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WFP/EB.A/2017/8-A/4/DRAFT

Operational Matters

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## Country Strategic Plans — Namibia (2017–2022)

Duration	1 July 2017–30 June 2022
Total cost to WFP	USD 6,000,634
Gender and age marker	2A

<https://www.humanitarianresponse.info/system/files/documents/files/gm-overview-en.pdf>

### Executive Summary

Namibia is an upper-middle-income country with a population of 2.1 million<sup>1</sup> people and ranking 126<sup>th</sup> of the 188 countries in the United Nations Development Programme Human Development Index for 2015. An estimated 42.3 percent of the population is undernourished as a result of high rates of poverty, which currently stands at 18 percent, unemployment at 27 percent and HIV at 17 percent and household income disparities. The 2016 Global Hunger Index classified Namibia as having a “serious food problem”.

In spite of sustained macroeconomic progress over the years, the Gini coefficient of 0.572 shows that Namibia is one of the world's most unequal countries.<sup>2</sup> Insufficient food production and reliance on external markets for food – 60 percent of cereal needs are imported each year – suggest that poor households are particularly vulnerable to food price fluctuations.

Development in Namibia is guided by the Vision 2030 initiative, the National Development Plan 5, the zero hunger strategic review and the recent Harambee Prosperity Plan, which all recognize the importance of food and nutrition security and support the Zero Hunger initiative in contributing to Namibia's drive to achieve Sustainable Development Goals 2 and 17. The Namibia zero hunger strategic review identified challenges to achieving zero hunger: lack of policy coherence with policies and social programmes being largely sectoral and fragmented; weak coordination between and

<sup>1</sup> Namibia Statistics Agency. 2011. *Namibia Population and Housing Census Basic Report*. Windhoek.

<sup>2</sup> Namibia Statistics Agency. 2016. *Namibia Household Income and Expenditure Survey 2015/16*. Windhoek.

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within ministries and with private sector; technical and managerial capacity constraints at both the national and regional levels; and weak and fragmented monitoring and evaluation systems.

This country strategic plan is aligned with the Government's priorities, focusing on enhanced upper-tier technical assistance and knowledge transfer that is demand-driven and directed towards two strategic outcomes:

- Strategic outcome 1: Vulnerable populations in Namibia are enabled to meet their food and nutrition needs throughout the year.
- Strategic outcome 2: Government policy and programme design are informed by enhanced evidence and knowledge of hunger issues identified in National Development Plan 5.

The country strategic plan consolidates WFP's role as a technical partner to the Government with a view to facilitating the development and transfer of knowledge and maintaining capacities to supplement government food security and nutrition programmes

### **Draft decision\***

The Board approves Namibia Country Strategic Plan (2017–2022) (WFP/EB.A/2017/8-A/4/DRAFT) at a total cost to WFP of USD 6.0 million.

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\* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document issued at the end of the session.

## 1. Country Analysis

### 1.1 Country Context

1. Namibia is an upper-middle-income country with a per capita gross domestic product of USD 6,014; it ranks 94th of the 194 global economies assessed.<sup>3</sup> The economy has grown by an average of 5.6 percent per year over the past five years, mainly as a result of major investments in mining, strong export prices, rapid growth of private credit and a programme of deficit-financed fiscal stimulus.<sup>3</sup> Dependence on mining, however, means fewer employment opportunities and a concentration of unskilled labour in unproductive subsistence agriculture that is susceptible to natural hazards and other shocks. Most of the population of 2.1 million<sup>1</sup> people are subsistence agro-pastoralists whose livelihoods are exposed to shocks and unfavourable weather.
2. In spite of sustained economic growth, unemployment remains at 27 percent – 28 percent among women and 23 percent among men.<sup>4</sup> With a Gini coefficient of 0.572 Namibia is one of the most unequal countries in the world.<sup>2</sup> Despite substantial government spending on social programmes, 18 percent<sup>2</sup> of the population lives below the national poverty line of USD 39 per month;<sup>5</sup> women are affected more negatively than men. Namibia ranks 126th of 188 countries in the United Nations Development Programme Human Development Index: although this is above the average ranking for countries in sub-Saharan Africa, it masks inequalities in the distribution of human development. For example, a ranking of 108th of 157 countries in the Gender Inequality Index indicates significant differences between women and men, and girls and boys in rights, freedom and opportunities.
3. Rapid urbanization and high unemployment mean that more and more poor people in urban areas lack access to adequate food or social services. Because accommodation in urban areas has not grown in line with needs, informal settlements are increasing. A food security study in 2016 showed that up to 26 percent of the residents of Windhoek and Rundu were food-insecure.<sup>6</sup>
4. Namibia is a multi-party democracy where the rule of law, press freedom and observance of human rights are the basis of the prevailing political stability, peace, security and low levels of crime; in 2016 Namibia scored 2 for freedom, civil liberties and political rights.<sup>7</sup> Since his inauguration in March 2015 the President has prioritized the fight against poverty and hunger and set up the Harambee Prosperity Plan, a targeted action plan to accelerate development in priority areas such as governance, economic advancement, social progression, infrastructure development and the elimination of hunger.

### 1.2 Progress Towards SDG 2

#### *Progress towards SDG targets*

5. *Access to adequate food.* Poverty, income inequality, high unemployment – particularly in urban areas – high food prices and HIV prevalence at 17 percent<sup>8</sup> are major factors limiting access to food. Despite the national commitment to gender equality – for example, 41 percent of parliamentarians are women – women remain more disempowered and excluded than men, with – for example – higher rates of unemployment and poverty and lower access to resources and technologies. Food insecurity affects 28 percent<sup>9</sup> of the population: most low earners spend 57 percent of their incomes on food.<sup>10</sup> As a result of structural food deficits, Namibia relies on food imports – which are susceptible to price and currency fluctuations – for up to 60 percent of

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<sup>3</sup> [www.tradingeconomics.com/World](http://www.tradingeconomics.com/World)

<sup>4</sup> ILO. ILOSTAT.

<sup>5</sup> Government of Namibia. 2016. *National Household Income and Expenditure Survey 2015/16: Preliminary Indicators*. Media release.

<sup>6</sup> Office of the Prime Minister. 2016. *Urban Vulnerability Assessment (Rundu and Windhoek)*. Windhoek.

<sup>7</sup> In a scoring system of 1 for most free, to 7 for least free. Freedom in the World 2014. Freedom House Report 2016: <https://freedomhouse.org/report/freedom-world/freedom-world-2016>

<sup>8</sup> Ministry of Health and Social Services. 2015. *Namibia AIDS Response Progress Report 2015*. Windhoek.

