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**Document of the  
International Fund for Agricultural Development**



**Republic of Namibia  
Northern Regions Livestock Development Project  
Interim Evaluation Report**

**October 2002  
Report No. 1313-NA**

Photo on cover page:  
Kavango River, Namibia  
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(SIAPAC)

**Republic of Namibia**  
**Northern Regions Livestock Development Project**  
**(Loan 362-NA)**

**Interim Evaluation Report**

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**(Available from IFAD's Office of Evaluation & Studies upon request)**

## **Photos**

Photos provided by the Social Impact Assessment & Policy Analysis Corporation (SIAPAC) & Ms Fumiko Nakai, Country Portfolio Manager for Namibia, IFAD

## **CURRENCY EQUIVALENTS**

National Currency	=	Namibian Dollar (NAD)
USD 1	=	NAD 11.0
NAD 1	=	USD 0.09

## **WEIGHTS AND MEASURES**

Metric system

## **FISCAL YEAR**

1 April – 31 March

## **ACRONYMS AND ABBREVIATIONS**

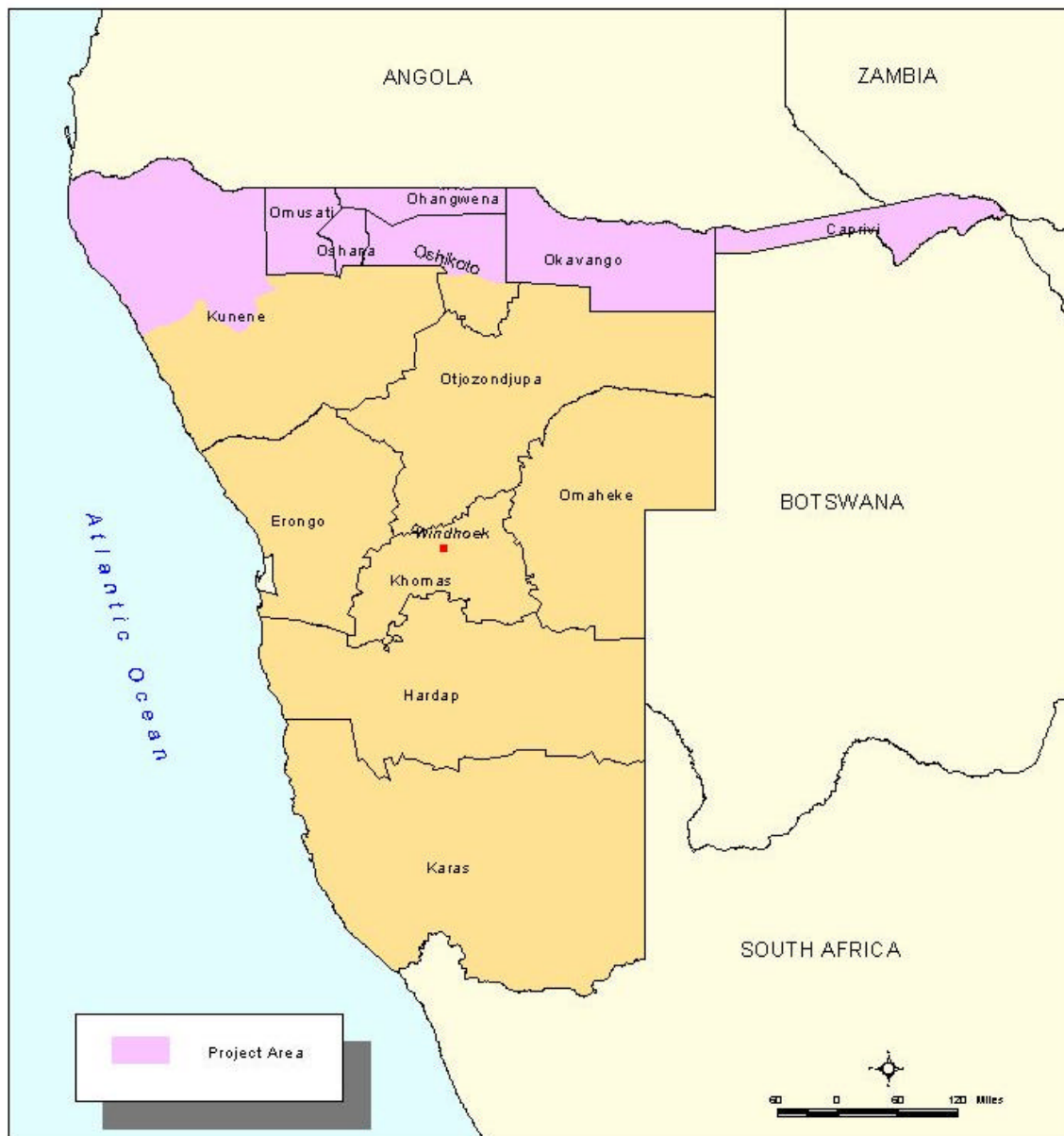
AWPB	Annual Work Programme and Budget
BEF	Belgian Francs
CAHA	Community Animal Health Assistant
CDF	Community Development Fund
COSOP	Country Strategy and Opportunities Paper
DART	Directorate of Agricultural Research and Training
DEES	Directorate of Extension and Engineering Services
DMU	Divisional Management Unit
DRWS	Directorate of Rural Water Supply
DVS	Directorate of Veterinary Services
FAO	Food and Agriculture Organisation of the United Nations
FSRE	Farming Systems Research and Extension
GIS	Geographic Information Systems
GPS	Global Positioning Systems
HIV/AIDS	Human Immuno-Deficiency Virus/Acquired Immune Deficiency Syndrome
IFAD	International Fund for Agricultural Development
MAWRD	Ministry of Agriculture, Water and Rural Development
NAPCOD	National Programme to Combat Desertification
NCA	Northern Communal Area
NCD	North Central Division
NDP	National Development Plan
NGO	Non Governmental Organization
NOLIDEP	Northern Regions Livestock Development Project
PCC	Project Coordination Committee
PIA	Participatory Impact Assessment
POC	Project Operational Committee
PRA	Participatory Rural Appraisal
PSS	Project Support Services
RMU	Regional Management Unit
SARDEP	Sustainable Animal and Range Development Programme
SEPSS	Socio-Economic and Production Systems Study
SSSCF	Small Stock Seed Capital Fund
UNOPS	United Nations Office for Project Services
Vision 2030	National Long-Term Vision 2030
VREC	Veterinary Rural Extension Centre



