

**FINAL MDG-F JOINT PROGRAMME  
NARRATIVE REPORT**

<b>Participating UN Organization(s)</b>	<b>Sector(s)/Area(s)/Theme(s)</b>
( indicate the lead agency)	Culture and Development
UNESCO (Lead Agency)	- Cultural Tourism
UNEP	- Local Economic Development
ILO	
UN-HABITAT	

<b>Joint Programme Title</b>	<b>Joint Programme Number</b>
Sustainable Cultural Tourism in Namibia	MDGF-1710

<b>Joint Programme Cost [Sharing - if applicable]</b>	<b>Joint Programme [Location]</b>
<b>[Fund Contribution]:</b> USD 6 000 000.00	<b>Region (s):</b> Southern Africa
<b>Govt. Contribution:</b> USD In kind support	<b>Governorate(s):</b> Government of the Republic of Namibia
<b>Agency Core Contribution:</b> In kind support	<b>Region (s):</b> Hardap, Omaheke, Kavango, Caprivi, Omusati, Kunene, Erongo, Oshikoto, and Otjozondjupa
<b>Other:</b>	
<b>TOTAL:</b> USD 6 000 000.00	

<b>Final Joint Programme Evaluation</b>	<b>Joint Programme Timeline</b>
<b>Final Evaluation Done</b> X Yes No <input type="checkbox"/>	<b>Original start date :</b> 19 February 2009
<b>Evaluation Report Attached</b> X Yes No <input type="checkbox"/>	<b>Final end date:</b> 19 February 2012
<b>Date of delivery of final report</b> 30 March 2013	<b>Extension Date:</b> 18 February 2013

**Participating Implementing Line Ministries and/or other organisations (CSO, etc)**  
 Ministry of Education; Ministry of Environment and Tourism; Ministry of Mines and Energy; National Planning Commission; Ministry of Regional Local Government and Housing and Rural Development; Ministry of Youth National Service Sports & Culture (MYNSSC); Namibia Association of Community-based natural Resources Management Organizations (NACSO); Namibia Community-based Tourism Association (NACOBTA); Polytechnic of Namibia; University of Namibia; Museum Association of Namibia; National Archives; National Heritage Council; National Theatre of Namibia; National Institute



**Report Formatting Instructions:**

- Number all sections and paragraphs as indicated below.
- Format the entire document using the following font: 12point \_ Times New Roman.

**I. PURPOSE**

- Provide a brief introduction on the socio economical context and the development problems addressed by the programme.

Tourism plays a pivotal role in the Namibian economy, with the tourism industry employing 18% of the national workforce (2007) and the country ranked as the world's fourth fastest growing tourism economy in 2007. However, two major obstacles stand in the way of sustainable tourism development: first of all, the unequal distribution of officially recognized cultural heritage resources, which threatens the country's cultural identity and prevents most of the population from tapping into the tourism sector; and secondly, the history and cultural heritage of most communities in Namibia which is not recognized and included as part of the rich national heritage repositories. One of Government's key goals is to create a "tolerant society that is proud of its diversity" (p. 41 of *Vision 2030*). In light of the above manifested unevenness in the types of heritage sites and products acknowledged and promoted in Namibia, the JP in recognizing the need has redressed this situation to a large extent by supporting the Government of Namibia in fostering cultural tourism as a vehicle for economic development at the community level.

The JP has provided the vehicle and policy options to enable the government improve the living conditions of indigenous and rural communities by harnessing their wealth of unrecognized cultural heritage. In that regard, the JP has not only promoted both the tangible and intangible cultural heritage of those marginalized groups but built their capacities in cultural tourism and cultural industries. Special focus was put on training local community members and supporting Small and Medium Sized Enterprises (SMEs), on building institutional capacities to integrate cultural and natural heritage in development policies and interventions as well as mainstreaming environment into cultural/natural heritage activities. The JP further provided policy options for mainstream HIV/AIDS, gender and other cross cutting issues in interventions aimed at promoting cultural tourism in Namibia.

- List joint programme outcomes and associated outputs as per the final approved version of the joint programme Document or last agreed revision.

**JP Outcome 1:** Knowledge and capacity base enhanced, heritage identified and safeguarded

**JP Outputs:**

**Output 1.1:** Knowledge base and information -sharing portal development, baseline on tangible and intangible heritage and training.

**Output 1.2:** Identification of new heritage sites.

**Output 1.3:** Identification and documentation of legal, cultural and community barriers between cultural tourism and poverty reduction

**Output 1.4:** Identification of pilot sites for implementation and replication

**JP Outcome 2:** Livelihoods are mainstreamed into sustainable cultural policies and standards are made compatible with expected cultural tourism

**JP Outputs:**

**Output 2.1:** Harmonization and publicizing of relevant policies and Legislation on tangible/intangible heritage and customary laws.

