

***Final Impact Evaluation
of ICEIDA interventions in the
fisheries sector in Namibia 1990-2010***

Final Evaluation Report

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Evaluation for ICEIDA



ICELANDIC INTERNATIONAL DEVELOPMENT AGENCY
ÞRÓUNARSAMVINNUSTOFNUN ÍSLANDS

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List of Acronyms

Acronym	Explanation
ACP FISH II	The ACP FISH II Programme is a 4.5-year programme financed by the European Development Fund on behalf of ACP (African, Caribbean and Pacific Group of states) countries.
BCC	Benguela Current Commission
BCLME	Benguela Current Large Marine Ecosystem
DMA	Directorate of Maritime Affairs
ECO	Fisheries <u>E</u> conomics database
ELDC	Electronic Landings Data Collection information system
FIMS	Fisheries Management System
GDP	Gross Domestic Product
GINI	GINI Coefficient ¹
HDI	Human Development Index
ICCAT	International Commission for the Conservation of Atlantic Tunas
ICEIDA	Icelandic International Development Agency
IMO	International Maritime Organization
IT / ICT	Information Technology / Information and Communication Technology
IMF	International Monetary Fund
MFMR	Ministry of Fisheries and Marine Resources
MRF	Marine Resources Fund
MGDs	Millennium Development Goals
NAMFI	Namibian Maritime and Fisheries Institute
NatMIRC	National Marine Information and Research Centre
NAMPORT	National Port Authority in Namibia
Norad	Norwegian Agency for Development Cooperation
PD	Project Document
PPE	Policy Planning and Economics Directorate of MFMR
PS	Permanent Secretary of MFMR
R/V	Research Vessel
SADC	Southern African Development Community
SADC-SCU	SADC - Sector Coordination Unit (<i>sector: Maritime Resources</i>)
SAP	Strategic Action Programme
TAC	Total Allowable Catch
UNDP	United Nations Development Programme
UNOPS	United Nations Office for Project Services
TCB	Training and capacity building

¹ GINI [A measurement of the income distribution of a country's residents. This number, which ranges between 0 and 1 and is based on residents' net income, helps define the gap between the rich and the poor, with 0 representing perfect equality and 1 representing perfect inequality. The more nearly equal a country's income distribution, the lower its Gini index ratio (%) will be. The more unequal a country's income distribution, the higher its Gini index ratio will be.]

TOR	Terms of Reference
UNAM	University of Namibia
VW	Vilhjálmur Wíium

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1. Executive summary:

The evaluation reported here was carried out from November 2013 to May 2014, with a visit to Namibia in last week of November and first week of December. The period being evaluated extends over 20 years, and many of the participants in the project work in Namibia could not be reached for interviews. However, nearly all-key personnel involved from both Iceland and Namibia contributed to this work, and are thanked for their contributions. The emphasis and focus of all interventions by ICEIDA in the first years was on supporting the development of a Namibian fishery sector. The budget invested by ICEIDA into the sector development over the 20 years was 14.8 million USD, with NAMFI being the largest single intervention of 6.2 million USD, followed closely with the USD 5 million overall for supporting marine research. The first interventions were focused on supporting development and gap filling measures, like support to the SADC Coordination Unit of Marine Resources, and for establishing Namibian fishery- and oceanographic research capacity.

The first successful ICEIDA project was to get the R/V Benguela operational through some refitting, bringing in Icelandic officers, and marine scientists for gap-filling and training locals and start first research cruises already in the autumn of 1990. Through experience gained of difficulties in finding crewmembers with any sea time experience, with ensuing high turnover rate of the inexperienced deckhands, ICEIDA soon started interventions to support officer training to build Namibian own capacity in jobs at sea, both for the fishery sector, coast guard and research vessels. Training of fishermen and officers for the fleet became a priority, and after Walvis Bay returned to Namibia in 1994, preparations for a maritime training centre were started. The establishment of the Namibian Maritime and Fisheries Institute (NAMFI), under the auspices of the Ministry of fisheries and Marine Resources (MFMR) with support from ICEIDA started in Walvis Bay 1996. NAMFI gradually became the main project focus for ICEIDA and by 2006-2007 the institute was successfully operating on its own without interventions by donor organisations.

During the second decade, the focus also moved to support the MFMR in developing its internal systems, and human capacity in fishery economics. These interventions lead to the very successful development of a fishery economics database (ECO), and improved policy planning procedures for the ministry for having the necessary oversight over the fishery sector that had become a major contributor to the Namibian economy. MFMR required longer-term knowledge capacity support for managing sustainable operational levels for setting TACs and quotas for fisheries, while ensuring economic viability of the sector. The MFMR ICEIDA interventions linked very well with the fact that the Namibian marine research capacity had matured to such an extent that ICEIDA had withdrawn from operating the research vessel, and no permanently based marine scientists from Iceland were needed at the research station in Swakopmund in the period from 1999-2010.

The support to the Benguela Current Commission (BCC) started in 2008 and lasted to 2011, and this project of supporting regional development was successfully managed by a secretariat in Namibia, without need for human resources from ICEIDA. Many of the local staff directing the BCC had benefitted from mentoring and training opportunities provided through ICEIDA and other donors during the early years following independence.

The overall ICEIDA program performance is considered to have been very successful. Especially as the ICEIDA project in Namibia started without much preparation, and was conducted in the spirit of providing technical assistance and expertise with one overall objective, i.e. helping to build a truly Namibian fishery sector. Looking back in time and reviewing the objective, ICEIDA and Namibian authorities jointly managed with help from other international development agencies to establish what could be termed a real industrialisation miracle. In a country where no artisanal fishery had existed and the general people were not used to the sea and the fishery being new to most of them, the feat achieved is not a minor one. Very shortly the Namibian fishery industry became one of the core industries providing significant share of the national income and providing large group of people with new employment opportunities. The results and experience gained by ICEIDA was gradually channelled into improvement of its own programme management strategies. Thus, the benefit of learning on the ground in collaboration with Namibian authorities resulted in improved decision-making and implementation procedures for ICEIDA, which have been incorporated into work in other developing countries.

The overall key conclusions from this evaluation are the following:

- The Namibianisation effort for the maritime sector was a success, and it was effectively supported by ICEIDA and is by now mostly self-sustaining,
- The overarching “Theory of Change” was an underlying driver for the interventions provided by ICEIDA that contributed significantly to a rapid build up of Namibian own human capacities in the maritime sector, and the initial gap-filling measures from ICEIDA were phased out over realistic time-scales,
- Namibians being mentored to take over as instructors at NAMFI were given necessary support to develop own capacity following increased emphasis from 2001 on pedagogic work with the Namibian counterparts,
 - Mentoring as a strategic method to enhance capacity building interventions was proven to be a key tool for effective support delivery, and should be routinely used by ICEIDA in its projects.
- The capacity of Namibia to take charge of managing its own natural maritime resources was given fundamental support at a critical early stage,
 - NATMIRC, research vessels, maritime scientists, fishery economics and MFMR planning capacity strengthening,
- The intervention provided to BCC from 2008- 2011 was highly effective, and builds on previous experience from support to SADC in the early 1990s,

- The significance of the rapid development of a Namibian fishery sector should be considered one of the cornerstones laying the foundations for a newly independent country. The fishery sector was very important for the development of the Namibian national economy,
- The fishery sector contributes significantly to the following areas:
 - Revenues of foreign currency through exports, and is second to mining,
 - Notably during the early years its contribution to GDP was up to a level of close to 9%, but as other industries have matured to support the economy it has decreased to about 4%,
 - Creation of employment opportunities for Namibians,
 - Regional and global acknowledgement of intent to manage natural resources in a sustainable manner.

The key lessons learned are:

- Dedication of good people goes a long way to compensate for lack of detailed project planning, but should not be the normal operational approach. Pioneer spirit existed in early part of mobilising interventions in Namibia, and this changed for the better planning and implementation in the second decade of interventions in Namibia,
- NAMFI as a project of major importance in the bi-lateral cooperation succeeded in the objective of supplying trained Namibians for the fishery sector,
- NAMFI, fails to achieve the all important objective of IMO accreditation following withdrawal of ICEIDA,
 - The exit plan for ICEIDA from support to NAMFI should have been better constructed, with proper intervention contingency plans in place, and a formal post project follow up made much earlier,
 - With hindsight it could be stated that decision to exit from all intervention support to Namibia was not with proper plans to achieve a key objective, and thus significantly fails on the IMO accreditation,
- ICEIDA showed strong entrepreneurial spirit with good intentions at the rapid mobilisation of interventions during Namibia's independence stage, however, improved preplanning during the early stages in Namibia would have created a better focussed initial approach,
 - Project planning, and good organisational procedures are essential to most project successes, and ICEIDA managed to learn fast and improve its approach to development projects over the 20-year period in Namibia.
 - BCC should be considered as a potential "*Flagship project*"² model for future work of ICEIDA in developing countries.

² Flagship Project is often used to denote projects that can provide examples of good practices, and provide a case framework for how best to do future work.

2. Introduction

2.1 Purpose of the evaluation report

This report reflects the results of the final impact evaluation of ICEIDA interventions in the fisheries sector in Namibia for the period 1990 to 2010, with main emphasis on the period of support from 1998-2010. This is in accordance with the Terms of Reference (TOR) annexed to this report. The scope of this evaluation is to assess the overall outcomes, impacts and implementation of ICEIDA projects in the Namibian fisheries sector during the two decades following the country's independence. The reports on the lessons learned and assessment of the following key issues:

- Assess the overall quality of this relatively long-term intervention period,
- The appropriateness of the intervention instruments,
- To assess as far as possible the explicit and implicit intended outcomes,
- The following interventions are given a special focus in the evaluation:
 - The Support to NAMFI (of major importance)
 - The support to the Ministry of Fisheries and Marine Resources, especially in terms of the role of advisors and other assistance.
 - The support to the Namibian participation in the Benguela Current Commission and SADAC.
 - The support to the Fisheries Economic Database (ECO) Project and Electronic Landings Data Collection (ELDC).
 - The support to the Marine Research Council (NatMIRC), especially in relation to its current status and sustainability.

2.2 Scope of the ICEIDA programme in support to the fishery sector

ICEIDA started its Namibian interventions in 1990 on basis of Nordic cooperation committee established to organise support to Namibia following its independence.

This Nordic joint effort was started as a response to a letter written, by Dr. Sam Nujoma before independence requesting assistance to be timely mobilised for an independent Namibia; to the Nordic countries prime ministers identifying needs in various areas³.

First ICEIDA experts arrived in 1990 right after The Republic of Namibia was founded, and in response to the original requests expressed in the above-mentioned letter, written by the first president of Namibia. The interventions focused

“Theory of Change” (TOR)

From the Icelandic perspective the underlying theory can legitimately be described to be the following:

By providing funding and Icelandic expertise in the fisheries sector and marine research and training, Namibian shortcomings in relation to these areas could be gap-filled in the short run, and then by extension the country would be able to build a more solid base leading to self-sufficiency with targeted support from abroad during a development period. Eventually Namibia would be taking over the management of the natural resource with local know-how and personnel.

³ Björn Dagbjartsson (2001) Þróunarsamvinnustofnun Íslands. Ágrip af 20 ára sögu. Fréttabréf (Newsletter) ÞSSÍ April 2001.

initially on oceanographic and fishery research activities. By August 1990 ICEIDA had seven experts in the marine research area in Namibia. The two projects in this area were i) fishery and oceanographic research support involving three marine scientists, and ii) officers for the marine research vessel R/V Benguela (captain, 2 deck, and 2 engineering officers). This was to bridge initial lack of Namibian personnel capacity, and provide training and support general capacity building in Namibia. This support to marine research was then gradually phased out as own capacity was developed, and last ICEIDA officers of then a newer research vessel, the R/V Welwitschia, left their post in December 1999. Last ICEIDA marine scientist left the marine research institute NatMIRC in end of the year 1999, or early 2000.

ICEIDA was also involved in supporting the SADC office in Namibia in the early years, and later a special advisor for the Ministry of Fisheries and Marine Resources (MFMR) was based at the ministry in Windhoek. From 1993-1994 ICEIDA started interventions in maritime training that lead to support to the establishment of the Namibian Maritime and Fisheries Institute (NAMFI), and this quickly became the largest support intervention by ICEIDA and was on going to 2006-2007, when technical and financial support stopped.

As this first period was previously evaluated in 1998, and as the report⁴ produced then is considered to largely cover the early period, a lesser focus is given to this period (1990-1998) in the current impact evaluation report.

Thus, the main focus of this report is given to evaluating the impacts of interventions in the following twelve years; however, the overall impacts for the whole period are considered as well. The current impact evaluation therefore reports on the “Theory of change” as defined in the TOR, success of Namibianisation efforts in the fishery sector, relevance, efficiency and sustainability of the interventions carried out and their overall outcomes.

The main scope of the current evaluation project is NAMFI, Ministry of Fisheries and Marine Resources, Benguela Current Commission (BCC) and SADC, the support to the Fisheries Economic Database (ECO) Project and Electronic Landings Data Collection (ELDC) Project, and the National Marine Information and Research Centre (NatMIRC).

⁴ Michael Fergus (1998). Evaluation of the Co-operation Programme between ICEIDA and Namibia, Nordic Consulting Group A.S. Oslo, Norway, Final Report September 1998.

Acknowledgement

The evaluation was supported by interviews with many individuals in both Namibia and in Iceland, and their support and willingness to share information and give necessary background is much appreciated. The strong assistance provided by NAMFI staff during the work in Namibia is acknowledged and special thanks to Clive Kambongarera who dedicated time and support to ensure that crucial interviews could be scheduled. Refer to a full list of people interviewed, or that provided specific information, see Annex 4.

3. Program Profile

3.1 Namibia and the fishery sector

The republic of Namibia covers an area of 825,615 Km² (eight times larger than Iceland), and has a population of about 2.2 million (about seven times larger than Iceland's), bordering Angola, Zambia, Zimbabwe, Botswana and South Africa. The comparisons between the two development partners in their respective development status is very different, i.e. with a reported (UNDP 2013) Human Development INDEX (HDI) for Namibia in 2012 being 128 (a “medium” HDI) compared to Iceland with HDI of 12 (a “very high” HDI). The UNDP further reports that Namibia has in 2011 a GPD per capita of US\$ 6,800, compared to Iceland with US\$ 33,618. The GINI Index on family income distribution Namibia has significantly improved from 2003 to 2010, as the GINI index changed from 70.7 down to 59.7 during the period showing that family incomes in Namibia are being distributed more evenly, Iceland's GINI in 2010 is listed as being 28⁵.

In relation to this general background, Iceland decided to provide considerable resources to build, and support the establishment of a Namibian fishery sector that could be a major contributor the Namibian economy, providing jobs, and with emphasis on developing a sustainable natural resources management capacities. Against this background ICEIDA responded in 1990 to start providing financial support, and expertise through for building up the Namibian fishery sector, this was initially focused on providing a much needed gap-filling expertise, and then subsequent focus on training and advisory efforts for building Namibian own capacities.

Several bilateral agreements between the countries, “GENERAL AGREEMENT on Forms and Procedures for Development Cooperation between the Government of the Republic of Iceland and the Government of the Republic of Namibia” provided the framework for the fishery sector projects. The executing agency for majority of the projects was the Ministry of Fisheries and Marine Resources (MFMR) in Namibia, and for Iceland it was ICEIDA.



Figure 1 - Map of Namibia

⁵ Distribution of family income - Gini index, The World Factbook, CIA, accessed 15 February 2014,

The country has a 1,500 km coastline on the Atlantic Ocean and an exclusive Economic Zone (EEZ) of 200 nautical miles. The long Namibian coastline is bordered by the Namib Desert throughout its coastal region, and historically no artisanal fishery has developed due to the natural conditions and lack of habitable areas on the coast. Namibia has one of the most productive fishing grounds in the world, due primarily to the presence of the up-welling caused by the Benguela current brings nutrient rich waters up from the depths that stimulate the growth of microscopic marine organisms. These in turn support rich populations of fish, which form the basis of the marine fisheries sector, and the fishery sector's contribution to GDP has been estimated to be on average 4.6% over the period 2006-2010⁶.

Figure 2 below shows evolution of the sector GDP contributions based on two sources by two graphs that are superimposed on the main figure showing the total GDP growth in the period 1991 to 2011.

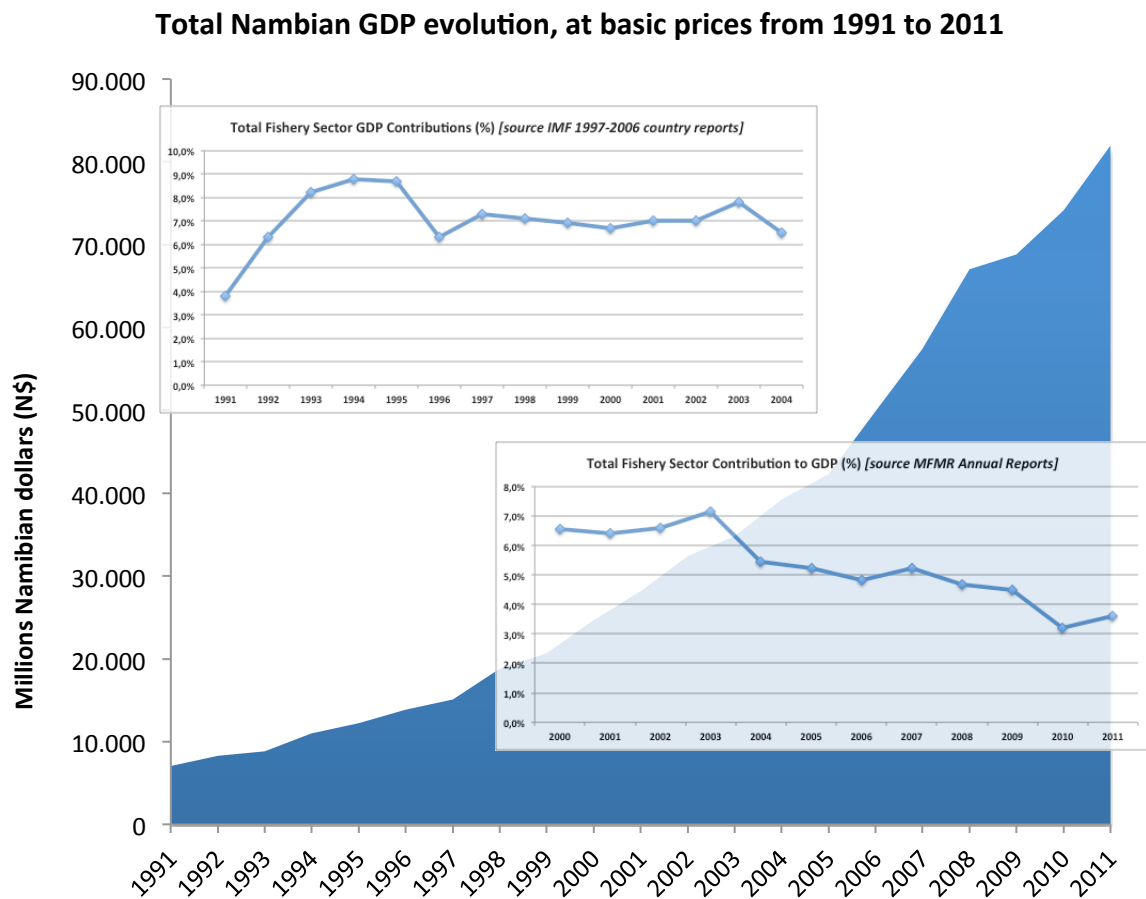


Figure 2 - The fishery sector is a crucial contributor to the national GDP, and of particular importance during the early period following independence, and remains the second largest export revenue generating industry sector (after mining). The two graphs superimposed, show the fishery sector contributions data from two sources, top from IMF and bottom from MFMR. The lowering ratio of contribution to total GDP in percentage is due to growth of mainly tertiary industries, as the fishery sector has increasingly gained added values by on shore processing and overall increased its income generation.

⁶ [Ministry of Fisheries and Marine Resources](#), accessed 5 January 2014

As is the case in other up-welling systems, relatively few species dominate and their abundance can vary greatly in response to changing environmental conditions.

After Independence, Namibia established control over the 200-mile EEZ and a new fisheries policy was introduced. This policy had two basic objectives:

1. To ensure ecologically sustainable management of fisheries;
2. To maximize benefits for Namibians from the fisheries sector, especially those previously excluded from the industry as a result of discriminatory laws and practices.

Since Independence in 1990, the fishing industry has grown to become one of the pillars of the Namibian economy⁷. The nutrient rich sea in the region provides the country with a good living marine resources base that was mainly exploited by foreigners up to the time of independence in 1990. The fishery resources were identified a major economic revenue base for the country, and means to provide sustainable employment to the Namibian people.

Manning (2005) states that the management of the Namibian hake fishery should be considered a success economically as sufficient resource rent is extracted to fully cover management costs (part of this resource rent is also used to fund NAMFI responsible for the maritime training in Namibia), and in addition make a net contribution to the national treasury. The Namibian Government has succeeded in recovering the cost of the resource management for most of the period since independence, which should be considered an exceptional achievement in one sense, because so few governments, if any, have achieved quite the same (Manning, 2005, and Huggins 2011).

The figure 3 shows an overview of the Total Allowable Catches, 1991 – 2009 (Source MFMR), compared to the reported capture production by FAO. The values for both the TAC set and reported captured follow closely, except in 1992-1993, and 2002-2003, where the captures exceed the set TAC. On the other hand in most other years the captures are within set TACs. This indicates that in Namibia an effective fishery resources management system is operating and the sustainability of the marine resources is given a high priority.

⁷ FAO (2002) Information on Fishery Management in the Republic of Namibia. Accessed on internet 05.01.2014, <http://www.fao.org/fi/oldsite/FCP/en/nam/body.htm>

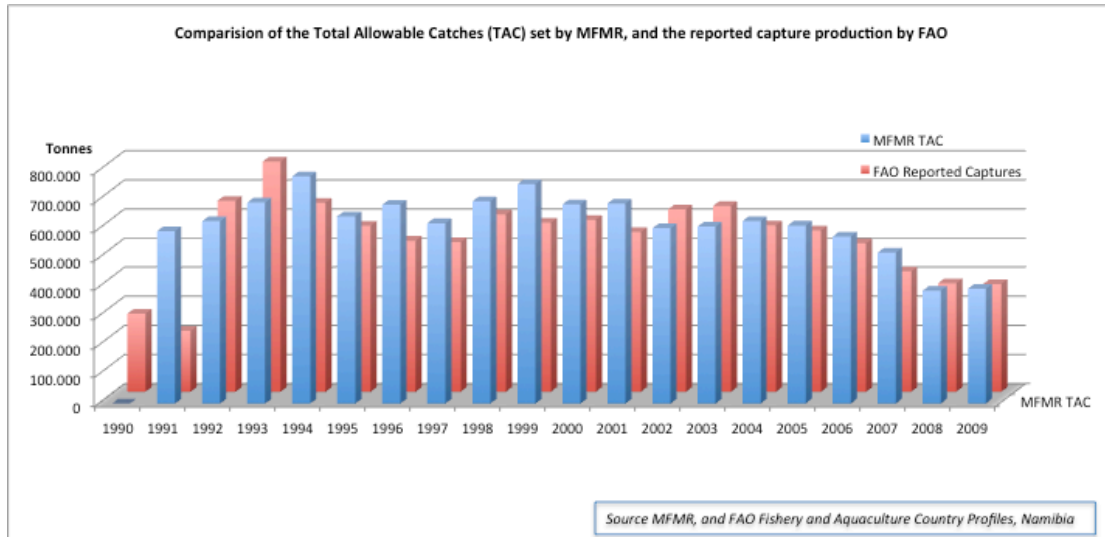


Figure 3 - The setting of Total Allowable Catches in Namibia shows responsiveness to modulate the resource management in harmony with environmental fluctuations and ensuring a sustainable resource. In the latter period shown a gradual reduction in overall TACs seems to indicate a marine system undergoing some changes in available base productivity.

The Benguela current marine ecosystem requires concerted management strategies at the regional level, and this work was launched in 1997, first through the BENEFIT project, then the Benguela Current Large Marine Ecosystem (BCLME) initiative was started to align regional strategies between Angola, Namibia, and South Africa. The Benguela Current Commission (BCC) is expected to become operational in first half of 2014, as a formally recognised international organisation. ICEIDA recognised the importance of this work, and ICEIDA supported this initiative, as part of the Namibia project, and its title was the “Strengthening the Capacity of the Benguela Current Commission (BCC) to implement an Ecosystem Approach to Fisheries (EAF) management in Namibia, Angola and South Africa”. This contract was signed in September 2008 and ICEIDA support lasted into 2011, enabling the BCC to use these funds for actions in both 2012 and 2013.

The case for hake resource management is very interesting, as following independence the TAC was cautiously increased over the years to 1996. Paterson (2013) mentions that by 1996 Namibian scientists had recommended that MFMR should return to the initial low catch levels (proposed a TAC of 62.000 tonnes), but a second group of scientists, who had been hired by industry, contested this decision. The consequent of this was that the TAC was set to 150.000 tonnes on basis of previous years high catch levels and high expectations regarding the resource productivity level (Sherbourne 2010).

Following this in 1999, a change in the fishing season from calendar year to TAC reference timing to May to end of April the following year, shows and “artificially” sudden increase of TAC from 165 up to 275 thousand metric tonnes, refer to figure 4.

The more actual TAC is from then on showing to have been stabilised to about 200 thousand tonnes for a few years, but with a sudden drop to 130 thousand tonnes in 2006. This indicates that well-founded scientific fishery advice is crucial for decision-making for this fishery, and MFMR must take note of the best scientific advice, and not risk the sustainability of the resource.

The trend curve (line) drawn on the figure 4, shows a trend towards a hake stock stabilising to yield about 130-150 thousand tonnes annually, this is further detailed in the new Hake Management plan of MFMR (2012).

