



Evaluation of:
The HIZETJITWA Indigenous Peoples'
Organization (HIPO) Namibia

Final Report December 2012

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Acronyms

CBC:	Community Based Committee
EU:	European Union
HIPO:	The HIZETJITWA Indigenous Peoples' Organization
HIZETJITWA:	The Himba, Zemba, Tjimba and Twa indigenous peoples of Northwest Namibia and Southwest Angola
ILO:	International Labour Organization
IPACC:	Indigenous Peoples of Africa Coordination Committee
NANGOF:	Namibia Non-Governmental Organizations Forum Trust
NAMAS:	Namibia Association of Norway (Namibiaforeningen)
NAM\$:	Namibia Dollar (1 NAM\$= 0.12 USD= 0.7 NOK)
NOK:	Norwegian Kroner
NGO:	Non-Governmental Organization
NPC:	National Planning Commission
PETS:	Public Expenditure Tracking Surveys
SWAPO:	South West African People's Organization
ToR:	Terms of Reference
WFP:	World Food Program
WIMSA:	Working Group of Indigenous Minorities in Southern Africa

Executive Summary

The **HIZETJITWA Indigenous Peoples' Organization (HIPO)** is a formally authorized member organization launched in 2007 and aimed at promoting the rights and improving the life quality and wellbeing of the member peoples of the Himba, Zemba, Tjimba and Twa (HIZETJITWA) communities in the northwest of Namibia and the southwest of Angola. The HIPO initiative is based on a Constitution setting out its objectives. The strength of HIPO lies in the fact that it is a member organisation through which local opinions are expressed. On this basis HIPO has made significant progress in the direction of becoming a credible **spokesperson** for its peoples.

The Namibia Association of Norway (NAMAS) supports HIPO with funding from the Norwegian Government (Norad). In the period 2008-11 the Project benefited from NOK 4.9 million, of which about NOK 3 million were direct transfers to HIPO's budget. Norwegian funding is also secured for the coming three years. In 2011 HIPO received funding from the Embassy of Finland with NAM\$ 0.34 million, otherwise NAMAS has remained the only funding source of importance.

HIPO's **target groups** migrated into these areas centuries ago, and some may still lack certificates as Namibian citizens. The Himba, Zemba, Tjimba and Twa together with the San are all considered to fall within the indigenous peoples category as groups experiencing particular forms of systematic discrimination, subordination and marginalisation according to an International Labour Organization (ILO) Report.

Most of the HIPO target group villages are poor and to a large extent in need of support from outside. Almost all the visited villages benefit from Government food assistance programs, but many reported of problems with irregular supplies.

All the villages visited can send their children to school, but they may be kept home for work. Girls are less likely to pursue further education than boys. The danger of abandoning traditional habits and values when moving away from the village to go to school was also evoked. All the visited villages had road connection, but some remain isolated. Water supply is essential in these dry areas. In general there is need of baseline data on the situation in the HIPO villages.

Namibia has no comprehensive **indigenous peoples' policy**, but policies exist in different Ministries. The Government seems more comfortable with addressing the welfare of marginalized groups on a needs-based approach rather than indigenous peoples from a rights-based perspective. The Office of the Prime Minister is the Government body dealing with indigenous peoples' affairs.

HIPO Community Based Committees (CBCs) are in 2012 established in 85 villages, which is a major achievement. The published account of **members** with over 3000 is, however, based on accumulated registration. Last year HIPO managed to collect payment from over 1500 individuals. So far it has not been followed up this year, with the result of only 472 paying members by September 2012.

A recurring complaint during the fieldwork for this evaluation was the lack of recent contact with the HIPO administration. This has resulted in less motivation and in some cases outright dissatisfaction with HIPO in some villages. HIPO will in the coming period give priority to smaller and simpler support, reaching out to more villages. This is also in line with the ambitions of acting as spokesperson for local interests and the advocacy role.

Education is an activity area of high priority with the aim of increasing both competence and cultural self-consciousness of the peoples. HIPO has extensive ambitions at improving the schools in the member area through support to learners with a special focus on the situation for girls and awareness of the importance of and right to education in general.

Women's rights issues are integrated in the project design, but in addition separate activities and results are planned. More than 40% of the HIPO and local committees members are women. A main achievement is the Cultural Festival arranged by HIPO in 2011 in connection with the Annual Meeting. This festival has the potential of becoming a major event and people are enthusiastic about it.

In total for the preceding period only half of the planned activity program was actually carried out. **Achievement rates** of around 50% for each of the 3 years 2009-11 indicate deficient planning. Ambitious but unrealistic plans were not adapted to HIPO's capacity of implementation.

In this situation it is most unfortunate that the support from the NAMAS Adviser was terminated in July 2012 without any provision for replacement. There are no apparent reasons for this move, which will significantly reduce the organization's **administrative capacity**. The Adviser terminated his service before the announced evaluation of HIPO was carried out, while it would have been more appropriate to wait for its conclusions before taking action.

The short-term approach is to make use of the Adviser, since he for a period will be stationed in Opuwo. The more permanent solution must be to strengthen the administration with a person that could play a pivotal role such as a Deputy Director. The opening up of this prospect could be a way of enticing qualified applicants for the position. The recruitment process should be launched immediately.

The support from NAMAS very much consists of the NAMAS Adviser. In case this assistance is fully terminated, other ways of more direct funding from Norad could be considered, through cooperation with the Embassy of Finland or other NGOs.

According to information HIPO Namibia has been allocated a role as facilitator or link with the **HIPO Angola** engagement also conducted by NAMAS. Taking account of the limited capacity of HIPO Namibia this appears unrealistic. Furthermore, the NAMAS engagement in Angola implies the risk of diverting attention from the much needed consolidation efforts at HIPO Namibia. So far the achievements in Namibia do not constitute a model ready for export or replication elsewhere.

Actually a most serious challenge for HIPO is to preserve its legitimacy as a member's based organization. In spite of its achievements over the years, the present lack of engagement with and support from its members is alarming. The organization has not yet secured a firm foothold and is still in need of support.

The Annual Plans and Reports present outlooks for HIPO's future engagement, but the ownership of such ideas seems unclear. The present administration, stakeholders and members need to be taken on board. HIPO should therefore present an overall **Strategy and Program** including the priority fields of engagement for the next 5 years' period and the approach to carry out the program.

The experience from recent years demonstrates the need for consolidation of efforts to fewer areas and initiatives. Prioritization is important to avoid the actual lack of achievement. But the Strategy must issue from an effort where the HIPO Board and members (CBC) are genuinely involved. It could be that HIPO has a future role in lobbying and advocacy (as Annual Plan 2012 suggests), but the members must be involved in the choice of strategy. A **baseline study** is required to account for the situation in the villages. HIPO should coordinate such a study and outsource it to professionals.

The delegation of administrative tasks must be effected to the degree that the HIPO headquarter is fully operational also when the Director is not present. According to the Annual Reports the HIPO administration and Board have benefited from numerous training initiatives over the last years. This activity should now be restricted to on-the-job training with concentration on possible loopholes. Fully qualified staff should be employed at vacancies. A comprehensive **cooperation with other NGOs** (in particular WIMSA) could enhance the capacity of HIPO and in particular improve its presence on the central and international arena.

The presentation of accumulated membership figures gives an incorrect impression of large support. The HIPO Constitution does not mention the payment of fees among the conditions for membership, so it must be sorted out what qualifications should apply. With the actual large number of HIPO villages there is a danger of overstressing the organization's capacity. In addition to the staff visits, HIPO may have to make provision for alternative **means of communication**, notably phone calls and by using the radio. It could be useful for HIPO to keep a log of all contacts with its members.

Since of such importance, more accurate statistics of its achievements could be expected from HIPO on its efforts in the field of education. This component needs to be strengthened in the activity plans for the coming years, especially on women's rights to education. There could be scope for a more specific program related to the preservation of **cultural traditions and values**.

HIPO should cooperate with other NGOs on the development of strategies for soliciting funds from the donor community and other relevant national and international mechanisms.

1. Introduction

1.1 The Project

The HIZETJITWA Indigenous Peoples' Organization (HIPO) is a formally authorized member organization aimed at promoting the rights and improving the life quality and wellbeing of the member peoples of the Himba, Zemba, Tjimba and Twa (HIZETJITWA) communities in the northwest of Namibia and the southwest of Angola. HIPO is based on a Constitution signed in 2007 with the mission:

Unconditionally committed to uplifting the living standard and the protection of the human dignity/rights of the indigenous people, characterised by their self-determination to preserve, develop and transmit to future generations their ancestral territories and their ethnic identity (Constitution §5).

HIPO was launched by its member peoples in 2007 and registered as a welfare organization in March 2008. The peoples felt the need to work together in a situation where the modern world came closer to them, creating huge challenges for their traditional culture. Special emphasis was laid on education, realizing that their culture and way of life would suffer if they continued being illiterate (HIPO Profile 2012). The initiative came as a response to the socio-economic problems impeding quality education to the marginalized children of the HIPO areas (invitation letter to the launch of HIPO on July 27, 2007).

The members' Annual Meetings and the HIPO Board direct the organization, and the administration is based in Opuwo Namibia. HIPO Community Based Committees (CBC) or contact persons are now established in 85 villages and the organization has over 3600 registered individual members. According to its Constitution (§4) the organization's aims are:

1. *To educate and train indigenous communities about their human rights as enshrined in the constitution of the Republic of Namibia and the protection of these rights.*
2. *To ensure a proper education for children by providing for their basic educational needs (financially and otherwise).*
3. *To empower adults through literacy programs, advocacy on the rights and needs and by creating income generating opportunities.*
4. *To improve the general well being of indigenous people by advocating and lobbying for improvement of general sanitation, water, shelter, communication, road network, health facilities and employment opportunities of these people.*
5. *To promote and safeguard the cultural and traditional heritages, values, morals, and beliefs, centered on unity in diversity.*
6. *To encourage and promote women empowerment activities of indigenous people through self-help programs.*
7. *To promote HIV/AIDS awareness by engaging in awareness campaigns.*
8. *To identify and address social challenges and needs in the communities by establishing a task force to handle these challenges and needs to refer people for professional services.*
9. *To network with local and international organizations with similar objectives for indigenous people for the mutual benefit.*
10. *To solicit funds in order to fulfill the objectives of the organization.*

There is emphasis on the work of land issues (the rights to land) and ethnic identity (ToR for the Evaluation). Climate change information and mitigation were also introduced among the HIPO objectives (Annual Plan 2012, page 7).

