



REPUBLIC OF NAMIBIA

**NATIONAL
POPULATION POLICY FOR SUSTAINABLE
HUMAN DEVELOPMENT**

1997

**NATIONAL PLANNING COMMISSION
Private Bag 13356, Windhoek**

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ACRONYMS AND ABBREVIATIONS

AIDS	Acquired Immuno Deficiency Syndrome
CSO	Central Statistics Office
GDP	Gross Domestic Product
GNP	Gross National Product
HIV	Human Immuno deficiency Virus
IATCP	Inter-Agency Technical Committee on Population
ICPD '94	International Conference on Population and Development, 1994.
IUD	Intra-uterine Devices
MRLGH	Ministry of Regional, Local Government and Housing
NDHS	Namibia Demographic and Health Survey
NDPI	First National Development Plan
NACPSD	National Advisory Committee on Population and Sustainable Development
NEPRU	Namibia Economic Policy Research Unit
NPC	National Planning Commission
PIEC	Population Information, Education and Communication
PPU	Population Planning Unit
TNDP	Transitional National Development Plan
UNFPA	United Nations Population Fund.

PREFACE

Since Independence, the Government of the Republic of Namibia has taken several initiatives to promote more effective planning for the sustainable development of the economy and society. The First National Development Plan (NDP1) 1995 - 2000 represents the Government's first attempt to encapsulate in a single document a five-year expenditure programme set within a consistent macroeconomic framework.

The major national development goals of NDP1 are to sustain economic growth, create employment, reduce inequalities in income distribution and eradicate poverty in the population. Consistent with these objectives, the plan document identifies certain development policies and programmes that will be formulated during the plan period in order to provide an enabling environment for successful plan implementation. In this regard, NDP1 underscores the need to formulate a national population policy and monitor its implementation as a means of achieving sustainable human development. The plan document identifies the National Planning Commission as the Government institution to coordinate the formulation of an appropriate population policy as well as design national and sectoral programmes for its implementation.

Preparations for the formulation of this national population policy, however, antedate the publication of NDP1; it started almost soon after Independence with the collection, analysis and dissemination of information on the population issues in Namibia through the 1991 Census of Population and Housing and the 1992 Demographic and Health Survey. The process of informing and building consensus on population issues among the various groups in the country involved all the concerned sectors; including government, private, non-government organisations and international agencies, over a period of three years. The outcome is this population policy document, which is published as approved by Cabinet in November 1996.

As the title suggests, the major goal of the population policy is "to contribute to the improvement of the standard of living and quality of life of the people of Namibia --- through the harmonisation of the dynamics of Namibia's population (its growth rate, age and sex structure, migration and urbanisation) with the country's resource potentials in order to accomplish development objectives". The specific objectives of the policy as well as associated strategies are well articulated in this policy document; namely, to alleviate poverty and promote sustainable development, improve the health and welfare of the people by reducing incidence of morbidity and mortality; provide appropriate information and education that will enable couples to make rational choices regarding family formation; reduce the growth rate of the population by reducing the level of fertility through the adoption of modern methods of family planning; ensure a balanced development of rural and urban population in order to curb excessive urbanisation; promote human resource development through proper education / training and its effective utilisation through gainful employment opportunities; ensure proper utilisation of resources of the environment; achieve the integration of the country's population factors in development planning; and safeguard the welfare of the people through the enactment and enforcement of appropriate laws and policies.

This population policy document, *inter alia*, recognises the sovereign right and responsibility of the Government and People of the country to exercise their best judgements in dealing with their population problems and underscores the respect for, and dignity of, all persons and their right to choose the number, spacing and timing of the birth of their children. Within the context of the established principles, this policy calls for multisectoral coordination of efforts of ministries, non-government organisations, agencies and bodies at national and regional levels, in the implementation of the programme of population policy that will soon be formulated. The specific roles of each stakeholder are clearly defined, coordinated by the NPC and supported by a special

committee of the NPC to be known as the National Advisory Committee on Population and Sustainable Development.

This population policy document provides valuable information on our population, the nature and dimensions of our population problems, the strategies to be adopted in solving these problems and our individual and collective responsibilities in addressing these problems so as to ensure a healthier, more productive and fulfilling lives for all of us. We should all read it, understand the contents and engage each other in meaningful dialogue on the issues which touch our lives and affect the sustainable development of our country.

Ms Saara Kuugongelwa
Director General
National Planning Commission
(May 1997)

1. INTRODUCTION

Since Independence in 1990, the Government of the Republic of Namibia has been consistent in giving public expression to its concern about population issues in relation to social and economic development. These concerns, all of which point at the negative consequences of certain aspects of Namibia's population dynamics on future development prospects, are well documented in the **Transition National Development Plan 1991/92 - 1993/94** (TNDP). The plan document noted with concern the unhealthy race between the country's population growth rate of 3.0 per cent per annum (1981 - 1991) and the growth rate of the real Gross National Product (GNP) of less than 0.3 per cent annually during the 1980's, implying a decline of about 22 per cent in the real GNP per capita. TNDP also raised concerns about the existing high level of unemployment, worsened by the increasing number of new entrants into the labour force (estimated at 16,500 annually); and the preponderance of youth in Namibia's population and their increasing numbers, thereby compounding the youth problem (listed as poverty, teenage pregnancies, unemployment, drug and alcohol abuse).

The Government has also been conscious of the harsh and fragile nature of the country's ecological environment; about 92 per cent of Namibia's territory is arid or semi-arid land, and it has been shown that high rate of population growth and increasing population densities under current agricultural and settlement patterns have contributed immensely to deforestation and consequent degradation of the fragile ecological environment.

Government also acknowledged, from the start, the need to reduce the high rates of morbidity and mortality (especially infant and maternal mortality) in the population. In this regard a health programme was designed, based on the primary health care strategy, with focus on the promotion of proper nutrition and adequate supplies of safe water; maternal and child care, including family planning; immunization against the major infectious diseases; basic housing and basic sanitation; prevention and control of locally endemic diseases; and health human resource development.

Concern has also been expressed in the TNDP about the low socio-economic status of Namibian women in the society, the need for their economic empowerment, and the removal of all forms of customary, legal and administrative barriers against their emancipation. In this regard, conclusions have been reached at national and regional workshops in the country that in order to promote gender equality in all spheres of life, men should be sensitized on their proper role and responsibilities, particularly on their sexual and reproductive behaviours and attitude to women in general.

In recognition of the importance of population statistics for development planning, the TNDP document indicated government's plan to strengthen the National Planning Commission in its efforts (which had already started with the 1991 census activities) to establish a viable statistical system for the country, as well as develop appropriate strategies for responding effectively to these other population concerns in relation to development.

All these concerns are re-echoed in the **First National Development Plan, 1995/1996-1999/2000** (NDPI) with a determination to address those population and development issues through a national population policy and programme for its implementation. In the absence of an explicit national population policy, various sectors in the country have been responding in one way or another to these and other concerns expressed by the Government about the potentially negative implications of aspects of Namibia's population dynamics for social and economic development. These sectoral efforts remain largely uncoordinated, and together their impacts on the population are difficult to measure in the absence of a well defined national goal and target.

Fortunately, Namibia was actively involved in both the 3rd African Population Conference at Dakar, Senegal in December 1992 and the United Nations International Conference on Population and Development held in Cairo, Egypt in September 1994 (ICPD' 94) and was party to the population

programme of action adopted at the two international Conferences. Regarding national policies and plans of action (chapter XIII) the conference called on governments, in close collaboration with all stake-holders (policy makers, communities, private sector, non-government organisations, women's groups), to increase awareness about population and development issues and formulate, implement and evaluate national strategies, policies, plans, programmes and projects that address population and development concerns, as integral parts of their sectoral, intersectoral and overall development planning and implementation process.

The purpose of this policy, therefore, is to place the population and development matter high on the Government agenda, broaden public perception of the issues involved, provide a national policy focus, and thereby develop a comprehensive national strategy to address the country's population and development problems.

2. THE SOCIO-ECONOMIC SITUATION

2.1 *Size and structure of the economy*

Estimates put Namibia's Gross National Product (GNP) at US\$ 2,106* million in 1992 giving it a per capita income of US\$ 1,670. This compares to US\$ 2,670 for South Africa, US\$ 570 for Zimbabwe and US\$ 530 for Sub-Saharan Africa as a whole. Despite prolonged drought in 1991 and 1992 and sustained world and regional economic recession, the Namibian economy has performed better since Independence than at any time since 1980. Between 1990 and 1994, real GDP grew at an average of 3.5% per year (although it fell in 1990 and 1993, demonstrating Namibia's continued sensitivity to external shocks). The decline in real GDP per capita has been reversed, growing by an average 0.4% over the same period. Namibia's economy exhibits the classic characteristics of past colonial exploitation where large multinational firms and settler farmers exploit natural resources for export, leaving other sectors largely undeveloped. The large commercial agriculture and mining sectors dominate the small manufacturing sector.

There is a long-term trend away from primary to tertiary industries with the decline in mining and growth in general Government. The almost constant share represented by secondary (manufacturing) industries is particularly striking. One of the major challenges in the future is to increase the contribution of secondary industries.

At Independence, economic development in Namibia centred around the capital, Windhoek, and a number of other towns outside the former reserves (Tsumeb, Grootfontein, Otjiwarongo, Walvis Bay, Swakopmund, Lüderitz and Keetmanshoop). Many populous and rural areas of the country today remain economically underdeveloped and lack infrastructure. There is a striking contrast between the situation in the freehold commercial farming areas south of the cordon fence and the much more heavily-populated communal farming areas in the north.

Ownership of productive assets is in the hands of a small minority of the population. Over 150,000 people work on communally owned land which makes up 43% of the total land area. In contrast, only 3,700 farmers own freehold land which accounts for 44% of total land area. Such ownership patterns are even more extreme in other sectors, as apartheid policy prohibited the majority of the population from establishing formal businesses.

2.2 *Investment*

* Exchange rate: US\$1.0=N\$4.4 (May 1996)

Namibia's pre-Independence economic stagnation was accompanied by a long-term decline in fixed investment from a high in 1980 of 27% of GDP to around 15% in the mid- and late-1980s. Although fixed investment rose in the period immediately prior to Independence, this was due almost exclusively to the construction of two relatively large diamond mines. Public investment and non-mining private investment stagnated.

Since Independence aggregate investment has failed to return to the levels of the early 1980s (as a proportion of GDP), largely because no new mining investments have taken place and public investment has remained roughly constant. However, non-mining private investment has increased, mainly because of a boom in the fishing industry in the form of new vessels and processing plants. This boom took place because of the policies pursued by the Government.