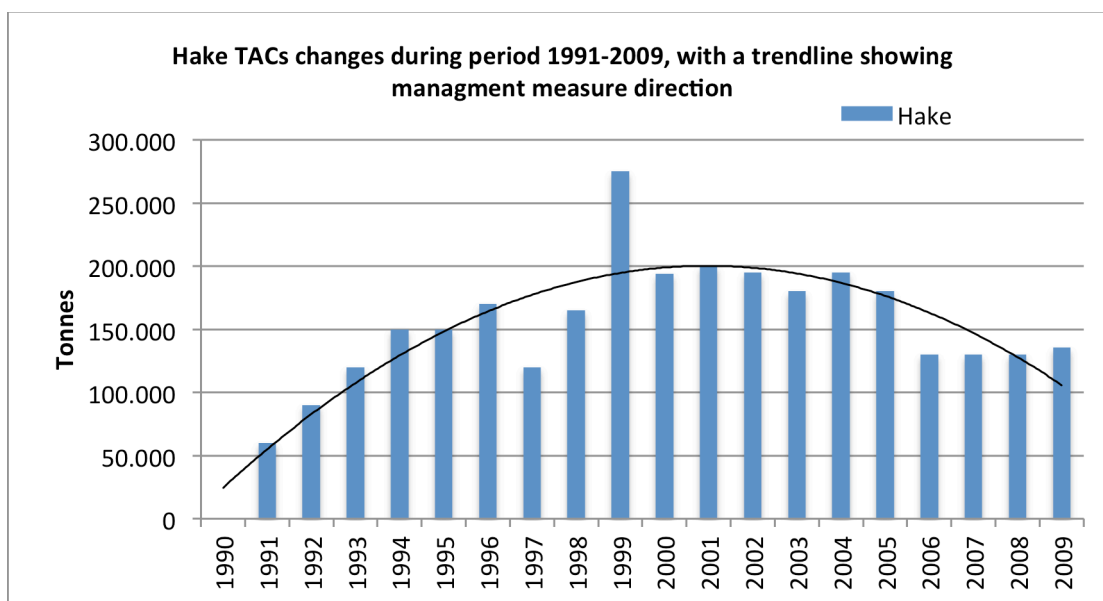


Figure 4 - Overview of the fluctuations in TACs for hake and trends for the fishery. It should be noted that the quota year for hake was changed in 1999-2000 from the calendar year to a season starting 1 May to 30 April the following year, thus making actual comparisons difficult. Therefore the actual TAC for 1999 is from January to May 60.000 t, and then 210.000 t from May 1999 to end of April 2000.

It is pointed out in the management plan for hake (MFMR, 2012) that the functioning of the ecosystem is believed to have changed, and as a result the productivity of the hake stocks may have been reduced. Preliminary assessments suggest that sustained catches in the order of 150 to 200 thousand tonnes may be the maximum possible.

Oelofsen (1999) concludes that managing Namibian fish resources requires managers to deal with uncertainties brought about by the highly variable Benguela ecosystem. The only way that risk levels in managing marine resources can be reduced, is to be conservative in harvesting. This may not be the optimal way of utilizing the resources, but unless a better understanding of the fluctuations in the system is achieved, and some reliable medium-term predictive capability is developed to forecast good and bad years, this will remain the only way of ensuring that the resources are not put at risk.

The importance of National Marine Information and Research Centre (NatMIRC) being able to maintain its research human capacity at a continuously strong level is a key for Namibia's successful management strategy, avoiding undue external

pressures from industry stakeholders, to be able to ensure sustainable resource management advice for the MFMR.

The sustainability of the fishery sector has been analysed (Akawa *et. al* 2013), and trends of the ecological indicator suggested an improvement in ecosystem state, which could have led to increasing value of landings and contribution to GDP. Generally, indicators used in the analysis showed that fishing impacts on the ecosystem state are less and economic performance of the fishery sector was good; especially notable is the increasing number of vessels in the hake fishery relative to increase in landings. While there are signs, it is difficult to conclude with absolute certainty whether the development of the Namibian marine fishing sector was sustainable. Evidence indicating excess capacity in vessels and processing for a few companies in Namibia signifies some wastefulness in the system and a tendency to focus on short-term operating costs (Manning 2005).

In 2011 the Ministry of Fisheries and Marine Resources prepared a new draft Hake Management Plan by a grant support from ACP-II Fish project (ACP Fish II, 2011) funded by the European Commission. In the MFMR Hake management plan (MFMR 2012) it is said that (see quote in text box below):

“Hake is amongst the most important fisheries resources in Namibia since it represents very relevant sources of income and foreign currency, due to high quantity of exports, mainly to the EU. In 2009 the fishery accounted for 46% of the fisheries’ total final value and 48% of the landed value. Furthermore the fishery, with some 8,000 workers involved, is estimated to contribute about 60% of all onshore and offshore employment in the fisheries industry. Namibian hake stocks were depleted to very low levels prior to 1990, since many countries were involved in the industry and no control measures were in place. After independence, in 1990, the Namibian government introduced control measures, such as the establishment of the 200 miles EEZ and the implementation of the Total Allowable Catches (TAC) policy, in order to allow the stocks to recover from the pressure of excessive fishing. TAC levels are currently kept low enough to promote stock recovery (150,000 tonnes per annum), however some concerns remain due to the recent trend in the hake trawl fishery: large catches of small hake and reported dumping of small fish.”

The ACP Fish II project mentioned-above, and the resulting draft hake management plan pointed out that lack of certain scientific expertise is a barrier to the implementation of this plan and efforts are needed to increase the available human capacity knowledge base in the Ministry (MFMR) and at NatMIRC. A link to the BCC projects is mentioned and a clear interest indicated in going in this direction.

The policy of Namibianisation of the fishery fleet was given a priority in Namibia following independence, and the figures in table 1 below show that this has been achieved to 100% level in the Rock Lobster and the small pelagic fleets. The Monk

and Hake fisheries are also almost at the same level of success. Other fisheries depending on larger vessels, like the Horse Mackerel, Pelagic and crab fisheries are less successful in adopting this policy for Namibianisation. The role of Namibian Maritime and Fisheries Institute (NAMFI) was crucial in developing the human capacity needed to get to this position, although some additional efforts seem to be needed to achieve a full 100% success for this key policy.

Table 1 – Shows the Employment per fisheries and the proportion of Namibians, 2006-2010 (Source MFMR).

Fisheries	2006		2007		2008		2009/2010	
	Total	Namibian	Total	Namibian	Total	Namibian	Total	Namibian
Hake	7 055	96%	6 701	97%	6176	97%	8 956	98%
Monk	235	97%	236	97%	239	97%	350	99%
Crab	53	77%	58	79%	50	82%	81	88%
Rock Lobster	369	100%	342	100%	342	100%	455	100%
Large Pelagic	878	91%	688	97%	740	89%	593	85%
Small pelagic	2244	100%	672	100%	848	100%	1361	100%
Horse Mackerel	748	60%	672	58%	848	61%	1029	76%
Total crew	11582		11944		11432		12825	

The number of registered fishing vessels has been fluctuating over the years, mainly in response by industry to available TACs and fishing quota'. Although some declining trend is evident, in 2006 the fleet size was 269 vessels, then increases to 292 vessels in 2008, but in 2010 the registered fishing fleet was diminished down to 199 registered fishing vessels. This trend may have a significant bearing on employment opportunities for the NAMFI graduates; however, the statistics in table 1 above do not show a decline in overall employment levels. This inconsistency was not explained in the evolution work, but the issue of saturation of the market for NAMFI graduates may be partially confounded / explained due to this.

In a recently published research paper (Paterson *et. al* 2013) the sustainability of the hake resource management is challenged, and concerns raised about the current policy focus on increasing the number of jobs and “paper rights” holders without any critical analysis of the situation created by these policies. The authors state that this engenders a vicious cycle of overcapitalisation, need for capturing more fish with consequent damage to the fish stocks, and ultimate risk of yet another stock collapse. Further that most of this risk falling not only on the fish resource, but also the already vulnerable poor depending on income from the industry. This is also supported by analysis by Sherbourne (2010).

3.2 The organisation of the ICEIDA intervention investments

3.2.1 General information

Country: Namibia
Project(s) Title: Support to the Ministry of Fisheries and Mining Resources, Namibia; support to the Namibian Maritime and Fisheries Institute (NAMFI); support for the participation of Namibia in the Benguela Current Commission (BCC) and South African Development Community (SADC); technical support for Fisheries Economic Database Project (ECO) and Electronic Landings Data Collection; support to The National Marine Research Council (NatMIRC).
Sector: Fisheries
Project Period: 1990-2010
Sector - DAC:
Type of Aid: Grant, technical assistance, consultancy
The Partners: Government of Namibia, Government of Iceland through ICEIDA
Implementing Institutions: Respective Namibian institutions and ICEIDA
Total Estimated Cost: Approximately USD 14.8 million
Donor(s): Government of Iceland through ICEIDA
ICEIDA contribution: 100%
Government/partner contribution: N/A
Target population: N/A

In the early period 1990-1998 the initial emphasis was to provide gap-bridging expertise necessary for establishing fishery research capacity. These interventions focused on scientific expertise support to NatMIRC and officers needed for research vessel operations. From 1994 the emphasis started to shift to training programmes for fishery worker, fishermen and Namibian officers for the fishing fleet. The NAMFI fishery training cooperation project very rapidly became the major focus of the investments provided by ICEIDA. The Nordic Consult Evaluation Report reported in some detail on the financial issues of project parts for the period from 1990 to June 1998, and should be consulted for more detailed information. The key project in this period and the level of assistance provided is shown the top two lines of table 2. The financial overview Table 2 shows in addition the detailed breakdown of the costs of the key projects over the intervention period from 1999 to 2010, and the combined financial assistance for the whole period from 1990 – 2010.

Table 2 - Overview of ICEIDA's intervention costs for fishery sector projects in Namibia from 1990 to 2011
(All values in US\$ and current prices)

Year / Project	NAMFI [Martime Training]	SADC [SADC-SCU]	NatMIRC [Marine Research]	MFMR Advisors	ECO Database	Handheld (ELDC)	BCC	Export control	Fisheries general	Total
[1990-1998]*	1.296.539	799.243	4.921.527							7.017.309
1998 (July-Dec.)	265.905		125.791					127.518		519.214
Total 1990-1998	1.562.444	799.243	5.047.318					127.518		7.536.523
Percent	20,7%	10,6%	67,0%					1,7%		100,0%
1999	544.840	75.244		115.217				82.669		817.970
2000	538.834	91.862		64.447				107.287		802.430
2001	1.028.396			6.859						1.035.255
2002	651.703			114.167	88.360					854.230
2003	538.900			99.285	48.442					686.627
2004	573.449				162.017				3.192	738.658
2005	379.728			129.381						509.109
2006	386.064			183.650					208.988	778.702
2007	2.978			59					51.824	54.861
2008						323.403	182.363			505.766
2009						11.036	164.352			175.388
2010	10.702						145.294			155.996
2011							108.719			108.719
Total	4.655.594	167.106	713.065	298.819	298.819	334.439	600.728	189.956	264.004	7.223.711
Percent	64%	2%	10%	4%	5%	8%	3%	4%		100%
Grand total	6.218.038	966.349	5.047.318	713.065	298.819	334.439	600.728	317.474	264.004	14.760.234
Grand total percent	42%	7%	34%	5%	2%	2%	4%	2%	2%	100%

* Values reported in the 1998 NorConsult Evaluation Report [project reference name in brackets]

3.2.2 Project organisation

The organisation of the work in the projects was based on a general structure employed for the overall hierarchy established within ICEIDA for the work in Namibia. The team leaders for particular sub-projects worked independently on implementation aspects of each project with their Namibian counterparts. The team leaders reported directly to the ICEIDA home office, but later to the Country Manager/Director that had the responsibility to liaise with the responsible Namibian Government organisations. The Ministry for Fisheries and Marine Resources was the recipient responsible for the fishery sector projects. The conceptual hierarchy is shown in figure 5.

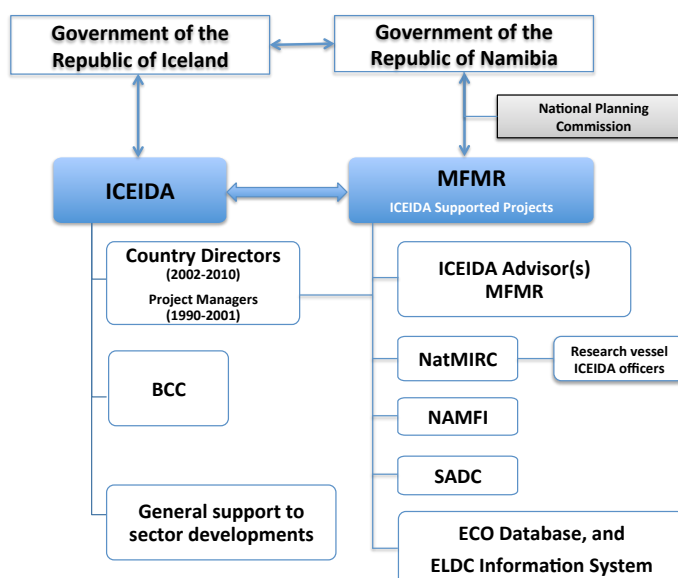


Figure 5 - Conceptual organisation of the ICEIDA bilateral projects in Namibia 1990-2010. During the first decade the projects were managed individually with an ICEIDA overall project manager. During the second decade a more formal organisation with a country director based in Windhoek was installed, and detailed project document defined for each project. The Ministry of Fisheries and Marine Resources (MFMR) was the responsible recipient for Namibia in all the individual fishery related projects, except the Benguela Current Commission (BCC), where the contract for support was made directly with UNDP and the BCC for the regional training activity support.

From about 2002 ICEIDA started to prepare specific project documents, with the objectives, responsibilities and expected outcomes well defined. At a similar time the emphasis on having a stronger mentoring aspect to the project work included, and ensure that the capacity building of the Namibian counterpart working alongside ICEIDA experts was being prioritised. This was in particular important in the NAMFI development, and is evident from the two evaluation reports (Tomason 2002, Tomason and Mungungu 2004).

3.2.3 Milestones and achievements

For the period 1990 to 2002 several key milestones have been identified during the evaluation work, and are they listed in table 3 below. The timeline and most notable achievements during this period are listed.

Table 3 - List of key milestones from 1990 to 2002

Milestone	Timeline	Achievement
RV Benguela first research survey conducted	Autumn 1990	The vessel refitted and made seaworthy after being returned in depilated state by S. Africa after independence.
Marine research capacity	1990	ICEIDA's Marine Scientists and Oceanographer in place to bridge capacity and build Namibian human capacity in marine research
SADC-SCU in Namibia operational	1992	ICEIDA Advisor in place, and SCU office operational in Windhoek
Fishery instructor in Lüderitz	1992	Supporting fishery officer training efforts needing boost in Namibia
Maritime Training Centre Walvis Bay (WB)	1994	Fishery officers training moved to Walvis Bay and first training facility refurbished and courses started
Joint effort by MFMR & ICEIDA to establish NAMFI	1996	The formal launch of the Namibian maritime training centre in WB
NatMIRC research capacity built	1997	Icelandic marine scientists leave, as their counterparts have been trained.
Phasing out of officer crewing of the marine research vessels	1999	ICEIDA pulls out of supporting officer crewing of the research vessels, and nearly full Namibianisation achieved
SADC support changes, SADC-SCU unit to merge into an overall SADC Secretariat being set up in Botswana.	2000	Namibia lead the SADC fishery sector initiatives for 8+ years
Special Advisor arrives to MFMR	1999	Fishery Economist seconded to the MFMR in a n advisor role
New cooperation plan for self-sustaining development of NAMFI	2002	Review by ICEIDA on future development focus for NAMFI as a self-sustaining institution agreed.

For the period from 2002 to 2010 the individual project documents for NAMFI, BCC, and the ELDC projects, enable listing several specific project milestones, and the key

milestones for this period and relevant achievements are presented in Table 4 below.

Table 4 - List of key milestones from 2002 to 2010

Milestone	Timeline	Achievement
Special ICEIDA Advisor term of service at MFMR ends	2003	The fishery economist (VW) was contributing to policy planning, ECO development and MFMR capacity building (1999-2003).
Updated project plan adopted for NAMFI	Sept. 2002	This motivated a renewed effort by ICEIDA instructors to focus on mentoring Namibian counterparts, and prepare for eventual withdrawal of expatriate instructors
NAMFI accreditation to IMO formally targeted in the 2002 PD <u>Indicator listed as:</u> <i>"IMO accreditation of institute and instructors"</i>	2002-2006	Not achieved, following ICEIDA withdraws from direct NAMFI support by end of 2006, and following the full ICEIDA withdrawal from Namibia in 2010 no post project follow up takes place until the current impact evaluation.
NAMFI business plan developed	2003	Improved management and procedures, and financial planning for NAMFI with firmer financial commitments by MFMR, and MRF
Evaluation of NAMFI/ICEIDA cooperation project	2004	The evaluation report in May 2004, indicated that much had been achieved, but much remained to meet all objectives. Recommended to extend support to 2005-2006.
ECO Database	2004	ECO Data system operational
NAMFI capacity built, and ICEIDA exits	2006	Last instructor from ICEIDA leaves NAMFI as the objective of Namibianisation of the instructors team has been achieved, with their Namibian counterparts taking over
ECO Data system linked to the FIMS data system	2006	This linking to FIMS enabled landing data information to be collected for analysis into ECO, and made separate inputs of this data into ECO redundant.
ELDC Phase I tests	2008	Successful Phase I trials completed. Implementation phase II planned for 2009, but never carried out.
Benguela Current Commission	2008	ICEIDA launches support the BCC regional training efforts.
ICEIDA closes Namibian Regional office	2010	Formal end of ICEIDA intervention presence in Namibia ends by end of year.

3.2.4 Stakeholder participation

During its presence in Namibia ICEIDA contributed to stakeholder interactions at various levels. The marine scientists, advisors to the ministry (MFMR), ICEIDA instructors at NAMFI, and the SADC-SCU experts at various occasions were involved in dialogues with the fishery industry. For a period a period in (1994-1997) ICEIDA was providing courses linked to NAMFI to the industry on seafood hygiene, safety and quality, HACCP, and this brought ICEIDA personnel in close interaction with the main stakeholders in the developing Namibian fishery sector.

No specially defined independent actions for stakeholder interactions managed by ICEIDA were identified during the evaluation.

3.2.5 Obstacles impacting performance

NAMFI: The Namibianisation was sometimes driven by somewhat idealistic and thus unrealistic goals, e.g. where young people from inland areas that never had any previous experience of the sea were prioritised for attending NAMFI by policy decisions outside ICEIDA's sphere of influence. This caused unnecessary failures and dropouts and in overall caused unneeded slowing down of training and the overall Namibianisation efforts.

4. Evaluation Profile

4.1 Overview of the evaluation

4.1.1 The evaluation tasks

Phase-1: Project inception

Task 1.1 – Development of the Inception Report. In this task the inception report was developed from the TOR with interactive cycle(s) of comments and improvement suggestions from ICEIDA. This report established the remit and boundaries of the evaluation work, its constraints and links to the delivery of the overall outcomes requested by ICEIDA. The final version was the deliverable D1.1 in week 4.

Task 1.2 - Preparatory interviews in Iceland. To facilitate development of supplementary questions and refinement of the methodology for interviews in Namibia several of the key persons identified by ICEIDA in the TOR were interviewed using a preliminary set of questions. The result from this work was translated into questionnaires targeting the individual entities to be interviewed in Namibia. The questionnaires contained a common part for general data collection, and comparison across all parties to be interviewed, as well as the more specific section suiting specifically e.g. NAMFI, BCC etc. This task delivered outputs added into the final version of the Inception Report.

Task 1.3 – Review of available literature: ICEIDA project documents and reports for Namibia were consulted to confirm new avenues of enquiry that could be used, and also to establish background to the work in general. Other international reports on development support in Namibia were also consulted, and scientific articles published giving relevant information important for this project. Outcomes from this task were taken up by Task 1, and also used in Phase 3 and for analysis and report developments.

Phase-2: Interviews and data collection in Namibia

Task 2.1 – Establish timeline for visit to Namibia. This task organised preparatory scheduling for the in country work in Namibia. Local contacts at the Ministry of Fisheries were contacted and requested to schedule interviews in the Ministry and at NATMIRC with at minimum the list of persons identified in the TOR, and with additional persons added to the interview list as the work progressed, and interview schedules had been confirmed. Contacts at NAMFI, NATMIRC, and BCC similarly were contacted to confirm visits and interview schedules. Updates on this planning were appended to the Inception Report, and. outputs from this task contributed in developing the final report.

Task 2.2 – Conduct interviews and site visits in Namibia. The confirmed interview and sites visit scheduling was used to ensure that relevant persons would be available for the interviews and site visits. The purpose of the work in this task was to collect data and qualitative inputs for the analysis work and reporting. Also inputs and insights gained was used to review and update the preparatory interview questions from Task 1.2.

Task 2.3 – Preparation of first interim draft report covering the Namibia visit. Following the interviews and site visits in Namibia an interim report was be prepared for ICEIDA. This deliverable required by the TOR, and had an indicative timeline for D2.1 delivery to ICEIDA by mid-to end of December 2013. Following receipt of comments from ICEIDA on this draft report it was reviewed and expanded by further analysis and inputs during tasks belonging to the Phase-3 activities.

Phase-3: Analysis and reporting

Task 3.1 - Follow up interviews with Icelandic contacts relevant for the evaluation project. The information developed into follow up questions. A second round of interviews was scheduled, and further data collected for complimentary analysis. Outputs from this task were used to improve previous data.

Task 3.2 – Prepare a second draft version of the evaluation report. The additional information collected by task 3.1 was taken up and used to expand on previous draft version of the report. Further data analysis was conducted, and any gaps in the data identified and contingency plans initiated to obtain any critical missing information. Missing critical information from Namibia was to be followed up by telephone meetings and if deemed necessary further questions / questionnaires should be sent to identified contacts relevant for coming up with the missing information. (D3.1 available by mid February 2014)

Task 3.3 – The final report delivery. Based on received feedback from ICEIDA on the drafts of the report these improvements were adopted as applicable. External comments and inputs were reviewed, and adopted as considered relevant. The final report prepared for delivery to those in Namibia and in Iceland identified for first access. Version of report suitable for an uploading on the ICEIDA web site was produced.

Task 3.4 – Visit to Namibia to present the final report to relevant authorities in Windhoek. This task manages the process and actual in person presentation of the reports main findings to key target groups in Namibia.

4.1.2 Evaluation restraints

Several evaluations restraints were inherent in the overall ICEIDA “Namibian project” that stem from the *ad-hoc* project designs used for interventions for the first 10-12 years in Namibia, and subsequent move by ICEIDA to a more formal program management procedure. Therefore impact criterions, and even good documentation for several projects are not available for about half of the period to be evaluated. This needed to be considered in the evaluation strategy, and means to overcome this by developing additional relevant questions as interviews progressed. This was applied as lessons learned to improve the evaluation outcomes. However, this created a problem of disparity in comparing results from interviews and what has been reported previously. Reference is made to the 1998 Evaluation Report prepared by Nordic Consulting Group A/S, and this taken as a starting point for the review of available literature for ICEIDA’s work in Namibia, then the two available evaluation reports on NAMFI (2002 and 2004) helped in clarifying this important project, which also is defined by a first project document (PD) dated in October 2002.

From 2002 all larger projects are defined by PDs, which gives a better scope to compare objectives, workflows, and the expected outcomes.

The title of this report is drawn from the TOR, and during the evaluation work it became apparent that it would be close to impossible to conduct an impact evaluation in the sense that the DACA definition of this term states (refer to text box to right).

OECD-DACA:

Impact evaluation is an assessment of how the intervention being evaluated affects outcomes, whether these effects are intended or unintended. The proper analysis of impact requires a counterfactual of what those outcomes would have been in the absence of the intervention.

Wikipedia:

Impact evaluation is intended to determine more broadly whether the program had the desired effects on individuals, households, and institutions and whether those effects contribute to the program impact. Impact evaluations seek to answer cause-and-effect questions. In other words, they look for the changes in outcome that are directly attributable to a program.

In this evaluation case the methodological approach is restricted by the fact that the intervention as a whole (or in parts) does not have a counterfactual. In this program, there is no direct comparison possible between “treatment” sectors and “untreated” sectors, which would indicate the impact of the intervention as opposed to what would have happened in the absence of the intervention. This does however not preclude the passing of judgement of how ICEIDA contributed to the development of the fisheries sector in Namibia. Systematic in-depth interviews have been conducted with key informants in Iceland and Namibia to establish an analysis of a spectrum of different views, which furthermore have been quantified to a degree. Secondly, the evaluation has sought to establish in detail strengths and weaknesses of institutions

in question at present, and compared performance and capacity to the situation prior to intervention. Where progress has been reported and verified, it has been evaluated in relation to the overall significance of the fisheries sector in Namibia and its contribution to the economy. While large scale socio-economic impact of ICEIDA specific interventions is hard to measure in absolute terms this report's methodology can with reasonable degree of certainty come to certain key impact indicators which together make up the main conclusion of the report.

5. Evaluation findings

5.1 NAMFI

The Namibian Maritime and Fisheries Institute (NAMFI) project regained a renewed scope with the introduction of a Project Document (PD) in 2002. Prior to this the ICEIDA activities had been characterised more by gap filling by providing NAMFI with a high number of expatriate instructors from Iceland. From 2002 this shifted to a focus on own capacity building within the institute, where Namibian counterparts were given training and opportunities to advance their education and obtain necessary sea time for higher grades as officers. Also the accreditation to IMO standards was given a priority as this was deemed to be essential for future sustainability and growth of NAMFI. Short-term expert was funded by ICEIDA to review the business plan for NAMFI and propose means needed to ensure its operational and financial independence from development aid funding.

5.1.1 NAMFI Capacities

The Project Document⁸: established in 2002 lists the following components as the NAMFI project matrix, and forms the renewed basis for the ICEIDA interventions for NAMFI.

Development objective: *To provide the Namibian maritime sector with sufficient number of skilled and adequate work force to meet increased demands in conformity with internationally accepted norms and procedures.*

Key indicator:

- Increased number of Namibians in positions onboard vessels.

Immeditae objective: *Develop and strengthen the effectiveness of the maritime training institute based on an indigenous sound financial and professional foundation.*

Key indicators:

- NAMFI capable to meet demands from the marine sector.
- Increased operational funding.
- Namibians in all management and instructional positions.

Main outputs:

- *An improved and sustainable financial foundation for NAMFI.*
- *An improved ability for NAMFI to retain trained qualified instructors.*
- *An improved indigenous administrative and managerial capacity at NAMFI.*

⁸ NAMFI / ICEIDACOOOPERATION PROJECT 2002 – 2004 Project document (September 2002).