The Namibia Association of Norway (NAMAS) supported the creation of HIPO, and the activities under this cooperation Project started in 2008 based on funding from the Norwegian Government (Norad). It included the provision of expatriate staff with an Advisor, payroll funds etc. related to the organization construction, and development of administrative and program routines.

In the period 2008-11 the Project benefited from NOK 4.9 million in support through NAMAS, of which about NOK 3 million as direct transfers to HIPO's budget (table 5.2). The Project has also secured Norwegian funding for the coming three years with approximately NOK 3 million (source: ToR). The new cooperation period extends from July 2012 to December 2014. In 2011 HIPO also received funding from the Embassy of Finland with NAM\$ 0.34 million otherwise NAMAS has remained the only funding source of importance.

The HIPO administrative staff consists of the Director, the Finance and Administration Officer, and a full time Field Officer. In addition come about 10 part time Field Officers. The NAMAS Adviser in office since 2008 ended his contract by July 2012.

1.2 The Evaluation approach

The main goal for this Evaluation is to see how HIPO during its 4 years of existence has grown as an organization and how the status is for further developing and carrying out their activities in order to reach their goals. The evaluation is needed as part of the HIPO Project's funding process including the support from Norad.

The work comprised a desk study and fieldwork in addition to the preparation of draft final and final reports as referred to in ToR. A large part of the work took place in Namibia (work program in Annex 1) and consisted of:

- Meetings with public institutions, international organizations and donors in Windhoek.
- Meetings with the HIPO staff and NAMAS Adviser in Opuwo
- Visits with fieldwork and interviews in local villages in northern Namibia.
- Meetings with regional authorities in Opuwo.

The Evaluation comprised fieldwork with interviews conducted in 17 HIPO villages and one school around Opuwo, in the north of the country up to the Kunene River on the border with Angola, and southwards along the road on the Team's return leg to Windhoek (see Annex 2). The places visited were not selected randomly, but with the practical approach of reaching out to a variety of locations during a limited number of 6 fieldwork days. The communities could be fairly representative of the in total 85 HIPO villages, but no really remote and difficult accessible places were visited, only such as could be reached by car.

The Consultant also prepared a verbal presentation of findings and conclusions to meetings in Norway. A meeting was held with the Norad project officer with responsibility for the NAMAS funding.

A consultant from Nordic Consulting Group (NCG) AS, Norway was responsible for the Evaluation with quality assurance from NCG. He was assisted by a translator/driver during the fieldwork in Namibia.

Many organizations and individuals have contributed to this report with valuable information for which we are very grateful. References to sources are given in parentheses behind the paragraphs, in the meetings schedule (Annex 1) and the list of documentation (Annex 3). Still NCG assumes full responsibility for all conclusions and recommendations except in cases explicitly stated otherwise.

2. Relevance

2.1 The target groups

HIPO's target groups are the indigenous peoples of Himba, Zemba, Tjimba and Twa in northern Namibia and southern Angola. The peoples migrated into these countries centuries ago, and have since lived their traditional lives in the remote, dry and mountainous areas, some of them without much influence from the outside world. For that reason they have maintained their traditional semi-nomadic livestock rearing and gardening methods. They have also kept their rituals, dances, beliefs, ornaments and attire intact. But this is changing; the modern world is coming closer, and forces are at work influencing their way of life.

The Himba, Tjimba and Twa are basically the same people sharing cultural elements including language and attire. The difference lies in their socioeconomic position; the Twa are the poorest, traditionally being hunters and gatherers in the mountains, while the Himba and Tjimba are cattle breeders and small-scale agriculturalists. Of these two the Himba are traditionally regarded to be the better off. The Zemba language is unique and their traditional attire different. Many live among the other peoples.

Some of these communities, in particular of Zemba, Tjimba and Twa, live in very isolated locations. They have a traditional lifestyle detached from the way of life observed by the rest of the Namibian population. They live outside the mainstream of life due to the fact that the areas they inhabit are out of reach of the country's welfare programs. As the result, they hardly know the benefits of the independence or their basic rights. Almost all families have some cattle or small stock, and many are small-scale agriculturalists. Berries and roots are still collected, but only as supplementary source of food. Most buy maize meal bags in order to prepare their staple food, porridge.

These communities, while inhabiting the Kunene Mountains for centuries, are yet to become aware that they are part of a population that may benefit from the natural and material resources of the country. Larger groups outside the mountains often discriminate against them. It has been reported that even the name Twa is derogatory and synonymous with 'outcast', 'poor person' or someone with inferior standards. The

word Tjimba is also said to have a derogatory meaning (Country Report 2010 ILO, page 4).

According to the Ombudsman some groups of indigenous peoples still lack certificates as Namibian citizens. The Ministry of Home Affairs has recently recognized that this can be a problem with groups of Zembas. Documentation of citizenship is vital for individuals to obtain rights to social security, pensions etc.

www.namibian.com.na/news/full-story/archive/2012/november/article/zembas-to-get-ids/

The governments have no figures for the size of the population of the target group. However, an estimate is of about 30 thousand in total, more or less equally distributed between the two countries.

The Kunene area has long dry season and unstable rains making the communities very vulnerable and water supply a major issue. Agricultural approaches need to combat drought, and the current drought resistant cattle breed should be preserved. The health and sanitation situation for the people need to be addressed.

The plight of the Zemba, Tjimba and Twa came to light following the drought in 2007, when they were forced by inhospitable conditions to come down from the mountains to the region's provincial capital, Opuwo. Media reports of their deplorable conditions resulted in the Government in August 2007 sending a fact-finding mission to the area, headed by the then Deputy Prime Minister.

The report from this mission is difficult to obtain (from Government Archives), but resulted in Government resettlement programs on allotted areas with services such as water supply, schools, clinics and feeding programs. About 1000 persons were resettled in 3 villages in August 2008. These groups were also officially recognized as indigenous peoples on basis of the report. The Office of the Prime Minister, which is the Namibian authority dealing with indigenous issues, encouraged NAMAS to establish in the Kunene Region.

2.2 The indigenous peoples of Namibia

The Himba, Zemba, Tjimba and Twa together with the San are all considered to fall within the indigenous peoples category as groups experiencing particular forms of systematic discrimination, subordination and marginalisation, by the *Country Report of the Research Project by the International Labour Organization and the African Commission on Human and Peoples' Rights on the constitutional and legislative protection of the rights of indigenous peoples: Namibia* (Country Report 2010 ILO, page 41).

In Namibia alienation and marginalisation are the main causes of indigenous peoples' problems. Occupying no significant economic or social positions they remain largely excluded from national structures. Educational facilities are generally inadequate and sometimes inaccessible to such communities. Participation in national affairs and matters relating to the determination of their own development presents serious challenges. Access to justice is still a major challenge.

Schools and education for children are often not adapted to some communities' nomadic lifestyle. The Ombudsman's office underlines three problems haunting indigenous communities in general: poverty, lack of employment, and domestic violence.

Namibia is considered more open to indigenous peoples' rights than many other countries in the region (source: WIMSA). Customary rights are, however, regularly unrecognized in the Land Act. There are important natural resources in the areas inhabited by the indigenous peoples of Namibia, diamonds, beef, fish and hydro-electricity in addition to the nature conservation interests.

2.3 Living conditions in the villages

Most of the HIPO target group villages are poor and to a large extent in need of support from outside. The villages visited by the Evaluation Team rear livestock and principally cattle. Most have goats and chicken, some sheep and pigs and village gardens were found in some places. Donkeys and horses are in use for transport.

The livestock business suffers from the drought situation, which to a large extent is normal during the season of the Team's visit in September. At that time of the year the livestock is often herded at long distance from the villages in search of pasture and water. This work frequently involves the assistance of children and they can then be kept out of school.

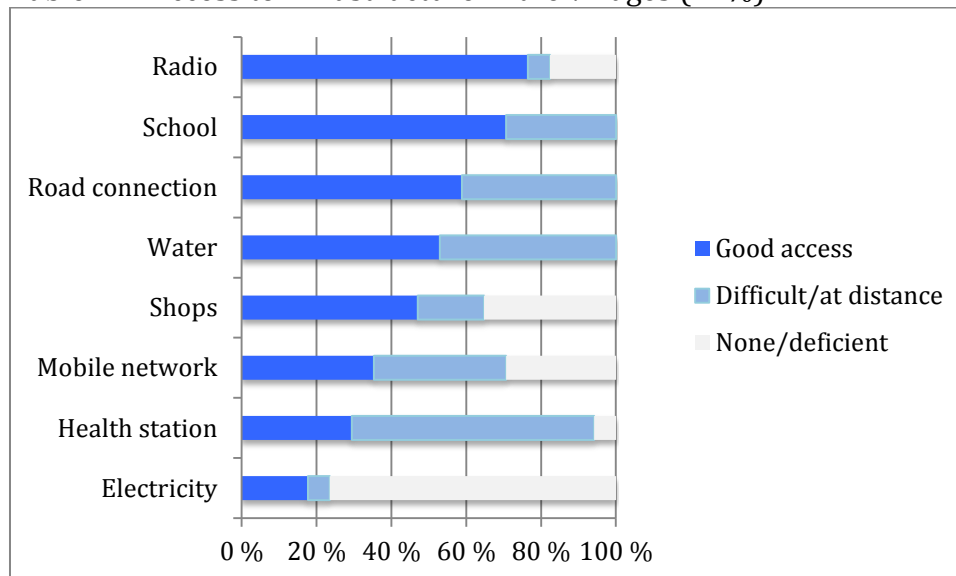
Gardening comprises the cultivation of maize, pumpkins and watermelons but is restricted to the rainy season as borehole water often will be insufficient. Some villages have access to good quality borehole water with grid electricity, diesel or solar power pumps, following Government resettlement programs or other interventions. In places with sufficient water there was also demand for assistance with fencing in larger areas for village gardening schemes.