**NAMIBIA**

## NORTHERN REGIONS LIVESTOCK DEVELOPMENT PROJECT

### Interim Evaluation



Source: IFA D

The designations employed and the presentation of the material in this map do not imply the expression of any opinion whatsoever on the part of IFAD concerning the delimitation of the frontiers or boundaries, or the authorities thereof.





## REPUBLIC OF NAMIBIA

### NORTHERN REGIONS LIVESTOCK DEVELOPMENT PROJECT

#### AGREEMENT AT COMPLETION POINT<sup>1</sup>

1. The findings and conclusions of the evaluation mission have been reflected in the Namibia Country Opportunities Strategy Paper (COSOP) and will therefore become an integral part of the dialogue between the Government and IFAD on the nature of their future collaboration. In considering the continued involvement of IFAD in Namibia, several strategic linkages can be envisaged with other major donors operating in relevant fields, including German Technical Co-operation, the European Union, FAO and the United Nations Development Programme.

2. IFAD's future assistance would be likely in principle to continue to be directed to the geographical area where the majority of the rural poor live and where there are opportunities and potential for development, namely the Northern Communal Areas (NCA). In the light of the current and emerging policy environment in Namibia, development experiences in the post-Independence era and the experience of IFAD's association with Northern Regions Livestock Development Project (NOLIDEP), the main thrusts for such assistance, several of which are inter-related, would be to:

- a. place people and the sustainable use of resources more at the centre of the development approach rather than the delivery of specific, pre-determined investment options. In this process, the conflict between disbursement pressure from IFAD on the one hand and the readiness of participating communities to take the lead in their own development process, should be taken into consideration;
- b. help in securing access by the rural poor to natural resources, principally land, vegetation and water, as a fundamental pre-requisite to the introduction of sustainable resource management systems. The issue of so-called "illegal fencing" in the communal areas that might further marginalise the poor, needs to be specially considered. It is believed that the Communal Land Bill, that is currently awaiting formal promulgation, will largely contribute towards clarifying this;
- c. support local level, representative organisations that can play a vital role in creating an environment conducive to poverty alleviation, economic growth and equitable asset distribution;
- d. given the rate of human population increase prevalent in the NCA, aiming to reduce the proportion of the population and ultimately perhaps the absolute number of people reliant on primary agricultural production through stimulating a diversification in economic opportunity; an essential requirement to lowering the number of people living in poverty;

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<sup>1</sup> This agreement reflects an understanding among the core partners at completion point of the interim evaluation (IE) process to adopt and use the learning and recommendations from the IE in the remaining period of implementation of the Northern Regions Livestock Development Project and in designing new projects and programmes aimed at the development of the NCA. The partners comprise of IFAD (Office of Evaluation and Studies, Belgium Survival Fund, Technical Advisory Division, and Eastern and Southern Africa Division), United Nations Office for Project Services, Ministry of Agriculture Water and Rural Development, and the French and Luxembourg Governments.

- e. contribute to mainstreaming the recognition of gender concerns in all activities. A special focus on women would be justifiable given the high proportion of *de facto* or *de jure* rural female-headed households amongst whom poverty is often more prevalent;
- f. introduce specific actions and investments that will enable rural communities and households to mitigate the effects of HIV/AIDS in order to safeguard human capital and maintain the opportunity to create economic growth in rural areas; and
- g. consider the adoption of a longer-term, programmatic approach to planning and financing in order to accommodate the needs of fully participatory economic development and sustainable management of common property resources in an extremely fragile environment.