- *An improved indigenous teaching capacity at NAMFI.*
- *Trained personnel for the maritime sector.*
- *Up to date teaching and instructional materials.*
- *Improved facilities for practical training.*
- *Increased state capacity to support the maritime sector.*

Key indicators:

- *Cost and completion time compared to budget and plans.*
- *Increased funding.*
- *Low turnover of instructors.*
- *Professional level of trained instructors.*
- *Recruitment of Namibian instructors.*
- *Professional level of graduates.*
- *IMO accreditation of institute and instructors.*

Main activities:

- *Elaborate a plan for increased funding.*
- *Elaborate an improved employment package.*
- *Elaborate syllabi and teaching material.*
- *Training of instructors.*
- *Teaching students.*

Main inputs:

- *Funding for the development and running of the institute.*
- *Funding for procurement of equipment.*
- *Three full-time technical advisors.*
- *One position for short-term technical advisor.*
- *Training opportunities for Namibian instructors.*

The evaluation confirms that NAMFI's own human capacity and funding was sufficient for its continued success after ICEIDA and other foreign support agencies pulled out by 2006-2007. From then on NAMFI has operated on its income base, which is mainly derived from the Marine Resources Fund, and the direct funding by MFMR, and in part as well from school tuition and fees coming from the students. The students most often are funded by scholarships or by the fishery companies they work for. Retention of the teaching staff following introduction of more competitive salary base has stabilised and maintained the core group of instructors. However, in recent time some instructors have left for better-paid employment in industry. This is a grave concern for the continued viability of the institute, as these instructors are

hard to replace. No visible progress has been made by Namibia to complete the IMO accreditation, which is crucial for NAMFI to become a regional training centre and keep up with emerging needs in the Namibian maritime sector.

The demand for fisheries officers from the fisheries sector have to a large extent been satisfied by NAMFI officer class graduates, and signs of a saturation of the “market” were indicative of a fishery sector not expanding. Thus the school has been increasingly depending on developing the safety courses and taking on vocational training like welding and refrigeration, with a new building added about 3 years ago to meet demand for the vocational courses. NAMFI is currently collaborating with the Polytechnic of Namibia (<http://www.polytechnic.edu.na>) to establish a trilateral collaborative project for broader maritime training. The third party in this project is Satakunta University of Applied Sciences (SAMK) in Finland [http://www.samk.fi/about_samk/about_us].

NAMFI is also seeking funding for a 5-6 million Euro project to build a safety training centre on the vacant lot they own adjacent to the school in Walvis Bay, where they currently have their fire training setup. The rationale given for the need for this was not well established, and as this was outside the scope of this evaluation it was not followed up. However, the real needs behind this facility were not well justified by the brief insights offered. Secondly, how this infrastructure should support NAMFI future sustainability, as a maritime excellence centre of training if the IMO accrediting would not come through remains highly doubtful. This should rather be taken as an unnecessary dilution of focus and efforts from a real core matter, which is the IMO accreditation that was and still remains fundamental for NAMFI’s future development and longer-term survival.

In Windhoek meeting with the Permanent Secretary (PS) of MFMR the issue of IMO status was discussed, and the central importance of this acknowledged. The evaluator was informed that the responsibility to oversee this was now in the hands of the Deputy Minister of Fisheries and Marine Resources, and this was in effect making sure that the agenda for NAMFI’s IMO accreditation would from now move ahead. In this context ICEIDA may need to draw a general lesson, and reconsider how such important intervention projects need to be followed up post project by short term expert visits to ensure that agreed focus and direction is taking place?

5.1.2 NAMFI and the maritime sector

NAMFI has increasingly been straying from its initial main purpose of training officers for the fisheries sector, and has not managed to obtain the IMO accreditation. The lack of this accreditation has resulted in a gradual erosion of the maritime industries faith and trust in the institute. Thus, now NAMFI is not recognised as the maritime training centre of excellence in Namibia or at a regional

level, and this has significantly hampered its intended regional reach and growth capacity.

Namibianisation in the fishery sector

The fishery sector has mostly been successfully Namibianised for the demersal, and pelagic fisheries, and NAMFI graduates have been able to take over as officers and captains on significant segments of the industry, refer also to table no. 1 (page 12), which shows data from the MFMR. The exception to this is for some larger demersal trawlers operated by Namibian joint venture companies with Spanish interests involved. On these vessels the captains and chief mate/chief engineers usually still are Spanish, and the Namibians employed as “understudies” or lower ranked officers without being offered a real chance to advance. Similar situation exists in the mid-water horse mackerel fisheries where joint ventures, mostly with Russians, where the captain and core of foreign officers still remain at the control on board. The Namibian “understudies” get frustrated as their carrier has no real advance offerings, and move on for other jobs elsewhere given the chance.

In part this may relate to the fact that NAMFI has not been certified as was originally planned and are unable to give grades above STCW Class 5-F, and some of these larger vessel owners want the officers to have higher grades, i.e. use foreign officers. NAMFI can’t provide graduates with higher grades that could in due course, with on board training and extended sea time gain the experience needed to take over.

This is in spite of Namibian regulations that empower Class 5-F with enough sea time and experience to become skippers on most of the larger vessels. It was noted both by NAMFI staff and at the MFMR that the operators (owners) in these joint ventures want only to hand over responsibilities of multi-million dollar equipment to persons they do trust, which usually means a foreign national linked to the company. Example of a company quoted to adhere to this staffing policy is NovaNam (Pescanova). This excludes a full Namibianisation of the fishery sector, and seems to be accepted as status quo for the time being by officials at the Ministry level. The industry cites many stories to excuse themselves, see example:

Case story example:

Young persons, with no previous experience of the sea drawn to NAMFI for study opportunities - A side effect from this was that several “Sea lawyers” were graduated that did not understand the industry, and the level of experience needed to become a seagoing officer. Some of these newly graduated students did not understand that they had to prove themselves and earn through on the job respect and merits for advancing as officers. Some expected to be captains in a very short time. Not wanting to work from the deck up to officer ranks. This was expressed as a very clear problem by industry that felt that in part this was an unnecessary affliction placed on the industry and neither helped these young NAMFI graduates to advance their carrier any faster. This doesn’t seem to be an issue any longer, but some lingering stigma from cases like these are still cited by industry, and reflects negatively on the image for NAMFI as an institute.

Due to the success of NAMFI to graduate as many officers as the fishery sector has been willing to employ, it can be agreed that a certain point of saturation has been reached and fewer students now are entering studies at NAMFI. The institution is currently meeting employment opportunities offered through general renewal due to natural turnover in the Namibian fishery sector. This may explain the refocusing of attention from training officers to more general maritime training and offering of vocational training at NAMFI. One indicator of this that was mentioned was that for the coming year no new students will be entering for the engineering department due to lack of qualified interested applicants, and less than 10 students aim to start for the deck officer department in next semester.

The tables below show comparative statistics for training achieved since last evaluation report for NAMFI in 2004 and add to the numbers reported in that report. Same style of tables is used to ensure comparability of the data.

The number of graduates from the deck officer department is presented graphically in figure 6, and shows the data from table 6. The level of training efforts was very intense in the period up to year 2005 with 7 expatriate teachers and then rapid shifting over to the Namibian instructors and phasing out of the expatriate teachers in 2006 to 2007. Table 5 below shows the phasing out of expatriate instructors and the handover to Namibian instructors being completed by 2008.

Table 5. Evolution of number of instructors in all departments at NAMFI, and their nationality from 2002 to 2010. *Nam = Namibians, Expat = Expatriates**

Department	2002		2004		2005		2006		2007		2008		2009		2010	
	Na	Expa	Na	Expa	Na	Expa	Na	Expa	Na	Expa	Na	Expa	Na	Expa	Na	Expa
Deck dept.	4	5	7	6	8	5	8	3	8	2	7	0	7	0	7	0
Engine	4	3	10	3	9	2	10		8		7	0	7	0	7	0
Safety	3	1	5	0	4		4		4		4	0	4	0	5	0
General	1	0	1	0								0		0		0
Total	12	9	23	9	21	7	22	3	20	2	18	0	18	0	19	0

*By 2005 ICEIDA full time instructors were only 2 plus 1 part time, and 3 Spanish, and 1 German

The instructors from ICEIDA were requested to stay longer than planned by a request from the MFMR to assist in the transition period, and the opinion of the school management is that this was crucial for ensuring a successful transition. The last Icelandic instructor ended his term at NAMFI by end of 2006, but

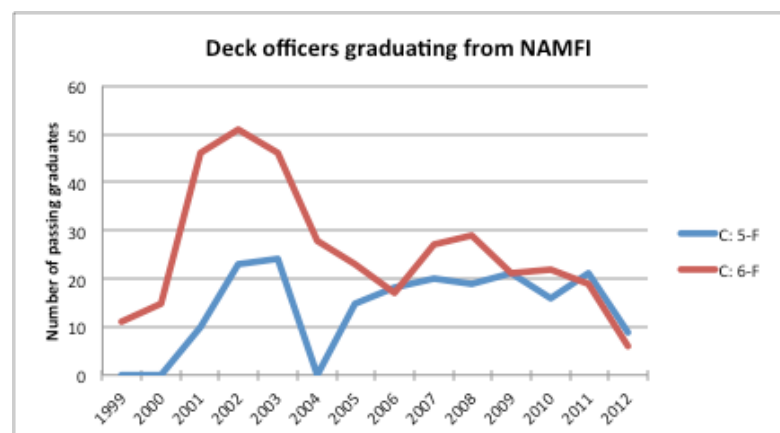


Figure 6 - The figure shows the intense training efforts in 2000-2006, and then transition phase over to Namibian's taking fully over all teaching by 2008.

two expatriate instructors from other countries remained in 2007.

Table 6. Number of passes at different levels for deck officer training at NAMFI from 1994 to 2012

Level according to old system (1994-2000)		Grade 1	Grade 2	Grade 3	Grade 4	Total passes
Level according to STCW standards (2001-)	Class 2/1	Class 4/3	Class 5-F	Class 6-F		
1994-1998			30	26	79	135
1999				11	27	38
2000				15	28	43
2001		11	10	46	-	67
2002		7	23	51	-	81
2003	6		24	46	-	70
Total in the 2004 Evaluation Report	6	18	195	134	-	440
2004			-	28		28
2005			15	23		38
2006			18	17		35
2007			20	27		47
2008			19	29		48
2009			21	21		42
2010			16	22		38
2011			21	19		40
2012			9	6		15
Total			139	192		331
Grand total	6	18	334	326	-	771

Similar trend applies for the engineering officer training, and table 7 shows the number of passes for the training in the period from 1994 to 2012. The trend is shown graphically in figure no. 6.

Table 7. Number of passes at different levels for engineering officer training at NAMFI from 1994 to 2012

Level according to old system (1994-2000)	Super 1 Class 4	Grade 1	Grade 2	Grade 3	Total passes
Level according to STCW standards (2001-)	Class 3/4	Class 5-F	Class 6-F		
1994-1998	17	36	84	10	147
1999	10	6	13	0	29
2000	11	4	25	-	40
2001		9	34	-	43
2002		-	54	-	54
2003	-	9	35	-	44
Total in the 2004 Evaluation Report	38	64	245	10	357
2004		-	24		24
2005		9	25		34
2006		-	24		24
2007		20	33		53
2008		13	26		39
2009		18	14		32
2010		17	15		32
2011		22	19		41

2012	6	0	6		12
Total	6	103	186		291
Grand total	44	167	431	10	648

The number of engineering officers graduating from NAMFI during 1994 to 2012 follows a similar trend as for the deck officers. However, every other year, i.e. 2002, 2004, and 2006 there are no graduates obtaining Class 5-F certificates.

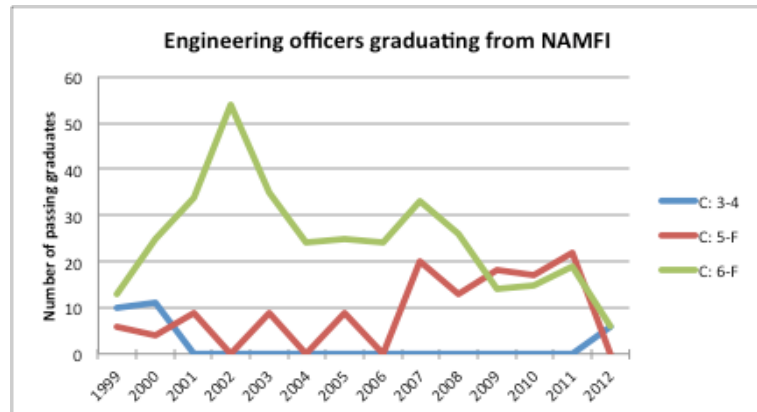


Figure 7 - The figure shows intense training efforts that peak in 2002, and the subsequent number of graduates follows a similar general trend as in figure 6.

IMO STCW-F 95 compliance and “White List” status for NAMFI

ICEIDA instructors at NAMFI had prepared the required documentation file needed for initial “White listing” with IMO, and NAMFI had provided these documents to the Division Maritime Affairs (DMA) of the Ministry of Works and Transports. The DMA was the responsible Namibian authority to deliver through official channels this file for NAMFI. The documentation file seems to have been lost, and ICEIDA was asked to provide again its copy of the compiled file, which was done in February 2008. It remains unclear if the formal delivery to IMO in London by Namibia was ever carried through. However, through consulting of the IMO White List circulars and other international agency publications, it is clear that Namibia has not been listed on the IMO White Lists from 2001, 2009 and 2011.

To be on the White List indicates to seafarers and maritime authorities around the world that a country listed there has been deemed by IMO to be in full and complete compliance with STCW 95. However, for a country not to be listed does not invalidate its maritime training certificates, but other countries are likely not to accept these documents as being valid without further proof or validations, which increase the likelihood of detentions by foreign country port authorities.

It should be noted in this respect that the DMA is recognised by IMO for being the competent Namibian authority for ship inspections and incidents at sea, and the Ministry of Works and Transport is involved in collaborations with IMO as regards environmental risks, like oil spills, but no indication has been established that the

DMA is able to extend an IMO accreditation to NAMFI as is currently “implied” on its web page, see quote below:

From the NAMFI web site:

The Directorate of Maritime Affairs (DMA) within the Ministry of Works and Transport is an IMO accredited authority. NAMFI is accredited by DMA and the training activities are in accordance with the STCW 78/95 convention as well the Namibian Merchant Shipping Act of 1951, particularly in the areas of education, training, and certification of Namibian seafarers.

The failure of NAMFI to be recognised as compliant maritime training institute is an issue for the Namibian authorities to follow through on. ICEIDA interventions at NAMFI indicated intent to support NAMFI in obtaining the IMO accreditation, and this could only be carried to that conclusion by the Namibian authorities. The White Listing was a necessary stepping-stone and was fully prepared by ICEIDA before extracting from direct support to NAMFI. The responsibility of the failure to achieve IMO accreditation needs to be equally shared between ICEIDA and the Namibian authorities. Implementing post-project follow up by ICEIDA should have focused on short term consultancy interventions to assist NAMFI to complete this part of the objectives identified in the 2002 project document for NAMFI. The late discovery of state of IMO accreditation failure of Namibia / NAMFI during this impact evaluation should be taken as indication of a need to review ICEIDA exit strategies from its key projects. The investments made in the capacity building and facilities should always be carried out in such a manner that their viability and future sustainability without donor aid is incorporated into overall project selections and their operational management.

Gender issues at NAMFI

The statistics provided did not give clear indication of gender ratios, but a follow up enquiry confirmed that from 2007 to 2011 NAMFI had trained at various levels in total 387 students and thereof 43 (11%) were women. This included 14 (3.6%) attending officer training, and 11 (2.8%) participating in the cadet training program.

Majority of the ICEIDA instructors at NAMFI were males, and only two Icelandic female instructors were seconded to NAMFI during the period of support by ICEIDA. This included one deck officer instructor and one food scientist giving training on HACCP, fish handling and seafood quality and seafood safety to vessel crews and factory workers from 1995-1997.

Very few Icelandic female officers with necessary experience could be recruited to work as instructors at NAMFI, drawing from a relatively very small pool of available and qualified Icelandic female maritime officers. This links back to Icelandic maritime

officer training programs that traditionally have been very much male dominated (Tryggvadóttir, 2008).

RELEVANCE:

1. The Namibianisation” of the fishing industry

The support to NAMFI was confirmed to have been crucial for a successful Namibianisation of the fishery sector.

However, this has by now reached a point of saturation, and obstacles exist for further degree of success in some fleet segments.

EFFECTIVENESS:

2. Extent of delivery of qualified workforce

All the instructors at NAMFI are Namibians that successfully took over from the ICEIDA instructors. ICEIDA’s efforts, with some assistance from instructors from other countries (Spain, Germany, Norway), is said to have been crucial in ensuring that the necessary capacity was properly developed.

The institutes administration and management is also Namibian, and this transition was successfully completed during the time ICEIDA was in the leading role as a main donor to NAMFI.

The fishery sector has been the recipient of much needed national qualified workforce. The continuing education and special short courses for safety, radio, and fire fighting etc. is continually maintaining the needed qualifications of the fisheries workforce.

Same can be stated for the training given by NAMFI for the Fisheries Observers, and the Fish Inspectors

3. Effectiveness of the maritime training institute?

NAMFI has been effective in providing maritime training appropriate for the needs of most of the Namibian fishery sector. However, as the industry is not expanding due to limited natural resources, and fewer openings are available on board fishery vessels, i.e. an effect of “saturation” is evident in the number of graduates from NAMFI. The main outstanding issue preventing NAMFI from becoming a well functioning overall maritime training centre – or a true Regional Centre of Excellence is its apparent failure to achieve IMO accreditation as planned already by the 2002-2004 Project Document, and reviewed in the 2004

evaluation report⁹.

Note from the 2004 evaluation report⁹:

Since 2001, all teaching has been done according to the standards laid out in the STCW conventions of the IMO. Although Namibia still has not received accreditation from IMO, it remains the goal of NAMFI and the MFMR to fulfill the standards and graduate officers with internationally recognized qualifications.

Namibia ratified¹⁰ the STCW-F Convention that was to come to force on 29 September 2012, but Namibia has never achieved to be listed on the IMO “White List”, and this needs proactive interventions by the MFMR, and other relevant Namibian authorities.

EFFICIENCY:

4. NAMFI efficiency performance?

NAMFI has been performing as well as was expected in meeting the needs of the fishery sector, excluding issues with certain fleet segments not openly taking in graduates to develop into captains and chief officers. To a large extent this obstacle in have graduates being accepted may be linked to the lack of IMO accreditation, although the training offered meets the Norms laid out by the relevant standards, see a comprehensive overview on grades vs. classes for maritime trainings to be achieved in the 2004 Evaluation Report⁹ (pages 6-9).

SUSTAINABILITY:

5. Did ICEIDA’s support to establish the institution contributed to ensure its sustainability?

Yes – highly regarded as leading the way and providing the gap filling, as well as having a key role in developing the overall capacity t NAMFI.

It needs to be noted that longer-term sustainability needs to be critically questioned as fewer and fewer students enter for taking up studies, and NAMFI is depending more on the special courses and vocational training for its sustenance. The Namibian Government has not been effective enough in providing the background support needed for obtaining certification in accordance to the

⁹ Tómasson, T. and Mungungu. H. (2004) An evaluation of the NAMFI/ICEIDA COOPERATION PROJECT 2002-2004, a ICEIDA evaluation report.

¹⁰ [International Convention on Standards of Training, Certification and Watchkeeping for Fishing Vessel Personnel \(STCW-F\), 1995.](#)

STCW-78/95 and STCW-F laid out in the IMO convention. This intent was laid out in the Namibian regulations in 2004, but follow through has not yet materialized.

Longer-term sustainability?

- Financial?
- Institutional?
- Socio-economic?

In the evaluation interviews it came out that the lack of IMO accreditation of NAMFI is the biggest risk hampering its longer-term sustainability, proper institutional evolution, and a future possible domestic and regional growth. This affects its financial foundation as well, as other Namibian maritime players like e.g. diamond mining companies and NAMPORT are sending their officers for safety training to South African institutes due to the lack of official recognition of NAMFI by IMO. This situation is not in accordance with the objectives of the ICEIDA intention with its support, and this floundering of purpose may need to be further looked into.

This issue was brought up with the Permanent Secretary of MFMR, and concerns voiced. She assured the evaluator that steps were being taken to move this matter forward. To this purpose the Deputy Minister of Fisheries had been recently tasked with the duty to implement measures needed to mitigate this problem.

A side effect from this “stagnation” of proper institutional evolution is seen as one of the reasons that more than normal number of Namibian instructors have chosen to leave NAMFI and find employment elsewhere. As key staff see little chance of further career evolution within NAMFI by not being able to take on further personal progress on their own classification / training, the core of staff is now in a higher than acceptable risk of moving off to different carrier tracks outside of NAMFI.

When trust in the capacity of NAMFI to deliver appropriate quality training wanes, this will directly impact its socio-economic status, income opportunities, and acceptance of its graduates by the maritime sector.

Currently the Walvis Bay harbour terminal is scheduled to expand significantly, going from about 300 thousand to 2-3 million container units annually. This large expansion of the overall maritime sector in Namibia by these plans to install in Walvis Bay a transport hub or a gateway for S-Western

Africa places pressure on NAMFI to evolve as a core maritime training centre for the region. The opportunities surely exist, but again will depend on successful recognition of IMO.

In this context it should be noted that one of the ICEIDA instructors at NAMFI (2000-2003) consulted NAMPORT, during two years, on maritime safety issues, requirements for vessel inspections and links with maritime training in general. This formed a secondary capacity building effort extending from NAMFI to the operators of the Walvis Bay harbour. This type of continued collaborations between NAMFI and NAMPORT would have presented a strong signal of sustainability for the knowledge capacity within NAMFI if it had become the Namibian IMO recognised counterpart for the upcoming maritime developments.

6. Outputs produced and how sustainable have they been?

As was indicated by the tables 1-3 and figures 1-2, NAMFI was able to meet its objectives as defined by ICEIDA at the time support was given. The emphasis on training officers for the fishery sector was successfully achieved. Further the objective of transferring the training over to the Namibian instructors was a key output for the NAMFI project.

However, now six years after end of the ICEIDA support some critical signs are showing fracturing of the overall continued sustainability. How this could be addressed by the Namibian authorities remains to be seen, although it should be taken as a strong signal that the deputy Minister is now involved in mitigation actions. The development agencies previously involved with building up the institution might need to consider to reenter with short term expertise to facilitate the next necessary evolutionary steps for NAMFI. Some crucial steps to be considered:

- IMO recognition / accreditation of NAMFI is a priority action,
 - To get there, current staff needs to be able to upgrade their qualifications, mainly needing more sea time to get higher level classification,
 - Retain qualified staff with improved carrier

growth options

- Consider steps needed to become a central player in the evolving maritime cluster for S-Western Africa in Walvis Bay,
 - Some gap-stop measures could be implemented by creating an educational agreement (“*joint venture*”) with another maritime institute that could offer courses / teachers for the higher officer classes,
 - The foreign collaborating “*joint venture*” institute could issue the IMO accredited graduate student certificates during the interim build up within NAMFI, by providing the gap filling qualified instructors to NAMFI (refer also to section 7 Recommendations).
-

5.2 The ICEIDA direct support to the Ministry of Fisheries and Marine Resources (MFMR) Capacity Building, (theme question II)

Under this section two of the main theme questions from the TOR are taken together as the focus of the overall evaluation must recognise that the National Marine Information and Research Centre (NatMIRC) is a part of the MFMR. Secondly the direct support to NatMIRC was mainly taking place in the first decade of ICEIDA’s presence in Namibia, and this was covered by the NorConsult evaluation report in 1998.

The most significant direct support to MFMR by ICEIDA was through a secondment of Dr V. Wium to the ministry from 1999-2003. There he was instrumental in providing capacity build up for socio-economic expertise at the ministry based in the Policy Planning and Economics (PPE) directorate. Advice was provided to the minister and inputs given to many policy-planning documents and final policies being implemented by the ministry.

The advisor promoted the conceptual design for the Economics Database and its subsequent development. Following this ICEIDA supported the development by funding information technology experts that performed requirement analysis in 2002, and then one of them returned in 2003-2004 to be based at MFMR in Windhoek to develop the ECO database. Over 18 months the ECO was set up and was operational by 2004. Training and user manuals were prepared during his time at

MFMR, to ensure a self sufficient approach would develop for the Namibian operating and IT maintenance staff.

In 2007 Professor Páll Jensson from University of Iceland was seconded to MFMR on a short-term assignment for three months to establish a potential framework for trilateral programme for training and capacity building at the graduate university level. This should lead to a program to be based at the University of Namibia (UNAM) for research and training in innovation and value addition in the Namibian Fisheries Sector. The work included consultations with the fisheries sector, and feasibility was positive. However, due to decision by ICEIDA to phase out its activities in Namibia this project was not developed to a full project document stage or implemented.

5.2.1 Assistance to NatMIRC through MFRM in building effective resource management in Namibia (*theme question V*)

The ICEIDA interventions at NatMIRC were primarily focused on providing gap filling scientific expertise from 1990 to 1997. Also the officers needed to operate the research vessels, first the R/V Benguela and later the R/V Welwitschia. The general consensus of all persons interviewed was that the ICEIDA marine scientists and oceanographer had provided with other expatriate scientists a very important gap filling expertise, at a crucial time for Namibia right after gaining independence.

The latest intervention by ICEIDA for NatMIRC was in 2006 when a short term advisor was seconded from Iceland to the MFMR in Windhoek with the role to advise on some internal issues at NatMIRC in Swakopmund. A new Director Resource Management was taking up his post at the Ministry in Windhoek, and the short term ICEIDA expert was to work with him and provide capacity training. NatMIRC is operationally based in Swakopmund and has a smaller research unit in Lüderitz. The ICEIDA expert was based in Swakopmund, and reported to the both the Minister and the new NatMIRC director. The new director chose to spend minimal time in Swakopmund, and effectively this precluded any real training or capacity building. The results of this eleven month short term assignment to MFMR and NatMIRC was that scientific basis of NatMIRC operational methods were deemed sound, and expertise level sufficient to properly prepare necessary inputs to the scientific advice required by the MFMR. Also it was pointed out that improved capacity in scientific level understanding of fishery data required for setting TACs and quotas should be strengthened at the ministry level in Windhoek.

Under guidance of the expert, improvements in biological sample handling and age determination protocols were implemented.

