This initiative was supported by the ILO but due to delays in obtaining the Ministerial foreword, new funds had to be sought for printing. Tim Parkhouse from the NEF has recently managed to secure such funds and the pocket guides are now being printed. They will also be translated into 3 local languages.

The NEF's membership is growing continuously and reached 256 in 2011, an increase of 32 compared to the previous year. The NEF has a strategic plan 2009- 2014 which was developed before the DWCP and thus makes no specific reference to it (T. Parkhouse, 9 October 2012).

The NEF has improved services to its members by offering basic training as well as advice on OSH issues through its OSH desk. In addition, the Global Compact Network Desk promotes corporate social responsibility, especially amongst larger companies and is funded by GIZ. The NEF, alongside employers from Mauritius and South Africa, also made a contribution to the Rio + 20 process. At national level, The NEF presented its position on labour legislation but is not sure how successful its interventions were (T. Parkhouse, 9 October 2012)

Table 12: Scoring template for outcome 8: Employers' organisations have strong, independent and representative organizations representing Namibia business voice

Performance area	Rating	ILO country office comments	Constituents comments
A. Resource adequacy	3	Resource challenges facing NEF	Resource constraints make NEF dependent on outside assistance
Evaluators comment			
B. Delivery of outputs	4	Workshops were held and information pocket guide produced	Strategic plan in place and services to members increased
Evaluators comment:			
C. Use of outputs by partners/ target groups	3	NEF progresses slowly	NEF not representative of the majority of Namibian employers but membership is growing steadily
Evaluators comment			
D. Progress made (against outcome indicators)	4	Slow but steady progress;	NEF raised concerns over labour regulations; NEF opposed to sections of Labour Amendment Act
Evaluators comment			
E. Emerging risks and opportunities	4	NEF could increase membership and services to (potential) members	Employers views not always accommodated by the Ministry
Evaluator's comments:			
Total score	18		

Outcome 9: Workers have strong, independent and representative organizations

As outlined in detail above, Namibia's labour movement is currently weak and divided which undermines its capacity to make a meaningful contribution to the DWCP. TUCNA's contributions were more consistent and meaningful than those of the NUNW which is characterised by a multitude of internal divisions.

Following the 2010 Congress, the ILO offered the NUNW assistance with a strategic planning workshop to design an implementation plan for the congress resolutions. Despite repeating the offer several times, the NUNW never took up the offer. Instead, TUCNA held a strategic planning workshop in December 2011 and the strategic plan was adopted by the TUCNA executive in early 2012. TUCNA also initiated a study on "assessing social dialogue mechanisms and capacity of TUCNA to engage in social dialogue". This study is currently being finalised and will serve as a basis for TUCNA to develop its own position paper on social dialogue.

Table 13: Scoring template for outcome 9: Workers have strong, independent and representative organizations

Performance area	Rating	ILO country office comments	Constituents comments
A. Resource adequacy	3	Unions have membership fees which should cover core activities	ILO support for specific activities is welcome and should be increased
Evaluators comment: Resource support should be linked to specific strategic interventions to increase capacity			
B. Delivery of outputs	3	Unlike NUNW, TUCNA made use of strategic planning workshop	TUCNA appreciates ILO assistance while NUNW is paralysed by internal divisions
Evaluators comment			
C. Use of outputs by partners/target groups	3	TUCNA uses strategic plan to guide its activities; NUNW was unable to utilise support on offer	Strategic planning used to develop TUCNA plan of action; NUNW wants to become more involved in future
Evaluators comment			
D. Progress made (against outcome indicators)	3	TUCNA incorporates decent work agenda in its own activities;	Unions represented on employment policy task force; Very few decent work-related interventions by NUNW
Evaluators comment			
E. Emerging risks and	2	Unions could play a far stronger role if they can overcome	Internal divisions might continue to hamper NUNW;

opportunities		internal divisions;	Limited prospects for co-operation between NUNW and TUCNA
Evaluator's comments: NUNW is in a deep-seated crisis while TUCNA is gradually emerging as an alternative federation			
Total score	14		