Almost all the visited villages benefited from Government food assistance programs, and these include feeding of children at boarding schools in particular. Most villages also received food distribution to elderly people (pensioners), disabled, and women with breast-feeding children. In some places all inhabitants were included, notably the resettlement areas. Many reported problems with irregular supplies, in particular to the boarding schools, resulting in the pupils having to leave for home during periods while waiting for the food to arrive.

The food ration was reported to constitute of one bag of 10 kg maize meal per person and month. This actually comprises about 80% of the cereals food ration norms applied by the World Food Program (WFP) to refugees (12.6 kg per person and month). The cereals then constitute 75% of the total WFP food basket distributed.

A major source of cash earning was reported to be the pensions for elderly people, distributed once per month. In the less isolated villages some people were working in town. At certain locations the tourist industry plays an important role, but this was mainly restricted to the areas on the Kunene River.

Table 2.1: Access to infrastructure in the villages (in %)



Source: Interviews conducted in 17 villages.

The coverage of radio networks is good. All the villages visited can send their children to school, but some are dependent on boarding schools where the children stay away from home. As figure 2.1 shows about 70% of the visited villages have school for children on their premises.

Different messages were communicated about the willingness of sending children to school. It was almost unanimously hailed as important, with the prospects of them becoming doctors, nurses, lawyers and serving the village in various valuable ways.

Still people prevent their children from going to school for poverty reasons. They are kept home for work, in particular with tending animals and watering livestock, which can take hours of hand pumping when the supply is at a trickle. In this way the introduction of motorized pumps can also improve school attendance.

In general the observation from the fieldwork was that girls are less likely to pursue further education than boys. Even though the sex ratio can be about equal at 1st grade, this starts to change with less girls continuing and completing school from 4th grade onwards.

Cultural reasons and the danger of abandoning traditional habits and values were also evoked particularly in the Himba villages: *“When girls move away to go to school they invariably change for modern city clothes.”* This was an argument for having local schools on the village premises. Observation also confirmed that women working as teachers or in town shops or offices are never seen wearing the traditional Himba outfit, which appeared to be very common in village surroundings and also with Himba people on visit to towns like Opuwo.

Mobile schools were introduced through cooperation with Norway, in support of the prevalent nomadic lifestyle in some areas. Still according to recent information the Government is now about to abandon the approach as too difficult to sustain in practice. The Evaluation Team met with officials on mission “to get rid of the mobile schools”

considered as not functioning appropriately. The schools in the villages visited were not mobile any more, although some of them still occupy tents.

All the visited villages had road connections, but some remain isolated at long distances from the main road and with difficult access. Few villages had motorized vehicles. Most people rely on walking and donkey transport, which is slow and can be risky in urgent situations for example when travelling with sick persons to medical service. It is common to walk to the main road for hitchhiking, and a visit to the nearest town may take several days.

About 50% of the villages have access to good quality water mainly pumped from boreholes. All villages of course have access to water, and the remaining ones draw from low quality sources like rivers. Some water sources also lack sufficient capacity in the dry season, so that animals have to walk long distance and there is not enough for gardening. On the Kunene River problems were reported of crocodiles representing danger both for people and livestock when approaching the river for water.

Shops were present in almost half of the villages. Mobile networks with good connection were reported in about 35%, and with sporadic connection or at certain locations in another 35%. People seem to acquire mobile phones once networks are available, and it is considered a priority in many villages. Mobile phone banking is also introduced in Namibia.

Only about 30% of the visited villages had health stations on their premises, and some were reported insufficiently equipped with medicines etc. Resettlement areas are regularly equipped with health stations but few other villages are. The most common illnesses were reported to be malaria, coughing, back pains, diarrhoea (in particular, in children), while AIDS was not highlighted specifically in most villages.

Many places have sanitation facilities installed by Government programs. A major flaw here seems to be the lack of organized maintenance of the facilities, with the result that villagers often have stopped using them.

Electricity was present in less than 20% of the villages visited; still this is a high coverage in the context of African countries. On the Kunene River there is a hydroelectric power station at Ruacana also supplying parts of the local area, and the new one is planned at Baynes.

Installations of solar panels were present in many places, mainly for water pumping, most of which were reported to function well and also used for charging mobile phones. Other solar panels for lights in schools etc. were frequently observed out of operation. The installation of solar panels requires follow up routines for maintenance. Electricity from the main grid was in priority with villagers.

There is need for baseline data from the HIPO area (Annual Plan 2012, page 5). The Government conducted a national census on household and person level in 2011 and statistics were expected available by mid-2012. The Evaluation Team had difficulties with access to such data, but HIPO could hopefully succeed through a more formal approach. It would be much needed to complement the more scattered information

collected by the Team. A baseline study should be conducted. HIPO should coordinate this effort and contract the study out to professionals.

2.4 National policies on indigenous peoples

Namibia has ratified the UN Convention of the Rights of Indigenous Peoples of 2008. The Government now considers ratifying the International Labour Office (ILO) Indigenous and Tribal Peoples Convention 169.

Three main peoples are officially recognized as indigenous: the San, Himba, and Twa. However, this does not exclude the other HIPO groups of Zemba and Tjimba, as these are perceived as sub-groups of the Himba.

The Government has no comprehensive indigenous peoples' policy, but policies exist in different Ministries. Budgets can be found inter alia under Rural Development as this issue mainly concerns development of the rural areas of the country.

The Namibian Government seems more comfortable with addressing the welfare of marginalized groups on a needs-based approach than indigenous peoples from a rights-based perspective. It is also claimed that Namibia is a country with deep social divides (Country Report 2010 ILO, page 6).

Overall, despite considerable efforts at addressing the needs of indigenous peoples, there remains a distinctly integrationist character to the approach, and international bodies have expressed concerns to this effect. There is a definite need to assess the methods and mechanisms of consultation of indigenous peoples to ensure that their needs, cultures and aspirations are realized in the context of the national development (Country Report 2010 ILO, page 42). Many of the support initiatives concern resettlement on farmland bought by the Government or communal land (San, Twa and Tjimba).

2.5 The institutional framework

The **Office of the Prime Minister** in 2005 established a San Development Program with the objective of ensuring that the San people of Namibia are fully integrated in the mainstream of the economy and society (Summarized Activity Report 2005-10). In 2007 the cabinet also directed the resettlement of some Twa and Tjimba communities in the Kunene region, and these groups were then effectively included in the Program (see 2.1 and 2.3).

The Namibian Constitution establishes an **Ombudsman** whose office shall be independent from interference from other branches of government. The office is mandated to promote and protect human rights in the country including the protection of indigenous peoples.

The functions of the Ombudsman include, among others, the investigation of complaints concerning violation of human rights. To date the Ombudsman has received very few complaints, still acknowledging that this may be due to victims' lack of information about their rights and the accessibility of legal remedies.

The Office is now drafting an action plan of human rights, conducting a baseline survey, and preparing a white paper on indigenous peoples.

HIPO is registered as a Social Welfare Organization with the **Ministry of Health and Social Services**, which is the authority for approval. The certificate gives right to apply for funds from Government, donors and fundraising via collection among the general public, according to the National Welfare Act of 1965 (under revision now). The requirements include the formulation of a Constitution for the organization setting out its objectives.

The Ministry has currently a register of about 460 organizations, which submit audited and annual reports but are seldom followed up with inspections. The Ministry has limited ability to contribute financially, and HIPO has so far not applied. It is claimed that some NGOs misuse the name of local communities for own benefits (Special Projects Office of Prime Minister). There have been incidents of diversion of funds in particular from the feeding programs.

The Ministry has different funds that could be accessed by civil society to develop health services in rural areas and with indigenous communities. The distribution is based on applications and on the ability to achieve the planned goals. The capacity of budget absorption is often the limitation when it comes to funding of NGOs.

The **Ministry of Education** provides scholarships and contributes to the improvement of training facilities. NGOs working in that field should approach the regional offices of the Ministry.

The **Regional Administration** has offices in Opuwo (agriculture etc.) and in Khorixas (education). These are important cooperation partners for HIPO with budgets for service and infrastructure development in the villages. In 2011 the HIPO administration did not manage to meet the regional Ministries, and the activity was shifted to the next year (2011 Annual Report, page 5). This is unfortunate and should be followed up with concerted efforts.

The **Traditional Authorities** Act provides for the official recognition of local chiefs. There have been controversies between the Government and indigenous communities over the appointment to positions of traditional leaders when candidates are found politically unacceptable. This concerns both San communities, Himba, Tjimba and Twa (Country Report 2010 ILO, page 17). Traditional Authorities are responsible for implementing traditional laws and settling disputes in the villages of their area.

In Namibia Traditional Authorities are frequently considered as part of the local administration. As such they also receive salaries under local government. According to experience the Traditional Leaders act on behalf of the Government, and have difficulties with initiatives initiated locally when this implies siding with the locals against regional or central public authorities.

Traditional Authorities Chiefs have been invited to the HIPO Annual Meetings.

