SUSTAINABILITY ASSESSMENT FOR CONSOLIDATION OF DEMOCRACY PROGRAM IN NAMIBIA
2001

FORWARD

Choice is at the heart of democracy, but our choices are not entirely free. Human choice is fettered by history, by context, by biology, by expected consequences and by imagination. Every choice has a history, and a price. In politics, the scope for choice is often particularly fettered. Choice may never be entirely free, but neither is it totally determined; to argue that it is, as a result of biology, the unconscious, predestination or whatever would be to abolish ethics. This is not the position of this *Sustainability Assessment for Consolidation of Democracy Program in Namibia.* This admirable and reflective report on the work of the National Democratic Institute for International Affairs (NDI/Namibia) in collaboration with the Parliament of the Republic of Namibia, offers valuable insights into the state of democratic life, more especially, in respect of Parliament in a country that until recently tasted foreign domination and war.

For the past seven years, the National Democratic Institute for International Affairs (NDI/Namibia), guided by the recommendations of the *Agenda for Change*, a report crafted by the Parliament of the Republic of Namibia in 1995 and subsequently adopted in 1998, has been responding to the special capacity needs of Parliament. Informed by the understanding that Parliament is at the heart of democracy, the NDI embarked upon a multidimensional training and publication program in an attempt to bring parliamentary democracy to life in one of Africa's younger democracies. This *Sustainability Assessment for Consolidation of Democracy Program in Namibia* chronicles not only the work of the NDI, but also reflects on democratic consolidation, more especially in its institutional dimensions.

The concept of 'democratic consolidation' and how it relates to Parliament is explored with special reference to eight interrelated dimensions. These are:

- The work and importance of parliamentary committees
- Relations between the National Assembly and the National Council, especially in respect of lawmaking and legislative review
- Information, research and policy analysis
- Member's support (empowering Members of Parliament)
- Parliamentary staff
- The media and Parliament
- Civil society and Parliament, and
- The Electoral System.

NDI conducted three sets of surveys to gather more information on the current status of the various recommendations embodied in the Agenda for Change. For this purpose a survey was carried out among Members of Parliament, while separate surveys were administered for the parliamentary secretariat and civil society actors. Collectively, these surveys provide a unique insight into how the recipients of the NDI's work and programs view these. They also provide a status report on the progress made and challenges that lie ahead in respect of the many recommendations of the Agenda for Change.

The value of this *Sustainability Assessment* lies in its recognition that there are complex linkages between a transition to democracy, the conditions needed for sustaining it and its consolidation. As such, this Report deserves to be widely read and discussed, for in its one unique way it is a powerful example of democracy in action. There are indeed tough choices to be made, not least of all in respect of the consolidation of a democracy program in Namibia, but also in respect of democracy itself.

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I. EXECUTIVE SUMMARY

The Sustainability Assessment was a comprehensive evaluation of the Democratic Institution Building and Consolidation of Democracy assistance agreements between NDI/Namibia, USAID/Namibia and the Parliament of the Republic of Namibia spanning the last seven years and are scheduled to end in September 2002. The goal of the assessment was to evaluate the current status of NDI's programming and identify those programs that are currently sustained, programming that can be sustained beyond the life of the Consolidation of Democracy grant, and programming that cannot be sustained.

The assessment was modeled on the Agenda for Change which is the blueprint for NDI's work in Namibia. The result of numerous study missions, the Agenda for Change was produced by the Parliament of Namibia in 1995 and subsequently adopted in 1998. The Agenda for Change contains numerous recommendations concerning the Namibian Parliament and therefore has served as the guide for NDI's programming.

In order to gain input from NDI's partners and to gather information on the status of the recommendations of the Agenda for Change, NDI conducted surveys with Members of Parliament, the parliamentary secretariat and seven civil society organizations. These were not scientific surveys, nor an attempt at gathering statistically valid data. They were a method to gather information relatively quickly from a large number of people to gauge opinions, outstanding needs and general skill levels.

Data from the surveys was analyzed with emphasis placed on the results of the Members survey. Members ranked the following as the most important NDI programs: Budget Programs, Induction Programs, Bill Analysis Programs and computer training.

The analysis resulted in the identification of programs that can be sustained beyond the life of the Consolidation of Democracy grant. They are listed in the center column of Appendix 5.

The results of the analysis were then placed into a draft of this Assessment. The draft was used to guide discussions at an internal NDI/Namibia strategy retreat. The result of this retreat was a draft 12-month work plan delineating 42 activities required in the remaining period of the grant to sustain programming efforts beyond the life of the Consolidation of Democracy grant.

This draft work plan then guided consultations with USAID/Namibia and Parliament. USAID/Namibia and Parliament contributed to the strategies to sustain the ongoing NDI programming. Their contributions were incorporated into this document and the final 12-month work plan. *See Appendix 7 for the Final 12-month Work Plan.*

This Assessment concludes that while the Budget Program, Induction Programs and Bill Analysis Programs are essential to sustain, the Information Management System (IMS) and computer skills training will be NDI's legacy in Namibia. The resulting 12-month work plan containing 42 activities is not realistic and as a result, NDI/Namibia, USAID

Namibia and Parliament will need to continue to closely consult to further narrow priorities.

II. INTRODUCTION

In September 1998, the National Democratic Institute for International Affairs (NDI) entered into a four-year cooperative agreement with the United States Agency for International Development Mission to Namibia (USAID/Namibia) to support consolidation of parliamentary democracy and increase citizens' participation in the legislative process. This agreement was a follow-on to the 1994 USAID grant, Democratic Institution Building (DIB). The consolidation of democracy was to be accomplished primarily through continued assistance to both houses of Parliament, and secondarily through advocacy training for civil society organizations and capacity building for journalists covering Parliament. This program is the continuation of the three successful years of DIB during which NDI developed structures and refined procedures to assist with the establishment of an efficient, transparent, independent and accountable Parliament.

Since NDI first began working with the Namibian Parliament in 1990, significant progress has been made in creating a Parliament that is not a 'rubber-stamp' for the executive. The Consolidation of Democracy agreement comprises two phases: phase one, which spanned September 1998 through September 2000; and phase two (in which NDI currently operates) which began September 2000 and ends September 2002.

This assessment of the Consolidation of Democracy program in Namibia was included in the proposal. This assessment began in January, 2001 to determine what aspects of the last seven years are currently sustained beyond the life of the Consolidation of Democracy grant, what can be sustained beyond the life of the Consolidation of Democracy grant, and what cannot. From this assessment, NDI/Namibia's final work plan has been developed to ensure those programs identified as priorities are sustained before the close of the cooperative agreement. This assessment began with an examination of the Agenda for Change, which is the foundation for the Democratic Institution Building and Consolidation of Democracy programs.

The Agenda for Change was produced by the Parliament of Namibia in July 1995. It was subsequently amended and adopted in 1998. It was the result of nine study missions to Europe, Asia, Central America and the Caribbean. The impetus for the Agenda was the reality that Namibia has "…not yet established Parliament effectively at the heart of democracy…" and that Parliamentary "…autonomy is yet to be realized." *See Agenda for Change at page* 1.

The Agenda for Change became, and continues to be, the blueprint for NDI's work. The Agenda for Change serves as the rationale for the assistance agreement with USAID/Namibia and the tripartite Memorandum of Understanding between USAID/Namibia, NDI and Parliament. *See Appendix 1 for the Memorandum of Understanding.* The Agenda acts as the framework to guide programs in consultation with Parliament, its political leadership, civil society and key stakeholders.

"There is no doubt that the implementation of the recommendations and proposals contained in this document will empower the parliamentarians thus strengthening the institutions of Parliament and enhancing democracy an[d] accountability in general in our country for many generations to come." *See Report of the Joint Select Committee on Agenda for Change at page 3*.

Consequently, this NDI assessment begins and ends within the context of the Agenda for Change in conjunction with NDI and USAID goals and objectives. The Agenda for Change will be reviewed in a conference at the conclusion of the Consolidation of Democracy grant.

III. METHODOLOGY

The analysis consisted of seven parts:

1. Identifying the recommendations in the Agenda for Change;
2. Identifying NDI programming addressing each of the recommendation(s) from the Agenda for Change;
3. Determining the current status of NDI programming addressing the recommendation(s) using:
   a. NDI's seven years of experience in Namibia;
   b. data from the three surveys;
   c. input from the NDI retreat, USAID, and Parliament;
4. Concluding whether or not ongoing NDI programing can be sustained beyond the life of the Consolidation of Democracy grant;
5. Outlining strategies to preserve NDI programming that can be sustained;
6. Concluding whether recommendations made in the Agenda for Change were incorporated, are currently unincorporated, or were rejected by Parliament;
7. Consolidating strategies into final 12-month work plan.

The first step was to identify the recommendations made in the Agenda for Change. Most are listed on pages 3-5 of the Agenda as A1 through H1. The recommendations are categorized by topic in the Agenda for Change. There are also recommendations made within the text of the Agenda, such as the recommendation that Ministers not sit on committees. These were extracted and listed in the appropriate category. The source in the Agenda is cited following the quoted recommendation. For purposes of this assessment, the category of Civil Society (which is addressed in the Agenda for Change but not in a category of its own) was added. The categories relevant to the Consolidation of Democracy are: Parliamentary Committees; The Work of the Two Chambers;

Information, Research and Policy Analysis; Member's Support; The Staff Who Serve Parliament; The Media; Civil Society; and the Electoral System.

Next, a review of NDI's work over the last seven years was consolidated into an extensive list of programs and publications. This information was gathered from a review of monthly reports, activity reports, evaluation reports, semi-annual reports, and final reports of the last seven years. The titles and dates of these programs and publications are listed under the category of the recommendations from the Agenda for Change which they sought to address. *See NDI/Namibia annual and semi-annual reports for more information on individual programs or publications*.

Some programs and publications addressed more than one category, and were therefore placed under multiple categories. From this review, it could be determined what recommendations were addressed, quantitatively (not qualitatively) how they were addressed and what recommendations were not addressed.

The analysis includes a determination of whether a recommendation from the Agenda for Change has been incorporated into Parliament's structures or processes, is currently unincorporated, or has been rejected by Parliament. This analysis revealed recommendations in the Agenda for Change that:

- Parliament addressed independent of NDI programming;
- have not been addressed;
- have been addressed but are not fully incorporated yet; or
- cannot be addressed because they have been rejected by Parliament.

This part of the analysis distinguishes the status of an NDI program from the status of a recommendation of the Agenda for Change. For example, Parliament, in conjunction with NDI or independently, may have addressed a recommendation from the Agenda for Change thereby fulfilling the recommendation. No further programming by NDI or Parliament was, or is, necessary. This was the case, for instance, with allowances for committee work for Members of Parliament. From this part of the analysis, the status, not only of NDI programming can be gleaned, but of the recommendation itself.

A. Surveys

NDI conducted surveys to gain more information on the current status of the various recommendations in the Agenda for Change and also to gain input from NDI's partners. An opinion survey was conducted with Members of Parliament. Additionally, NDI conducted skill level surveys with both the parliamentary secretariat and civil society organizations. It is important to note that these were not scientific surveys, nor an attempt at gathering statistically valid data. This was an attempt to gather information relatively quickly from a large number of people to gain an impression of opinions, outstanding needs and the general skill levels in different areas relevant to the USAID/NDI Consolidation of Democracy programs.

Member of Parliament Survey

The survey questionnaire for Members of Parliament was administered in a series of 'one-on-one' interviews by Bob Kandetu, an NDI evaluation/program consultant, Achieng Akumu, NDI Country Director, and Richard Salazar, NDI Senior Program Officer. The survey consisted of both quantitative and qualitative questions culminating in the final question: "What should be the focus of NDI's work in the next two years?" (*See Member of Parliament Survey Questions in Appendix 4*). The emphasis in the survey was to isolate programs important to Members, in practice and in theory, and to identify the willingness on the part of Members of Parliament to assume these programs by dedicating to them both financial and human resources.

Due to time and monetary constraints, NDI interviewed a sampling of the 98 Members of Parliament. NDI contacted 39 Members including the four presiding members of Parliament (the Speaker of the National Assembly, the Deputy Speaker of the National Assembly, the Chairman of the National Council and the Vice-Chairperson of the National Council), five Ministers, five Deputy Ministers, the twelve Chief Whips, three SWAPO backbenchers, and ten Members of opposition parties. The sample included 30 Members of the National Assembly and nine from the National Council. The sample was also gender sensitive.

Interviews were conducted with 24 of the 39 Members. Therefore, **62 percent** of the proposed sample was surveyed (or **25 percent** of the 98 total Members of Parliament). The remaining Members in the sample did not respond to NDI's requests for interviews despite several attempts. Each category of Members was surveyed except the SWAPO backbenchers who did not respond to NDI's requests for interviews.

Secretariat Survey

Concurrently, NDI conducted a skills survey of the parliamentary secretariat. The assumption was that where secretariat skills are high, programs are more likely to be sustained, and where skills are low, programs are less likely to be sustained.

The Secretariat survey consisted of a four-page questionnaire divided into twelve categories including:

- job parameters
- legislation
- budget
- computers
- library and research
- meetings

- study missions
- publications
- rules
- media
- English skills
- induction programs

Under each category was a list of statements. Each statement was followed by the numbers one through five. The participant was to read the statements and indicate the level of agreement or disagreement with the statement, with the number one representing "agree strongly" and the number five representing "disagree strongly." For purposes of clarity, these five levels of agreement were consolidated into three (agree, not sure, and

disagree) when the data was compiled. *See Appendix 2 for the Secretariat Questionnaire and Results Chart.*

The survey was anonymous although a space was provided for the participant to write the office in Parliament in which they work. All participants were told their participation in the survey was voluntary. Additionally, participants were told that if they found a question irrelevant, offensive, or otherwise objectionable, they did not have to answer it.

A list of staff from both houses and general services of Parliament was compiled. Those listed had participated in at least one NDI program in the last seven years. The list comprised 45 staff members from the level of Secretary to Committee Clerk. By the deadline for return of the distributed surveys, 32 surveys had been completed representing a **71 percent** return rate.

The secretariat survey achieved its intended results by providing NDI with an impression of current skill levels of parliamentary staff. The sample was significant enough to make generalizations based on the responses.

The survey contained general skill categories that apply to each staff member regardless of their position such as job parameters, analyzing and reviewing legislation, budget development, computer literacy, organizing and conducting meetings, and rules of procedure. There are more specialized skills addressed by statements within some of the general skill categories. For example, under the general category of legislation there is the statement: "I can write a bill summary." Additionally, there are more specialized skill categories in the survey such as library and research; study missions; publications; media; and induction programs.   All parliamentary staff do not necessarily share these specialized skills. Therefore, specialized skill levels may seem low where they are actually high--just not common to many staff. For example, the lawyers in Parliament may have a high skill level for producing bill summaries, but a very low skill level at producing the publication *The Debate*. The opposite may also be true for the staff that publishes *The Debate*. Therefore, when analyzing the survey results it was necessary not only to consider the percentages, but the raw numbers of staff. The raw numbers are noted in this assessment when it is an important factor in an analysis.

Civil Society Survey
The same method was used to assess civil society organization (CSO) skill levels. NDI compiled a list of CSOs who received training from NDI in the last seven years. A questionnaire was compiled and categorized. The subjects included:

- advocacy
- budget
- research
- workshops

- proposals
- publications
- media

The questionnaire sought to determine the skill level of civil society partners in terms their its advocacy ability, fluency with national policy issues including the national

budget, research abilities, workshop skills, proposal writing, publication production capacity, and competency when engaging and interacting with the media. The questionnaire used the numbered scale described previously. Again, the survey was anonymous. The questionnaire was distributed to nine CSOs:

- Association of Regional Councils (ARC)
- Namibian Non-Governmental Organizational Forum (NANGOF)
- Katutura Community Radio (KCR)
- Namibian National Farmers Union (NNFU)
- Namibia Chamber of Commerce and Industry (NCCI)
- Omusema Training and Associates (OTRA)
- Urban Trust of Namibia (UTN)
- Women's Manifesto Network (WMN)
- BRICKS

Seven of the nine organizations responded resulting in a **78 percent** return rate. ARC and NCCI did not respond. The results and contents of this survey are contained in Appendix 3.

B. Post Survey Outreach and Input

NDI compiled and analyzed the resulting data, and a draft of this assessment was completed. The draft framed an NDI/Namibia staff retreat where findings and priorities were discussed to guide the remainder of the USAID/NDI program. These discussions are incorporated in the analysis portions of the final assessment. The retreat culminated in the drafting of NDI/Namibia's final 12-month work plan spanning from June 2001 to June 2002.

