



Partnership for local Democracy, Development and Social Innovations (PLDDSI)

Lempäälä



Kangasala



Ondangwa



Keetmanshoop



## REPORT ON THE POINT OF DEPARTURE AND THE FIRST PROGRAMME PERIOD OF 2008-2010





## CONTENTS

### REPORT ON THE POINT OF DEPARTURE AND THE FIRST PROGRAMME PERIOD OF 2008-2010

BACKGROUND.....	3
PREPARATORY PHASE IN 2007 .....	4
PROGRAMME PERIOD 2008-2010.....	6
DEMOCRACY AND TOLERANCE.....	8
BUSINESS DEVELOPMENT.....	11
DEVELOPMENT OF WATER MANAGEMENT .....	15
DEVELOPMENT OF ENVIRONMENT, WASTE MANAGEMENT, RECYCLING AND ENVIRONMENTAL HYGIENE .....	18
ACTOR NETWORK.....	20
CONCLUDING REMARKS.....	22

## REPORT ON THE POINT OF DEPARTURE AND THE FIRST PROGRAMME PERIOD OF 2008-2010

### BACKGROUND

Two Namibian municipalities from different parts of the country contacted the Embassy of Finland in Namibia simultaneously in 2005 in the purpose of finding Finnish partners for development cooperation. This led eventually the joining up of these two municipalities – Ondangwa and Keetmanshoop – with the municipalities of Lempäälä and Kangasala for a joint project within the North-South Local Government Co-operation Programme in 2006. Lempäälä and Kangasala have a long history in international cooperation, as they have jointly participated in the 1990s in the collaborative EU project on enterprise cooperation of four countries. They had at that time drafted also their own internationalization plans, which was quite unusual in the context of middle-sized local governments. Both Lempäälä and Kangasala had expressed their willingness to “open themselves to the world”.



An important background for this new collaboration project was the pre-existing connections of Lempäälä and especially the Development Director Timo Palander of Lempäälän Kehitys Oy to Namibia. He spent many years in Namibia in the small enterprise development programme and missionary involvements and later in the early 2000s as a leader of Finnish-Namibian decentralisation programme, which appeared to

be an invaluable resource in the later involvement in Finnish-Namibian development cooperation. Existing personal and institutional contacts and understanding of local context were thus in place when Lempäälä and Kangasala started their collaboration with two Namibian municipalities.

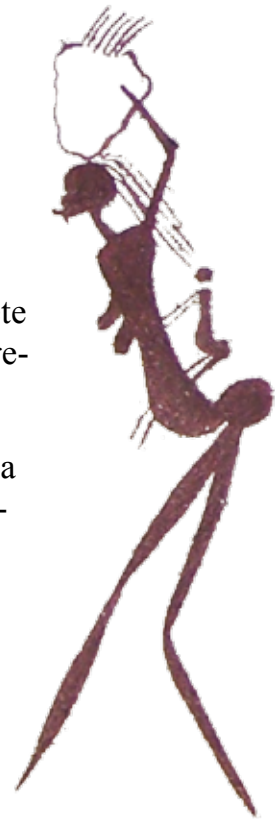
## PREPARATORY PHASE IN 2007

Namibian partner municipalities of Ondangwa and Keetmanshoop had identified by themselves three areas of interest from the set of project components included in the North-South Local Government Co-operation Programme. They were (a) local water and waste management, (b) business development and (c) enhancement of local democracy. During the inception phase new partners needed to learn to know each other and create personal ties and collaboration networks. Mutual visits were organised involving large groups from all four municipalities, both officials and politicians. The project set up a steering group, and in its meetings a concrete objectives, work plans and budgets were drafted according to the requirements of the programme.

In that process it became evident that collaboration started off in a good spirit and was likely to proceed smoothly along jointly agreed work plans. Even the adoption of programme guidelines by the Namibian municipalities was successful, the only acute problem being the lack of investment funds. In general, prospects for the project were promising. It is worth noting that among citizens and especially entrepreneurs there was occasional frustration or prejudice in the air due to earlier consultant-driven projects, which sometimes failed to bring tangible benefits to local stakeholders and communities. This becomes understandable in the light of the presence of plethora of expensive consultancies and, more recently, increasingly visible role of Chinese investors in the country. Yet, in the end it was easy for Finnish partners to operate in Namibia due to our long-lasting contacts to Namibia, which date back to the late 19th century.

### *The jointly agreed general objectives of the project were the following:*

- Promoting participatory democracy, gender equality and good government.
- Promoting discussion among key stakeholders on means and forms of democracy.
- Developing local business life and its diversity and creating new jobs.
- Minimising environmental damages and decreasing the economic losses caused by water leaks and floods.
- Developing waste management and promoting environmental health.
- Promoting international cooperation and increasing knowledge on foreign local government models.
- Increasing business cooperation between different areas.
- Building knowledge base and capacity through North-South collaboration.



From the very beginning a major prerequisite for successful project management was seen to be good and up-to-date data on each area of collaboration. It was also self-evident that this could not be done only by project coordinators but required broad collaborative network. Through a fairly quickly gathered contact network it was possible to find people who together with local officials helped in conducting preliminary surveys on business support systems, water supply and related networks, waste management and recycling and hygiene in meat production. In joint steering group meetings the project started with the support of high-level expert by drafting problem and objective trees for democracy component as a part of Logical Framework. It is worth noting that Namibian partners adopted this method fairly quickly. The work on Logical Framework turned out to be interesting and instructive also for Finnish partners and gave insights that were useful in the forthcoming steps of the project.

The cross-cutting theme in the work programmes of project components is the search for innovative solutions and the increase of innovative thinking among Namibian partners. There is a need for creative and innovative approaches practically all realms of life in Namibia. Currently there is a plan to set up a new innovation centre in Windhoek as a joint project of four Southern African governments, which is an indication of the increased relevance of innovation policy as a new tool in development policy in the developing country context.

In 2007 Tampere University of Applied Sciences (TAMK) and Polytechnic of Namibia (PoN) were matched to establish a Finnish-style Proakatemia model within PoN. This was accomplished in the next year. First students have already graduated from this entrepreneurship training programme.