In many respects, the failure of the economy to return to the levels of investment of the early 1980s is a consequence of that very investment. With important exceptions, the colonial period left Namibia with a relatively well-developed physical infrastructure but a large deficit of human capital (educated and healthy people) and the fall in public physical investment has to some extent been the result of the necessary increase in investment in people. Spending on health and education rose significantly after Independence.

2.3 *Income and Employment*

2.3.1. *Income*

Namibia's relatively high GDP per capita conceals an income distribution which is one of the most skewed in the world. With the majority of the population engaged in low productivity subsistence agriculture and informal employment, the Namibian economy produces high incomes for only very few. The richest 1% of households consume as much as the poorest 50%. This poses Namibia with an immense challenge of creating enough productive employment to significantly alter the income distribution of the population.

By the early 1980s Namibia's external political situation had led to a virtual boycott by international investors whilst the internal situation stifled the economic dynamism of the majority of the population. As a result, Namibia's economy stagnated and living standards declined. The economy experienced a significant fall — about 20% — in GDP per capita in the 1980s.

2.3.2 *Employment creation*

In 1994, Government accounted for 35% of total formal employment (this is partly a consequence of Constitutional obligations, but demonstrates the need for balanced restructuring of the public service). In the 1994/95 financial year, Government income totalled 35% of GDP and expenditure 40% of GDP. Government policy and what it raises in revenue and spends, therefore, have an important influence on the economy as a whole.

The absence of robust data prevents totally reliable estimates of employment being made. Furthermore, there is no clear distinction between formal and informal employment. However, estimates based on the *1991 Population and Housing Census* indicate that total formal employment has increased by over 20,000 since Independence. Growth has occurred in fishing and fish processing, construction and public sector employment. In other sectors of the economy formal employment has either fallen, as in mining, or risen only marginally, as in some service sectors.

In spite of the overall increase in formal employment, the numbers outside the formal sector have also increased, because of the growth in the labour force. Estimates show that just under 19% of the

economically active population aged 15 years and over regarded themselves as completely unemployed in 1991. Although an unknown but possibly significant number may since have been absorbed by the informal sector, the un- and underemployment situation in the country had worsened by 1994.

2.3.3 *Employment and Income Distribution*

Government recognises that the only way to sustainably eradicate poverty and improve Namibia's income distribution is by creating productive employment. In achieving this goal, considerable structural problems of the Namibia economy must be overcome. First, the nature of employment varies considerably. Although the distinction between formal and informal employment is never clear-cut, only a share of the employed population in Namibia can be classified as working in the formal sector.

A larger proportion can be found in the informal sector (that is, unregistered for tax or other official purposes, without a contract or regular wage, and unprotected by labour legislation). Second, the structure of the economy imposes constraints on employment. In the past, GDP growth came primarily from a few large and capital intensive mines which generated formal employment and therefore direct incomes for comparatively few people. Since Independence, by far the largest number of new formal jobs have come from the rapid expansion of Government whose continued growth throughout the rest of this century would be unsustainable. To these structural constraints must be added the inheritance of a limited skills base, a high wage and uncompetitive formal labour market and a history of actively discouraging informal business. Finally, the high rate of population growth continues to expand each year the supply of labour force, to compound the employment problem. Limited Government resources and the NDP1 development strategy now mean that the focus of employment creation will shift to the private sector in addition to population policy measures. Government's aim will be to create as many productive formal and informal sector jobs as possible and assist those unable to obtain formal employment to make a living for themselves through informal productive activities.

During the period 1996 - 2000, growth in formal employment is expected to surpass the rate of population and labour force growth. Employment growth is projected to take place over a range of sectors which are relatively more labour intensive than the mining sector.

These sectors include subsistence agriculture, fishing and fish processing, manufacturing, construction, tourism and other services. Growth in these sectors will create sustainable employment for far greater numbers of people and at a faster rate than growth in the past, the growth in absolute numbers outside the formal labour force will be halted and the proportion of those who are either informally employed or unemployed will fall.

The forecasts show that total formal employment is set to rise by about 40,000 over the period 1995 - 2000 due mainly to growth in fishing, manufacturing, construction, tourism and other services. This means that formal employment will grow at an average rate of 5% a year. Furthermore, a significant structural change in employment by sector will take place with secondary and non-Government tertiary sectors increasing their shares of total formal employment.

However, this positive picture of employment growth must be seen against a background of a rapidly growing population and labour force. By the year 2000 Namibia's population will be about 1.9 million people, half a million more than in 1991. The structure of the population is such that the labour force is expected to grow by about 3.3% each year during the period 1995 to the year 2000.

The overall effect of these future employment patterns combined with Government's revenue and expenditure policies on income distribution is uncertain. Emphasis on agricultural productivity and

food security, primary health care and primary education, informal sector employment and the extension of the social safety net provided by Government will help to increase the incomes of the poor. Greater formal sector employment in labour-intensive sectors of fishing, manufacturing and tourism will raise the incomes the unskilled and semi-skilled who will be further assisted through tax measures.

However, the rising numbers of those outside the formal sector will counteract these positive developments. The success of the National Development Plan (1996 - 2000) will largely depend upon the extent to which these people can be assisted to improve their standards of living through informal sector activities, as well as the long-run effect of a slower population (and therefore, labour force) growth rate.

2.4 *Socio-Cultural and Legal Conditions*

2.4.1 *Culture*

Namibia is a culturally diverse and multi-ethnic society. The constitution of the Republic of Namibia recognises the importance of culture and guarantees the right of every person to enjoy, practise, profess, maintain and promote any culture, language, tradition or religion without compromising the rights of others or national interest. The process of sustainable development is, therefore, being pursued within the context of cultural advancement, with an emphasis on unity through diversity. The 1991 population census inquiry did not ask any direct questions on ethnicity; however, based on responses to the question about the language usually spoken or most often spoken in the person's present home, the major language groups are: Ovambo (56.6%); Nama/Damara (12.5%); Kavango (9.7%); Afrikaans (9.5%); Herero (8.0%); Caprivi (4.7%); Bushman (1.9%) German (0.9%); English (0.8%); others (1.0%).

2.4.2 *Family*

The Government recognises the family as the natural and fundamental group unit of society which should be protected by the state. Men and women of full age are free to marry and found a family and the rights of children are fully protected in the Namibian constitution. However, marriage rate among women in the childbearing years (15-49) is generally low. As reported by the Ministry of Health and Social Services (1993) only 42 percent of women 15-49 years in the NDHS survey of 1992 were currently married, including 27 percent that were formally married and 15 percent that simply lived with their partner. More than half of the women interviewed had never been married.

By age 30-34 years, 26 percent of the women had never been married; even at older ages the report notes that is not uncommon for women to be unmarried. The survey also found that one in eight currently married women was in a polygynous union and that plural marriage was more than twice as prevalent in rural areas than urban areas. Regarding family formation, the report notes that childbearing in the country is not confined to marriage. This point is demonstrated by the tabulated results of the 1991 population census which show that women aged 40-44 years who had never been married had an average of 4.4 children (ever born live) compared with those legally married in the same age group who reported 5.8 children.

Based on the definition of household adopted in the census, a total of 1,318,935 persons were enumerated in households in Namibia in 1991, while 90,985 constituted the institutional population. On the whole, average household size for the country was 5.4 persons, a little low in urban (4.7) than rural population with 5.2 persons. About 60.1 per cent of households were headed by men, but this varied significantly between rural and urban areas where males headed 57 percent and 69 percent, of households, respectively.

2.4.3 Education

The right to education is enshrined in the constitution of the country and children are not allowed to leave school until they have completed their primary education or have attained the age of 16 years. The goal for education, culture and training include the achievement of equity, justice, democratic participation, and respect for human dignity.

Considerable improvement has been achieved in the education and training sector since independence; 313,528 learners were enrolled in schools (primary) in 1990; the number increased steadily, to 366,003 in 1993 to 382,253 in 1996, and projected to 411,840 by the year 2000. In terms of enrolment rate, the census results show that 75 percent of children aged 6-9 years were in school in 1991, 91 percent of those aged 10-14 years, and 72 percent of children aged 15-19 years. Enrolment rates are generally higher in urban than rural areas and female enrolments are consistently higher than the male rates, at both primary and secondary school levels. However, for both sexes, the retention rate (ratio of those remaining in school to those admitted) is very low. Only 30 percent of the boys and 43 percent of the girls admitted to primary school completed the programme to grade 7; at the secondary school level, completion rate is about 20 percent for boys and 14 percent for girls. The higher drop-out rate among secondary school girls is partly attributable to pregnancy. Subscription to higher education has also been increasing; the University of Namibia (the only university) had 833 students in 1991, and 1192 in 1992, and 1783 in 1994. Close to 67 percent of students enrolled in the University of Namibia in 1994 were females.

Overall, adult literacy rate is quite high; about 77 percent of all persons aged 6 years and over indicated in the 1991 census they were able to read and write. However, literacy rate in English, the official language of communication was only 49 percent.

2.4.4 Health:

The Government is committed to the achievement of "Health for all Namibians by the year 2000". This objective is being pursued with vigour, using the primary health care (PHC) strategy as a means of reducing poverty, inequality and foster economic growth through improved accessibility to health services and more productive lives. With this approach notable improvements have been recorded in the population.

Under-five mortality rate (U5MR), according to the NDHS report (1993), has fallen from 110 deaths per 1,000 live births during 1978-82 to 102 between 1983 and 1987, and 83 per 1000 live births during 1988-92. Mortality during infancy has also declined, from about 72 to 57 per 1000 live births between 1978 and 1992. The decrease in infant mortality rate is attributed largely to a drop in postneonatal mortality.

The neonatal mortality rate for the years 1988 to 1992 was 31.5 per 1000 live births, representing 56 percent of the infant mortality rate. In 1993 the stillbirth rate for in-hospital birth was 25/1000. Among neonatal deaths low birth weight and birth problems were the leading causes of death. There are also marked regional variations in the neonatal mortality rate with the higher rates in the north. Maternal mortality is 225 per 100,000 live births. Diarrhoea, malnutrition, acute respiratory infections, immunisable diseases, tuberculosis, malaria, and peri-natally transmitted AIDS, account for the majority of deaths.

Diarrhoea has been estimated to contribute to 42 percent of the U5MR. Malnutrition, both as a consequence of diarrhoea and a contributor to diarrhoea-related mortality, is estimated to contribute to 40 percent of the U5MR. Environmental conditions contributing to the incidence of diarrhoea, such as limited access to water and sanitation, are variably present throughout Namibia, but are

highly prevalent in the north. Acute respiratory infection accounts for 45 percent of all outpatient visits and approximately 30 percent of the USMR.