The draft 12-month work plan was presented to USAID/Namibia for their consideration and input. USAID/Namibia was updated on the sustainability assessment and discussions from the NDI/Namibia retreat. Following input from USAID/Namibia, NDI consulted jointly with the Secretaries of both Houses of Parliament for their input on the draft 12-month work plan. The Secretaries were also updated on the sustainability assessment and discussions from the NDI/Namibia retreat. Subsequently, the Secretaries briefed the Speaker of the National Assembly and the Chairman of the National Council on the sustainability assessment and draft 12-month work plan for their input. The Memorandum of Understanding (MOU) between NDI, Parliament and USAID states:

> "The Parliament of the Republic of Namibia continues its clear commitment to sustaining the program after its completion by providing for recurring costs for the structures and services created in the program, particularly computer and legislative support services and library resources."

Finally, following consultation with USAID and Parliament, NDI presented a draft of this assessment and the draft 12-month work plan to the Project Advisory Committee for advice and input.

This process involved, and continues to require, many difficult choices. There is not sufficient time to sustain all programs that are potentially sustainable. It should be noted that setting these priorities does not imply the abandonment of any parliamentary or civil society program. It is NDI's hope that sustainable programs that do not make the short list can be revisited as the end of the current grant draws near. Therefore, it is with an optimistic view that these programs are temporarily set aside to be sustained later with additional funding, and not with a cynical view that the work is abandoned and left to wither on the vine.

IV. CONSTRAINTS

It is important to note that the Republic of Namibia has made great strides in its 11 year parliamentary democracy. A comprehensive evaluation of the sustainability of the Consolidation of Democracy must include the constraints placed on the program. These include the following:

1. Because there are only 32 back-benchers in the National Assembly, they are required to sit on as many as four or five committees. This negatively affects their work.
2. Members of Parliament and the Parliamentary secretariat have insufficient research skills and, to date, Parliament has not filled the position of Director of Library, Research and Information.
3. Intraparty loyalty prevents some Committee Chairpersons from conducting oversight, and therefore, the skills to conduct oversight are minimal.
4. Due to Parliament's tight schedule, lack of a joint calendar, and limited human resources, national and regional constituency outreach activities remain inconsistent.
5. There is no capacity for backbenchers to initiate legislation.
6. There is limited political commitment to pass legislation creating an Independent Parliamentary Service as high parliamentary staff turnover continues to negatively affect programming and sustainability.
7. International commitments of the Presiding Officers and Secretaries delay planning and implementation of programs and deputies are not delegated sufficient authority to plan and implement programs in the absence of the Presiding Officers and Secretaries.

V. SUSTAINABILITY DEFINED

Sustainability means Parliament self-sufficiency beyond the life of the Consolidation of Democracy grant. Parliament achieves self-sufficiency by having efficient support programs and adequate budget to empower itself and its Members with the necessary

capacity to direct its own future development both independently and with support from Namibian organizations. Parliament (and civil society) must own, identify and drive sustainable mechanisms for on-going training and education for Members and staff within the institution itself. These mechanisms can be lodged within the institution or, in its sole discretion, Parliament can draw on the skills and resources of Namibian non-governmental organizations (NGOs), CSOs, academic institutions and other service providers outside Parliament in order to maintain parliamentary capacity.

A program will be considered sustained when:

1. Parliament identifies a provider (which may be itself) who:
    a. has experience training and/or producing publications;
    b. has adequate human and other resources to fill a need;
    c. has an understanding of a program and written terms of reference;
    d. is nonpartisan;
2. responsibility and files have been transferred from NDI to the provider; and
3. Parliament makes or obtains a financial commitment to sustain a program.

VI.   ANALYSIS AND CONCLUSIONS ON NDI PROGRAMMING AND RECOMMENDATIONS OF THE AGENDA FOR CHANGE

The quoted recommendations of the Agenda for Change in each category are followed by the analysis. First, NDI programming addressing the recommendations is identified and charted. There is a great deal of NDI's work not captured in these charts. This includes ongoing programs such as Parliamentary Information Communication Technology (PICT) training, management training, research training, technical advice, comparative research and sub-grants. These were captured in the text of the analysis when appropriate. Second, the current status of NDI programming addressing the recommendations is determined using NDI's experience, data from the three surveys and input from the NDI retreat, USAID, and Parliament. Third, it is concluded whether or not ongoing NDI programming can be sustained beyond the life of the Consolidation of Democracy grant. Fourth, a strategy to maintain NDI programming that can be sustained is outlined. Fifth, it is concluded whether the recommendations made in the Agenda for Change have been incorporated, are currently unincorporated, or have been rejected by Parliament.

A. Parliamentary Committees

There are twenty recommendations concerning parliamentary committees made in the Agenda for Change. These recommendations are divided into three categories for ease of discussion: committee structure, committee functions and committee policy. NDI addressed these twenty recommendations of the Agenda for Change through implementation of forty-eight programs and publications.

CHART 1: NDI PARLIAMENTARY COMMITTEE PROGRAMS TO DATE

No.	Program or Publication	Date
1	Indonesia Study Mission Roundtable—National Council	8 December 2000
2	Budget Workshop—NC	4-5 December 2000
3	Indonesia Study Mission—NC	16-25 November 2000
4	Media Training—National Assembly	20 November 2000
5	Workshop to Review Draft of *Guide for Committee Chairpersons*—NA	20 November 2000
6	National Council—NC	24-25 October 2000
7	Induction II—NA	12-14 September 2000
8	Bill Summary and Bill Analysis Workshop--NA/NC	22-25 August 2000
9	Louisiana Study Mission Report Back Session—NA/NC	18 July 2000
10	Post-Ghana Study Mission Roundtable 1-3—NA	July 2000
11	The Regional Survey Conclusion (13 workshops)--NC	29 June 2000
12	Louisiana, USA Study Mission for Legislative Drafting—NA	June 12-23 2000
13	Ghana Study Mission—NA	12-17 June 2000
14	Budget Briefing—NC	22-23 May 2000
15	Budget Briefing—NA	19 April 2000
16	Induction I—NA	22-27 March 2000
17	Legislative Skills Workshop	23 November 1999
18	Legislative Skills Workshop	12 November, 1999
19	Committee Clerks Workshop—NA/NC	27 October 1999
20	HIV/AIDS Workshop—NA/NC	9 September 1999
21	Staff Attachment to Australia—NA/NC	20 August-15 September 1999
22	Gender/Advocacy Workshop	21 August 1999
23	Bill Analysis Workshop	23 July 1999
24	Practical Skills and Procedures Workshop	29 April 1999
25	Budget Briefing	12 April 1999
26	Secretarial Training	September 1998
27	NANGOF Parliamentary Monitoring Program	May 1998
28	National Council Standing Rules and Orders Workshop	May 1998
29	Budget Workshop	February 1998
30	Ethics Study Mission to Botswana	November 1997
31	Bill Analysis Workshop 2	October 1997
32	Anti-Corruption Conference in Peru	October 1997
33	Study Mission for National Council to USA	September 1997
34	Ethics Conference	June 1997
35	Budget Awareness Workshop, MPs and NGOs	April-May 1997

36	Women's Caucus Study Mission—NA/NC	December 1996
37	Study Mission to India and Malaysia—NA/NC	December 1996
38	Research Training—NA/NC	October 1996
39	Computer Skills Training—NA/NC	August 1996
40	Women's Caucus Workshop—NA/NC	July 1996
41	Bill Analysis Workshop—NA/NC	July 1996
42	Conference and Workshop with NCSL—NA/NC	June 1996
43	Committee Workshop—NA/NC	May 1996
44	*Understanding the National Budget (including six translations)*	19 November 1997
45	*Analyzing Legislation: Reading Bills Critically*	June 1997
46	*A Guide to Legislative Research on the Internet*	June 2001
47	*How Laws are Made*	1996
48	*The Debate*	1997 and continuing

i. Committee Structure

1. "Parliament should establish a full system of permanent Select Committees to examine the work and policies of all government ministries. To achieve consistency and accuracy with current practice, the word 'select' should be read as: standing/select with the deletion of the word 'permanent'." *See Agenda for Change* A1 *and Report of the Joint Select Committee on Agenda for Change at page 4*. *See also Agenda for Change* 6.8(C).

2. "Ad hoc and Special Committees should be set up as and when either chamber finds it necessary." *See Agenda for Change* 6.8(g).

Discussion on Establishment of Committees including Ad hoc and Special Committees
Both Houses of Parliament, the National Assembly and the National Council, have established standing committees in their standing rules and orders. The National Assembly established its committees in 1996, and the committees began functioning in 1997. The National Council's committees were established and began functioning in 1999. The committees of the two houses are young (4 years-old in the National Assembly and 2 years-old in the National Council), and growing slowly, but growing well. They show promise to become effective checks on the Executive branch of government. The standing committees in the National Assembly are:

- Standing Rules and Orders and Internal Arrangements
- Privileges
- Public Accounts
- Reports of the Ombudsman

- Natural Resources
- Human Resources, Equality and Gender Development
- Economics
- Security
- Governmental Affairs
- Petitions

The standing committees in the National Council are:

- Standing Rules and Orders
- Steering
- Privileges
- Public Accounts and the Economy
- Constitutional and Legal Affairs
- Regional Development and Reports
- Foreign Affairs, Defense and Security

Both houses of Parliament have adopted, and continue to revise, standing rules and orders for their committees. There are competent human resources and other support dedicated to the committees in the form of committee clerks, legal advisors, and the common services research division. The standing rules and orders for each house provide written terms of reference for each committee. Each house has sole responsibility for its committees and initiates rule and policy changes on its own. Parliament has dedicated financial resources to the committees of both houses in its budget.

Ad hoc and special committees are provided for in the standing rules and orders of both houses and have been constituted in practice. The use of ad hoc and special committees has been limited, but has been successful. The Committee on Petitions in the National Assembly is an inherently ad hoc committee. It can receive petitions on a wide range of topics, hold meetings on the petitions and report to the Committee of the Whole House. Further, Parliament, in 1999, established a special joint Budget Committee to examine the Parliament's budget, but has not continued this practice.

NDI programming has included continual technical advice and comparative research on the standing rules and orders. Further, NDI has assisted the development of Parliament's committee structure through comparative research, study missions and attachments for Members of Parliament, Committee Chairpersons, and staff. Workshops and seminars by NDI have included resources persons from other countries to guide the establishment of committee rules and structures.

Supporting Data from Parliamentary Secretariat Survey
The survey reveals a lower skill level with rule comprehension than has been NDI's practical experience. There exists a good working knowledge of not only the Namibian parliamentary rules, but also of other parliaments across the globe, especially the commonwealth. This knowledge is centralized with a core group of parliamentary staff that that includes the legal divisions, directors and committee clerks.

Proficiency with rules of procedure is a specialized skill and remains with the core group of parliamentary staff. When presented with the statements, "I understand the Standing Rules and Orders" and "I understand the Committee Rules," **68 percent** of staff agreed. That **68 percent** represents a minimum of **21 staff** members. The low percentage reflected by the responses to the statement, "I understand the protocols of the Parliament" may be the result of the vague term "protocols."

Conclusion on NDI Programming Addressing the Establishment of Committees including Ad hoc and Special Committees
NDI's programming addressing the committee structure of Parliament can be sustained beyond the life of the Consolidation of Democracy grant.

Strategy to Sustain NDI Programming Addressing the Establishment of Committees including Ad hoc and Special Committees
1. Both Houses are currently revising their standing rules and orders. NDI can assist this process through continued technical advice and comparative research.
2. NDI can assist in the publication of the standing rules and orders once adopted.
3. NDI can provide workshops for Parliament staff, by Parliament staff, to improve, propagate and perpetuate rules comprehension.
4. NDI can draft and workshop a guide for committee clerks and committee Chairpersons.

Status of Recommendations of Agenda for Change Addressing the Establishment of Committees including Ad hoc and Special Committees
Parliament has incorporated the recommendations on standing/select, ad hoc and special committees.

3. "[T]he PAC and Ombudsman Committee should consist of nine members; other Select Committees should normally have six members; and members, especially minority party members, should be able to sit on more than one committee." *See Agenda for Change* 6.14 (a)(b) *and* (c). "The proposals for the reduction of membership to committees is, in principle, supported but it is the feeling of this committee that a flexible application of such proposals should preferably be adopted." *See Report of the Joint Select Committee on Agenda for Change at 5.*

4. "[T]he Speaker of the National Assembly and the Chairman of the National Council should have the final say on who sits on which committee." *See Agenda for Change* 6.23.

5. "[O]pposition members should chair the more important committees…." *See Agenda for Change* 6.24.

Discussion on Committee Membership

There are 10 committees in the National Assembly and 7 in the National Council. The standing rules and orders of both houses of Parliament determine the number of Members on each committee. These rules are flexible for most committees providing for a minimum of six members, but not setting a maximum.

Opposition party Members are allowed to sit on multiple committees. In the National Assembly there are only 32 backbenchers, therefore they have to sit on more than one committee. Currently, the National Council has no Ministers or Deputy Ministers. However, in the past, the President has appointed Members of the National Council to be Deputy Ministers.

The membership of committees is determined by the parties in the National Assembly with "due regard to the principle of proportionality" which includes parties and gender as defined by the Standing Rules and Orders and committee rules of procedure. Membership of committees in the National Council is determined by the Standing Rules and Orders Committee which is itself appointed by the Committee of the Whole House.

The Public Accounts Committees of the National Assembly and National Council are chaired by a Member of the opposition. This is based on Commonwealth tradition only, and has not been codified in any statute or rule. NDI is not aware of any discussions that would allow for the chairing of other important committees by Members of the opposition. However, based on a particular MP's expertise, opposition Members of the National Assembly have chaired other committees.

In conjunction with NDI programming on the establishment of committees including ad hoc and special committees, NDI programming on committee membership has included

continual technical advice and comparative research on the standing rules and orders. Again, NDI has assisted the development of Parliament's committee membership through study missions and attachments for Members of Parliament, Committee Chairpersons, and staff. Workshops and seminars by NDI have included resources persons from other countries to guide the establishment of committee membership.

Conclusion on NDI Programming Addressing Committee Membership
NDI's programming addressing the membership of committees can be sustained beyond the life of the Consolidation of Democracy grant.

Strategy to Sustain NDI Programming Addressing Committee Membership
As mentioned previously, both houses of Parliament are currently revising their standing rules and orders. NDI assistance in this process through continued technical advice and comparative research is equally relevant here.

Status of Recommendations of Agenda for Change Addressing Committee Membership
1. The recommended number of members per committee has been incorporated by Parliament.
2. The recommendation that the majority of be placed in the National Assembly has been incorporated by Parliament.
3. The recommendation that the Speaker of the National Assembly and the Chairman of the National Council should have the *final* say on who sits on what committee has been rejected by Parliament.
4. Other than the PAC, the recommendation that the opposition should chair the more important committees has been mostly rejected by Parliament.

Discussion on Joint Committees
Currently, there are provisions in the standing rules and orders of both houses for joint committees. The Parliamentary infrastructure necessary for the successful operation of joint committees is in place. However, currently there is no 'champion' for the institution of joint committees. This is in part due to the National Council wanting to assert itself as an independent house of Parliament, and remove itself from the shadow of the National Assembly.

There are examples of some successful attempts at joint committees such as the previously mentioned joint Budget Committee. However, due to a lack of a joint calendar, uneven schedules and a lack of political will, this joint Budget Committee was not reconstituted this year. Another example of a joint 'committee' was the committee formed by the two houses to resolve differences on the Communal Land Bill. However, this was a *party* committee formed from Members of both houses, and not a parliamentary committee.

NDI has attempted to address this recommendation of the Agenda for Change indirectly through study missions, attachments, induction orientation programs and workshops. Additionally, NDI continuously attempts to run joint workshops involving both houses.

Conclusion on NDI Programming Addressing Joint Committees
There is not an ongoing NDI program specifically addressing this recommendation to sustain beyond the life of the Consolidation of Democracy grant.

Strategy to Sustain NDI Programming Addressing Joint Committees
Although there is no ongoing program to sustain, NDI will continue to stress joint participation in all remaining programming.

Status of Recommendation of Agenda for Change Addressing Joint Committees
Joint committees remain an unincorporated recommendation of the Agenda for Change.

ii. Committee Functions

> 8. "These Committees should have powers to examine any relevant legislation introduced into Parliament as well as government policies and decisions." *See Agenda for Change* A4.

Discussion on Committee Functions
This one sentence recommendation of the Agenda for Change captures the essence of a legislature. This recommendation is the core function of committees in any parliament.

Through the standing rules and orders, committees in both houses technically have the power to examine legislation. This power is derived from Articles 59, 63 and 74 of the Constitution of the Republic of Namibia. However, as a practical matter, the examination of legislation, policies and decisions of government in committees is limited due to time pressures, financial constraints, and sparse legislative skills. Additionally, intraparty loyalty restricts actual oversight of committees. This is further exacerbated by the fact bills are automatically referred to the Committee of the Whole House and not to a standing committee unless a majority of the Whole House votes for such a referral. Therefore, oversight is infrequently practiced.