2.6 Organizations and donors working with indigenous peoples

Namibia Non-Governmental Organizations Forum (NANGOF) Trust is an umbrella organization for civil society. It is currently funded by EU from 3 years back, and has

recently concluded a new 3 years agreement with EU. Namibian NGOs must be members to benefit from its services, and HIPO will now fill in the forms to apply for membership.

NANGOF has been engaged with information, advocacy, coordination, and lobbying. When policies concerning civil society are proposed by the Government NANGOF will scrutinize these and make pronouncements, speaking on behalf of the civil society. NANGOF has currently about 100 member organizations.

The next step for NANGOF will be to establish a **Civil Society Foundation** for the financing of civil society organizations in Namibia, also to be sponsored by EU. Since Namibia has been classified as a middle-income country many international aid organizations and donors are phasing out their activities and alternative funds are needed.

The **Working Group of Indigenous Minorities in Southern Africa** (WIMSA) is established in Namibia since 1996. WIMSA is actually focusing only on the San people, but recognizes the need for a wider scope and would appreciate cooperation with HIPO. The main concerns include (a) human rights, (b) education and (c) property rights.

WIMSA is a secretariat that does not implement; there are San councils on country level organizing for the communities. The Office of the prime Minister is in the Steering Committee. In 2008 there was an evaluation of WIMSA, but the San councils did not accept the recommendations. San communities are depressed by lack of education and poverty but also of alcohol problems. Education is a tool of development, but often a costly exercise for the Government.

The San people are spread over different parts of the country. Their traditional areas and activities often come into conflict with nature conservation schemes. On this account and for poverty alleviation reasons they have been subject to numerous resettlement schemes directed by the Government.

Training of teachers in mother tongue is a major concern. The San people are the only ones among the indigenous peoples with radio emissions in their own language. WIMSA has programmes with training of teachers, health and business development, which is considered a particularly promising program component.

WIMSA is financed for a major part by the German Evangelical Church, but has succeeded in drawing funds from a large variety of sources (10-14) in many countries. In 2007 the organization underwent a major crisis but managed to recover.

WIMSA has accumulated much experience from its work both in Namibia and other countries in the region. It could be a particularly valuable cooperation partner for HIPO on financing strategies, implementation and sustainability of different program components. It could also be willing to represent HIPO at meetings etc. for example in Windhoek when HIPO does not have the capacity to attend.

The **UN Special Rapporteur on Indigenous Peoples** will visit Namibia in September (20-27) 2012 to meet with civil society and indigenous peoples' organizations. A visit to

Opuwo is scheduled. The Ombudsman is charged with preparing a White Paper and WIMSA will organize this visit of the UN Special Rapporteur.

The **International Labour Organization** (ILO) is a major agent for initiatives on indigenous peoples in Namibia. ILO has suggested the creation of a Forum for indigenous peoples. HIPO had not established contact with ILO, but a formal letter is now dispatched. The organization is to a large degree working together with the Office of the Prime Minister on indigenous issues.

The **Indigenous Peoples of Africa Coordination Committee** (IPACC) is an organization based in Cape Town South Africa. HIPO is a member.

The **Namibia Association of Norway's** (NAMAS) engagement for Namibia dates back to 1980, before independence, with support to SWAPO. NAMAS is committed to support HIPO also in the period 2012-14, based on funds from Norad, and is currently engaged in the establishment of a similar organization for the same indigenous peoples across the border in Angola. So far these costs are included in the budget of HIPO. The total direct support to HIPO from NAMAS over the period 2008-12 (table 5.1) amounted to NAM\$ 4.6 million (NOK 3 million).

According to the most recently signed agreement between HIPO and NAMAS (4 July 2012) the two organizations "*will cooperate to empower the indigenous knowledge and skills and build up HIPO's capacity to assist and serve its people concerning their rights and living conditions.*" The list of cooperation objectives in this Agreement could imply a future concentration of the NAMAS support to a selection of tasks. HIPO should then solicit funding from other sources for other initiatives.

Norad considers the cooperation with HIPO well in line with the objectives of Norwegian support to civil society organizations and indigenous peoples in developing countries. Norad is committed to provide its share of the financing in the coming period, with the aim of giving HIPO time to establish and gain experience. Improved contact with its members in the local villages should be given priority as important for the organization's legitimacy. Transparency of activity and in financial matters is a main concern.

The **Embassy of Finland** supported HIPO with the funding of selected project components in 2011 with NAM\$ 0.34 million. Finland is interested in continued support to marginalized groups in Namibia like indigenous peoples and sexual minorities, and for local development, human rights, and democratization. There is a particular interest for twinning schemes with NGOs and local crossroads level organizations. The Embassy also works through the EU member states' group on human rights.

HIPO submitted an application for funding to the Embassy of Finland also for the year 2012, but this was turned down. The new round of opportunity will be in March-April 2013.

3. Project impact

3.1 Objectives

The motto of HIPO is “Development, Dignity, Unity,” (Constitution §3.1) and the Overall Development Goal is:

To empower the indigenous people of the Himba, Zemba, Tjimba and Twa of Namibia and Angola to retain their traditional culture and values, and be able to meet the challenges of contemporary society in order to improve their living conditions.

The Project Goal (outcome):

HIPO is to achieve the organizations’ goals as stated in the HIPO Constitution regarding the welfare and improved quality of life for the Himba, Zemba, Tjimba and Twa people in the fields of culture, social services, human rights, gender, capacity building, income generation and climate change information and effect mitigation (Annual Plan 2012).

The Project period under this Evaluation covers the years from 2008 into 2012. The financing started in 2008, but 2009 was the first year of full activity (table 5.1). The impacts are evaluated with reference to the Constitution (aims and objectives Constitution §4.1 – 4.10 and chapter 1.1 in this report) and other Project agreements and documents.

3.2 Legitimacy as spokesperson for the indigenous peoples

The strength of HIPO lies in the fact that it is a member organisation through which local opinions are expressed at Annual Meetings and other venues, as well as through the Community Based Committees (CBC). On this basis HIPO has made significant progress in the direction of becoming a credible spokesperson for its peoples.

HIPO has over the last period managed to become recognized as a strong representative of its members, locally as well as nationally and therefore gains attention and influence in an increasing number of areas. It is of utmost importance that the local people and the board members are brought into the advocacy process. They add considerable weight to the efforts made by the HIPO administration.

The HIPO Community Based Committees (CBCs) are in 2012 established in 85 villages, which is a major achievement. In the course of 2011 the number of members increased from 1960 to 3161 (HIPO 2011 Annual Report, page 2) and stands at 3633 by September 2012 (HIPO Profile 2012).

Table 3.1: Development of HIPO membership over the years

Year	2008	End 2009	Mid 2010	End 2010	End 2011	Sept. 2012
Namibia						
– Registered	519	980	1550	1960	3161	3633
– Paying					1597	472
Angola					118	

Sources: HIPO Reports and Profile 2012

The account of over 3600 members is, however, based on accumulated registration. In 2011 a comprehensive initiative supported by funds from the Embassy of Finland was conducted of recruiting members and collecting fees, resulting in many new members and payment from over 1500 individuals. So far it has not been followed up this year, with the result of only 472 paying members by September 2012.

Membership fees do not constitute an important part of the funding for HIPO, and the fees cannot be raised to levels that would make much difference (see chapter 5.1). A large number of dedicated members will, however, be crucial for the legitimacy of a civil society organization like HIPO, claiming to speak on behalf of the local communities. The actual situation with lack of achievement at fee collection efforts is therefore not sustainable.

The presentation of accumulated figures can give an incorrect impression of large support. However, the HIPO Constitution does not mention the payment of fees among the conditions for membership (Constitution §8), so it must be sorted out what qualifications should apply.

The membership register has been converted into a data base system (Excel) and is kept updated at all times (HIPO Annual Report 2011, result 1.1 on page 2). It should therefore be able to give an accurate picture of the number of active members without double counting and HIPO should present membership figures accordingly, also distributed on gender.

3.3 Contact and interaction with HIPO villages

The continuous support from its members is a major condition of legitimacy for HIPO. Considerable milestones have been achieved here during the project period, of augmenting both the number of CBCs and members, engaging the villagers at Annual Meetings and other venues, with registering and attending to their needs and concerns. The achievements were considerable, in particular with the extra funding dedicated for such purposes in 2011 from the Embassy of Finland.

A reoccurring complaint during the fieldwork for this evaluation was, however, the lack of recent contact with the HIPO administration. This has resulted in less motivation and in some cases outright dissatisfaction with HIPO in some villages.

Different reasons can be found for the lack of visits related to the administrative capacity, the transport situation etc. (chapter 5). Still it remains that this continuous interaction is one of the major expected impacts of HIPO and needs to be improved. The Constitution even aims at the establishment of a Task Force to identify and address social challenges and needs in the communities (§4.9).

With the actual large number of HIPO villages there is a danger of overstressing the organization's capacity. Regular visits everywhere might not be feasible and travels have to be reserved for important occasions. In addition to the staff visits, HIPO may then have to make provision for alternative approaches, notably phone calls where mobile networks are available, and information through radio emissions since there apparently is good radio coverage in many parts of the HIPO area. Still it is likewise necessary to improve the administrative capacity and the vehicle situation.

In particular there is need to follow up requests from the villagers, also in case of no important development. A frequent complaint from the villagers was that they had a long time ago presented important concerns to HIPO, and since then there was no feedback. Improved communication with the villagers will constitute a basic element with the planned establishment of a Task Force, an issue that also needs to be followed up.

The Community Based Committees (CBC) have so far not been functioning the way it was originally envisaged (Annual Plan 2012, page 3). In meetings with the Evaluation Team the villagers made requests for information from HIPO, but at the same time it was found that the CBCs had often not communicated to the villagers the information supplied. Newsletters and other messages had not been read or in other ways made publicly available, CBC members had attended HIPO events without informing the village about the outcome etc.