Outcome 10: Tripartism and strengthened labour market governance contribute to effective social dialogue and sound industrial relations

Regarding social dialogue and tripartism, both business and labour expressed their dissatisfaction with the limited powers of the Labour Advisory Council (LAC). TUCNA in particular wants to explore the possibility of a NEDLAC-type structure in Namibia to provide for joint decision-making on socio-economic issues instead of having merely an advisory role on labour matters. The federation initiated its own inquiry and successfully requested ILO assistance for a consultant to prepare a discussion paper. However, TUCNA wonders if the Namibian government will be willing to accept the changes which TUCNA will present. TUCNA wants social dialogue to go beyond its traditional tripartite confines to address broader and cross-cutting socio-economic issues. It hopes that the ILO will support moves towards such a broadening of social dialogue (M. Kavihuha, 16 August 2012).

The NEF supports the idea of a stronger mandate for the LAC and has publicly criticised what it terms violations of LAC recommendations by the Namibian government, for example regarding the Labour Amendment Act. The NEF has also expressed reservations about “red tape in the labour market information system” and what it regards as “over-regulation”. It believes that more training of conciliators and arbitrators urgently needed as many seem not to understand the Labour Act and their role and thus give faulty awards (T. Parkhouse, 17 August 2012).

The Namibian government seems sceptical about a NEDLAC-type arrangement and rather wants to examine how social dialogue can be strengthened under the current configuration, for example who should serve on the LAC, how the secretariat should work and what professional back-up the social partners require. Thus government proposes to strengthen the capacity of the LAC to make it more influential, rather than changing structures (Verification workshop, 3 October 2012).

The Decent Work Country Profile has not been established despite Namibia not having comprehensive and up-to-date wage statistics. There was discussion among the Social Partners about the perceived “need” and costs involved for such a decent work profile. However, the validation workshop identified a strong need for such a profile and expects the DW steering committee to commission a decent work country profile soon (Validation workshop, 3 October 2012).

Table 14: Scoring template for outcome 10: Tripartism and strengthened labour market governance contribute to effective social dialogue and sound industrial relations

Performance area	Rating	ILO country office comments	Constituents comments
A. Resource adequacy	3	Tripartism is institutionalised and funded by the Ministry; ILO is willing to support activities	LAC is under-resourced and cannot carry out activities (beyond occasional meetings)
Evaluators comment			
B. Delivery of outputs	3	Discussions on usefulness of Labour Advisory Council; TUCNA requested a study	Unions are critical of the LAC and want a NEDLAC-type structure; Government prefers an improved LAC
Evaluators comment: Social dialogue institutions were not strengthened despite some debate; views of government and unions differ significantly			
C. Use of outputs by partners/target groups	3	TUCNA wants to use study to propose new social dialogue structures	NUNW was the only recognised union federation for years but now TUCNA plays an important role.
Evaluators comment			
D. Progress made (against outcome indicators)	2	Slow progress	Government reluctant to fundamentally change the role of the LAC; Labour disputes are not always adequately dealt with by the Office of the Labour Commissioner; At times hostile labour relations
Evaluators comment			
E. Emerging risks and opportunities	4	The study requested by TUCNA could lead to tripartite discussions about the best social dialogue structures for Namibia	Unions and employers share concerns over limited role of the LAC and prefer a more powerful institutional body
Evaluator's comments:			
Total score	15		

Additional areas of work

Namibia has ratified ILO Convention No. 100 (Equal Remuneration Convention) but very little concrete work has been done in this field (Verification workshop, 3 October 2012). There is no specific regulation of labour practices by foreign companies that invest in

Namibia but they are bound by national laws and regulations. In practice, however, violations frequently occur, for example in the construction industry, at labour hire companies, in the security industry as well as in agriculture and amongst domestic workers. In 2012, Namibia established its first wage commission to investigate conditions experienced by domestic workers and to make recommendations for a minimum wage. The commission's work was supported by the ILO but most funds have been made available through the Ministry's own budget. The Wage Commission, headed by former Deputy Prime Minister, Dr Libertine Amadhila, is expected to present its report in early 2013.