There are examples of legislation, such as the Education Bill, the Rape Bill, the Diamond Bill and Communal Land Bill, that have received extensive public hearing and input by committees—even grassroots through regional committee hearings. There are other examples of legislation, such as the National Budget, that receive limited input from each house and are not referred to committee. Strictly construed, this recommendation of the Agenda for Change is fulfilled, but only as a technical matter by inclusion in the standing rules and orders. However, despite NDI's vast programming, it is not practiced consistently due to political sensitivities.

NDI programming addressing committee functions has included: bill analysis workshops; legislative drafting workshops and attachments; the Budget Program; study missions; the induction programs; and legislative research workshops.

NDI has addressed legislative skills with several bill analysis workshops and publications like, *Analyzing Legislation: How to Read Bills Critically* and *How Laws are Made*. These workshops have incorporated the analysis of actual legislation such as the Affirmative Action Bill, the Marriage Equality Bill, and the annual Budget.

However, this programming has been ad hoc and has not been assumed by Parliament. The Parliament is not conducting this training independent of NDI. There has not been another provider for this programming identified with adequate resources (human, financial or otherwise), understanding, or terms of reference.

Bill analysis, bill summarizing and bill drafting are crucial to the operation of Parliament. Successful examination of legislation is dependent upon the comprehension level of each Member of the committee. This means the comprehension level of staff is crucial to the interpretation for Members who rely on staff for advice and input. Therefore, skills involving bill analysis, bill summarizing and bill drafting that enhance staff and Member comprehension are invaluable to successful committee work.

NDI sponsored three lawyers and two Members to a legislative drafting institute in Louisiana, USA. In Namibia's parliamentary history there has been only one private Member bill tabled. However, the demand for drafting skills for private Member bills and for drafting amendments is high.

As a result of the current scarcity of lawyers in Parliament, NDI has funded and guided the Bill Summary Program. The Bill Summary Program is structured around a Memorandum of Understanding between NDI, Parliament and the Legal Assistance Centre (LAC). NDI and Parliament send to the LAC bills agreed upon for summarizing. NDI pays LAC for the service provided. The bill summaries are provided to Members of Parliament, CSOs and other interested parties. The perpetuation of this program is underway. Parliament may, within the remaining period, either absorb this function entirely (assuming they have the full compliment of seven lawyers) or continue the contractual arrangement with the LAC or another provider. Should the latter take place, sufficient financial resources will need to be secured in the Parliament budget to provide for this service.

As for budget analysis skills, it is impossible to underestimate their importance. If nothing else, an independent Parliament must have a mastery of the budget. Oversight of the Executive's proposed budget, hence the purse strings of the Nation, is the most effective way in which Parliament can fulfill its mandate as an effective, independent branch of government.

Through its Budget Program, NDI has addressed budget skills with a series of budget workshops for Members of Parliament. The Ministry of Finance has endorsed, supported and participated in the budget workshops. The Ministry provides human resources to the workshop in the form of the Permanent Secretary and others. The workshops have also been held for key CSOs using Omusema Training & Research Associates. However, the Parliament has not assumed responsibility for these workshops. Providers such as the Ministry of Finance, Bank of Namibia, Standard Bank, IDASA(SA), the National Planning Commission, Omusema, NCCI, NEPRU et al are available to provide such a service. Together, these providers have the human and other resources necessary to carry on the Budget Program.

NDI produced *Understanding the National Budget,* a publication translated into six indigenous languages. Amongst Members, it is the most popular NDI/Namibia publication. This publication will exist in perpetuity. However, publication and budget skills are required to keep *Understanding the National Budget* a living document, revised and updated in the absence of NDI.

NDI study missions have played a large role addressing the functioning of committees. Parliament has been involved in the planning and organizing of these study missions. Each study mission has been designed to address skill development and procedure enhancement through exposure to similar well-functioning bicameral legislatures. These study missions have necessarily been different each time. However, the general organizational process is the same. Parliament also organizes and funds study missions independent of NDI.

Finally, each Induction Program has addressed committee functioning. The Induction Programs have oriented newly elected Members of Parliament on their role as legislators. These programs have addressed parliamentary issues such as: separation of powers,

parliamentary rules and procedures, mechanisms for legislative oversight, the legislative process, the role of political parties in Parliament transparency, ethical conduct and constituency outreach. The programs have included the use of multiple international resource persons.

Parliament can organize Induction Programs independent of NDI. They have sufficient knowledge and experience within the staff to do so. Parliament retains the files from the previous Induction Programs including the terms of reference. Further, Parliament has the sole responsibility for inducting its Members. Finally, Parliament has indicated its financial commitment to maintain the Induction Programs.

Supporting Data from Parliamentary Secretariat Survey
The relevant categories from the Parliamentary Secretariat Questionnaire to this discussion are: legislative skills; budget skills; induction program skills; study mission skills; and library and research (library and research skills will be addressed later).

The survey results indicate that staff understanding of the legislative process, and Parliament's role, is high. Only one staff member disagreed with the statement "I understand Parliament's role in making laws." No staff member disagreed with the statement, "I understand how a bill becomes a law." However, bill comprehension skills are lower, with **63 percent** agreeing to the statement: "I understand bills when I read them."

It is interesting to note the difference in the response to statements 2(e) ("I can explain a bill to a colleague.") and 2(h) ("I can explain a bill to an Honorable Member of Parliament."). Both statements involve the explanation of a bill to another person. However, when the receiver of the explanation of the bill is a Member of Parliament, the staff skill level drops **13 percent**. This may be explained better by a psychologist, but one theory could be that low bill analysis and legislative language skills result in a lack of confidence which is exacerbated by the presence of a Member.

Clearly not all staff can write a bill summary because specialized skills are required. Nevertheless **40 percent** of staff surveyed agreed they could write a bill summary. This represents **13 staff**. Currently there are only four full time lawyers for both houses.

Although one might expect them to be about even with bill summary skills, drafting skills are low. The **28 percent** who agreed with the statement, "I can write a bill or an amendment," represent 9 staff members. Still, this is more than double the number of lawyers in the two houses.

Budget comprehension is good among staff. Few participants disagreed with the statements in this category, but the number that responded as "not sure" is higher than in other categories. To the statement, "I know Parliament's role in approving and reviewing the budget," **77 percent** of staff agreed. When contrasted with the **97 percent** who agreed with the statement, "I understand Parliament's role in making laws," this indicates Parliament's role with the budget is not understood as well as its role with other

legislation. Only **23 percent** agreed with statement 8 (b), "I can write a budget guide", indicating a need to improve skills to disseminate information on the budget.

The results of the Secretariat Questionnaire on study missions reveals a sustained skill level. This is a specialized skill with even the lowest percentage (**39 percent**) still representing **12 staff** which should be sufficient to sustain study missions.

The survey reveals a lower skill level on induction programs than exists. Induction programs require exceptional organizational skill. Even the lowest percentage in 12 (c) (at **45 percent**) represents **14 staff**. The induction programs have been well documented, included a high level of participation of staff at Parliament and were conducted with an eye toward sustainability. The staff involved in the four inductions remains employed with Parliament.

Supporting Data from Member Survey
Sustaining the Budget Program is essential. Amongst Members, budget workshops, the Bill Summary Program and bill analysis all rank in the top five most important programs. More specifically, budget workshops tied for first, bill analysis workshops ranked third, and the Bill Summary Program tied for fourth. Additionally, the most important publication amongst Members of Parliament was *Understanding the National Budget*.

All four of these ranked in the top five programs Members felt should be transferred to Parliament, and should be paid for by Parliament. It should be noted that a few Members felt it would be more appropriate for budget workshops to be housed and funded by institutions outside of Parliament to insure objectivity.

NDI's induction programs were the most well attended NDI programs among Members participating in the survey. Further, the induction programs are cited second only to computer training as the "most useful" of NDI programs attended by Members of Parliament. In the ranking of programs by Members, induction programs rank first (tied with bill analysis and budget workshops) as the "most important" programs to the Members of Parliament.

Conclusions on NDI Programming Addressing Committee Functions
1. The Bill Analysis Program can be sustained beyond the life of the Consolidation of Democracy grant.
2. The Bill Summary Program can be sustained beyond the life of the Consolidation of Democracy grant.
3. The Legislative Drafting Program can be sustained beyond the life of the Consolidation of Democracy grant.
4. The Budget Program can be sustained beyond the life of the Consolidation of Democracy grant.
5. Study mission skills can be sustained beyond the life of the Consolidation of Democracy grant.
6. Induction Programs are currently sustained beyond the life of the Consolidation of Democracy grant.

Strategies to Sustain NDI Programming Addressing Committee Functions
1. The Legislative Drafting Program can be combined with the Bill Analysis Program.
   a. A provider to sustain the Bill Analysis Program (including legislative drafting training) must be identified. Candidates include: The University of Namibia, the Legal Assistance Centre and the Parliament legal counsel. However, the Program Advisory Committee expressed great reservation concerning the capacity of UNAM to participate meaningfully in sustaining Parliamentary programming. Therefore, the Parliament legal divisions will need to drive the program with the LAC potentially playing a supporting role.
   b. Terms of reference for the program will need to be determined including a schedule for how often various training would be held.
   c. Responsibility for the Program will need to be assumed by the provider.
   d. Parliament will have to commit financially to the Program.
2. The Bill Summary Program can be sustained either by Parliament absorbing the programming within its own legal divisions or by continuing to contract out to a provider such as the LAC for summaries. If the latter, finances will have to be dedicated for this program, as NDI now pays the entirety.
3. A provider (essentially a coordinator), preferably pro-bono, must be identified to sustain the Budget Program. Candidates include the NCCI, Bank of Namibia and Standard Bank.
   a. The coordinator must develop terms of reference and a schedule for budget workshops.
   b. Other providers will need to be mobilized to develop a network of resource persons for the budget workshops.
   c. Responsibility for the Program will need to be transferred.
   d. Funding will need to be identified.
4. NDI can publish a general manual on study missions. This publication would be a valuable tool for the Namibian Parliament. Further, two study missions remain outstanding (one for each House). The organization of these study missions can continue to incorporate Parliamentary staff to bolster their skills.

Status of Recommendation of Agenda for Change Addressing Committee Function
Technically, Parliament has incorporated this recommendation.

> 9. "Whenever the Government decides that extensive pre-legislative consultation is required, that process should take place within the Parliamentary framework, either by being undertaken by the relevant Select Committee itself, or where this is not appropriate, by making the full report of the consultative body, including minutes and evidence, available to the Select Committee when the bill in question comes before it." *See Agenda for Change* 6.8(e). *See also Agenda for Change* 6.28. "The role of Regional Councils in giving advice to ministries and being involved in their consultative processes should be fully recognized to strengthen the role of the National Council and improve the information available to ministries." *See Agenda for Change* B7.

Discussion on Pre-legislative Consultation
Occasionally, as with the Education Bill and the Abortion Bill, extensive pre-legislative consultation is undertaken in conjunction with an appropriate committee or certain Members of Parliament. However, this is not the general practice, and it is not the practice envisioned in this recommendation in the Agenda for Change. Currently, Parliamentary committees become aware of any pre-legislative consultations that have taken place outside the framework of Parliament when the Minister motivates the bill tabled in the National Assembly. The recommendation envisions consultation prior to the tabling of an actual bill.

Further, Ministries do not provide to either house their research, minutes of meetings, or evidence despite the commitment of the Prime Minister to the Committee of the Whole House of the National Assembly in 1997 to do so. However, recently, the Ministry of Justice has offered their research reports to Parliament for publication on the Information Management System.

NDI has addressed this recommendation of the Agenda for Change through study missions, attachments and workshops. NDI has also provided technical support and comparative research on this topic.

Conclusion on NDI Programming Addressing Pre-legislative Consultation
NDI programming addressing pre-legislative consultation can be sustained beyond the life of the Consolidation of Democracy grant.

Strategy to Sustain NDI Programming Addressing Pre-legislative Consultation
1. NDI can continue to assist the standing rules and orders amendment process through technical advice and comparative research. This can result in the codification of this recommendation potentially making further programming unnecessary.
2. NDI can facilitate the incorporation of the information provided by the Ministry of Justice on the IMS.

Status of Recommendations of Agenda for Change Addressing Pre-legislative Consultation
This recommendation remains unincorporated by Parliament.

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10. "Select Committees in both chambers should have powers to summon Ministers as well as senior officials to give evidence before them, as well as to require access to official documents and data and to take evidence from external experts, individuals, community representatives and others who may be affected by a bill's proposals." *See Agenda for Change* 6.8(f).

Discussion on Committee Summons Power
This recommendation provides for a tool—a summons. However, the recommendation also implies legislative oversight of a confrontational nature.

Committees in the National Assembly and National Council have the power via the Powers, Privileges and Immunities Act of 1996 to summons Ministers, evidence, and other people to their hearings. However, not one summons has ever been issued by a committee. It cannot be said that this is due to the harmonious relationship between Parliament and the Executive, but rather due to intraparty loyalty. It is this intraparty loyalty that can thwart efforts at committee oversight.

NDI programming addressing this recommendation includes standing rules and orders workshops. NDI has also provided technical advice and comparative research on the summons power of parliamentary committees.

Conclusion on NDI Programming Addressing Committee Summons Power
The technical capacity for committees to summons is present, and therefore there is no need to sustain any NDI programming beyond the life of the Consolidation of Democracy grant. However, NDI programming on the implied power to conduct legislative oversight can be bolstered in the remaining period of the grant.

Strategy to Sustain NDI Programming Addressing Legislative Oversight
In the remaining period, NDI can conduct a seminar on legislative oversight to provide a forum for practicing oversight using a hypothetical situation. This can result in the identification of issues and processes that need to be addressed and refined. This may not result in a sustained legislative oversight, but can provide a foundation from which Parliament can build.

Status of Recommendation of Agenda for Change Addressing Committee Summons Power
Technically, this recommendation has been incorporated by the Parliament.

> 11. The government should be required to reply to the reports of the PAC and Ombudsman Committees within two months. Also, time for debate on a Select Committee's report allocated and the relevant Ministry should reply to the debate. *See Agenda for Change* 6.29

Discussion on Government Replies to Committee Reports
Currently there is no rule in either house requiring the executive to respond to any report of any committee within any period. Also, there are no rules providing for mandatory time for debate on any report of any committee in either house. The committee rules of procedure for the National Assembly do require the Committee of the Whole House to "consider" committee reports when they are tabled, but no definition of "consider" is provided.

This can be addressed with the revision of the standing rules and orders of both houses. In this effort, NDI continues its support with technical advice and comparative research. As with other technical aspects of parliamentary processes, study missions have addressed this recommendation. Also, standing rules and orders workshops have included government replies to committee reports.

Conclusion on NDI Programming Addressing Government Replies to Committee Reports
NDI programming addressing government replies to committee reports can be sustained beyond the life of the Consolidation of Democracy grant.

Strategy to Sustain NDI Programming Addressing Government Replies to Committee Reports
NDI can assist this process through continued technical advice and comparative research on the amendment of the standing rules and orders. This can result an amendment to the standing rules and orders requiring Ministries to reply to the reports of committees and mandating time for debate on committee reports.

Status of Recommendation of Agenda for Change Government Replies to Committee Reports
This recommendation is unincorporated by Parliament.

> 12. "Ministries introducing bills into the National Assembly should firstly be obliged to provide copies of bills at least 10-12 days before they are to be read and secondly, to provide full commentaries on those bills for use by members. These commentaries should [be] set out in simple terms the objectives of the bill and the means and resources by which they are to be achieved." *See Agenda for Change* 7.14.

Discussion on Bill Commentaries from Ministries
Despite the commitment of the Prime Minister to the Committee of the Whole House of the National Assembly in 1997, this recommendation has not yet been institutionalized. Currently, there is no standing rule or order requiring it. However, it has been proposed that the National Assembly Standing Rules and Orders be amended to make this recommendation a requirement of a Ministry before tabling a bill.

The Bill Summary Program previously mentioned provides bill summaries to Members of Parliament, CSOs, and the public. Thus far, however, the bill summary program has not included the Ministries as participants.

Conclusion on NDI Programming Addressing Bill Commentaries from Ministries
NDI programming addressing bill commentaries from Ministries can be sustained beyond the life of the Consolidation of Democracy grant.

Strategy to Sustain NDI Programming Addressing Bill Commentaries from Ministries
1. Sustain the Bill Summary Program either within Parliament itself or through a provider outside Parliament.
2. NDI can continue to assist the standing rules and orders amendment process through technical advice and comparative research. This can result in the codification of the recommendation thereby making the Bill Summary Program unnecessary or supplementary to that provided by the Ministries.