About 60 percent of the total population of Namibia inhabit areas in which malaria is either endemic or epidemic. These areas include the whole of the North, as well as part of central and southern Namibia. Malaria has been estimated to be responsible for approximately 31 percent of childhood deaths after infancy. Malaria accounts for nearly one-third of out-patient department (OPD) visits in the North-West and nearly half of all OPD visits in North-East Regional Health Directorate. By contrast, malaria accounts for only 5 percent of visits in the Central and 1 percent in the Southern regions. This morbidity and mortality burden associated with malaria is comparable to that reported elsewhere in endemic areas in Africa.

Tuberculosis (TB) is major health problem in Namibia and a significant cause of mortality among children. The 1992 incidence rate in Namibia was 400 per 100,000 population against an estimated 117 per 100,000 for the rest of Sub-Saharan Africa. Case detection has been estimated to be 60 percent against an international ideal of 70 percent while the cure rate is around 80 percent.

The relationship between HIV/AIDS and tuberculosis in Namibia is uncertain with current estimates ranging from 6 to 30 percent of TB patients infected with HIV. With an increased number of women in child bearing age infected with HIV, and a prenatal transmission rate of 25 -35 percent, childhood AIDS is expected to rapidly become a national problem. By May 1995 more than 13,000 HIV infections had been reported. AIDS related deaths reported from the regions for 1993 alone was 206. Analysis of the HIV infection by sex and age group show an almost equal distribution between the two sexes, a ratio of 1.2 males to 1 female. Most of the infections occur within the age group 25 to 45 years, accounting for 74.6 and 61.4 percent of the total number amongst males and females, respectively. The influence of HIV/AIDS on the health sector is seriously being monitored by the Ministry. There are clear trends that in-and out-patient facilities are increasingly being utilised by patients with AIDS. The effect of AIDS on infant and child mortality rates indicates that it will become increasingly difficult for the sector to decrease mortality rates as rapidly as originally envisaged. The increase in the number of orphans, which goes concomitant with an accelerated mortality amongst adults, requires increasing efforts by social services agencies, both in the public as well as in the non-Governmental sectors.

Access to medical facilities is an important factor affecting the health of the people, particularly women and children. According to the NDHS report (1993) about 54 percent of births were attended by a nurse or mid-wife and 14 percent by a doctor. Traditional birth attendants (TBAs) assisted 6 percent of births. One in 30 births occurred without any assistance. Most maternal deaths in Namibia during the period 1982-1992 occurred during pregnancy (75 percent), while 13 percent occurred during delivery and 12 percent during six weeks postpartum.

The 1991 census of population identified permanent disability conditions with 43,823 persons in Namibia, 54 percent male and 46 percent female. Majority of disabled people (79 percent) were residing in rural areas; and in terms of age, more and more people get afflicted with advancement in age. Five major disability conditions identified include blindness, deafness, speech impairment, limb impairment, and mental disability. More men than women suffer from speech and limb impairment and mental disability; but more women than men are reported to be deaf and blind.

2.4.5 Legal Conditions

Namibia was formally declared an Independent nation on 21 March 1990. Independence marked a decisive break with the past and Namibia placed itself on the road to democracy. The cornerstone of Namibia's multi-party democracy is the Constitution which establishes the country as a sovereign, democratic and unitary State founded upon the principles of "democracy, the rule of law and justice

for all". It contains a comprehensive guarantee of human rights and freedoms and obliges the State to strive for the welfare of the people. It also secures the right to acquire, own and dispose of property, and stipulates that expropriation of property shall be in accordance with the law and subject to just compensation.

The Constitution provides for an executive presidency with widespread powers offset by those of the legislature and independent judiciary. The President appoints the Cabinet led by the Prime Minister, which must be drawn from the directly-elected 72 member National Assembly. Elections must take place within five years.

Before Independence Namibia was divided into regions which had been defined by the colonial policy of racial segregation, reserves, and land expropriation. At Independence, the new Constitution made provision for a second chamber of Parliament, the National Council, as well as new regions which were to be defined by a Delimitation Commission. By 1992 thirteen regions had been defined and regional elections were held in November 1993. The National Council was first convened in February 1993 following Namibia's first democratic regional and local Government elections. The National Council, made up of two representatives drawn from each of the 13 Regional Councils, has since started on its task of reviewing legislation proposed by the National Assembly and referring bills back or making amendments to them before they receive presidential assent and become law. Each region now has an elected Regional Council whose function is to direct local development.

The immediate challenge facing Government at Independence was to achieve a peaceful transition to democracy. The legacy of the colonial era was a country divided by racial, ethnic and tribal tension.

Democracy and development were not possible unless peace and a common purpose were ensured. Government has succeeded in promoting a peaceful democracy and political stability, within the framework of constitutionally-guaranteed rights, democratic principles, national reconciliation and affirmative action.

3. THE POPULATION SITUATION IN NAMIBIA

3.1 *Population Size and Growth*

Estimated at 737,497 in 1970, the population of Namibia, according to successive censuses, increased to 1,033,196 in 1981, and to 1,409,920 in 1991. These census figures imply that although the base population might be considered small, it has registered a very high and increasing growth rate during the past three decades. Between 1970 and 1981, the population increased at a rate of 2.9 per cent per annum, increasing to 3.1 per cent annually from 1981 to 1991. These rates are similar to most countries in Africa. Estimates by the UNFPA (1993) show that 17 African countries had annual growth rates of their populations in excess of 3.0 percent during 1990-1995 period.

Based on the social, economic and demographic characteristics of the population and future development prospects, estimates and projections of the population suggest that the high growth rate trend is likely to increase further and continue for some time. Deriving from a "medium" variant of the projections by the Central Statistics Office (1994), the population of Namibia is likely to increase from the census estimate of 1.4 million in 1991 to 1.9 m in the year 2000, and further increase to 2.6 million in 2011, and 3.5 million in 2021.

3.2 *Characteristics of the Population*

Three factors have contributed to the composition and patterns of population in Namibia; namely, fertility rate, mortality rate and the net effect of internal migratory movements. Each of these demographic factors will be treated as they relate to development later; but for now, their effects on the population are considered.

3.2.1 Age Structure

One distinctive characteristic of the population of Namibia is its **youthful** age structure. It is youthful in the sense that children age 0-14 predominate in the population, making up about 42 per cent of the total. In the more developed countries of the world, children constituted less than 22 per cent of the total population in 1990; the average for the less-developed countries was 35.5 per cent. This phenomenon is the outcome of persistently high level of fertility and declining trend in mortality in the less-developed countries, as opposed to very low levels of fertility and mortality in the advanced countries of the world. By contrast, older persons aged 65 years and above make up a very small proportion of the population. Barely 4.9 per cent of the country's total population in 1991 was aged 65 years and above.

Given the high rate of population growth, the youthful character of the population will get more pronounced over the years. One effect of that will be an increase in the youth dependency burden (i.e. ratio of youth aged 0-14 to the adult working age population 15-65 years). The youth dependency ratio which now stands at 78.2 per cent, will increase to 82.0 per cent in 1996, 86.3 per cent in 2001 and to about 90.0 per cent in the year 2006. This also implies a steady increase in the number of mothers and potential mothers which, under a high fertility regime as in Namibia, implies a continuing pressure of demand for support services and facilities - clinics/hospitals, schools, food, housing, etc. The problems of the youth (poverty, unemployment, drop-out from schools, drug related issues, etc.) get compounded by their increasing numbers.

Elderly people, aged 65 years and over, number 69,000 or only 4.8 percent of the population of Namibia in 1991. This is the result of the generally low life expectancy at birth in the population. As living conditions improve, the elderly population will also increase, from 69,000 in 1991 to 79,000 in the year 2010, and 107000 in year 2021. This implies that support for the elderly will assume greater dimension over the coming years.

3.2.2 Sex Composition

Namibia's population has a low sex ratio; for every 100 females in the population there are about 94.5 males. Obviously women predominate in the country's population and this demographic fact should draw the attention of planners to the need to adequately develop and effectively utilise the resources of women in the country.

As a result of migration, which is selective of males, the sex ratios get distorted and vary widely by age and rural-urban population distribution. For example, the district sex ratios show considerable variations, ranging from 192:100 in Lüderitz to 81:100 in Oshakati. There are also variations by age, as well as rural/urban residence. Urban sex ratios range from 120.9 in Outjo to 81.3 in Oshakati; while the rural sex ratios vary from 214 in Lüderitz to 81.1 in Oshakati.

The distortions in the sex ratios are due mainly to migration. Variations in the sex ratios by age are rather erratic, fairly close to unity in the younger ages, then declining in the early adult years and, after picking up in the later years of adulthood, the ratios fall systematically from age 60 till the terminal years of life.

Women make up over half (51.4 %) of Namibia's population; but in spite of their numerical strength compared with men, their contribution to the overall social and economic development process is not being fully recognised and is being hampered by some legal and customary discriminatory practices. Women should be educated and equipped with appropriate skills in an open market economy in which opportunities are not constrained by gender. Such a development will also enhance overall decline in the level of fertility and, hence, lead to reduction in growth rate of population.

The male population in 1991 constituted 48.6 percent of the total, implying a sex ratio (i.e. number of males per 100 females) of 94.8 which is low. However, the regional distribution of the population shows notable variations in the sex ratio. Areas with large concentration of migrants such as Luderitz, Grootfontein, Tsumeb, Swakopmund, Karibib, Windhoek and Okahandja exhibit sex ratios which are much higher than the national average. This pattern suggests that most migrants are men, a phenomenon which has negative implications for the rural area of origin of most migrants.

3.2.3 Rural and Urban Distribution

By 1991, some 27 localities had been proclaimed "urban". Taken together, the 1991 population and housing census enumerated 28 percent of the total population in urban and 72 percent in rural areas. In essence, Namibia is still largely a rural population. However, compared with the 1981 urban proportion of 25 per cent, the country has been experiencing an increasing urbanisation of its population. This is borne out by the remarkable variations in the growth rate of the rural and urban segments of the population. Windhoek, with a total population of 147,059 in 1991, is the largest city and is growing rapidly. It is estimated that the overall population registered an annual growth rate of 3.1 per cent between 1981 and 1991, the urban population grew at about 5.6 per cent per annum while the rural population grew at a rate of 1.97 per cent per annum. At the current growth rate of the urban population, close to 1 million people (or about 43 per cent of the total) may be residing in urban areas a little over one decade from now, that is by the year 2006. The rapid rate of urban population growth is being promoted largely by continuous migration of the population from rural to urban areas.