3. To develop further the dialogue between IFAD and Government on the investment implications of these possible areas of focus, take forward the evaluation of NOLIDEP as reflected in this Interim Evaluation Report and identify areas of convergence on rural development approaches to serving the interests of the poor, several key themes can be highlighted as topics for discussion. These include:

- a. mechanisms for the effective participation of civil society and the population at large in the development process. In some cases, it might be needed to first develop the necessary capacity of civil society organisations in order to involve them in a meaningful manner;
- b. development of rural financial services as the basis for stimulating entrepreneurship and sustainable economic growth;
- c. Government's ongoing decentralisation and restructuring of public services, to improve local accountability, promote resource allocations inclusive of the needs of the rural poor and emphasise Government's role in creating an environment conducive to growth and the regulation of the development process;
- d. community-based natural resource management; securing and protecting access and rights to the sustainable use of natural resources to the direct benefit, at least in large part, of local communities; and
- e. land reform and its relevance to the rural poor – including the issue of land tenure systems governing access to common property resources.

Each of the themes is elaborated upon in the next section of the ACP.

### **Themes for Policy Dialogue.**

4. Several key themes, a number of which are interrelated, can be highlighted as potential topics for discussion when considering the design of successor investments to NOLIDEP. The following notes illustrate some of the issues associated with each major theme.

#### **Theme 1: Civil Society and Popular Participation in the Development Process.**

5. In current rural development parlance, the term 'participation' implies an ongoing partnership in the interests of empowering rural communities and households and not only a process of (often brief) consultation with potential beneficiaries. In any future investment it would be important to establish a common understanding among MAWRD and its development partners of the operational implications of adopting a participatory approach to serving the interests of the rural poor.

6. In developing work programmes under NOLIDEP, field agents have been trained to use a number of participatory methods in the course of their interactions within communities, including Participatory Rural Appraisal (PRA). However, the use of such methods does not guarantee that the tendency for programmes to be supply driven will be reversed. The period of interaction with communities during PRA exercises tends to be short and geared to identifying priorities for investment from a menu of options, through a process of consultation with community representatives. Many of those involved in the consultation process are likely to be among the more influential and perhaps better-off members of local society, who may not necessarily raise any specific concerns of people poorer than themselves or appreciate that special measures may be required to ensure more equitable availability of and access to resources. Implementation approaches that allow the time to build relationships of trust between villagers and development agents have been shown elsewhere to give the necessary space and time for people to voice their genuine fears, concerns and ambitions, come to their own determination of a course of action and to carry it out on their own behalf, with support and guidance as necessary. Precedents for this approach already exist in Namibia and can be learned from and built upon (viz. Forum for Integrated Resource Management (FIRM); SARDEP). The actions of the two NOLIDEP facilitators in North Central Division and the voluntary social worker in Ikumwe (Caprivi Region) also go some way towards illustrating the types of catalytic relationships that may be envisaged.

7. The wider adoption of more intensive forms of interaction with villagers over longer periods implies a need for operational adjustments on the part of service providers (e.g. MAWRD) and their partners in the donor community. The implications for MAWRD include: (i) the need to reassess the role and job descriptions of field operatives; (ii) exploring the potential for devolving implementation responsibility to other potential partners (e.g. in civil society, other public services, farmers organisations or the private sector); (iii) encouraging/supporting voluntary workers from within the locality to act in a liaison and promotional role on behalf of the community and/or interest groups within it; and (iv) exploring innovative approaches to managing public funds closer to the point of need – funds could be broadly designated for supporting communities' priority initiatives rather than pre-established categories that reflect only the technical skills and programme options available in MAWRD directorates. Funds would not necessarily be best controlled via the MAWRD (see also Theme 3). Implementing agencies would need to ensure that the effectiveness of a programme of support oriented towards people and the building of human assets could be measured via indicators that reflect changing skill levels, and the organisational, social and economic changes induced.

8. Adjustments necessary within the donor community would involve: (i) the acceptance of a longer time-frame for investment programmes (particularly among lending agencies accustomed to investment in time-bound projects); (ii) avoidance of setting targets for the types and quantities of assets to be introduced, which automatically tends to pre-determine interventions within communities; and (iii) working with the host government to develop alternative financial management and control procedures that would allow discretionary funds to be set up closer to the point of need and drawn down on the basis of approved action plans developed (with the programme's support) by the communities themselves.

9. Under NOLIDEP, support within communities mainly revolves around investments in physical assets (e.g. water points, hammer mills) or reflects the responsibilities of MAWRD implementing directorates (e.g. animal disease control services). Training is geared principally to helping community/interest group committees to arrange for any necessary beneficiary contributions to the cost of the asset and assume responsibility for the ongoing management and maintenance of the asset and is not designed to empower communities to take a pro-active role in organising themselves to (a) optimise the use and management of their available resources and (b) attract additional resources in support of their own socio-economic development strategy as a means of improving their overall livelihoods.