In the purpose of providing smooth communication platform of participating municipalities the project analysed communication problems in Namibia and opened a joint project web site at [www.lempo.fi/namibia](http://www.lempo.fi/namibia).



## PROGRAMME PERIOD 2008-2010

In the beginning of the programme period the completed reports and on-going surveys gave good ground for smooth proceeding within the project. Changes in the funding decisions of the Ministry for Foreign Affairs caused an extra burden and a need to redefine yearly objectives for the project. Another challenge appeared to be the change of key people in Namibian municipalities, which required extra efforts especially in the dissemination of information. Another unexpected situation was caused by ethno-political situation in Keetmanshoop, which seemed to have continued until this day. It is evident that the stabilisation of democracy and tolerance are still in their infancy in Keetmanshoop and to some extent in the whole country. An important aspect of this picture is the role of SWAPO as a dominating party and the role given to opposition parties. In addition, a completely new situation from the point of view of the project emerged in the early 2008 due to sudden floods in Ondangwa. This triggered an immediate emergency operation in which the project was involved together with Technical University of Tampere (TUT), Polytechnic of Namibia (PoN), and the city of Windhoek, the capital of Namibia.



The objectives of the project have been guiding the operations consistently and parties involved are strongly committed to their achievement. During the programme period some new activities have emerged, which were not included in the work plan, but are as such clearly supporting the achievement of the main objectives of the project. Such activities include the development of the production and business capacity of badly decayed slaughterhouse in Ondangwa as

well as the establishment of and planning support for the stone centre in Keetmanshoop. Both activities contribute significantly to the promotion of local business and the creation of new jobs. It may even appear that the streamlined slaughterhouse as a pilot may have considerable impact on meet production in the Northern part of the country. Beside these the Namibian partner municipalities have received assistance in acquiring used leasing personal computers and fire brigade equipment. An important additional element to the project is the grassroots collaboration between Finnish and Namibian companies. Intensification of such ties is among the main focuses in the future development cooperation.

During the project it has become clear that the development of business life and the creation of new jobs should be the priority, for Namibia is a country in which the unemployment rate exceeds 50 %. Addressing this societal problem is undoubtedly the key to the attainment of the general goals of development cooperation, which revolve around reduction of poverty and of sustainable development.

Project has enjoyed a considerable visibility not only in Namibian but also in Finnish media. This has actually been one of the aims of the project. This has required the establishment of working media contacts in both countries. News and articles about the project have been attached to the annual reports of the project.



*Our warm welcome to Namibia, work in the project and the satisfaction with the results in the partner municipalities have provided firm ground to the view that we have done right things at the right time and in a right way. The feeling of insufficiency is always there, but we have to learn to live with it in development cooperation.*

*Telling stories by the fire in gatherings in the woods of Lempäälä or elsewhere with Namibian partners, while the sparks float up into the darkness just like the ideas that were shared in that warm atmosphere, we were able to create harmony and team spirit which cannot be reached in the meeting rooms at the town halls.*

## DEMOCRACY AND TOLERANCE

Promoting democracy has clearly proved to be the most challenging of the project components. In the early phase of the process we needed to address the very fundamental question of how to approach democracy issue in Namibian context. In the country in which most of the basic institutional elements of democracy are in place, there is still burning need to cope with the burdens of the colonial past as well as the challenge created by the functioning of democratic system and balance between the ruling party and opposition. Moreover, a challenge of its own is the large number of ethnic groups with their traditional even if weakened power structures. In all, various kinds of societal tensions and cleavages are still a reality in Namibian society. This may not, however, be visible to an outsider walking the streets of Namibian towns and making observations of the life there. The country is apparently peaceful and stable.



In the implementation of the project it became evident that discussion about democracy is surprisingly sensitive issue at political level, especially in election years. In some occasions it appeared that even the concept of democracy did not have particularly clear meaning in local languages. The country seems to be taken only first steps in citizen participation. This is one reason why – in the context of societal and political tensions and of the problem in communicating the idea of Western-style democracy – it was feasible to redirect the focus on ‘tolerance’ in order to avoid unnecessary tensions in the implementation of democracy component. The general aim became to simulate discussions about tolerance, which provides an avenue for addressing the problem of democracy in a multicultural context. The most suitable way forward was considered to be to draft a plan on the development of the model of innovative local decision making and participatory democratic practices through narrative, drama-based method. The special emphasis was on the respect of local cultures and traditions.

On this basis in a collaborative process with partner municipalities and national collaborators an overall picture of the key challenges to local democracy in Namibia in the form of LogFrame was outlined. Analysis of the process was later published as a research report by Mervi Suonpää. The report was entitled “Local Democracy in Keetmanshoop and Ondangwa: Awareness and expectations of the community and stakeholders” (2010).

Together with the units of visual and performing arts of the University of Tampere (UTA) and of the University of Namibia (UNAM) drama-based methods were designed and piloted in Keetmanshoop and also as an experiment with the council of the Municipality of Lempäälä. Participatory drama-based methods strengthened belief in the applicability

of such methods to promoting tolerance and democracy. The drama event organised in Keetmanshoop was videoed for later use. The applied model of the use of this method was presented in European Development Days in 2008, where partner municipalities also signed EU partnership agreement. At the same time support was given to the Association of Local Authorities in Namibia (ALAN) in its effort to prepare an EU Project which aimed at promoting democracy and social innovations. In addition, there has been continuous strive for better media visibility in order to keep the discussion about democracy and tolerance on the agenda.

With respect to the societal development of Namibia democracy and tolerance need to be seen from a broad perspective. They do not relate only to political entities within government structure or electoral system. Rather, they are fundamental elements of society and must be constructed through the open dialogue that permeates the whole of society.

The point of departure has been that democracy must be created through discussions and dialogue, which requires appropriate forums.