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

**Output 2.3:** Strengthening governance of Namibia's Geopark programme.

**JP Outcome 3:** In pilot sites, social development is integrated in cultural policies to reduce poverty among poor communities, improve their livelihoods and further empower women

**JP Outputs:**

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

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

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

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

**Output 3.5:** Support the establishment and management of a Geopark.

- c. Explain the overall contribution of the joint programme to National Plan and Priorities

The Namibia Culture Joint Programme on "*Sustainable Cultural Tourism in Namibia*" made positive contribution to the Namibian government through support for the acceleration of the attainment of the Millennium Development Goals as follows: Goal 1 "eradication of extreme poverty and hunger"; MDG Goal 3 "promote gender equality and empowerment of women"; MDG Goal 6 "Combat HIV/AIDS, Malaria and other diseases"; and MDG Goal 7 "Ensure environmental sustainability".

The fund supported Namibia's national priorities as stipulated in Vision 2030 and the National Development Plan (NDP3 and 4), National Heritage Act of 2004, Community Based Natural Resource Management (CBNRM), the Environmental Assessment Policy (EAP) for sustainable development and environmental conservation) which are all aimed at achieving the goals of the National Poverty Reduction Action Plan (NPRAP).

- d. Describe and assess how the programme development partners have jointly contributed to achieve development results

Bringing different players under a joint programme maximizes on the different skills sets and optimizes synergies. The JP was more efficient in turning resources into results with the agencies and national stakeholders working together than single agency intervention would have been, despite the challenges in implementing as a Joint Programme.

*Harnessing comparative advantages and synergies of different agencies*; although there remained challenges towards meeting this objective, the JP enabled agencies to work together in a more coordinated manner than previously done. In each of the JP Outputs of the Implementation framework, activities were carried out jointly by more than one agency, with each focusing on a specific area.

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

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

**UNEP**, as the principal UN body in the field of environment that promotes the coherent implementation of the environmental dimension of sustainable development within the UN system and serves as an authoritative advocate for the global environment promoted the mainstreaming of environment into cultural tourism through supporting the government (in particular, MET) to more effectively integrate and implement the principles of cultural/natural diversity into sustainable development policies and activities by promoting environmental sustainability at cultural and natural sites and empower the local communities in the management and ownership of cultural and natural heritage sites in this regard. To this end, environment management plans were developed and assimilated by the government to assist in any future cultural tourism developments.

The main roles and responsibilities of **UN-Habitat** derived from the Habitat Agenda (Habitat II, Istanbul 1996) and aims to bring together all spheres of government, civil society and the private sector by strengthening partnerships for promoting sustainable urban development. The major role for UN-Habitat in this JP was to facilitate strong working relations between Habitat Agenda partners – particularly National Habitat Committee, civil society, private sector, local authorities and Ministry of Regional and Local Government, Housing and Rural Development (MRLGHRD) in the implementation of the selected projects and help align efforts to achieve sustainable urbanization-related objectives.

The **International Labour Organization (ILO)** is the tripartite UN agency that brings together governments, employers and workers of its member states in common action to promote opportunities for women and men to obtain decent and productive work, in conditions of freedom, equity, security and human dignity.

To boost employment opportunities among the ultimate MDG-F programme beneficiaries, ILO used the Local Economic Development (LED) approach to capacitate the community through local intermediary organisations and offer trainer development and product development support. In collaboration with Ministry of Trade and Industry, the ILO trained government ministry officials in the Start and Improve Your Business package, to enable them to train local communities at pilot sites to leverage their cultural heritage for economic gains.

## II. ASSESSMENT OF JOINT PROGRAMME RESULTS

- a. Report on the key outcomes achieved and explain any variance in achieved versus planned results. The

narrative should be results oriented to present results and illustrate impacts of the pilot at policy level)

The JP created a structured interaction amongst cultural stakeholders over an extended period of time including ministries, national government institutions, regional & local government and community representatives. These stakeholders addressed issues ranging from the enabling environment for sustainable cultural heritage utilisation to practical, project oriented interventions and training. The concept of Intangible Cultural Heritage (ICH) has formally been operationalized in the country through the establishment of a system to capture & record ICH and the sharing of these elements that hold potential economic value. The website of the NHC forms a good database and marketing tool for heritage promotion and utilisation. Several publications on (cultural) heritage have been produced, notably the “Consuming Culture: Marketing Namibia’s Cultural Tourism Products as well as the heritage handbook for Namibia titled “Our Heritage, Our Pride”. The expansion of the Heritage Hunt inventory has produced a detailed, practical document that basically identifies sites for development replication and diversification.

The structure of JP delivery enabled a decentralised approach of project implementation empowering regional and local stakeholders in Namibia to take ownership of project modalities including implementation control and disbursement of funds. With cultural stakeholders predominantly found at national (head office) level, the JP managed to put cultural heritage utilisation on the development agenda of regional & local stakeholders, including communities who were also exposed to practical income generating opportunities. The implementation of Joint-programme principles brought together a multitude of stakeholders at national and international level creating linkages and communications channels likely to be sustained beyond the programme cycle. For instance, local craftsmen and women created linkages with national and international promoters; partnerships created with international trainers (i.e. Intangible Cultural Heritage UNESCO recognized trainers as well as the ILO certified trainers on the Start Your Own Cultural Business and related concepts).