10. Under NOLIDEP training at the local level is either provided directed by MAWRD or is contracted-in under customised, short-term arrangements often involving specialised NGOs. There is scope (viz. the approach of SARDEP) for MAWRD not only to contract-in services on a 'one-off' basis but also to develop longer-term partnerships involving a transfer of implementation responsibility to others within an agreed operational framework. An associated aim would be to strengthen NGOs and perhaps farmers' organisations to operate in such a capacity. Implementation capacity in MAWRD and other public services is likely to remain small; suggesting that approaches adopted under NOLIDEP may not be replicable on a wider scale through use of public services alone. A more replicable and ultimately more sustainable approach would for MAWRD to assume a catalytic role in linking communities with other stakeholders in development who would then assume specific implementation functions (e.g. Meatco, AGRIBANK, equipment and input suppliers, agro-processors and farmers' organisations) and establish direct relationships with rural communities to their mutual benefit. Implementing partners could then establish their own contracts at a community level or with interest/business groups in the community to provide support in relation to a 'plan of action' in which the stakeholders involved are identified and the form of support to be provided is specified (see also the FIRM approach). The 'plan of action' can become a basis for the community/interest group to make its own assessment of the effectiveness of services holding suppliers to task as a means of encouraging improvement in service provision.

11. Civil society has a very important role to play in the process of sustainable development. Very often, civil society organisations have limited capacity to perform this role appropriately. In order for civil society to play a significant role in sustainable development, considerable capacity building in both technical and organisational fields is required.

## **Theme 2: Development of Rural Financial Services and a Legislative/Regulatory Framework Conducive to the Stimulation of Entrepreneurship and Sustainable Economic Growth.**

12. Substantial economic growth in the NCA will require a reduction in the proportion and ultimately the number of households directly reliant on primary agricultural production as their means of livelihood. Further, the environmental characteristics of the area suggest that a substantial growth in agricultural output is unlikely. There is an increasingly urgent need to diversify the economy by encouraging the emergence of businesses that add value to agricultural products and lead to an expansion of the service sector. Growth in the service sector and supply industries can be expected in turn to encourage consumer demand among rural households and, for those remaining in agriculture, gradually to raise livestock and crop producers' interest in (i) investing more in their farming operations in order to increase efficiencies and (ii) increasing their orientation towards producing for the market.

13. There are three fundamental requirements under such a scenario. First, both farmers and potential business owners will require access to suitably designed financial services (savings and borrowing opportunity). Second, Government should support developments in the financial sector that not only encourage expansion in/adjustment to existing financing institutions serving the NCA, but also provide a well-regulated framework – governed by prudent banking principles – for the establishment of micro-financing institutions (MFIs). Third, there should be a commercial environment that is especially conducive to/provides incentives for the setting up of small- to medium-scale businesses, including value-adding enterprises, other service oriented businesses and the MFIs themselves.

14. Moves are already underway to stimulate development in the financial sector through the Rural Micro Finance (RMF) Programme in Namibia. The MAWRD has as primary focus, the development of agriculture related activities. The Ministry realises that sustainable livelihoods include more than only livestock related issues, and consider it of utmost importance. Addressing these issues, however, it should be done in close collaboration and consultation with other Ministries and related stakeholders. IFAD, Government and the stakeholders in the RMF should consider what (if any) further support may be needed to develop the finance sector in and for the NCA and, in particular, to

identify areas where IFAD's experience in the sector might help in (i) ensuring that organisational arrangements take into account the circumstances of the rural poor and are inclusive of their needs and interests and (ii) support the introduction of specific measures in practical terms as part of a future investment programme in the NCA and (iii) build capacity of RMF institutions in the rural areas.

### **Theme 3: Decentralisation of Services and Resources and Restructuring of the Ministry of Agriculture, Water and Rural Development.**

15. The establishment of Regional Councils and the gradual decentralisation of responsibility for public service delivery at the local level to the regions is expected gradually to provide new opportunities for the operations of implementing ministries to be modified and efficiencies of public services increased. MAWRD will be one of the key organisations affected as regional operations become increasingly linked with regional structures of administration. As regional authorities' role increases, it will be possible to consider strengthening their regulatory and administrative functions in support of local development by setting up discretionary funds at regional level. These could be allocated by the regions under specified procedures to suitable development initiatives. The system could be developed to complement emerging facilities in the micro-financing sector and would require a regulatory framework that assisted communities to access local authority grants for specified types of expenditure subject to pre-specified criteria being met. Under such a system, public services such as MAWRD would increasingly adopt a facilitation and regulation role and need not be the exclusive channel for the allocation or expenditure of public funds for agricultural sector development.

16. With the exception of wildlife management associated with Conservancy legislation and the activities of the Ministry of Environment and Tourism, implementation responsibility for community-based development has so far been retained to a large extent by MAWRD directorates in the regions, principally field operatives of DEES. Available implementation capacity within the directorates and the restricted budgetary allocations within the ministry accordingly limit their scale of operations. The ongoing process of restructuring public services provides an opportunity for MAWRD to reconsider its role, consider emphasising its facilitation, monitoring and regulation functions and adjust its operating procedures to expand the involvement of other potential development partners at the point of interaction with communities and interest groups. Job descriptions of personnel would need to be adjusted to reflect the change and future training emphasise the strengthening of analytical skills in identifying and assessing development requirements and opportunities and performing a catalytic role in linking rural communities/households with appropriate service providers. Precedents have been established in Namibia (under NOLIDEP and in association with other development initiatives) to operate in partnership with other stakeholders (see also Themes 1 and 5).

