



EUROPEAN UNION

“Enhancing Participatory Democracy in Namibia” (EPDN),
a Partnership Programme of the Government of the Republic
of Namibia and the European Union

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Private Bag 13323, Windhoek
Attn: EPDN Programme, Technical Assistance Team
Tel: + 264 61 2889111 (Ext. 2630 or 2598 or 2585)
Fax: + 264 61 226899
Email: info@epdn.org

Parliament Building, 14A Love Street
Office No.: 47 t
Windhoek, Namibia

Re

TERMS OF REFERENCE

Title

Development of modalities for the “Framework of Engagement in action to strengthen GRN- CSOs collaboration in achieving the national development goals”

based on the recommendation of the 2022 EPDN Review Report of the Government of the Republic of Namibia Civic Organisations Partnership Policy (GRN-COPP)

1 BACKGROUND

The Government of the Republic of Namibia (GRN) Civic Organizations Partnership Policy (GRN-COPP) grew out of an understanding that civil society organizations (CSOs) play a key role in national development. Initiated by the National Planning Commission (NPC), it emerged from a desire to optimize the working partnership and improve the quality and coordination of service provision by more efficiently targeting scarce resources. The position is articulated in Vision 2030, which celebrates the fact that in many government policies the role of civil society is mentioned. From this perspective “Government recognized that development has to be bottom-up and include active participation of citizens and their organizations, thus ‘democratising development’”¹.

The execution of the GRN- COPP however as defined in the MoU between the Government and Namibian NGOs Forum Trust (NANGOFT) the CSOs’ umbrella organisation targeted as a vehicle for the Government-CSOs interface in the implementation of the Policy at that time, was hampered by various factors,.

In 2018, a NANGOF Trust Supplementary Report presented at the United Nations’ Voluntary National Review (UN-VNR) highlighted the need to review the 2005 GRN-COPP. In that report the GRN- COPP was viewed as outdated and irrelevant².

It is in this context that the EPDN project was asked to undertake in- depth review of GRN-COPP and to provide recommendations on the way forward. The review was to identify factors that have shaped the implementation of the GRN- COPP since 2006 and describe the policy

¹ Namibia Vision 2030 Policy Framework for Long-term National Development, 2004, p.11

² GRN-COPP review report, p.



impact it had. It was also to underscore “the role that CSOs and their partnership with Government and the private sector can play in the implementation of the SDGs³”.

The 2022 review process included workshops in 5 locations of the country: Ondangwa (10 October); Swakopmund (13 October); Keetmanshoop (17 October); Windhoek (24 October) and Rundu (1 November). In total, 123 participants from 96 civic organisations attended the workshops. Twenty key informant interviews took place in addition to the extensive review of documents. Since the GRN-COPP’s impact had never been monitored or evaluated, the workshops were a venue to encourage participants to assess the current state of government and civil society relations and the relevance of the GRN-COPP. Data from the workshops was collected using a scorecard system, which helped provide some level of empiricism to the exercise.

The review concluded that the GRN-COPP *contained some key structural weaknesses*, which served as barriers to *its implementation*. First, it lacked a detailed operational plan and second it had no budget. These components were later embedded in the Guidelines for the Policy Making Process, issued by the NPC in June 2018. But there is no evidence that the policy was ever implemented. In this regard, it is clear that the policy was bound to fall short of original expectations. The absence of a clearly *defined implementation strategy with concrete milestones and measurable performance targets attached to predictable budget lines* meant that from the outset the policy was simply not implementable. At best the policy met a need to deepen the philosophy of partnership between the government and civic organisations. Significant change since 2006 has taken place since. Namibia has embraced of the Sustainable Development Goals (SDGs) and Agenda 2030, adopted by member states of the United Nations in 2015. While the “spirit” of the policy remains relevant, the modality of government-civil society cooperation, and the role played by NPC in this relationship, should focus on *a framework of practical engagement*.

The Framework of Engagement and its application will be based on a set of principles⁴ which are integral to each of its five pillars. The principles are intended to hold the framework together as a cohesive and integrated approach to strengthening the relationship between duty bearers and rights holders in Namibia’s journey towards 2030. The pillars are:

I. Coordination, II: National Dialogue. III: Local structures, IV: Political Engagement, V: Regulatory Coherence

- 1) *Coordination between government and civil society creating a space for strategic discourse and ensuring a strategic entry point for civil society to influence government policymaking in the areas of relevant competence.* Hereby some crucial elements are key to success: strong self-regulating civil society sectoral networks out of which a kind of National Advisory Committee could be formed, which would hold regular meetings with NPC so as to serve as the principal venue for coordination. The report further

³ TOR of the GRN-COPP review process

⁴ These principles are

1. Promote local leadership 2. Improve equity and inclusivity within partner relationships 3. accountability to constituents, 4. Seek innovative approaches, 5. Lower barriers to partnerships



advises a coordination secretariat that would absorb the NPC CSO Helpdesk and pull in additional resources to ensure it can serve the needs of National Advisory Committee - NPC coordination. One key issue would be a greater involvement of civil society in the National budgeting process.