Advanced skills were developed through formal training efforts for some senior technical individuals in the cultural sector of the country and the ‘Start Your Cultural Business’ training efforts has exposed about 165 of entrepreneurs and potential entrepreneurs to the entrepreneurial opportunities around (cultural) heritage utilisation across the country. Technical skills training in tanning also helped to increase consumer confidence in the Duineveld Tannery and thereby improve the financial standing of the enterprise. Knowledge and skills of selected Local Management Committee members were strengthened regarding financial, operational and cultural management of cultural heritage sites were achieved through the Leadership and Governance Training.

The capacity and coordination of the Ministry of National Youth Service, Sport and Culture (MYNSSC) and Ministry of Trade and Industry (MTI) was improved to strengthen the support of cultural heritage sites with a view to ensure sustainability beyond the timeframe of the MDG-F on cultural tourism and through the Governance and Leadership training. Twenty three (23) selected members of the pilot sites achieved a common approach on professional issues of organising and administering activities at cultural sites through the tour guides training.

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

Overall, it must be concluded that although the JP has not achieved its overarching aim towards

operationalizing benefit creation from cultural heritage, it has achieved a substantial strengthening of the enabling environment for cultural heritage utilisation and created the platform to ensure such benefits can occur in the future.

- b. In what way do you feel that the capacities developed during the implementation of the joint programme have contributed to the achievement of the outcomes?

The Heritage Hunt Programme, inventorying of intangible cultural heritage (ICH) elements development of cultural tourism pilot sites, and development of environment management plans have contributed to strengthening local and regional capacities in the area of cultural and natural heritage..

Indeed, traditional authorities and regional councils were provided with technical on-the-job training to undertake the identification and documentation of all sites with heritage significance in their respective regions. Moreover, in view of promoting ICH assets, 60 local community members were trained in recognizing and documenting ICH elements. Furthermore, 24 people were trained in community based tour guiding to help local communities reap the benefits of cultural tourism. In particular, locals were empowered to become interpreters and village tour guides, and support was provided for 45 artisans and cultural entrepreneurs both to establish Small and Medium Sized cultural Enterprises (SMES) and to produce and sell quality products in cultural centres. Furthermore, 108 members of Local Management Committees across the JP’s 9 targeted regions also received trainings in various areas.

At the same time, it is important to note that the JP has also benefited the Government and cultural institutions by building institutional capacities to integrate cultural and natural heritage in development policies in interventions. For instance, the Government has benefited from improved cultural policy-making capacity (110 stakeholders trained in cultural and natural heritage policy development and implementation), support in implementing the UNESCO 2003 Convention on the Safeguarding of the ICH (through consultation meetings, the inventorying of ICH elements and the review of the 2004 National Heritage Act) and in developing cultural tourism (through the ongoing development of pilot sites and production of strategic tools), as well as assistance in incorporating cultural elements into the education system. Finally, the establishment of a National Website on cultural and natural heritage will also benefit all actors in the culture sector seeing as it is solid foundation for future culture related interventions.

- c. Report on how outputs have contributed to the achievement of the outcomes based on performance indicators and explain any variance in actual versus planned contributions of these outputs. Highlight any institutional and/ or behavioural changes, including capacity development, amongst beneficiaries/right holders.

The Joint Programme comprises 3 outcomes with various outputs as follows:

<b>OUTCOME 1</b>	<b>KNOWLEDGE AND CAPACITY BASE ENHANCED, HERITAGE IDENTIFIED FOR MANAGEMENT AND SAFEGUARDING</b>
Indicators	Due to the nature of the projects proposed in this window for culture and development, the required baseline data that could serve as indicators for the JP are not available, since there is no research so far carried out in this area.
Interventions	Preserving and promoting tangible heritage, safeguarding and promoting intangible cultural heritage and supporting the development of legal instruments for copyright and neighbouring rights including the protection of indigenous knowledge and practices
JP Achievements	<i>The JP made significant contributions towards improved knowledge and information sharing on both cultural and natural heritage. In this context, the following key results were achieved:</i>

	<ul style="list-style-type: none"> <li>• Identification and compilation of information and knowledge on cultural and natural heritage: <ul style="list-style-type: none"> <li>- 167 heritage sites identified and mapped through the Heritage Hunt Programme, with 10 officially proclaimed as National Heritage Sites in November 2011</li> <li>- Identification and inventorying of Intangible Cultural Heritage (ICH) elements, supported by the establishment of a National Steering Committee on ICH and an ICH Secretariat</li> <li>- Web-based Knowledge Management System and User Manual finalized and launched</li> </ul> </li> <li>• Capacity building and greater awareness of natural and cultural heritage: <ul style="list-style-type: none"> <li>- 19 professionals in the regions of Kunene, Omusati and Oshikoto trained in documenting ICH, and 60 stakeholders trained in inventorying ICH</li> <li>- 25 community members, community based organizations and NGOs sensitized on the sustainable use of cultural and natural assets</li> <li>- 22 stakeholders trained in cultural tourism and heritage management</li> </ul> </li> </ul> <p>Territorial Diagnosis and Institutional Mapping (TDIMS) were developed and shared with all pilot site stakeholders, enabling an improved knowledge and awareness regarding opportunities and threats for the sites. The TDIM's developed by ILO-MTI were used in all sites as part of the baseline information and development plans of the sites.</p>
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### **Output 1.1: Knowledge base and information-sharing portal development; baseline on tangible and intangible heritage and training**