A side project developed from this work in NatMIRC, with the long line fishing industry in Walvis Bay, where transfer of knowledge from practices in Iceland that improved catch rates and economic efficiency in the companies taking part. Example

of this was the introduction of a regiment of regular line cleaning (soap washing the long line), different less wasteful cutting of the bait, with reduction of bait portion sizes, and testing of using smaller hooks.

RELEVANCE:

7. Special Advisor from ICEIDA short vs. longer-term improvement of capacity?

The special fishery economics advisor within the MFMR was there from 2000 to 2003, when an ICEIDA project manager took over from a FAO advisor that left for his home in New Zealand in 2000. His role gradually turned from responsibility for ICEIDA supported projects like NAMFI, NatMIRC and the research vessel R/V Welwitschia over to being a special assistant to the Minister of Fisheries on various policy issues. He participated e.g. in several ICCAT meetings, and other international events as a member of the MFMR team.

a) Technical assistance to the Ministry for capacity development?

The interviews at the MFMR in Windhoek confirmed the overall consensus of all that the special fishery economics Advisor had been instrumental in setting up some core ministry working procedures that still are in use.

The foundation of the concepts for the ECO database for socio-economics information about the Namibian Fishery sector were part of the outputs from his tenure at the MFMR. An advisor with special expertise in database systems development was also seconded to the MFMR (2003-2004) to set up the programming and technical IT systems for the ECO and build capacity for its operations.

The integration of a special advisor(s) into the Ministries staff environment was seen as instrumental in transferring knowledge; establish good work ethics, protocols and good management practices in general. Thus helping very much in developing the capacity within the MFMR.

b) Science assistance to develop NATMIRC's capacity?

All interviewees' familiar with NatMIRC discussed how important the support from ICEIDA proved for Namibia in the early years following independence. Quoting some of the statements made:

"ICEIDA's support played a key role planning the survey and assessment methods for oceanographic research, and many fish stocks - we still employ these and have now good time series to work from for the period"

“The oceanography capacity building interventions by ICEIDA, running of the research vessels, building up database capacity for research was crucial in the early years”

The interventions by Iceland and complimentary support from Norway made the job possible for Namibia to establish its own science base for resource management. - This includes also the human expertise, training and opportunities to get advanced education abroad”

The support by ICEIDA to MFMR and NatMIRC laid the foundations for Namibia, both in terms of expert personnel gap-filling early on and the methodological build up of own capacity for fisheries resources management”.

EFFECTIVENESS:

8. The National Marine Research Council (NatMIRC) operating ability?

- Current operating state
- Operational sustainability
- Current ability to deliver robust scientific advice

The impression from the interviews in Namibia regarding NatMIRC, do confirm a MFMR Department to a large extent capable to deal with the marine resources issue. However, several indicators of possible problems may exist. These however, are not linked in any way to the previous support by ICEIDA, but rather link to underlying problems in retaining well educated personnel. Several key persons have moved to other industries like the mining where experienced people in environmental evaluations are in demand.

This has weakened to some extent the knowledge base existing within NatMIRC on e.g. use stock modelling. Such capacity shortcomings resulting from staff turnover, require the NatMIRC management to introduce and instigate necessary preventive measures to retain or timely recruit qualified personnel to ensure good marine resources practices.

This issue was discussed obliquely with the Permanent Secretary (PS), and the Director of NatMIRC in Windhoek, and both were aware of the situation, and did not want to elaborate on the matter during the interviews. Rather they focused on the positive importance of having succeeded to recruit young ambitious scientists (mostly biologist M.Sc level educated at UNAM). The PS stated that the they have been motivated to publish their research in scientific journals, and thus underpin their scientific credentials, which

is important for the resource management decision processes at MFMR. The PS mentioned also the annual science conference as an important venue to interact with industry and get the marine research outcomes disseminated and discussed.

NatMIRC has 30 scientist in its staff, of which 2 are with B.Sc, and majority with M.Sc degrees, and a few key staff members holding a Ph.D.

A total of 30 technicians and assistants are employed as well. The main station is in Swakopmund and a small station is run in Lüderitz. The organisation is split into several departments, each managed by a deputy director.

Note: The assessment is that NatMIRC may have a rocky road ahead for a few years during which the new younger science team is learning the ropes of conducting good surveys and use the data efficiently to produce sound scientific advice for the marine resources. Saying this, its though comforting to note that some key scientist still remain to guide this regeneration of NatMIRC. Possibly ICEIDA and NORAD could team up to ensure that nothing goes amiss in production of scientific advice to prevent any potential resource disasters? The two Nordic agencies did both contribute to the fishery sector development and maintaining a complimentary approach while crossing paths on some projects. It's of interest to note that evaluations for Norwegian interventions in Namibia (Norad 2005, 2009) do signal similar success cases and concern issues as for the ICEIDA interventions being evaluated here.

The new 62 m research vessel funded by Namibia, and built in Finland with some support financing by Finland. The new ship R/V Mirabilis is to replace the R/V Welwitschia fully in mid year 2015, and is already doing the oceanography surveys for about one year, but has a problem with fish stock surveys due to some design parameter problems relating to its trawl fishing gear operations. This matter has been in the local media and has caused some stir, and some recent negatively reflecting news items¹¹.

¹¹ The Villager, [Fisheries' N\\$340m research vessel malfunctions](#), accessed 23.02.2014

EFFICIENCY:

9. Overall effectiveness of the Ministerial departments (e.g. NatMIRC) in the fishery resources management?

The scientific advice prepared by NatMIRC is based on well-founded survey methodologies, data sampling and established time-series. These methods have been built into the process for setting TACs and any resource preservation decisions. It was confirmed that methodologies developed with help from NORAD, ICEIDA and other agencies are effective in obtaining the scientific data. The main issue of concern is how the scientific basis are being translated into sound policy decisions, in particular when pressure is being applied by industry stakeholders, bankers etc. that have a direct stake in the revenue generation. The recent paper by Paterson (2013) presents an interesting case analysis of the hake for 23 years following independence.

In this respect it should be noted that Namibia is not different in this respect to most other countries, where stakeholders with diverse interests always try to lobby for their own agenda. Thus, it's imperative that the MFMR ensures that NatMIRC is always equipped and able to provide the best scientific advice for making sound policy decisions. Transparency and accountability in the decision making, and adhering always to the principles of sustainability (environment, socio- and economic) should ensure the required efficiency and trust in the process.

SUSTAINABILITY:

10. Sustainability of ICEIDAs institutional support to the Ministry?
- a) Does Ministry maintain a Special Advisor role?
- b) Is the Ministry fully functioning as

The impression is that the Ministry of Fisheries and Marine Resources is functioning well as is to be expected for a key Governmental body, and most of the support provided by ICEIDA still remains useful in its operations. The institutional memory and reflections on ICEIDA's interventions was always expressed in a very positive manner and by many with note of nostalgia for good memories about positive mentors and supportive people coming from ICEIDA. This was especially expressed for the fisheries economics advisor (VW) and his role, and as well for the SADC expert (1992-1997).

The sustainability may need further analysis as the case for e.g. the PPE Directorate, which has lost capacity to maintain data collection for the ECO database. The main

of date in respect to all basic expectations?

cause for this disruption functionality is due to lack of correct input data entries, and this is a consequence of the Chief Statistician of MFMR leaving his job there. The Information Technology (IT) Systems are still functioning well in technological terms. Therefore the first impression is that somehow the incentive for collecting this data has been eroded, and industry is said to not like the multitude of questionnaires being received from MFMR for data collection. This seems to be a recent development, as up to 2010-2011 it seems the staff responsible could feed the ECO database with relevant data. The root cause for the disruption may be explained by having not acted timely to replace the chief statistician to ensure a smooth knowledge transition. With this a knowledge loss a type of a vacuum was created in how to manage the data collection / questionnaires and how to input the data correctly into ECO. Interpretation of the outputs from the analysis seems also to have become problematic due to lack of properly trained / qualified staff direction by the new Chief Statistician. The PPE department has therefore resorted to collect some data by phone surveys and log this information into Excel “databases” that remain unlinked to data available in ECO. This has caused problems in providing some crucial statistics for mandatory annual state reports.

- **This status of ECO usability is a cause of real concern and needs immediate corrective actions by MFMR.**

IMPACT:

11. The National Marine Research Council (NATMIRC)

- NATMIRC impact on environmental issues?

Its clear that NatMIRC is a key player in Namibia for stock assessment work, and provision of oceanographic and environmental data.

The operation of research stations, research vessels, conducting of survey work, collecting environmental and biological data series is crucial for proper resources and environment management in Namibia.

In interviews relating with BCC it was even clearer that the NatMIRC operation is central for good management of the BCLME and provision of regional data inputs.

The enhanced focus on maritime activity in connection with the enlargement of facilities in Walvis Bay will make new demands on the institution. The increased maritime freight shipping, oil industry services like large oil tankers, platforms coming into the Namibian economic zone from neighbouring countries, and even from Namibian waters as oil prospecting has started. Subsea mining may also be escalating and the role of a scientifically strong institution will increasingly be central to proper ecosystem management.

The initial support received from ICEIDA is seen by the people involved in Namibia to have laid a solid foundation for NatMIRC enabling them to have positive impacts on environment and ecosystem services in Namibia.

12. Stronger and more effective fisheries resource management?

This part of NatMIRC's operational mandate under MFMR is considered to be the background to setting of TACs and scientific advice used to set the quotas for various fisheries. However, the MFMR has some times gone further in allocating fishing quotas, and setting total TAC than the scientific advice may have merited. This is a concern for many stakeholders in Namibia, but often such decisions are based on "socio-economic" needs to protect employment and operational viability of the industry. The fishery sector has in cases been able to exert lobby pressure to deviate from the scientific advice delivered.

It could be noted that as the erosion of human capacity in the scientific staff has weakened the institution in recent years, which should possibly raise some doubts about the soundness of fish stock assessments, and possible have warranted precautionary principles to have been given more priority in the decision making. A very positive sign to this purpose of the ministry to improve its resources management is the on going effort to produce and adopt a Hake Management Plan (ACP Fish II, 2011)

5.2.2 The support to the Benguela Current Commission, and SADC (main theme question III)

SADC - The current evaluation for the ICEIDA intervention for Southern African Development Community (SADC) was not able to add much to what was already reported in the 1998 evaluation. It was confirmed that the support was important for establishing experience and capacity in Namibia for taking lead in an international activity. The decision to move all SADC Sector Coordinating Units (SCUs) to a central secretariat in Botswana required ICEIDA to exit from supporting this activity, and the Icelandic expert working at the SCU in Windhoek needed to rapidly phase out his work for SADC, and dedicate more time to overall project management, having been appointed country project manager as well. The SCU for Marine Fisheries and Resources was established in 1992 in Windhoek, and was closely linked to the MFMR. ICEIDA stopped all interventions to SADC by 2000 at the time of transition of SADC operations to Gaborone to the new SADC secretariat. Namibia played a central role in the overall development of SADC, and hosted three key events in its development. The 1992 Windhoek summit saw the signing of the SADC Treaty and Declaration, and in 2001 the SADC treaty was amended during an Extra-ordinary summit establishing the current 8 institutions of SADC. In 2006 a consultative conference adopted Windhoek Declaration; a framework for partnership between SADC and its international cooperating partners. Namibia took in 2005 the role of providing the seat of the institution of SADC Tribunal¹².

The role of ICEIDA in this large-scale regional multi nations coordinated development efforts may not have been very large in financial terms (total intervention of US\$ 941 thousands), but started in 1992 at a crucial time, by seconding to the SCU an extremely good advisor that helped build credibility for Namibia in the Marine Fisheries and Resources developments for SADC.

BCC - The project for the Benguela Current Commission was the last intervention launched by ICEIDA in Namibia, and was unique as it had more than a bilateral cooperation component,

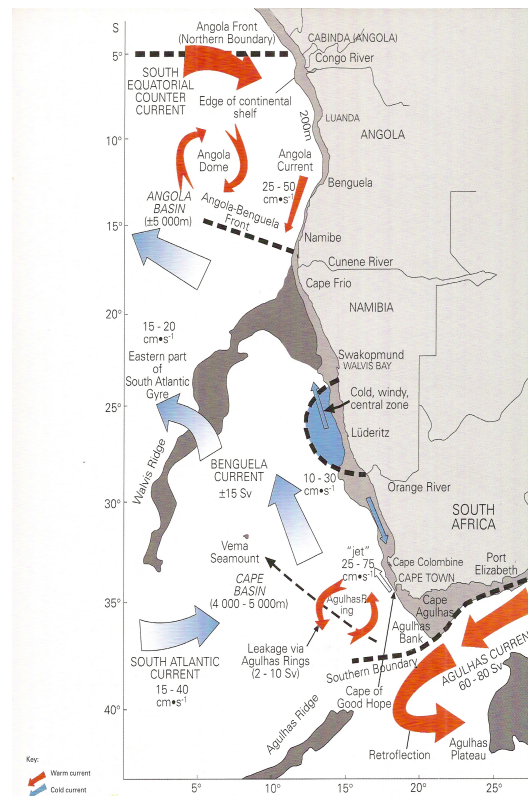


Figure 8 - Adapted from BCC 2008 publication. The diagram shows the main physical features and surface currents in the BCLME. The funds from ICEIDA were mobilised for regional training activities and workshops in the region shown in the diagram.

¹² [Overview of the History of SADC](#), accessed 24.02.2014

as its reach was regional in nature covering as well Angola and South Africa. The funding provided (US\$ 601 thousand) was positively appreciated as having been important in preparing the BCC to become an international organisation.

EFFECTIVENESS:

13. Support to the Benguela Current Commission (BCC)
- Can any lasting impacts be determined?

The support to the BCC was very important for building up regional expertise, laying foundation for the regional training. The funding period was for 2008 to 2012, but BCC managed to carry over some of the training funding to host activities well into 2013.

Phases in establishing the BCC were three: (1) The BENEFIT project that was active from 1997 up to 2008, although starting to phase out and merging into BCLME in its last years. This project concentrated on regional training and large ecosystem management issues. Phase (2) was the BCMLE programme – Implementation of an Ecosystem Approach to Ocean Governance. The third phase (3) was the setting up of the Benguela Current Commission (BCC), and in that process an interim iBCC was started to lay the foundation for a more formal regional structure. The convention has been signed by all three countries, Angola, Namibia and South Africa, and already ratified in 2013 by the latter two. Angola is now expected to ratify the convention by Feb.-March 2014 and only then will the BCC be a recognised international organisation. Currently BCC is a registered legal entity under Namibian law, and has operated on that basis, but to recruit international staff with different rights in terms of taxing and competitive salaries a kind of “Limbo existence” has started, which is proving to be detrimental to its operations, as qualified staff is being lost due to unfortunate turnover or bleeding of capacity.

ICEIDA’s support was important for the BCC as a part of the operational cofounding needed. The mobilisation of this funding was focused on strategic parts of the overall build up needed to take BCC forward. The main focus being on capacity building and training. The last regional training officer funded by ICEIDA (took the post over after BCC relocated from Windhoek to Swakopmund in 2011) was

among the Namibians interviewed, although he has recently taken up a position with UNAM. His opinion was that the funding from ICEIDA was instrumental in motivating cross borders training and scientific collaborations under the BCC remit.

SUSTAINABILITY:

The issue of sustainability of BCC was raised as very relevant matter during the interviews

Due to the current transition period to become an international organisation several comments were heard about concerns regarding the sustainability of BCC as not only have they been unable to retain well-qualified staff, and not hiring new, as funding is unsecure from the international donor organisations. The governments that have signed the convention are expecting to receive considerable amounts of external funding to operate the ambitious goals of the future BCC.

It needs to be questioned by donors like ICEIDA among other donors that have provided significant support to lay the foundation for BCC. Why have the regional governments not followed through to provide the needed basic funding enabling the BCC to maintain critical staff, and as the benefits to be gained in both shorter and longer terms will accrue to the three countries. Certainly external funding would continue to come in for science projects, but shouldn't the base funding for BCC already be committed? Perhaps this will be mitigated if Angola ratifies the convention without delays and BCC international status is recognised fast.

It needs to be noted in relation to above points that the BCC secretariat in Namibia was not planned to become very large, as the aim is to support work at regional level and mobilise capacity within each of the 3 countries.

IMPACT:

The ICEIDA support created impact

The impact provided by ICEIDA was substantial during the period of funding and extending well into 2013. However, due to questions rose about longer to short term sustainability, and the creation of a troublesome interim period this positive impact creation might very quickly erode. However, the collaborative joint work initiated via BBC regional training supported by ICEIDA has built up

capacity in the 3 countries, and the value of this should remain and benefit the countries and the region over longer term as intended.

EFFECTIVENESS:

14. Support to Southern African Development Community (SADC)

- Can any lasting impacts be determined?

The current progress of SADC development as an international organisation is impressive, and has with a large financial backing by the European Union (more than 50 million EURO since 2000), established a South African community for regional development.

SADC has in 2008 put in place a Protocol on Fisheries¹³, and implementation Strategy was adopted in 2010, and this prioritizes the following aspects of fisheries:

- Aquaculture (farmed fish);
- Management of shared fisheries resources; and
- Combating illegal unregulated and unreported fishing.

Also issues relating to improving Food Security in the region are underway from 2009.

SADC reports its own linking to the BENEFIT programme and the BCC.

It can be concluded from the above that lasting impacts exist, and ICEIDA provided support needed to establish the basis for fisheries and marine unit (SCU) to be adequately taken up under the SADC secretariat in Botswana.

5.2.3 Technical support for Fisheries Economic Database Project (ECO), and Electronic Landings Data Collection (ELDC) - *Handheld Landings Data System*.

RELEVANCE:

Did the project(s) provide fitness to the objectives

The relevance was very high, and the ECO has been an important development for Namibia as it has been possible

¹³ [The SADC Fisheries theme information site](#), accessed 24.02.2014

and Namibian use needs? to include the economics and socio dimensions in the working procedures within the MFMR. This has been reflected in setting of TACs and quota allocations. It was commented on by BCC interviewee as being unique for African countries in the region, and was one of the merits given for Namibia being the chosen hosting country for BCC.

The ELDC was also considered to have been highly relevant as a logical step in modernising the collection of landings data.

Both above projects met Namibian needs, however, the ELDC project was a specific case to learn from regarding understanding from the outset what different stakeholders in a developing economy prioritise, see further details below.

EFFECTIVENESS:

15. Did the support from ICEIDA contribute to the Vision 2030 objective to achieve increasing and sustainable yields of fisheries and marine resources for the development of the economy and benefit the people of Namibia”?

It is noted in the report from ACP FISH II (2012) that the ELDC system is still available, and could be implemented with renewed training, and efforts driven by MFMR. To ensure effectiveness of delivery, the project if renewed, needs to owned by the Director of Operations that must drive it for success, as it is deemed that this system would benefit data availability and reduce the need for reconciliation of landings data. Reduction of errors would be another recognised benefit.

The possible explanation for the failed implementation of the ELDC is that in part it was donor driven as the technology came from Iceland, but human resource wise motivation was lacking, and also “fright” by the Namibian fishery inspectors for embracing this new technology.

The IT solutions can only enable more rapid and accurate data collection and reporting. The systems can therefore provide more rapidly accurate information about actual catches and thereby assist policy managers in their quota management decisions. This supports sustainable resources management.

EFFICIENCY:

16. Did the project(s) achieve the development objective of “improving the collection and timeliness of fish landings information”?

Early on the ECO project has worked well, but has now run into some problems.

- The status of ECO non-usability is a cause of real concern and needs immediate corrective actions by MFMR.

The ELDC project was not successful, and hand-held systems were only used for phase one testing trials.

The system worked well and was suitable in most ways, but its use never took off due to lack of interest by the actual users, i.e. many the fishery inspectors did not like to use the technology, and also perceived its implementation as threat to their *normal* income generation. They accrue considerable overtime pay from manually transcribing paper forms and information into the MFMR FUNDS fishery database.

There was no real buy-in for taking the system up by the inspectors on the port side or in the factories, and many different excuses were heard to justify this, like e.g.

- Not suitable for use with moving scales on high speed lines → to slow to input data (how writing data on paper is faster was not explained)
- Use of handheld units needed the processing to slow down and industry was objecting,
- Inspectors with little education saw this technology as a threat to job security
- Printers were not functioning or even not available?
- Paper for printers was not available in Namibia, only in SA.

The concept idea for the project came from the Policy Planning and Economics (PPE) department of the MFMR. On the other hand the Operations Department was on the receiving end, and as it was not “their project”, it was therefore not perceived as something to push forward for successful implementation.

Even though everybody involved agreed about the benefits of more rapid information flow, less error prone, and lower

need to reconcile differences in logged data from inspectors and the industry; it seemed that the Operational arm of the MFMR was not keen to get this type of system implemented.

On the other hand the directors in MFMR and deputies in Walvis Bay said they were positive to see new technology being introduced.

In conclusion it's imperative to consult actual users more thoroughly in defining system requirements to ensure more positive buy-in and increased success in implementation. The actual directorate going to implement must take responsibility for such projects to ensure a full commitment to success, and also be aware of possible donor-driven interest to move technology into an area where its not going to be easily welcomed by the stakeholders.

SUSTAINABILITY:

17. Is there evidence that expected project outputs will be useful in years to come?

ECO database has a definite potential to retain again its intended usefulness following an introduction of trained personnel for inputting the data correctly. Some critical review of the current questionnaires should be conducted to find means to remove industry objections to use them to deliver required data.

The status of ECO non-usability is a cause of real concern and needs immediate corrective actions by MFMR.

Perhaps it needs to be considered to introduce a web-based application for direct delivery of data to MFMR for the ECO, and remove the need to enter data at the ministry. This would make the paper based questionnaires obsolete, improve accuracy and speed up the overall process involved and possibly motivate the industry positively to collaborate.

IMPACTS:

18. Are positive or negative impacts evident?

The ECO database is used for policy planning purposes and proved to be an efficient and useful tool for the MFMR. However, the downside to this is that due to insufficient foresight being taken in recruiting in a timely fashion a new Chief Statistician at the ministry a knowledge gap was unnecessarily created.

This gap in human capacity was evident by the interviews, and it seems that ECO has not been used with intended efficiency since 2011.

The handheld landing data system (ELDC) was never fully implemented in spite of an existing general consensus that technologically the system was appropriate and functioned well. Human barriers were not adequately considered in the planning phase, and necessary risk mitigation alternatives for full implementation put in action.

MFMR Operations Directorate must take a real ownership for this system to ensure its implementation, which would greatly improve speed of landing data availability, accuracy, and largely remove a continual need for landings data reconciliation efforts between MFMR and the fishery industry.

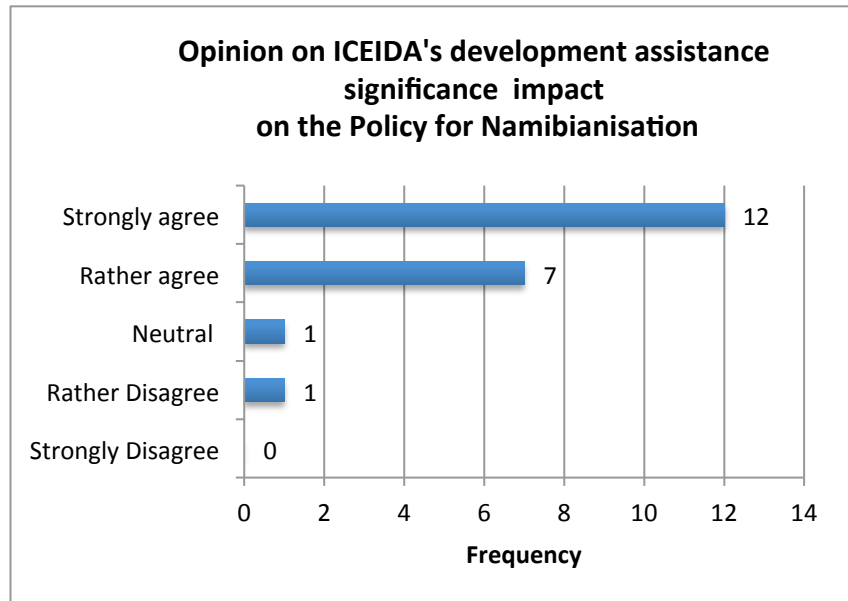
5.3 Data collected through interview questionnaires

The questionnaire was used as the closing part of the interviews for 14 Namibians and 7 Icelandic, a total of 21 interviewees. The questionnaire being filled in at the end of the interviews proved also helpful in reconfirming many points previously covered in the interviews. The questionnaire used is shown in Annex 7.

Question 1

1a. Do you agree or disagree that ICEIDA's development assistance has significantly impacted the policy for Namibianisation?

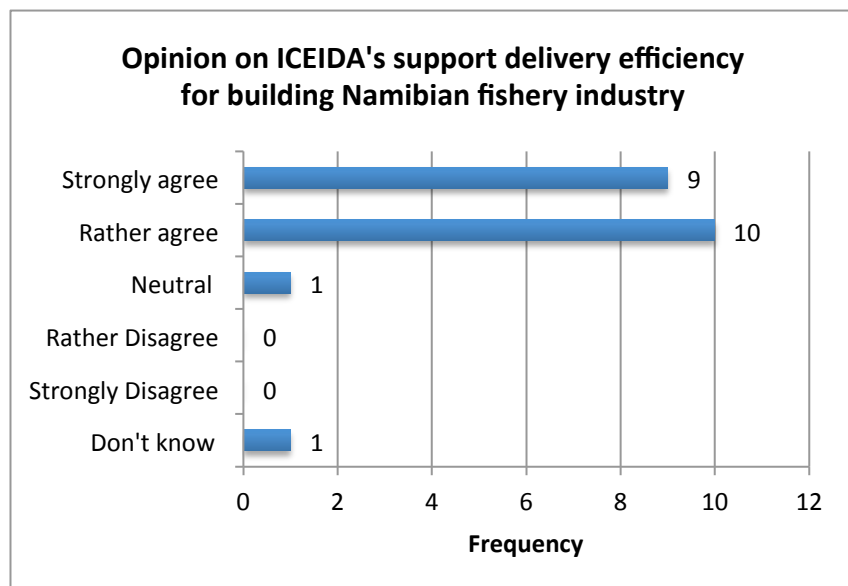
This question was presented to the persons interviewed to gain a first impression of the subjects' opinion of the impact generated by ICEIDA's development assistance for the Namibianisation policy. From the data it is clear that majority agree that the impact generated was significant, with 19 out of 21 respondents, or 90.5% state that they either strongly or rather agree to this impact having been realised.