It could be useful for HIPO to keep a log of all contacts with its members, with dates, persons and villages involved, issues raised, results etc. This could serve to identify loopholes of villages where contact has been deficient over a long time.

3.4 Improved living standards in the villages

HIPO supports local initiatives for improved living standards in the villages. This is a major goal with the organization and for many the concrete proof that the organization is actually doing something for its members.

The fieldwork for this Evaluation confirmed the appreciation of the support and hopes for further assistance. The expectations are high and HIPO needs to fulfill to a considerable degree in order to uphold the enthusiasm. With 85 member villages the danger of overstretching is real.

The assistance has focused on clean water and sanitation, water for livestock, road access, support to agriculture with seeds, ploughs, the fencing in of community gardens, auction and vaccination kraals for livestock, and various tourist business initiatives. HIPO's assistance with food for work and tools for clearing roads is very much appreciated, since this gives both work and infrastructure. The villagers carry out the roadwork and receive food supply, and sometimes also smaller fees were paid in cash. In the HIPO activity program road clearance initiatives are justified by better access to health and social services (Annual Plan 2011 – result B3).

These projects have apparently made considerable difference in many places, but with problems of reaching out because of limited budgets. HIPO has collected lists of prioritized requests for support, which is a major achievement, and parts of them are already realized. A rapid assessment found about 300 listed requests from the 85 villages with organized CBCs, and of these about 17% have been followed up and completed. In addition there are wish lists from 35 other villages without CBCs. HIPO should consider its capacity carefully before venturing into taking responsibility for these, but could still assume an advocacy role.

Some complex and costly projects were embarked upon at the start of the program, tying up personnel and funds, and at times with problems of finalizing in a satisfactory manner. HIPO will in the coming period give priority to smaller and simpler support, reaching out to more villages. (Annual Plan 2012, page 5). The budget for investment has also been reduced over the years (figure 5.1), and with a diminishing percentage of the planned tasks completed (table 4.1).

3.5 The spokesperson role

HIPO recognizes that the organization itself can only to a limited extent improve the member peoples' living conditions. The government can improve health services, education, access to water, etc. For that reason close contact will be kept with relevant government entities, aiming at influencing priorities and decisions for the best of the member peoples.

HIPO can still play an important role in advocacy for social projects, preparing schemes and giving priority to initiatives. Here it could be imperative to keep updated about Government budgets at disposal for local development, and to track the use of such funds to ascertain that the HIPO villages get their fair share, for instance by applying techniques from public expenditure tracking surveys (PETS).

A basis could then be laid for improved local efforts at solving problems by assistance through more efficient advocacy. HIPO and its local CBCs can play important roles in lobbying government entities for support and infrastructure to the villages. However, for this spokesperson strategy to become effective HIPO must take more initiatives and interact with Government institutions, international organizations, other NGOs, donors etc. So far less has been achieved in this area than was expected (table 4.1).

This spokesperson approach is very much anticipated in the HIPO plans. It is also recognized that *"so far the HIPO lobbying activity has been weak and fragmented, but for the coming year this activity will be better planned and implemented"* (Annual Plan 2012 page 4). The question is to what extent this strategy has gained foothold in the organization, with the Board, CBC and the members. The *Spokesperson Strategy* will be an important issue to discuss the Annual Meeting.

3.6 Education and literacy

Education is a HIPO activity area with high priority, reflected at prominent places in the Constitution (§4.1 – 4.3), with the aim of increasing both competence and cultural self-consciousness of the peoples. HIPO has extensive ambitions in improving education in the member area through support to learners with a special focus on the education situation for girls with awareness of the importance of and right to education in general.

Many families in the HIPO area look at education as an investment in their children to be considered carefully, and not as a fundamental right of the individual. However, the Constitution of Namibia states (in §20) that all persons shall have the right to education, and primary education shall be compulsory and provided free of charge.

The support from HIPO has consisted of equipment for schools, solar panels, water tanks and zinc roofing, and payment of examination fees for higher grades (Annual Report 2011, results 4.1 and 8). A considerable number of learners received financial support from HIPO and finalized their secondary school, and some of them were

admitted at institutions of higher learning and considered for bursary in 2012. The initiatives in this field are limited by the budget while the demand is extensive. However, since this is of such importance, more accurate statistics of the achievements could be expected from HIPO.

Still the education initiatives come up against strong traditions, and considerable impact cannot be expected immediately on the school attendance of children and literacy of adults from the HIPO villages and the access to education for females in particular.

So far only minor efforts have been made from HIPO regarding improved education in the member area (Annual Plan 2012, page 3). This component will therefore be strengthened in the coming project period as a specific element of the cooperation with NAMAS (Agreement Article 1).

3.7 The preservation of traditional culture and values

Culture is another area of high priority in the HIPO Constitution (§4.5). The fieldwork conducted in the villages confirmed that much cultural activity is taking place and people follow traditional lifestyles regarding music and dance, attire, house construction and village design, house painting etc.

A main achievement is the Cultural Festival arranged by HIPO in 2011 in connection with the Annual Meeting. This festival has potentials of becoming a major event and people are enthusiastic about it, with significant expectations as to HIPOs role in the promotion of local culture. In 2011 a HIPO Democratic and Culture Consolidation Project was conducted in the villages.

Initiatives have also been taken on ways to protect the local population from questionable publications and media presentations. This is particularly related to the tourist industry and filming events on local traditions. HIPO has presented guidelines for distribution to visitors, but the effect of this is too early to tell.

There could be need for a more specific program related to the preservation of cultural traditions and values.

3.8 Protection of indigenous rights

An important cooperation objective is to have indigenous peoples' views noted and respected in Government and private sector plans and projects in the area, such as building infrastructure and tourism. This is underlined especially in the Agreement with NAMAS (Article 1).

Initiatives have focused on the new hydropower scheme on the Kunene River at Baynes. Its social and cultural effects were followed up as part of awareness on natural resources (2011 Annual Report, page 6). Some of the areas claimed are of cultural importance to the local population. The new Land Act is also in focus here, with controversial parts regarding the allocation of rights in respect to communal lands to community members.

3.9 Women's rights

Women's rights issues are integrated in the project design, but in addition separate activities and results are planned. This goes for gender awareness campaigns, financial empowerment, literacy programmes and establishment of women and girls' groups. More than 40% of the HIPO members and local committee members are women.

Two pilot women and girls groups were formed. An announced meeting at the HIPO office in 2011 to follow up the purpose and agenda of the groups was not held (2011 Annual Report, page 6), but this meetings program was carried out in 2012. This Project component is much needed and of priority (Constitution §4.6). The concrete impact is too early to judge.

3.10 HIV/AIDS

HIPO has contributed to the facilitation of awareness campaigns in communities in cooperation with the Regional Council HIV/AIDS section. Information was disseminated and condoms distributed, which were obtained from the Ministry of Health and Social Services.

This appears to be an efficient approach in an area where HIPO does not necessarily contribute expert competence, but can make use of its contact network at the village level. The impact so far is difficult to evaluate, and most probably the effects of HIPO's activity cannot be traced separately but in conjunction with efforts from several different agencies.

3.11 Climate change

Climate and environmental concerns are in the forefront of the target groups' everyday life. They get their livelihood from an arid environment extremely dependent on weather and climate variations, having in the past experienced devastating drought consequences. A main goal for HIPO is to lessen the impact of such variations through the provision of improved agriculture methods, access to water and income generation mechanisms.

For the local communities environmental knowledge and adaptation are part of their culture. Only through an environmental conscious way of life have they managed to survive over the centuries. It is an aim to collect and systematize this traditional knowledge, and also to heighten the competence of cattle breeding and agriculture in times of climate change.

So far the impact of the preparatory and rather sporadic initiatives carried out by HIPO in this field can be difficult to trace. Still this is another area where HIPO could play the role of co-ordinator at the local level by applying its contact network in the villages, rather than aspiring at comprehensive program components on own behalf.

3.12 Networking with local and international organizations

HIPO is present at the local level, but not very well known at central levels of the country. In this respect it still falls short of meeting the objective of being acknowledged as *"the main representative for the Himba, Zemba, Tjimba and Twa people in the eyes of Government institutions and other stakeholders"* (Agreement with NAMAS Article 1).

Among the public institutions and NGOs the Team met with in Windhoek (see Annex 1) only the Embassy of Finland had more than rudimentary knowledge of what HIPO stands for and is working with. At the same time the institutions welcomed the opportunity to connect with HIPO.

The International Labour Organization (ILO) in 2012 presented a pamphlet *"Promoting and implementing the Rights of Indigenous Peoples in Africa: The case of Namibia (PRO 169)."* In this publication a comprehensive list of partners working with indigenous peoples is included without mentioning HIPO.

A major achievement of information to the wider public was the launching of the HIPO website. This should be regularly updated and expanded; unfortunately it was down during periods. The information should be widened and comprise more recent events. The regular HIPO newsletters are also of great importance as they can be distributed to the villages as well as to important stakeholders. So far there was no newsletter in 2012.

HIPO has had only sporadic contact with other organizations for indigenous peoples over the past years, mainly due to financial constraints (Annual Plan 2012, page 4). Still this is a strategically important area (Constitution §4.9).

The question of a wider basis of external funding (Constitution §4.10) is likewise important. Even though funding is secured from Norway in the medium term, this will not suffice to cover the wide range of activities HIPO has been charged with. The only successful initiative so far was with the Embassy of Finland in 2011. HIPO should cooperate with other NGOs on the development of strategies for soliciting funds with the donor community and other relevant national and international mechanisms.