***In the documentation of this project following references have been made to this issue:***

- Local government provides a proper level for discussions about democracy which is taken out of the national context; at the national level the concept of democracy becomes often abstract, while at the local level more concrete aspects of democracy can be discussed and considered against the local realities and local political issues.
- Development of tolerance and equality may increase the participation of different ethnic, age or social groups in social action and community development. This is how tolerance and equality may contribute not only to the realisation of democracy, good government and human rights but also to economic and technological development.
- In the future work we should be able to identify such forums and actors that may support the research on and the practices of democracy and tolerance.

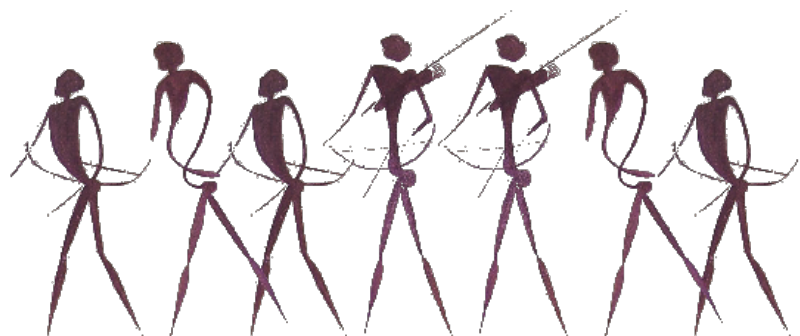




*A pilot experiment in one winter evening in the foyer of the TTT-Theatre in Tampere on the use of drama-based method with the town council of Lempäälä might have been worth adopting into a stage play; at least it gave confidence of its applicability to opening discussions with Namibian partners about tolerance and democracy.*

*Then, when the ex-chairperson of Municipal Board of Kangasala, Ms. Raila, danced with a young Namibian at the hall of the Youth Centre in Keetmanshoop, or when ex-Mayor of Ondangwa, Ms Priscilla, was lying on the floor of the same hall while playing her role in a performance, we were able to state: It Works Indeed!*

*It was a thrill to witness how the atmosphere created by some 35 pouty and reserved teenagers changed within an hour into an excitement and a wild drama performance.*



## BUSINESS DEVELOPMENT



A major weakness of Namibian business life is undeniably a small number and narrow business scope of industrial corporations. Dependence on South African products and markets is striking. Most important industries are mining, agriculture, fish and meat industry, and tourism. Most of the important industries are dominated by international corporations, why large part of profits flow outside the country. Even export channels are few and highly concentrated. The rules of international trade and especially the EPA agreement currently under negotiations within the EU are extremely important to the development of farming and fishing industry. It would be strange not to rank Namibia as a poor country simply because its average national income is statistically bigger than some of its neighbours. However, in Namibia income differences are among the biggest in the world, which implies that even if average income level is statistically relatively high, large part of the population live in extreme poverty. The biggest problems in the development of business life we may assume to be the lack of capital and business support and of skilled labour. At the local level it is difficult to speak of well-functioning industrial policy or business development policy, as in local government organisations there are no business promotion units with the exception of a few largest cities. In both of the partner municipalities there has been a person in charge of building lots and infrastructure matters in addition to other duties, but genuine business services have not been available.

In order to collect up-to-date information on current condition of Namibian business development and business services a preliminary research was commenced. The report “Business support services for SMEs in Namibia: Present state and development” (2008) was written by Heidi Parkkali. During the field work a series of interviews were conducted in the interest of collecting information on profiles, conditions, prospects and development needs of local SMEs. The report was written by Heidi Parkkali et al. and entitled “SME-survey in Keetmanshoop and Ondangwa” ( Tampere University of Applied Sciences TAMK 2008). On the basis of such background information the project drew up a plan for both municipalities for organising their business services. The plan included job descriptions, rules of procedure for political organs, participation model and support materials for starting a business.

This led to the nomination of Local Economic Development (LED) officials in both municipalities in 2009, which were the first of their kinds among the middle-sized municipalities in Namibia. The project prepared also induction programmes for them. These actions were accompanied by the establishment of LED- committees in both municipalities, which were widely publicised in TV and local newspapers. This is how partner

municipalities were able to reach a business support level close to that of the level of municipalities in developed countries, with the notable exception that neither comprehensive business advice nor national enterprise support system could be integrated into it.

In the next phase of preparation focus was directed at setting up a separate business service points to both municipalities. A feasible starting point was considered to be Western European “Jobs and Society” scheme, known in Finland as Uusyrityskeskus (Enterprise Creation Centre) system. At the end of programme period this kind of business service office was set up in Ondangwa to support new business creation managed by the LED-Official. Before this the project had already stated to draw up a business guide, as there was no nationally co-ordinated source of information on business creation. At the same time the client registration system used by Finnish Uusyrityskeskus was acquired to be adopted to the needs of local business service office. In Keetmanshoop similar office is still in the making, waiting for it to take its final shape.

A clear weak point of Namibian business development policy is the limited communication and interaction between public administration and businesses. At local level municipalities do not have sufficient contacts to business, and according to a field study this has been recognised as a major problem among local actors. The Namibia Chamber of Commerce and Industry (NCCI) represents generally business interests in the country, having offices in Windhoek and in northern part of the country, added with some branches operating on a voluntary basis in affiliation with some local enterprise.

This is why it was considered necessary to support the development of Chamber of Commerce and particularly the establishment of a new branch office in Keetmanshoop to serve the southern part of Namibia. In

this purpose the project drafted a plan for developing the Chamber of Commerce with a

special view to partnership with public sector in order to improve the conditions of SMEs. This was accomplished in

collaboration with Federation of Finnish Enterprises and of its member association from Tampere Region, which later participated in civil society programme designed for Namibia within the Ministry for Foreign Affairs. A need for future collaboration with these associations is obvious according to the objectives of both development projects.

The collaboration between Tampere University of Applied Sciences (TAMK) and Polytechnic of Namibia (PoN), instigated in the beginning of the programme period and supported by the project since then, led in 2009 to the launch of Proakatemia entrepreneurship training at PoN, thus promoting the institutionalisation of collaboration of these two educational institutions. From the point of view of the North-South Local Government Co-operation Programme close contacts with PoN have proved to be fruitful and are assumed to play vital role in the future in the implementation of entrepreneurship training projects.