Status of Recommendation of Agenda for Change Addressing Bill Commentaries from Ministries
This recommendation is currently unincorporated by Parliament.

13. "Parliamentarians fail to use P[arliamentary] Q[uestions] as effectively as their counterparts in more developed parliamentary systems." *See Agenda for Change* 7.27.

Discussion on Parliamentary Questions
Parliamentary Questions are used frequently by Parliament. They are, in fact, a regular part of Parliament's schedule. Opposition Members utilize Parliamentary Questions to

conduct oversight that is otherwise thwarted by intra-party loyalty. Civil Society Organizations (CSOs) also utilize Parliamentary Questions via Members of Parliament to explore areas of interest. However, the answers to the Questions are sometimes vague, and the questioner is left without recourse.

NDI programming has included comparative research on other parliamentary practices. Also, the study mission to Ghana addressed Parliamentary Questions. Further, bill analysis workshops have included topics on Parliamentary Questions.

Supporting Data from Member Survey
Honorable Pohamba indicated that Parliamentary Questions of opposition Members have helped increase accountability. He indicated government's knowledge of itself has increased because it is pushed by opposition Parliamentary Questions to discover more than it may have without the Questions.

Conclusion on NDI Programming Addressing Parliamentary Questions
NDI programming on this recommendation is sustained beyond the life of the Consolidation of Democracy grant.

Status of Recommendation of Agenda for Change Addressing Parliamentary Questions
Parliament has incorporated the use of Parliamentary Questions.

> 14. "Provision should be made within the time tabling of parliamentary sessions for the operation of these permanent Committees." *See Agenda for Change* A5.

Discussion on the Allocation of Time for Committee Work
Time is allocated for the operation of the committees in both Houses. Efforts are continually made to adjust the parliamentary schedule to accommodate the work of committees.   The National Assembly amended its standing rules and orders to allow committees to meet when the house is not in session.

NDI programming has included technical advice and comparative research on parliamentary practices. Further, study missions and attachments have addressed this recommendation. Workshops on standing rules and orders and the Induction programs have included this topic. Also, necessity has been the mother of invention for this recommendation.

The IMS will have a great impact on the allocation of time for committee work by making scheduling more efficient. The IMS cannot give more time, but it can save time otherwise wasted. The IMS is capable of keeping a global diary for individuals and committees. Conflicting hearings, meetings, sessions and workshops will be revealed instantly by the IMS thereby avoiding time consuming and costly errors.

Conclusion on NDI Programming Addressing the Allocation of Time for Committee Work
Conclusion
NDI programming addressing the allocation of time for committee work can be sustained beyond the life of the Consolidation of Democracy grant.

Strategy to Sustain NDI Programming Addressing the Allocation of Time for Committee Work
NDI can solidify the role of the IMS in Parliament by sustaining the Parliamentary Information Communication Technology (PICT) training (to be discussed in more detail later).

Status of Recommendation of Agenda for Change Addressing the Allocation of Time for Committee Work
This recommendation has been incorporated by Parliament.

> 15. "A Select Committee of the Regions should be set up within the National Council to examine the regional aspects of any ministry's policies or practice." *See Agenda for Change* A6.

Discussion on Select Committee of the Regions
The National Council has established the Committee on Regional Developments and Reports. This committee liaises with the Association of Regional Councils (ARC) and the Association of Local Authorities (ALAN) in Namibia.

As with other committees, NDI has provided programming including technical support, comparative research, study missions and attachments. NDI has conducted extensive programming addressing the dual role of the National Council as house of review and representative of the regions. This will be discussed in the fourth recommendation in The Work of the Two Chambers section.

Conclusion on NDI Programming Addressing Committee of the Regions
NDI programming addressing the Committee on Regional Developments and Reports can be sustained beyond the life of the Consolidation of Democracy grant.

Strategy to Sustain NDI Programming Addressing Committee of the Regions
1. NDI can develop, distribute and workshop the constituency outreach publication.
2. NDI can develop, distribute and workshop a guide for committee Chairpersons and committee clerks.
3. NDI can continue to assist through technical advice and comparative research.

Status of Recommendation of Agenda for Change Addressing Committee of the Regions
The National Council has incorporated this recommendation.

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16. "Select Committees should normally take evidence in public, but prepare their reports in private." *See Agenda for Change* A7.
17. "Committee reports should be publicly available, together with the minutes of evidence, once they have been presented to Parliament." *See Agenda for Change* A8.

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Discussion on Committee Evidence and Reports
It is the practice of committees in both houses to take evidence in public and prepare their reports in private. In both houses, committee hearings are open to the public with the exception of the Standing Rules and Orders Committee and the Committee of Privileges. Further, committee reports are publicly available once tabled in both houses.

NDI programming has included technical advice and comparative research on the varied parliamentary practices. Further, these recommendations have been addressed indirectly through study missions and attachments for Members of Parliament, Committee Chairpersons, and staff. NDI workshops on standing rules and orders have included resources persons from neighboring countries to standardize these practices.

The IMS (to be discussed later) will have a tremendous impact on these recommendations. Committee reports and minutes of evidence will be available on the Parliament's web site likely before they are available in hard copy. They will be available instantly in the regions with no postal or faxing costs. Further, citizens in the regions will be able to provide input to Parliament on these reports as instantly as they received them.

Conclusion on NDI Programming Addressing Committee Evidence and Reports
NDI programming addressing these recommendations can be sustained beyond the life of the Consolidation of Democracy grant.

Strategy to Sustain NDI Programming Addressing Committee Evidence and Reports
1. NDI can continue to assist with the revisions to the standing rules and orders of both houses through technical advice and comparative research.
2. NDI can solidify the role of the IMS in Parliament by sustaining the PICT (to be discussed in more detail later).

Status of Recommendations of Agenda for Change Addressing Committee Evidence and Reports
Both recommendations have been incorporated by Parliament.

iii. Committee Policy

Discussion on Ministers and Committee Membership
Ministers, by tradition only, are currently not allowed to sit on committees in either House. This tradition is not codified by statute or rule. Currently, there is a reluctance to raise the issue of codification of this tradition for fear that it may 'stir the pot', and it is better to 'leave well enough alone.'

The Parliament and Executive understand the implications of the tradition. The tradition is beneficial to the Executive because it allows Ministers and Deputy Ministers more time to dedicate to their Ministries rather than being obligated to committee work. For the 32 backbenchers of the National Assembly, preserving the tradition means they must sit on multiple committees to keep the committees operating.

It could be argued that it would be better if this tradition were codified in some manner either by statute or rule. However, statutes and rules do not necessarily provide more stability than tradition.

NDI study missions to the USA, India, and Malaysia have addressed this recommendation. Further, NDI has provided comparative research and prepared a discussion paper for the National Assembly Committee on Standing Rules and Orders which included this issue.

Parliament is aware that this is an issue. Further, Parliament is equipped to codify this tradition either by rule or statute when and if the time comes.

Conclusion on NDI Programming Addressing Ministers and Committee Membership
NDI programming addressing this recommendation is sustained beyond the life of the Consolidation of Democracy grant.

Status of Recommendations of Agenda for Change Addressing Ministers and Committee Membership
Parliament has incorporated this recommendation by tradition only.

Discussion on Allowances for Committee Work
Committee work in both Houses attracts allowances.

Conclusion on NDI Programming Addressing Allowances for Committee Work
This recommendation has not been the subject of NDI programming.

Status of Recommendations of Agenda for Change Allowances for Committee Work
Parliament has incorporated the recommendation for allowances.

> 20. "Select Committees should, whenever possible, develop a bipartisan approach to their work." *See Agenda for Change* A3.

Discussion on Bipartisanship in Committees
Committees have developed a bipartisan approach to their work. Members practice a bipartisan approach in committees by reaching consensus before reporting a bill back to the Committee of the Whole House. This is especially true of the Standing Rules and Orders Committees of both houses because they are comprised of membership from every party represented in Parliament. Although NDI consistently offers its training for all parties and normally succeeds in securing a proportional attendance at workshops, bipartisan participation has not specifically been the subject of any ongoing NDI programming.

Conclusion on NDI Programs Addressing Bipartisanship in Committees
Although there is no specific ongoing program addressing this recommendation, all NDI programs emphasize the need for consensus.

Status of Recommendation of Agenda for Change Addressing Bipartisanship in Committees
This recommendation is incorporated by Parliament based on international parliamentary norms.

B. The Work of the Two Chambers

There are five recommendations concerning the work of the two chambers made in the Agenda for Change. NDI addressed these five recommendations of the Agenda for Change through implementation of seventeen programs and publications as outlined in the chart below.

CHART 2: NDI PROGRAMS TO DATE ON THE WORK OF THE TWO CHAMBERS

No.	Program or Publication	Date
1	Indonesia Study Mission Roundtable—NC	8 December 2000
2	Budget Workshop—NC	4-5 December 2000
3	IMS Training--NC	4 December 2000

4	Indonesia Study Mission—NC	16-25 November 2000
5	National Council National Conference	October 2000
6	Project Bill Summary Training Workshop—NA/NC	22-25 August 2000
7	Louisiana Study Mission Report Back Session	18 July 2000
8	The Regional Survey--NC	29 June 2000
9	Budget Briefing	22-23 May 2000
10	Regional Budget Workshops, NGO's Regional Governonrs	13 August-3 September 1999
11	Louisiana Legislative Drafting Study Mission	14-15 June 1999
12	Budget Briefing	12 April 1999
13	*Understanding the National Budget*	19 November 1997
14	*Analyzing Legislation: Reading Bills Critically*	June 1997
15	*A Guide to Legislative Research on the Internet*	June 2001
16	*How Laws are Made*	1996
17	*The Debate*	1997 and continuing

RECOMMENDATIONS IN THE AGENDA FOR CHANGE

> 1. "Members of the National Assembly should develop specialties in line with their committee duties to develop a complementary role to the territorial role of National Council members." *See Agenda for Change* B1.

Discussion on Member Specialty Development
Members' specialty development has been a slow process. It is recognized that currently the diversity of academic and private sector skills brought to Parliament by Members is limited.

In a sense, due to attrition, this can not necessarily ever be sustained in any legislative institution. The inherent transitory nature of politicians makes the specialty skills of staff (especially the research division) and the willingness of committees to seek input outside the walls of Parliament all the more critical.

The Presiding Officers of Parliament encourage Members to improve their skills. Members frequently attend short-term courses, participate in study missions, conferences, and delegations.

NDI has held seminars to improve professional and legislative skills including the Induction Programs. This has also been addressed via study missions, attachments,

comparative research and workshops. The Budget Program is one example of an ongoing effort at improving expertise—and the most important.

Conclusion on NDI Programming Addressing Member Specialty Skills
Specialty skills development programs such as the Budget Program can be sustained beyond the life of the Consolidation of Democracy grant. Induction Programs are sustained.

Strategy to Sustain NDI Programming Addressing Member Specialty Skills
1. Sustain the Budget Program as outlined above.
2. Two study missions for Members of Parliament remain (one for each house). NDI canuse these study missions to increase specialty development on at least one topic.
3. Two staff attachments remain (to include staff from each house). NDI can use these attachments to increase staff specialty development on at least one topic.

Status of Recommendation of Agenda for Change Addressing Member Specialty Skills
This recommendation remains unincorporated by Parliament but is constantly addressed.

2. "Members of Parliament should make greater use of existing powers to initiate Private Member bills and develop the independent role of Parliament." *See Agenda for Change* B2.

Discussion on Private Member Bills
Only one private Member bill has ever been tabled, and none have been enacted. There is a great desire on the part of Members to be able to not only table private Member bills, but also have greater skills at amendment drafting.

Parliament has not established a formal process for private Member bills. Currently, Ministries initiate bills. The Ministry of Justice drafts the bills and also drafts any amendments to bills once they are tabled. Parliament's attorneys, though trained to draft legislation in Louisiana, USA, do not have experience drafting legislation and amendments. NDI has addressed this recommendation through study missions, attachments and workshops.

Conclusion on NDI Programming Addressing Private Member Bills
NDI programming addressing this recommendation can be sustained beyond the life of the Consolidation of Democracy grant.

Strategy to Sustain NDI Programming Addressing Private Member Bills
NDI can conduct a workshop to impart knowledge to Members on drafting private Member bills and amendments. To sustain this effort, a component of this workshop can be the institutionalization of a process for private Member bills coordinating the resources of both Parliament and the Ministry of Justice.

Status of Recommendations of Agenda for Change Addressing Private Member Bills
This recommendation is currently unincorporated by Parliament.

> 3. "Parliament itself should be made more open to the public so that members of the public can feel more confident about consulting and lobbying members." *See Agenda for Change* B3.

Disscussion on Parliament Openness
Parliament itself is open to the public. Both Houses of Parliament have galleries open to the public. The Namibian Broadcasting Corporation (NBC) broadcasts from Parliament. Katutura Community Radio (KCR), through NDI, has been designated space in Parliament. The media is invited to public meetings and hearings. There are few closed committee hearings. The Parliament has conducted numerous public hearings in the regions.

With the launch of the IMS all rules, acts, bills, reports and minutes will eventually be on the web. The public will be able to make comments on pending legislation through the web and computers have been placed in the regions for this purpose.

NDI programming has also included workshops on standing rules and orders, study missions and attachments. These have provided examples and technical advice on rules and procedures for ensuring the openness of Parliament.

Conclusion on NDI Programming Addressing Parliament Openness
NDI programming addressing this recommendation can be sustained beyond the life of the Consolidation of Democracy grant.

Strategy to Sustain NDI Programming Addressing Parliament Openness
1. NDI can continue its technical advice and comparative research on the standing rules and orders revisions currently underway.
2. The remaining study missions and staff attachments can address processes that encourage the openness of Parliament.
3. NDI can conduct extensive PICT training in the regions, with civil society and in Parliament to sustain constituency outreach and public input through the IMS. (This will be discussed in more detail later).

Status of Recommendation of Agenda for Change Addressing Parliament Openness
This recommendation is nearly incorporated by Parliament.

> 4. "The dual role of the National Council as the chamber of legislative review and representative of the regions should be made more explicit." *See Agenda for Change* B4.

Discussion on the Dual Role of the National Council
The National Council is strategically positioned to facilitate communication and information sharing between national government and the regions, including local and traditional authorities. The National Council has amended its standing rules and orders to reflect this need.

NDI has worked with the National Council and the Ministry of Regional, Local Government and Housing to identify mechanisms to enhance the National Council's role as facilitator of communication and liason between National, Regional and Local government. Through a comprehensive nation-wide survey, NDI assisted the National Council to identify challenges for inter-governmental relations in Namibia and the opportunities and potential that exists.

NDI has provided technical assistance to facilitate and strengthen the participation of regional councils in the country's legislative process. NDI, together with the National Council and the Ministry of Regional, Local Government and Housing, developed terms of reference for an audit to determine the level of regional capacity, infrastructure and skill levels. The information collected has been used to guide NDI's programs with the regional councils and to develop strategies to improve and strengthen regional and public participation in the country's legislative process and the National Council in particular.

The regional audits were followed up with a series of regional workshops attended by CSOs, regional councilors, local authorities, and traditional authorities. This process culminated in the National Council conference. This conference provided a forum for representatives from both houses of Parliament, civil society, government and traditional authorities to develop a national strategy to enhance communication between elected representatives and their constituents.

Conclusion on NDI Programming Addressing the Dual Role of the National Council
NDI programming addressing the dual role of the National Council can be sustained beyond the life of the Consolidation of Democracy grant.

Strategy to Sustain NDI Programming Addressing the Dual Role of the National Council
1. NDI can assist the National Council to amend its standing rules and orders to mandate six trips per year by Members of the National Council to their respective regions.
2. NDI can sponsor workshops to discuss amendments increasing the National Council's check on government and the Auditor General.

3. The remaining study mission for the National Council can emphasize the dual role of the house.

Status of Recommendation of Agenda for Change Addressing the Dual Role of the National Council
Parliament is incorporating this recommendation of the Agenda for Change.

> 5. "Offices should be established for National Council members at the Regional Council offices so that the public can contact their representatives more easily." *See Agenda for Change* B6.

Discussion on Regional Offices for National Council Members
Offices are established in some regions. This effort has been taken up by the Ministry of Regional and Local Government Housing. Twenty percent of the Development Budget is set aside for this purpose. The offices are staffed and are equipped with computers. This is where NDI programming can address this recommendation. The regional offices will soon have instant access to Parliament via the IMS. Submissions will then be possible from the regions on pending bills and issues.

Conclusion on NDI Programming Addressing Regional Offices for National Council Members
NDI programming can be sustained beyond the life of the Consolidation of Democracy grant.