Question 2

2a. Do you agree or disagree that efficiency of ICEIDA's support delivery was important for building a Namibian fishery industry?

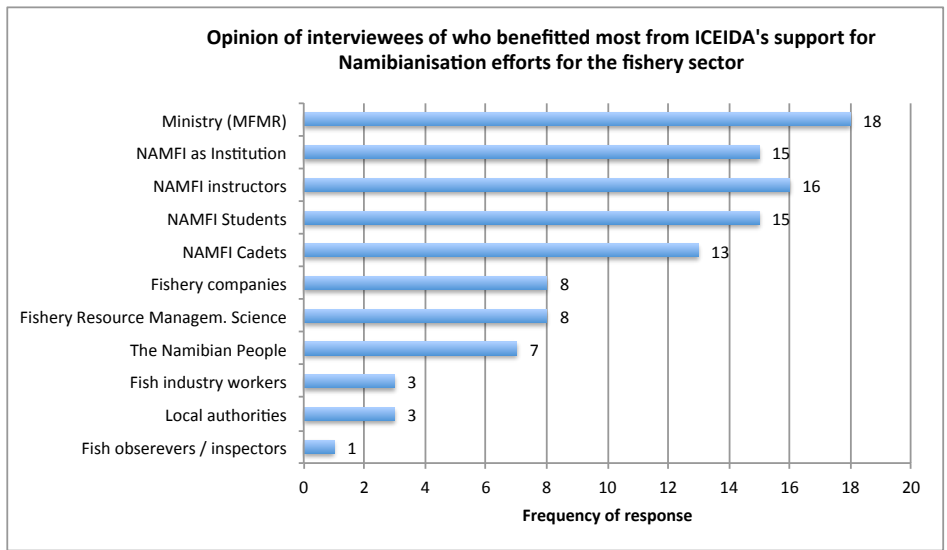
This question aimed to estimate opinion of the interviewees regarding the efficiency of ICEIDA's support delivery was important for building the Namibian fishery sector. In response to this question, majority (90.5%) indicated that they strongly agreed, or rather agreed to the efficiency part of the development assistance support from ICEIDA.



Question 3

3a. Who in Namibia benefited most from the support provided by ICEIDA for the fisheries Namibianisation efforts?

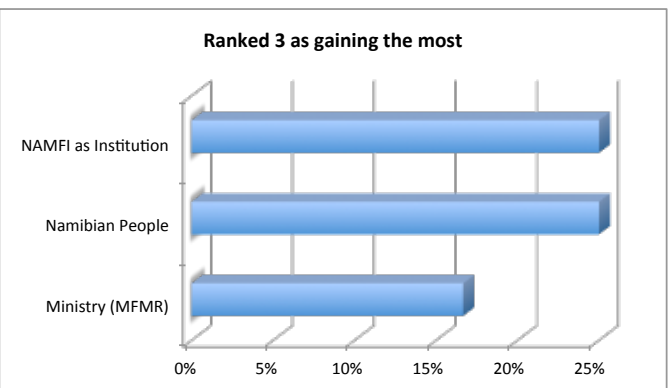
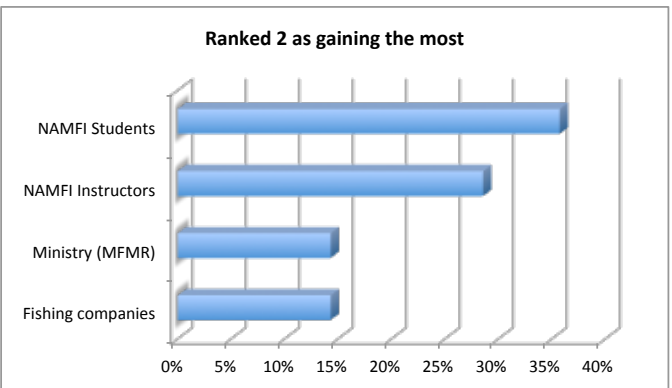
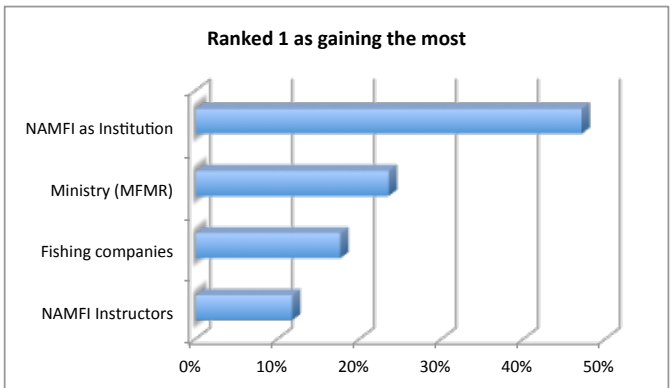
This question was in 2 parts to get a) interviewees opinion on who in Namibia benefitted most from the support provided by ICEIDA for the fisheries sector Namibianisation efforts, and (b) indication of whom mentioned in (a) had gained the most.



The responses to part (a) of the question indicated that large majority had the opinion that the Ministry of Fisheries and Marine Resources had benefitted most from the support from ICEIDA, and in second place was NAMFI as an Institution, followed by the various categories of persons involved with NAMFI, i.e. instructors, students and cadets.

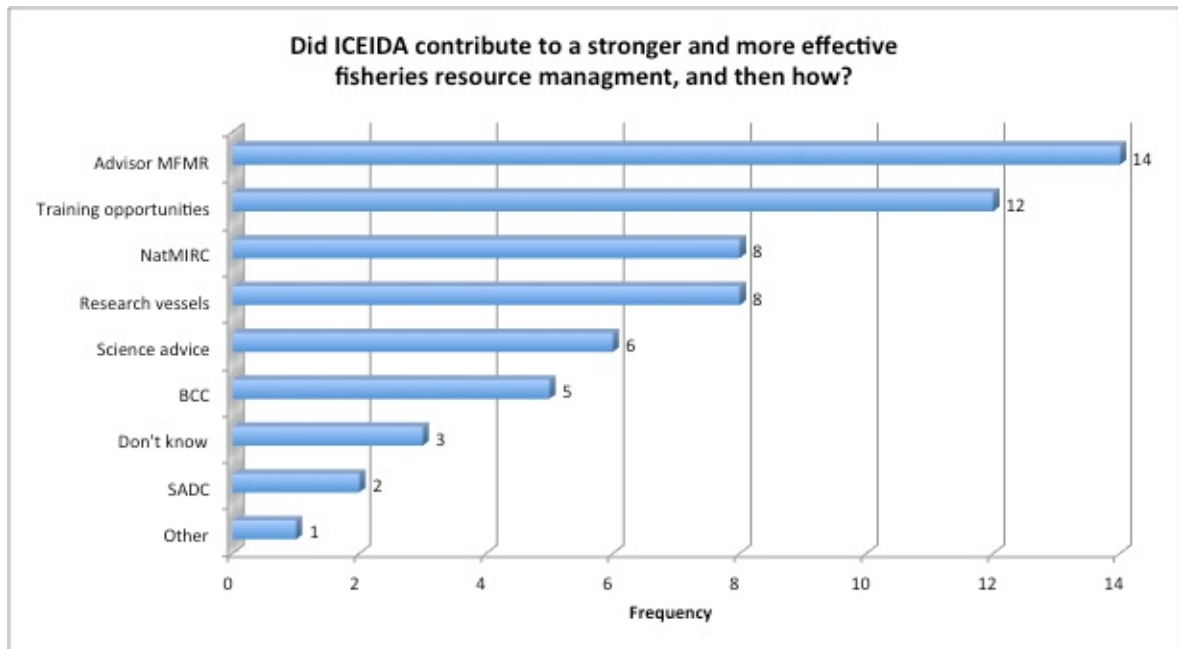
In part (b) of the question the respondents were asked to rank their top three selections from part (a). The picture to the right shows the results of this ranking, but it should be noted that the cumulative is not 100% as many only ranked 1-2 selections. In this breakdown NAMFI comes in the first ranked, and the MFMR shows a lowered ranking preference.

This combined could indicate that NAMFI is a special institute belonging to the MFMR, and some overlaps might occur in the subjective distinctions of the interviewees during the consideration of these two parts of the question.



Question 4

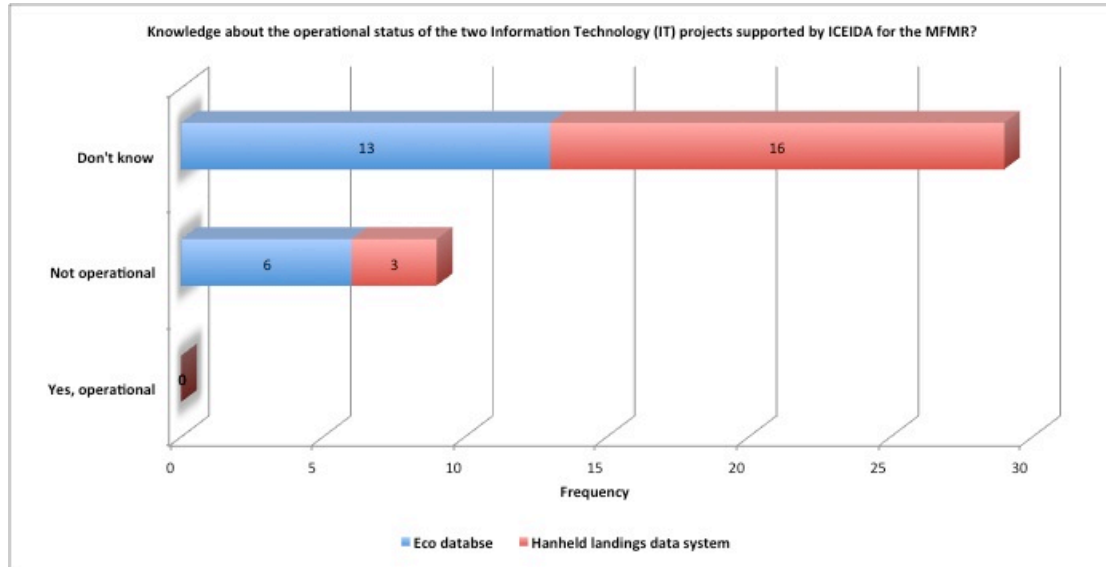
Did ICEIDA contribute to stronger and more effective fisheries resource management, and then how?



Many of the interviewees expressed appraisals for the work done at MFMR of the Advisor at the Ministry (MFMR), and inputs to policy developments had benefitted the science basis for resource management. Also various training opportunities were cited as having been very important in building capacity for the much needed science basis. This also reflected on support to the NatMIRC institute, and the operational support to the research vessels, and includes references to the survey methods for oceanography in particular. General science advice was also recognised, and the support to Benguela Current Commission (BCC) that was one of the most recent interventions by ICEIDA. Only few remembered the support to SADC, as this was more historical and linked to the first decade of support by ICEIDA in Namibia.

Question 5

Are the Fisheries Economic Database (ECO) and the Electronic Handheld Landings Data Collection system operating as anticipated (i.e. how do the function, and are they important)?



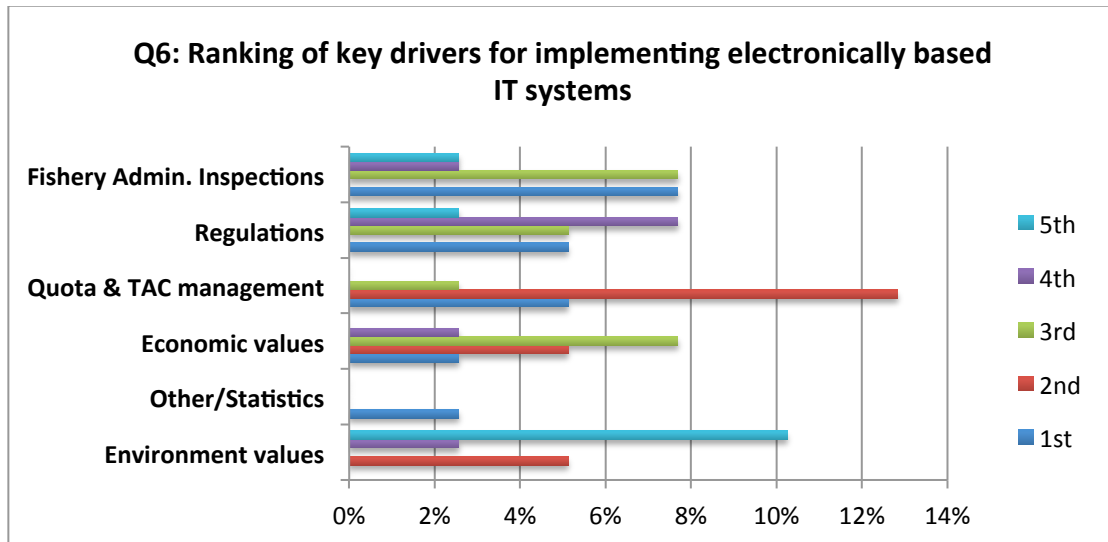
It was very clear from the responses that the ECO was not functioning operationally at the time of the evaluation. With further enquiries it was established that ECO was considered a very important database and tool for the advice on fishery management, but this had stopped to function after 2010 due to the Chief Statistician at MFMR left his job and no timely replacement with proper training had been implemented. This put the operational effectiveness of ECO, and the situation remains unresolved, although a new Chief Statistician has been recruited but the gap in capacity exists.

For the Handheld landings data system it was graphically clear that very few interviewees were aware of its operational status, and all replies confirmed that this IT system had never been implemented for use, although many respondents stated that this system technically was very good and would be able to perform its planned tasks effectively. However, lack of follow through by the Operational Directorate of MFMR was the cause for a failure to use. This is discussed further in Section 5.2.3 (see pages 46-50) of this report.

Question 6

Which of the following choices is the key driver for implementing electronically based information systems?

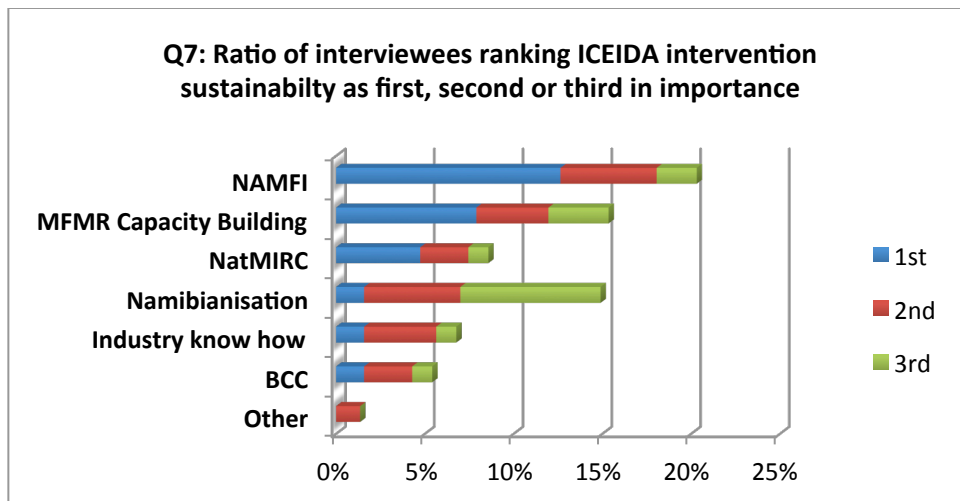
The figure below shows the ratio of people interviewed that rank from 1 to 5 (one being the most important) the indicated issues. Fishery administration and inspection most frequently listed as a key driver, followed by regulations and quota / TAC management. Its interesting to note that environmental values are never ranked no. 1, and have the highest frequency for rank 5, which is the one of least importance.



Question 7

Overall sustainability of the ICEIDA supports interventions?

(please prioritise the most important elements): *Ranking of most sustainable interventions.*



* Other in the graph above related to scholarships and students from high schools getting educational opportunity due to NAMFI.

The responses to this question show very clearly that NAMFI is most often considered most sustainable, and also most often ranked second on this criterion. MFMR follows next on the same criteria rankings, then followed by NatMIRC. On the

other hand Namibianisation most often is being ranked as third most important sustainable intervention

In response to this question highest frequency of the people interviewed considered NAMFI to have been the intervention having the best sustainability, ranked no. 1. Followed by the MFMR capacity building interventions, and the Namibianisation being ranked third by many interviewees.

The frequency of all answers combined and taking note of all specific comments made during the interview in relation to this question showed that overall these three, and Marine Research (NatMIRC and the interventions for the Research Vessels, including their officers) were not significantly different.

The word cloud Figure no. 9, shows that NAMFI has the highest frequency, followed by MFMR Capacity Building, then NatMIRC/Marine Science and the Nambianisation being nearly equally mentioned as often.

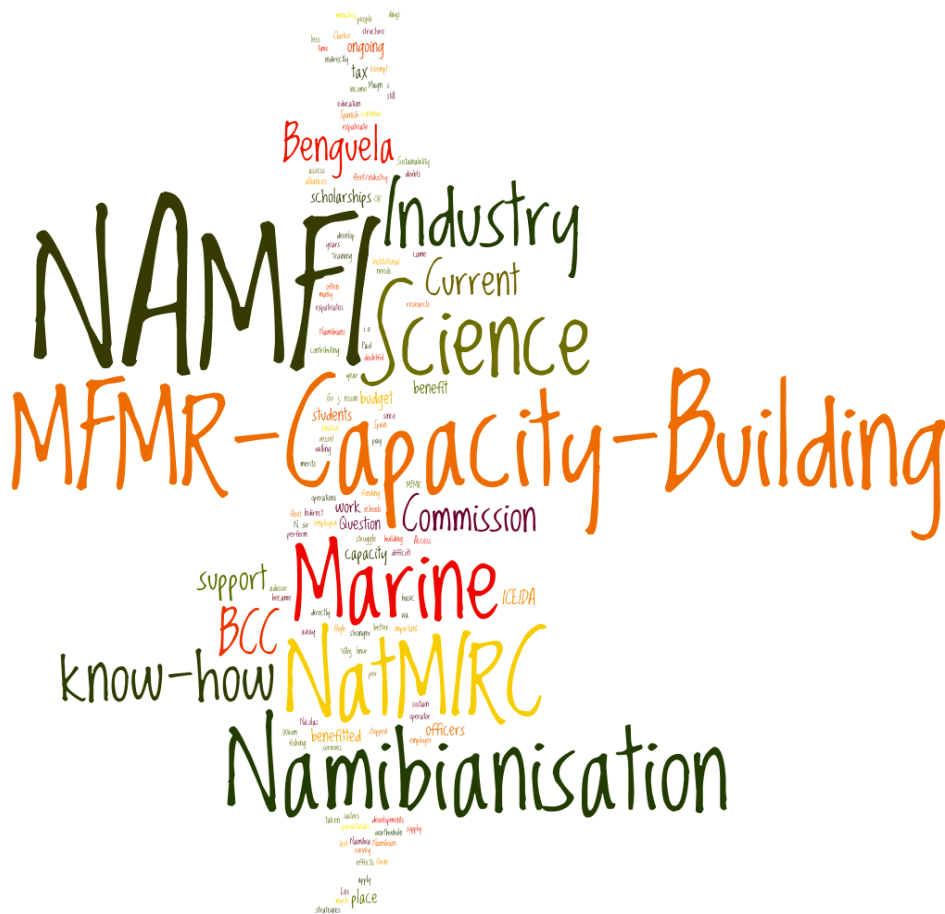


Figure 9 – Word cloud based on overall frequency analysis for survey question seven.

6. Conclusion

The Namibian fishery sector importance for the national economy needs to be put into context with the early prioritisation by ICEIDA to focus the interventions for the development of the fishery sector. At the time of independence foreign interests mostly operated the sector, and the sector revenues were important for earning foreign currency income for Namibia, and provide employment opportunities. This was highlighted in the report by Glenn-Marie Lange (February 2003) to quote:

“Fisheries also increased their economic contribution, accounting for eight per cent of gross domestic product (GDP) and 26 per cent of merchandise exports by 2000. (CBS, 2001a). Employment in the industry in Namibia more than doubled between 1991 and 1998 (MFMR, 2000). The Namibian industry operates without subsidies and has increased its contribution to state revenue dramatically, rising from virtually nothing at Independence to \$N103million (US\$15 million) in 2000 (CBS, 2001b). The Namibian industry operates without subsidies and has increased its contribution to state revenue dramatically, rising from virtually nothing at Independence to \$N103 million (US\$15 million) in 2000. This last point is all the more remarkable because of the global trend for massive government subsidies for the fishing industry in most countries (FAO, 1993; Kaufmann and Green, 1997; Milazzo, 1998)”

In the MFMR 2010/2011 report indicated some fluctuations in the contribution of the fishing sector to GDP at current prices, from processing on shore and fishing and fish processing onboard. The revised figures estimated used rebased prices of 2004 from the previously used base year of 1995. The fishery contributed 5.2% in 2007, compared to 4.6% contributed in 2008, representing a 0.6% decrease. During 2009 the MFMR reports that the sector contributed 5% to the GDP, and in 2010 the contribution was 3.7%.

In 2009 this reflects contribution of 15% of the total export of goods, compared to 2010 when a reduction to 13% was attributed to changed fuel prices and currency fluctuations. The fishery sector is by 2010 one of the largest stable employers in Namibia with about 13.000 employees, compared to only a few thousand seasonally employed workers in 1990 working for the South African operated companies.

The overall conclusion from this evaluation is that the ICEIDA interventions in the Namibian fisheries sector for the twenty years following the countries independence have many significant success stories. The cornerstone in this success is that through NAMFI delivery of appropriately trained officers, Namibia was able to relatively fast meet to a large extent its policy for Namibianisation of the fishery fleet.

The efficiency of delivery improved significantly with improved methodology implemented by ICEIDA through moving from informal project management strategy to an organised programme management strategy for the interventions in Namibia.

The core of anticipated expectations from the interventions have been successfully achieved and several significant success stories have been identified.

6.1 Key results achieved in period from 1990 to 2002

As has been explained earlier in this report, the expectations for specific outcomes from the ICEIDA projects operated in the first 12 years in Namibia are not available in written format, and therefore more difficult to verify specifically. However, during the interviews it was very clear from the many positive comments made in Namibia that high regard and appreciation is given to ICEIDA for the contributions made. The following highlights some of the key achievements in this earlier period:

- 1) Support to SADC and the SCU in Windhoek from 1992-1997 is highly respected, and provided Namibia with experience in taking lead role in regional matters in the natural resources area,
- 2) Marine Sciences support in the first years after independence, although mostly of gap filling nature did contribute to own capacity building at NatMIRC,
 - a. Advice on data series collection and survey protocols set up in collaboration with Norwegian and Namibian counterparts are still in use and considered crucial in good marine resources management,
 - b. Oceanography capacity built up through mentoring by ICEIDA expert in conjunction with course at the Open University. This was mentioned as an example of giving confidence in own abilities and speeded up Namibia taking responsibilities in this field,
 - c. The officers on R/V Benguela and later R/V Welwitschia engaged in mentoring Namibian officers trained by NAMFI, and gradually the number of officers from ICEIDA phased out until only the captain remained, but the last Icelandic officer leaves in 1999. As gap-filling measures were still required by MFMR, and the captain was replaced for some time by a Norwegian captain. It is unclear from this evaluation, when the research vessels were successfully Namibianised.
- 3) The advisor to the Ministry of Fisheries and Marine Resources was very successful and effective intervention that boosted the MFMR capacity building, policy developments, and delivered through a subsequent separate project an important policy tool, i.e. the ECO database. The ECO database was functioning very well into 2010, but ran into difficulties after the Chief Statistician left his post at MFMR, and currently its sustainability is in doubt. However, the IT system itself still functions very well and with a more modern web based gateway upgrading to enable industry to deliver their information directly to ECO, the data collection and its application could be made more robust.
- 4) NAMFI successfully provided many graduates able to join the fishery sector and through further mentoring and on sea training they have mostly Namibianised the hake, monk and small pelagic sectors. This effort of gap filling through a

relatively high number of expatriate instructors was phased out to ensure that the Namibian staff of NAMFI could take over in due course.

6.2 Key results achieved in period from 2002 to 2010

This period benefitted from a more strategic programming of the ICEIDA interventions, and outcomes identified in project documents can be more easily verified. The key achievements from the ICEIDA programme in the second period are highlighted here:

- 1) NAMFI was successfully Namibianised, and when ICEIDA withdrew its support the institute operated efficiently and continued to deliver trained officers meeting the requirements of the fishery sector,
 - a. NAMFI seems to be funded at a level where it can maintain its operations, but is lacking means to evolve further,
 - b. ICEIDA instructors at NAMFI had prepared with their counterparts all necessary documentation for filing with IMO through official Namibian channels responsible for international agreements. However, these documents were “lost” or not correctly delivered to IMO. Thus, the anticipated by ICEIDA first step in the accreditation; the “White Listing” did not lead to expected process of validation and accreditation.
 - c. Key hindrance for NAMFI’s sustainable future is the failure to obtain the IMO accreditation, and the conclusion here is that ICEIDA should have done a timely post project follow up in 2009 to protect the investment made, and provide short term consultancies to support success of the IMO accreditation work.
- 2) The Electronic Landings Data Collection (ELDC), most often referred to, as the “*Handheld Landings Data System*”. This project was a significant failure for both MFMR and ICEIDA. This is very unfortunate as the IT system functioned very well, and the barrier for proper implementation is lack of true ownership by the MFMR Directorate of Operations to ensure a full implementation. This is further discussed under lessons learned.
- 3) The Benguela Current Commission (BCC) is an example of a very successful intervention, where ICEIDA provided fund for regional training. The expectation that the BCC will be operating as an international organisation with its secretariat in Swakopmund should be considered a major achievement for Namibia and the region. Although, ICEIDA’s intervention was only part of the significant overall interventions by many donor agencies, the regional training was very successful instrument in laying the foundation for a future BCC.

is a high-tech fishery nation, and by now Namibia has gained the expertise and institutional foundations that their fishery industry has also become high-tech.

Due to the similarities in marine environmental conditions, both countries in high production marine current upwelling zones future collaboration might be considered on basis of equals, collaborating for common interests. This could be exemplified in marine resources management, protection of the environment, and the large ecosystem management strategy areas. A good starting point could be the regional approaches employed for BCC, but enlarging this to joint interest areas where exchanges of knowledge would be the new foundation for collaborations.