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

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

### **Output 1.2: Identification of new heritage sites**

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

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

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

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

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

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

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

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

<b>OUTCOME 2</b>	<b>LIVELIHOODS ARE MAINSTREAMED INTO SUSTAINABLE CULTURAL POLICIES AND STANDARDS ARE MADE COMPATIBLE WITH EXPECTED CULTURAL TOURISM</b>
Indicators	Due to the nature of the projects proposed in this window for culture and development, the required baseline data that could serve as indicators for the JP are not available since there is no research so far carried in this area
Interventions	Promoting cultural rights in the SADC region and Promoting intangible cultural heritage and supporting the development of legal instruments for copyright and neighbouring rights including the protection of indigenous knowledge and practices
JP Achievements	Under this outcome, the JP has made positive contribution towards an improved legal and policy frameworks for the culture sector through: <ul style="list-style-type: none"> <li>• The review and harmonization of existing legislation on cultural and natural heritage: <ul style="list-style-type: none"> <li>- Consultation meetings for the implementation of the UNESCO 2003 Convention on the Safeguarding of the Intangible Cultural Heritage (ICH)</li> <li>- Recommendations made and approved to align the 2004 National Heritage Act with international instruments (a key recommendation</li> </ul> </li> </ul>

	<p>being the incorporation of ICH)</p> <ul style="list-style-type: none"> <li>• Improved policy frameworks for the culture sector: <ul style="list-style-type: none"> <li>- Strategic tools for cultural tourism development: National Strategy on Urbanization developed, Spatial Development Framework reviewed</li> <li>- Progress in incorporating cultural elements into the education system: national assessment of cultural gaps in secondary and tertiary education carried out</li> <li>- 110 stakeholders trained in cultural and natural heritage policy development and implementation.</li> </ul> </li> </ul>
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**Output 2.1: Harmonization and publicizing of relevant policies and legislation on tangible/intangible heritage and customary laws**

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

**Baseline:** Insufficient alignment of national heritage legislation & policies to international cultural heritage conventions; weak linkages between national and local policies resulting in a lack of harmonization between policy & legislative framework and customary laws; weak awareness in tourism industry on international standard tools for the protection of Tangible & Intangible Cultural Heritage.

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

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

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

**Output 2.3: Strengthening governance of Namibia’s Geopark programme**

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

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

<b>OUTCOME 3</b>	<b>IN PILOT SITES, SOCIAL DEVELOPMENT IS INTEGRATED IN CULTURAL POLICIES TO REDUCE POVERTY AMONG POOR COMMUNITIES, IMPROVE THEIR LIVELIHOODS AND FURTHER EMPOWER WOMEN</b>
Indicators	Due to the nature of the projects proposed in this window for culture and development, the required baseline data that could serve as indicators for the JP are not available since there is no research so far carried in this area.

Interventions	Promoting cultural rights in the SADC region and supporting the recognition of culture as poverty leverage. By 2010 identified pilot models selected by screening panel, aimed at reducing poverty are fully operational.
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## JP Achievements

In order to create favorable conditions aimed at fostering local employment and income opportunities and to more effectively fight HIV/AIDS in marginalized communities, the JP has invested in ongoing development of 11 cultural tourism pilot sites: 4 cultural villages (to showcase indigenous ICH); 3 cultural and interpretive centres (for the production of handicrafts and the presentation of living heritage); 2 cultural trails (linking sites and places of cultural/natural/historical significance), a Geopark (a nationally protected area containing important geological sites) and a tannery:

Below is a summary of key JP interventions at the above-mentioned pilot sites:

- Architectural plans, Management and Conservation policies and Territorial Diagnoses and Institutional Mappings (TDIM) completed for all sites
  - Baseline studies on existing legislation, policies and programmes relating to HIV/AIDS conducted to develop HIV/AIDS plans for all pilot sites, and training material designed for a HIV/AIDS campaign in the Geopark
  - Ongoing infrastructure development and training of local community members as interpreters and village tour guides
  - Partnerships and linkages with mainstream tour operators established at 2 sites, and marketing strategies and materials produced for 6 sites
- Cultural entrepreneurship fostered: 31 local community members trained in starting a cultural business through the Start Your Cultural Business (SYCB) course

The capacity of three (3) Duineveld Dune Tannery technical personnel was improved in producing quality products through the training in Tanning. The Training of Tanners helped to increase consumer confidence in the Duineveld Tannery and thereby improve the financial standing of the enterprise.

Knowledge and skills of selected LMC members were strengthened regarding financial, operational and cultural management of cultural heritage sites were achieved through the Leadership and Governance Training.