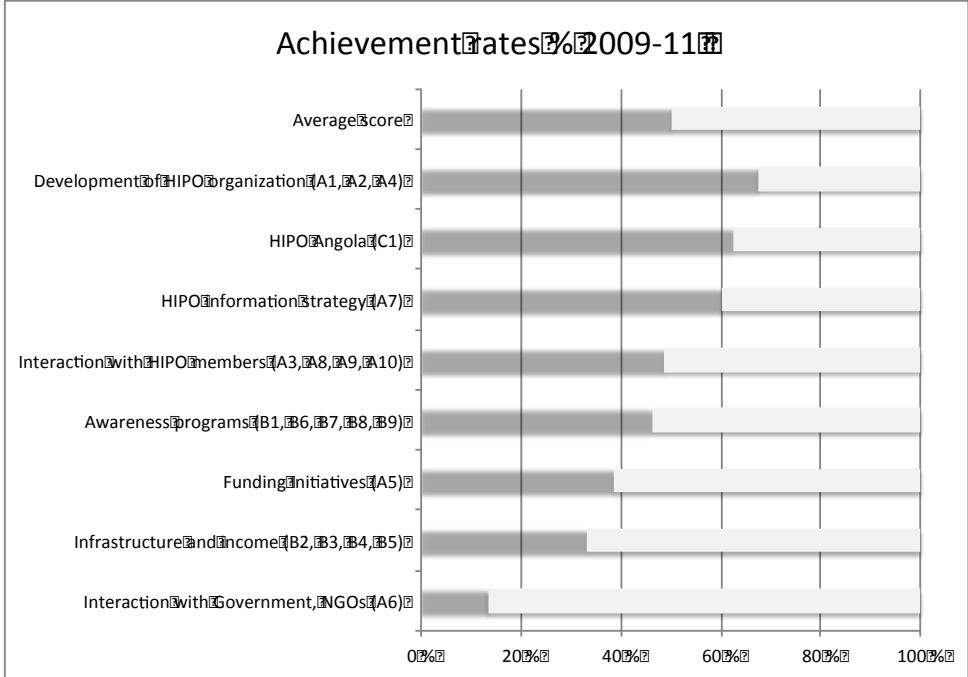
4. Effectiveness of reaching Project goals

The effectiveness of reaching HIPO goals has been evaluated by comparing the scheduled activities in the HIPO Annual Plans with the achievement as of the corresponding Annual Reports 2009-11 and the first part of 2012. HIPO presents a program of activities to be carried out each year.

The subdivision in the Annual Plans on numbered results and indicators is not always repeated in the Annual Reports, and this makes comparison difficult at times. A recommendation is to establish such correspondence more systematically to facilitate evaluation. In the 2009 Report this was the approach, which was changed for less formal result presentations in later years.

For the year 2012 a more concise subdivision in 10 main results is introduced, and this gives a better overview than the longer list used previously. Still some additional results should be among the main headlines in the future, in particular the one related to 'Funding initiatives.' Also for this Evaluation report a condensation into fewer groups is attempted by joining the groups of the Annual Reports.

Figure 4.1: HIPO achievement rates in % of plans for the period 2009-11



Source: HIPO Annual Plans and Reports. The codes in parentheses (C1 etc.) refer to the subgroups of the Annual Plans of these years.

In total for the period 2009-11 half of the planned program was actually carried out, that is to say 50% of the items in the detailed subdivision of activities listed in the Annual Plans (figure 4.1 and table 4.1). Over the years the average achievement rate picked up from 46% to 53%.

An achievement rate of 50% indicates that the plans have been ambitious but unrealistic and not adapted to HIPO’s capacity of implementation. The repetition of the low achievement for all 3 years also reveals incapacity of planning based on the previous result reports. Additional funding and recruitment of project staff did not always materialize or were delayed. The budget also varied somewhat over the years (figure 5.1), with a top in 2011 when the contribution from the Embassy of Finland came in addition to the NAMAS funds.

It is suggested that the future activity plans take into account this experience with limited capacity of execution. In the actual situation there could be large random elements involved as to which parts will actually be carried out. However, members and partners expect a considerable degree of commitment to the plans presented by HIPO. The budgets have always been fully used in spite of the lower rate of performance, which also indicates low efficiency of financial planning and execution.

HIPO has spread its activities to many issues and fields, and it is not realistic to expect major achievements in every respect each year. Prioritization should be announced in the plans and take into account the requests coming from the villagers. On non-prioritized issues HIPO could resort to its advocacy role to try and influence other suitable agencies or authorities to take on responsibility.

The achievement rate was best for activities related to building the organisation, training of staff etc. (67%). This corresponds well with the report that much of the

activity so far has been concentrated around building organizational capacity. *“In the current plan period (2009 -2011) emphasis has been laid on building the member organization at local level, developing sound Board practices, establishing a functioning administration and a solid financial system”* (HIPO Annual Plan 2012, page 3).

Still, according to table 4.1 the achievement rate for the development of the organization dropped somewhat from 86% in 2009 to 57% in 2011.

Table 4.1: Achievement rates of each year 2009-11

	2009	2010	2011	Average
Development of HIPO organization (A1, A2, A4)	86 %	64 %	57 %	67 %
Interaction with HIPO members (A3, A8, A9, A10)	67 %	50 %	39 %	49 %
Funding Initiatives (A5)	25 %	63 %	30 %	38 %
Interaction with Government, NGOs (A6)	20 %	20 %	0 %	13 %
HIPO information strategy (A7)	33 %	75 %	75 %	60 %
Awareness programs (B1, B6, B7, B8, B9)	21 %	43 %	68 %	46 %
Infrastructure and income (B2, B3, B4, B5)	57 %	24 %	25 %	33 %
HIPO Angola (C1)	25 %	57 %	100 %	63 %
Total	46 %	50 %	53 %	50 %

Source: HIPO Annual Plans and Reports. The codes in parentheses (C1 etc.) refer to the subgroups of the Annual Plans of these years.

The activities listed under HIPO Angola also show achievement rates above the average (63%). They consist of a limited number of well-defined administrative and organizational preparation tasks. Here the score improved conspicuously over the period from a moderate start in 2009 (25%) to complete achievement when activities were speeded up later on.

The interaction with HIPO members has been slowing down over the years. A reasonably high rate was achieved at the outset while the trend now is rather ominous. The support from the Embassy of Finland was aimed partly at such initiatives, and there is a risk of less achievement with the absence of additional funding. The fieldwork for this Evaluation revealed discontent about lack of visits, little contact and feedback from HIPO on important requests from the villages. New members have joined, and HIPO has now insufficient administrative capacity to follow up. Over the last time the lack of transport has aggravated the situation.

When it comes to services provided to the HIPO members in the villages, the different awareness campaigns were carried out more successfully (46%) than the infrastructure improvement and income generation components (33%). The last ones soon became costly, drawing heavily on limited budgets. Information for the 3 years individually (table 4.1) shows scores for awareness campaigns picking up over the period, while the infrastructure development slowed down from a more brisk start in 2009. The budget for investments became much smaller after 2009 (figure 5.1), and at the same time less was achieved of the planned development activities.

Under the awareness campaign component a special focus has been on education at all levels (Annual Plan 2012, page 3). Here gender, health, natural resources and drugs comprise areas with improved scores over the period.

The strategy now adopted is to prioritize advocacy and cooperation with Government institutions or donors on expensive interventions to improve infrastructure instead of applying HIPO funds directly. This appears more realistic, but at the same time requires enhanced contact activity between such institutions and the HIPO administration.

It also demands professional presentation of projects with cost estimates, justification through impact assessments etc. In addition to the otherwise excellent HIPO list of requirements from the villages, a number of these should be given priority through appraisals, and presented for example in Project Sheets.

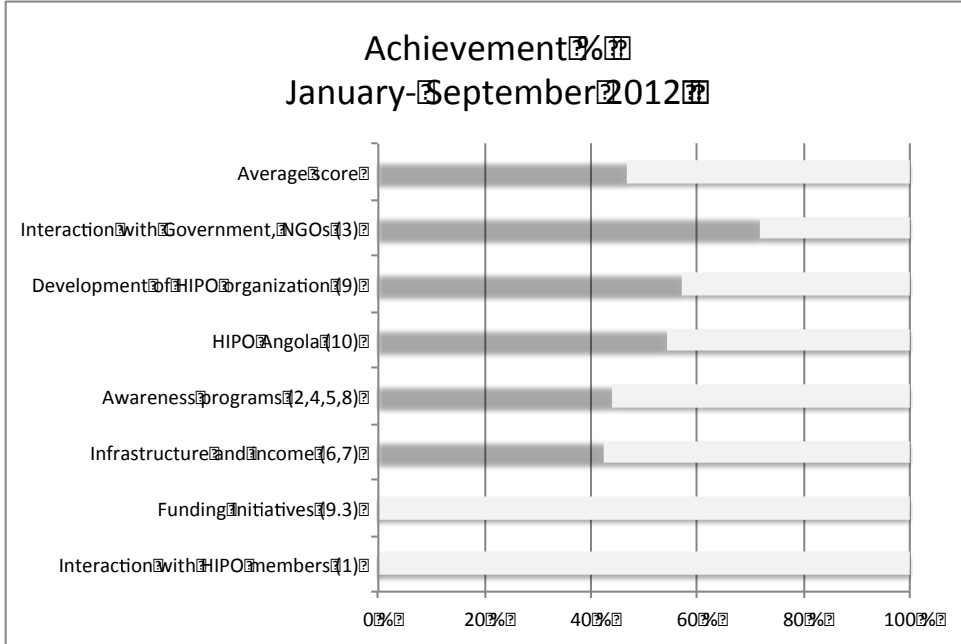
In this respect the achievements regarding HIPO's interaction with Government institutions and other NGO's over the period are far from reassuring (average score 13%). This was also reflected at the Evaluation Team's visits to Government institutions, international agencies, and international NGOs in Windhoek. Few of them had much previous knowledge of HIPO.