17. In designing a future investment programme(s) for the NCA, the opportunities arising from decentralisation and restructuring would be explored with a view to improving local accountability of public services, promoting resource allocations inclusive of the requirements of rural communities and the rural poor and emphasising Government's role in creating an environment conducive to local economic growth, regulation of sector activities and efficiency in resource allocation and use.

### **Theme 4: Communal Land Reform.**

18. Poverty reduction in the communal areas is intimately linked to complex issues surrounding access to and the management of common property resources. There is a growing need to accelerate land reform in Namibia since traditional systems of resource allocation and use are increasingly under threat from population expansion as well as various forms of encroachment and non-traditional use. Communal land reform does not imply legislation for the retention of unchanged traditional systems but the introduction of legal instruments that, in parallel with legislation governing land elsewhere in the country, can safeguard the rights and interests of the rural poor whose livelihoods are heavily dependent on continued access to (currently) common property resources.

19. The Communal Land Bill was passed by Parliament and is currently awaiting official promulgation. Meanwhile, the donor community in Namibia has expressed interest to Government in providing support to the overall land reform process. In looking to future investment, IFAD's interest would focus on areas directly relevant to the poor, especially issues of security in land tenure, resource access and use and further empowering the poor through democratic organisations and processes. While monitoring developments related to the proposed Communal Land Bill and the land reform process in general, IFAD would seek to coordinate with other donors in exploring the possibilities of: (i) strengthening the networking of interested stakeholders in civil society to put forward the perspective of the rural poor and ensure their concerns are reflected in the land debate; and (ii) arranging a local-level mechanism for protecting and securing land rights of disadvantaged farmers within communal areas. Both aspects could either be linked to a prospective project loan or be considered as stand-alone initiatives if IFAD lending to Namibia is discontinued. In either case, support in these areas would be on a pilot basis and be conducted in collaboration with the Popular Coalition to Eradicate Hunger and Poverty, an institution housed in IFAD.

#### **Theme 5: Community-Based Sustainable Natural Resource Management.**

20. In the NCA there is a growing problem of environmental degradation that ultimately threatens the basis of much of the area's economic activity, i.e. its natural, common property resources. While communities have a *de facto* vested interest in maintaining and/or improving the productivity of these resources, they currently have few means through which to do so and in some cases may not yet recognise the growing urgency of their acquiring such means and taking full advantage of them. Interrelationships between economic activities (livestock and to a lesser extent crop production) and the broader aspects and economic advantages to be gained from employing sustainable environmental management practices are little understood or appreciated. In future development programmes in the NCA, much greater attention should be given to introducing specific actions (perhaps beginning with building a widespread awareness of problems and potentials and expanding recognition of the 'knock on' effects of inappropriate practices and their implications for the future sustainability of rural livelihoods) than has been the case under NOLIDEP. It would be imperative to link such activities with developments in legislation (Conservancy legislation and communal land reform – see below), facilitation of linkages with other partners in rural development (including for livestock marketing) and a recognition among technical agencies of Government that their programmes should respond to tackling wider environmental and economic concerns and not be viewed in technical isolation.

21. Namibia has growing experience of the benefits that can derive from community-based natural resources management in the communal areas. Under NOLIDEP, the principle has been adopted in relation to the expansion of water supply infrastructure under a system of cost sharing. The concept is fundamental to the operations of SARDEP and NAPCOD and lies at the heart of the Conservancy legislation introduced to enable local communities to gain economic benefit from wildlife resources via tourism developments in their locality, with support from NGOs and the Ministry of Environment and Tourism. Ongoing negotiations (April 2002) suggest that additional resources from the Global Environment Fund may be received in Namibia for this approach and modification of legislation to include vegetation resources (in presently communal rangeland) and rangeland management under the Conservancy legislation, be investigated. The Communal Land Bill, that is currently awaiting official promulgation, should serve as the major vehicle to achieve this. Should this materialise, it would markedly increase rural communities' incentive to regulate grazing and improve the efficiency of vegetation use within a framework of environmentally sound management practices. Communities heavily dependent on livestock may also be encouraged to diversify into game management (for marketed off-take and/or in association with tourism developments).

22. Future investments in the NCA would recognise these precedents and developments and be designed to assist communities to take advantage of emerging opportunities. The more intensive forms of interaction associated with Theme 1 above would be especially important in helping communities to optimise potential benefits. This in turn would entail MAWRD and other development partners helping to build strong, representative community structures. Communities

should be encouraged to identify their own problems, take the initiative in finding solutions and, most importantly acquire/solicit appropriate support (financial and technical) to implement the solutions. With the responsibilities communities assume through adoption of the community based management approach, there will be a shift away from absolute dependency on government and external project support to a sense of self-help and self-motivation.

23. In order to focus more closely on actions to support community-based resource management, closer collaboration is required between public services and NGOs/civil society organisations: (i) at programme or field level, where NGOs' services and expertise in certain areas can be mobilised to provide training and community mobilisation skills and capacity; and (ii) at national level where public institutions and other stakeholders can work together on policy and advocacy related to the concerns of the rural poor. One appropriate forum would be the Namibia Association of Community Based Natural Resource Management Support Organisations (NACSO). Given the limited presence of strong civil society organisations in Namibia, support would be required for capacity building as necessary.