An important result of the activities within business development component has been and will most likely be in the future too the establishment of business collaboration between Finnish and Namibian entrepreneurs. The business visits as a part of the project have made it possible to start importing Namibian meat and fish into Finland. Two restaurant owners have started collaboration by organising special thematic weeks in both countries. Lem-

päälä-based company involved in semi precious stone business has started collaboration with Namibian entrepreneurs. Kangasala-based wheelchair manufacturer is in the process of starting cooperation with Namibian metal companies for wheelchair production and service. The next phase is to look into collaboration in the production of other equipment and instruments. A LED glass brick manufacturer from Tampere has also negotiated business collaboration and a possibility to open production line in Namibia. Lastly, a special Finnish-Namibian Business Collaboration Week was organised in both countries.

As a separate subproject, which is closely integrated into local business development, investigation of whether an existing training and manufacturing building for gemstone-industry, located in Keetmanshoop and managed by the Ministry of Trade and Industry could be reused for an innovative modern gemstone centre. The building with stone working machines under its roof has been unused for some years. To put this process into motion negotiations with the representatives of the Ministry were started concerning the terms and required procedures related to reuse. At the same time small miners of the area were invited to discuss the opportunity to organise a new centre to support their business. At the end of programme period these negotiations have led to an agreement with the Ministry on the use of the building and equipment and rental terms as well as to the establishment of an association or cooperative by some 70 small miners to develop the further processing of the stones and the promotion of the related business. To support the launch of cooperative a business plan was drafted. There are also plans to acquire required training in collaboration with Swedish education corporation and Polytechnic of Namibia (PoN).

In the interest of local and wider regional business development the project started to focus on the redevelopment of slaughterhouse owned by the municipality of Ondangwa, which is still in operation but badly deteriorated. The project was accomplished with the help of separate funding at the end of 2010. At the same time a Finnish expert and meat hygiene teacher of PoN provided training to the employees of the slaughterhouse. In the near future the idea is to improve the business competence and operations of the slaughterhouse by reorganising its management and drafting a business plan.

Well-functioning slaughterhouse as a pilot has extremely important role in the meat production of northern part of Namibia. It has also become evident that improving meat hygiene is important precondition for development in this industry, which has been addressed collaboratively by Finnish and Namibian experts. The Finnish expert had earlier been involved in preparing new legislation on local slaughterhouses for the Ministry of Health and Social Services and the Parliament of Namibia.



*Does it make sense? Getting up at 4 am in five consecutive days in the darkness of Ondangwa and heading to the slaughterhouse. There the employees are waiting for us ready to start the training as a part of “capacity building” process.*

*The opening of new business service office with the presence of distinguished guests and the implementation of entrepreneur training together with the Head of the Office crowned our efforts. Project coordinator Ms. Kandi, who had all arrangements on her responsibility, worked for many weeks some 14-hour work days, even if she is a mother of a small child. As one might guess, she was strongly committed to the success of the project!*

*Business collaboration between Finnish and Namibian companies turned a new leaf in Namibian business life the way that was not anticipated by the people involved. When a small Kangasala-based wheelchair manufacturer goes to Namibia full of excitement, such a drive can only be admired. This and many recent projects provide an impetus for our future work.*

## DEVELOPMENT OF WATER MANAGEMENT



Namibia is a hot and dry country, sometimes even said to be one of the most barren countries in the world. In its fringe areas there are only few rivers, and the country does not have any natural lakes. This makes it understandable why the reliable and well-functioning water supply system is critical to the everyday life of Namibians. The oldest part of water infrastructure was built when the country was colonised by Germans (known at that time as German South West Africa) and more recent networks when the country was administered as a fifth province of South Africa, which lasted until the independence in 1990. One of the major problems in the country is deterioration of water distribution network, evidenced by considerable leaks (about 30%). In partner municipalities, for example, this causes millions of Namibian dollars loss yearly. Reparations of damaged pipelines are difficult especially because the networks do not have enough shut-off valves or they do not work properly.

Initial observation was that municipalities did not have comprehensive and updated maps of water pipeline networks. The location of pipelines and valves became a matter of guesswork. This is why the first step was to commission students of the Tampere University of Technology (TUT) and the Polytechnic of Namibia (PoN) to conduct the mapping and analysis of water supply system in both partner municipalities. Maps were created using AutoCAD programme in digital format, being first of their kind in Namibia. In order to create accurate maps, engineering students needed occasionally dig the ground to locate the pipelines. During the programme period this work was continued in Keetmanshoop

with a commissioned basic report on required repairs and related recommendations, which were also published as a thesis in TUT (Risto Seppänen: Waterwork Management in Keetmanshoop, Namibia. TUT 2009). On this basis the students of TUT and PoN started concrete actions to prevent leaks, including valve improvements. This requires a lot of work and it is expected to continue for some time. One practical problem in the process was caused by the resign of a competent technical manager of the municipality. A new recruitment had not yet been accomplished in 2010 but it seems that in the first half of 2011 the position may be filled. Due to problems with human resources, the representative of Keetmanshoop has made a wish to the project for longer-term consultation periods.



A sudden challenge to the project was caused by serious floods in Ondangwa area in the beginning of 2008. The municipality made a plea to the project for help, and as an immediate response a student of TUT who has previously worked in the area was send there. He drafted an AutoCAD map of flood areas and on that basis made brief recommendations for required actions.

Moreover, the work was later supplemented by a Namibian engineering company, which drafted more detailed plan to serve as a Master Plan for Flood Prevention. Together with the help from Windhoek, the capital of Namibia, the flood situation improved. During the process a Finnish expert in environmental hygiene provided support to situation analyses and planning by addressing health issues such as the spread of cholera.

In 2009 the work was continued together with Namibian consultancy. This time a comprehensive report with recommendations for actions was drafted for Ondangwa in the purpose of reducing the loss of life and damage caused by future floods (“Investigation into short term storm water management measures for Ondangwa”, Draft Report 2009).