6.4 The overall conclusions and themes of the evaluation

RELEVANCE:

19. Assess the overall quality of the projects' implementation, execution and methods of operation?

Taken together as one large project of intervention support to building of a national Namibian fishery sector the ICEIDA project was highly relevant.

The larger project can be defined as having been composed of many individual, but linked parts. The quality of implementation varied and in particular during the first years relied very much on the persons responsible for the tasks, and presence of more structured project protocols could have improved operational execution in some cases.

Overall majority of sub-projects are evaluated to have been implemented satisfactorily and many in a very good manner.

EFFECTIVENESS:

20. Did ICEIDA (and if so, how) contribute to a stronger, more effective resource management, with added economic value?

In particular the rapid deployment of gap-filling expertise in support of maritime science, and much needed data collection through operation of the research vessels made a real difference in the first years following independence.

It was confirmed through many interviews that this support was crucial in offering training opportunities for marine scientists, structuring data collection methodologies in collaborations between Namibian, Icelandic and Norwegian experts working with NatMIRC, and this laid foundation for valuable time series that by now span more than 20 years.

The advisor support to the ministry (MFMR) helped in policy planning developments and fishery economics that were important to maintain and add economic value through the sustainably managed fishery sector.

The regional training program support to BCC has contributed in a fundamental way to stronger and more effective regional resource management perspectives, and this contributes directly and positively to the Namibian marine resources economic value creation.

21. Assess to what degree implicit or explicit

The overall outcomes of the larger Namibian Fishery Sector Project of ICEIDA are possibly summed up with a single word "miracle". However, this needs to be elaborated on basis of

outcomes and impacts of the interventions were achieved? reference to the key sub-projects within the scope of this evaluation.

The key outcome of Namibia having achieved to establish a national Namibian high-tech fishing industry during a span of about 20 years is by itself a true miracle. Having stated this, it must be taken into account that many synergistic factors besides ICEIDA helped in achieving this, and to list a few obvious ones, (i) many donor agencies contributed jointly with ICEIDA to this overall success, (ii) the Namibian government, the President, and the industry sector held a joint vision for Namibianisation, (iii) guided by governing policies based on sustainable utilisation of the marine resources, (iv) the people of Namibia realised the great opportunity in learning through collaboration.

The degree of implicit and explicit outcomes and impacts achieved for the key ICEIDA projects is shown as percentage based on a subjective conclusion by the evaluator.

ICEIDA subproject	ICEIDA achievement score (%)	Notes
MFMR	100%	Ministry taking lead to get maximum impact for own benefits
BCC	100 %	Model project for future referencing
ECO	100 %	ECO functioned well as delivered by ICEIDA
Namibianisation of fishers on the fleet	95 %	ICEIDA work provided NAMFI with institutional capacity to produce officers for key fleet segments
Research vessels	95 %	Icelandic officers phased out, but partially replaced by expatriates from other countries
NAMFI	93 %	IMO accreditation not delivered, and lack of proper post-project follow up by ICEIDA.
SADC	90 %	Mentoring not prioritised in early phase
NatMIRC	85 %	Lack of project planning and follow up post project.
ELDC	10 %	Lack of MFMR ownership, and contingency planning

EFFICIENCY:

22. Overall efficiency
/(impact) of the
specific outcomes
at present for
different
interventions
assessed.

- “Did the Total
ICEIDA funding
in relation to
quantifiable
improvements
in affected
areas - in terms
of “value for
money” and/or
value for input
in terms of
expected
results”?

The overall efficiency of modalities employed by ICEIDA to direct and carry operationally through the various sub-projects was variable. The table above on achievement score percentage applies as well for this part of the report.

The efficiency in reaching anticipated deliverables and outcomes was heavily dependent on the person employed by ICEIDA for the tasks. As stated earlier in this report, no formal project documents existed for most of the early projects, and for the largest project for NAMFI, such a document was only available from 2002. This was less important in cases where well-qualified experts were responsible, as they performed very well, and rose to difficult challenges in the field. Showing innovation and determination in reaching the overall goals set, and removing barriers to get the job done.

On the other hand, even when project documents were available from project initiation, like e.g. for the Handheld landing data system (ELDC) this was no guarantee for success.

In conclusion the total ICEIDA funding of US\$ 14.8 million for the Namibian fishery sector project lead to quantifiable improvements, like exemplified by NAMFI students having mostly Namibianised the fishery fleet. Other significant elements in overall all value terms that can be cited are the crucial early support measures to marine research capacity, SADC, BCC, and not least the MFMR.

This also extends to significant knock-on values in the Namibian economy, as the sustainable fishery sector is creating employment opportunities; export goods that bring in foreign currency revenues. The Namibian fishery sector is a net contributor of economic value and taxes to the Namibian economy. This was in fact the driver and rational for ICEIDA to start its interventions, and the value for money gained by Namibia is very significant.

For ICEIDA the investment can be very well justified, having contributed significantly to the creation of a truly Namibian fishery sector.

SUSTAINABILITY:

23. “Is there evidence
that taken together
interventions for
Namibianisation
within the fisheries
sector have a
lasting and

The Namibianisation for the fishery sector has to a large degree proven to be very successful policy of the MFMR, and ICEIDA’s support is seen as having been a crucial factor ensuring its successful implementation.

Ample evidence was gathered during this evaluation to confirm that the Namibianisation efforts have delivered lasting and sustainable positive impacts within the fishery sector.

sustainable impact on Namibian fisheries for better or for worse?”

24. “Is there evidence that the ICEIDA support to fisheries in Namibia contributed to a stronger, more effective resource management, with added value to the economy of the country, and to what degree these interventions have had a sustainable impact”?

The overall conclusion is that ICEIDA’s interventions were appropriately targeted, and jointly have contributed to stronger and more effective marine resource management structures. The longer-term sustainable impact on the sector, the country’s economy, human capacity developments are evident from various inputs into this evaluation.

- Did ICEIDA’s effort assist in establishing a well functioning Ministry?

ICEIDA support through special advisors seconded to the MFMR contributed to capacity building and supported the Ministry functioning.

- Contribute to valuable research practices?

Methodologies for conducting research surveys, and collecting relevant time series, and the handling of samples of marine life were contributed from ICEIDA marine scientists. Presentation and modelling of data for TAC setting was provided in collaboration with NORAD, and other agencies supplying NatMIRC and the MFRM with expert advice.

- Quality training in the fishing sector?

Quality training within the fishery sector set up and facilitated by ICEIDA is by now not being carried out, and curricula not maintained. NAMFI does give some training on basics of fish handling methods and how these do impact the final product quality

IMPACT:

25. Did ICEIDA’s support contribute positively to the

In the Namibian fishery sector interventions, ICEIDA positively supported equal opportunities and promoted gender issues in its projects. As part of the gender approach used by ICEIDA was to show by example that women and men had equal

Gender issues?

opportunities. Examples of this can be cited, e.g. the first ICEIDA country project manager in Namibia (1990-1994), and later on two ICEIDA instructors at NAMFI were women. However, majority of the personnel deployed to Namibia for fishery sector interventions by ICEIDA were men, as of the 40+ persons only 4 were women, or overall less than 10%. This low ratio of females deployed by ICEIDA for the Namibian fishery sector project can be linked to the generally low participation of women in jobs at sea in Iceland leading to relatively few adequately experienced women that could be recruited for e.g. instructor positions at NAMFI.

Namibian women were trained to take over as instructors at NAMFI, and also given opportunities to train overseas, e.g. at the United Nations University Fisheries Training program in Iceland [<http://www.unuftp.is>]. The ratio of Namibian women given this opportunity was lower than for males. In total 10 fellows from Namibia attended the UNU-FTP from 1999-2011, where three are women and seven males.

Few women maritime officers have graduated from NAMFI, and the statistics for years 2007 to 2011 show that women trained are 5% of the 275 students. In the cadet program women are 20% of the 54 students. The evaluation did not provide findings about if any of them have gained officer status in the fishery sector. However, an interesting case story is cited by Huggins (2011) about a female skipper Johanna Kwedhi, and this quote is shown in the following text box, and the original newscast is accessible at BBC web¹⁴.

One local who was not getting skunked was Johanna Kwedhi, Namibia's first female trawler captain. Kwedhi commands the Kanus, one of the largest trawlers operating from Lüderitz Harbour (BBC 2010). She recently proved that a woman cannot only navigate a coastline infamous for shipwrecks, but can also bring in a profitable catch. She broke another barrier too: "We have never seen a black person in charge of a ship," says Evalisto Shipo, a local boatswain. When Kwedhi first came to Lüderitz to train with the Namibian Fisheries Institute she lived in a house with no electricity or bathroom. "People said to me, 'Wow, an officer living in the shantytown!' But I say, 'No, I am here with peace of mind and I have my health.'" Her company is training four more local women to be skippers.

[Quote from Huggins 2011]

This quote shows that a single woman seems to have succeeded on basis of the training opportunities provided by

¹⁴ BBC news, accessed 12.04.2014, <http://www.bbc.co.uk/news/world-africa-10893469>

NAMFI, but further analysis would be required to verify if this signals actual and progressive progress for improved gender balance in the Namibian fishery sector. Or is this a stand alone case proving that Namibian fisheries are mainly male dominated as is the case in Iceland, and many countries around the world (Tryggvadottir, 2008).

26. Did ICEIDA's overall support in Namibian fishery sector contribute to reducing environmental stress and/or improvements, in ecological status, for example as shown by:

a) more scientific approach to TAC allocation?

Better overall management of the natural resources in comparison to the period when the interventions started?

The initial scientific support to NatMIRC was well received and put into practice by the Namibians being mentored during human capacity development efforts.

The support to BCC and facilitation of work with earlier project BENEFIT, and the overall development of the BCLME understanding in the region was important and well appreciated.

a) The methodologies in preparing data for TAC setting were influenced to a degree by the ICEIDA marine scientists, and the Policy and Planning Directorate at the MFMR benefitted directly through the ECO project in facilitating their inputs to the TAC setting processes.

b) b) The Namibian legal framework for fishery and marine resources management was from independence taking in best practices for sustainable management of their natural resources. Thus ICEIDA experts played some role in motivating this, and contributed positively to this process through coaching and mentoring Namibian counterparts, but it is not feasible to claim this being achieved directly through the ICEIDA interventions.

7. Recommendations

ICEIDA does currently not have a bilateral agreement with Namibia after the formal exit in 2010, and should therefore take under consideration how their follow up could be facilitated. The following recommendations are given with two aims, firstly for matters that may need direct interventions in Namibia, and secondly considerations for ICEIDA in general suitable as well for improving practices in other countries where interventions are taking place.

1. ICEIDA should take part in the responsibility for the failure of NAMFI to achieve the IMO accreditation. The exit from interventions with the NAMFI project needs to be reviewed to elucidate the root cause of current failure to have NAMFI succeed in this matter, which was identified as a key objective and outcome to be realised in the project document for NAMFI in 2002. This was reviewed in the 2004 evaluation and actions should have been implemented to make this happen.
 - a. ICEIDA should establish through analysis a realistic TOR for the accreditation process,
 - b. ICEIDA should work with other interested donor agencies, and the MFMR to mobilise resources and expertise to see this through,
 - c. ICEIDA should take immediate steps to start actions, as time is running out for NAMFI to regain status and position in the region as the recognised maritime training centre of excellence,
 - d. ICEIDA, should with other interested donor agencies conduct a feasibility assessment for involving an IMO accredited officers training school through a twinning process with NAMFI to provide necessary gap-filling for qualified expatriate instructors to step in while current instructors are enabled to advance their degrees to the level required by IMO, and this includes the necessary sea time training.
 - e. ICEIDA should request a twinned qualified IMO accredited officers school to offer joint degrees for officers graduating from NAMFI during the time needed to bridge its own capacity to integrate NAMFI into the rapidly evolving maritime sector in Namibia,
 - f. ICEIDA should assist NAMFI in its need to be able to rapidly step up and evolve, not only as a training centre for fishers, but also for merchant fleets, ship inspections, harbour management due to the pending escalation of the maritime sector in Walvis Bay.
2. ICEIDA should seriously reevaluate its existing strategy for exit from projects based on the serious failure to follow through with IMO accreditation of NAMFI. To this

purpose it's suggested that an evaluation should be carried out at end of all significantly sizable projects, bearing in mind that NAMFI was ICEIDA's largest single project in Namibia for the 20-year period. The cumulative investment made through these interventions at NAMFI amounted to US\$ 6.2 million.

- a. ICEIDA should conduct a final evaluation towards the end of all major projects, and
 - b. ICEIDA should introduce as well a post-project evaluation 1-2 years following exiting from support, especially if specific project outcomes remain to be fully realised at time of exiting.
3. ICEIDA should review procedures for launching interventions relying on high-tech equipment's requiring significant local expertise pool, or if the technology is new to the region its servicing and support should have a local / regional supply point for maintenance purposes. The ELDC provides a good case example, where the IT technology comes from ICELAND, and no service point exists locally or in the region. Thus, it could be stated that part of the failure of the ELDC implementation was not only human barriers in Namibia, but also due to technology issues. And a possibly too much donor driven initiative?
- a. ICEIDA should therefore establish a thorough screening process regarding end user viability to ensure appropriate and continued usability post intervention project periods.
 - In support to this recommendation, it can be cited here that the Poseidon (<http://www.poseidon.no>) maritime simulator at NAMFI that was donated by ICEIDA to NAMFI in 2006, was experiencing similar problems due to lack of a service point in Southern Africa, and other maritime schools in the region use a different technology that is serviceable regionally.
 - In this context it should have been made conditional for the ICEIDA donation that NAMFI should have secured funding to enter into a maintenance agreement with the supplier to ensure future updates and its continued operational ability.
 - b. The status of ECO non-usability is a cause of real concern and needs immediate corrective actions by MFMR.
4. ICEIDA should use mentoring as a strategic method to enhance capacity building interventions as it was proven to be a key tool for effective support delivery in several cases in the Namibian interventions, and should be routinely used by ICEIDA in its projects.

8. Lessons learned

This evaluation was tasked with both taking the overall perspective for the ICEIDA interventions over 20 years in the fishery sector in Namibia, and also taking a closer look at the projects launched in the latter 10 years. The long period involved may possibly have resulted in some important and salient lessons that should have been learned that have not been discovered in this particular evaluation. The following key lessons to be learned are listed here below:

1. ICEIDA should take to heart, as the main lesson to be learned from the Namibian project is how crucial it is to do a timely project follow up, i.e. final evaluation towards end of all major projects. This then to be followed up by a post-project evolution 1-2 years later for all major projects identified to have unrealised deliverables.
 - a. To justify the investment done in a particular project via the support and interventions this follow-up review if properly carried out, can ensure that full project outcomes can be realised and the sustainable impact be generated.
 - b. This type of procedure can be used to properly motivate the recipients' of donor aid to adhere to plans laid down at time of exiting from projects. For this purpose the responsibility of recipients' for taking charge of own destiny should be the goal – not revisit later to restart funding interventions.
2. In the case of failed IMO accreditation of NAMFI the key lesson to be learned is that the exit strategy of ICEIDA was not properly designed, and incentives lacked for full success to be ensured by MFMR.
3. Proper contingency planning needs to be integrated into project planning at the time of developing the project document and TORs, and the lesson to be learned is that prior to entry into a project closing phase, i.e. at least one year before exit is due, these strategies and contingencies need to be reevaluated and brought up to date.
4. Be wary of incorporating high-tech solutions into projects, especially if donor driven elements may exist. One checkpoint is to ask, is the high-tech solution serviceable locally or at least within the region. The recipients need to be able financially to maintain and service the high-tech instruments/solutions, as otherwise it is not a justifiable investment for either the donor or the recipient.
5. Key lesson to be learned from the ELDC implementation failure is to during project development phase it must be ensured that the entity in the receiving organisation is fully committed to the concept / idea / technology, and has the authority and interest to push through its implementation. It does not matter

how good the technology is or how suitable it may be for its intended purpose – it must be desired and wanted to meet a definite need of all concerned.

6. ICEIDA should review with the MFMR the underlying causes for the existing failure within the MFMR in using the ECO in a self-sustainable manner to learn from this case story.

9. Annexes

List of Annexes

- Annex 1 – Terms of Reference (TOR)
- Annex 2 - Evaluation question matrix
- Annex 3 - Itinerary
- Annex 4 - List of people interviewed
- Annex 5 - List of documents consulted
- Annex 6 – Bibliography

Annex 1 – Terms of Reference (TOR)

Final Impact Evaluation of ICEIDA Interventions in the Fisheries Sector in Namibia 1990- 2010



November 2013

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1 Background

1.1 Overview of the project(s)

- *Information from project summary*

Country: Namibia

Project(s) Title: Support to the Ministry of Fisheries and Mining Resources, Namibia; support to the Namibian Maritime and Fisheries Institute (NAMFI); support for the participation of Namibia in the Benguela Current Commission (BCC) and South African Development Community (SADAC); technical support for Fisheries Economic Database Project (ECO) and Electronic Landings Data Collection; support to The National Marine Research Council (NATMIRC).

Sector: Fisheries

Project Period: 1990-2010

Sector - DAC:

Type of Aid: Grant, technical assistance, consultancy

The Partners: Government of Namibia, Government of Iceland through ICEIDA

Implementing Institutions: Respective Namibian institutions and ICEIDA

Total Estimated Cost: Approx. USD 17 million

Donor(s): ICEIDA

ICEIDA contribution:

Government/partner contribution: N/A

Target population: N/A

1.2 Links with partners' strategy.

At the time of independence in 1990 Namibia sought international assistance for development in the country. In 1989 the leader of the independence movement in Namibia, Mr Sam Nujoma wrote to the Icelandic Prime Minister requesting assistances towards the development of the country's fisheries sector after imminent independence. Natural resources off the coast were a part of the national development plan and Iceland soon became a development partner in the sector. At this time the Icelandic International Development Agency (ICEIDA), an autonomous agency under the Icelandic Ministry for Foreign Affairs was at a relatively immature stage as an agency. This relationship with Namibia coincided with ICEIDA's desire to explore new partnerships in Africa following the exit of ICEIDA from Cape Verde. Input in Namibian fisheries sector and marine related research was feasible according to Iceland's policies at the time. A handful of interventions were designed in the period 1990-2000 based on operations plans, but no formal project documents written until in 2002.

Iceland ceased its operations in Namibia in 2010 when a mixture of budget cuts and new prioritizing lead to exit. Iceland's involvement in Namibia lasted about 20 years with a number of different projects in the fisheries sector as well as in social infrastructure as the relationship progressed. The newly independent Namibia needed assistance in managing and utilizing an important natural resource, Iceland had the knowledge and capacity to deliver assistance in a sector of high profile in the country.

A formal external evaluation of ICEIDA operations in Namibia took place in 1998 but thereafter no such external evaluation of interventions in the fisheries sector has taken place.

1.3 The project(s), history and current status

ICEIDA has made contributions in Namibia towards the development of research capacity, provided technical assistance to the Ministry of Mining and Resource Management and has been a cooperation partner of the Namibian Maritime & Fisheries Institute (NAMFI) since its establishment in 1994. Other interventions on a smaller scale have also taken place.

The overarching goal of Iceland's initial support to Namibia was the Namibization of her fisheries. This meant building capacity, exploring opportunities with research, assistance in managing of resources, and providing knowledge necessary to increase the number of internationally qualified Namibians recruited to the sector. The purpose was also to increase the turn-over and the government's income (in the form of resource rent and corporate taxes). Lastly, the plan was to increase the income of and provide better nutrition for the people of Namibia.

Research and resource management were the main concerns of the Namibians. To begin with Iceland's assistance was largely in the form of "gap-filling" by providing know-how where the partner country was seriously lacking. Later this developed into capacity building with local manpower. The two countries entered into an agreement in 1991 and the main objectives were the following:

- To assist in the establishment and operation of fisheries research station(s).
- To assist with the operation of the Namibian research vessel, the Benguela.
- To assist with training Namibians to take over as officers of the ship
- To enable the Namibian government to establish and run its own fisheries research.

In the beginning of 1991 the Ministry of Fisheries and Marine Resources was established in Namibia and the Directorate of Resource Management commissioned to oversee fisheries research in Namibia. Icelandic marine scientists were attached to the Ministry from the outset to assist with establishing a system of Total Allowable Catch (TAC). In 1993 the National Marine Research Council (NATMIRC) was established and through it ICEIDA operated on research assistance. Subsequently Iceland was asked to provide an advisor in fisheries to assist the Namibians operating within the sector at the Southern African Development Community (SADAC).

When the first bilateral agreement of the two countries expired in 1994 it was agreed to enter into a new one with more emphasis on marine training to make Namibians eligible to work and earn income on the fishing fleet off the Namibian coast. Support to research continued. Plan of Operations was agreed on in September 1994. The Namibian Maritime and Fisheries Institute (NAMFI) came about and soon became the cornerstone of ICEIDA's involvement in the fisheries sector of Namibia. Initially ICEIDA provided instructors and financial backing to the institution. The support of ICEIDA to NAMFI eventually turned to the education of instructors rather than teaching students. Effort was also made to ensure its courses would stand up to international standards and their diplomas would be recognized worldwide.

ICEIDA provided support to The Ministry of Fisheries and Marine Resources (MFMR) in the form of technical support to the Ministry, like policy advisory services, maritime training as well as equipment for the general operation and management of the fisheries sector. In particular, ICEIDA provided and funded technical consultancy for the development of the Fisheries Economic Database (ECO) Project during the 2000s. ICEIDA funded situation analysis on the collection and management of marine capture fisheries landings. In 2007 the Ministry had still been experiencing problems in the collection and reconciliation of marine capture fisheries landings data. This mainly occurred because the recording of the landed quantities at landing points was largely manual. As a result, the Ministry was still seized with landings data quality challenges, particularly on matters related to data collection, data processing and timeliness of information. This situation led to ICEIDA support in the year 2008 with a project on Electronic Landings Data Collection. A Project Document was written and agreed upon.

Financial support was afforded to the Benguela Current Commission. It was considered important to provide training and capacity building for those in government dealing with the Benguela current (which traverses several borders).

A key background document to the early history of ICEIDA in Namibia is clearly the evaluation of the Nordic Consulting Group A.S. of Oslo (1998) which provides both the history and reasoning behind the partnership's first years, as well as an evaluation of the outcome of the programme's various components "against what we construe to be ICEIDA's intentions and objectives" (p 2). The Project Document for the NAMFI/ICEIDA Cooperation (2002) and the internal evaluation conducted in 2004 are equally revealing about the intentions and plans of the partners at that time. For the purpose of this Final Impact Evaluation the development in terms of capacity build-up and sustainability after year 1998 is the most pertinent. There is no need at present to duplicate the evaluation effort of the Nordic Consulting Group in 1998, but for the overall context the impact and sustainability of all major interventions spanning the 20 year period to date have to be reported according to relative importance.

The key rationale for the invention as a whole was the desire to enable the beneficiary country to better develop the utilization of natural resources on its own terms. These interventions were not construed and implemented as a wholistic plan from inception. The partnership matured over a period of time and activities and funding changed. There is therefore no stated overall objective of the partnership. It is fair to assume from available documents and research that on the Namibian side there was a clear and present need to take control of a valuable natural resource right from the beginning of independence.

From the Icelandic perspective the underlying theory can legitimately be described to be the following: By providing funding and Icelandic expertise in the fisheries sector and marine research and training, Namibian shortcomings in relation to these areas could be gap-filled in the short run, and then by extension the country would be able to build a more solid base leading to self-sufficiency with targeted support from abroad during a development period. Eventually Namibia would be taking over the management of the natural resource with local knowhow and personnel.

An important part of this evaluation is to address the above theory of change.

1.4 Changes made to the programme since the implementation start.

The ICEIDA supported projects developed in different directions as the relationship matured and the Namibian side identified new areas for involvement. For the purpose of this evaluation it needs to be stressed that the projects under scrutiny took place over a number of years and were of different nature, although all under the helm the fisheries sector. For this purpose the partners agreed on a number of steps that over time did change in nature, although not in overall purpose.

2 Evaluation Purpose

2.1 Rationale

The rationale of this evaluation is to carry out an assessment of the outcomes, impact and the implementation process of ICEIDA project in the fisheries sector in Namibia. There was a clearly stated need on behalf of the beneficiary country at the outset which is an important reason for the initiation of the programme while at the same time ICEIDA was ready and willing to use capacity and financial resources to meet this demand. For the relatively newly independent country the question of impact in the field of resource management and research is clearly of importance. For ICEIDA there is every reason to assess the quality of this long term and quite expensive intervention in a sector where Iceland still feels it has some valuable know-how to offer.

ICEIDA's fisheries cooperation with Namibia has previously been evaluated, spanning the years from 1990 up until 1998. An evaluation of the support to NAMFI was conducted in 2004, albeit by an ICEIDA employee and therefore not truly independent.

Of the two decades of partnership the focus of the proposed impact evaluation should be on the latter half of the period bearing in mind though that the lasting impact of the partnership as a whole is to be scrutinized. Special attention should be on the cooperation with NAMFI, due to its status as the backbone of ICEIDA's support.

During the period in question ICEIDA did not have a specific Country Strategy for Namibia, and for the interventions Project Documents were written only in few instances.

The proposed evaluation can however use available documentation as a point of reference to assess if the explicit and implicit intended outcomes and impacts were achieved where Project Documents are not available. The following resources are available:

- Development strategies and priorities of the two countries during the period as expressed in key policy documents.
- ICEIDA board decisions according to minutes
- Available reviews and evaluations
- Formal requests of the Government of Namibia

- Annual Reports of ICEIDA and Progress Reports
- Project Document on the NAMFI/ICEIDA cooperation 2002 and subsequent internal evaluation (2004).
- Evaluation of the Nordic Consulting Group A.S, 1998. (Covers all ICEIDA operations 1990-1998).
- Accounts of Namibian and Icelandic participants in the interventions.
- Overview of ICEIDA financial contributions in the sector.

Documents are listed in full at the end of this TOR.

2.2 Use and value of the evaluation

The evaluation will benefit the partner countries in different ways. For Namibia it will document an important part of its relatively new development history and provide lessons learned for future cooperation in the sector. For ICEIDA it is important to document these rather extensive interventions of its history and provide lessons learned to use in future activities, especially in the fisheries sector as well as in general capacity building as well.