The capacity and coordination of the MYNSSC and MTI was improved to strengthen the support of cultural heritage sites with a view to ensure sustainability beyond the timeframe of the MDG-F on cultural tourism and through the Governance and Leadership training. 23 selected members of the pilot sites achieved a common approach on professional issues of organising and administering activities at cultural sites through the tour guides training.

Through several capacity building interventions, amongst others training of trainers, the JP saw over 18 government ministry officials participating in the Start and Improve Your Business package, to enable them to train local communities at pilot sites to leverage their cultural heritage for economic gains. Over 165 entrepreneurs and potential entrepreneurs have had access to the SYCB materials and participated in trainings at local pilot sites. Besides the SIYB programmes, about 70 people, inclusive of members of local management committees at pilot sites, regional and government ministries officials and selected members of pilot sites went through the apprenticeship programme, to strengthen capacities for efficient and effective governance and sustainability of the pilot sites.

The communities at Duineveld and King Nehale pilot sites were sensitized about economic opportunities in their regions and their capacities strengthened to plan for the implementation of projects through the LED support. The local institutions were supported to develop LED strategies and action plans for implementation of

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

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

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

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

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

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

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

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

*Baseline:* Weak networking with the national & international tourism market.

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

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

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

### **Output 3.5: Support the establishment and management of the Gondwanaland Geopark**

*Indicators:* Geopark established; % of small scale miners supported; Geopark business & management plans developed; # of local communities (at least 60% women & youth) trained as Geopark guides; # of

stakeholders reached with information on the Gondwanaland Geopark programme.

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

- d. Who are and how have the primary beneficiaries/right holders been engaged in the joint programme implementation? Please disaggregate by relevant category as appropriate for your specific joint programme (e.g. gender, age, etc)

The programme emphasized national ownership and participation of local communities, with particular emphasis on indigenous peoples in cultural heritage tourism activities based on three focus areas: [1] creating a knowledge base; [2] evaluating and creating awareness about legislation related to cultural heritage; and [3] developing pilot projects using the knowledge base and streamlined policies and legislation to improve livelihoods. The stakeholders' participation in the planning and management process has been identified as of paramount importance.

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

Another crucial intervention was the support of existing and the creation of new SMEs in cultural heritage at the local level that would guarantee local participation and sustainability of tangible and intangible cultural heritage; these are centered around the creation of pilot sites. As the field of cultural tourism is relatively new in Namibia and limited baseline studies are available from which empirical data on lessons learnt can be derived and from which data could be disaggregated.

- e. Describe and assess how the joint programme and its development partners have addressed issues of social, cultural, political and economic inequalities during the implementation phase of the programme:

Rural and indigenous communities empowered to benefit economically from sustainable income and employment opportunities related to their tangible and intangible heritage, following community-led interventions to map # of heritage sites, inventory Intangible Cultural Heritage (ICH) elements and develop cultural tourism pilot sites. Malnutrition addressed by contracting locals to help construct the pilot sites on a food-for-work basis (e.g. land clearing, construction of fences and infrastructure). Progress made in mainstreaming cultural elements in the national education system national by assessing cultural gaps in secondary and tertiary education and gender equality in cultural heritage related decision-making roles promoted by mainstreaming gender related issues in the promotion and protection of cultural heritage resources. It is expected that women's empowerment will be promoted in the cultural tourism pilot sites given that many cultural tourism activities are traditionally carried out by women.

Progress made in raising public awareness about HIV/AIDS prevention and addressing the tourism sector's vulnerability to the pandemic by conducting baseline studies on existing legislation, policies and programmes relating to HIV/AIDS, by developing HIV/AIDS prevention plans for the construction of the cultural tourism pilot sites, and by designing training material for a HIV/AIDS prevention campaign in the Geopark. Strengthened capacity of the Namibian Government to implement internationally

agreed environment-related development instruments through the organization of an awareness-raising workshop for Parliamentarians on Multilateral Environmental Agreements (MEAs). Local communities educated in water resource management and soon to benefit from access to safe drinking water and basic sanitation in the cultural tourism pilot sites. Greater public awareness about environmental sustainability among national stakeholders, civil society organizations and local communities following the dissemination of the outcomes of the Environmental Impact Assessments and Environmental Management Plans conducted for all pilot sites.

- a. To what extent and in which capacities have socially excluded populations been involved throughout this programme?

Local communities from previously disadvantaged communities, i.e. Himba and the San were fully involved in the design, implementation as well as during the monitoring and evaluation of the MDGF interventions at both Opuwo Cultural Village and Tsumkwe Cultural Village. The involvement of these groups was realised through their representations in the Local Management forums constituted to oversee the programme activities at local level.

- b. Has the programme contributed to increasing the decision making power of excluded groups vis-a-vis policies that affect their lives? Has there been an increase in dialogue and participation of these groups with local and national governments in relation to these policies?

The JP enhanced dialogue and partnerships among local, regional, national and UN partners as a result of the multi-stakeholder approach used for mapping heritage sites, inventorying ICH elements and implementing activities in pilot sites. Long-term partnerships fostered for work on ICH and other development issues in Namibia through the creation of a National Steering Committee on ICH. # of public-private partnerships created between the Namibian Government and private contractors to implement the JP activities, especially at pilot sites level.