3.2.4 Regional Distribution and Density

With a total population of 1,409,920* spread over a land area of 824,269 sq km, Namibia has a density of 1.7 persons per sq km, making it one of the most sparsely populated countries in the world and the third most sparsely populated country in Africa (after Western Sahara and Botswana). However, Namibia is about 92 percent desert, arid and semi-arid land, which is why there are, considerable variations in the regional population distribution and densities, mostly between the communal areas in the north and the southern parts where commercial farming is in operation. About 28 per cent of Namibia's total population lives in just over 1 per cent of the land in the Cuvelai drainage area, where population densities rise to about 100 persons per sq km. Over most of the rest of the country (outside Oshakati and Ondangwa regions) population densities are generally below 1 person per sq km. In terms of regional distribution, again there are disparities: about 67 per cent of the total population is concentrated in seven northern regions (Caprivi, Ohangwena, Okavango, Omusati, Otjozondjupa, Oshana and Oshikoto), while about 21 per cent live in the five regions of Erongo, Hardap, Karas, Kunene and Omaheke. The Khomas region contains 12 percent of the total population.

3.2.5 Disabled People

Permanently disabled people (that is those unable to function effectively at work, at home or at school because of long term physical or mental handicap) numbered 43,823 nation-wide in 1991, made up of 23,446 (53.5%) males and 20,377 (46.5%) females. Like the population itself, majority (79.3%) of disabled people were found in the rural areas. Blindness, deafness, speech impairment, limb impairment and mental handicap are the main disability conditions which afflict the people. More men than women suffer from speech and limb impairment and mental disability, while more women than men are deaf and dumb. More and more people tend to become disabled as they grow

* Excluding Walvis Bay (Pop. 23,000) enumerated by the Republic of South Africa in 1991.

older. More attention will, therefore, need to be focused on care for the elderly in terms of old age support, as time goes on.

3.3 Demographic Factors

Three demographic factors determine the dynamics of any country's population; namely, fertility, mortality and (net) international migration. These three factors determine the growth rate of a national population, its age and sex structure, rural and urban composition, population distribution and density, as well as the size and growth rate of the labour force. We shall consider each of the demographic variables and their effects on the characteristics of Namibia's population.

3.3.1 Fertility

From all indications, the overall level of fertility in Namibia is among the highest in the world. Estimates of total fertility rate (that is, the average number of children born to women of completed fertility at the current levels of fertility) for the 1990-95 period show that the world has a rate of 3.3, with significant difference between the rate of 1.9 for the more developed regions and 3.6 for the less developed regions. The total fertility rate for Africa (6.0, the same level as Namibia) is almost twice as large as the average for the less-developed regions of the world. These statistics indicate that there is an inverse correlation between fertility rate and the level of social and economic development. According to the NDHS report, crude birth rate for Namibia is estimated at about 42 live births per 1,000 population over the three-year period 1989-1992; and, the total fertility rate is 5.4; implying that if fertility remained constant at current (1989-92) levels a Namibian women aged 15 - 44 years would give birth to an average of 5.4 children. Evidence from the NDHS shows that there are significant differences between rural and urban fertility rates, with urban age-specific fertility rates reported to be considerably lower for all age groups, except the youngest. While the total fertility rate for urban women is 3.9, rural women have a rate of 6.3 children on the average.

There are also differences in fertility by residence, region and level of education. The NDHS report shows large regional differences in the total fertility rates, with the Central/South regions having a TFR of 4.1, Northwest 6.7 and the Northeast region 6.0. The report also shows a negative association between higher levels of educational attainment and fertility. Women with no education show a total fertility rate of 6.6, those with less than seven years of primary schooling 6.1, women with 7 - 8 years of primary education 5.2; while women with at least some secondary education reported a total fertility rate of 4.1. The generally high level of fertility in the country is further confirmed by indirect estimates derived from the results of the 1991 census of population and housing.

While actual data on fertility trend are lacking, NDHS estimates derived from women of completed fertility (in response to questions on children ever born live to women aged 40 - 49 years) and estimates of the current fertility levels (indicated by the total fertility rates) suggest a "small" fertility decline, which is more pronounced among urban than rural women, and also in the North-eastern and Central South regions. The report also shows that over the last 20 years, there has been a gradual decline in cumulative fertility among women aged 15 - 34 years from 4.6 to 3.7.

As indicated by other socio-economic correlates of fertility, the prevailing high level of fertility in the country is most likely to persist for quite some time ahead. Factors contributing to the high fertility profile of Namibian women include the generally low level of educational attainment, early age of entry into sexual activity, high incidence of teenage pregnancies, low level of survival probability among infants, and more importantly, the limited use of modern contraceptives among sexually active men and women. In addition, the desire for a large family size is quite popular; over 41 percent of currently married women interviewed in the 1992 NDHS study who already had six or more living children expressed the desire to have more children. These conditions seem to be

reinforced by the pro-natalist position of some cultural beliefs and practices among large segments of the population.

3.3.2 *Mortality*

Several measures of mortality were derived from the NDHS 1992. They all suggest that the level of mortality is generally high but lower than in many African countries, and that a downward trend in mortality rates is discernible. The NDHS report shows that infant mortality rate over the 15-year period has fallen slowly from 72.2 deaths per 1000 live births during 1978-82 to 67.3 during 1983-87 period, and further down to 56.6 during 1988-92. The observed decline in infant and child mortality (at a rate of 1.5 per cent annually since 1981) has been attributed to a drop in postneonatal mortality.

While differences in the estimated mortality rates by rural/urban residence and education levels are relatively small, variations in mortality by region are considerable. Among the regions, the Northwest and Central/South regions exhibit very similar levels of mortality in all age groups; infant mortality rate of 84 per 1000 live births compared with about 56 per 1000 in the two regions. The NDHS report also shows that in Namibia, female children experience slightly lower mortality than male children; mothers aged 15 - 19 years experience higher child mortality than older mothers (20 - 30 years), while higher parity children have higher mortality than children of lower birth order. It is also reported that shorter birth intervals are positively correlated with mortality at infancy particularly during the neonatal period. In short, infants and children in Namibia have a greater probability of dying if they are born to mothers who are too young and too old, if they are born after a short birth interval, or if they are of high parity. Child birth is also reported to be associated with the risk of death in the country. The NDHS (1992) report indicates that maternal mortality ratio for the period 1983-92 is 225 maternal deaths per 100,000 live births.

According to the NDHS report, the leading causes of neonatal deaths was low birth weight, followed by birth problems (such as prolonged labour leading to asphyxia and other obstetric complications), respiratory illness and accidents, in that order. Postneonatal mortality was caused by diarrhoea followed by undernutrition, malaria, acute respiratory infections, and measles. With further improvements in nutrition and health services, the chances are that mortality levels particularly at infancy and young ages will continue to decline, thereby raising life expectancy. Estimates of life expectancy derived from the 1991 population census results indicate that average life expectancies at birth were about 59.1 and 62.8 years for males and females, respectively (CSO, 1994). Unless birth rates decline significantly, and soon, the observed high rate of population growth may continue far into the future.

3.3.3 *Migration*

There are two dimensions to migration analysis; namely internal and international. Interest in internal migration is largely because of its effect on population redistribution in a country over time. On the other hand, international migration affects both internal distribution as well as the total national population. The effects of internal and international migratory movements on the population of Namibia are considered next.

3.3.3.1 *Internal Migration*

Ideally, a special survey is required in order to understand the pattern, causes and consequences of internal migration in a country. The 1991 census of population and housing in Namibia, as it is with almost all censuses, has generated data that can answer pertinent migration questions only partially. While the census records provide information on the volume and direction of internal migration on the basis of the 27 census districts (not the 13 regions), the questions as to why people moved,

reasons for their choice of destinations, migration experience, the itinerary of their missions and related socio-economic issues cannot be addressed by the type of data collected.

Based on the 27 census districts, and deriving from questions on district of birth and district of usual residence, the pattern of net flow of population shows considerable life-time migration of the Namibian-born population. For illustration, of the 133,373 persons who identified Kavango as their district of birth, 124,793 of them were actually enumerated as "usually resident" in the Kavango census district, implying a net loss of 8,580 in-born population of the district to other districts in Namibia. Out of the 12,099 in-born Kavango population enumerated outside that census district, some 30 per cent of them were residing in Grootfontein. Both Oshakati and Ondangwa also experienced a net loss of their in-born population to other districts, 23,975 and 36,316, respectively. Of the 9787 persons born in the Omaruru census district, 67.0 per cent were enumerated outside their district of birth, most of them (34 per cent) in Damaraland.

On the other hand, there are census districts which are net recipients of population. The Windhoek census district, for example, enumerated 131,130 persons out of which 65,740 constituted the in-born population, implying that about 50 per cent of those enumerated in the district originated from elsewhere in the country. The figures show that 25 per cent of the out-born population of the Windhoek district originated from Oshakati, 21 per cent from Ondangwa and 11 per cent from Rehoboth. The most outstanding case is Swakopmund census district in which 74.3 per cent of the usually resident population came from outside the district, followed by Lüderitz, 63.0 per cent. The districts with significant proportions of out-born population are also the most urbanised districts in the country. At the other extreme are the districts which offer little attraction to migrants. For example only 2.8 per cent of the resident population of Kavango (125,000) originate from outside. Other districts with less than 10 per cent migrant population include Caprivi, Oshakati, Ondangwa and Kaokoland.

It would seem, therefore, that the pattern of population movements within the country has been closely related to the location of better economic opportunities. In the predominantly rural districts such as Caprivi, Kavango, Oshakati and Ondangwa where opportunities are limited largely to communal and subsistence farming, significant numbers of people have moved to districts which offer better prospects of employment; namely mining, commercial and large administrative locations in census districts such as Windhoek, Lüderitz, Tsumeb, Swakopmund, Okahandja, etc. Perhaps one noteworthy social effect of the pattern and (male) selective character of migration in the country is on the household structure; 43 percent of households in rural, compared with 31 percent in urban areas are headed by women.

3.3.3.2 International Migration

Records of Namibian citizens resident abroad are not available. However, from the census records, estimates of the number of foreigners resident in Namibia can be derived. The 1991 census enumerated 49,404 foreigners, representing 3.5 per cent of the total population of Namibia. About 87.4 per cent of the foreigners in the country are from other African countries, mainly Angola, South Africa and Zambia. Apart from Africans, majority of foreign nationals in Namibia are from European countries. For the purposes of estimates and projections, it can safely be assumed that net international migration (the balance of emigrations and immigrations) in Namibia is close to zero.