<sup>9</sup> Office of the Prime Minister. 2016. *Namibia Annual Vulnerability Assessment and Analysis (2016)*. Windhoek

<sup>10</sup> National Planning Commission and Office of the Prime Minister. *Namibia Zero Hunger Strategic Review (2016)*. Windhoek

needs. With 83 percent<sup>11</sup> of the population reliant on markets for food, high prices limit access to food by vulnerable households. Food price inflation averaged 8.1 percent between 2012 and 2016, with a record low of 4.1 percent in June 2015 and a high of 12.5 percent in December 2016.<sup>3</sup> Food assistance, remittances and social grants are an important part of people's coping strategies and sometimes account for a significant proportion of their income. Women are also major actors in supporting household access to food by generating income from agricultural labour,<sup>12</sup> production and sale of cash crops and other means, and by performing the vast majority of unpaid care and domestic work. The annual need for emergency food relief has increased as a result of droughts, and in 2015/16 the Government supported 595,000 people<sup>13</sup> – 28 percent of the population – with emergency food relief.

6. *Ending all forms of malnutrition.* Between 2006 and 2013, child stunting was reduced from 29 to 24 percent, wasting from 8 to 6 percent and underweight from 17 to 13 percent. However, in rural areas and among the 31 percent of households in the poorest quintile stunting remains at 28 percent; in Ohangwena region rates reach 37 percent. Malnutrition challenges, particularly stunting, are rooted in various socio-economic and environmental factors, including limited support for pregnant and lactating women. Poor dietary diversity, insufficient consumption of micronutrients, inadequate care practices and limited access to clean water and sanitation exacerbate the situation. Breastfeeding is common, but the average duration is decreasing as a result of insufficient institutional and social-cultural support to breastfeeding mothers and the promotion of breast milk substitutes.<sup>10</sup> Of children aged 6–59 months, 48 percent suffer from anaemia; on the other hand immunization has increased to cover 90 percent of children.<sup>14</sup> Micronutrient supplementation increased from 52 percent in 2006 to 84 percent in 2015.<sup>10</sup> To address iodine deficiency, the Government has launched an iodine supplementation campaign and passed legislation mandating the iodization of salt for household use. Access to improved sanitation is limited – 46 percent of the population, mainly in rural areas, has no such facilities – but 91 percent of the population has access to potable water.<sup>15</sup>
7. *Smallholder productivity and income.* Most smallholder and subsistence farmers live in communal areas where access to land and water is challenging. Most smallholder producers – 54 percent – are women,<sup>16</sup> to whom 45 percent of communal areas are registered. In addition three-quarters of agricultural labourers are women. Food insecurity affects smallholder farmers who depend on rainfed agriculture because their resilience to weather-related shocks is limited; food shortages affected 76 percent of rural agricultural households in 2013.<sup>17</sup> Production of food and livestock in communal areas has remained significantly low, mainly as a result of limited access to modern farming technologies and practices, poor soil fertility, over-grazing and prolonged dry spells. Recent studies in the maize and *mahangu* regions showed cereal harvest losses of 15 percent<sup>10</sup> among smallholder farmers resulting from limited skills and access to harvest and post-harvest technology.

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<sup>11</sup> R. Emongor & J. Kirsten, 2008. The impact of South African supermarkets on agricultural development in the SADC: a case study in Zambia, Namibia and Botswana.

[http://ageconsearch.tind.io/record/49289/files/5.%20Emongor%20\\_%20Kirsten.pdf?version=1](http://ageconsearch.tind.io/record/49289/files/5.%20Emongor%20_%20Kirsten.pdf?version=1)

<sup>12</sup> Women constitute the majority of agricultural labourers. See, for example, the ILO statistical database (ILOSTAT) and FAO report.

<sup>13</sup> Ministry of Agriculture. 2016. *Agricultural Inputs and Household Food Security Situation Report*. Windhoek.

<sup>14</sup> World Health Organization. 2015

<sup>15</sup> World Health Organization (WHO) and United Nations Children's Fund (UNICEF). 2015. Joint Monitoring Programme for Water Supply and Sanitation.

[https://sustainabledevelopment.un.org/content/documents/2081Progress\\_on\\_Sanitation\\_and\\_Drinking\\_Water.pdf](https://sustainabledevelopment.un.org/content/documents/2081Progress_on_Sanitation_and_Drinking_Water.pdf)

<sup>16</sup> Namibia Statistics Agency and Ministry of Agriculture Water and Forestry. 2014. *Namibia Census of Agriculture Report (2013/2014)*. Windhoek. <http://nsa.org.na/post/namibia-census-of-agriculture-2013-2014-communal-sector-released>

<sup>17</sup> 2013/2014 Census of Agriculture report.

8. *Sustainable food systems.* Namibia's climate is semi-arid and arid. Agricultural land accounts for only 47 percent<sup>3</sup> of the total area, of which only 34 percent supports economic crop and livestock production;<sup>10</sup> agriculture accounts for 3 percent of gross domestic product (GDP) and provides only 40 percent of cereal requirements. The seven major floods and eight droughts between 1999 and 2016 caused economic and environmental damage in the agriculture sector and contributed to population migration and displacement. The number of people affected by drought increased from 25,000 in 1998 to 780,000 in 2015.<sup>9</sup>

### ***Macroeconomic environment***

9. Namibia is politically stable and has sound macroeconomic management. Macroeconomic empowerment of both women and men has helped reduce income inequality as measured by the Gini coefficient from 0.59 to 0.572 over the last five years. GDP growth in 2017 is projected at 4 percent. The slowdown of growth to 2.5 percent in 2016 was mainly attributed to decline in the construction and diamond mining subsectors and consolidation in the public administration and defence sectors. The growth of government revenues has been constrained by low commodity prices, particularly in the diamond and uranium industries, and reduced consumer demand resulting from the slowing economy of Angola.<sup>18</sup>
10. The economic slowdown and reduced donor funding forced the treasury to contain public expenditure in 2016, including by reducing budget allocations to essential sectors such as health and education, freezing public service recruitment halting major public works. It is expected, however, that in the medium term recovery in agriculture and diamond mining will support economic growth; there is also potential for improved growth in the uranium mining, manufacturing and transport and communication sectors.<sup>18</sup>
11. Namibia joined the Common Monetary Area in 1991, which pegged its currency to the South African rand. This arrangement has been beneficial in terms of price and currency stability, but the recent weakening of the rand has had adverse effects on the Namibian economy, which is associated with volatile inflation rates.