Strategy to Sustain NDI Programming Addressing Regional Offices for National Council Members
As mentioned previously, NDI can conduct extensive PICT training in the regions, with civil society and in Parliament to sustain constituency outreach and public input through the IMS. (This will be discussed in more detail later).

Status of Recommendation of Agenda for Change Addressing Regional Offices for National Council Members
This recommendation is not yet incorporated by Parliament.

C. Information, Research and Policy Analysis

There are four recommendations concerning information, research and policy analysis made in the Agenda for Change. NDI addressed these four recommendations of the Agenda for Change through implementation of twenty-nine programs and publications as outlined in the chart below.

CHART 3: NDI INFORMATION, RESEARCH AND POLICY ANALYSIS PROGRAMS TO DATE

No.	Program or Publication	Date
1	Indonesia Study Mission Roundtable--NC	8 December 2000
2	National Council Computer Training	4 December 2000
3	IMS Capacity Training for National Assembly MPs	28 November 2000
4	Indonesia Study Mission, NC Comm. Chairs	16-25 November 2000
5	Study Mission to South Africa—NA/NC	25-30 September 2000
6	Workshop for Parliamentary Library, Research and Information and Computer Services	22-24 September 2000
7	Bill Summary Training Workshop	22-25 August 2000
8	Management Workshops--NA	2-17 August 2000
9	Computer Skills Assessment—NA/NC	August 2000
10	IMS Workshop for Directors--NA/NC	July 2000
11	Roundtable to Clarify Staff Roles and Responsibilities—NA/NC	20 June 2000
12	IMS Concept Workshop for IT Committee—NA/NC	June 2000
13	Management Systems Implementation Workshop	29-31 May 2000
14	Legislative Skills Training Workshop—NA/NC	22-23 May 2000
15	Management Training Workshops—NA/NC	22-31 May 2000
16	Research, Analysis, and Report Writing Workshop—NA/NC	13-14 May 2000
17	Research and Report Writing Skills Development	10-11 April 2000
18	Workshop for National Council Table Office Clerks	14 December 2000
19	Comparative Legal Research and Analysis	3 December 1999
20	Management Training for the NA Module D	17-19 November 1999
21	Legislative Research and Report Writing Workshop—NA/NC	7 June 1999
22	Management Training for the NA Modules A through C	20 January—3 September 1999
23	Kenya Library Conference—NA/NC	July 1998
24	Legal Drafting Course--NA	June 1998
25	English Writing Workshop—NA/NC	April 1998
26	Photography Workshop—NA/NC	March 1998
27	Publishing Management Consultative Forum—NA/NC	February 1998
28	Research Training—NA/NC	October 1996
29	Study Mission for Information Managers—NA/NC	March 1996

RECOMMENDATIONS IN THE AGENDA FOR CHANGE

1. "Parliament should establish an effective, integrated and pro-active information, research and policy analysis service for both chambers…under the command of a highly-skilled chief research and policy analysis official to secure a pro-active service." *See Agenda for Change* CI and C5.

Discussion on Information, Research and Policy Analysis Service
Information, research and policy analysis remains relatively untapped. Recently, Parliament has employed a new Deputy Director in this division. However, the Director position has been vacant since the inception of Parliament. And during the preparation of this assessment, the newly hired Deputy Director has resigned.

NDI-sponsored research training through Dr. Beth Terry continues its attempt to improve research skills, and define research responsibilities between the research division and committee clerks.

NDI has also conducted some internet research training for Parliament staff introducing the new *Guide to Legislative Research on the Internet*. Staff were asked to research a specific topic using only the internet and the *Guide* and give (using Power Point™) a presentation based on the research. This internet research training will place vast amounts of information at the fingertips of Members, staff, civil society and the regions. Further, the IMS will greatly increase the efficiency of Parliament staff in coordinating their research efforts..

NDI in conjunction with the Information and Research Division of Parliament has produced numerous publications over the last seven years. This division currently publishes *The Debate* (the official bi-annual publication of the Parliament) and will likely be the division to produce future publications. Historically publications have been NDI's domain, with Parliament providing input on content, but less involved in the mechanics of production.

Supporting Data from the Parliamentary Secretariat Survey
The Secretariat survey indicates good research skills. Library skills are reported as excellent, but library resources are small. Comparative research skills were rated the lowest at **61 percent**. This **61 percent** still represents **19 staff** who agree they can perform comparative research. This may be enough to provide adequate research for Members of Parliament and the committees. However, this resource seems largely unused by many Members of Parliament.

Internet research skills are reported as high at **83 percent**. Good research will be dependent upon internet skills of a researcher as libraries globally will inevitably play an increasingly smaller and smaller role.

The overall skill level in producing publications is lower than expected including the use of computer technology in this area. This is a specialized skill, however, which may be the cause of the lower result. The lowest level was in response to the statement, "I can use publishing software on a computer," with only **19 percent** agreeing. This represents **6 staff** members. This low result may also be due to recent turnover in the Parliament as at least one staff member familiar with desktop publishing programs has left.

Supporting Data from Member Survey
It is important to note that Members of Parliament stated they not only use publications themselves (some indicating worn copies on the shelf behind them), but also utilize them when in the regions and when speaking to learners at schools.

Conclusion on NDI Programming Addressing Information, Research and Policy Analysis Service
NDI programming addressing this recommendation can be sustained beyond the life of the Consolidation of Democracy grant.

Strategy to Sustain NDI Programming Addressing Information, Research and Policy Analysis Service
1. NDI can continue its research training with Dr. Beth Terry.
2. NDI can disseminate and workshop the *Guide for Legislative Research on the Internet* for Parliamentary staff, Members of Parliament, committee Chairpersons, and committee clerks.
3. NDI can focus one of the last attachments on legal research.

Status of Recommendations of Agenda for Change Addressing Information, Research and Policy Analysis Service
This recommendation remains unincorporated.

> 2. "This service should use computer and CD-ROM technology, linked with international data services." *See Agenda for Change* C2.
>
> 3. "Parliamentary computer systems should be compatible with existing computer services in government, and should be extended to the offices of Regional Councils." *See Agenda for Change* C3.
>
> 4. "Members of Parliament should eventually be able, using home or portable computers, to have individual access to the information, research and policy analysis service." *See Agenda for Change* C4.

Discussion on Information Management System

NDI programming in this area has been extensive. NDI has funded the purchase and installation of an Information Management System for Parliament. This has included the purchase of hardware, software and the construction of both the internet website and the intranet. NDI's programming assistance in this area has far exceeded the recommendations of the Agenda for Change. The Parliament of the Republic of Namibia was the first African parliament with an intranet system.

The IMS is discussed in this section because these recommendations address technology. However, the IMS is far from simply a research tool. The IMS will directly or indirectly impact the majority of the recommendations in the Agenda for Change. The IMS is proving to be a very cost-effective and tangible way to have lasting impact on both the capacity of the constituency outreach of the Namibian Parliament, and input from the public to the Namibian Parliament.

Currently, some regional offices are equipped with computers. The Regional offices will be linked to the Parliament IMS system. This linking will require intense training in the Regions to make the ideal—direct participation from the Regions in the legislative process through the IMS—a reality. Without training, the computers and IMS will devolve into nothing more than expensive paperweights.

Providing Members have computers of their own, Members will be able (once the IMS is launched) to connect to Parliament at all times. Should Parliament, or a donor organization, provide laptop computers, the Members will have increased access from home, the Regions, or anywhere in the world there is an internet connection. Currently, several Members have home computers and the numbers are increasing.

Supporting Data from Parliamentary Secretariat Survey
The Secretariat Questionnaire reveals that computer skills are high amongst staff. Although NDI has trained extensively on computer skills, there has not been a significant amount of money allocated for this purpose. E mail is used by virtually everyone, with **81 percent** using it daily. Most staff, at **83 percent**, uses a word processor to write their letters and reports. Nearly one in two staff can hook up a computer. Computer skill level is not yet high enough to include abilities like installing a new printer, yet **30 percent** (representing **9 staff**) reported they can, in fact, perform that task. The numbers—with **14 staff** capable of hooking up a computer and **9** capable of installing a printer—indicated that enough technical skill is evident to keep any office going until experts arrive. That is, until the Parliament contracted computer support arrives at the door to solve problems. On a side note in the survey, **94 percent** of staff claim access to computers at work, while only **26 percent** have computers at home.

Supporting Data from Member Survey
NDI is credited with introducing Members to the importance of computers in their work as legislators. In response to the question, "Which was the most useful support that NDI has offered," Members cited computer training most frequently. This was true of Members who had personally attended the computer training as well of those who had

not. In the survey, many Members noted the improved staff computer skills as being of great benefit to Parliament.

Conclusion on NDI Programming Addressing the Information Management System
NDI programming can partially be sustained beyond the life of the Consolidation of Democracy grant.
1. Technical services to maintain the IMS are sustained beyond the life of the Consolidation of Democracy grant. Parliament has contracted a private firm to provide for the upkeep of the IMS hardware and software.
2. NDI programming addressing staff and Members of Parliament PICT skills, including use of the IMS, can be sustained beyond the life of the Consolidation of Democracy grant.
3. Regional PICT skills can be sustained beyond the life of the Consolidation of Democracy grant.

Strategy to Sustain NDI Programming Addressing the Information Management System
1. For lack of a better term, the Parliament and the general public must become "addicted" to the IMS. That is, people must become dependent upon the efficiency offered by the IMS, and the information the IMS provides. If this happens, the IMS will 'sustain' itself. That is, the IMS will become as necessary to the good governance of the Parliament as order paper and the standing rules and orders are today.
2. NDI can continue to advise the Parliament IT Committee.
3. NDI can continue its practice of training trainers for parliamentary staff PICT training and training in the regions.
4. This training of trainers can continue in the context of required PICT training for:
    a. Parliamentary staff
    b. Members of Parliament
    c. Parliament Directors
    d. Committee Chairpersons
    e. Committee Clerks
    f. Regions (including Governors, Regional Executive Officers and stakeholders)
5. NDI can build into the IMS an on-line manual for the IMS.
6. The outstanding NDI publication *Know Your Parliament* can be completed and placed on-line.

Status of Recommendations of Agenda for Change Addressing the Information Management System
Through the IMS, the first two recommendations of the Agenda for Change have been incorporated by Parliament. The last recommendation remains unincorporated by Parliament.

D. Member's Support

There are five recommendations concerning Member's support made in the Agenda for Change. These recommendations are divided into three categories for ease of discussion: secretariat, Members, and ethics. NDI addressed these five recommendations of the Agenda for Change through implementation of eleven programs and publications as outlined in the chart below.

CHART 4: NDI PROGRAMS ON MEMBER'S SUPPORT AND ALLOWANCES TO DATE

No.	Program or Publication	Date
1	Induction II--NA	11-15 September 2000
2	Induction I--NA	22-24 March 2000
3	Legislative Research and Report Writing for MPs—NA/NC	8 June 1999
4	Secretarial Training—NA/NC	September 1998
5	NANGOF Parliamentary Monitoring Program	May 1998
6	Ethics Study Mission to Botswana	November 1997
7	Anti-Corruption Conference in Peru	October 1997
8	Ethics Conference	6-7 June 1997
9	*A Guide to Legislative Research on the Internet*	June 2001
10	*How Laws are Made*	1996
11	*The Debate*	1997 and continuing

RECOMMENDATIONS IN THE AGENDA FOR CHANGE

i. Secretariat

> 1. "Members of both houses should receive office and secretarial assistance for the performance of their public duties." *See Agenda for Change* D1.

Discussion on Parliamentary Staff
Staff numbers have improved. At the beginning of Parliament, the National Assembly had 13 staff and the National Council had five. As of the Agenda for Change in 1995, there was 37 staff in Parliament as a whole. Currently there are 115 staff members for Parliament.

NDI continues to conduct management training for staff of the National Assembly through a local consultant. The National Council has contracted its own management consultant independent of NDI.

The National Assembly management training has spanned almost three years. However, management training is hindered because key positions that have been created (some of them created years ago), remain unfilled (i.e. Director of Research). Other staff have been 'acting' in their positions, awaiting confirmation on some occasions for the duration of their tenure in the position. Further, the pay scale for Parliamentary staff is inadequate to attract the qualified individuals Parliament needs to fulfill its mandate in this regard.

Recently, the National Assembly has formed a staff training committee. NDI has sponsored the tuition for a member of this committee to attend a management conference in Cape Town. This is a positive step toward sustaining management training in the National Assembly.

Supporting Data from Parliamentary Secretariat Survey
The only staff skills surveyed not mentioned elsewhere in this assessment are meeting and English skills. Based on the results (the lowest percentage being **87 percent**), it may seem that there is no further need for programming addressing meeting or English skills. However, NDI's practical experience reveals that much work remains to be done to enhance legislative language skills.

Supporting Data from Member Survey
Members of Parliament were asked in Question 12 of the survey: "Do you feel staff skills have been improved because of NDI's programmes?" Members unanimously agreed that NDI programming had improved the staff skill level. Computer skills were singled out for comment by many Members. Several Members noted their heightened confidence in the research skills of Parliament staff particularly with the committee clerks. The Speaker of the National Assembly was careful to add after agreeing that skills were increased: "There is still room for improvement."

Conclusion on NDI Programs Addressing Parliamentary Staff
1. NDI programming addressing meeting and English skills is sustained beyond the life of the Consolidation of Democracy grant.
2. NDI sponsored management training in the National Assembly can be sustained beyond the life of the Consolidation of Democracy grant.
3. Management training in the National Council is sustained beyond the life of the Consolidation of Democracy grant.

Strategy to Sustain NDI Programs Addressing Parliamentary Staff
1. NDI can complete the National Assembly management training and phase out the NDI sponsored consultant.
2. NDI can shift its focus in the remaining period to the National Assembly training committee by providing technical advice and sponsoring additional education of members of this committee.

3. NDI can assist to build a link between the National Assembly training committee and government sponsored training at the University of Namibia.

Status of Recommendations of Agenda for Change Addressing Parliamentary Staff
The recommendation technically has been incorporated by Parliament.

ii. Members

<div style="border:1px solid black;">

2. "Members of both houses should receive more adequate allowances, or free services, which give due weight to their housing and subsistence costs and the travel, telephone and office costs incurred in the performance of their public duties." *See Agenda for Change* D2.

3. "Simultaneous translation facilities should be available to ensure that all Members of Parliament can participate fully." *See Agenda for Change* D3.

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Discussion on Allowances and Translation Equipment for Members
Members are currently remunerated as described in the recommendation. Additionally, translation equipment and service is provided by each house of Parliament.

Conclusion on NDI Programming Addressing Allowances and Translation Equipment for Members
These recommendations have not been the subject of NDI programming.

Conclusion on Status of Recommendations Addressing Alowances and Translation Equipment for Members

Status of Ethics

There is a Code of Conduct for the National Assembly and the National Council is currently drafting one. The National Assembly Code of Conduct is has been revised including the form for Members to declare their financial interests. Also, a process for formalizing the publication of the declarations is being established. However, the National Assembly has not yet set a deadline for the Members to declare their financial interests.

An anti-corruption initiative in Parliament began in 1997. This initiative has culminated recently with the tabling of the Anti-corruption Bill in the National Assembly.

NDI has provided extensive technical advice and comparative research on the Code of Conduct and Declarations Form. Further, study missions, attachments and workshops have addressed ethics in various ways.

Conclusion on NDI Ethics Programming

NDI programming addressing this recommendation is sustainable beyond the life of the Consolidation of Democracy grant.

Strategy to Sustain NDI Ethics Programming

1. NDI can continue to provide technical advice and comparative research on the Code of Conduct and Declaration Form for the National Assembly.
2. NDI can workshop the new Code of Conduct and Form.
3. NDI can continue to provide technical advice and comparative research on anti-corruption.
4. NDI can provide additional anti-corruption support should time allow.

Status of Recommendations of Agenda for Change Addressing Ethics

These recommendations remain unincorporated by Parliament.

E. The Staff Who Serve Parliament

There is one recommendation concerning the staff who serve Parliament made in the Agenda for Change. NDI addressed this recommendation of the Agenda for Change through implementation of seven programs.