2.3 Linkages with other processes

This evaluation will contribute to ICEIDA's plans to make an overall evaluation of its interventions in Namibia and is therefore a part of an important documentation about ICEIDA in Namibia, one of Iceland's biggest development efforts and longest standing partner country. Namibia may have interest as a stakeholder in using this evaluation for future development plans of institutions within the fisheries sector, or in relation to resource management in general.

3 Scope and focus of the evaluation

This evaluation shall cover a number of interventions by ICEIDA in the fisheries sector in Namibia with the research emphasis on outcomes, impact and sustainability. Special attention should be accorded to interventions after the 1998 external evaluation within the overall context, These interventions are, most importantly:

- The Support to NAMFI (of major importance)
- The support to the Ministry of Fisheries and Mining Resources, especially in terms of the role of advisors and other assistance.

- The support to the Namibian participation in the Benguela Current Commission and SADAC.
- The support to the Fisheries Economic Database (ECO) Project and Electronic Landings Data Collection.
- The support to the Marine Research Council (NATMIRC), especially in relation to its current status and sustainability.

Overarching themes of the evaluation:

The overall task of the evaluators is to deal with ICEIDA's effort to assist in establishing a well functioning Ministry, valuable research and quality training in the fishing sector. The following overarching themes should be addressed:

1. Assess if the support of ICEIDA to fisheries in Namibia contributed to a stronger, more effective resource management with added value to the economy of the country and to what degree these interventions have had a sustainable impact.
2. The question of the goal of "Namibization" of the fishing industry should be given special attention due to the attention this aspect was given from the inception of the cooperation.
3. Assess to what degree implicit or explicit outcomes and impacts of the interventions have been realized, taking into account that they may not have been formulated explicitly in project documents. Importantly: What is the impact of these outcomes at present, again taking into account that this may vary from one intervention to the other.
4. Assess the overall quality of the projects' implementation, execution and methods of operation. The evaluation should also address where applicable issues like efficiency and relevance of the projects, including procedures for planning and monitoring and evaluation. (All this within reasonable boundaries in terms of effort and time).

Furthermore, the cross cutting issues of gender and the environment need to be addressed. Consultant is required to refer to gender checklist used in ICEIDA's project planning manual and use as a reference for a gender sensitive evaluation and to environment evaluation guidelines used in ICEIDA's project planning manual and use as a reference for an environment sensitive evaluation.

Specific questions related to respective interventions that need to be addressed in addition to the overall questions:

- I. **The ICEIDA/NAMFI cooperation** was the most important part of ICEIDA's support.

The overarching questions are: Did ICEIDA’s support to establish the institution contribute to ensure its sustainability? Did ICEIDA’s support contribute to the Namibization of fisheries in Namibia?

This intervention was formulated in a Project Document in 2002 when the project had been on-going for a few years already. Based on its project matrix (page 30) the following issues should be evaluated:

1. To what extent did the project succeed to “provide the Namibian maritime sector with sufficient number of skilled and adequate work force to meet increased demands in conformity with internationally accepted norms and procedures?” (Development objective.)
2. To what extent did the project “develop and strengthen the effectiveness of the maritime training institute based on an indigenous sound financial and professional foundation”? (Immediate objective.)
3. To what extent were the following outputs produced in the project’s lifetime and sustained to date:
 - An improved and sustainable financial foundation for NAMFI.
 - An improved ability for NAMFI to retain trained qualified instructors.
 - An improved indigenous administrative and managerial capacity at NAMFI.
 - An improved indigenous teaching capacity at NAMFI, trained personnel for the maritime sector, p to date teaching and instructional materials, improved facilities for practical training,
 - Is there evidence of increased state capacity and willingness to support the maritime sector?

II. The support to the Ministry of Fisheries was meant to assist Namibia in effective resource management.

The following questions should be addressed, and others that the consultant finds relevant in order to establish whether ICEIDA’s support in this area made a difference with a medium term and long term view in mind:

Did ICEIDA’s appointment of a special advisor to the minister for fisheries result in improved capacity and tangible results within the ministry? Are there any tangible results that can be attributed to this support, one way or another?

III. Questions pertaining to the Support to the Benguela Current Commission and SADAC.

What was the outcome of ICEIDA’s assistance to Namibia to participate in BCC and can any lasting impact be determined?

What was the outcome of ICEIDA’s assistance to Namibia to participate in sector specific work of SADAC and can any lasting impact be determined?

IV. Technical support for Fisheries Economic Database Project (ECO) and Electronic Landings Data Collection, research and statistics.

The key questions regarding this project are the following:

Did the project(s) achieve the development objective of “improving the collection and timeliness of fish landings information” and , “contribute to the Vision 2030 objective to achieve increasing and sustainable yields of fisheries and marine resources for the development of the economy and benefit the people of Namibia”? (Development objective, page 3 in the PD).

Did the project achieve its immediate objective “to develop more efficient and reliable landings data collection methods to improve the quality and timeliness of marine landings data information”? (Immediate objective, page 3 in the PD).

Did the project achieve planned outputs and can a sustained impact be determined? (Log frame, page 3-4 in the PD)

V. The National Marine Research Council (NatMIRC) (a department within the Ministry) was a part of Iceland’s initial support to Namibia and the research should address the current state of the department and whether it has reached sustainability and operating ability according to initial intentions and what is the impact of NATMIRC to date.

Concluding remarks:

In addition to the above overarching and project-specific questions the evaluation needs to question whether there are unintended or unplanned positive or negative impacts resulting from the listed interventions. This will not only be relevant in relation to the cross cutting issues of gender, and environment, but also as regards economic, political and social strategizing of the Namibian authorities and potentially other donors.

4 Issues to be covered

In answering the research questions the consultant should follow the [OECD/DAC quality standards for evaluations](#). They shall document, assess and analyze the project and answer the research questions with reference to the following factors:

- **Relevance.** The evaluation should examine relevance in the context of whether Iceland's projects and support contributed towards National development goals of Namibia in respect to the Namibization of the fisheries sector and better management of the natural resource. Did projects make a difference towards capacity building of key Government institutions to improve governance in the fisheries according to Namibian development goals?
- **Efficiency.** The consultant should assess the use of financial and human resources available to the projects. Of importance in this context is also to examine the coherence and complementarities between different government projects and programs, as well as coherence with other international development assistance programs in the sector, nation- and regionwide where such information is available. It is appreciated that due to the time lapse since completion this information may not be easily obtainable.
- **Impact.** The evaluation should include analysis of positive and negative effects in the sector and on society, relating to all parties affected by the projects.
- **Effectiveness.** The Evaluation should examine the extent to which the Projects' (implicit and/or explicit) objectives were achieved, taking into account their relative importance.
- **Sustainability.** The evaluation should assess if net benefits do continue after the completion of the assistance. Sustainability of the institutions may be examined in terms of their absorption and retention capacity of the expertise developed under the projects. Has the government of Namibia succeeded in ensuring funding for sound operation of facilities and institutions developed with ICEIDA's support? The question of sustainability and impact is the most important to this evaluation.

5 Methodology

The final evaluation shall be conducted in accordance with the prevailing OECD/DAC Quality Standards for Development Evaluation. ICEIDA will submit templates for the Inception Report and for the Final Evaluation Report, with guidelines for what should be included in terms of form and substance.

Since in a number of instances a standardized Project Document with a logical framework was not produced for the interventions the evaluator needs to establish through appropriate methods the implicit and/ or intended outcomes in each case and judge the performance based on those.

The consultant conducting the evaluation is expected to submit in the Inception Report a detailed description of the methodology that will be applied, for approval of the respective Ministry in Namibia and ICEIDA.

5.1 Information sources for new data collection

The final evaluation shall use information documented in earlier reports and from key documents together with data collected in the final evaluation.

The external final evaluation consultant is expected to conduct interviews with all key personnel involved with the planning, implementing and monitoring & evaluation of the Projects, including field work in Namibia and Iceland during the evaluation.

5.2 Methods: data collection, analysis, involvement of stakeholders

The final evaluation shall make use of appropriate empirical methods such as interviews and data/literature surveys to collect data, which will be analyzed using well specified judgment criteria and suitably defined qualitative and quantitative indicators as appropriate.

5.3 Process results expected

Since ICEIDA no longer operates in Namibia the most important results reside in the impact and sustainability parts of the report. Different groups of stakeholders will import from the lessons learned chapter and apply according to current level of activities. ICEIDA already has departed from the design and project implementation

modules that were employed in Namibia and their relevance has little bearing on present activities of the agency. The overall success or failure of the interventions measured against cost and the relative importance of the sector is however of importance for the evaluation's report.

5.4 Involvement of key stakeholders

Key stakeholders are ICEIDA, the respective ministry in Namibia and institutions involved. Additionally the evaluation consultant must interview local staff of the ministry and officials, representatives of beneficiaries (NAMFI trainees for instance), ICEIDA staff, consultant and contractors.

The evaluation process shall also include joint communication forum of the partners to freely assess in what way the programs benefitted them and how lessons learned can be applied in future work.

6 Process and Deliverables

The Project is budgeted with a maximum input from the external final evaluation consultant consultant for a total of 9 weeks specified in the Inception Report. The respective Ministry in Namibia has agreed to this TOR in principle and will appoint a liaising contact person in the country.

Prior to commencing with this assignment, the consultant will prepare an Inception Report to be approved by ICEIDA (template guide provided).

The deliverables in the consultancy consist of following activities and outputs:

After the selection of consultant he will present a detailed Inception Report and the parties agree on the methodology plan which is the most important part of the Inception Report. It is expected that the ICEIDA evaluation manager and the consultant will have a thorough meeting in Iceland when the Inception report has been submitted.

The whole process involves:

- 1) Desk review of documents (made accessible by ICEIDA),
- 2) Writing of Inception Report (template by ICEIDA) and follow up meeting.
- 3) Field visits in Namibia and Iceland for interviews, one week in Iceland, two weeks in Namibia.
- 4) Any other data collection,

- 5) Writing and delivery of a first draft report for stakeholders' feedback and a second draft report based on feedback.
- 6) Final evaluation report submitted. (Template by ICEDIA).
- 7) A final consultation forum with major stakeholders of the project is needed when the final report is finished.

Since ICEIDA no longer has a permanent base in Namibia the consultant must liaise with a designated contact-person at the Ministry in Windhoek, Namibia, to organize field trips and visits. After field research has been done the first draft of the report shall be submitted in time for review by the Ministry and ICEIDA.

Following consultations with key stake-holders a final report shall be submitted and presented to the partners on location in Namibia.

Outputs:

1. An Inception Report detailing the method and process of the evaluation for distribution to main partners.
2. First draft report for distribution to main partners. Focus on establishing facts, preliminary results of fieldwork,
3. Second draft report, including conclusion, lessons learned.
4. Final report, including an outline of how feedback was addressed (structure, facts, content, conclusion, lessons learned, recommendations, executive summary – a complete report according to template).
5. Formal consultation with stakeholders.

A detailed workplan and timetable is presented by ICEIDA.

Note:

The Inception Report shall be presented in ICEIDA approved format (template provided). The Evaluation Report shall be presented in ICEIDA approved format, (template provided). All presentations and reports are to be submitted in electronic format in English and in accordance with the deadlines set in the work plan.

ICEIDA retains the rights with respect to all distribution, dissemination and publication of the the Final Evaluation Report which will be made available on the ICEIDA website.

7 Time schedule

External evaluation time: A total of 9 weeks during an overall timeline of 16-20 weeks.

8 Management and Logistics

The consultant reports directly to the evaluation manager of ICEIDA, who receives and approves drafts.

The consultant supplies own personal laptop, internet connections and stationary as needed for the work. The production and presentation of drafts and reports is the responsibility of the consultant.

ICEIDA provides support by liaising with the Ministry in Namibia that will appoint a designated contact person to secure contacts in Namibia.

ICEIDA will pay for the evaluation.

The Head of Evaluation of ICEIDA will manage the evaluation as regards agreeing to overall logistics, timetable and schedule of payments but the external evaluation is independent of either partner's interests.

The final stakeholders' meeting will be held in Namibia at a location and date agreeable to both partners and the consultant, within the overall time framework of the evaluation.

ICEIDA will provide access to relevant documentation. The Ministry in Namibia will be responsible for identifying contacts in Namibia. The consultant will be responsible, along with the contact person at the ministry, for organizing trips, logistics and planning required for data collection and the presentation of findings. Transportation expenses, lodging and food must be budgeted for by the consultant. International air tickets are for economy seats and per diem according to ICEIDA rules. The consultant will organize travel details and the procurement of tickets with ICEIDA approval for cost and payment.

Upon presentation of Inception Report and report drafts the partners will have a specified amount of time to respond and give feedback to the consultant. If this deadline is not met the consultant will be able to continue to work on a "no objection basis".

Any expenses incurred outside the agreed budget will not be met by ICEIDA unless otherwise specified and approved.

Should any unforeseen circumstances occur that change the working plans of the consultant in a way that merits revision of plans or budget such concerns must be communicated in writing and resolved by mutual consent in writing also.

9 List of key documents

- Evaluation of the Co-Operation Programme Between Iceland and Namibia Final Report 1998. Nordic Consulting Group A.S. of Oslo. Plus appendices.
- An Evaluation of the NAMFI/ICEIDA Cooperation Project 2002-2204, Tumi Tomasson, Hafeni Mungungu, May 2004.
- Project Document: NAMFI/ICEIDA Cooperation Project 2002-2204. (2002)
- 1994, General Agreement on forms and procedures for development cooperation between the Government of the Republic of Iceland and the Government of the Republic of Namibia, signed 22.september 1994 with extension 2002.
- Project Document: Electronic Landings Data Collection. Baldvin Baldvinsson, 2008.
- ICEIDA annual reports 1998-2010
- ICEIDA board meetings minutes 1998-2008.
- Bi-annual progress reports from ICEIDA office in Windhoek, 1998-2010.
- Reviews and reports in ICEIDA library.
- Budgets and Action Plans
- Various technical reports
- ICEIDA guidelines for a gender and environment sensitive evaluation must be consulted. ICEIDA gender policy was first adopted in 2004.

In addition the following will be considered:

- ICEIDA communication with Namibian authorities and requests for assistance.
- Development priorities/strategies of the two countries
- Contracts and agreements
- Progress reports when applicable
- Annual budgets for respective projects 1998-2010.
- 2000. Langtímaáætlun Þróunarsamvinnustofnunar Íslands 2002-2004.
- Fréttabréf 2000. Skólaskrifstofur fyrir sjómannaskólann í Namibíu afhentar. Ingólfur Vestmann.
- Ágrip af sögu Þróunarsamvinnustofnunar Íslands, Björn Dagbjartsson, Fréttabréf um þróunarmál. 2001.
- “Lög um Þróunarsamvinnustofnun Íslands 1981 nr.43 26. Maí. 3.grein laganna segir í lið b “starfsemi stofnunarinnar skal beinast að því: Að skipuleggja, annast framkvæmd og/eða yfirstjórn á og hafa eftirlit með þeim samstarfsverkefnum, sem um ræðir. Verklag var samkvæmt „project approach“.

- Fréttabréf um þróunarmál, apríl 2001. Sjómannaskólinn í walvis bay, staðan í dag. Vilmundur Víðir Sigurðsson og Eyjólfur V. Valtýsson.
- For additional list of documents and contacts that might be of interest see references in: Evaluation of the NAMFI/ICEIDA Coperation Project 2002-2204, Tumi Tomasson and Evaluation of the Co-Operation Programme Between Iceland and Namibia Final Report 1998. Nordic Consulting Group A.S. of Oslo. Pluss appendices.

10 List of key contacts

ICEIDA:

- Viðir Sigurdssonson former Country Director Iceida in Namibia
- Vilhjálmur Wium former Country Director in Namibia and assistant to the Ministry of Fisheries, current country director in Malawi.
- Gisli Pálsson, former Country Director, current country director in Uganda.
- Tumi Tomasson, consultant, Iceland.
- Stefan Kristmannsson, former project manager in Namibia
- Sighvatur Björgvinsson, former Director General of Iceida
- Björn Dagbjartsson, former Director General of Iceida
- Þórdís Sigurdardottir, Deputy Director General of Iceida

In Namibia:

- Liaison contact at the Ministry of fisheries, Permanent Secretaty, key staff during project time where available
- Former Ministers of Fisheries during project period
- Staff at NAMFI
- Graduates of NAMFI, representative sample.
- Namibian representatives to the Benguela Commission
- Namibian respresentatives to SADAC.
- Mr. Charles Hocutt, former ICEIDA affiliate in Namiba.

11 Evaluation qualifications

The external final evaluation consultant shall be fluent in English and have the relevant academic qualifications, evaluation experience, thematic expertise, and competencies.

Specific reuirements:

1. Advanced university degree in a relevant discipline;
2. Experience in participating in one or more aspects of development projects/programs in a developing country is required, practical evaluation experience is highly desirable.

3. Experience in the sector of the projects is an asset, experience in institutional capacity building and/or human resources management is required ;
4. Competencies (facilitation skills, proven experience of writing reports, etc)

ICEIDA will tender the consultancy in Iceland only due to the overall importance in Iceland of documentation, information sources such as interviewees and Icelandic institutional background involved. Liaising contact person at the Ministry in Namibia will be essential to provide access to Namibian contacts and background material and ensure fair representation of the partner country views. ICEIDA reserves the right to reject all bids, or modify qualifications requirements should no fully qualified applicant express interest.

Annex 2 - Evaluation question matrix

The research questions will follow the [OECD/DAC quality standards for evaluations](#), and shall document, assess and analyze the project and answer the research questions with reference to the following factors, refer to table no. 1 below. However, it should be noted that for many of the projects in Namibia project documents do not follow the procedures of the OECD/DAC standards, thus defined indicators may be lacking. This applies more to the earlier part of the period being evaluated. Therefore the initial set of indicators may need to be revised during the initial discovery phase-1 interviews.

Table 1 - The Methodological Overview

Factors	Key Issues	Methodology
<p>Relevance: The evaluation should examine relevance in the context of whether Iceland's projects and support contributed towards National development goals of Namibia in respect to the Namibianization of the fisheries sector and better management of the natural resource. Did projects make a difference towards capacity building of key Government institutions to improve governance in the fisheries according to Namibian development goals?</p> <div data-bbox="159 754 972 938" style="border: 1px solid black; padding: 5px;"> <p><i>Relevance: [OECD/DAC Terminology] The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies. Note: Retrospectively, the question of relevance often becomes a question as to whether the objectives of an intervention or its design are still appropriate given changed circumstances.</i></p> </div>	<ul style="list-style-type: none"> • Namibization of fishery sector <ul style="list-style-type: none"> a) Sectors general development b) ICEIDA's gap filling strategy? • Fishery resource management • Capacity building for fisheries governance • Match to Namibia's own development goals 	<ul style="list-style-type: none"> • Review project documents • Review reports • Prepare targeted questionnaires • Conduct interviews <ul style="list-style-type: none"> a) In Namibia b) In Iceland • Review applicable national statistics
<p>Efficiency: The consultants should assess the use of financial and human resources available to the projects. Of importance in this context is also to examine the coherence and complementarities between different government projects and programs, as well as coherence with other international development assistance programs in the sector, nation- and region wide <u>where such information is available</u>. It is appreciated that due to the time lapse since completion this information may not be easily obtainable.</p> <div data-bbox="159 1235 972 1326" style="border: 1px solid black; padding: 5px;"> <p><i>Efficiency: [OECD/DAC Terminology] A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.</i></p> </div>	<ul style="list-style-type: none"> • Project's resources <ul style="list-style-type: none"> a) Financial, b) Human • Complementarity to other projects and programmes <ul style="list-style-type: none"> a) Governmental b) Other international development assistance 	<ul style="list-style-type: none"> • Review project documents • Review reports • Assess appropriateness of match between applied resources and outcome efficiencies, • Prepare targeted questionnaires • Conduct interviews <ul style="list-style-type: none"> c) In Namibia d) In Iceland

<p>Impact: The evaluation should include analysis of positive and negative effects in the sector and on society, relating to all parties affected by the projects.</p> <div style="border: 1px solid black; padding: 5px; margin-top: 10px;"> <p><i>Impact: [OECD/DAC Terminology] Positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended.</i></p> </div>	<ul style="list-style-type: none"> • Analytical assessments for direct and indirect impact factors <ul style="list-style-type: none"> a) Sectorial b) Societal c) Project participants 	<ul style="list-style-type: none"> • Analysis of available statistics • Surveys and questionnaires to obtain new subjective and empirical data
<p>Effectiveness: The Evaluation should examine the extent to which the Projects' (implicit and/or explicit) objectives were achieved, <u>taking into account their relative importance.</u></p> <div style="border: 1px solid black; padding: 5px; margin-top: 10px;"> <p><i>Effectiveness: [OECD/DAC Terminology] The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.</i></p> </div>	<ul style="list-style-type: none"> • Projects' objectives achieved <ul style="list-style-type: none"> a) The extent match for i) implicit and ii) explicit objectives 	<ul style="list-style-type: none"> • Use interviews to obtain subjective ranking of achievement of objectives, • Follow up survey(s)
<p>Sustainability: The evaluation should assess if net benefits do continue after the completion of the assistance. Sustainability of the institutions may be examined in terms of their absorption and retention capacity of the expertise developed under the projects. Has the government of Namibia succeeded in ensuring funding for sound operation of facilities and institutions developed with ICEIDA's support? The question of sustainability and impact is the most important to this evaluation.</p> <div style="border: 1px solid black; padding: 5px; margin-top: 10px;"> <p><i>Sustainability: [OECD/DAC Terminology] The continuation of benefits from a development intervention after major development assistance has been completed. The probability of continued long-term benefits. The resilience to risk of the net benefit flows over time.</i></p> </div>	<ul style="list-style-type: none"> • Continuation and sustainability following end of assistance actions, <ul style="list-style-type: none"> a) Institutions b) Student carriers c) Namibian government sustained funding success for infrastructures and institutions d) Prospects for continued sustainability 	<ul style="list-style-type: none"> • Assessment of overall impressions and collected data from reports, interviews and surveys, • Follow up interviews by telephone, email or other media wherever conclusions need consensus verification's

Table 2 - Evaluation questions matrix

I. The ICEIDA/NAMFI cooperation

Evaluative Criteria Questions	Indicators	Source	Methodology
Relevance: How does the project relate to the main objectives of development priorities of ICEIDA and at national and implementing levels?			
1. Namibianisation” of the fishing industry	<ul style="list-style-type: none"> • Increased number of Namibians in positions onboard vessels. • Recruitment of Namibian instructors • Number of skilled staff made available to fishery governance (inspectors / coast guard) • Number of graduates meeting international standards / norms 	<ul style="list-style-type: none"> • NAMFI records & staff • National statistics • Ministry data • Industry reports • Interviewees 	<ul style="list-style-type: none"> • Interviews with NAMFI staff • Interviews with Industry contacts • Official Statistics and previous evaluation reports • Literature, other
Effectiveness: To what extent have the expected outcomes and objectives of the project been achieved?			
2. Extent of delivery of qualified workforce	<ul style="list-style-type: none"> • Number of graduates by discipline meeting international standards / norms • Employment records if available 	<ul style="list-style-type: none"> • NAMFI Principle and staff • Industry employment statistics 	<ul style="list-style-type: none"> • School records and reports • Interviews <ul style="list-style-type: none"> a) NAMFI staff b) NAMFI graduates c) Industry managers
3. Effectiveness of the maritime training institute?	<ul style="list-style-type: none"> • Indigenous sound financial criteria • Professional foundation of curriculum and staff • Financial performance • Adequate level of funding for the operation of NAMFI. • All teaching position manned by qualified 	<ul style="list-style-type: none"> • NAMFI Principle and staff • NAMFI Annual Accounts • NAMFI Board of Trustees • Reports • Stakeholders 	<ul style="list-style-type: none"> • Operational performance reports reviewed • Interviews with governmental stakeholders, e.g. NAMFI staff, Members Board of Trustees, Ministry • Interview industry stakeholders • Use a questionnaire survey

	<p>Namibian instructors.</p> <ul style="list-style-type: none"> • Reduced turnover of indigenous teaching personnel. • Improved facilities for practical training. • Up-to-date teaching materials. 		
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Efficiency: Was the project implemented efficiently, in-line with international and national norms and standards?

4. NAMFI efficiency performance?	<ul style="list-style-type: none"> • IMO standards 	<ul style="list-style-type: none"> • Institute records • Previous evaluations 	<ul style="list-style-type: none"> • Compiled from reports reviews and from perceptions gained from interviews Industry perceptions from interviews
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Sustainability: To what extent are there financial, institutional, social-economic, and/or environmental risks to sustaining long-term project results?

<p>5. Did ICEIDA's support to establish the institution contributed to ensure its sustainability?</p> <p>Longer-term:</p> <ul style="list-style-type: none"> • Financial? • Institutional? • Socio-economic? 	<ul style="list-style-type: none"> • Adequate level of funding for the operation of NAMFI. • All teaching position manned by qualified Namibian instructors. • Reduced turnover of indigenous teaching personnel. • Improved facilities for practical training. • Up-to-date teaching materials. • Increased numbers of Namibian personnel in the sector. 	<ul style="list-style-type: none"> • Current sources of funding • NAMFI staff training records and staff turnover • Capacity information from NAMFI, and curriculum materials, • State budget information sources 	<ul style="list-style-type: none"> • School records, • Interviews with stakeholders • NAMFI staff • NAMFI graduates • Industry managers • Facility visit(s) • State funding mechanisms for NAMFI → queried at ministry level and with NAMFI management
<p>6. Outputs produced and how sustainable have they been?</p> <p><i>[Q5 & Q6 do overlap and will be considered together]</i></p>	<ul style="list-style-type: none"> • An improved and sustainable financial foundation for NAMFI. • An improved ability for NAMFI to retain trained qualified instructors. • An improved indigenous administrative and managerial capacity at NAMFI. 	<ul style="list-style-type: none"> • Current sources of funding • NAMFI staff training records and staff turnover • Capacity information from NAMFI, and curriculum materials, 	<ul style="list-style-type: none"> • Institute records, • Interviews with stakeholders <ul style="list-style-type: none"> a) NAMFI staff b) NAMFI graduates c) Industry managers • Facility visit(s) • State funding mechanisms for NAMFI →

	<ul style="list-style-type: none"> An improved indigenous teaching capacity at NAMFI, trained personnel for the maritime sector, up to date teaching and instructional materials, improved facilities for practical training, 	<ul style="list-style-type: none"> State budget information sources 	<p>queried at ministry level and with NAMFI management</p>
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Impact: Are there indications that the project has contributed to, or enabled progress toward, reduced environmental stress and/or improved ecological status?

n/a	<ul style="list-style-type: none"> 	<ul style="list-style-type: none"> 	<ul style="list-style-type: none">
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II. and V. The support to the Ministry of Fisheries was meant to assist Namibia in effective resource management, and at NATMIRC

Evaluative Criteria Questions	Indicators	Source	Methodology
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Relevance: How does the project relate to the main objectives of development priorities of ICEIDA and at national and implementing levels?