### ***Key cross-sector linkages***

12. Stable economic growth and an established social protection system contributed to a reduction in poverty from 38 percent in 2001 to 18 percent in 2015. The outcomes, however, have been uneven among regions and between rural and urban areas: the northern regions, which have a large rural population, are characterized by low incomes and high incidence of poverty, malnutrition and HIV, and inequality is assessed at 62 percent in households headed by men compared with 51 percent in households headed by women, which are also the most affected by poverty.<sup>19</sup>
13. Namibia's human development index improved from 0.578 in 1990 to 0.628 in 2014: the main factors were improved access to health and increased life expectancy from 49 years in 2008 to 63 in 2012 and to 65 currently.<sup>20,21</sup> The health sector receives 7 percent of GDP, which has enabled the Government to address the burden of communicable diseases such as HIV/AIDS and tuberculosis, and non-communicable diseases such as malnutrition and obesity. Although the HIV rate is a high 17 percent, the number of new infections fell from 21,000 in 2000 to 7,400 in 2016,<sup>22</sup> and mother-to-child transmission fell as a result of increased coverage of anti-retroviral treatment. The maternal mortality rate has also declined from 328 to 265 deaths per

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<sup>18</sup> Bank of Namibia. 2016. *Economic Outlook Update*. Windhoek.

<sup>19</sup> Namibia Statistics Agency. 2016. *Namibia Household Income and Expenditure Survey 2015/16*. Windhoek.

<sup>20</sup> Namibia Alliance for Improved nutrition, 2012.  
[https://www.unicef.org/namibia/Namibia\\_Report\\_on\\_the\\_Multi-sectoralCIP\\_100913\).pdf](https://www.unicef.org/namibia/Namibia_Report_on_the_Multi-sectoralCIP_100913).pdf)

<sup>21</sup> United Nations Namibia. United Nations Partnership Framework 2014–2018. Windhoek.  
[http://www.mu.undp.org/content/dam/namibia/docs/legalframework/undp\\_na\\_UNPAF\\_26%20July%202013.pdf](http://www.mu.undp.org/content/dam/namibia/docs/legalframework/undp_na_UNPAF_26%20July%202013.pdf)

<sup>22</sup> Ministry of Health. National Strategic Framework for HIV and AIDs Response in Namibia, 2011–2016. Windhoek.  
[http://www.nationalplanningcycles.org/sites/default/files/country\\_docs/Namibia/namibia\\_2011-2016.pdf](http://www.nationalplanningcycles.org/sites/default/files/country_docs/Namibia/namibia_2011-2016.pdf)

100,000 live births reflecting improvements in the health and well-being of women and infants. However, the risk of maternal death remains relatively high, at one in 100.<sup>23</sup>

14. The Government recognizes the importance of education in creating a prosperous industrialized nation by 2030 and accordingly allocates 22 percent of the national budget to it. Primary net enrolment in 2012 for grades 1–7 was 99.7 percent, but access to secondary education lagged at 52 percent.<sup>24</sup> In 2012, 40 percent of girls and 39 percent of boys reached grade 12.<sup>24</sup> Dropouts before grade 7 are few but increase in grades 8 and 10; more boys drop out than girls.<sup>25</sup> There is evidence that level of education and food security status are correlated: the 2013 Demographic and Health Survey showed that 34 percent of children whose mothers had no education were stunted compared with 9 percent for children whose mothers had secondary education.

### 1.3 Gaps and Challenges

15. The zero hunger strategic review led by the National Planning Commission in collaboration with the Office of the Prime Minister and supported by the United Nations, the private sector and non-governmental and civil society organizations identified the following gaps and challenges:
- *Lack of coherent policy.* The legal and policy frameworks are adequate to propel Namibia's development agenda, but lack of coherence among sectors managed by different government agencies is a major issue. Cross-sector and inter-sector synergies and coherence must be created, along with a national system to monitor and evaluate the implementation and performance of policies.<sup>10</sup> The current food and nutrition security policy does not address all aspects of food security as stipulated in SDG 2 and hence there is no framework to guide social assistance programmes. Most social protection interventions are sector-specific and do not address cross-sectoral issues: they are therefore neither comprehensive nor integrated.
  - *Capacity constraints.* In spite of sound policy and budgetary frameworks for development, institutional and human resource capacity for policy and programme design and implementation are limited. The implementation of food security programmes is impeded by challenges affecting prioritization and gaps in technical and managerial capacities in government bodies at the national and regional levels. The capacities of government institutions and personnel involved in designing, planning, resourcing and monitoring must be improved to ensure higher quality, cost-effective, equitable and empowering assistance to vulnerable households and individuals.
  - *Weak evidence, monitoring and evaluation.* Programming is challenged by weak research and evidence collation, and it is therefore difficult to quantify the interactions among food and nutrition insecurity, poverty and HIV. There is no food and nutrition security baseline by which to measure progress in addressing hunger. The limited information on food consumption patterns, overall and by population group, and fragmented data collection tools, approaches and systems among sectors and ministries, make it difficult to obtain a holistic picture of the food and nutrition security situation to inform programme design, policy and timely government response.
  - *Fragmented social programmes.* Namibia has one of the most comprehensive social protection systems in sub-Saharan Africa: it supports elderly people, orphans and vulnerable children, people living with disabilities, war veterans, schoolchildren, marginalized communities and populations affected by hunger. However, the registration and targeting procedures are inefficient, monitoring is weak and coverage is patchy, which leads to exclusion and inclusion errors. This inefficiency contributes to high administrative and delivery costs and limits scalability. Social programmes must be consolidated under a

<sup>23</sup> <https://data.unicef.org/topic/maternal-health/maternal-mortality/>

<sup>24</sup> Ministry of Education. 2013. *Sector Policy on Inclusive Education*. Windhoek.

<sup>25</sup> United Nations Educational, Scientific and Cultural Organization (UNESCO). 2015. *School Drop-Outs and Out-of-School Children in Namibia: a National Review*. Paris.

single registry and coordinated by a single institution to enhance their effectiveness in ensuring food security.

- *Weak coordination.* Poor coordination among ministries, sectors, agencies and public and private organizations limits progress towards zero hunger in Namibia. Coordination mechanisms such as the Namibia Alliance for Improved Nutrition (NAFIN) that promote the scaling up of food and nutrition initiatives have not been effective at either the national or sub-national levels. Communication among sectors and institutions is inadequate, and there is no momentum to reinforce such linkages. It is essential to enhance the coordination of programme and policy implementation at the national and sub-national levels to address food and nutrition insecurity. Error! Bookmark not defined.