Government institutions at the regional level in Opuwo seem to be better acquainted with HIPO. This is also important, as such institutions will constitute cooperation partners when it comes to providing funds for interventions and investments locally in the villages.

The HIPO funding initiatives were successful in 2010, with the support from the Embassy of Finland for the year 2011. Unfortunately this was not continued into 2012, but there may be new opportunities in the coming years. In 2010 also some other contacts were made, but only Finland responded positively. This illustrates the need for a concerted fund-raising strategy.

The main responsibility for financing thus remains with the NAMAS/Norad funds. For the time being this constitutes the basis and firm foothold of HIPO, since these funds will be available at least until 2014, but the pronounced policy is to diversify and attract several donors. HIPO is sincerely advised to continue the search for additional sources, also since the present funding suffices to cover only the basic parts of the costs of administration, while there is need for expanding the activity. It is suggested that the result "Funding initiatives" continues to be a headline in plans for the coming years, since this is related to an important HIPO goal of diversification and sustainability.

Figure 4.2: HIPO achievement rates in % of plans for the period January – September 2012



Source: HIPO Annual Plan and interviews. The figures in parentheses (1,2 etc.) refer to the subgroups of the Annual Plan 2012.

Table 4.2 refers to the period January – September 2012, so there is still time to improve the achievement rates (of 47% average thus far) this year. It appears that the planned interaction with Government institutions and other NGOs is catching up on basis of criticism that HIPO lobbying activity has been weak and fragmented (Annual Plan 2012 page 4).

The lack of achievement on “Interaction with HIPO members” is alarming (0%), and was also confirmed during the fieldwork of this Evaluation. The state (end of September 2012) of HIPO’s park of vehicles at the same time as the NAMAS Advisor will depart with his car, calls for immediate action (see chapter 5.5). This actual situation implies grave restraints on HIPO’s travel capacity for fieldwork in the villages and thus the possibility of improved interaction with members in the near future.

The insufficient follow-up on funding initiatives (0%) is likewise worrying. The last application to the Embassy of Finland did not manage to follow up the success from 2011, and no alternatives have been identified.

5. Efficiency and timeliness of Project execution

5.1 Financial sources are limited

Over the last 5 years HIPO has received virtually all of its financial support through NAMAS from Norad funds. In 2011 this was complemented by funds from the Embassy of Finland, but a similar application for 2012 was eventually turned down.

Table 5.1: HIPO funding (NAM\$ 1000)

	2012	2011	2010	2009	2008	Total
	Budget	Accounts	Accounts	Accounts	Accounts	
1. Support from NAMAS (1. in table 5.2)	1 015	1 123	973	1 270	240	4 621
2. Support from the Embassy of Finland		344				344
3. Membership fees		32	9			41
4. VAT refund	15	21	71			107
5. Other Income	2			65		67
Total Income	1 032	1 529	1 053	1 335	240	5 180

Source: HIPO Accounts and budget 2012

As can be seen from Table 5.1 the HIPO membership fee is of less significance for the financing, although very important for the legitimacy of the organization. If 3000 members paid their fee of NAM\$ 20 annually, this would contribute NAM\$ 60,000 in total income. In 2011 a considerable number of 1597 members paid their fees, resulting in incomes of about NAM\$ 32,000 while so far in 2012 about NAM\$ 10,000 has been collected from 472 members. At the Annual Meeting in 2010 the HIPO membership fee was increased to NAM\$ 20 per year from the previous NAM\$ 12, and at the same time the registration fee of NAM\$ 10 was abolished.

Membership fees cannot be raised to levels that will make this a large contribution to the HIPO budget. Still it will be important to improve the collection rate, not least as a measure of the interest and enthusiasm for the organization. Success here will be conditioned on the extent to which the people in the villages find the contributions from the organization useful and in accordance with expectations.

Table 5.2: NAMAS support to HIPO Namibia and Angola (NOK 1000)

	2011	2010	2009	2008	Total
1. Transfer from NAMAS to HIPO (1. in table 5.1)	855	879	937	305	2 976
2. NAMAS Adviser salary costs and expenses	340	482	500	272	1 594
3. Other operational costs of NAMAS with HIPO Program	79	123	82	53	337
Total financing through NAMAS	1 274	1 484	1 519	630	4 907

Source: NAMAS Accounts

The total Norwegian funding for the NAMAS/HIPO Program covers the transfer from NAMAS to HIPO (item 1. in table 5.1 in NAM\$ corresponding to 1. in table 5.2 in NOK). In addition comes the salary cost of the Project Adviser and other expenses. Total funding amounts to NOK 4.9 million over the years 2008-11.

The costs of the NAMAS Adviser have declined over the years since 2009, since he has gradually been charged with other duties outside the HIPO Program. He will, however, follow up HIPO from time to time also in the coming period. (In 2008 the Advisor was in office for half the year).

The Agreement between HIPO and NAMAS 2012-14 does not include any budget for the support. However, NAMAS has presented a draft budget 2012-14 (additional car and evaluation not included but also comprising the Angola HIPO component) of NAM\$ 1.25

million for each year or NAM\$ 3.76 million for the whole period. Eventual budgets for Adviser etc. will come in addition to this.

An important goal will be to provide the basis for a sustainable future funding of HIPO. The organization cannot count on support only from Norad, and efforts will have to be made especially to cover long-term core expenditures. HIPO looks forward to cooperate with NAMAS in that respect (HIPO Annual Plan 2012 page 6).

In meeting with the Finnish Embassy HIPO was encouraged to present new applications for the coming years. Finland has taken a special interest in supporting indigenous peoples and other marginalized groups in Namibia. A possible advisor on financial issues could be WIMSA as this organization has succeeded over many years in obtaining funds from a large number of sources.

5.2 The administration has restrained capacity

The HIPO administration is now largely in place with routines and procedures, accounting systems and auditing. In fact much of the effort during the preceding Project period was dedicated to building up the administration. This provides a basis for continuous strengthening of the organization. Considerable efforts have been made at training the staff and Board of Directors (see among others Annual Report 2011 Result 9.2).

The staff consists of the Director, the Finance and Administration Officer, and a full time Field Officer. In addition come about 10 part time Field Officers for work and contact with the HIPO villages, recruited from the member peoples.

The NAMAS Adviser in office since 2008 will end his contract by July 2012. However a number of short-term visits to support the Namibia HIPO are provided for, and the Advisor will continue his engagement with the Angola HIPO initiative. The departure of the NAMAS Adviser with his project car will reduce the overall administrative capacity and no substitution is anticipated in the budget.

HIPO has been planning for the employment of a Community Development Officer, but this position is currently not provided for in the NAMAS grant. A conclusion from the fieldwork of the Evaluation is that HIPO has limited capacity of outreach, and the Field Officer has not been able to cover this fully, even with the cooperation of the 10 part time workers. In this situation the assistance from a Community Development Officer is much needed.

For this type of staff there is a limited market in Opuwo as qualified candidates are few in numbers and often absorbed by companies from the private sector. HIPO may therefore have to conduct investigations among possible applicants before launching an extensive process of recruitment.

The follow up of administrative and financial routines has very much depended on the presence of the NAMAS Adviser. It is thus uncertain to what extent the systems will continue to function and be maintained successfully in the future. Generally it is unfortunate that the NAMAS Adviser left without provision for a local replacement, and a new staff member should also ideally have been available for an overlapping period.

An important recommendation will therefore be to provide the NAMAS Adviser with a strong mandate on his planned regular returns for follow up visits and service to HIPO. This concerns particularly financial matters, which are of extreme importance for the preservation of HIPO's integrity in relation to its members, public authorities, the donor community, and cooperation partners. Most likely the visits should be frequent in the beginning and coinciding with the presentation of financial reports and Annual Reports.

The HIPO Director needs to be relieved of routine office work (bookings, meetings arrangements etc.) by delegation of such tasks to other staff members. In the coming period the Director will need to dedicate more of his time to external contacts, at the central level with the Government and organizations concerned with indigenous peoples initiatives and donors for fund raising etc., while as much as possible attending also to the HIPO members' interests at the local level. Delegation of administrative routines to his staff can release capacity for this.

5.3 Information

It is very unfortunate that the HIPO website was not functioning during periods (September 2012). The problem is attended to by outside suppliers of website services.

At meetings with organizations, public authorities and similar HIPO should always present written information on the organization like folders and newsletters and offer business cards. The HIPO Newsletter is an excellent initiative to be followed up with new issues regularly and available both in printed versions and on the website.

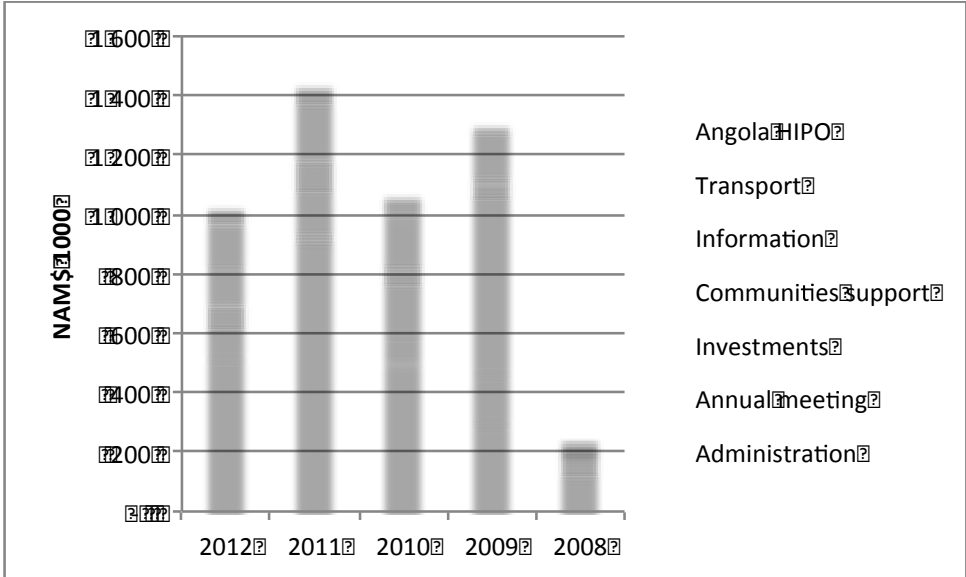
HIPO has also compiled extensive lists of "HIPO Members needs" including both wish lists from the villages and information of components already attended to and achieved. The compilation of such information is very appropriate and a good basis for the support. However, it will create expectations locally, and HIPO should have a plan for how to follow up this information gathering by feedback to the villages on the development. This extensive demand for interventions cannot always be met through HIPO funding alone, still the villages should be informed about the progress or current status of their requests.