- c. Has the programme and its development partners strengthened the organization of citizen and civil society groups so that they are better placed to advocate for their rights? If so how? Please give concrete examples.

No, this was not a particular focus area of the JP.

- d. To what extent has the programme (whether through local or national level interventions) contributed to improving the lives of socially excluded groups?

- Malnutrition addressed by contracting locals to help construct the pilot sites on a food-for-work basis (e.g. land clearing, construction of fences and infrastructure).
- Local community members trained on various relevant issues related to heritage management and job creation;
- Skills transfer in the area of Intangible Cultural Heritage inventorying and safeguarding;
- Improved skills in craftwork and optimum sales;
- Improved business and marketing skills.

- e. Describe the extent of the contribution of the joint programme to the following categories of results:

- a. Paris Declaration Principles

- Leadership of national and local governmental institutions
- Involvement of CSO and citizens

- Alignment and harmonization of procedures to the extent possible
- Collaborative approaches undertaken by several UN Agencies during formulation, implementation, monitoring and evaluation of the Culture JP
- Mix of resident and non-resident UN Agencies participating (Four UN Agencies in total, of which two were resident and two non-resident)
- Innovative elements in mutual accountability (justify why these elements are innovative)

The multi-stakeholder and bottom-up approach adopted by the JP enabled activities to be implemented in a participatory and inclusive manner, in turn favoring their sustainability beyond the life of the JP.

The community based approach adopted by the JP first of all fostered local ownership of the activities undertaken. As a result, local communities are committed to sustaining the activities to keep on reaping their benefits. For example, during an Annual Planning workshop held in Otjiwarongo from 30 January to 02 February 2011, regional councils formally agreed to include resources in their annual budget to support the pilot sites after the JP ends.

Moreover, the decision to empower regional councils with the responsibility to oversee the implementation of activities at pilot sites facilitated the creation of partnerships with other stakeholders involved in cultural tourism interventions in the targeted regions, given the councils' wide network of contacts among local communities, traditional authorities, community-based organizations, non-governmental organizations, civil society organizations, and other government structures at the regional level.

A National Steering Committee on Intangible Cultural Heritage (ICH) was also created to ensure the continued inventorying and safeguarding of ICH assets with the widest possible participation of relevant stakeholders (e.g. cultural and educational institutions, private sector actors and civil society organizations). The creation of the Committee will facilitate long-term partnerships for work in the field of ICH and on other development issues in Namibia.

In summary, the absence of an effective M&E system makes it difficult to measure the adherence and contribution to the Paris Declaration and Accra Principles.

#### b. Delivering as One

- Role of Resident Coordinator Office and synergies with other MDG-F joint programmes
- Innovative elements in harmonization of procedures and managerial practices (justify why these elements are innovative)
- Joint United Nations formulation, planning and management

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

In 2010, the PMC already identified a need for a recorded identification of significant collaboration amongst agencies in defining/exploring the inter-agency cooperation problem, coming up with solutions and finding innovative ways for implementation. It was proposed to constitute a forum to afford participating UN agencies an opportunity to think innovatively about approaches to enhance such collaboration and synergy-building.

Finally, the concept of delivery as one was significantly hampered by agency specific operational and administrative procedures. The lesson learned is that for 'Delivery as One' to be effective, it needs to be

clearly defined in the design, incorporated (and therefore enabled) at individual agency level and the role & responsibility of the Resident Coordinator's Office in relation to the UN Lead Agency, needs to be clearly defined and articulated.

The Resident Coordinator, as member of the JP's National Steering Committee, had a distinct leadership role and contribution to make in terms of the JP's formulation as well as policy decisions and oversight in relation to any changes made to the JP's outcomes and budget. This role, and perhaps dictated by the JP's design, was somewhat less strong within the JP's activities' monitoring and management phases, as the Programme Management Committee (PMC), both at Strategic and Technical levels, was assigned to oversee the operational and day-to-day management aspects of the JP's implementation, which was characterized by joint meetings, planning, monitoring and decision-making by all participating UN agencies and national partners to the extent possible.

### III. GOOD PRACTICES AND LESSONS LEARNED

- a. Report key lessons learned and good practices that would facilitate future joint programme design and implementation

The MDG-F experience in Namibia has generated significant innovation and knowledge about the role of culture for development in the country. Many lessons have been drawn, both in the field of culture and development, and in relation to concrete modalities for implementing the UN Reform. Such lessons, which were identified by the JP team in Namibia, relate both to processes (executive, operational, financial) used and to technical aspects of the JP. Examples of both are portrayed below:

***Adequate attention to programme design:*** an inception phase to guarantee proper planning and adequate consultations before implementation takes place was deemed crucial in order to avoid consultations during the implementation phase, which may result in significant delays in the implementation of activities as per the approved work plans. Moreover, the complexity of the subject matter and the volume of activities to be undertaken should be taken into consideration when determining the length of the implementation phase so that expected results can be achieved without compromising the quality and impact of the interventions. Finally, to prevent difficulties in implementing and monitoring pilot interventions, special attention should be paid to selecting a reasonable number of sites.