## 1.4 Country Priorities

### *Government*

16. Vision 2030 aims to create a prosperous industrialized country where peace, harmony, health, food security and political stability prevail. It is supported by the fifth National Development Plan 2017–2022 (NDP5), the Blue Print on Wealth Redistribution and Poverty Eradication, and the Harambee Prosperity Plan (2016–2020), which seek to end poverty and hunger by ensuring inclusive growth with a focus on gender equality and “leaving nobody behind”.
17. The five focus areas of NDP5 relate to hunger and malnutrition. The poverty and income inequality area involves pro-poor strategies such as a universal social-protection programme that provides targeted interventions for people living in poverty. The health and nutrition area addresses stunting and all other forms of malnutrition, with a focus on vulnerable infants and pregnant and lactating women. The empowerment of women and girls is prioritized to secure equality through increased access to resources and land for women. The agriculture focus area aims to increase production of cereals and promote horticulture through expansion of the Government’s Green Scheme initiative,<sup>26</sup> redistribution of land, infrastructure support for smallholder farmers, introduction of drought-resistant varieties and promotion of conservation agriculture. The plan highlights the need to increase access to clean sanitation and water for domestic and livestock purposes.
18. The Blue Print on Wealth Redistribution and Poverty Eradication aims to end hunger by means of the Zero Hunger Road Map and expansion of food safety net programmes such as the national Food Bank urban safety net initiative and school feeding. The Zero Hunger Road Map (ZHRM) aims to enhance the consumption of good-quality foods, ensure access to clean water and sanitation and promote biofortification.
19. The Harambee Prosperity Plan (2016–2020) is intended to accelerate development in priority areas; ending hunger is a priority of the social progression pillar. The plan calls for the implementation of emergency relief, improvement of agricultural productivity and expansion of targeted social safety nets.
20. Namibia has adopted the Scaling Up Nutrition agenda with a view to eliminating all forms of malnutrition. The Government’s commitment to improved food and nutrition security governance is evident in its endorsement of the ZHRM with a call to mainstream the recommendations of the zero hunger strategic review in NDP5. The Ministry of Poverty Eradication and Social Welfare has been established to coordinate ZHRM and integrate it into the Blue Print on Wealth Redistribution and Poverty Eradication. The Office of the Prime Minister will finalize the National Food and Nutrition Policy, revive the National Food and Nutrition Security Council and endorse NAFIN as a technical partner, reflecting the positioning of food and nutrition security as a government priority.

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<sup>26</sup> Green Schemes are large-scale agricultural projects aimed at increasing the food supply.

### *United Nations and other partners*

21. The United Nations Partnership Framework (UNPAF) for 2014–2018 has four pillars: i) institutional environment; ii) education and skills; iii) health; and iv) reducing extreme poverty. These are anchored in the outcomes of the fourth NDP, which is to be replaced by NDP5. The UNPAF focuses on developing capacities in national institutions, fostering multi-disciplinary approaches to development; strengthening knowledge generation and management; improving standards, norms and accountability mechanisms; providing high-quality technical expertise and policy advice; and supporting activities at the local level essential in addressing development needs.
22. The UNPAF has 12 outcomes. WFP programmes contribute to outcome 11 — “By 2018, Namibia has reviewed and is implementing policies and strategies which ensure that severely poor and vulnerable households have access to and are utilizing productive resources and services for food and nutrition security and sustainable income generation”; and outcome 5 — “By 2018, Namibia is implementing policies and programmes that improve learning outcomes at all levels, through support for the national school feeding programme.”

## **2. Strategic Implications for WFP**

### **2.1 WFP’s Experience and Lessons Learned**

23. WFP has provided technical assistance to enhance government capacities to assess, plan and respond to food security needs since 2012. In an environment of established policy and budget frameworks and a well developed social protection system, WFP has gradually shifted from direct food delivery to technical support focusing on: i) policy and strategic guidance; ii) enhancement of institutional systems; iii) knowledge generation and management; iv) capacity strengthening; and v) programme support focusing on design, coordination and advocacy. WFP is thus positioned as a partner of choice in the area of food security, and the demand-driven nature of its technical support and its alignment with national priorities has promoted ownership and buy-in by the Government.
24. The 2016 evaluation of the WFP Policy on Capacity Development showed that WFP’s technical inputs and advocacy contributed to the development of national and sub-national policies and strategies with regard to school feeding programmes and emergency preparedness.
25. In 1996 the Government assumed full responsibility for the implementation and management of the national school feeding programme, which is fully funded from local resources. In 2012 the Government requested WFP’s technical support in assessing the quality and efficiency of the programme; this collaboration was expanded to other programme areas such as the implementation of a five-year road map to identify and address areas for improvement.
26. WFP assisted the Government in 2014 in the application of the Systems Approach for Better Education Results tool to benchmark and enhance the quality of the national school feeding programme. WFP supported the development and implementation of operational guidelines, standards and information-management systems. This partnership shows that the enhanced capacities can remain in place after national partners take on financial and managerial leadership.<sup>27</sup>
27. The lessons learned and results achieved under the Fourth National Development Plan (2013–2017) indicate the continued need for WFP’s analytical skills in support of policy dialogue. In a policy environment where partners have access to international advice and expertise to promote the national development agenda, the WFP country office will require a highly qualified and flexible team with an operating model that can respond efficiently and effectively to the Government’s requirements.

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<sup>27</sup> WFP Policy on Capacity Development: An Update on Implementation (2009) Evaluation Report. <https://docs.wfp.org/api/documents/b548771b6e6a4634bbd93699738d57cf/download/>