Namibia has taken significant steps towards the elimination of worst forms of child labour with research being carried out and inter-agency collaboration being improved to ensure that this issue is tackled holistically once children are removed from work sites. The Ministries of Gender and Child Welfare, Safety and Security, Education and Labour are all working together to provide shelter, care and education for such children.

Conclusion and Recommendations

The DWCP is relevant to Namibia's current development needs and was developed based on consensus between government, business and labour. During the first two years of implementation, Namibia's DWCP has undoubtedly achieved some significant successes. These were not limited to Namibia alone, as the work around the DWCP priorities also seem to have helped the ILO specialists in Pretoria to work together. Namibia's DWCP programme links with existing continental and regional initiatives and has become the main vehicle for ILO support to the country.

Strategic partnerships around the DWCP could be significantly improved, particularly around cross-cutting issues like the creation of productive and decent jobs. Currently labour issues are still seen as the domain of the Ministry of Labour while employment creation is seen to be falling under the National Planning Commission and the Ministry of trade and Industry. Closer co-operation between those state agencies would enhance the possibilities of creating more and decent jobs.

Overall, the main achievements were the work on a new employment policy and a broad co-operation of various stakeholders in the decent work steering committee and sub-committees. These structures encouraged stakeholder participation across Ministries and traditional tripartite constituents. They created platforms for different role players to work together and thus helped to some extent to overcome the fragmentation experienced in other policy areas.

Thus far, the implementation of the DWCP was slower than anticipated due to time-consuming consultations with various stakeholders and at times a lack of urgency. Capacity constraints were visible amongst workers' organisations but also amongst employers. On the other hand, making the DWCP the main vehicle for ILO support to Namibia has been very successful in creating linkages between different activities and stakeholders. The support rendered by the ILO Pretoria Office is highly valued in Namibia. Treating DWCP-related activities as part of the core functions of the Ministry of Labour has enhanced the programme's success although the DWCP is generally poorly known in Namibia.

Progress has been made to varying degrees. Outcome 1 (access to productive and decent employment) is cross-cutting and will only be measurable over several years. However, a new employment policy was drafted and employment creation is a key target of NDP 4. Outcome 2 (skills development) is still lacking in terms of practical implementation while outcome 3 (sustainable enterprises create productive and decent jobs) cannot be sufficiently assessed at present due to the lack of comprehensive and up-to-date data. This is likely to improve through the new, annual labour force surveys.

Outcome 4 (effective workplace response to HIV/AIDS) has achieved significant success due to fruitful co-operation of various actors from government, business, NGOs and labour.

Outcome 5 (improved safety and health at work) has not yet been achieved but preparatory steps have been taken while outcome 6 (better social security benefits) has partially been achieved through improved maternity leave benefits while national pension and medical benefits are envisaged to be introduced in the near future.

Outcome 7 (effective labour administration and services) is in progress as labour inspectors were trained and a needs assessment was being conducted. Outcome 8 (strong employers organisations) has seen slow but steady progress with the NEF membership increasing and the services to members improving through the OSH desk. Outcome 9 (strong and independent workers organisations) has not been achieved due to deep divisions within the Namibian labour movement. The NUNW in particular is plagued by internal conflicts while TUCNA has steadily improved its capacity and contribution to the DWCP.

Outcome 10 (strengthened tripartism and effective social dialogue) is contested as unions in particular (but also employers) are critical of the current tripartite Labour Advisory Council. TUCNA has started to explore alternative arrangements for social dialogue while employers support an LAC with a stronger mandate. Government proposes to maintain a strengthened LAC.