## **REPUBLIC OF NAMIBIA**

### **NORTHERN REGIONS LIVESTOCK DEVELOPMENT PROJECT**

#### **EXECUTIVE SUMMARY<sup>2</sup>**

##### **I. INTRODUCTION**

1. The Northern Regions Livestock Development Project (NOLIDEP) is one of the first to be implemented by the Ministry of Agriculture, Water and Rural Development (MAWRD) with external donor support; others have since followed and are planned. The financing plan for NOLIDEP includes host government and beneficiary contributions together with joint and parallel financing from external donors. The joint financing comprises an IFAD loan (USD 6.02 million), a Belgian Survival Fund grant (BEF 64.1 million, equivalent to USD 2.0 million at the time of financing agreement) and a Luxembourg Government grant (USD 0.75 million) administered via the IFAD Loan Agreement. Parallel grant financing (now completed) was provided by the French Government (USD 2.0 million) and the Luxembourg Government (USD 2.0 million). The project began in May 1995 and, following a one-year extension is now due to close in December 2003.

2. The Minister of Finance in Namibia has informed IFAD of Government's interest in developing a follow-up project to NOLIDEP. Using its own resources, the MAWRD has initiated preparation of a project proposal based on a series of internal evaluations by the regions that are involved in implementing NOLIDEP. The Interim Evaluation Mission fielded in Namibia by IFAD represents a further contribution to the evaluation process.

##### **II. PROJECT DESIGN AND OBJECTIVES**

3. The project had a protracted history of development and design. As originally conceived in the early-mid 1990s, it aimed to promote a semi-commercial approach to range management in some 200 communities. This was to involve: (i) training farmers to adopt environmentally sound range management practices and to control stocking rates; (ii) promoting community-based organisations which would develop the framework for providing essential services, notably extension and credit; and (iii) strengthening the institutional and policy framework for the sustainable development of the Northern Communal Areas (NCA). Subsequently, some two years after inception, the project underwent a major reformulation. The main changes were to introduce more participatory methodologies, increase the emphasis on farmer and staff training and to respond to the development challenge in the NCA through two distinct phases of implementation. The First (Pilot) Phase aimed to: (i) develop and test participatory methodologies in about 20 communities that had already become associated with the project; and (ii) fully integrate the project within the line administration of MAWRD.

4. The strategy for supporting sustainable rangeland development in the communal areas, which was expected to be developed during the pilot phase, would focus on achieving a better balance between livestock numbers and the availability of grazing through an extension of access to grazing into under-utilised areas based on water point development and the encouragement of community-based grazing management. If successful, the strategy would provide the basis for continuation of the project into the Second (Implementation) Phase and the replication of successful community-based initiatives in a further 40 communities. Proceeding to the Second Phase would be subject to positive conclusions from the project Mid-Term Review.

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<sup>2</sup> Evaluation Team Composition: Mr Ian Walton, Mission Leader/Agriculture, Mr Felix Bachmann, Livestock Specialist, Mr Bertus Kruger, Rangeland Management Specialist, Ms Maria Kaundjua, Sociologist, Mr Sajal Lahiri, Economist/Institutions, Mr Sarath Mananwatte, M&E/Management. Mr A. Muthoo, was the IFAD lead evaluation officer. He participated in several stages of the evaluation's field work.

5. The stated objective of NOLIDEP has remained unchanged throughout these adjustments and is “... to improve the economic and social well-being of the rural population of the NCA through the promotion of increased livestock production, greater productivity and off-take, while ensuring the development of a more sustainable range management system with more equitable distribution of assets and resources in the project area.” In tackling these objectives, project resources are organised around five components, namely: (i) Sustainable Range Management; (ii) Livestock Support Services; (iii) Animal Health and Veterinary Services; (iv) Training; and (v) Institutional Support.

### **III. IMPLEMENTATION OVERVIEW AND RESULTS BY COMPONENTS**

6. Implementation responsibility lies with the MAWRD acting through Regional and Divisional Management Units established specifically for the purpose. That is, the project is a sub-set of the overall activities of MAWRD and its implementation necessarily reflects the evolution of MAWRD and Government policy. Most project activities are carried out directly by MAWRD personnel, with relatively limited scope for and access to implementing partners in the private sector or civil society, especially in the earlier years. The project is coordinated by the Directorate of Extension and Engineering Services (DEES) in Windhoek via a Project Coordination Committee under the chairmanship of the Permanent Secretary. Operational details are discussed in and guided by a Project Operational Committee at national level, which *inter alia* includes senior representatives from the management units in each of the participating regions.

7. During the course of implementation, successive and incremental design adjustments have been made in an effort to make the project more consistent with the socio-economic context, more inclusive of different wealth categories among the rural population and more participatory in approach. The shifts in focus were justifiable in terms of seeking also to benefit the resource poor (who tend not to be livestock owners) while continuing to support poor rural communities as a whole and enabling those who are slightly better-off and more readily able to contribute in the short-term to overall economic growth.