## 2.2 Opportunities for WFP

28. The Blue Print on Wealth Redistribution and Poverty Eradication Action Plan and ZHRM identify opportunities for WFP to increase its technical support for government institutions managing food-based safety net programmes. WFP will therefore continue to focus on technical assistance to enhance government capacities to assess, plan and respond to food security needs and promote the achievement of zero hunger.
29. Lessons learned and consultations with national stakeholders show that WFP must continue its support for the Government in the following areas:
  - Support national food-based social safety nets, including shock-responsive programmes, to enhance their efficiency, equity and effectiveness and enable their scale-up. The safety nets include the national school feeding programme, the urban food safety net initiative and the national emergency relief programme; WFP will advocate for the inclusion of nutrition and gender equality objectives in these government social safety nets.
  - Enhance emergency preparedness and response and build government capacities for food security analysis. WFP will enhance the Government's capacities to predict food insecurity and design responses to natural shocks, for example through enhancement of food and nutrition security monitoring and early-warning systems. WFP will integrate nutrition indicators into data-collection processes and ensure that gender and nutrition analyses are enhanced to inform gender-transformative and nutrition-sensitive policies and responses. WFP will explore partnerships with the United Nations Children's Fund (UNICEF) and the Ministry of Health and Social Services to integrate gender and nutrition into food security training.
  - Promote and coordinate South–South cooperation in areas relevant to food security and nutrition, including food security analysis. WFP will establish a capacity-strengthening component in its technical assistance programmes for both men and women, and will facilitate South–South and triangular exchange programmes in countries with good practices in the areas of food security and nutrition so that government staff can learn from them.
  - Support programme linkages. Feasibility studies in 2016 showed the potential for linking men and women smallholder farmers to stable markets such as school feeding programmes. In collaboration with the Ministry of Education, WFP will provide technical support to explore ways of diversifying school feeding with locally produced food to enhance their nutritional value and quality.
  - Continue to support evidence building to inform policy decisions and programme design and implementation. Although Namibia has well established policy frameworks, most policies need revision to reflect current realities: for example, gender- and nutrition-sensitive analyses should be carried out to inform the design of gender-transformative and nutrition-responsive policies and programmes.

## 2.3 Strategic Changes

30. Over the past 15 years WFP has shifted from operational support to technical assistance and capacity-strengthening with a view to enhancing government institutions, systems and programmes. Recommendations from the Zero Hunger Strategic Review and engagement with government counterparts indicate a need for continued and enhanced technical assistance to support the Government in designing and implementing effective and gender-transformative food and nutrition security programmes.
31. The WFP portfolio is grounded on WFP's strengths such as emergency preparedness and response, food security analysis, evidence-based programme design, innovative technologies for targeting food-based operations and capacity development. WFP must continue these approaches, develop partnerships with other actors, particularly in the private sector, and enhance collaboration among ministries.
32. The Government has partially funded WFP's technical assistance programmes since 2012, but three consecutive years of drought have eroded its capacity to provide this support. The Government single-handedly funded most of its 2015/16 emergency response, but it had to

implement major budget cuts in sectors such as health and education. It is expected that in the immediate future funding for WFP's technical assistance will be affected by budget constraints. WFP is seeking to diversify its funding sources to ensure continued support for the Government to sustain gains in food and nutrition security.

### 3. WFP's Strategic Orientation

#### 3.1 Direction, Focus and Intended Impacts

33. WFP will support work for the achievement of SDG targets 2.1 for food access and 17.9 for capacity strengthening through two strategic outcomes, which include activities corresponding to government priorities and WFP's experience and expertise. It will also continue to: i) provide demand-driven support for the enhancement of national systems and programmes; ii) generate knowledge to inform policy dialogue and reform and programme design and implementation; iii) support coordination and advocacy; iv) promote and facilitate South-South and triangular cooperation; and v) strengthen individual capacities through training and other modalities.
34. In accordance with the WFP Strategic Plan (2017–2021), the Gender Policy (2015–2020) and the Gender Action Plan, gender will be integrated throughout the development, implementation and monitoring of the country strategic plan (CSP). WFP's Gender Action Plan involves mainstreaming gender in all technical assistance programmes. WFP will promote the generation of sex- and age-disaggregated data and participatory gender analysis to strengthen gender-transformative programming and policy formulation at the national and sub-national levels. Capacity strengthening will target men and women with a view to ensuring that food and nutrition security programmes are gender-transformative.
35. WFP will ensure that programme design for all strategic outcomes is nutrition-sensitive. It will adjust assessments and tools such as the food and nutrition security monitoring system to include nutrition information, and will advocate for dietary diversity and nutrient-dense foods in government food assistance programmes. WFP will continue to support NAFIN with a view to improving nutrition throughout the country.

#### 3.1 Strategic Outcomes, Expected Outputs and Key Activities

##### *Strategic outcome 1: Vulnerable populations in Namibia are enabled to meet their food and nutrition needs throughout the year*

36. This outcome represents the core of WFP's support to government food safety net programmes in Namibia. It focuses on ensuring that government capacities to design, implement, manage, monitor and report on food safety net programmes are adequate for gender-equitable, effective and efficient implementation. WFP's primary focus will be on national shock-responsive safety net programmes, the emergency relief programme and the national school feeding programme. Lessons learned from these programmes will be applied to other government safety net programmes as appropriate. This strategic outcome contributes to SDG target 2.1 and WFP Strategic Result 1 as informed by the Government's national guidelines under the ZHRM, NDP5 and the Harambee Prosperity Plan.

##### *Focus area*

37. This outcome focuses on addressing the root causes of vulnerability, including poverty, income and gender inequalities, and food and nutrition insecurity exacerbated by recurrent natural disasters.
38. The outcome will be achieved through two outputs:
  - i) Food-insecure people benefit from the Government's improved capacity to design, implement and scale up national gender- and shock-responsive safety nets, which ensure access to food and increased incomes for other basic necessities (SDG 1).
  - ii) Schoolchildren benefit from the Government's enhanced capacity to design and manage a national school feeding programme that meets children's basic food and nutrition needs and increases school enrolment (SDG 4).

*Key activities*

39. *Activity 1: Provide capacity strengthening to the government entities responsible for national gender- and shock-responsive safety net programmes.* WFP will provide technical assistance to enhance the Government's capacity to manage and implement national shock-responsive programmes. It will support a review of the supply chain for shock-responsive programmes, focusing on food management, training, South–South knowledge exchanges, support for coordination among ministries, and the development of an information system. Capacities for the implementation and selection of transfer modalities for national food assistance programmes will be reviewed, and technical assistance will be adapted to address the issues and gaps identified. WFP will assist the Government in strengthening and standardizing the urban food safety net initiative so that it addresses the diverse needs and priorities of targeted women, men, girls and boys, including by developing guidance and standard operating procedures. WFP is able to augment government capacities for supply chain management in emergency food assistance programmes, beneficiary identification and registration, and management and monitoring of food distributions if the Government requests it.
40. *Activity 2: Provide capacity strengthening and technical assistance to the government entities responsible for school feeding.* WFP will continue to support the Government in improving the efficiency and effectiveness of the school feeding programme including through the finalization and dissemination of the school feeding policy and the development of implementation guidelines. WFP will facilitate increased private-sector engagement in the programme, capacity-strengthening, collection of evidence, advocacy for school feeding, coordination, reporting and monitoring, with gender equality embedded throughout. It will support the Government in linking school feeding to smallholder farmers with a view to including more nutrient-dense foods in the food basket and as a means of empowering women and men smallholder farmers. A feasibility study of home-grown school feeding was undertaken in 2016 to inform this endeavour. Preliminary findings indicate potential for local procurement of a variety of foods.
41. WFP will continue to support capacity enhancement for roll-out of the school feeding information system. In support of the Government's plan to expand the national school feeding programme to secondary schools WFP will facilitate capacity enhancement for suppliers and secondary school managers, and develop and implement nutrition guidelines and training materials. UNICEF's school health manual emphasizes the importance of integrating nutrition education into the school curriculum and aligning it with school health programmes. WFP has advocated for the provision of gender and nutrition education through its school feeding manual and school feeding policy and will continue to support the inclusion of gender-sensitive nutrition education in the essential package of complementary services.