Recommendations

1. The ILO should maintain its focus on inclusive co-operation between stakeholders, including several ministries, employers, labour, informal economy associations and relevant NGOs as well as international agencies. Creating such a broad forum for debate of developmental issues relating to the DWCP will help to overcome the trend towards the “compartmentalisation” of programmes. A broad forum will also be appropriate to discuss contested policy areas of competitiveness and labour flexibility.
2. ILO programmes are most effective if they are locally owned and driven and if local capacity exists to do so. DWCP progress has at times been slow due to local capacity issues and this should be systematically addressed in the next 2 years. Support to constituents (especially labour) to build their capacity is therefore crucial and should be intensified as a precondition for the speedy and effective achievement of DWCP goals.
3. The incorporation of the DWCP into the mainstream programmes of the Ministry of labour has been a very successful strategy in Namibia and should also take place amongst business and workers’ organisations. This would “mainstream” the DWCP as a core ingredient of all labour stakeholders in Namibia.
4. The ILO’s tripartite structure is both a strength and a weakness. The strength is to bring key constituents together but their interests may differ as has been shown in the debate on the Labour Amendment Act 2012. Internally, the ILO should develop mechanism for collaboration to tackle cross-cutting issues in a holistic way without specialists being tempted to focus on their particular area only. Practically, this

could entail the establishment of small team of advisors and experts to deal with broad policy areas like employment creation.

5. Differences views exist in Namibia on the question of the most suitable institutional arrangement for social dialogue. TUCNA in particular has proposed a NEDLAC-type arrangement while employers and government are more inclined towards a strengthened LAC. The ILO should encourage and facilitate open discussions on the best possible social dialogue structures in Namibia, drawing from applicable continental and regional experiences.
6. The ILO should continue to support Namibian initiatives like improved annual labour force surveys which will greatly enhance the labour market information system. Local capacity already exists in this area but the ILO could provide additional assistance on request. Likewise, the ILO is one of the key partners in widening social protection to include a national pension fund, medical care, unemployment benefits and coverage for the informal economy. The ILO is ideally placed to provide international best case practices that could be of relevance to Namibia.
7. The HIV-AIDS initiatives of the past years are beginning to show results and both the ILO and GIZ should continue with their current support for the various initiatives taken by government, employers, unions and NGOs. Establishing a network as done by NABCOA seems the best way to co-ordinate efforts and to utilise resources efficiently.
8. The current initiatives of the MoLSW regarding safety and health conditions at work deserve ongoing support and the improved as well as expanded labour inspections should translate into visible improvements at workplaces in the next 2 years.
9. The database of the SSC should be used for monitoring progress, including an annual analysis of coverage and benefits rendered with particular emphasis on gender and historically excluded groups like those in SMEs and the informal economy.

Key Lessons:

1. It is crucial that the priorities are agreed upon by all social partners at the design stage
2. The integration of the DWCP into the core activities of the Ministry of Labour is key to the success of the programme. Also, DWCPs must speak to the actual concerns of business and labour.
3. Capacity-building components for social partners are important to ensure their meaningful participation in the DWCP
4. Collaboration between various government agencies is critical to ensure the successful implementation of the DWCP.

Annex 1: Summary Terms of Reference

The purpose of the review is to improve programming and implementation and ensure internal and external accountability. The review is expected to provide:

- a summary of results and achievements per each of the priority areas
- documented good practice examples or success stories
- an analysis of relative effectiveness under each DWCP priority/outcome and areas for improvement
- overall lessons learned
- recommendations for the rest of the DWCP period

The objectives of the CPR are to:

- Review the appropriateness and adequacy of DWCP design
- Examine the progress made so far to achieve the outcomes
- Examine the usefulness of the strategies, partnerships and the constraints to be addressed, including the practical application of gender mainstreaming
- Identify the major challenges, weaknesses and strengths of the SDWCP;
- Determine extent of linkages between DWCP outcomes and outputs and the Decent Work Agenda for Africa (DWAA) and the national development plan;
- Identify lessons learned and propose recommendations for the remaining period of the programme

The information will be used by ILO Pretoria Office, constituents as well as key counterparts and Implementing Partners.

Review Questions

The following questions are expected to be answered by the DWCP Review

A. Relevance and coherence of the DWCP

- Is the DWCP contributing to the achievements of the targets set in the DWAA?
- To what extent the DWCP addresses the national development priorities as stated in the National Development Plan/ PRSP and constituents priorities and UNDAF?
- Was the DWCP formulation process participatory?