***Early recruitment of programme management personnel:*** Programme Management Unit personnel should be recruited during the design phase to ensure their full understanding of the JP and its expected results. Delaying the recruitment until after the implementation phase will negatively impact on the pace of implementation.

***Adopting flexible administrative processes:*** UN agencies are bound by different administrative rules and regulations. For that reason, JPs involving more than one UN agency should consider introducing a pool funding mechanism whereby funds are deposited in a single account and administered through a harmonized administrative arrangement.

- b. Report on any innovative development approaches as a result of joint programme implementation

The JP has embarked upon a number of innovative development approaches, and the two following are highlighted:

1. **Culture and social inclusion:** « Heritage Hunt campaign »
2. **Culture and social cohesion:** « Inventorying of Intangible Cultural Heritage »

## **Heritage Hunt Campaign**

### **Background:**

A number of significant heritage sites were never known nationally to Namibian citizens, as no baseline national mapping of heritage sites existed. Further, some local communities were not fully aware of the heritage resources found in their own territories. The challenge over the years has been to designate a national mapping exercise that is inclusive of all sites with heritage significance, particularly the north and north-east of Namibia where heritage resources had largely been overlooked before the independence in 1990. The Heritage Hunt Campaign was thus implemented by the JP in order to systematically identify and document places of importance to the communities living in each region of Namibia. A national mapping exercise was implemented through surveys and local campaigns and a number of sites were identified and documented.

### **Methodology:**

The national mapping exercise involved all segments of Namibian society including women and other vulnerable groups, such as the San, Himba, disabled people, as well as youth. A specific focus was put on youth with an understanding that they are the future custodians of the country's heritage resources, and must be at the forefront of the effort to preserve and promote Namibia's rich heritage resources. Being a locally driven initiative, the Regional Councils and Traditional Authorities led the identification and documentation process. They were provided with technical and on-the-job training to identify and document all sites with heritage significance in their respective regions. The Councils thus “owned” the process, but other stakeholders were involved through local development forums which integrated the Heritage Hunt into ongoing regional and national culture programmes. This exemplifies the bottom-up approach that empowered the local actors to influence local development and ensure ownership and sustainability. Further, the model of using existing structures and forums of development gave this intervention a natural support and ownership from all relevant stakeholders.

### **Outcome:**

The success story compliments ongoing government interventions in the area of culture and development. Local communities are now aware of their heritage resources and they are empowered to initiate income-generating projects using their heritage resources in a sustainable manner. The national mapping exercise will help the Namibian culture sector in its efforts of advocating for culture to take a central role in the development agenda of the country. The project is now considered a model for strategic policy changes regarding heritage sites identification, conservation and management. One of the key design elements of The Heritage Hunt was an awareness-raising campaign about heritage sites, including their specific natural, cultural, geological and historical significance. This helped local communities promote the importance of preservation of heritage, and the approach has already been offered as a tool to other local authorities as a basis for future assessment and planning in the domain of heritage resource management.

## **Inventorying of Intangible Cultural Heritage**

### **Background:**

In 2007, Namibia ratified the 2003 UNESCO Convention on the safeguarding of the Intangible Cultural Heritage (ICH). Although perceived as important elements of national heritage resources, ICH elements in Namibia were never systematically documented and inventoried. In the national heritage legislation and related acts, there was no recognition of intangible heritage or mechanisms for its safeguarding and promotion. Provisions of the Convention indicated the potential solutions but no concrete steps were

taken. ICH requires a participatory approach involving various stakeholders, most importantly local communities. The Convention mentions that each state party shall 'identify and define various elements of intangible cultural heritage.... with the participation of communities....',<sup>1</sup> and reiterates the importance to ensure 'the widest possible participation of communities... in its management.'<sup>2</sup> The reason for giving such significant status to community-involvement is that intangible heritage can only be identified by the local communities themselves. Without communities practicing and transmitting these traditional practices, they would be in danger of extinction.

Among the obligations of States Parties to the Convention is the duty to undertake inventories of the intangible heritage present on their territories, in a manner geared to their own situations, but always, as noted above, with the participation of the communities concerned. In this context, Namibia took the initiative to use local communities to identify and inventory its ICH elements with the help of the JP.

### **Methodology:**

Local community members were trained to document ICH elements existing in their areas. Among the stakeholders were traditional authorities, local authorities, regional councils, national heritage institutions, educational institutions, civil society organizations, and the private sector. Women and youth were given preference in both the selection process and for the actual inventorying. After the training, local communities conducted inventorying in the field. The methodologies used included interviews that were recorded through audio-visual devices. The target beneficiaries were involved through consultation meetings, interviews and the actual inventorying of ICH elements in their areas.

### **Outcome:**

This story sets the tone for the continuing implementation of the 2003 UNESCO Convention and a strong and growing involvement of the local communities. Further, these communities are empowered to lead the process of recognizing, safeguarding and promoting their heritage assets for their own benefits. It is difficult for an outsider to speak to local people and obtain the required information, firstly because of language and secondly for reasons of trust and sensitivity of certain ICH information. Therefore, the decision to train and use local people for the inventorying exercise helped the programme to overcome this common obstacle. The inventorying process in turn sensitized local people on the importance of ICH and how it can help social development, which promoted a national dialogue on the subject. The project also helped raise awareness among Namibian citizens on the importance of cultural resources and more specifically the endangered and the not-sufficiently- recognized ICH elements.