***Strategic outcome 2: Government policy dialogue and programme design in Namibia is informed by evidence and enhanced knowledge of hunger issues throughout the NDP5 period***

42. The aim of this strategic outcome is to obtain evidence and develop knowledge relating to hunger issues with a view to building a network of informed policymakers and technicians and informing the development of policies and effective programmes. The focus is on facilitating dialogue on food and nutrition security policy, disseminating best practices among national actors and promoting South–South and triangular cooperation. This strategic outcome contributes to SDG target 17.9 and WFP Strategic Result 5, as informed by the Government's national hunger guidelines under the ZHRM, the NDP5 and the Harambee Prosperity Plan.

***Focus area***

43. The focus of this outcome is resilience-building with a view to providing the knowledge and evidence required for policy dialogue and decision-making on food security issues.
44. Strategic outcome 2 will be achieved through two outputs:
- i) Food-insecure people benefit from the Government's increased utilization of evidence-based analysis in zero hunger programming that improves access to food and other basic needs.

- ii) Food-insecure people benefit from the strengthened capacity of national authorities to coordinate and implement the ZHRM to improve food security and nutrition status.

#### *Key activities*

45. *Activity 3: Provide capacity strengthening to government entities involved in hunger-related policy and programming.* WFP will support a national food and nutrition baseline survey that disaggregates data by sex and age, integrates HIV and gender equality indicators and focuses on urban and rural areas to measure progress in government programmes and monitor trends in food and nutrition security. WFP will continue to provide technical support for the annual Namibia Vulnerability Assessment Committee process and periodic surveys and assessments as needed. It will also scale up the food and nutrition security monitoring system to include more sentinel sites and will introduce new tools such as mobile vulnerability analysis and mapping to provide more cost-efficient, disaggregated real-time data collection. The Government will be supported in a study of micronutrient intake, in which the “fill the nutrient gap” method may be applied, and in an assessment of the feasibility of a cost of hunger/cost of malnutrition study to support advocacy work.
46. *Activity 4: Provide technical assistance to the Ministry of Poverty Eradication and Social Welfare and partners involved in implementation of the ZHRM.* WFP will support the Ministry of Poverty Eradication and Social Welfare, which is mandated to coordinate implementation of the Zero Hunger Road Map. Through NAFIN, WFP will be a technical partner of the National Food and Nutrition Security Council, which will coordinate food and nutrition security activities: this could include advocacy, raising awareness of food security challenges, contributing to the development of food and nutrition security policies and facilitating the sharing of experiences and best practices through South–South and triangular cooperation and exchanges.

## **4. Implementation Arrangements**

### **4.1 Beneficiary Analysis**

47. WFP will enhance the capacities of government officials at the national and sub-national levels who are responsible for food and nutrition security assessments and vulnerability analysis and for managing food-based safety nets. The 3,000 staff members – with equal numbers of women and men – to be trained under strategic outcome 1 will be in the Office of the Prime Minister, the Ministry of Education, Arts and Culture and the Ministry of Poverty Eradication and Social Welfare. The indirect beneficiaries of government safety net programmes: 330,000 learners in the school feeding programme, 780,000 people in the National Emergency Response and a planned 300,000 in the national Food Bank urban food safety net.
48. The direct beneficiaries of strategic outcome 2 are the Office of the Prime Minister, the Ministry of Education, Arts and Culture, the Namibia Statistics Agency, the National Planning Commission and the Ministry of Poverty Eradication and Social Welfare, the school feeding programme, the National Emergency Response and national shock-responsive safety nets.

### **4.2 Transfers**

#### ***Capacity strengthening, including South–South cooperation***

49. In response to requests from partner ministries and agencies to increase technical assistance and knowledge transfers, WFP will include capacity enhancement in work towards both strategic outcomes. Capacity strengthening and the collection of evidence are among the recommendations of the Zero Hunger Strategic Review. Capacity strengthening involves support for the Ministry of Poverty Eradication and Social Welfare, the Office of the Prime Minister and the Ministry of Education in their food security and nutrition and emergency preparedness programmes.
50. In response to the continued request of the Government and in collaboration with the Office of the Prime Minister, WFP will strengthen capacities for emergency preparedness, technology transfers and policy development through knowledge-sharing and discussions with stakeholders facilitated by South–South and triangular cooperation. Knowledge-sharing through

South–South cooperation will be used to identify activities while inclusive stakeholder discussion forums will enable knowledge dissemination and consultative policy formulation.

### **4.3 Country Office Capacity and Profile**

51. WFP has established itself as a credible partner to the Government in food and nutrition security, but the capacities of the country office need to be augmented to ensure that WFP's operations are effective. Staff profiles will be reviewed and training mandated with a view to providing optimum technical assistance to the Government. The nature of WFP's technical support requires specific skills in areas such as vulnerability analysis and mapping, social protection, nutrition, gender equality and gender-transformative programming, policy formulation and systems development: these will continue to be provided by local and international consultants and experts.
52. In supporting the Government, WFP will have to be flexible in order to respond appropriately to requirements. Corporate knowledge and expertise will therefore be leveraged as required from Headquarters and the regional bureau.

### **4.4 Partnerships**

53. In line with the WFP Corporate Partnership Strategy, WFP will extend its range of partners to include academic institutions, private-sector companies and development partners. Government partners are the Ministry of Education, Arts and Culture, the Ministry of Poverty Eradication and Social Welfare, the Ministry of Health and Social Services, the Ministry of Agriculture, Water and Forestry, the Ministry of Gender Equality and Child Welfare, the Office of the Prime Minister and the National Planning Commission of the Ministry of Economic Planning. Government agencies such as the Namibia Agronomic Board, the Namibia Statistics Agency, the Agro-Marketing and Trade Agency and Agribusiness Development Agency will continue as partners.
54. WFP will continue to partner and strengthen coordination among UNICEF, the World Health Organization and the Food and Agriculture Organization of the United Nations (FAO) in food and nutrition security analysis through NAFIN and in support of implementation of the Zero Hunger Road Map, Scaling Up Nutrition and the Food and Nutrition Security Council, which has been revived by the Government to coordinate food and nutrition security policy.