During the latter half of programme period the EU opened a programme for the development of water management in developing countries, known as ”Partnerships for Capacity Development in the ACP Water & Sanitation Sector”. As this programme seemed to fit well with the work with partner municipalities and especially Keetmanshoop which had an urgent need to repair the deteriorated water pipeline network, an application was prepared together with TUT and later submitted to the EU. The acceptance of the application would mean a new financial resource for the development of water management in partner municipalities and would secure required measures to prevent leaking. According to the preliminary assessment water leaks cause almost a 5 million Namibian dollar loss per year in Keetmanshoop.

A new mission was taken on the agenda of the project when Onandjokwe hospital – originally established by the Finnish missionaries in 1911 – near the town of Ondangwa became a local issue due to certain infrastructural and administrative challenges. The most acute needs were the renewal of waste water management of the hospital and generally the organisation of services to the hospital area and to inhabitants and enterprises of nearby Oniipa village. This is a matter of great importance to the business life of Ondangwa as the hospital alone employs some 600 people. In the initial stage the Finnish experts involved in the project drafted a sewage network map for the hospital area. In the next phase the representatives of the waterworks of Kangasala and Lempäälä investigated the possibility of connecting hospital sewage to the sewage network of Ondangwa with several alternative sewage alignments. The work was continued by an expert of the University of Tampere (UTA) who drafted a summary report on alternative sewage alignments and their cost estimates. In the next phase the idea is to draw up a detailed plan for the new sewerage and required pumping stations and cost estimations.

Together with the UTA the project started an inquiry into the socio-economic impact of the collaboration between Ondangwa Town, the hospital area and the Oniipa village.



*It was a cold morning in February when the phone rang and the CEO of Ondangwa – with shaky voice caused by anxiety – told about a sudden and severe flood which had hit the town and made a plea for help. Tens of houses, plants, roads etc. were damaged by the water, and many people lost practically everything they own.*

*When the project was able to organise at least some help during the week together with Tampere University of Technology, the city of Windhoek and a private consultancy, it was a pleasure to notice the efficiency and operational capacity of the network created during the project. The aid had a significant impact in relieving the flood situation.*



## DEVELOPMENT OF ENVIRONMENT, WASTE MANAGEMENT, RECYCLING AND ENVIRONMENTAL HYGIENE

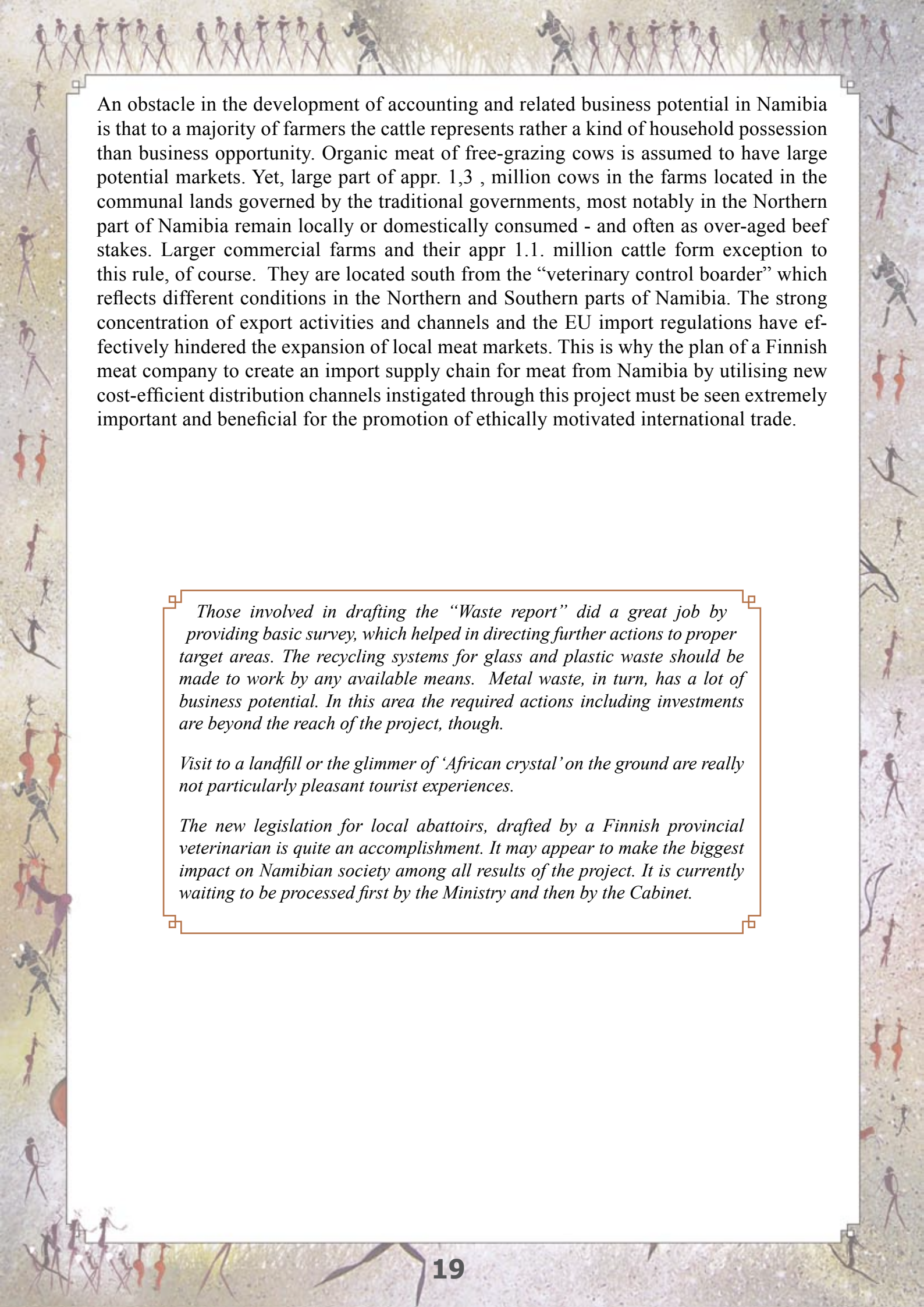
An eye-catching feature of the landscape of Namibian communities is littering. Especially the amount of plastic and glass waste in nature is occasionally shocking. There is no recycling system of glassware and plastic waste is collected only by a few small companies. Municipal landfills are usually so called open landfills, which means that rain, flood and animals cause considerable health risks. On the other hand, some improvements are on their way in partner municipalities and in the country as a whole. It is nevertheless obvious that the creation of satisfactory waste disposal system requires considerable inputs from key stakeholder groups and a long time horizon.