- 2) Pillar II National dialogue⁵ which is strongly intertwined with the localization of the Sustainable development goals, which are receiving emphasis for the new National Development Plan (NDP6). A National Dialogue Secretariat with strong representation in all Regional Councils and established working mechanism with civil society is another element recommended in the Review report and deserve special attention within the Framework based on further discussions with the NPC.
- 3) Pillar III is strengthening local structures within the decentralization process and the improved and applicable mechanisms of grassroots civic organizations for consultation and collaboration with local authorities must be clearly reflected in the Framework of Engagement implementation plan⁶.
- 4) Pillar IV is Political engagement relating to strengthening civil society's interaction with parliamentarians, and in particular through the Parliament's Standing Committees. Due the separation of Powers as foreseen in the Constitution of Namibia, this pillar should not be part of the Framework Agreement implementation mechanism. It is the sole business of Parliament and Civil Society to agree on a collaboration mechanism.
- 5) Pillar V is dedicated to a regulatory framework proposing a debate on whether & how to bring CSO regulatory framework into the 21st century, recommending a study about best practice examples of the world on not-for-profit laws. Pillar V however, will not be part of this assignment.

The GRN- COPP review report was presented to an enlarged EPDN project steering committee in January 2023, including representatives of civil society organisations⁷. It has since been presented in three public events by the EPDN team as well as by the National Planning Commission⁸. It was also published on EPDN 's website as well as on CIVIC+264 website⁹.

⁵ GRN - GOPP review report P.48

⁶ The report further talks of the develop and implementation of a community participation strategy that would include mechanisms for participation in national, regional and local planning and prioritization. Part of this is the development of CSOs capacities on citizens' budgeting to actively participate in decentralized and gender sensitive budget formulation and execution.

⁷ CSO members of the Steering Committee CIVIC+264 and NACSO were present, National Institute for Democracy and the Legal Assistance centre were invited as guests.

⁸ Presentations to stakeholders of the report: During NGO day 01.03.2023 to about 40 CSO representatives presented by EPND Team leader; National Conference for CSOs organised by Konrad Adenauer Foundation June 16 by NPC, Ester !Nanus, as well as national CSO network meeting 27.06 by EPDN TL. All events took place in Windhoek.

⁹ [Enhancing Participatory Democracy \(EPDN\) \(civic264.org.na\)](https://civic264.org.na)



2 DESCRIPTION OF THE ASSIGNMENT

2.1 The objectives of this Technical Assistance

1. To draft the implementation plan for “the Framework of engagement in action” that will reflect the, *strategy, modalities for a collaborative, dialogue and participation mechanism for civil society in the Government's decision-making process*. It should reflect existing collaboration mechanisms to learn from those that are currently partly or fully working efficiently (tasks groups, working groups etc.¹⁰)

The document should be based on the principles and pillars established in the Framework of Engagement and cover all stakeholders described herein. (Government at national, regional and local level, Parliament and Civil Society)

2. The paper should, with various means, (online and face to face) be presented and discussed with representatives of civil society and then with Government in a joint Forum, organised by EPDN and the National Planning Commission
3. It should also contain an implementation plan, an M&E plan and a budget with potential funding sources agreed with the National Planning Commission.
4. The paper should also contribute to a lasting enabling environment for a democratic, self - regulated credible Civil Society in Namibia, supported as a partner for development by national, regional and local government.

2.2 Requested services and outputs

The Non-Key Experts will assist the EPDN team with:

An implementation plan for the Framework of Engagement which will reflect outcomes of a broad consultation process (face to face and online) facilitated by the EPDN team based on an initial discussion with the National Planning Commission, which is representing the Government of Namibia as Partner of the EPDN programme.

¹⁰ To our knowledge working groups with CSOs participation are taking place in the Ministry of Gender, Ministry of Environment and Ministry of Agriculture. There are a few budgeted implementations plans of policies in place such for the renewed Food and Nutrition Policy,



1. Based on the Framework of engagement as recommended in the GRN- COPP review report in November 2022 **an implementation strategy and plan for this “Framework of engagement”** shall be developed taking into account the following:

- ✓ The Implementation strategy should reflect the country’s major policy changes since 2006 (e.g. Sustainable development goals localization efforts,).
- ✓ It must entail *concrete milestones and measurable performance targets* attached to *predictable budget lines and potential funding sources, (resource outlook)*
- ✓ It should reflect the country’s most important policies that guide the national development of Namibia¹¹
- ✓ Roles and responsibilities of stakeholders should be described referring to the COPP-Review recommendations, where possible and feasible
- ✓ A particular focus should be CSOs involvement in the country’s national development budgeting process (bottom up¹²).
- ✓ It must include a concrete workplan for the coming two years
- ✓ Monitoring and evaluation framework and reporting and quantitative as well as qualitative indicators and the institution(s) responsible for the monitoring and revision of the workplan after two years

2. Ensure a broad discussion with civil society and government institutions, reflecting the best possible compromise of positions and views in the Framework of engagement implementation plan. The experts will be asked to participate in a podcast and a press launch, organised by EPDN (in close cooperation with the NPC)

3. Provide with recommendations on the nature of the Framework of engagement. Should the document be a policy, a memorandum of collaboration, an agreement?