## **5. Performance Management and Evaluation**

### **5.1 Monitoring and Evaluation Arrangements**

55. WFP provides technical assistance to the Government of Namibia to strengthen its capacities to deliver on its zero hunger commitments, and will monitor improvements in these capacities. A capacity needs assessment will inform a baseline and targets for each area of technical assistance, with baselines and targets determined within three months of the start of activities, in compliance with Corporate Results Framework (CRF) rules. A gender-responsive monitoring, review and evaluation plan will be developed using the corporate monitoring framework.
56. A set of key outcomes and output and process indicators will be regularly monitored with annual reviews of specific activities undertaken in consultation with government counterparts, beneficiaries and partners to assess progress towards CSP results. A mid-term review of the entire portfolio will be undertaken in the third year. WFP will inform its reporting of results through joint monitoring with the UNPAF monitoring and evaluation working group and the Government, where feasible. WFP will continue to support the Government monitoring capacity through knowledge and skills transfer, with special attention to the use of mobile information technologies<sup>28</sup> for data collection and reporting with a view to enhancing the efficiency and quality of information collection.

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<sup>28</sup> The gender gap in access to information technologies, including in women's ownership and use of mobile phones, will be addressed.

57. A country portfolio evaluation will be carried out in the fourth year to assess the relevance, efficiency and effectiveness of the CSP and to document learning to inform subsequent technical support.
58. Knowledge and expertise from Headquarters and the regional bureau will be leveraged to ensure that WFP has the flexibility and ability to respond dynamically and appropriately to the needs of the Government. WFP will continue to work with the Government to transfer skills and knowledge on the use of technology for monitoring, and its potential for promoting gender transformation.

## 5.2 Risk Management

59. To ensure that sufficient resources are available, WFP will continue to work with the Government as a main partner while also expanding its donor base through engagement with new donors, such as non-residents with interests in Namibia, and will present a value proposition.
60. To ensure that the Government has adequate capacities to adopt systems and tools introduced through WFP's technical assistance, WFP will place a professional consultant in each partner ministry to provide hands-on training for officials responsible for implementing the programmes.
61. To maximize government buy-in and ownership, WFP will continue to support the Government in assuming leadership of the food security agenda and will continue to provide demand-driven support in line with government priorities.
62. Training will be provided to enhance the capacities of country office staff for delivery of CSP objectives. WFP will continue to employ experienced consultants to provide targeted technical assistance to optimize the Government's capacities.

## 6. Resources for results

### 6.1 Country Portfolio Budget

63. The country portfolio budget (CPB) reflects the plan for four activities towards two strategic outcomes to support SDGs 2 and 17. Capacity-strengthening interventions constitute the bulk of the implementation component of the budget. The gender-transformative approach to programming will ensure adherence to the corporate commitment to funding activities for gender equality results. The budget required to implement the CSP amounts to USD 6 million, of which activities under strategic outcome 1 account for 61 percent and activities for strategic outcome 2 for 39 percent. The budget values decrease during the CSP period once high start-up investments have been made, primarily in systems and tools

Strategic outcome	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Total
	2017	2018	2019	2020	2021	2022 (6 months)	
<b>1</b>	205 938	911 238	864 836	645 904	769 262	234 318	<b>3 631 496</b>
<b>2</b>	240 520	572 437	460 994	520 867	421 902	152 417	<b>2 369 138</b>
<b>Total</b>	<b>446 458</b>	<b>1 483 675</b>	<b>325 830</b>	<b>1 166 771</b>	<b>191 164</b>	<b>386 735</b>	<b>6 000 634</b>

### 6.2 Resourcing Outlook

64. WFP has received funding from the Government of USD 2.03 million since 2012 for its technical support for the school feeding programme. The Government also shared the costs of activities linked to the food and nutrition security monitoring programme, but the expenditure involved is not known because the funds were not channelled through WFP. The Government's ability to support WFP's technical assistance programme has declined significantly following three consecutive years of drought and the national emergency response. WFP has a confirmed contribution of USD 517,000 from the Government for technical assistance for the national

school feeding programme. Discussions with the Government indicate that funding is being sought from local sources to complement contributions obtained by WFP from external donors, including matching funding that may be available to support implementation of the CSP.

### **6.3 Resource Mobilization Strategy**

65. WFP is confident that it will be able to resource both strategic outcomes, and has identified sufficient funding for year one and part of year two. It is pursuing three major funding sources: i) contributions from the Government; ii) complementary funds from joint United Nations programmes; and iii) contributions from traditional and non-traditional donors including the private sector. WFP's Partnership Action Plan outlines a strategic approach for partner engagement, and opportunities for cost-sharing and fund pooling with other United Nations agencies will be explored. Such funding may not, however, be sufficient to cover all needs. The Government is expected to identify the resources required for this plan and to advocate jointly with WFP for resources from development partners.

### **6.4 Resource Prioritization**

66. In the event of resource shortfalls, cost-saving measures will be implemented. WFP will prioritize its support for government life-saving programmes that target children and malnourished people.

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**ANNEX I: SUMMARY OF LOGICAL FRAMEWORK FOR  
NAMIBIA COUNTRY STRATEGIC PLAN (2017–2022)**

To be added



## ANNEX II

## INDICATIVE COST BREAKDOWN (USD)

TABLE 1: COSTS BY STRATEGIC OUTCOME AND YEAR (USD)

Strategic outcome	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Total	Resource outlook	
	2017	2018	2019	2020	2021	2022	USD	USD	% requirements
1	205 938	911 238	864 836	645 904	769 262	234 318	<b>3 631 496</b>	553 838	15%
2	240 520	572 437	460 994	520 867	421 902	152 417	<b>2 369 138</b>		0%
<b>Total</b>	<b>446 458</b>	<b>1 483 675</b>	<b>1 325 830</b>	<b>1 166 771</b>	<b>1 191 164</b>	<b>386 735</b>	<b>6 000 634</b>	<b>553 838</b>	<b>9%</b>