4. IMPLICATIONS OF NAMIBIA'S POPULATION SITUATION FOR DEVELOPMENT

4.1 Preamble

The persistently high level of fertility and declining rate of mortality over the years have generated for Namibia a "population momentum", which is the tendency for population growth to continue beyond the time that fertility has declined to replacement level. This is because past high growth rates of the population have produced an age distribution with a relatively high proportion of women in, or still to enter, the reproductive ages. The number of women in the reproductive years (15 - 49) in Namibia was 340,000 in 1991 and this is projected to increase to 460,000 in year 2001, and further to 625,000 in 2011 and 857,000 in 2021. As a result, the fertility rate will remain higher than the mortality rate, hence the growth rate of the population will remain positive for several decades. The population of Namibia, estimated at 1.4 million in 1991 will most likely increase to about 1.9 million by the year 2000, and to 3.5 million by 2021.

4.2 Health

High rate of population growth calls for increases in health costs because the high fertility rate that promotes rapid expansion of the population requires more and more investments in health services and facilities, to take care of pregnant women and their children. It has been shown empirically that the early onset of fertility (teenage pregnancies) and the close spacing of births present health risks and prematurely intensify pressures on families and governments to provide livelihoods for new generations of children. According to the NDHS report (1993) about 36 percent of teenagers 18 years of age and 19 percent of teens 17 years of age have begun childbearing, having already given birth or pregnant with their first child. The high incidence of teenage pregnancies contributes to the high fertility profile and also encourages the spread of sexually transmitted diseases, particularly HIV/AIDS because of their exposure to sexually transmitted diseases. One additional problem associated with teenage pregnancy is its contribution to high drop-out rate of girls from school. For example, it is estimated from the available education statistics that only 13 percent of girls enrolled at the beginning grade of the secondary school complete the school programme to the end compared with 20 percent of the boys. Child birth is also associated with the risk of mother's death, and the risk is increased in a high fertility regime such as Namibia. Maternal mortality rate for the period 1983-92 was 225 per 100,000 live births in the country.

4.3 Education

Regarding education, it has been argued that high rate of population tends to generate a negative effect on the development of education. In 1985, some 286 407 pupils were enrolled in public schools in Namibia, and the number increased steadily to 461 723 in 1993, 491,486 in 1996, and is projected to be about 554000 by the year 2000. The number continues to grow. Yet, Government budgetary allocation to education although quite high (28.5 % of the national budget 1993/94) cannot be sustained at the rate of school population growth. It is noteworthy that enrolment ratio, at both primary and secondary school levels, is in favour of girls. For every 100 girls in primary school in 1991, there were 95 boys; at the secondary school level the ratio of girls to boys is 100:80. However, more boys than girls tend to complete their education.

4.4 Labour Force and Employment

Rapid rate of population growth also leads to increases in the size of the labour force. For Namibia this is undesirable: already unemployment rate is over 20 per cent of the economically active population, while in the rural areas where the majority of the population lives, underemployment is estimated to be as high as 45 per cent. Unable to accommodate the backlog of unemployed and under employed people, the dynamic force of growth has continued to release close to 20,000 new job seekers into the saturated labour market each year since about 1991. The negative social and political consequences of such a large army of unemployed able-bodied men and women (mostly

young people) and their increasing numbers, on the society are quite predictable. Youth, aged 10-29 years, made up 72.2 per cent of the 99,239 unemployed persons enumerated during the 1991 population census. About 71 per cent of the unemployed males and 78 percent of the unemployed females are products of the primary and junior secondary education system, while 24.8 per cent of all unemployed people have no education at all. In essence, therefore, the skills of Namibian people are poorly developed and hardly effectively utilised.

4.5 *Agriculture and Natural Resources*

Although the overall contribution of agriculture to the GDP is small (an average of 9.3 percent, 1991-1994), it remains the main source of employment and livelihoods for the majority of Namibians, with an estimated 70 percent, mostly women, dependent to a greater or lesser extent upon it. Agricultural activities are characterised by extensive ranching and subsistence cultivation, largely constrained by the environment. In addition, rural households depend on a wide variety of trees and wild resources, particularly for drought proofing. Water is a limiting factor; rainfall is not only low but highly variable and unpredictable. This is why subsistence agriculture, characterised by mixed farming, is practised on only 6.5 percent of the country's surface areas.

The fragile nature of the ecosystems in the rural areas, where over 70 percent of the population live, means that they can easily be damaged; recovery is difficult and often takes a long time. With the rapid rise in population numbers and the continued use of unsustainable husbandry techniques, there is growing evidence of a long-term deterioration in the ecological base (i.e. desertification), manifested in soil nutrient depletion and resulting erosion, a reduction in the quantity and quality of underground water resources, deforestation and declining crop and livestock yield in some areas. Given the rapid rate of population growth, and even higher rate of urbanisation of the population, the pressure of demand for water (for irrigation, domestic consumption, industrial use, etc.) will make water an increasingly scarce and expensive resource.

If natural resource management is not improved, rapid population growth will lead to further degradation of the environment and reduction of the ability of the resource base (such as water resources and productive land) to support future generations. Therefore efforts should be made to enhance the productivity of natural resources and protect essential eco-system functions, to tackle and to improve understanding of Namibia's environmental constraints and how to support a growing population and economy within them.

4.6 *Migration and Urbanisation*

The influx of population from rural to urban areas which has depleted rural farm labour, increased the burden of family support on rural women (who head about 70 per cent of rural households) and accelerated the rate of urbanisation of the population requires policy intervention. The negative consequences of rapid urbanisation (growth rate of urban population is over 5.0 per cent annually) are clearly manifested in high rate of open unemployment, increasing insecurity of urban life, robbery and other violent crimes, particularly rape, and the emergence and rapid expansion of slums in the bigger cities, particularly the municipality of Windhoek.

5. EVOLUTION OF NAMIBIA'S POPULATION POLICY

5.1 *Preliminary Activities*

Perhaps the first major population related activity under taken by the Government immediately after Independence was the census of population and housing which was initiated in 1990, conducted in 1991 (with the support of the UNFPA), the results of which were tabulated and published in 1993. This was done in recognition of the importance of reliable social, economic and demographic

statistics as basis for development policy formulation, programme design and implementation. The results of the labour force sample survey by the Ministry of Labour and Human Resources Development (1991) also provided valuable information on the problem of employment in relation to population dynamics. In order to provide further insight into the demographic and social characteristics of the population, the Ministry of Health and Social Services conducted the first national demographic and health survey (NDHS) in 1992, the results of which were published and disseminated in 1993. To these three major exercises must be added a number of *ad hoc* population related studies by agencies (UNFPA , UNICEF, ILO, UNDP, etc.) and research works by the University of Namibia have contributed in no small measure to the stock of information available to planners.

As more and better information became available on population and development matters, the Government began to gain consciousness of the linkages between population dynamics and the country's development prospects. The Government in collaboration with UNFPA and UNICEF organised a Workshop (June, 1991) on Women and safe motherhood in Namibia; it came up with far - reaching recommendations some of which are still being implemented. It is noteworthy that Namibia, for the first time, celebrated "World Population Day" on 11 July 1991; and in collaboration with the UNFPA held a national Workshop on Population and Development to mark the event. World Population Day was also celebrated in 1992.

The then Deputy Minister, Ministry of Agriculture, Water and Rural Development in his speech at the following World Population Day, 12 July 1993, raised concerns about the high rate of Namibia's population growth as a major factor in high unemployment, mounting pressure on the provision of education and municipal facilities, and a barrier to the provision of health services to women and children. The Director-General of the National Planning Commission in his statement on the same occasion underscored the need for a national population policy. Also a member of Parliament at the same gathering called for the need to look urgently and respond effectively to national and regional needs in population and family planning so as to prevent the high rate of Namibia's population growth from threatening the "very survival" of the nation.

Although Government did not have a comprehensive national population policy or programme in place, it immediately took some actions as well as measures intended to or capable of influencing population and development interrelationship. For example, the Ministry of Health and Social Services adopted a "Primary Health Care" (PHC) approach in the 1992 - 1994 TNDP for achieving health for all Namibians by the year 2000, a strategy which has led to the evolution of many national health programmes: Mother and Child Health and Family Planning Programme (MCH/FP); Expanded Programme on Immunization (EPI) Control of Diarrhoea Diseases (CDD); Acute Respiratory Infections; Information, Education and Communications (IEC); National AIDS Control Programme (NACP); National Nutritional Improvement Programme (NNIP); School/Adolescent Health Programme; etc. With these and related developments the Ministry of Health and Social Services issued a family Planning Policy for Namibia in August 1995.

In collaboration with UNICEF, the Government produced (December 1991) its National Programme of Action for Children in Namibia, it has also worked with the UNDP on the Human Development Initiative. The Government also established the Department of Women Affairs in 1991 with the objective of enhancing the status of women by creating greater awareness on gender issues and reducing gender-based inequalities. All these actions/programmes have been instrumental to the development of a national population policy.

The Government also in mid-1992 established a Committee on Population in response to the need to prepare for both the 3rd African Population Conference in Dakar in November that year, and the 1994 International Conference on Population and Development (ICPD 94') The Committee prepared a national report for the Dakar international conference, which was modified in 1993 for the

ICPD '94 Conference. Both documents set the stage for consolidating our understanding of population and development interrelationships in Namibia. In addition, Namibia is an active member of the Southern Africa Multilateral Working Group on Population and Development which meets bi-annually.

5.2 Institutional Arrangements

As a major step in institutionalising population in its planning process, the National Planning Commission in July 1993 created a Population Planning Unit, (PPU) the long-term objective of which was to promote and sustain the development and implementation of a national population policy and the integration of population factors in the overall socio-economic development planning.

In order to promote knowledge of population and development interrelationships, Government, in collaboration with UNFPA, also established concrete programmes of population information, education and communication (IEC); one in the Ministry of Education and Culture in 1993 to promote population education in schools, and the other in 1994, in the Ministry of Information and Broadcasting, to promote IEC within the population at large. All these population programmes and projects are being co-ordinated by the PPU with the assistance of the Inter-Agency Technical Committee on Population (IATCP) which was constituted by the NPC to provide technical advice and policy directives to the Government that will facilitate the process of population policy formulation and programme development. The IATCP brings together representatives of all on-going population project managers, and officers in charge of population related activities in all the government sectors, parastatals and NGOs.

The PPU and the Inter-Agency Technical Committee on Population (IATCP), collaborated with the other units in the country's planning machinery, as well as other population projects, to ensure that there was a general agreement through wider consultations with the different groups on the nature and direction of Namibia's population policy and the acceptability as well as feasibility of policy measures to be adopted.