CHART 5: NDI PROGRAMS TO DATE ADDRESSING STAFF WHO SERVE PARLIAMENT

No.	Program or Publication	Date
1	Indonesia Study Mission Roundtable—NC	8 December 2000
2	Indonesia Study Mission—NC	16-25 November 2000
3	Post-Ghana Study Mission Roundtable 1-3	July 2000
4	Louisiana, USA Study Mission for Legislative Drafting—NA	July 2000

5	Ghana Study Mission	12-17 June 2000
6	USA Study Mission—NC	September 1997
7	India and Malaysia Study Mission—NA/NC	December 1996

RECOMMENDATIONS IN THE AGENDA FOR CHANGE

> "The staff of Parliament, together with that of the Offices of the Auditor-General and Ombudsman, should be established as the Parliamentary service, independent of the Public Services Commission, so that their scrutiny and investigatory roles are not liable to be compromised." *See Agenda for Change* E1, E2 and E3. "[T]he development thereof should be reviewed as soon as possible. As far as Parliament in particular, is concerned, the autonomy of Parliament, as the legislative branch, must be reflected in the manner in which decisions are made in regard to its internal governance and staff structure and the formulation and presentation of its budget." *See Report of the Joint Select Committee on Agenda for Change at 5.*

Discussion on the Independent Parliamentary Service
These recommendations unequivocally call for the creation of an Independent Parliamentary Service (IPS) separate from the Public Service Commission. Presently, a bill has been drafted that would provide for an IPS. However, it remains a bill and has not been tabled. The IPS, despite the recommendations in the Agenda for Change, is a controversial proposition. It is believed that the creation of an IPS may undermine the Executive's authority and may be more costly than the present system.

Supporting Data from Parliamentary Secretariat Survey
The Job Parameters category in the Secretariat Questionnaire relates to sustainability in terms of addressing the increasingly high turnover rate of Parliamentary staff. The turnover rate arguably could be improved by the institution of the IPS.

The statements in the Job Parameters category provided the most controversy in the survey. Many participants were hesitant to answer the questions involving transfer and promotion. Those that expressed concern were reminded of the anonymous nature of the survey and their option not to answer if they so chose. Nearly every participant subsequently responded to all five statements in this category.

The responses to the first two statements in this category, "I understand my job responsibilities" and "I am confident supervising others," indicate confidence with job responsibilities and supervisory skills. No single participant disagreed with either statement.

The responses to the remaining statements in the Job Parameters category could indicate sustained human resources due to only **6 percent** desiring to be transferred to another government agency and **87 percent** seeking a promotion. However, this has not been the practical experience of Parliament. A worrisome trend of Parliamentary staff receiving training and then moving on to other parts of government or private enterprise has plagued Parliament and NDI's efforts to sustain staff skill levels. This trend is frustrating, but not all that uncommon in government anywhere around the globe. It is a global truism that executive branches pay more than legislative ones, and private enterprises pay more than executive branches. The 'bigger fishes' feed on the smaller ones. This is an issue the Parliament needs to address in some manner, but the survey results indicate there is room for optimism with retaining current staff.

Supporting Data from Member Survey
During the course of the interviews, twice Members mentioned the institution of the IPS. On both occasions, the Members advocated that the IPS would improve staff efficiency and stability by providing a career path. The IPS was also a topic of some debate during a recent conference attended by different sectors of Namibian society including Members of Parliament, but few members of the Executive. This is encouraging, and gives some life to this recommendation of the Agenda for Change.

Conclusion on NDI Programming Addressing the Independent Parliamentary Service
It is unlikely that this condition will change in the remaining period of the grant, therefore programming addressing these recommendations cannot be sustained beyond the life of the Consolidation of Democracy grant.

Status of Recommendations of Agenda for Change Addressing the Independent Parliamentary Service
This recommendation remains unincorporated by Parliament.

F. The Media

There are two recommendations concerning the media in the Agenda for Change. NDI addressed the two recommendations of the Agenda for Change through implementation of eleven programs and publications as outlined in the chart below.

CHART 6: NDI MEDIA PROGRAMS TO DATE

No.	Program or Publication	Date
1	BRICKS Training Modules, NGOs	1997-1998
2	Media Roundtable on the *Parliamentary Reporters Reference Manual, NGOs*	1998
3	Media Training for Speaker's Officer--NA	28 November 2000
4	Media Training—NA	20 November 2000
5	KCR Skills Sustainability Workshop	11-13 September 2000
6	KCR space in Parliament	September 2000
7	KCR Staff Training	11 August 2000
8	KCR Digital Communication System Training	July 2000

9	KCR Community Radio Workshop	18 March 2000
10	BRICKS Workshop on Parliamentary Election Coverage	4-5 November 1999
11	*The Parliamentary Reporter's Reference Manual*	5 March 2001

RECOMMENDATIONS IN THE AGENDA FOR CHANGE

> 1. "A Broadcasting Unit should be set up within Parliament to enable full coverage of parliamentary debates and proceedings, including committee sessions to be provided by television and radio." *See Agenda for Change* G1.
>
> 2. "Media reports should contain extracts from the speeches and proceedings of Parliament, suitably and responsibly edited, instead of only providing summarized reports." *See Agenda for Change* G2.

Discussion on Media in Parliament
Currently, Namibia Broadcast Corporation (NBC) broadcasts from within both Chambers of Parliament. Parliament has dedicated facilities to NBC to transmit their broadcasts. NBC in addition to reporting on Parliament, broadcasts some parliamentary sessions live and unedited.

Katutura Community Radio (KCR) has been involved with Parliament in the past. For instance, KCR broadcast a series of interviews with Members of Parliament on a popular show. The Parliament has provided space within the Chamber for community radio and an office for interviews. However, due to recent challenges facing KCR, the space has not yet been occupied.

In addition to its programming with NBC, KCR, NAMWA, and BRICKS, NDI has launched *The Parliamentary Reporter's Reference Manual*. The manual is a good step toward training Members of Parliament on the role of the media in parliamentary governance.

The relationship between Parliament and the media has been somewhat tense, especially where Members of the ruling party are concerned. However, Members of Parliament do understand the value of good, proactive media skills.

Supporting Data from Parliamentary Secretariat Survey
The results of the Secretariat Questionnaire reveal that staff media skills are average. Additional training for parliamentary staff on the media could improve the occasionally tense relationship between Parliament and the media.

Supporting Data from Member Survey

In the survey of Members, media training ranked at the very bottom coming in last in the "programs most important to you" category, last in the "programs that should be transferred to Parliament" category and next to last in the "programs that should be paid for by Parliament" category. This couldn't be more of an indication that this is far from a priority to Members of Parliament. However, it may be equally reflective of animosity toward the Fourth Estate. It could be argued that comprehensive training skills could increase confidence, and exponentially could decrease ill-will toward the press.

Conclusion on NDI Programming Addressing Media in Parliament
NDI programming to address media in Parliament can be sustained beyond the life of the Consolidation of Democracy grant.

Strategy to Sustain NDI Programming Addressing Media in Parliament
1. NDI can continue to coordinate assistance to KCR to help insure its survival. Depending upon circumstances, this may not be achievable in the remaining period, but is worth the effort as KCR has proven itself a valuable asset to Namibia.
2. NDI can workshop media skills for parliamentary staff to bolster their skills.
3. In conjunction with this training, NDI could fund, or encourage Parliament's purchase of, media skills resource material and workshop based on that material.
4. NDI can workshop the recently launched *Parliamentary Reporter's Reference Manual*.

Status of Recommendations of Agenda for Change Addressing Media in Parliament
Technically, these recommendations have been incorporated.

G. Civil Society

The following recommendation concerning civil society is made in the Agenda for Change. NDI addressed this recommendation of the Agenda for Change through implementation of twenty-eight programs and publications as outlined in the chart below.

CHART 7: NDI CIVIL SOCIETY PROGRAMS TO DATE

No.	Program or Publication	Date
1	Women's Manifesto Network Training of Trainers Workshop	10-13 October 2000
2	Proposal Writing Workshop for The Rainbow Project	26 October 2000
3	NGO Week Expo 2000 National Budget Workshop	16-23 October 2000
4	Focus Group Training Workshop for the Women's Manifesto Workshop	26 September 2000
5	Workshop for the Namibian Women's Manifesto Network	19 September 2000

6	The Rainbow Project "Vision" Workshop	23 August 2000
7	NANGOF Advocacy Workshop	7-11 August 2000
8	The Regional Surveys	29 June 2000
9	Civil Society Advocacy March	18 April 2000
10	Budget Roundtable, NGOs	29 March 2000
11	Women's Manifesto Network Workshop	11 December 1999
12	Legislative Skills Workshop—NA/NC	23 November 1999
13	Legislative Skills Workshop, NGOs	12 November 1999
14	Committee Clerks Workshop	7 October 1999
15	NANGOF/NDI Y2K Workshop	7 October 1999
16	Bill Analysis Workshop	23 July 1999
17	Budget Briefing	19 May 1999
18	Orientation Workshop	July 1998
19	NANGOF Parliamentary Monitoring Program, NGOs	May 1998
20	*NGO Update*	April 2000
21	Budget Workshop for Civil Society	29 March 2000
22	Regional Budget Workshops	November 1997
23	Budget Roundtable Discussions, NGOs	June 1997
24	Budget Awareness Workshop, NGO and MPs	April-May 1997
25	Focus Groups	March 1996
26	*The Debate*	1997 and continuing
27	*Understanding the National Budget (including six translations)*	19 November 1997
28	*How Laws are Made*	1996

RECOMMENDATION IN THE AGENDA FOR CHANGE

> "By creating direct channels of communication with different interest groups in Namibia, Parliament can play an important role in fostering the development of a vibrant civil society." *See Agenda for Change* 8.15.

Discussion on Seven Civil Society Organizations and Parliament
NDI has worked with many CSOs in the last seven years. NDI's work has focused on increasing citizen participation in the legislative process. The CSOs NDI has worked with include, but are not limited to: Namibian Non-Governmental Organization Forum (NANGOF), Women's Manifesto Network (WMN), Katutura Community Radio (KCR), Legal Assistance Centre (LAC), Namibian Media Women's Association (NAMWA), Omusema Training and Associates, Urban Trust Network (UTN), Association of

Regional Councils (ARC), Namibian Camber of Commerce and Industry (NCCI), Namibian National Farmers Union (NNFU), and BRICKS.

NDI has assisted these organizations to articulate the needs of their constituents in the legislative arena. Activities included capacity building for advocacy campaigns, media training, budget advocacy, and gender advocacy.

The IMS has also linked CSOs directly to Parliament. CSOs are able to register with the Parliament IMS to receive announcements posted on the IMS via e mail. Further, CSOs can access the website which provides them with instant access to tabled bills, Acts, rules, and house and committee schedules.

NDI conducted a skills survey of civil society organizations. Seven of nine CSOs completed a skill level questionnaire prepared by NDI. The fact that there were but nine CSOs to put the questionnaire to is perhaps the first result of the survey. There are more than nine CSOs in Namibia, however, CSOs do not exist in great numbers as of yet in Namibia.

Due to the small number of CSOs surveyed, it is not wise to generalize from this assessment about all Namibian civil society. This was not the goal of the survey. The goal was to gain an impression of the effectiveness of NDI's programming with these CSOs and to see where NDI was in the process of capacity building. This assessment concerns the sustainability of these CSOs and their programs only, not civil society in Namibia as a whole.

Supporting Data From Civil Society Survey
Overall advocacy skills are reported as high. The percentages in the "disagree" category are nearly all from a single CSO that reported "strongly disagree" to two-thirds of the statements in this category. It is rather unfortunate that the survey was anonymous because this CSO could be targeted for individual program efforts. On the other hand, if the survey were not anonymous, the CSO may not have reported the low skill level at all.

The results of the survey indicate there is room for improvement with bill summaries and bill workshops. Two interesting contrasts can be made here: first, the skill level for bill summary production and comprehension is higher with CSOs than with parliamentary staff (see Appendix 2: 2 (c) and (f)); and second, all CSOs surveyed reported a **nearly 100 percent** skill level in the workshop category, but in (e) only **33 percent** of CSOs agree they can conduct a workshop on a bill.

CSOs report a very high skill level with the national budget. Not one CSO disagreed with any of the statements in the budget category.

Research skills via the internet or a library are reported as high. The statement "I can write a research report on legislation" in 3 (c) is reported as low. This may be the result of the unclear term: "research report."

Workshop skills are very high. The low skill level reported in 4 (a) can be attributed to the use of the word "programme" rather than "agenda". This was a regrettable word choice.

Proposal and media skills were reported at **100 percent** by all seven CSOs surveyed. Publication skills are also reported as high with these seven CSOs.

Conclusions on NDI Programming Addressing Seven Civil Society Organizations and Parliament
1. The CSO Budget Program can be sustained beyond the life of the Consolidation of Democracy grant.
2. The Gender Advocacy Program can be sustained beyond the life of the Consolidation of Democracy grant.
3. Advocacy skills of these seven CSOs can be sustained beyond the life of the Consolidation of Democracy grant.
4. All other skills of the seven CSOs surveyed are sustained beyond the life of the Consolidation of Democracy grant.

Strategy to Sustain NDI Programming Addressing Seven Civil Society Organizations and Parliament
1. The CSO Budget Program can be sustained in conjunction with the Budget Program for Members of Parliament.
2. Gender awareness can be woven into all programs NDI intends to sustain beyond the life of the Consolidation of Democracy grant—particularly in a provider's terns of reference. This includes Parliament programs as well as CSO programming.
3. A publication can be produced on advocacy in conjunction with NANGOF to sustain advocacy skills. The publication can subsequently be work-shopped to further bolster advocacy skills.

Status of Recommendations of Agenda for Change Addressing Seven Civil Society Organizations and Parliament
This recommendation has been incorporated by Parliament.

H. The Electoral System

The following recommendation concerning the electoral system is made in the Agenda for Change. NDI addressed this recommendation of the Agenda for Change through implementation of six programs outlined in the chart below.

CHART 8: NDI ELECTIONS PROGRAMS TO DATE

No.	Program or Publication	Date
1	Governance Conference—NA/NC	2001
2	Election web site	1999
3	Election Monitoring in conjunction with NGOs	1999
4	BRICKS/NBC Political Program Elections Coverage	1999

5	Election Study Mission to South Africa	1999
6	Ghana Study Mission	1998

RECOMMENDATION IN THE AGENDA FOR CHANGE

> "[T]here should be a debate about changes to the [electoral] system which would provide a balance." *See Agenda for Change* 9.6.

Discussion on Electoral System Debate
Namibia currently elects Members to Parliament based on a party-list system. The National Assembly is elected from nation-wide elections and the National Council from regional elections. Elections are conducted under the supervision of the Electoral Commission which was made an independent institution in 1998.

In July 2001 NDI and UNDP sponsored a conference on Strengthening Parliament's Contribution to Good Governance. Attendees at the conference included Members of Parliament, civil society, watchdog institutions, international NGOs, and others. The Namibian electoral system was a topic of debate in the conference from Parliamentary and Political Party perspectives. Debate centered in the degree to which the system insures accountability of elected Members of Parliament to a particular constituency. No suggestion of changing the system (for instance, to a 'first past the post' system) was made by any contributor to the debate.

Conclusion on NDI Programming Addressing Electoral System Debate
The recommendation does not call for sustained ongoing programming and the recent conference provided the forum and debate recommended by the Agenda for Change.

Status of Recommendation of Agenda for Change Addressing Electoral System Debate
This recommendation has been incorporated by Parliament.

VII. DISCUSSION OF MEMBER SURVEY

The survey conducted with the Members of Parliament formed the basis for the analysis of this assessment. It also provided an opportunity, consistent with NDI's approach in Namibia over the last ten years, to include the Member's opinions to guide the successful completion of NDI's Consolidation of Democracy grant.

When Members were asked what their first impressions of NDI were, the responses ranged from positive to indifferent to skeptical. The survey captured statements like:
- "I was not impressed because it was an American NGO that represents views of opposition parties."
- "I thought it was an agency with a political agenda."

• "I thought NDI was pro-opposition."

It was clear from these statements that NDI needed to earn its credibility. Contrasted with those statements, is 6 (g) (see Chart 9 below) which asks Members their opinion of the following statement: "NDI is too American; it does not understand the African political process and what democracy means to us." No Member surveyed agreed with that statement. Clearly, NDI over the years has earned its credibility one Member at a time.

As part of the interview, Members were asked to indicate their agreement, disagreement, or lack of an opinion concerning a series of statements that NDI has captured over the years. The statements and percentage agreeing, disagreeing or having no opinion are listed in the chart below.

CHART 9: RESPONSES TO STATEMENTS BY MEMBERS
Responses represented in percentages.