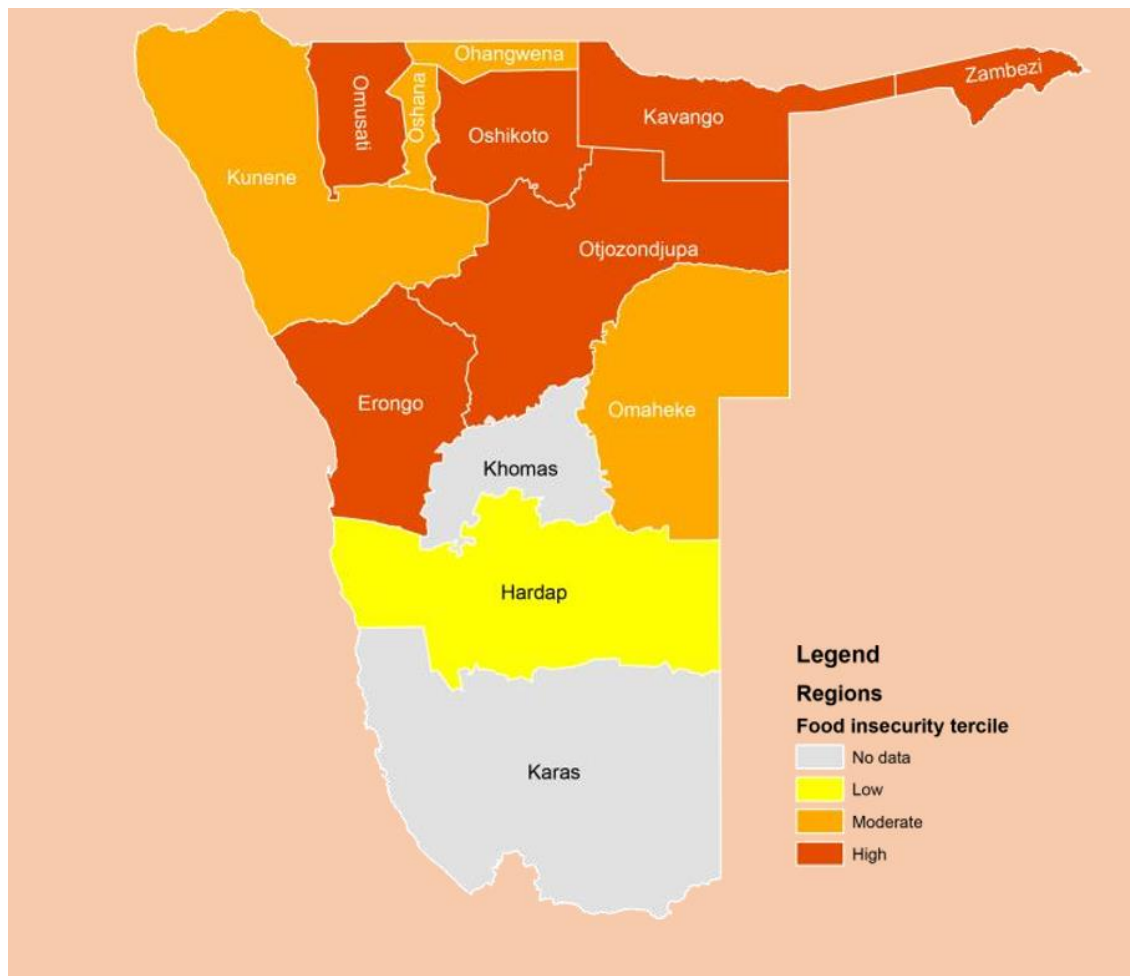
TABLE 2: COSTS BY YEAR (USD)

Cost category	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Total
	2017	2018	2019	2020	2021	2022	Total
Transfer value	283 218	988 042	963 078	704 606	671 654	212 713	<b>3 823 310</b>
Implementation	126 205	386 789	264 234	274 053	279 803	142 894	<b>1 473 979</b>
Adjusted direct support costs	7 828	11 781	11 781	111 781	161 781	5 828	<b>310 780</b>
WFP direct costs	417 251	1 386 612	1 239 093	1 090 440	1 113 238	361 435	<b>5 608 069</b>
Indirect support costs	29 208	97 063	86 737	76 331	77 927	25 300	<b>392 565</b>
<b>Total</b>	<b>446 458</b>	<b>1 483 675</b>	<b>1 325 830</b>	<b>1 166 771</b>	<b>1 191 164</b>	<b>386 735</b>	<b>6 000 634</b>

TABLE 3: COSTS BY STRATEGIC OUTCOME (USD)

Cost category	Strategic outcome 1	Strategic outcome 2	Total
Transfer value	2 349 518	1 473 792	<b>3 823 310</b>
Implementation	855 982	617 997	<b>1 473 979</b>
Adjusted direct support costs	188 422	122 358	<b>310 780</b>
WFP direct costs	3 393 921	2 214 148	<b>5 608 069</b>
Indirect support costs	237 574	154 990	<b>392 565</b>
<b>Total</b>	<b>3 631 496</b>	<b>2 369 138</b>	<b>6 000 634</b>

<b>TABLE 4: COSTS BY ACTIVITY (USD)</b>						
<b>Cost category</b>	<b>Activity 1</b>	<b>Activity 2</b>	<b>Activity 3</b>	<b>Activity 4</b>	<b>Activity 5</b>	<b>Total</b>
Transfer value	747 816	1 601 702	1 039 393	434 400	3 823 310	<b>747 816</b>
Total transfer	747 816	1 601 702	1 039 393	434 400	3 823 310	<b>747 816</b>
Implementation	310 784	545 197	390 208	227 790	1 473 979	<b>310 784</b>
Adjusted direct support costs (%)	42%	34%	38%	52%	39%	<b>42%</b>
WFP direct costs	57 566	130 856	79 747	42 611	310 780	<b>57 566</b>
Indirect support costs					21%	
<b>Total</b>	<b>1 116 166</b>	<b>2 277 755</b>	<b>1 509 348</b>	<b>704 800</b>	<b>5 608 069</b>	<b>1 116 166</b>

**ANNEX III****Food insecurity in Namibia (percentage of population food-insecure)**

The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries.

**Acronyms Used in the Document**

CSP	country strategic plan
FAO	Food and Agriculture Organization of the United Nations
GDP	gross domestic product
NAFIN	Namibia Alliance for Improved Nutrition
NDP5	Fifth National Development Plan (2017–2022)
SADC	South African Development Community
SDG	Sustainable Development Goal
UNICEF	United Nations Children's Fund
UNPAF	United Nations Partnership Framework
ZHRM	Zero Hunger Road Map