2.3 Timing and Duration of Assignment

The assignment will take up to a maximum of a total of 36 working days for two experts. The assignment will commence no earlier than August 2023 and be completed by March 2023.

2.5 Allowable Working Days

Within the stipulated period, a total of 20 working days for the Non-Key Expert 1/lead expert and 20 days for Non-Key Expert 2. A total of 40 has been allocated for the assignment.

The assignment has been divided into the following Five (5) phases as follows:

¹¹ (e.g. Social protection policy, Decentralisation policy, Water and Sanitation policy, Food and Nutrition policy, NDP5/6, National Anti-Corruption policy and Action plan, National Environmental Education and Education for Sustainable Development Policy etc.)

¹² See also GRN- COPP review process P.48

Tentative planning ¹³				
Phases	Key Activity	Indicative Working Days Allocation		Indicative timing
		Lead expert	NKE 2	
1	Desk study: Initial document review and related preparations including kick off meeting with Team leader Documents: GRN-COPP and Review report Table of content for Framework of engagement in action First draft	5 Days	5 Days	August /Sept 2023
2	Kick off workshop with Project Steering Committee and task group Forum meeting with CSOs and Government in Windhoek What do we expect from the Framework of Engagement in Action? Circulation of the draft via online polling tool via CIVIC+264 (supported by EPDN team)	2 Days	2 Days	September 2023
3	Consultation workshops (in Windhoek and at 4 Regions each expert covers 2 regions, accompanied by a member of EPDN staff Consolidation of the report based on inputs Presentation to Project Steering Committee Validation in a Forum Podcast for EPDN's website and social media	8 Days	8 Days	October/ November 2023
4	Presentation of the Framework of engagement in Action to Government, CSOs and PSC	2 Day	2 Day	January 2024
5	Finalising Draft and presenting it in a press conference to a wider public	3 Days	3 Days	February/March 2024
	Total days per expert	20	20	
	Total	40		

¹³ The planning is tentative and serves as a flexible guide.

3 EXPERTS' RESPONSIBILITIES AND PROFILE

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The review will be coordinated by a (Non-Key Expert 1) who acts as the Lead Consultant, whose responsibility is to lead and oversee the design, execution and delivery of results of the review assignment as per this Terms of Reference. The Lead Consultant will work with and coordinate the inputs of an additional expert (Non-Key Expert 2) who provides support in the design and execution of the review assignment. Both experts are required to meet the following educational, working experience, skills and competencies profile.

Criteria	Non-Key Expert 1 (Lead Consultant)	Non-Key Expert 2
Educational Qualifications and requirements	A Master's degree in social sciences, economics, development studies, public administration or related field	A Master's degree in social sciences, economics, public finance and public budgeting development studies, public administration or related field
Level of Working Experience	At least seven years of relevant professional experience - Proven track record in Participatory Community development engagement, policy formulation, facilitation of stakeholders' engagement and dialogue - Sound working experience with CSOs, government entities and/or parliament – Working experience in Namibia	At least seven years of relevant professional experience - Proven track record in development policy formulation, input to a public budget, facilitation of stakeholders' engagement and dialogue - Sound working experience with government entities and/or parliament – and CSOs Working experience in Namibia
Skills and Competencies	Fluency in English (written and spoken) - Governance Frameworks development Report and policy writing Presentation skills - Ability to work in and coordinate a multi-disciplinary team Ability to engage with diverse and challenging stakeholders	Fluency in English (written and spoken) Governance Frameworks development Report and policy writing Presentation skills - Ability to work in and coordinate a multi-disciplinary team Ability to engage with diverse and challenging stakeholders



	Constructive moderation and facilitation of divers and challenging groups	Constructive moderation and facilitation of divers and challenging groups
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4 LOCATION, DURATION AND INDICATIVE WORK PLAN

4.1 Location and Logistics

The review assignment will be undertaken in Namibia, with the two experts working mainly from Windhoek. Some level of travel to the regions may be considered, to be undertaken as per the work plan to be prepared by the consultants, under coordination of the Lead Consultant, and agreed with the EPDN Programme Technical Assistance Team leader, who is the technical lead for this assignment.

4.2 Commencement and duration

The assignment would be conducted over a period of up to seven months with a total for 36 days

Indicative commencement: 20. 08 2023

5 REPORTING

Contractually, the NKEs will report to the Project Director while technically the NKE will be supervised by the Team leader of the EPDN TA Team.