Among the first measures taken by the project was to conduct basic survey of the current situation in waste management. After this more detailed report was drafted on waste management and recycling together with a development plan, entitled “Searching for the solutions in the stream of waste, waste management and recycling in Keetmanshoop and Ondangwa, Fieldwork 2009”. The report was drafted jointly by the University of Tampere (UTA), Tampere University of Applied Sciences TAMK and the Polytechnic of Namibia (PoN).

As partner municipalities do not have enough resources to maintain satisfactory recycling systems, one answer to this challenge is to look for potential recycling firms and to start negotiations on public-private collaboration. In both municipalities such companies were identified. These companies had some special requirements for assistance, which were needed to guarantee for them sufficient conditions for business and growth. The project is able to help in drafting partnership or collaboration agreement, acquiring know-how from Finland and contributing to the preparation of business plans. If successful, this kind of development work will improve significantly the current state of affairs in partner municipalities.

The biggest challenge in recycling is the lack of handling of reusable and recoverable waste in Namibia. In some areas collected plastic and metal waste must be currently transported to South Africa for further treatment. A large part of the added value in the process will thus spill outside the country. A necessary correction requires extensive investments in Namibia. Important new steps have already been taken, though, as shown in the case of the implementation of bottle return system, which is likely to bring about immediate tangible benefits to local communities.

The Finnish provincial veterinarian has from the beginning of the project been involved in the preparation of the new legislation on meat hygiene and local slaughterhouses in collaboration with the Ministry of Health and Social Services. At the moment the matter is being processed in the Ministry. The veterinarian has concurrently participated in the supervision of the renovation of the slaughterhouse in Ondangwa and also in providing advice on meat hygiene. As noted above, well-functioning slaughterhouse that meets the required standards will have considerable impact on local economy and public health.



An obstacle in the development of accounting and related business potential in Namibia is that to a majority of farmers the cattle represents rather a kind of household possession than business opportunity. Organic meat of free-grazing cows is assumed to have large potential markets. Yet, large part of appr. 1,3 , million cows in the farms located in the communal lands governed by the traditional governments, most notably in the Northern part of Namibia remain locally or domestically consumed - and often as over-aged beef stakes. Larger commercial farms and their appr 1.1. million cattle form exception to this rule, of course. They are located south from the “veterinary control boarder” which reflects different conditions in the Northern and Southern parts of Namibia. The strong concentration of export activities and channels and the EU import regulations have effectively hindered the expansion of local meat markets. This is why the plan of a Finnish meat company to create an import supply chain for meat from Namibia by utilising new cost-efficient distribution channels instigated through this project must be seen extremely important and beneficial for the promotion of ethically motivated international trade.

*Those involved in drafting the “Waste report” did a great job by providing basic survey, which helped in directing further actions to proper target areas. The recycling systems for glass and plastic waste should be made to work by any available means. Metal waste, in turn, has a lot of business potential. In this area the required actions including investments are beyond the reach of the project, though.*

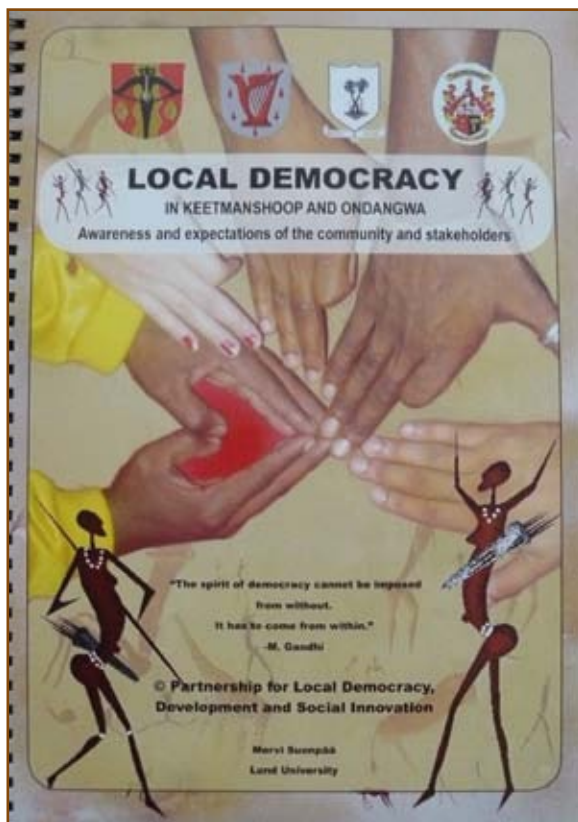
*Visit to a landfill or the glimmer of ‘African crystal’ on the ground are really not particularly pleasant tourist experiences.*

*The new legislation for local abattoirs, drafted by a Finnish provincial veterinarian is quite an accomplishment. It may appear to make the biggest impact on Namibian society among all results of the project. It is currently waiting to be processed first by the Ministry and then by the Cabinet.*

## ACTOR NETWORK

The project activities described above have required a large group of actors, which has been gathered from Finland and Namibia. Some 40 people from Finnish local governments and their partners have been involved in the project as experts, working in collaboration with their Namibian colleagues. They have exchanged experiences, found new inspiration for their work, increased their competence and gained new knowledge on developing country context.