B. Tripartite constituents' capacities

- Have the tripartite constituents' resources and efforts been organized towards supporting the delivery of DWCP outputs/outcomes? What resources are committed towards the DWCP?
- Do the tripartite constituents effectively use available linkages to promote the DWCP and participate in the resource mobilization for the DWCP?

C. ILO's capacity, comparative advantage and efficiency

- Is the ILO's work directly supporting national partners to address priorities for decent work in the country?
- Does the ILO work with the constituents within the context of a larger national effort, contributing where they have voice, interest and comparative advantage?
- Is the DWCP receiving adequate administrative, technical and - if needed - political support from the ILO office (field technical specialists (Pretoria), ROAF and the responsible technical units in headquarters)?
- Is resource mobilization being carried out effectively and efficiently?

D. Partnership, strategies and inter-agency relations

- Is the management and governance arrangement of the DWCP adequate? Is there a clear understanding of roles and responsibilities by all parties involved?
- Do national constituents support the strategies and take responsibility for ensuring the expected outcomes of the collaboration as spelled out in the DWCP?

E. Managing for results

- Did the programme define clear outcome-level results and indicators against which it can be assessed? Do outputs causally link to the intended outcomes that in turn link to the DWCP priorities?
- Are the available technical and financial resources adequate to implement the DWCP implementation plan?
- How effectively the DWCP management monitored programme performance and results? Is a monitoring & evaluation system in place and how effective is it? Is relevant information systematically collected and collated? Is the data gender sensitive and disaggregated by sex?

G. Progress made on tangible outcomes

- Were outputs produced and delivered so far as per the DWCP Implementation Plan work plan? Has the quantity and quality of these outputs been satisfactory? How do the stakeholders perceive them? Do the benefits accrue equally to men and women?
- Are the activities being implemented in accordance with the DWCP? If not, why?
- What was the contribution of the RBSA funding towards achieving the CPOs/ DWCP Outcomes
- What outputs have been produced and delivered? To what extent do the outputs contribute or used by partners to the achievements of the outcomes?
- What progress has been made towards achieving the outcome?
- What is the contribution of the national partners and the ILO to achieve the outcomes?
- What are emerging risks and opportunities?

H. Knowledge management and sharing

- Is information being shared and readily accessible to national partners?
- Are national knowledge networks and knowledge bases being used and strengthened?

I. Lessons learned

- What good practices can be learned from the programme that can be applied in the next DWCP and to similar DWCPs in Africa?
- What should have been different, and should be avoided in the next DWCP

The review will cover all activities carried out under the Decent Work Country Programme during 2010-2012, including the RBSA-funded CPOs (e.g. NAM126, NAM 127).

Annex 2: The Decent Work Agenda for Africa (DWAA) - checklist

Target 1: Mainstreaming decent work into national, regional and international development strategies

- 1.1 Member States mainstreamed decent work into poverty-reducing development strategies/ national development plan? When? How?*
- 1.2 Member state adopted national targets for the creation of sufficient decent jobs to absorb new labour market entrants? When? How?*
- 1.3 The numbers of working poor reduced by half in the country. Baseline (Number of working poor in 2006 or 2005 or 2004), number of working poor in 2010?*
- 1.4 Country has DWCP? When? Status of DWCP? Approved, drafted,*
- 1.5 Participation of constituents in the development, implementation, monitoring and evaluation of the programmes*
- 1.6 Participation of constituents in mobilization of the necessary resources for the DWCP*
- 1.7 ILO's concrete collaboration with partner agencies in the UN and multilateral systems to integrate the decent work approach into policies and programmes for the achievement of the MDGs. With which partner, how?*
- 1.8 Use of the Toolkit for Mainstreaming Employment and Decent Work in the country*