Letter of Statement	Agree	Disagree	No Opinion
a. "NDI has made an important contribution to the development of Parliament."	95		5
b. "Through NDI seminars and exposure missions I learnt my role as a legislator."	82	9	9
c. "While NDI has assisted some offices and members in Parliament, I have personally not been particularly affected."	23	68	9
d. "We are further behind with democracy than we were ten years ago."	5	81	14
e. "NDI introduced me to the utility of computers in the legislative process."	82	18	
f. "I see a lot of computers around and have a good idea about information technology, but I fail to see how it has helped us."	14	71	14
g. "NDI is too American; it does not understand the African political process and what democracy means to us."		95	5
h. "NDI's mission is just starting."	27	64	9
i. "NDI should be more focused in its work and only pick one or two things it does."	18	68	14
j. "It is time for Parliament to assume its responsibility for what NDI has provided and we should allocate the funds."	59	41	

Overwhelmingly, the Members agreed that NDI has played a vital role in the development of the Parliament. One Member noted: "I hate to think what would have happened if NDI was not there?" Most of the Members interviewed were willing to credit NDI programming and study missions with their development as law makers. One Member remarked about study missions: "They have been like universities to us." The Members who felt that they had not been personally effected consisted mainly of Ministers. However, one Minister felt that he had been at least secondarily benefited by NDI's programming through the improvement of Parliament as a whole.

The statement "NDI's mission is just starting" was confusing to many Members. Many took the statement quite literally and disagreed because they know NDI has been programming since independence. Those who took the figurative meaning split about evenly in agreeing and disagreeing. One Member who agreed by stating: "It will never end." This is consistent with the quotation by civil rights leader and US Representative John Lewis: "Democracy is a journey, not a destination."

As discussed in the analyses above, Members were very clear about what programs they considered most useful. When asked "Which support provided by NDI they found the most useful," computer training was the most frequent answer with seven Members noting it as the most useful. Computer training was followed by induction programs, budget workshops, bill analysis and study missions.

Later, Members were asked to circle programs and publications that they had either personally attended or received. The responses to this question correlated with the programs considered most useful by Members. The programs with the highest participation included the induction programs, budget workshops, bill analysis workshops, computer skills training, bill summary program and study missions. By far the most popular NDI publication was *How Laws are Made*, followed by *Understanding the National Budget*.

CHART 10: PROGRAMS REPORTED MOST ATTENDED AND PUBLICATIONS RECEIVED BY MEMBERS

Rank	# of votes	Program
1st	20	Induction programs
2nd	16	Budget Workshops
3rd	15	Bill Analysis Workshops
4th (2 tied)	12	Computer Skills Training
5th (2 tied)	11	Bill Summary Program and Study Missions

Rank	# of votes	Publication
1st	22	*How Laws Are Made*
2nd (2 tied)	15	*Understanding the National Budget* and *The Parliamentary Reporter's Manual*
3rd	14	*The Debate*

Next, Members were asked to circle the programs and publications they felt were the most important. Again, the programs selected as most important were those that were best attended or received. However, with publications, it was *Understanding the National Budget* that dominated all other publications as the most important.

CHART 11: PROGRAMS AND PUBLICATIONS MOST IMPORTANT TO MEMBERS

Rank	# of votes	Program
1st (3 tied)	18	Induction programs, Bill Analysis programs, and Budget Workshops

Rank	# of votes	
2nd	14	Computer Skills training
3rd	12	Study Missions
4th (2 tied)	11	Bill Summary Program and HIV/AIDS Workshops
5th (2 tied)	10	Gender Advocacy Workshops and Legislative Drafting Workshops
Rank	**# of votes**	**Publication**
1st	20	*Understanding the National Budget*

The issues of transferring programs to Parliament and Parliament's financial commitment to the programs were explored in Questions 9 and 10. Question 9 asks: "Which of these do you think should be transferred to parliament?" Question 10 asks: "Which of these do you think Parliament should pay for?" These issues were also touched on in Statement 6(g) which states: "It is time for Parliament to assume its responsibility for what NDI has provided and we should allocate the funds."

Members met all three with a great deal of hesitation. All Members agreed that Parliament should eventually assume payment of most of the activities listed. However, none felt Parliament was currently prepared to assume them because of financial constraints and human resource limitations. Many felt that NDI and Parliament should gradually start to share. Honorable Pohamba suggested an additional five years before NDI support is completely assumed by Parliament.

On another note, some Members felt that a few of these activities should never be transferred to Parliament. They felt that other institutions outside of Parliament should provide the service because they were either more appropriately housed elsewhere (i.e. HIV/AIDS workshops provided by the Ministry of Health) or were more objectively performed outside of Parliament (i.e. budget workshops and election monitoring).

When asked: "Which of these do you think should not continue?" Members by and large skipped the question. A few circled study missions and commented that they were doing so due to the President's new policy restricting the amount of international travel by office holders. Additionally, there were three votes cast for the English writing workshops.

CHART 12: PROGRAMS AND PUBLICATIONS MEMBERS FELT SHOULD BE TRANSFERRED TO PARLIAMENT

Rank	# of votes	Program
1st (2 tied)	13	Induction programs and Legislative Skills Workshops
2nd	12	Bill Analysis Workshops
3rd	11	Bill Summary Program
4th	10	Budget Workshops
5th	9	Computer Skills Training
Rank	**# of votes**	**Publication**
1st	8	*Understanding the National Budget*
2nd (2 tied)	7	*How Laws are Made* and *The Debate*

3rd	6	*Administration and Management of the National Council*

Note: Members felt eventually all of the publications, except the *Parliamentary Reporter's Reference Manual* (receiving only two votes), should be transferred to Parliament.

CHART 13: PROGRAMS AND PUBLICATIONS FOR WHICH MEMBERS FELT PARLIAMENT SHOULD PAY

Rank	# of votes	Program
1st	15	Bill Summary Program
2nd	13	Induction programs
3rd (2 tied)	12	Bill Analysis Workshops and Budget Workshops
4th	9	Library, Research and Information Training
5th	8	Legislative Skills Workshops
Rank	**# of votes**	**Publication**
1st	14	*Understanding the National Budget*
2nd	12	*How Laws are Made*
3rd	9	*The Debate*

Note: It is curious that Computer Skills Training falls out of the top five to sixth garnering only 6 votes.

When Members were asked to give their opinion about what they felt should be the focus of NDI's work in the next two years, computer training and the Information Management System were the most mentioned. These were followed by some mention of bill summaries, legislative drafting, budget workshops, induction programs and study missions. Numerous other ideas, most not previously addressed by NDI programming, nor contained in the Agenda for Change, were also mentioned. They are not listed here. However, the ideas mentioned by the Members will be incorporated in another form. Once again, the most popular responses were consistent with those listed as most important to Members.

VIII. RECOMMENDATIONS

The preceding discussions, strategies and conclusions have all resulted from careful analysis and consultation. The ultimate recommendations from the analysis and consultations have culminated in the final 12-month Work Plan in Appendix 7. Therefore, everyone who has played a role in this process has contributed to the recommendations. Nevertheless, this Assessment would not be complete without making recommendations.

Each of the following recommendations can result in increased opportunities for citizen participation in the legislative process, increased use by parliamentarians of enhanced skills as legislators and representatives of citizens, and increased public advocacy by NGOs and civic groups:

1. Sustain constituency outreach capacity and strengthen public participation by sustaining the IMS.
2. Sustain the parliamentary and civil society budget programs by coordinating the efforts of all organizations presently involved within a banking institution who can financially support the programs.
3. Complete the Standing Rules and Orders revisions of both houses including codification of the recommendations of the Agenda for Change.
4. Sustain Legislative Oversight, Legislative Drafting, Bill Analysis, and Bill Summary Programs by inserting them into Parliament itself and create channels for Parliament to utilize Namibian and regional resources to maintain the programming.
5. Sustain Codes of Conduct for both houses including procedures for the declaration of assets.
6. Incorporate gender awareness in all sustainment efforts.

IX. CONCLUSION

The Information Management System and computer skills training will be NDI's legacy in Namibia. Induction programs, budget workshops, and bill analysis all are ranked as high or higher with Members in a popularity contest. However, when Members were asked what support they found the "most useful" (a subtle, but important difference) the IMS and computer training are mentioned most frequently. The IMS and computer training are viewed as a practical tools to accomplish law making. They paint with the broadest brush when it comes to achieving the recommendations in the Agenda for Change. The impact of the IMS/computer training will be felt in committees, research, the media, civil society, and the regions.

This is in no way to discount NDI's other programming. Simply put, the other programs are effective hammers and nails. The IMS/computer training can be a nail gun. Further, the IMS has raised hopes. Consequently, it would be disastrous for NDI to not leave behind a sustained IMS and sustained computer skills. Caution should be taken that the IMS, in a society without large numbers of home computers, is marketed and made accessible to as much of the population as possible. Otherwise, it will serve the opposite purpose, providing improved access to the Namibian Parliament only to those who can afford it.

The focus of NDI/Namibia should be on those programs identified as sustainable with particular emphasis on those viewed as most important to the Members of Parliament. NDI programs identified as sustainable are summarized in Appendix 5. Those identified as most important are in Chart 11 on page 55.

There are 19 programming efforts included in the list of sustainable programs in Appendix 5. After consultations with USAID/Namibia, Parliament and the Program Advisory Committee, NDI/Namibia has assembled its final 12-month work plan which emphasizes these 19 programs. To sustain these programs, 42 activities need to be completed in the remaining period of the grant. This is not realistic. The efforts at

sustaining NDI programming will be time consuming and detail oriented. This is necessary is a program is to genuinely live on in the absence of NDI. Therefore, all partners will have to strive further to rank the priorities and make hard decisions.

Some of the recommendations in the Agenda for Change have been technically incorporated, but are not practiced consistently. For instance, Parliament empowered itself to summon evidence in the Powers, Privileges and Immunities Act of 1996. However, the oversight that is implied by this recommendation has *not* been incorporated by Parliament. Therefore, "incorporated" is not synonymous with "practiced." As a result, the recommendations that have been incorporated, those that are yet to be incorporated, and those that have been rejected that are summarized in Appendix 4 should be viewed with caution.

It is worth mentioning twice that making these hard choices does not imply the abandonment of any parliamentary or civil society program. It is NDI's hope that sustainable programs that do not make the short list can be revisited with funding from either USAID or another donor. Therefore, it is with an optimistic view that these programs are temporarily set aside to be sustained later, and not with a cynical view that the work is abandoned and left to wither on the vine.

APPENDIX 1

AMENDMENT

**MEMORANDUM OF UNDERSTANDING
BETWEEN THE PARLIAMENT OF NAMIBIA AND
THE NATIONAL DEMOCRATIC INSTITUTE FOR INTERNATIONAL
AFFAIRS**

**PROGRAM: DEMOCRATIC INSTITUTION BUILDING
OCTOBER 1998 - SEPTEMBER 2002**

This document serves to amend the Memorandum of Understanding (MOU), signed on 30th October 1995, between the National Assembly of Namibia (NA) and the National Council of Namibia (NC) and the National Democratic Institute for International Affairs (NDI). The original MOU related to activities to be carried our under a "Democratic Institution Building" grant from the United States Agency for International Development (USAID) in response to requests by Namibian parliamentary leaders for assistance in strengthening the Parliament. Based on the progress made during the past three years and new requests for support from both Houses of Parliament, NDI and USAID have entered into a follow-on cooperative agreement for the "Consolidation of Democracy." This new agreement will continue to support the institutional development of the Namibian Parliament through September 2002. The amended MOU sets forth the arrangements between NDI and the National Assembly and the National Council for implementing the follow-on cooperative agreement. It defines the roles and responsibilities of each party and the agreed-to collaboration, coordination and interaction. The amended MOU covers implementation, administration, reporting and evaluation.

The amended MOU also outlines the financial obligations of each organization, including the obligation by the Namibian government to provide in-kind contributions and to make a clear commitment to provide for recurring costs of the program after its conclusion. This amended MOU is valid for the duration of the program, October 1998 - September 2002, although it can be amended during the course of the program with the agreement of all three parties and the concurrence of USAID.

NDI recognizes the sovereignty of Namibia and the institutional autonomy and integrity of Parliament. The program is intended to support Namibian efforts to strengthen the Parliament, and NDI will not interfere with its work or take sides on any public policy issue. Those decisions are rightfully left to Namibian citizens and their elected representatives. The program responds to the initiatives of Namibian leaders, and will not seek to impose any other ideas or solutions.

INTRODUCTION

For the past seven years the National Assembly, National Council and NDI have undertaken a program to strengthen the institution of Parliament. The primary goal of the program which will continue through the duration of the program is to promote accountability among Members of Parliament and staff, transparency in the legislative process and public access to decision-making. The Speaker and Chairperson continue to acknowledge that public participation is vital to the integrity of the legislative process, and remain committed to proactively lead efforts to revise relevant structures or introduce new systems of operation to further open Parliament to the public.

The programmatic approach is two-fold. First, the National Assembly, the National Council and NDI will continue to work cooperatively within the Parliament on the institutional changes and capacity-building needed to increase public access and strengthen the legislative branch's ability to function as an independent branch of government, as provided in the Namibian Constitution. Secondly, NDI will work with community-based organizations, non-governmental organizations (NGOs) and the media to expand their respective roles in the legislative process. The two approaches are complementary and will therefore have integrated program components.

The joint effort between Parliament and NDI is meant to complement and support other initiatives by the Parliament and by other funding agencies to strengthen day-to-day operations of the legislative branch. NDI's program will not address all of those initiatives. It will be balanced in its approach to working with the NA and NC, and will continue to work with both houses in an effort to address their needs for developing the respective institutions and members, taking into account their constitutional and political mandates. In order to sustain relevancy, unique programs may be designed for the two houses and for political parties serving in government and opposition.

While program design will be conducted with the full participation of the NA and NC, NDI retains financial responsibility for this cooperative agreement with USAID. NDI and parliamentary leaders and staff will continue to work together to design, schedule and organize programs and meet regularly to evaluate progress and plan future activities. Decisions on program activities will be jointly determined through a process of consultation which will include the Speaker and the Chairperson or their designees, NDI management, and the Project Advisory Committee. All program personnel will share information that will enable comprehensive monitoring and evaluation of the project. USAID, along with the U.S. Embassy and the United States Information Service in Namibia, will be consulted on the implementation of program activities.

PROGRAM ACTIVITIES

The NA, NC and NDI will engage in activities through the four-year program that will include technical assistance, consultancies, workshops and conferences, focus groups, assessments, individual consultations and public forums. These program activities will support Parliament's efforts to:

- Create the structures and further develop the skills to function as an independent branch of national government;
- Enhance the capacity of Members and staff of the National Assembly and National Council to carry out legislative and outreach functions;
- Increase the capacity and willingness of the media to provide information on the national legislative process and on policy and advocacy issues;
- Consider legislation that will institutionalize the concepts of accountability and transparency, including ethics legislation.

The above objectives includes those that relate directly to the strengthening of the Namibian Parliament. The program also includes other activities that will be conducted outside of the Parliament, and therefore are not covered by this MOU, such as developing the skills of NGOs to advocate on behalf of their interests. During the last two years of this grant, the focus of NDI's program will shift emphasis towards strengthening the capacity of civil society to participate in the legislative process.

ADMINISTRATION

NDI will have principal responsibility for the administration of this project, and will schedule all activities with the concurrence of the Speaker and Chairperson. NDI will employ staff members specifically to monitor the progress of project activities, provide regular and timely reports, maintain accessible project files and records, conduct ongoing evaluations and keep current financial records. The Speaker and Chairman shall make information available and provide access to people as both parties agree may be required for this program. Similarly, NDI will respond to all requests by the Speaker and Chairperson for briefings and information about the program.

The project's Project Advisory Committee will continue with its present membership as well as new members who may be added from time to time. The PAC will continue to provide input on and evaluate the concepts, methodology and resource application of project activities in the program design. NDI will continue to consult with the Speaker and Chairperson regarding the responsibilities of PAC members and composition. The PAC will continue to be advisory and will have no fiduciary responsibility or decision making authority. Accordingly, the PAC's recommendations will not be binding but NDI is committed to incorporating advice of the committee in the program design. PAC members will not be compensated, nor will they have

any authority or direct input into program activities from which they or their institutions might benefit financially.

FINANCES

USAID/Namibia has awarded NDI US$1,862,860 to carry out its program activities during Phase I from 1 September 1998 through 30 September 2000. Funding for Phase II program activities during the last two years of the cooperative agreement is contingent on final approval by USAID. USAID holds NDI fiscally responsible for all expenditures from this cooperative agreement in compliance with U.S. government regulations. Any direct expenditure of funds from the NDI agreement can only be made with prior NDI authorization. These funds will be used by NDI in maintaining an office and staff; providing subgrants to local and U.S. non-governmental organizations and other contractors; and, together with the government's in-kind contribution, covering expenses of the parliamentary program activity agreed upon under the terms of the USAID/NDI cooperative agreement. In the event that NDI's funding for this program is reduced, altered or rescinded by USAID, at any point during the course of the program, NDI's program activities will be similarly affected, and all parties' obligations under this MOU will be affected.

The Parliament of the Republic of Namibia continues its clear commitment to sustaining the program after its completion by providing for recurring costs for the structures and services created in the program, particularly computer and legislative support services and library resources. Funding provided to NDI under the cooperative agreement with USAID will not cover costs for hiring any parliamentary staff.