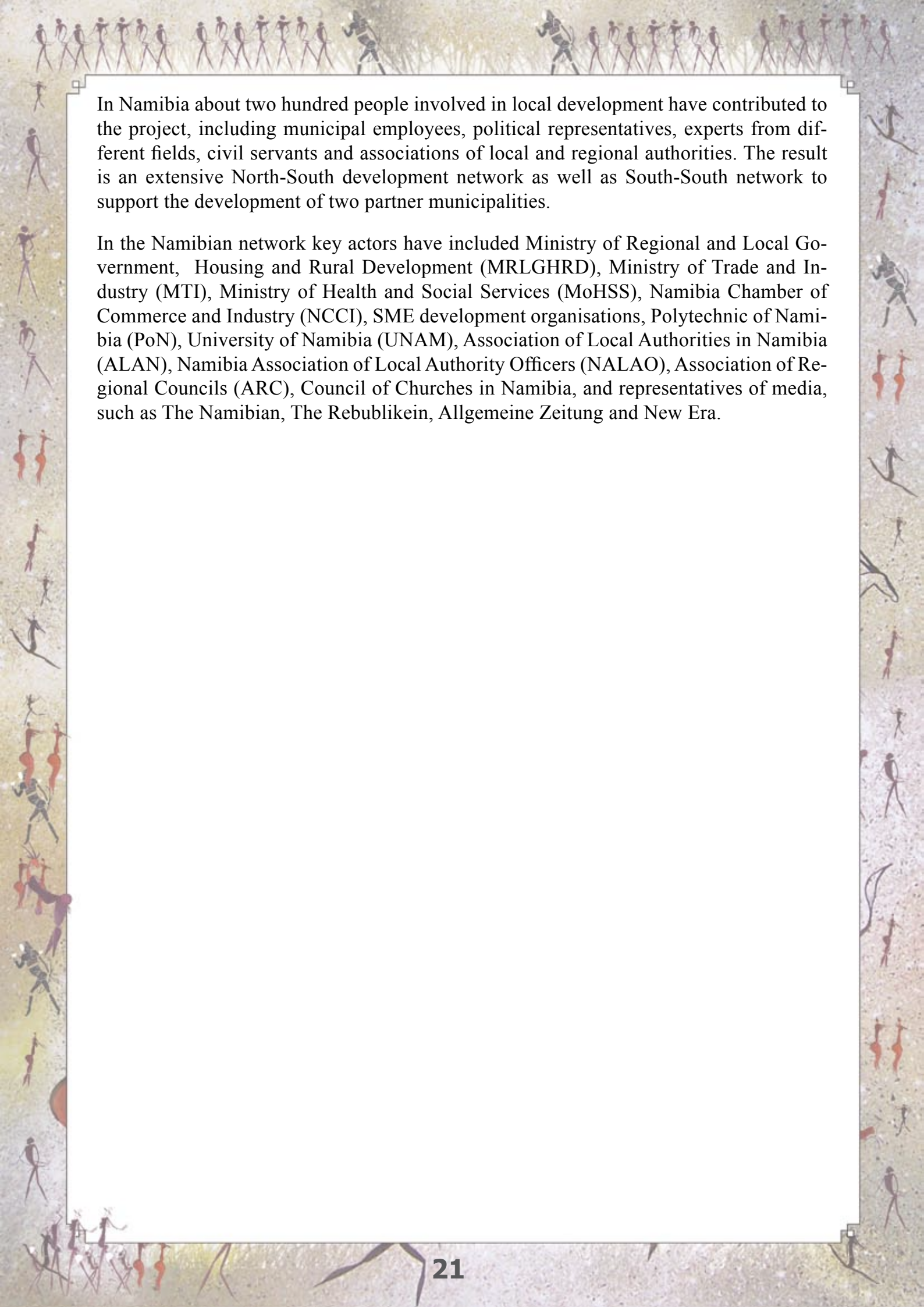
Beside local governments the Finnish network has included such institutional actors as the University of Tampere (UTA), Tampere University of Technology (TUT), Tampere University of Applied Sciences (TAMK), Federation of Enterprises in Tampere Region, Federation of Finnish Enterprises, Employment and Economic Development Centre (T&E Centre), provincial administration, Association of Entrepreneurs in Lempäälä, The Association of Women Entrepreneurs in Tampere, The Finnish Evangelical Lutheran Mission (FELM), The Evangelical Lutheran Congregations in Tampere and in Lempäälä, Martinus Foundation, Aamulehti Newspaper, human rights organisations etc. Beside these eight Finnish entrepreneurs have actively participated in the project.



*The wide collaboration network made it possible to draw up quickly the basic reports required by different components of the project by utilising competent and multilingual researchers and experts, of which some were sent to conduct field work in partner municipalities. This was done partly in the form of dissertations, which made it possible to avoid the use of expensive consultancies. The project recruited fantastic young people who may find various roles in the future in development cooperation.*

*A characteristic feature of the collaborative network has been its flexibility. For example, communication has taken place not only in meeting rooms but also in cafeterias, ad hoc meetings, get-togethers, hobbies, marketplaces and alleyways. Ideas have been planted to germinate and grow in the wide and diverse network and occasionally in a chaotic field of actors, to be harvested when the project has needed it.*

*For example, tens of different actors were involved in the information gathering process for the new entrepreneur's guide prepared in Namibia.*

The page features a decorative border with traditional African art motifs. At the top, a long horizontal strip shows a line of stylized human figures in various poses, some carrying loads. The sides of the page are decorated with vertical strips of similar motifs, including stylized human figures, animals, and abstract shapes in earthy tones like red, black, and white. The background of the page is a light, textured color.

In Namibia about two hundred people involved in local development have contributed to the project, including municipal employees, political representatives, experts from different fields, civil servants and associations of local and regional authorities. The result is an extensive North-South development network as well as South-South network to support the development of two partner municipalities.

In the Namibian network key actors have included Ministry of Regional and Local Government, Housing and Rural Development (MRLGHRD), Ministry of Trade and Industry (MTI), Ministry of Health and Social Services (MoHSS), Namibia Chamber of Commerce and Industry (NCCI), SME development organisations, Polytechnic of Namibia (PoN), University of Namibia (UNAM), Association of Local Authorities in Namibia (ALAN), Namibia Association of Local Authority Officers (NALAO), Association of Regional Councils (ARC), Council of Churches in Namibia, and representatives of media, such as The Namibian, The Reublikein, Allgemeine Zeitung and New Era.