5.3 Awareness Creation and Consensus Building

It was considered essential that part of the consultative process which PPU/IATCP should pursue in the country in order to gain wider support for the policy and the measures should start at the formulation stage. To this end the Population Planning Unit and the IATCP, in collaboration with UNFPA, embarked upon a series of sensitisation missions to all the regional offices, followed by regional workshops that covered the country's 13 regions during a period of two years beginning mid-1993. In addition, one national workshop on population issues was organised for one week in May 1994. This whole process was concluded with the **National Conference on Population Policy Considerations in Namibia**. The Conference, which was conducted for one week in July 1995, brought together a wide range of experts, policy makers and planners (from Government sectors, agencies, educational institutions, non-Government organisations and the private sector); they exchanged views on the population situation in relation to development prospects in Namibia and offered suggestions for policy and programme development.

5.4 Drafting of the Policy

Following the recommendations of this Conference, a Population Policy Drafting Committee was established, drawn from planners in the Government sectors, the Inter-Agency Technical Committee on Population, the academic community and private bodies. The drafting committee, after a series of

deliberations on the working draft, produced a second draft in December 1995. This draft document was sent to all the concerned sectors and bodies early in 1996, including regional offices for their inputs. In order to give a clearer understanding of the intricacies and implications of the policy proposals in the draft document, the Population Planning Unit and the United Nations Population Fund (UNFPA) including other GRN/UNFPA population project managers, went on an advocacy mission again to each region in support of this draft document with a focus on regional governors, line ministries, representatives of the people, as well as religious and opinion leaders.

5.5 Official Approval

All the comments received were carefully studied by the Drafting Committee and accordingly reflected in the production of the final draft which was then presented to the Director General, National Planning Commission for onward transmission to the Commission. The draft document was considered and approved by the Commissioners in September 1996. Thereafter the draft population policy document was presented to Cabinet which also gave its approval in November 1996. This process was clearly in line with the national policies and plans of action adopted by the International Conference on Population and Development, Cairo, 5-13 September 1994 (ICPD '94). Specifically the Conference, which had a strong Namibian delegation, noted the growing recognition that population - related policies, plans, programmes and projects, to be sustainable, needed to engage their beneficiaries fully in their design and subsequent implementation. All nations in the process of formulating their national population policies and programmes were therefore urged by the Cairo Conference to encourage the "active involvement of elected representative of the people, particularly parliamentarians, concerned groups, especially at the grass roots level, and individual". (United Nations ICPD '94; ST/ESA/SER. A/149; 1995; p. 67)

6. PRINCIPLES

- 6.1 This Population Policy (hereafter referred to as "the policy") recognises the sovereign right and responsibility of the Government and People of the Republic of Namibia to exercise their best judgements in dealing with their population problems, having regard to the country's constitution and development priorities, with full respect for the various religious and ethical values and cultural backgrounds of the people, and in conformity with universally recognised international human rights.
- 6.2 The policy recognises that social and economic development influences population dynamics and population factors in turn affect social and economic development. Therefore, the population policy is conceived as an integral part of, and not a substitute for, the national development policy.
- 6.3 The policy places people (the national population) at the centre of development and therefore recognises the need to integrate population factors into the planning process in order to achieve sustainable human development for the country.
- 6.4 The policy recognises the existence of regional, ethnic and cultural variations with regard to population and development issues and thereby provides general guidelines for responding to these issues by influencing the future course of such demographic factors as fertility, mortality and migration.
- 6.5 The policy recognises the need to assist couples and individuals meet their reproductive goals in a framework that promotes optimum health, responsibility and family well-being, and respects the dignity of all persons and their right to choose the number, spacing and timing of the birth of their children.

- 6.6 The policy recognises the need to ensure that comprehensive and factual information and a full range of reproductive health care services, such as family planning, prenatal care, delivery and post-natal care, prevention and treatment of sexually transmitted diseases (including HIV/AIDS) and other reproductive and sexual health conditions, are accessible, affordable and acceptable to all users”.
- 6.7 The policy recognises the need to promote to the fullest extent the health, well-being and human potential of all children, adolescents and youth who constitute the nation's future stock of human resources; and that their skills having been developed should be put to effective use through productive employment.
- 6.8 The policy recognises the need to promote gender equality and equity and therefore strives to enhance the contributions of women to sustainable development through their full involvement in policy- and decision-making processes at all stages and participation in all aspects of production, employment, income-generating activities, education, health, and related spheres of life.
- 6.9 The policy takes into account the fact that the livelihoods of Namibians and the economy depend on the country's natural resources (water, productive land and energy), and that these essential resources are increasingly becoming scarce or degraded; it therefore recognises the need to develop strategies that use these dwindling resources in a more efficient and sustainable manner.

7. POPULATION POLICY GOAL, OBJECTIVES AND TARGETS

7.1 *Population Policy Goal*

The major goal of the population policy is to contribute to the improvement of the standard of living and quality of life of the people of Namibia. This will be achieved through the harmonisation of the dynamics of Namibia's population (growth rate, age and sex structure, migration and urbanisation) with the country's resource potentials in order to accomplish development objectives.

7.2 *Population Policy Objectives*

The specific objectives of this population policy shall be:

- 7.2.1 To improve the quality of life of the people through population and development policies and programmes designed to alleviate poverty and promote sustainable development;
- 7.2.2 To improve the health and welfare of the people by reducing the incidence of morbidity and mortality, particularly infant, child and maternal mortality;
- 7.2.3 To achieve general access to the necessary information and education that will enable couples to make rational choices regarding family formation (including marriage, number of children and timing of births) and create awareness in the people about population and development issues;
- 7.2.4 To achieve a reduction in the growth rate of the population by promoting family planning methods, (such as the pill, injectables, intra-uterine contraceptive devices (IUCDS), condoms, diaphragm, cervical cap, spermicides, surgical sterilisation, sexual abstinence, calendar rhythm, breastfeeding etc.) on a voluntary basis, to reduce the level of fertility;

- 7.2.5 To ensure a balanced development of rural and urban areas in order to prevent maldistribution of the population and excessive urbanisation;
- 7.2.6 To achieve people's effective contribution to the development process through proper education and training and by utilising effectively the available human resources through provision of adequate employment opportunities, particularly to women and the youth;
- 7.2.7 To achieve proper management and sustainable utilization of the resources of the environment through reduction of both unsustainable consumption and production patterns and the development of appropriate policies and programmes;
- 7.2.8 To achieve the integration of population factors in development planning by improving and sustaining the country's population and socio-economic data base;
- 7.2.9 To ensure the welfare of the people by promoting appropriate laws and encouraging positive socio cultural practices.

7.3 *Population Policy Targets*

The following represent the major targets of the population policy:

- 7.3.1 Reduce the overall growth rate of the population from the 1995 projected 3.2 per cent per annum (1991-1996) to 3.0 per cent by the year 2006 and to 2.0 per cent by the year 2025.
- 7.3.2 Reduce infant mortality rate from the current level of 57 per 1000 live births to 40 per 1000 live births by the year 2006 , and to 30 per 1000 live births by 2015.
- 7.3.3 Reduce maternal mortality rate from the current level of 225/100,000 live births to 112/100,000 by the year 2000.
- 7.3.4 Reduce total fertility rate from the current level of 5.4 to 5.0 by the year 2006 and 3.5 by year 2015.
- 7.3.5 Reduce severe and moderate malnutrition amongst under-fives from the current level of 26 per cent to 13 per cent by the year 2000.
- 7.3.6 Make quality reproductive health services accessible, affordable and acceptable to all sexually active persons.
- 7.3.7 Increase contraceptive use from 23 percent in 1992 to 35 percent by the year 2000 and 50 percent by the year 2010.

8. POPULATION POLICY STRATEGIES

In order to achieve the goals and objectives of this policy, including the targets, a number of multi-sectoral strategies or measures shall be adopted. These strategies include:

8.1 *Reproductive Health and Family Planning*

- 8.1.1 The existing family planning services shall be strengthened and promoted, and the quality of reproductive health services shall be improved in terms of training, equipment and logistic support;
- 8.1.2 Couples and individuals shall be empowered to exercise their reproductive rights such as to freely and responsibly decide the number of children they want to have and the spacing between children;
- 8.1.3 The capacity of health workers to undertake more efficient and acceptable delivery of family planning services shall be enhanced through training and provision of adequate conditions of service;
- 8.1.4 The active involvement of men in family planning practices shall be encouraged;
- 8.1.5 Family planning services shall be made accessible to all exposed persons;
- 8.1.6 The existing programme of preventing and controlling the spread of sexually transmitted diseases, including HIV/AIDS, shall be strengthened;
- 8.1.7 Reproductive health services in the country shall be strengthened and access to the services, especially to all exposed persons living in distant communities, shall be increased and the services of traditional birth attendants shall be recognised and their skills upgraded;

8.2 *Health, Morbidity and Mortality Measures*

- 8.2.1 Promotion of proper nutrition and provision of safe water and appropriate sanitation shall be accorded a high priority by the government;
- 8.2.2 The malaria control measures now in place shall be strengthened and access to malaria treatment improved;
- 8.2.3 The existing tuberculosis control measures shall be strengthened;
- 8.2.4 The existing programmes which protect/promote the health of children shall be strengthened;
- 8.2.5 The integration of people with disabilities into the mainstream of the Namibia society shall remain a priority;
- 8.2.6 The existing measures to assist retired and elderly people shall be improved and strengthened;
- 8.2.7 Adequate provision shall be made for housing and related facilities for urban and rural population.

8.3 *Gender Equality, Equity and Empowerment*

- 8.3.1 Parents shall be encouraged to keep their children at school, both boys and girls;
- 8.3.2 The school curricula shall be gender sensitive and avoid gender stereotypes;

- 8.3.3 Women shall be empowered to acquire and dispose of property;
- 8.3.4 Women shall be empowered to fully utilise their skills and resources in all walks of life so as to make their full contributions to the development process;
- 8.3.5 Men shall be sensitized on gender issues and paternal responsibility;
- 8.3.6 Teenage pregnancy and marriage of girls under 18 years, shall be discouraged.