8. Although the desire has been to move towards a more all-encompassing, ‘community development’ type of project, commensurate changes have not been made in either the stated objectives and anticipated outputs, or the allocation of funds to reflect the different requirements that may be expected from a programme oriented towards community development. The majority of funds have continued to be directed towards institution building in MAWRD and investments within and on behalf of communities that are geared to identifying and tackling constraints in the livestock sub-sector and improving access to water supplies for livestock and humans. This is symptomatic of a number of inherent conflicts within the project design and purpose reflecting broader national policy issues, e.g. the tension between sectoral vs. livelihood approach, and the tension between production and poverty reduction goals. MAWRD and its divisional and regional management units have faced implementation difficulties and considerable frustrations in attempting to satisfy partially incompatible expectations and differing interpretations among the several co-financiers of what is to be expected of the project.

9. On the recommendation of the Mid Term Review (conducted in April 1999), the project has moved into its second (implementation) phase. However, the project has struggled and lagged behind in ‘developing and testing’ participatory methodologies for introducing a sustainable range management system and replicating it more widely across the NCA – a key aim of the design. The objectives of the project and the (limited) formal documentation guiding its implementation imply that the activities to be supported would need to work together in a synergistic manner if expected outputs are to be sustainable and achieved effectively and efficiently. This potential does not appear to have received due emphasis in directing support to participating communities, nor does it feature as a major concern in the Mid Term Review.

10. Activities included in annual work programmes have generally represented an aggregation of interventions, separately conceived by the respective technical directorates of MAWRD in the regions, as opposed to a jointly planned response to unified action programmes for communities' socio-economic advancement and the efficient, equitable and sustainable management of their resources. This is partly due to the prevailing overall institutional legacy and local environment vis-à-vis the novelty of the concept that is sought to be introduced for the first time. There certainly has been evolution and the project has played a catalytic role, but the project has been able to develop only at the pace of the institutions in which it is embedded. The installation of water supplies illustrates the point. Under traditional range management practices, the facilities act as a focus for livestock. Hence their installation can have a markedly adverse effect locally on grazing availability and range condition by increasing grazing intensity in the vicinity. There is as yet little evidence of technicians linking the siting and design of water installations to an analysis with communities of range status and the discussion of the implications for range management and herd management practices of developing additional water sources.

11. **Sustainable Range Management.** Under the water development sub-component, considerable success has been achieved in increasing the number and expanding the distribution of water points for both human and livestock consumption and in encouraging community-based management of water facilities. Under NOLIDEP, water infrastructure development required cost contributions from the recipient community (10%). Following some initial scepticism, there appears to be a growing recognition among rural communities of the importance of cost sharing, a willingness to raise the necessary funds and/or contribute labour for infrastructure installation and to pay for operation and maintenance. The experiences under this sub-component illustrate several key points: (i) the importance of carefully matching technology selection; (ii) the need to ensure adequate preparation of communities; (iii) the importance of avoiding undue pressures to disburse funds and meet physical targets at the expense of adequate preparatory work with communities and technical consultation; and (vi) the need for rigorous and effective contract supervision and management.

12. Under NOLIDEP, there has been a substantial accumulation of knowledge of the current status of rangeland vegetation and the patterns of range use in the NCA. The international technical assistance personnel in the early stage of the implementation prepared several potentially useful documents that could contribute to the development of sustainable range management strategies. However, with some exceptions, there is little discernible evidence of the potentially useful knowledge derived from the studies being applied in structured programmes to help livestock herders/farmers manage available vegetation resources in a more efficient and sustainable way. Good progress has been made in the development of a Geographic Information System (GIS) capability under the project. The aim is to create a comprehensive database of indigenous knowledge, natural and physical resources to generate information in a form that can be used as a spatial decision-making tool, when dealing with communities. However, the pace of skill development and application of the skills at regional level is proving slow, mainly because of small number of GIS-trained personnel, the difficulties created by staff turnover in the regions and competing calls on the time of agricultural field staff. The use of GIS-base information as a field tool during interactions with communities and for wider planning purposes has not yet been established as a regular or required feature in regional work programming.

13. **Livestock Support Services.** The adaptive trial programme was initiated by the former Range Management Specialist and covered a wide range of topics in the areas of: testing improved forage species; range reinforcement; and supplementary feeding. A high rate of staff turnover, the short periods allocated for research investigations and the lack of consistent investigation of a problem over a period of years have contributed to the lack of information output in support of extension programmes with farmers. Few communities are aware of the activities under this sub-component. However, there are indications that, in the forage deficit areas of Caprivi, a number of farmers are beginning to show interest in the outcome of tests of species with potential for supplementary feeding of livestock.

14. Potential areas of project involvement in livestock extension activities lie in aspects of livestock-environment interaction, herd management and livestock marketing. Fodder balance aspects related to the interaction between livestock and the environment were to have been based on the outcome of the adaptive research programme. As noted above, there is little output from the programme that could be used in livestock extension programmes. Another difficulty for the project in involving itself in livestock extension is the fact the technical staff operating at field level are principally crops oriented, relatively few in number, and involved in a wide range of activities. Technical staff with experience in livestock subjects are either researchers or staff of DVS, the latter having responsibility primarily for disease surveillance and scheduled disease control and not for the provision of advisory services on animal husbandry.