Target 2: Investing in enterprises and decent work opportunities in Africa

- 2.1 Member state adopted integrated strategies for sustainable enterprise development and the generation of decent work opportunities, with a special focus on assisting women entrepreneurs.*
- 2.2 The strategy includes targets for the registration of at least half of all enterprises currently operating informally.*
- 2.3 The strategy includes the creation of enabling environment, measures to improve the investment climate, macroeconomic stability, respect for workers rights, and good governance.*
- 2.4 Member state has policies that promote MSMEs and women's participation and entrepreneurship.*
- 2.5 Multinational corporations investing in the member state abide by the provisions of the Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy, and are linked to the local supply chains in order to provide decent work.*

Target 3: Decent work for Africa's youth

- 3.1 Country has adopted national policies and programmes to respond to the rapid and large rise in the numbers of young jobseekers and aimed at ensuring that sufficient decent work opportunities are available to bring a fall in the numbers of young unemployed workers and the working poor.*
- 3.2 The adopted policies and/or programmes is leading to a significant reduction in the current youth unemployment rate*

3.3 Country unemployment rate for youth by sex (2005, or, 06), current unemployment rate for youth (2009?)

Target 4: Closing the skills gap

- 4.1 Member States critically review and implement, with the involvement of the social partners, national policies and strategies for education and training for all to facilitate their (re)integration into the labour market, as well as establish mechanisms for their implementation at national, regional, local and sectoral and enterprise levels.*
- 4.2 The national strategy include annual targets for the provision of free universal primary education,*
- 4.3 National strategy/policy include (re)training opportunities for the working poor, especially young people and women, with the aim of ensuring that the workforce has obtained new or improved skills*

Target 5: Social inclusion through job creation for conflict prevention and reconstruction

- 5.1 All reconstruction and recovery programmes in the country are discussed among the constituents*
- 5.2 All reconstruction and recovery programmes in the country incorporated local economic development and employment-intensive investment approaches with a strong emphasis on building effective and accountable institutions for the world of work and for economic and social governance in general.*
- 5.3 If the country is recovering from conflict, equal emphasis is in place on investing in the social as well as the physical infrastructure.*

Target 6: Investing in a basic social protection package for poverty reduction

- 6.1 The country has adopted coherent national social security strategies, including for the introduction or extension of a basic social security package that includes*
 - 6.1.1 essential health care,*
 - 6.1.2 maternity protection,*
 - 6.1.3 child support for school-age children,*
 - 6.1.4 disability protection and*
 - 6.1.5 a minimum pension.*

Target 7: Tackling the HIV/AIDS crisis through workplace action

- 7.1 Country has national HIV/AIDS strategies to ensure that the workplace contributes to the overall objective of achieving universal access to prevention, treatment, care and support.*
- 7.2 There is at least one DWCP outcome to address the problem of work place HIV/AIDS issues*

Target 8: Implementing labour standards at the workplace

- 8.1 Member States has developed programmes for the improvement of working conditions, with specific national targets for
 - 8.1.1 reducing noncompliance with laws concerning hours of work and minimum pay,
 - 8.1.2 the reduction of occupational accidents, diseases and days lost to illness and accidents per worker, and
 - 8.1.3 a progressive increase in the number of labour inspectors in relation to workers.

Target 9: Tripartism as a key governance mechanism for inclusive poverty-reducing growth

- 9.1 Country establishes or further develops tripartite social dialogue institutions.
- 9.2 RECs establish or further develop tripartite social dialogue institutions.
- 9.3 New or existing mechanisms for tripartite social dialogue are fully utilized by the government in the preparation and implementation of DWCPs and national development strategies.
- 9.4 Capacity of labour administration institutions such as employment services, labour inspectorates and the agencies responsible for gathering labour market information strengthened

Target 10: Freedom of association: Lifeblood of the ILO and a foundation for democracy

- 10.1 Country adopted legislation to guarantee the rights to freedom of association and collective bargaining through effective and speedy administrative and judicial appeals and procedures.
- 10.2 ILO has systematically examined the constraints on freedom of association and collective bargaining and developed programme that would bring practice into conformity with ILO Conventions.

Target 11: Effective implementation of fundamental principles and rights at work

- 11.1 Universal continent-wide ratification of Conventions by the country (list all the conventions ratified by the country)
- 11.2 Evidence of better implementation of ratified Conventions and greater effective respect for fundamental principles and rights at work in the country

Target 12: Getting Africa's children into school and out of work

- 12.1 Country prepared time-bound national action plans for the elimination of the worst forms of child labour by 2015.