8.4 *Population Information, Education and Communication (PIEC)*

- 8.4.1 Environmental education shall be promoted, with emphasis on efficient management of natural resources, at all levels of the educational system as well as in the population at large;
- 8.4.2 The existing health education measures shall be strengthened on how to prevent communicable diseases including sexually transmitted diseases, particularly HIV/AIDS, tuberculosis, etc.;
- 8.4.3 Communities shall be provided with adequate information on breastfeeding, immunization, home management of diarrhoea and respiratory infections, as well as on better nutrition;
- 8.4.4 The public shall be educated on the social and economic consequences of large families;
- 8.4.5 Population education, including sexuality, shall be incorporated into the school curriculum at all levels of the education system for the school going population while special population education programme shall be designed to address the out-of-school population;
- 8.4.6 The training of health workers, particularly on work ethics, counselling and communication skills shall be given priority.

8.5 *Legislative Measures*

- 8.5.1 The reproductive rights of women and men shall be recognised legally;
- 8.5.2 The traditional and family laws shall be reviewed in order to guarantee the reproductive rights of women;
- 8.5.3 The **Married Person's Equality Act** shall be enforced nation-wide;
- 8.5.4 Traditional and cultural practices which are positive, such as prolonged breastfeeding, shall be encouraged, while practices which militate against reproductive rights or against the new law shall be abolished;
- 8.5.5 The maternity leave shall be for three months, and with pay;
- 8.5.6 Incentives, such as tax rebate, shall be considered for couples and individuals with fewer children;
- 8.5.7 Legal provisions shall be made with regard to property rights for both orphans and children born out of wedlock;
- 8.5.8 The age of mandatory retirement shall be reduced to 55 years and the entry point salary scale lowered in order to open up more job opportunities for young people.

- 8.5.9 The existing laws which militate against the establishment and growth of informal sector activities shall be reviewed and new laws enacted to promote self-employment.

8.6 *Human Resource Development and Utilization*

- 8.6.1 Appropriate policy and programme for human resource development and utilization shall be developed;
- 8.6.2 Formal and non-formal education and training to produce adequate skills for the labour market shall be promoted;
- 8.6.3 Employment opportunities for men and women, with focus on the youth, shall be developed;
- 8.6.4 Establish and maintain the effective functioning of a labour market information system to ensure the effective management of human resources;
- 8.6.5 Integrated rural and urban development shall be promoted in order to reduce the rate of rural-to-urban migration and forestall parasitic urbanisation.

8.7 *Data and Research*

- 8.7.1 The existing institutions involved in the collection, analysis and dissemination of population and related data for planning shall be strengthened;
- 8.7.2 Capacity building for research and programme implementation by shall be promoted by strengthening the existing institutions and through networking;
- 8.7.3 The timely, and continuous collection, analysis and dissemination of population and civil registration data (births, deaths, marriages, international migration) shall be encouraged;
- 8.7.4 Research on emerging issues such as orphanage, ageing, and socio-cultural factors affecting demographic behaviour, particularly sexuality, family formation, migration, gender discrimination, etc., shall be promoted.

9. INSTITUTIONAL FRAMEWORK FOR POLICY IMPLEMENTATION

The management of a national population programme is often a complex exercise, involving a wide range of multi-sectoral activities at the various levels of socio-political and regional aggregation. Therefore the institutional framework must be clearly defined and workable, with equally clear operationalization of functions. Needless to emphasise, the active involvement of government sectors, non-government organisations, as well as the goodwill and political support by Government in mobilising adequate financial resources, is critical to the successful implementation of any population policy and programme.

Namibia's population policy and programme shall be operated at national, regional, and community levels, with full government support and active participation by the concerned sectors and non-government organisations. The structure for policy implementation shall be based on the existing administrative framework for development policy formulation and programme delivery. Since the population policy is an integral part of the national development policy, its implementation shall also be in conjunction with other government social development programmes. The institutional structure for policy and programme implementation is illustrated in Annex I. Overall decision on the

national policy shall be taken by the Cabinet through its conventional channels of operation, the Parliament.

9.1 *The National Advisory Committee on Population and Sustainable Development (NACPSD)*

The National Advisory Committee on Population and Sustainable Development (NACPSD) shall be established under section 8 of NPC Act and shall be the highest advisory body to the National Planning Commission on all matters pertaining to population and development. The Committee shall advise the Commission on policy review and population programme management within the context of the overall national development design.

The Secretariat of the committee shall be the Population Planning Unit in the National Planning Commission. The specific responsibilities of the Committee shall include:

- (a) making recommendations for population policy review;
- (b) ensuring the design and implementation of a comprehensive national population programme;
- (c) mobilising human and material resources, at national and international levels, for population programme implementation;
- (d) serving as the clearing house for all population programmes and projects in Namibia;
- (e) briefing the Cabinet and the President about population matters as often as deemed necessary; and
- (f) functioning in any other ways that would promote population and development activities in the country.

The Inter-Agency Technical Committee on Population (IATCP) shall serve as the technical/professional arm of the NACPSD, providing advice and technical reports as inputs into the council's briefs.

Membership of the Committee shall be drawn from the high level of government, private and non-government organisations in the country, to reflect the social, economic and cultural diversities which characterise Namibia as nation, as well as the importance of population matters to the government, communities, families and the individual.

9.2 *National Planning Commission*

The co-ordination of the population policy implementation plans and programme shall be the responsibility of the National Planning Commission. It shall advise the Government on programme priorities and provide necessary advice to the NACPSD in mobilising local and international resources in support of population activities. The Commission shall ensure that the programme of policy is continuously monitored and evaluated periodically. The Commission shall also ensure that population and related socio-economic data will continue to be collected, analysed and disseminated by the Central Statistics Office to facilitate the full integration of population factors into the development planning process at all levels.

9.3 *Population Planning Unit*

The Population Planning Unit (PPU) of the National Planning Commission shall serve as the focal point for the co-ordination, synthesis, review and evaluation of population policies and programmes. It shall be strengthened to perform the following specific functions:

- * establish a system of information exchange and co-ordination among research and training institutions and government agencies participating in population advocacy, reproductive health family planning and capacity building programmes;
- * ensure that population activities, at the design and implementation stages, are in line with economic growth and social development goals and are integrated into the development planning process;
- * make the necessary technical inputs to the population activities of other sectors and NGOs;
- * collaborate with other sectors and agencies in population activities to design and implement a framework for continuous monitoring of population programme activities and their periodic evaluation.

9.4 *The Inter-Agency Technical Committee on Population*

9.4.1 *Duties*

The Inter-Agency Technical Committee on Population (hereinafter referred to as "the Committee"), as already constituted, shall provide technical advice to the National Advisory Committee on Population and Sustainable Development (NACPSD) that will facilitate the process of national population policy review and the development, as well as, implementation of a national population programme. The Government shall strengthen the Committee to:

- (i) Advise the NACPSD on key strategies and relevant matters crucial to the implementation of the policy, such as training, institution building, information dissemination, monitoring and evaluation;
- (ii) Assist the Population Planning Unit (PPU) in the Secretariat of the National Planning Commission to articulate the specific research needs of population programme, guide the design and formulation of specific research projects, and research works;
- (iii) Evaluate research reports as well as workshop/seminar reports and proceedings and advise on mode of dissemination.
- (iv) Promote interministerial/sectoral links and collaboration in the review of the national population policy, programme management, and the integration of population factors in development planning.

9.4.2 *Mode of Operation*

- (i) The Permanent Secretary, National Planning Commission, shall serve as the Chairperson to the Committee;
- (ii) The Committee shall appoint its Secretary;
- (iii) The Population Planning Unit of NPC shall serve as the Secretariat of the Committee;
- (iv) At any of its regular meetings, a quorum shall be formed if $\frac{2}{3}$ of the members are present; otherwise $\frac{1}{2}$ of the members shall form a quorum at any other meetings;

- (v) Statutory meetings of the Committee shall be held 4 (four) times in a year; but the Chairperson, on his/her own discretion, or on the advice of the Committee, may call the meeting of the Committee as often as deemed necessary;
- (vi) The Committee, in collaboration with PPU shall work closely with the Regional Governors and the Regional Council Management Committees to effect the implementation of their regional population programmes.

The Inter-Agency Technical Committee shall be advised on special population matters by its four sub-committees; namely (i) Research, Monitoring and Evaluation; (ii) Population Information, Education and Communication; (iii) Health and Family Planning; (iv) Regional Population Programmes.

9.5 Regional Bodies

The Governor's Office shall take responsibility for identifying the regional dimensions of the national population policy and advising the Regional Development Co-ordinating Committee accordingly.

A regional Population Committee shall be established in the Governor's office in each Region in the country.

The Regional Development Co-ordinating Committee shall work closely with the Directorate of Regional and Local Government in the Ministry of Regional Local Government and Housing (MRLGH) in co-ordinating all population activities in the Region.

Programme implementation at the regional level shall be the responsibility of the MRLGH, through its Regional Council Management Committees.

The Regional Development Co-ordinating Committee shall derive its population policy impetus from the Regional Population Committee and advise the Division of Local Government Co-ordination accordingly. It shall work in close collaboration with the Regional management committee to implement the population policy at the regional level.

9.6 Community Organisation

Population issues and government policy shall be discussed at constituency meetings. All population activities at the Constituency level shall be co-ordinated by the Constituency Administrative Office. The implementation of community level population programmes shall be the responsibility of the Constituency Committee.

9.7 Project Management

All population project proposals involving Government and/or international support shall be submitted to the National Planning Commission for evaluation. The National Planning Commission shall have the final authority to approve such population programmes and projects for execution in the country. Any project, to be qualified for approval, shall satisfy the following conditions, among others:

- * relevance of aims and objectives to the national population policy;
- * financial justification;
- * technical feasibility;
- * availability of executive capacity;

- * ethical acceptability;
- * legal and constitutional harmony;
- * capacity building potential;
- * relevance to the target population;

All population projects, having been approved, shall be subject to continuous monitoring and periodic evaluation by the implementing and executing agencies.

9.8 *NGOs and other Private Organisations*

An effective partnership shall be promoted between the Government and non-government organisations (NGOs) and private bodies involved in population activities in the country, particularly in project design, monitoring and evaluation. Inputs by NGOs and private organisations shall be integrated into the design of action plans for the implementation of this policy.

10. RESOURCE MOBILISATION FOR POLICY IMPLEMENTATION

Government shall mobilise adequate human and material resources to the programme for implementing the population policy. Government shall also mobilise community support, as well as support in cash and kind from private organisations in the country. External support shall also be mobilised, including technical inputs, money and supplies, to ensure the successful implementation of the programme of population policy.