<p>7. Special Advisor from ICEIDA short vs. longer-term improvement of capacity?</p> <p>c) Technical assistance to the Ministry for capacity development?</p> <p>d) Science assistance to develop NATMIRC's capacity?</p>	<ul style="list-style-type: none"> Tangible results regarding shorter vs. longer term improved capacity at the Ministry and its departments More effective resource management strategies implemented Policy developments 	<ul style="list-style-type: none"> Ministry of Fisheries SADC NATMIRC 	<ul style="list-style-type: none"> Interviews, <ul style="list-style-type: none"> a) Ministry staff b) Former Ministers c) ICEIDA Special Advisors d) ICEIDA Directors, and counterparts from other Dev. Agencies Develop, if deemed productive after first round of interviews, a follow up survey questionnaire for further follow up.
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Effectiveness: To what extent have the expected outcomes and objectives of the project been achieved?

<p>8. The National Marine Research Council (NATMIRC) Operating ability?</p>	<ul style="list-style-type: none"> Current state of the department and whether it has reached sustainability Compare its current ability according to initial 	<ul style="list-style-type: none"> Access applicable sources of information at the department, and within the Ministry Research outputs 	<ul style="list-style-type: none"> Interviews with department staff Interview with Ministry officials Assess the impact of NATMIRC to date
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	<ul style="list-style-type: none"> intentions No. & type of Scientific papers & Technical reports 	<ul style="list-style-type: none"> Documents for TAC advising to Ministry 	
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Efficiency: Was the project implemented efficiently, in-line with international and national norms and standards?

9. Overall effectiveness of the Ministerial departments (e.g. NATMIRC) in the fishery resources management?	<ul style="list-style-type: none"> Namibian efficiency compared to current state of art in other countries efficiently managing their resources 	<ul style="list-style-type: none"> Ministry NATMIRC 	<ul style="list-style-type: none"> Compiled from reports reviews and from perceptions gained from the various interviews
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Sustainability: To what extent are there financial, institutional, social-economic, and/or environmental risks to sustaining long-term project results?

<p>10. Sustainability of ICEIDAs institutional support to the Ministry?</p> <p>c) Does Ministry maintain a Special Advisor role?</p> <p>d) Is the Ministry fully functioning as of date in respect to all basic expectations?</p>	<ul style="list-style-type: none"> Success stories and lessons learned about either potentially positive or negative implications. Longer-term capacity vs. shorter-term ICEIDA intervention Definition of role according to legal framework versus actual performance 	<ul style="list-style-type: none"> Impressions from interviews <p>Literature review and sources from administration and business.</p>	<ul style="list-style-type: none"> Interview with Permanent Secretary Interviews with Ministry officials Interviews with Ministers <p>Scorecard from “community” of stakeholders dependent on Ministry performance</p>
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Impact: Are there indications that the project has contributed to, or enabled progress toward, reduced environmental stress and/or improved ecological status?

<p>11. The National Marine Research Council (NATMIRC)</p> <ul style="list-style-type: none"> NATMIRC impact on environmental issues? 	<ul style="list-style-type: none"> For the resource management, and linked environmental pressure protection measures 	<ul style="list-style-type: none"> Access applicable sources of information at the department within the Ministry 	<ul style="list-style-type: none"> Interviews with department staff Interview with Ministry officials Assess the impact of NATMIRC to date
12. Stronger and more effective	<ul style="list-style-type: none"> Status of TACs for key stocks 	<ul style="list-style-type: none"> National statistics 	<ul style="list-style-type: none"> Interviews & possible access to internal data

fisheries resource management	<ul style="list-style-type: none"> Scientific basis employed in the resources management decision processes 	<ul style="list-style-type: none"> Ministry contacts Industry contacts Researchers 	<ul style="list-style-type: none"> / reports Interview industry contacts Interview researchers
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III. The support to the Benguela Current Commission and SADC

Evaluative Criteria Questions	Indicators	Source	Methodology
Relevance: How does the project relate to the main objectives of development priorities of ICEIDA and at national and implementing levels?			
n/a	•	•	•
Effectiveness: To what extent have the expected outcomes and objectives of the project been achieved?			
13. Support to the Benguela Current Commission (BCC) <ul style="list-style-type: none"> Can any lasting impacts be determined? 	<ul style="list-style-type: none"> Lasting impact criteria to be defined by Phase-1 interviews and field work in Iceland <p><i>[Lack of predefined criteria and indicators from project documents]</i></p>	<ul style="list-style-type: none"> Project documents, Interviewees Review reports 	<ul style="list-style-type: none"> Reports and project documentations reviewed Interviews with BCC representatives Interview(s) with other yet unidentified stakeholders
14. Support to Southern African Development Community (SADC) <ul style="list-style-type: none"> Can any lasting impacts be determined? 	<ul style="list-style-type: none"> Lasting impact criteria to be defined by Phase-1 interviews and field work in Iceland <ul style="list-style-type: none"> <i>[Lack of predefined criteria and indicators from project documents]</i> 	<ul style="list-style-type: none"> Project documents, Interviewees Review reports 	<ul style="list-style-type: none"> Reports and project documentations reviewed Representatives Interviews with SADC representatives Interview(s) with other yet unidentified stakeholders
Efficiency: Was the project implemented efficiently, in-line with international and national norms and standards?			
n/a	•	•	•
Sustainability: To what extent are there financial, institutional, social-economic, and/or environmental risks to sustaining long-term project results?			
n/a	•	•	•
Impact: Are there indications that the project has contributed to, or enabled progress toward, reduced environmental stress and/or improved ecological status?			

• n/a	•	•	•
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IV. Technical support for Fisheries Economic Database Project (ECO), and Electronic Landings Data Collection

Evaluative Criteria Questions	Indicators	Source	Methodology
Relevance: How does the project relate to the main objectives of development priorities of ICEIDA and at national and implementing levels?			
15. Did the project(s) provide fitness to the objectives and Namibian use needs?	<ul style="list-style-type: none"> Implementation status Usability criteria 	<ul style="list-style-type: none"> Interviewees 	<ul style="list-style-type: none"> Interviews with inspectors and users of the ECO & ELDC Review reports Industry stakeholders
Effectiveness: To what extent have the expected outcomes and objectives of the project been achieved?			
16. Did the support from ICEIDA contribute to the Vision 2030 objective to achieve increasing and sustainable yields of fisheries and marine resources for the development of the economy and benefit the people of Namibia”?	<ul style="list-style-type: none"> Improved information access compared to paper base systems Timeliness of access to information, e.g. days, weeks compared to project objectives Increased sustainable yields for marine resources Assessed contributions to the development of the economy Benefits generated for the people of Namibia 	<ul style="list-style-type: none"> Applied practices and check of use performances Regulatory requirements for use and implementation status Visits to inspecting and landing sites registries, e.g. in Walvis Bay Ministry of fisheries Monitoring bodies Industry 	<ul style="list-style-type: none"> Review databases and their utility outputs, Review connection status and data repository (ies) Interview landing site authorities and inspectors Ministry officials during interviews
Efficiency: Was the project implemented efficiently, in-line with international and national norms and standards?			
17. Did the project(s) achieve the development objective of “improving the collection and timeliness of fish landings information”?	<ul style="list-style-type: none"> FIMS database usability Usability of handheld units Maintenance and operational status <p><u>Output criteria’s in PD</u></p>	<ul style="list-style-type: none"> Reports Actual practices Site visits Official documents and data 	<ul style="list-style-type: none"> Site visits to monitoring bodies, e.g. Walvis Bay, Interviews Landing statistics end economic reports to assess performance, as far as these may be

	<ul style="list-style-type: none"> • Electronic tally sheets on handheld devices • Uploading module for exporting tally data from handheld devices to MFMR database • Downloading module for importing updates (e.g. Vessel IDs) from MFMR database to handheld devices • Marine landings data validation module at MFMR database site • Installation of handheld devices / MFMR database communication dock • Streamlined communication dock • Streamlined Error Check and Data Validation Module • Landings data reconciliation based on individual trips 	viewing	<p>made available</p> <ul style="list-style-type: none"> • View current landing data capture methods vs. use of electronic data archives • Verification of operational status in the field in Namibia
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Sustainability: To what extent are there financial, institutional, social-economic, and/or environmental risks to sustaining long-term project results?

Is there evidence that expected project outputs will be useful in years to come?	<ul style="list-style-type: none"> • Results from assessment of “usability” and estimates of active users. 	<ul style="list-style-type: none"> • Records, interviews. 	<ul style="list-style-type: none"> • Site inspections, records and interviews.
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Impact: Are there indications that the project has contributed to, or enabled progress toward, reduced environmental stress and/or improved ecological status?

<ul style="list-style-type: none"> • To be reviewed based on intital findings 	<ul style="list-style-type: none"> • 	<ul style="list-style-type: none"> • 	<ul style="list-style-type: none"> •
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The Overall questions and themes of the evaluation

Evaluative Criteria Questions	Indicators	Source	Methodology
Relevance: How does the project relate to the main objectives of development priorities of ICEIDA and at national and implementing levels?			
18. Assess the overall quality of the projects'	<ul style="list-style-type: none"> • Results obtained 	<ul style="list-style-type: none"> • Project documents and reports • Participants in projects & 	<ul style="list-style-type: none"> • Comparative review of available documents

implementation, execution and methods of operation?	<ul style="list-style-type: none"> • Specific indicators for projects • Procedures for planning projects • Methods of operation and quality of implementation 	stakeholders	<ul style="list-style-type: none"> • Information from persons interviewed • Develop further questions as may be required
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Effectiveness: To what extent have the expected outcomes and objectives of the project been achieved?

19. Did ICEIDA (and if so, how) contribute to a stronger, more effective resource management, with added economic value?	<ul style="list-style-type: none"> • Historical TAC developments • Fishery Stock status development over the period • Added economic indicators 	<ul style="list-style-type: none"> • National statistics • Opinions of persons interviewed 	<ul style="list-style-type: none"> • National data review and published reports • Interviews with various sector stakeholders
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20. Assess to what degree implicit or explicit outcomes and impacts of the interventions were achieved?	<ul style="list-style-type: none"> • Degree of Namibization • Quantifiable resources <ul style="list-style-type: none"> a) economic b) human c) societal • Procedures for planning projects • Methods of operation and quality of implementation 	<ul style="list-style-type: none"> • Compiled from various evaluation information's 	<ul style="list-style-type: none"> • Subjective and analytical work based on triangulation of data compiled from various sources to derive an answer to a main evaluation question
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Efficiency: Was the project implemented efficiently, in-line with international and national norms and standards?

21. Overall efficiency / (impact) of the specific outcomes at present for different interventions assessed. <ul style="list-style-type: none"> • By compiling different data and subjective opinions obtained during the evaluation will be used to develop an assessment based answer to the following 	Context: Economic importance of the Namibian fishing sector in relation to ICEIDA' s total input. <ul style="list-style-type: none"> a) Total ICEIDA funding in relation to quantifiable improvements in affected areas - in terms of "value for money" and/or value for input in terms of expected results. b) Methods of operation and quality of 	<ul style="list-style-type: none"> • Compiled from various evaluation information's, and data compilations 	<ul style="list-style-type: none"> • Analytical work based on triangulation as far as possible of the data compiled from various sources to derive an answer(s) to a main evaluation question • Develop further questions as may be required
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<p>question:</p> <ul style="list-style-type: none"> “Did the Total ICEIDA funding in relation to quantifiable improvements in affected areas - in terms of “value for money” and/or value for input in terms of expected results”? 	<p>implementation suitable and effective in achieving overall results</p> <p>c) Procedures for planning projects complimentary to the overall ICEIDA inputs into the projects during the evaluation period</p>		
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Sustainability: To what extent are there financial, institutional, social-economic, and/or environmental risks to sustaining long-term project results?

<p>22. “Is there evidence that taken together interventions for Namibization within the fisheries sector have a lasting and sustainable impact on Namibian fisheries for better or for worse?”</p>	<ul style="list-style-type: none"> Linked to criteria for overall relevance and refer to applicable criteria identified previously 	<ul style="list-style-type: none"> Perspectives from Namibian governmental officials The Industry perspectives ICEIDA staff and consultants 	<ul style="list-style-type: none"> Interviews with various stakeholders National official data and reporting to be reviewed Comparative reporting from other international funding agency reports (as available)
<p>23. “Is there evidence that the ICEIDA support to fisheries in Namibia contributed to a stronger, more effective resource management, with added value to the economy of the country, and to what degree these interventions have had a sustainable impact”?</p> <ul style="list-style-type: none"> Did ICEIDA’s effort assist in establishing a well functioning Ministry? Contribute to valuable 	<ul style="list-style-type: none"> Linked to criteria for overall effectiveness, sustainable impacts, and refer to the overall applicable evaluations criteria identified previously 	<ul style="list-style-type: none"> Perspectives from Namibian governmental officials ICEIDA staff and consultants The Industry perspectives 	<ul style="list-style-type: none"> Interviews with various stakeholders National official data and reporting to be reviewed Comparative reporting from other international funding agency reports (as available)

research practices? • Quality training in the fishing sector?			
Impact: Are there indications that the project has contributed to, or enabled progress toward, reduced environmental stress and/or improved ecological status?			
24. Did ICEIDA's support contribute positively to the Gender issues?	• Gender issue checklist used by ICEIDA in project planning	• Perspectives derived from the overall evaluation	• Interviews with various stakeholders using a gender sensitive evaluation methodology
25. Did ICEIDA's overall support in Namibian fishery sector contribute to reducing environmental stress and/or improvements, in ecological status, for example as shown by: b) more scientific approach to TAC allocation? c) better overall management of the natural resources in comparison to the period when the interventions started?	• Environmental guidelines employed by ICEIDA in project planning manual for an environment sensitive evaluation	• Perspectives derived from the overall evaluation Environmental reports for the marine habitats	• Interviews with various stakeholders • Review of environmental assessment reports for the ocean zone and marine habitats

The Table for the Evaluation Matrix above is split into 5 sub-tables in line with the questions defined by the TOR. In addition to above listed questions the interviewing process will most likely lead to development of supplementary questions that would strengthen the potential for reaching conclusive replies to the specific, and as well the key evaluation objectives.

Annex 3 - Itinerary

Date / Period	Meetings / Interviews / Actions	Location: City / Country
<i>Preparatory interviews in Iceland:</i>		
28.10-06.11 2013	Preparation of the Inception Report	Reykjavík, Iceland
6.11-13.11 2013	Preparatory interviews in Iceland	Reykjavík, Iceland
<i>In Namibia:</i>		
22.11.2013	Arriving in Windhoek	LON – JNB - WDH
23-24.11.13	Preparations for meetings, and driving to the coast	Swakopmund, Namibia
25.11-29.11 2013	Interviews in Walvis Bay, NAMFI and industry, and in Swakopmund (NatMIRC, BCC).	Walvis Bay and Swakopmund Namibia
30.11.13	Drive from coast to Windhoek	Namibia
01.12.13	Preparations for interviews in Windhoek	Windhoek, Namibia
2.12-6.12 2013	Interviews in Windhoek, mainly at MFMR, and review collected information and drafting report outlines	Windhoek, Namibia
07.12-10.12 2013	Traveling on own agenda to visit some scenic sites	Namibia
11.12 2013	Return flight from Namibia, end of mission (flight departing on the 10 th December)	Windhoek - London
<i>Report writing and Phase 3 interviews:</i>		
12.12.13-08.01.14	Follow up interviews, and preparing visit report	London and Reykjavík
08.01.2014	Visit report to ICEIDA	Reykjavík
13.01-21.02 2014	Further interviews, data analysis and preparing draft version of Evaluation Report	Reykjavík
21.02.2014	Evaluation Report draft.01 to ICEIDA	Reykjavík
26.02 2014	Feedback received on draft report	Reykjavík
26.02-24.03 2014	Further interviews, data analysis and preparing draft version 2 of Evaluation Report	Reykjavík
24.03.2014	Evaluation Report draft vers.02 to ICEIDA	Reykjavík
27.03.2014	Feedback received from ICEIDA on Evaluation Report vers.02 → vers.03	Reykjavík
08.04.2014	Meeting at ICEIDA to agree on steps to prepare final draft version.04	Reykjavík
11.04.2014	Final draft version circulated for comments by ICEIDA and authorities in Namibia	Namibia
06.05.2014	Comments received from ICEIDA and NAMFI	Reykjavík and Namibia
30.05.2014	MFMR comments pending?	Namibia
30.05.2014	Final Evaluation Report Adopted, and evaluation completed	Reykjavík

Annex 4 - List of people interviewed

Date	Meetings / Interviews / Actions	Location: City / Country
<i>Preparatory interviews:</i>		
6.11.13	Dr. Björn Dagbjartsson, former Director of ICEIDA until 2002	Reykjavík, Iceland
10.11.13	Mr. Víðir Sigurðsson, former ICEIDA expert at NAMFI	Kópavogur, Iceland
11.11.13	Ágústa Gísladóttir, ICEIDA, was teacher in fish Processing at NAMFI 1995-1998	Currently based in Maputo, Mozambique
11.11.13	Dr. Vilhjálmur Wíium, ICEIDA former Country Director in Namibia and special advisor at MFMR	Currently based in Malawi [met in Reykjavík]
13.11.13	Dr. Tumi Tómasson, Director of UNDP in Reykjavík, evaluated NAMFI in 2002 and 2004	Reykjavík, Iceland
<i>In Namibia:</i>		
22.11.13	Arriving in Windhoek	LON – JNB - WDH
23-24.11.13	Preparations for meetings, and driving to the coast	Swakopmund, Namibi
25.11.13	Mr Cornelius Bundje, Director of NAMFI	Walvis Bay, Namibia
25.11.13	Mr Clive Kambongarera, NAMFI Head of Department, Navigation	Walvis Bay, Namibia
25.11.13	Eyjólfur Valtýsson, former ICEIDA Engineering instructor at NAMFI	Walvis Bay, Namibia
25.11.13	Mr Steven K. Ambabi, Deputy Director: Technical Services, MFMR Directorate of Operations and two of his staff members Mr Roderick Louis, IT department Mr Steve Nafos, Manager: Inspectors and Fishery Observers	Walvis Bay, Namibia
26.11.13	Justy Moses, former instructor at NAMFI (quit in Sept. 2013)	Walvis Bay, Namibia
26.11.13	Mr David Hamupembe, NAMFI Head of Department, Engineering	Walvis Bay, Namibia
27.11.13	Chris Bartholomae, NATMIRC, Deputy Director	Swakopmund, Namibia
27.11.13	Dr Quentin Espey, BCC Ecosystem Coordinator	Swakopmund, Namibia
27.11.13	Dr Charles Hocutt, former director of BENEFITT project	Swakopmund, Namibia
28.11.13	Mr Tobias Nambala, Deputy Director, NAMFI	Walvis Bay, Namibia
28.11.13	Mr Hafeni Mungungu, CEO of Fisheries Observer Agency	Walvis Bay, Namibia
28.11.13	Mr Gunnar Harðarson, ICEIDA 1995-1997, Mate Welvitchia and skipper, fleet manager & mentor at Hangana 1997-2006	Walvis Bay, Namibia
28.11.13	Mr Francois Stevens, skipper at Hangana, and a graduate from NAMFI.	Walvis Bay, Namibia
29.11.13	Visiting Fishery industry sector and anonymous stakeholder interviews	Walvis Bay, Namibia
29.11.13	Tour of NAMFI and meeting staff not specifically interviewed	Walvis Bay, Namibia

2.12.13	Ms Uitala Hiveluah, Permanent Secretary, MFMR	Windhoek, Namibia
2.12.13	Ms Graca B. D'Almeida, MFMR, Director Resource Management	Windhoek, Namibia
3.12.13	Ms Anna Ndinela Erastu, MFMR, Director Policy Planning & Economics (PPE)	Windhoek, Namibia
3.12.13	Ms Aina Ipinge, MFMR, Deputy Director PPE	Windhoek, Namibia
3.12.13	Mr Peter Amutenya, MFMR, Director of Operations	Windhoek, Namibia
3.12.13	Mr. Polli Andima, former NAMFI Director (2003-2011)	Windhoek, Namibia
4.12.13	Ms Lucia Haufiku, MFMR, Deputy Director Information Technology	Windhoek, Namibia
4.12.13	Mr. Sybrand Coetzee programmer and database developer at MFMR	Windhoek, Namibia
6.12.13	Dr. Ekkerhard Klingelhoefter, former BCC Regional Training Officer, and previously with NatMIRC and MFMR	Windhoek, Namibia, and Katima Mulilo [Conference tel. call]
6.12.13	Contact established with Dr. Nico E. Willemse, Senior Project Manager UNOPS & BCLME	Email correspondences
17.12.13	Mr Nico E. Willemse, UNOPS & BCLME	Conference call
07.01.14	Vilhjalmur Wiium, follow up interview to clarify some issues arising during visit to Namibia	Reykjavík, Iceland
Phase 3 interviews:		
20.01.2014	Baldvin Baldvinsson, ICEIDA IT specialist advisor (ECO) at MFMR (18 months 2003-2004)	Hafnarfirði
14.02.2014	Jón Þórðarson, Advisor to MFMR & NatMIRC (Feb.-Dec. 2006)	Conf. call Iceland
18.02.2014	Stefán Kristmannsson, Oceanographer, former ICEIDA expert in Namibia	Reykjavík
19.02.2014	Gísli Pálsson, former ICEIDA Country Director Namibia, current country director in Uganda	Conf. call / Uganda
21.02.2014	Sighvatur Björgvinsson, former Director of ICEIDA (2002-2011)	Reykjavík
25.02.2014	Hannes Hauksson, Director Finance and Administration, ICEIDA	Reykjavík
28.02.2014	Margrét Einarisdóttir, ICEIDA head office	Reykjavík
18.03.2014	Sigurður Jónsson, former ICEIDA instructor at NAMFI (2000 – 2003)	Reykjavík
19.03.2014	Þórdís Sigurdardóttir, Deputy Director General of ICEIDA	Reykjavík
21.03.2014	Dóra Stefánsdóttir, former ICEIDA project manager in Namibia (1990 – 1994)	Reykjavík
21.03.2014	Þorvaldur Ingi Jónsson, short term expert advisor at NAMFI (six months in 2003)	Telephone
30.05.2014	Vídir Sigurdsson	Telephone

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Annex 7 - Questionnaire

General Survey: On the views of the contact persons; Final Impact Evaluation of ICEIDA interventions – fishery sector in Namibia - Nov.2013-Mar.2014

Date:

Name interviewee:

Demographics

Location/ Country / City:

Position at:

1. Ministry
2. NAMFI
3. NATMIRIC
4. Other Governmental
5. SADC / BCC
6. Industry
7. City officials
8. ICEIDA
9. Other, _____

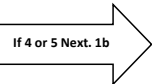
Position role:

1. Management
2. Teacher
3. Board / Trustees
4. Official
5. Scientist
6. Graduate of NAMFI
7. Learner/ Student
8. Advisor / Technical Expert
8. Other, _____

Questionnaire:

1a. Do you agree or disagree that ICEIDA’s development assistance has significantly impacted the policy for Namibianisation?

1. Strongly agree
2. Rather agree
3. Neutral
4. Rather disagree
5. Strongly disagree
9. Don't know



Notes: _____

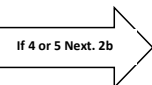
1b. Where did the support not prove efficient or sustainable? (Show prompt figure: please choose more than one example if applicable)

Capacity building: _____ and _____
 Education / Training: _____ and _____
 Expert advice: _____ and _____

Notes: _____

2a. Do you agree or disagree that efficiency of ICEIDA’s support delivery was important for building a Namibian fishery industry?

1. Strongly agree
2. Rather agree
3. Neutral
4. Rather disagree
5. Strongly disagree
9. Don't know



Notes: _____

2b. How / Why did this not create expected impact?

Notes: _____

Annex 7 – Questionnaire

3a. Who in Namibia benefited most from the support provided by ICEIDA for the fisheries Namibianisation efforts?*(Please choose more than one answer if applicable)*

- 1) Fishing companies
- 2) Fishery Ministry (Government)
- 3) Local authorities
- 4) Fishery School (NAMFI) teachers
- 5) Students at NAMFI
- 6) Cadets
- 7) Resource management science for setting TACs
- 8) Fishery workers
- 9) The Namibian People in General
- 10) NAMFI as an institution
- 11) Others, who?

3b. Are there any actors that gained more than others?

1. No

2. If Yes → Then Who?

No. on left: _____

No. on left: _____

No. on left: _____

Notes: _____

4. Did ICEIDA contribute to stronger & more effective fisheries resource management, and then how?*(Please choose more than one answer if applicable)*

1. Science advice
2. Support to the NATMIRC
3. Advisor(s) to the Ministry of Fisheries
4. Support to the operation of Research vessels
5. Training opportunities
6. The Benguela Current Commission (BCC)
7. SADC
8. Other: _____
9. Don't know

Notes: _____

5. Are the Fisheries Economic Database (ECO) and the Electronic Landings Data Collection operating as anticipated / expected (i.e. how do they function, and are they important)?

1. Yes
2. No
9. Don't know

Notes: _____

6. Which of the following choices is the key driver for implementing electronically based information systems?*Please prioritize / rank drivers*

Key drivers	Ranking 1=most important to 5=least
• Regulations	
• Economic values	
• Environmental values	
• Quota & TAC management	
• Fishery Administration /Insp.	

Name Other: _____

Notes: _____

7. Overall sustainability of the ICEIDA supports interventions?*(Please prioritize the most important support elements)*

Sustainable interventions	Number / rank *
- Industry know-how	
- Ministry of Fisheries Institutional Capacity building (Advisor support)	
- NAMFI	
- NATMIRC	
- Benguela Current Comm. (BCC)	
- Namibianization policy support overall	
- Other?	

*Ranking from 1= most important to 7=least important

Notes: _____

Other? _____