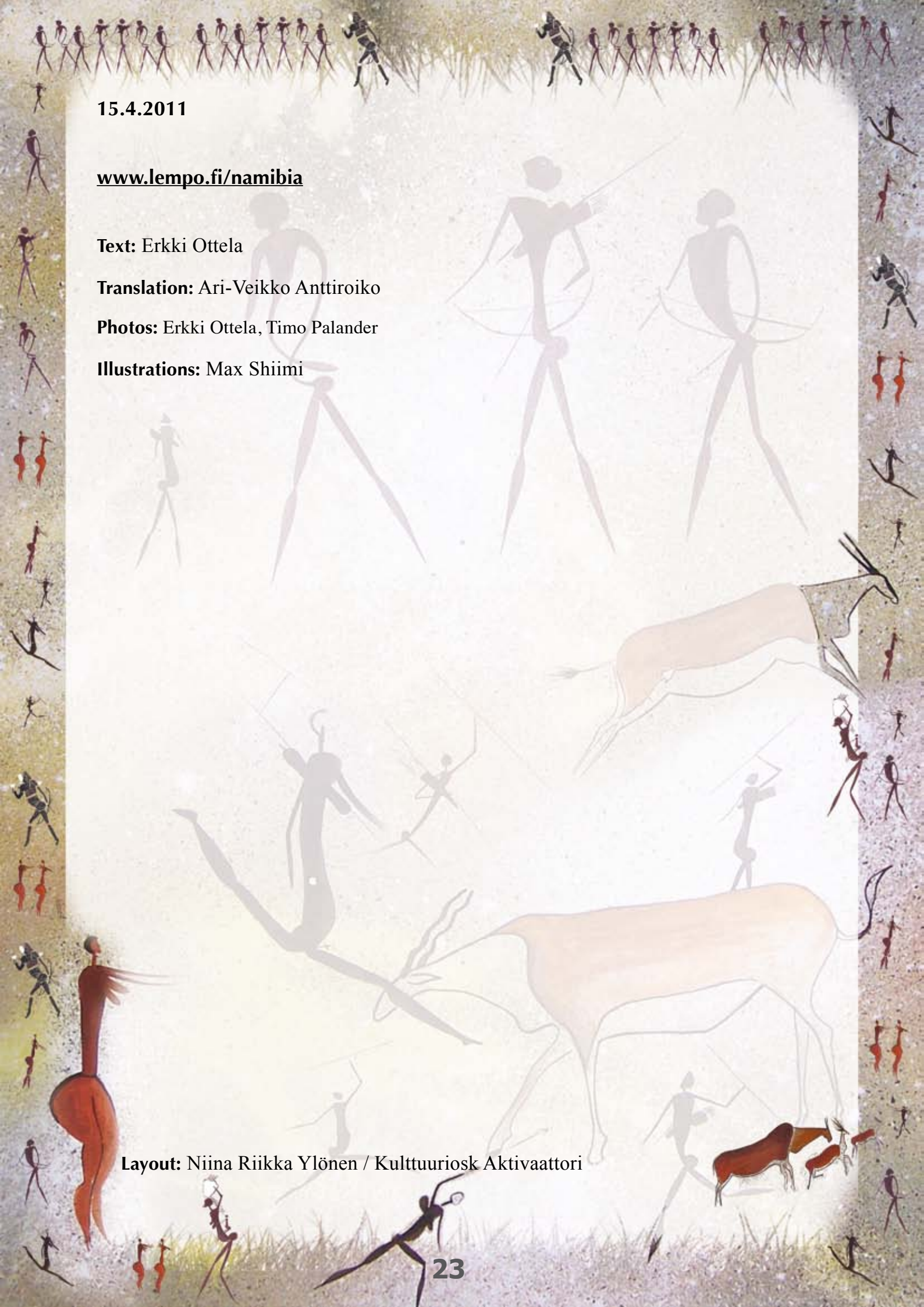


## CONCLUDING REMARKS

The PLDDSI steering group considers that the objectives of the project have been achieved, and partly even surpassed. Project activities have made it possible to launch a range of concrete development projects and activities, which have in a concrete way promoted sustainable development in Namibian context. Project partners' commitment to the work has been excellent. A wide collaboration network has proved to be of utmost importance. In the work plan for the new programme period a need to concentrate on key targets identified during the process has been taken into account, as indicated in the LogFrames of the new application. Factual changes to project components or working methods will be marginal, though, as during the implementation of the project no any notable failures, wrong objectives or inadequate measures have been encountered. Yet, lack of funding for small-scale investments has occasionally been identified as a considerable problem. In many cases only fairly small investments would have been needed to enable faster attainment of project objectives. In all, working at local level with concrete cases that are of vital importance to local business, municipal governments, residents and the communities as a whole, has been seen as the most important contribution of the project. The conclusion is that this kind of grassroots level work offers not only significant added value to traditional development policy but also strengthens the trust of actors and citizens of recipient country in Finnish development cooperation through the achievements of concrete results.

If North-South Local Government Co-operation Programme were a permanent instrument in Finnish development cooperation, it would gain the required perseverance and consistency. At the same time it would ensure better participation motivation among local governments. Acquiring sufficient information on the long-term input-output ratio in this kind of programme might make a useful contribution to the assessment of the programme and also to the Finnish development cooperation in general and related public discussion.

The absence of clear policy of the Ministry for Foreign Affairs concerning the North-South Local Government Co-operation Programme has been visible in unexpectedly changing instructions and funding decisions and occasional delays, which have been harmful for the consistency and perseverance of project work. The guiding role of the Association of Finnish Local and Regional Authorities (AFLRA) in the programme and also the interaction with the staff has been excellent.



15.4.2011

[www.lempo.fi/namibia](http://www.lempo.fi/namibia)

**Text:** Erkki Ottela

**Translation:** Ari-Veikko Anttiroiko

**Photos:** Erkki Ottela, Timo Palander

**Illustrations:** Max Shiimi

**Layout:** Niina Riikka Ylönen / Kulttuuri-osk Aktivaattori