The feedback could be provided with more frequent HIPO staff visits, as there were complaints of little visibility from HIPO in the villages. This could be supplemented by telephone contact and messages in particular as many villages apparently have mobile network coverage. More general information could also be transmitted over the local radio in local languages.

5.4 Project costs

For HIPO the year 2011 saw the highest spending of all because of the contribution from the Embassy of Finland. Administration is now the largest component with over 50% of the expenses, while transport and the costs of arranging the Annual Meetings constitute important elements.

Figure 5.1: Project costs (NAM\$ 1000)



In 2009 a large amount was at disposal for investments, but this was not followed up during the more recent years. The importance of supporting local initiatives for improving living standards is recognized, but HIPO will in the coming period give priority to smaller and simpler support to reach more villages (Annual Plan 2012, page 5).

This will also be in line with HIPO’s ambitions of acting as a *spokesperson* for local interests. The need for investments will be communicated to the Government institutions at central or province levels.

The budget for 2012 reflects a situation where the NAMAS funds mainly cover the running or fixed cost. For that reason the activity level and the ambitions for 2012 were reduced. The need for complementary funding thus becomes clearly visible.

5.5 Project vehicles out of order

Some main assets belonging to HIPO include a vehicle (Toyota bakkie 2004 model) and a motorbike (2012) with 2 seats. The motorbike is planned used in locations without roads suitable for 4 wheel vehicles. The offices are rented.

The Toyota car was broken down (since one week by 14 September 2012) with the prospects of major repair, which was not provided for in the budget of 2012. This is unfortunate and will severely affect the mobility of the Director and the staff. Without the car rented vehicles will have to be resorted to for fieldwork at extra costs to the Project. The repair schedule appears uncertain, since the question of insurance coverage is currently unsettled.

At the same time the motorbike was not fully used since no one at the office had the necessary license to drive it. Action has been taken to make provision for training of the

Field Officer. Still the motorbike was procured some time ago (March 2012) and is now stationed at the home of the Executive Director. Persons outside the HIPO office staff (the 10 part time field officers) have been hired to use the motorbike at occasions (2 times), but this will incur extra costs. Training of the Field Officer for the licence to drive the motorbike is urgently needed. Future budgets also need to take into account the real costs of vehicle operation.

According to the latest information from NAMAS, however, a new vehicle will be at disposal for HIPO (mid-December 2012).

6. Transparency

A chartered company has audited the HIPO accounts. There are no critical remarks on any of these audit reports (2010 and 2011).

It is of importance to develop transparent criteria for selecting villages as beneficiaries for HIPO social projects, investments and other support. The criteria should be strictly needs based, while the project activity can be concentrated on member villages. Other considerations like the payment of membership fees etc. should not be allowed to count.

Transparent criteria will likewise be needed for the selection of learners to benefit from the payment of school fees. These criteria should concentrate on the qualifications and performance of the learners, while taking also the gender dimension into account.

With an achievement rate of about 50%, random elements will have a large impact as to which parts of the Annual Plan will eventually be carried out. This is unfortunate, and for transparency reasons HIPO should aim at composing more realistic plans that can be completed to a larger extent. The HIPO Board expects a considerable degree of commitment to the plans presented for its approval, and so do also members, donors and stakeholders.

7. Sustainability

The HIPO administration is largely in place and its competence has been built up over the last years to attain professional levels. Still, considerable strengthening is needed in particular of HIPO's ability to reach out to members in the villages.

A most important risk is the possibility of not living up to expectations so that members lose interest. HIPO needs legitimacy to speak and act on behalf of the local communities, and this is provided by the engagement and support from its members. A small number of paying members will be indication of less support.

The departure of the NAMAS Adviser without provision for replacement could be very damaging to the organization. It is difficult to understand why NAMAS decided to suspend his service shortly *before* launching an evaluation of HIPO. The Advisor has apparently played a pivotal role, and the administrative capacity will now be reduced significantly. The evaluation instead points at the need for strengthening the organization, in view of the low achievement rate over the years.

The vehicle situation was disquieting. Apparently the NAMAS grant had not taken into account that a vehicle park needs timely repair and renewal, and this must be provided for in the coming budgets. However, according to the latest information from NAMAS a new vehicle will now be at disposal for HIPO.

With the commitment to funding from NAMAS/Norad the financial situation is not an important risk factor in the medium term. For long-term sustainability there is, however, clearly a need for diversifying by establishing contact with and commitment to funding from various sources. HIPO will need to present a strategy on this, for example in cooperation with the more experienced NGO partners in the field. Such initiatives should be focused as soon as possible, since HIPO also needs to enhance its activity beyond the components that are financed through NAMAS.

8. The way ahead

HIPO's strength lies in the fact that it is a member organisation through which local opinions are expressed. On this basis HIPO has made significant progress in the direction of becoming a credible spokesperson for its peoples. The organization fully deserves support and encouragement of its work in the coming years.

It is most unfortunate that the support from the NAMAS Adviser was terminated in July 2012 without any provision for replacement. There are no apparent reasons for this move, which will reduce the organization's capacity significantly. The adviser terminated his service before the announced evaluation of HIPO was carried out, while it would have been more appropriate to wait for its conclusions before taking such action.

The short-term and interim approach is to make use of the Adviser, since he for a period will be stationed in Opuwo. This could mean, however, that the Angola engagement should be put on hold until HIPO Namibia has gained momentum. The more permanent solution must be to strengthen the administration with a person that could play a pivotal role such as a Deputy Director. The opening up of this prospect could be a way of enticing qualified applicants for the position. The recruitment process should be launched immediately.

The support from NAMAS very much consists of the NAMAS Adviser. In case this assistance is fully terminated, other ways of more direct funding from Norad could be considered, through cooperation with the Embassy of Finland or other NGOs (WIMSA received funding from the Norwegian Church Aid).

According to information HIPO Namibia has been allocated a role as facilitator or link with the HIPO Angola engagement also conducted by NAMAS. Taking account of the limited capacity of HIPO Namibia this appears unrealistic. Furthermore, the NAMAS engagement in Angola implies the risk of diverting attention from the much needed consolidation efforts at HIPO Namibia. So far the achievements in Namibia do not constitute a model ready for export or replication elsewhere.

Actually a most serious challenge for HIPO is to preserve its legitimacy as a member's based organization. In spite of its achievements over the years, the present lack of

engagement with and support from its members is alarming (chapters 3.2 and 3.3). The organization has not yet secured a firm foothold and is still in need of support.

The Annual Plans and Reports present outlooks for HIPO's future engagement (with lobbying, advocacy etc. see chapter 3.5) but the ownership of such ideas seems unclear. The present administration, stakeholders and members need to be taken on board. HIPO should therefore present an overall Strategy and Program including the priority fields of engagement for the next 5 years' period and the approach to carry out the program.

The experience from recent years demonstrates the need for consolidation of efforts to fewer areas and initiatives. Prioritization is important to avoid the actual lack of achievement (50%), which reveals deficiencies both in planning and implementation. But the Strategy must issue from an effort where the HIPO Board and members (CBC) are genuinely involved. It could be that HIPO has a future role in lobbying and advocacy (as Annual Plan 2012 suggests), but the members must be involved in the choice of strategy.

A baseline study is required to account for the situation in the villages (see also chapter 2.3). HIPO should coordinate such a study and outsource it to professionals.

The delegation of administrative tasks must be effected to the degree that the HIPO headquarter is fully operational also when the Director is not present. This includes in particular meetings with delegations from the HIPO villages, and information and follow-up on issues raised by the villagers.

According to the Annual Reports the HIPO administration and Board have benefited from numerous training initiatives over the last years. This activity should now be restricted to on-the-job training with concentration on possible loopholes. Fully qualified staff should be employed at vacancies. Up to 8-10 persons are available on short-term engagements (field workers). These must be mobilized and some of them could also be used for coordination of the fieldwork in the villages.

A comprehensive cooperation with other organizations (in particular WIMSA and ILO) could enhance the capacity of HIPO and in particular improve its presence on the central and international arena.

The presentation of accumulated membership figures gives an incorrect impression of large support. The HIPO Constitution does not mention the payment of fees among the conditions for membership, so it must be sorted out what qualifications should apply.

With the actual large number of HIPO villages there is a danger of overstressing the organization's capacity. In addition to the staff visits, HIPO may have to make provision for alternative approaches, notably phone calls and by using the radio. It could be useful for HIPO to keep a log of all contacts with its members.

Since of such importance, more accurate statistics of its achievements could be expected from HIPO on its efforts in the field of education. This component needs to be strengthened in the activity plans for the coming years, especially on women's rights to

education. There could also be scope for a more specific program related to the preservation of cultural traditions and values.

The pronounced policy should be to diversify and attract several donors, since the present funding suffices to cover only the basic parts of the administration costs, while there is need for expanding the activity. HIPO should cooperate with other NGOs on the development of strategies for soliciting funds from the donor community and other relevant national and international mechanisms.