- 12.2 Time bound action plans form an integral part of national development strategies in order to ensure close coordination between education programmes, measures to combat HIV/AIDS and its economic and social impacts, and the implementation of labour laws on the minimum age for employment.
- 12.3 Time bound action plan supported by the ILO's DWCPs.
- 12.4 Time bound action plan implemented by stakeholders and achieve tangible results (examples are required)

Target 13: Rooting out the remnants of slavery

- 13.1 Country adopted national action plans to eradicate all forms of **forced labour** by 2015 as part of DWCPs and their development plans.
- 13.2 Country implemented the national action plans to eradicate all forms of forced labour

Target 14: Eliminating discrimination in employment:

- 14.1 Country put in place anti-discrimination legislation
- 14.2 Country adopted policies to promote equality of opportunity and treatment in respect of employment and occupation.
 - 14.2.1 The policies targeted an increase by 10 per cent in the labour market participation rate of women and a 25 per cent reduction in wage differentials.
- 14.3 Country developed and implemented programme to address anti-discrimination

Target 15: Escaping the informal economy trap

- 15.1 Country adopted strategies to formalize the informal economy and extend protection to informal economy workers.
- 15.2 Strategy integrated, among other things, policies for the increased registration of informal businesses, skills development, improved and safer working conditions, the extension of social protection coverage and the encouragement of freely chosen associations of informal economy workers and employers.

Target 16: A fair deal for Africa's migrant workers

- 16.1 Country has policies to ensure that migrant workers have regular, authorized status and are fully protected by the labour legislation of the host country and granted equal treatment and opportunities.

Target 17: Improving information for better policies (LMIS)

- 17.1. Member State is able to generate basic annual data on the size and composition of the workforce.
- 17.2. Member States have mechanisms in place to produce labour market information and statistics for the monitoring of progress on the core dimensions of the Decent Work Agenda.
- 17.1. LMIS is a priority outcome/output in the DWCP.

Annex 3: List of interviews conducted

Sipho Ndlovu, ILO Senior programme Officer, 8 August 2012

Karl Pfeffer, ILO Associate Expert , 8 August 2012

Simphiwe Mabhele, ILO HIV-Aids specialist, 8 August 2012

Inviolata Chinyangarara, ILO Workers specialist, 8 August 2012

Limpo Mandoro, ILO Social Dialogue and Labour administration specialist, 8 August 2012

Luis Frota, ILO Social Security specialist, 8 August 2012

Christina Holmgren, ILO international labour standards specialist, 8 August 2012

Frank Muchiri, Occupational Health and Safety specialist, 8 August 2012

Joni Musabayana, ILO Deputy Director, Pretoria Office, 23 August 2012

Christo Horn, former deputy director, international relations, MoLSW, 14 August 2012

Elias Manga, NUNW President, 31 August 2012

Mahongora Kavihuha, TUCNA General Secretary, 16 August 2012

Paulus Hango, TUCNA president, 6 September 2012

Tim Parkhouse, NEF General Secretary, 17 August 2012 and 9 October 2012

Victor Fritzen, GIZ Development Advisor, 28 August 2012

Hilma Shindondola-Mote, LaRRI Director, 31 August 2012

Albius Mwiya, Deputy Director: Employment Services, MoLSW, 3 September 2012

Peter van Wyk, CEO, NACOA, 10 September 2012

Annel Endjala, Chief Labour Relations Officer & Co-ordinator of HIV and Wellness Programmes, MoLSW, 12 September 2012

Uahatjiri Banda Ngaujake, Manager: research and Development, SSC, 14 September 2012

Cons Karamata, Officer: research and Development, SSC, 14 September 2012

Andries Smit, Director: Labour Services, MoLSW, 25 September 2012

Sebastian Kapeng, Chief Inspector: Machinery, MoLSW, 25 September 2012

Paulus Angula, Economic Policy Advisor, NPC, 25 September 2012