- c. Indicate key constraints including delays (if any) during programme implementation
  - a. Internal to the joint programme
  - b. External to the joint programme
  - c. Main mitigation actions implemented to overcome these constraints
- Regional stakeholders, without sufficient knowledge and understanding of, or mandate in tourism development;
- Too many stakeholders have been involved on PMC level making the organisation of meetings, finding consensus and making decisions challenging which has caused substantial delays:

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<sup>1</sup> Article 11.b

<sup>2</sup> Article 15

- The financial disbursement rules provided administrative challenges amongst national and regional partners which has caused delays.
- d. Describe and assess how the monitoring and evaluation function has contributed to the:
- a. Improvement in programme management and the attainment of development results
  - b. Improvement in transparency and mutual accountability
  - c. Increasing national capacities and procedures in M&E and data

The M&E framework has been one of the major shortcomings in the programme which JP partners allocate to the poor functioning of the appointed M&E specialist and subsequent time constraints at the later stages of the programme to effectively implement the system designed after the MTE.

- d. To what extent was the mid-term evaluation process useful to the joint programme?

The MTE did not necessarily provide a practical direction to the implementation of the JP. It questioned design approaches that, although right in its findings, did not contribute to strengthening the efforts of the ongoing programme. However, the JP did incorporate some of the findings and recommendations of the MTE in the Annual Work Plans (AWP) for year 3. A classic example in this regard relates to the refocusing of the Geopark component in order to concentrate on the aspects that were feasible and attainable. Other aspects that provide a positive reflection on the impact of the MTE relate to the direction given for priority efforts towards the completion of the pilot sites.

- e. Describe and assess how the communication and advocacy functions have contributed to the:
- a. Improve the sustainability of the joint programme
  - b. Improve the opportunities for scaling up or replication of the joint programme or any of its components
  - c. Providing information to beneficiaries/right holders

Like the M&E framework, the C&A strategy and its implementation was one of the major shortcomings in the programme and JP partners attribute this to lack of capacity (no Communication Expert included in the Programme Management Unit) and adequate time for JP stakeholders to focus on communication and advocacy components of the JP as much attention was devoted to the implementation of programme activities as per the approved work plans.

However, the JP team did manage to put together an Advocacy and Communication Plan which aimed at accelerating the progress on the MDGs by raising awareness and strengthening the preservation and promotion of heritage through cultural tourism. In attempts to implement the C&A plan, the JP managed to record raw materials from pilot sites. In addition, the Knowledge Management System (website) and User Manual developed by the National Heritage Council of Namibia in collaboration with Omalaeti Technologies.

- f. Please report on scalability of the joint programme and/or any of its components
- a. To what extent has the joint programme assessed and systematized development results with the intention to use as evidence for replication or scaling up the joint programme or any of its components?
  - b. Describe example, if any, of replication or scaling up that are being undertaken
  - c. Describe the joint programme exit strategy and assess how it has improved the sustainability of the joint program

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

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

The environment management plans are under utilization for any new cultural tourism developments that are envisaged in the various regions.

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

#### IV. FINANCIAL STATUS OF THE JOINT PROGRAMME

- a. Provide a final financial status of the joint programme in the following categories:

##### Project finances formally reported to UN by 26.02.2013

Organization	Approved budget	Net Funded Amount	Transfers	Expenditure	Delivery rate	Delivery rate reported by agency <sup>3</sup>
UNEP	353 100.00	353 100.00	353 100.00	219 467.00	62.2%	100%
UNHABITAT	877 507.00	877 507.00	877 507.00	507 862.29	57.9%	98.00%
ILO	930 900.00	930 900.00	930 900.00	886,060		95.18%
			3 838			
UNESCO	3 838 493.00	3 838 493.00	493.00	2 015 784.82	52.5%	58.00%

- b. Explain any outstanding balance or variances with the original budget

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

Approximately 40% of budget planned for infrastructure was not spent by the time of closure as construction in 4 of the 10 pilot sites was still ongoing; and hence the funds reserved were not disbursed.

<sup>3</sup> Figures reported by each agency on 26 Feb 2013 but not included into the UN Multi-Partner Trust Fund Office Website - <http://mptf.undp.org/factsheet/project/00067181>

**V. OTHER COMMENTS AND/OR ADDITIONAL INFORMATION**

N/A

**VI. CERTIFICATION ON OPERATIONAL CLOSURE OF THE PROJECT**

By signing, Participating United Nations Organizations (PUNO's) certify that the project has been operationally completed (please find signed version of the below attached separately).

<b>PUNO</b>	<b>NAME</b>	<b>TITLE</b>	<b>SIGNATURE</b>	<b>DATE</b>
UNESCO				
UNEP				
ILO				
UN-Habitat				