11. RESPONSIBILITIES OF MINISTRIES AND INSTITUTIONS IN POLICY IMPLEMENTATION

The Office of the President shall continue to provide overall policy guidance in matters relating to this population policy as well as population and development issues in general. It shall be the direct responsibility of the National Advisory Committee on Population and Sustainable Development to advise the Cabinet and the Office of the President on population matters from time to time. While all government sectors and institutions are expected to be involved in the policy implementation process, the following ministries/institutions, however, shall play a major role:

- * National Planning Commission
- * Ministry of Health and Social Services
- * Ministry of Basic Education and Culture
- * Ministry of Higher Education, Vocational Training, Science and Technology
- * Ministry of Information and Broadcasting
- * Department of Women Affairs
- * Ministry of Youth and Sport
- * Ministry of Home Affairs
- * Ministry of Justice
- * Ministry of Regional Local Government and Housing
- * Ministry of Agriculture, Water & Rural Development
- * Ministry of Environment and Tourism
- * Ministry of Labour
- * Ministry of Foreign Affairs
- * Ministry of Trade and Industry
- * Ministry of Lands, Resettlement and Rehabilitation

- * Ministry of Mines and Energy
- * Ministry of Works, Transport and Communication
- * University of Namibia
- * The Namibian Economic Policy Research Unit

These ministries and institutions shall work in close collaboration with concerned non-government organisations, local private bodies, as well as international agencies in executing the programme of population policy. Each sector is expected to work out its own strategy but the broad responsibilities of the listed ministries and institution shall, among others, include the following:

11.1 National Planning Commission

- * Population policy review;
- * Population programme co-ordination, including monitoring and evaluation;
- * Review and approval of all government financed and/or agency-supported population projects;
- * Co-ordination of all population projects;
- * Generation of national data on population and related matters, including censuses and surveys;
- * Determination of research priorities on population issues;
- * Integration of population factors into the development plan process;
- * Resource mobilisation for population programme implementation;
- * Analysis, publication and dissemination of data generated from censuses, sample surveys, vital registration, and the like;
- * Promote capacity building for research, programme design, co-ordination, monitoring and evaluation;
- * Provide technical assistance to other sectors involved in population activities.
- * In collaboration with other sectors develop and implement a comprehensive national human resources development and utilisation plan.

11.2 Ministry of Health and Social Services

The Ministry of Health and Social Services shall design appropriate sectoral strategies to strengthen, consolidate and expand the provision of services in the following areas:

- * reproductive health and family planning;
- * health information, education and communication at all levels;
- * control of diarrhoea and acute respiratory infections;
- * immunization against communicable diseases;
- * control and prevention of malaria;
- * preventive and promotive health services of children and adolescents;
- * prevention of chronic malnutrition and stunting in children under five years;
- * prevention and control of the spread of sexually transmitted diseases, including HIV/AIDS;
- * capacity building for health delivery;
- * rehabilitation of disabled people.
- * care of the elderly persons.

11.3 Ministry of Basic Education and Culture

The population-related activities of the Ministry of Basic Education and Culture shall involve the following:

- * Integration of population education into the school curricula at all levels;
- * Capacity building in the training of teachers of population education;
- * Design and publication of instructional materials on population education;
- * Promotion of career guidance;
- * Promotion of counselling services to learners, particularly to discourage incidence of pregnancy while in school;
- * Provision on counselling on professional ethics among teachers;
- * Provision of population education to parents through well organised parents - teachers association and public meetings.

11.4 Ministry of Higher Education, Vocational Training, Science and Technology

The ministry of Higher Education, Vocational Training, Science and Technology shall have responsibility for the following:

- * Capacity building for teaching, research and evaluation in the field of population and development;
- * Training of higher - level human resources in population and development issues through incorporation of demography and population studies into the education system;
- * Training of teachers of population education;
- * Production of books and instructional material on population;
- * Promotion of research works in the field of population and development.
- * In collaboration with other sectors identify the skills which are needed for economic growth in the modern sector and develop appropriate programmes in response to those needs.

11.5 Ministry of Information and Broadcasting

The Ministry of Information and Broadcasting shall take responsibility for the following:

- * Design and implementation of a national population information, education and communication (IEC) strategy;
- * Co-ordination of the IEC components of the various sectoral programmes on population;
- * Provision of IEC services to both the in-school and out-of-school population;
- * Capacity building in the IEC sector;
- * Provision of IEC to the remote rural population;
- * Technical support for, and input into, all the sectoral IEC programmes in the country.

11.6 Department of Women Affairs

The Department of Women Affairs shall work closely with the other sectors to articulate gender issues in their sectoral policies and integrate gender concerns in their respective programmes, with emphasis on the following:

- * removal of all forms of legal, administrative and cultural barriers against the emancipation of women;
- * creation of equal opportunities for boys and girls in education and training;
- * discouragement of any form of discrimination against the employment of women in all fields;
- * implementation of affirmative policy to redress past injustices against women in such areas as employment, ownership of property, economic independence, and the sort;
- * research and policy studies on gender issues in development;
- * public education on the role of women in development;

- * responsible parenthood;
- * reproductive health and reproductive rights.

11.7 Ministry of Youth and Sport

The Ministry of Youth and Sport, in collaboration with the National Youth Council and other national Youth bodies/associations, shall work closely with the other sectors to promote the following:

- * provision of appropriate education and training for children, adolescents and the youth;
- * provision of career guidance and counselling services;
- * creation of appropriate employment opportunities for the youth;
- * provision of population information, education and communication services for the youth;
- * active involvement of the youth in community services.

11.8 Ministry of Home Affairs

The Ministry of Home Affairs shall be strengthened in its capacity for collecting, collating (and in collaboration with the National Planning Commission) analysing and disseminating data on the following:

- * registered births;
- * registered deaths;
- * registered marriages;
- * immigration records;
- * emigration records.

The Ministry shall ensure that vital events are adequately registered, on a continuous basis, and that registration is universal and complete.

11.9 Ministry of Justice

The Ministry of Justice shall take responsibility for the following:

- * The harmonisation of the population policy with the constitution and the laws of the country;
- * Facilitation of the reform or development of any existing law and the making of new ones;
- * The scrutiny of legislative proposals that are aimed at facilitating self-employment;
- * The scrutiny of appropriate legislative proposals designed to guarantee freedom of individuals and couples to plan their families and exercise their reproductive rights;
- * The scrutiny of legislative proposals aimed at removing legal barriers to the production, importation or distribution of contraceptives and other family planning methods;
- * The enforcement of laws pertaining to the permissible age for entry into a marital union, a sexual relationship and the labour force.

11.10 Ministry of Regional and Local Government and Housing (MRLGH)

The MRLGH shall be the focal point for the co-ordination of regional and community activities in population, and shall take responsibility for the following:

- * co-ordinate all regional population programmes;
- * facilitate appropriate linkages with line ministries on population activities in the regions;
- * provide logistic support for population programme delivery in the regions;
- * enlist the participation of local communities in population activities;

- * participate actively in the management of community-based population projects;
- * facilitate the access of the population to decent houses and conducive living environment.

11.11 Ministry of Agriculture, Water and Rural Development

The Ministry of Agriculture, Water and Rural Development shall promote the following activities in support of the national population policy and programme:

- * environmental education, including sustainable use of natural resources - water, land and energy;
- * population information, education and communication through the staff of agricultural extension service;
- * incorporation of population education into the formal and non-formal agricultural training programmes;
- * community participation in population and related activities;
- * encouragement of educated youth to take farming as a profitable occupation.
- * Strengthen income generating activities

11.12 Ministry of Environment and Tourism

The Ministry of Environment and Tourism shall take responsibility for the following:

- * Incorporation of environmental education into the national population education programme;
- * Design and implementation of a national programme of environmental education for the out-of-school population;
- * Promote vigorously special programme of information dissemination on sustainable use of natural resources (water, land, vegetation, energy) in rural communities;
- * Discourage the use of wood for extensive fencing of land.
- * Strengthen community - based tourism industry.

11.13 Ministry of Labour

The Ministry of Labour shall, among others, take responsibility for the following:

- * Establish and sustain the effective functioning of a comprehensive national labour market information system;
- * In collaboration with other sectors collect, collate, analyse and disseminate information on available human resources;
- * Encourage the use of labour intensive public works programme to address aspects of human resource and environmental problems;
- * Develop appropriate human capacity for labour market information management;
- * Formulate and implement a national policy and plan that will optimise the development of the entire labour force;
- * Promote career guidance and occupational counselling in schools.

11.14 Ministry of Foreign Affairs

The Ministry of Foreign Affairs shall be involved in the following population - related activities geared toward the implementation of the population policy:

- * Mobilisation of external resources for policy implementation;
- * Providing the sectoral and national programmes with appropriate linkages to external bodies and agencies in order to facilitate international exchange of information and collaboration in research as well as programme management;
- * Facilitating the participation of the country in international conferences;
- * Enlisting the country's interest in relevant capacity building programmes abroad, including fellowships for training in higher institutions.

11.15 Ministry of Trade and Industry

The Ministry of Trade and Industry shall, among others, take responsibly for the following:

- * capacity building to improve the skills of workers and thereby raise the level of overall productivity of labour;
- * creation of employment opportunities in rural and urban areas;

11.16 Ministry of Lands, Resettlement and Rehabilitation

The Ministry of Lands, Resettlement and Rehabilitation shall be empowered to undertake the following responsibilities:

- * design and implement a comprehensive national rehabilitation programme for the disabled;
- * creation of employment opportunities for disabled and displaced persons;
- * encourage able-bodied men and women to take farming as a career;
- * provide information and necessary assistance to the rural population that would enable potential migrants take rational decisions.

11.17 Ministry of Mines and Energy

The Ministry of Mines and Energy shall be responsible for the following:

- * promote the use of alternative sources (s) of energy in place of wood in rural areas as a forest conservation measure;
- * discourage mining techniques which are not environmentally friendly.

11.18 Ministry of Works, Transport and Communication

The Ministry of Works, Transport and Communication shall take responsibility for the following:

- * promotion of labour - intensive public works programme as a way of creating employment of opportunities in rural and urban areas;
- * discourage the establishment of capital - intensive industrial projects.

11.19 University of Namibia

The University of Namibia shall be strengthened to undertake the following activities:

- * Develop capacity for training and organise training programmes in population and related fields;

- * Encourage research works of a multi-disciplinary nature in population, environment and development issues;
- * Publication and dissemination of research works in the field of population;
- * Encourage public dialogue and information dissemination through university or public lectures, programmes and related activities.
- * Establish training programme in population studies

11.20 The Namibian Economic Policy Research Unit (NEPRU)

NEPRU shall, in collaboration with relevant sectors and departments, conduct research on population and development issues and ensure the dissemination of research reports.

NEPRU shall assist other sectors in the design of appropriate indicators for population programme monitoring and evaluation.