This funding to NDI is covered by the 1990 Economic and Technical Assistance Agreement between the Governments of the United States and the Republic of Namibia, and includes provision for tax-exempt status for U.S. grantees. The offices of the Speaker and the Chairman agree to support NDI when necessary in its claim to the benefits of these provisions, such as receiving a tax-free identification number, and the corresponding right to purchase or import goods for this program without paying these duties or taxes. If necessary, the Parliament will nominate a staff member to assist NDI in these matters.

MONITORING AND EVALUATION

NDI will work with the NA and NC to conduct a continuing program to measure and monitor the success of project activities. Maintenance of the system to measure the success of the program will require access to relevant information such as order papers and schedules of legislative activity. The NA and NC will continue to assist in establishing and maintaining these record-keeping systems including records of relevant actions by both houses of Parliament. NDI will continue to be provided access to this information by both houses.

NDI will be responsible for submitting programmatic and financial reports to USAID and for participating in regular meeting with USAID. Narrative reports will be given to the Speaker and Chairperson. The NA, NC and NDI will respond to all responsible requests by USAID for

participating in evaluations of program activities following the closing of the cooperative agreement.

The signatures below of the heads of the National Assembly, National Council and National Democratic Institute indicates that each institution agrees to the terms of this Memorandum of Understanding.

_____

For the National Assembly

_____
Date

Hon Dr. Mose Tjitendero

_____

_____

For the National Council   Date
Hon Kandy Nehova

_____

For the National Democratic Institute   Date
Kenneth D. Wollack, President

APPENDIX 2: SECRETARIAT QUESTIONNAIRE RESULTS CHART

Results are represented in percentages.

Category and statements	Agree	not sure	disagree
1. Job Parameters			
a. I understand my job responsibilities	93	6	
b. I am confident supervising others	90	10	
c. I would like to be transferred to another office in Parliament	6	16	77
d. I would like to be transferred to another office in government	6	17	77
e. I seek a promotion in Parliament	87	7	6
2. Legislation			
a. I understand how a bill becomes a law	97		3
b. I understand Parliament's role in making laws	97	3	
c. I understand bills when I read them	63	31	6
d. I can understand the purpose of a specific bill after reading it	78	22	
e. I can explain a bill to a colleague	60	31	9
f. I can write a bill summary	40	34	25
g. I can write a bill or an amendment	28	34	38
h. I can explain a bill to an Honorable Member of Parliament	47	28	25
3. Budget			
a. I understand the government's budget	66	25	9
b. I can read the government's budget	69	22	9
c. I can locate different programmes and expenses in the budget	64	16	19
d. I know Parliament's role in approving and reviewing the budget	77	13	10
4. Computers			
a. I can use e mail on a computer	94	3	3
b. I use e mail daily	81	9	9
c. I use e mail weekly	43	8	50
d. I use e mail monthly	27	15	57
e. I never use e mail		4	96
f. I can use word processing software on a computer	90	6	3
g. I use a word processor daily	78	3	19
h. I use a word processor to write letters	91	3	6
i. I use a word processor to write reports	75	6	19
j. I can hook up a computer	47	23	30
k. I can install a new printer on a computer	30	30	40
l. I can place information on the intranet	42	29	29
m. I know what CPU means	50	43	8
n. I know what IMS means	64	32	4
o. I have access to a computer at work	94	3	3

p. I have access to a computer at home	26	3	71
5. Library and Research			
a. I can perform research on the internet	83	17	
b. I can use a library	90	3	6
c. I can research procedures used in other parliaments	61	26	13
6. Meetings			
a. I can write an agenda for a meeting	91	6	3
b. I can make the arrangements for a meeting (i.e. venue, travel, meals, etc.)	91	6	3
c. I can take minutes of a meeting	91		9
d. I can chair a meeting	84	9	6
e. I can write a report	87	3	9
7. Study Missions			
a. I can write a proposal for a study mission to another country	60	31	9
b. I can identify a parliament suitable for a study mission	72	16	13
c. I can write terms of reference for a study mission	60	28	12
d. I can determine the per diem for lodging and meals	39	32	30
e. I cam complete the process to obtain financing from Parliament for a study mission	63	19	19
f. I can schedule meetings with another parliament	78	16	6
g. I can make the air and ground transportation arrangements for a study mission	87	6	6
8. Publications			
a. I can write an information pamphlet on Parliament	60	28	12
b. I can write a budget guide	23	43	33
c. I cam use publishing software on a computer	19	31	50
d. I can publish "The Debate"	22	32	45
9. Rules			
a. I understand the Standing Rules and Orders	68	13	19
b. I understand the Committee Rules	68	13	20
c. I understand the protocols of the Parliament	52	19	9
10. Media			
a. I can write a press release	56	32	12
b. I can make arrangements for a press conference	67	23	9
c. I can prepare an Honorable Member of Parliament for an interview or press conference	55	29	16
11. English Skills			
a. I can read English	100		
b. I can write English	97	3	
c. I can speak English	100		
12. Induction Programs			
a. I can write an agenda for an induction program	62	29	9
b. I can make arrangements for an induction program	71	23	6
c. I can write the terms of reference for an induction program	45	42	13

APPENDIX 3: CIVIL SOCIETY QUESTIONNAIRE RESULTS CHART

Results are represented in percentages.

Category and statements	Agree	not sure	disagree
1. Advocacy			
a. I understand how a bill becomes a law	100		
b. I understand bills when I read them	86	14	
c. I can write a summary of a bill	67	33	
d. I can present testimony on a bill to a Parliamentary Committee	71	14	14
e. I can conduct a workshop on a bill	33	29	29
f. I can discuss a bill on the radio	71	14	14
Ɡ. I am comfortable discussing a bill with an Honorable Member of Parliament	86		14
h. I can assemble a petition	71	14	14
i. I am comfortable advocating my position on legislation	86		14
2. Budget			
a. I know how to read the budget	100		
b. I know how civil society can input into the budget process	86	14	
c. I know how to find a particular government program in the budget	100		
d. I know Parliament's role in approving and reviewing the budget	86	14	
3. Research			
a. I can research on the internet	71	29	
b. I can use a library	100		
c. I can write a research report on legislation	57	43	
4. Workshops			
a. I can write a workshop program	100		
b. I can make the arrangements for a workshop (i.e. venue, travel, printing, meals, etc.)	100		
c. I can take minutes of a meeting	86	14	
d. I can chair a meeting	100		
e. I can write a report for funders on a completed program activity	100		
5. Proposals			
a. I can write a funding proposal	100		
b. I can write a budget for a program proposal	100		
c. I can write a report for funders on a completed program activity	100		
6. Publications			
a. I can write an information pamphlet	100		
b. I can launch a new publication	71	29	
c. I can work with printers to publish a document	86	14	

7. Media			
a. I can write a press release	100		
b. I interview well with the media	100		

Consolidating Parliamentary Democracy in Namibia

Work Plan Schedule May 2001 to June 2002	May	June	July	Aug	Sep	Oct	Nov	Jan	F...
A. PARLIAMENT									
1. Independence of the Legislative Branch									
a. Private Member Bill Seminar (NA/NC) (last intervention)			✔						
b. Legislative Oversight Seminar (NA/NC)							✔		
c. Joint HIV/AIDS Oversight Conference USAID commitment				✔					
d. Budget Program for National Council (workshops and co-ordination to sustain program)				✔					
e. Budget Program for National Assembly (workshops and co-ordination to sustain program)									●
f. Independent Parliamentary Research Skills									
i. Legislative Research, Interviewing and Report Writing	>>>	>>>	>>>	>>>	>>>	>>>	>>>	>>>	>>
ii. Launch *A Guide to Legislative Research on the Internet*	✔								
iii. Staff Workshop on *A Guide to Legislative Research on the Internet* (NA/NC)		✔		✔			✔		
iv. Members of Parliament Workshop on *A Guide to Legislative Research on the Internet*		✔		✔		✔			
v. Civil Society Workshop on *A Guide to Legislative Research on the Internet*		✔	✔	✔	✔				
vi. Regional Workshops on *A Guide to Legislative Research on the Internet*		✔	✔	✔	✔				
vii. Legal Research Attachment (NA/NC)									
g. NA Management Training (final intervention)	✔	✔			✔				
h. Speaker Study Mission									

Work Plan Schedule May 2001 to June 2002	May	June	July	Aug	Sep	Oct	Nov	Jan	F
i. Chairman Study Mission									
2. Structures for Citizen Input to Parliament and Enhanced Capacity for Legislative and Outreach Functions									
a. <u>Committees</u>									
i. Nat. Assembly Committee Rules (revision/amendment)		✔							
ii. Nat. Assembly Standing Rules and Orders (revision/amendment)		✔							
iii. Nat. Council Standing Rules and Orders (revision/amendment)						✔			
iv. Staff attachment for two Committee Clerks (NA/NC)				✔					
v. *Guide for Committee Chairpersons and Clerks*							✔		
vi. *Constituency Outreach Guide*									
b. <u>Parliament Information Communication Technology</u>									
i. Advise Parliament IT Committee	>>>	>>>	>>>	>>>	>>>	>>>	>>>	>>>	>>
ii. Committee Clerk PICT Training (NA/NC)		✔		✔		✔			
iii. Committee Chair PICT Training (NA/NC)		✔		✔		✔			
iv. Director PICT Training (NA/NC)		✔		✔		✔			
v. MP PICT Training (NA/NC)		✔		✔		✔			
vi. Civil Society PICT Training		✔	✔	✔	✔				
vii. Regional PICT Training		✔	✔	✔	✔				
viii. Develop and Install Additional Functions in IMS									
ix. IMS Manual									
x. Create *Know Your Parliament* on-line publication									

Work Plan Schedule May 2001 to June 2002	May	June	July	Aug	Sep	Oct	Nov	Jan	F
X. xi. Launch Information Management System (NA/NC)	✔								
XI. B. CIVIL SOCIETY AND THE LEGISLATIVE PROCESS									
1. Consult NANGOF on Advocacy Publication	>>>	>>>	>>>	>>>	>>>	>>>	>>>	>>>	>>
2. Sustain Budget Program for Civil Society		✔	✔						
3. Gender Advocacy									
XII. C. ETHICS IN A TRANSPARENT PARLIAMENT									
1. NA Code of Conduct Consultation and Declaration Form Workshop	✔		✔						
2. Anti-Corruption Consultation and Research	>>>	>>>	>>>	>>>	>>>	>>>	>>>	>>>	>>
XIII. D. MEDIA IN A TRANSPARENT PARLIAMENT									
1. Workshop Parliamentary Reporter's Manual		✔							
2. Parliament Media Relations Training (NA/NC)								✔	
3. Radio Shows—Community Radio									●
E. FOCUS GROUPS		✔	✔	✔					

APPENDIX 4

Member of Parliament Survey Questions

Name of Member: _____

1. Do you remember when you first heard of NDI?
2. What were your first impressions of NDI?
3. What is the first NDI activity you participated in?
4. Which was the most useful support that NDI has offered? Any others worth mentioning?
5. Are you familiar with NDI's publications? Are there any that are particularly useful?
6. The following are comments others have made about NDI's programs. Please tell me which you agree with, disagree with, or have no opinion about.

   a. "NDI has made an important contribution to the development of Parliament."
   b. "Through NDI seminars and exposure missions I learnt my role as a legislator."
   c. "While NDI has assisted some offices and members in Parliament, I have personally not been particularly affected."
   d. "We are further behind with democracy than we were ten years ago."
   e. "NDI introduced me to the utility of computers in the legislative process."
   f. "I see a lot of computers around and have a good idea about information technology, but I fail to see how it has helped us."
   g. "NDI is too American; it does not understand the African political process and what one democracy means to us."
   h. "NDI's mission is just starting."
   i. NDI should be more focused in its work and only pick one or two things it does."
   j. It is time for Parliament to assume its responsibility for what NDI has provided and we should allocate the funds."

For the next five questions I am going to give you a list of NDI activities and publications and ask you to **circle** your answers.

7. Please circle those activities in which you have directly participated or publication(s) You have received?
8. Circle those most important to you.
9. Which of these do you think should be transferred to Parliament?
10. Which of these do you think Parliament should pay for?
11. Which do you think should not continue?

Programs/Activities

1. Bill Analysis Workshops

2. Bill Summary Program

3. Budget Workshops

4. Comparative Legal Research and Analysis

5. Computer Skills Training

6. Election Monitoring

7. English Writing Workshops

8. Gender/Advocacy Workshops

9. HIV/AIDS Workshops

10. Induction Programs

11. Information Management System

12. Legislative Drafting Training

13. Legislative Skills Workshops

14. Library, Research and Information Training

15. Media Training

16. Regional Surveys

17. Report Writing Training

18. Study Missions to other countries
Publications

19. *Administration and Management of the National Council*

20. *How Laws are Made*

21. *The Debate*

22. *The Parliamentary Reporter's Reference Manual*

23. *Understanding the National Budget*

12. Do you feel staff skills have been improved because of NDI's programmes? If yes, how? If no, why?
13. What should be the focus of NDI's work for the next two years in Namibia?

APPENDIX 5: NDI PROGRAMMING STATUS SUMMARY CHART

Sustained	Sustainable in remaining period	Not sustainable in remaining period
Induction Programs	Establishment of Committees including Ad Hoc and Special Committees ▪Standing Rules and Orders Revisions ▪Guide for Committee Clerks and ▪Chairpersons	Joint Committees
Committee Summons Power	Committee Membership ▪Standing Rules and Orders Revisions	Independent Parliamentary Service
Parliamentary Questions	Committee Functions ▪Bill Analysis ▪Bill Summaries ▪Legislative Drafting ▪Budget Program ▪Study Missions	
Committee Membership	Pre-legislative Consultation ▪Standing Rules and Orders Revisions	
Electoral System Debate	Legislative Oversight ▪Oversight Seminar	
	Replies to Committee Reports ▪Standing Rules and Orders Revisions	
	Bill Commentaries from Ministries ▪Standing Rules and Orders Revisions	
	Time Allocation for Committee Work ▪Information Management System ▪PICT Training	
	Committee of the Regions ▪Constituency Outreach Publication ▪Guide for Committee Clerks and ▪Chairpersons	
	Committee Reports and Evidence ▪IMS ▪PICT Training ▪Standing Rules and Orders Revisions	
	Member Specialty Skills ▪Budget Program ▪2 Study Missions ▪2 Staff Attachments	
	Private Member Bills ▪Process and Workshop	
	Parliament Openness ▪Standing Rules and Orders Revisions ▪IMS	

	▪PICT Training	
	Dual Role of the National Council ▪Standing Rules and Orders Revisions	
	National Council Regional Offices ▪IMS ▪PICT Training	
	Information, Research and Policy Analysis ▪Finalize Research Training ▪Workshop *Guide to Legislative Research on the Internet* ▪Staff Attachment	
	Information Management System ▪Marketing of IMS ▪PICT Training ▪IT Committee ▪On-line Manual ▪*Know Your Parliament* on-line publication	
	Parliament Staff ▪Transfer Management Training	
	Ethics ▪Code of Conduct ▪Declaration Form ▪Anti-Corruption Bill Support	
	Media in Parliament ▪Support for KCR ▪Provide Resource Material ▪Workshop *Parliamentary Reporter's Reference Manual*	
	Skills of Seven Civil Society Organizations and Parliament ▪CSO Budget Program ▪Gender Awareness Integration ▪Advocay Publication	

APPENDIX 6: STATUS OF AGENDA FOR CHANGE RECOMMENDATION

Incorporated	Unincorporated	Rejected
Standing/select committees	Joint committees	Process of appointing Members to committees
Ad hoc and special committees	Pre-legislative consultation by committees and from regional councils	Opposition chairing important committees
Agenda recommended number of Members per committee	Requiring government to reply to reports and time for debate on reports	
Majority of committees in National Assembly	Commentaries from government prior to tabling bills	
Committee power to examine legislation	Specialty development of committee Members	
Summons power	Private Member bills	
Time for committees to meet	Parliament more open to the public	
Select Committee of the Regions	The dual role of the National Council	
Committees take evidence in public and prepare reports in private	National Council Offices in the Regions	
Committee reports and minutes publicly available	Information, research and policy analysis service; and head thereof	
Ministers not allowed on committees (by tradition only)	Portable computers for Members	
Committee work attract allowances	Code of Conduct	
Bipartisan approach to committee work	Independent Parliamentary Service	
Computer technology internationally linked		
Computers extended to Regional Councils		
Members should have staff		
Members should receive per diem		
Members should have translation equipment and services		
Establishment of a broadcasting unit		
Responsibly edited media reports		
Create channels of communication with civil society		
Debate on electoral system		