15. Only limited progress has been made so far in livestock marketing, although the construction of auction pens represents a potentially positive contribution to boosting livestock marketing. However, this has not been linked with basic awareness creation and training on livestock marketing. Infrastructure and training are only likely to pay off in terms of marketed production if the involved stakeholders succeed in introducing a marketing information system that would increase livestock owners incentive to produce for the market. A detailed marketing study has been completed under NOLIDEP (April 2000) that provides a number of useful pointers for future marketing-related investment. However, its recommendations have not yet been reflected in adjustments to work programmes.

16. The Small Stock Seed Capital Fund (SSSCF) was specifically introduced as one means for the project to secure direct benefits for women and poorer households. An internal evaluation of this programme in NCD showed 65% of beneficiaries to be women.<sup>3</sup> There is a high degree of satisfaction with the SSSCF programme among the recipients of stock. However, the response gives an incomplete picture of overall scheme effectiveness. Given the high level of subsidy involved in the scheme (90%), the recipient continues to enjoy a net benefit provided her/his losses through stock mortality do not exceed 90%. With seemingly few exceptions, the total number of goats kept is currently lower than the number of goats received; hence there is no overall economic gain from the intervention. While the communities selected the scheme participants, decisions often appear to have been made by local headmen, perhaps contributing to the tendency for older people to benefit at the expense of younger members of the community. Nevertheless, the scheme has had the benefit of enabling some individuals to become livestock owners for the first time. Moreover, the initiative has shown that positive benefits can derive from attention to small stock and provides a number of useful pointers on how procedural improvements could be made in future.

17. **Animal Health and Veterinary Services.** NOLIDEP implementers have made considerable progress in installing facilities, within communities, geared to improving animal health. Facilities include crush pens and, in some localities, dip tanks for small stock. In some instances, farmers have expressed concern about the standardised design of crush pens (too small), the materials used in construction (brought from outside) and the current state of repair of the facilities. Their comments highlight the inadequacies of discussion/analysis with farmers of local circumstances before proceeding with installation and indicate shortcomings in relation to farmers' perceptions of ownership of the structures. Access to veterinary services has been substantially improved. Farmers have seen immediate benefit from the project's double strategy of (i) establishing VRECs, each with a resident Animal Health Inspector and (ii) training a para-professional cadre of Community Animal Health Assistants (CAHA) in order to bring basic animal health services even closer to the point of need. The process of privatising the sale of veterinary drugs among licensed agents is ongoing and is likely to contribute further to improving animal health status, at least in less remote areas where human population densities are higher and retailers may have a greater expectation of profitable sales.

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Masunda, B, Mavetera, H. M. and Mukulu, O. The Small Stock Seed Capital Fund Programme. Evaluation Report for North Central Namibia (1997-2001). MAWRD, 2002.

18. **Training.** Staff training has included in-service training of counterpart staff by contracted technical assistance personnel; provisions for overseas training and participation in study tours; and formalised, technically oriented courses. Courses have also been given in the use of selected participatory techniques and training to enhance gender awareness, with a view to improving extension staff skills in interacting with communities during the identification and planning of community-based investments. However, due to the frequent turnover of staff, the regions have faced difficulty in maintaining consistency in terms of implementation skills and operating capacity.

19. Farmer training is the responsibility of extension staff. Training opportunities provided under NOLIDEP have principally been linked with the planning and introduction of physical infrastructure and activities financed under the SSSCF and CDF sub-components. Training recipients have included traditional leaders, committee members taking the lead in organising community members as a basis for the introduction of infrastructure-related and income generating enterprises. Community members have also been identified as suitable candidates to become CAHAs. Training has mainly been provided 'in-house' by the MAWRD. There is a clear argument for increasing the use of contracted training services (both for staff and farmer training) from local institutions, civil society or the private sector according to their comparative advantage.

20. **Institutional Support.** Institutional support during the early stages of the project was characterised by a major provision of technical assistance personnel who were charged with responsibility for implementation and the in-service training of counterpart staff. In practice, the development of local capacity was not effectively done at the outset and the project became over-dependent on the technical assistants, partly due to Government's inability to provide counterparts and partly due to attitudes among some of the technical assistance staff. Overall costs associated with technical assistance, which were supported principally through grant funding, have been judged to be extremely high in comparison with the output. Nonetheless, it must be recognised that prior to Independence, relatively little attention had been given to building administrative capacity in and for the communal areas. In this context, the benefits derived from technical assistants' involvement in terms of contributing to building an institutional framework for development, introducing and/or strengthening management procedures and establishing a much-increased knowledge of livelihood systems in the NCA must be viewed as an important contribution and a foundation for making further gains.

### **Project Performance and Impact**

21. The project has been instrumental in building a foundation for public services to continue to support rural development in the NCA through the strengthened operations of the regional structures. MAWRD facilities have been improved and expanded, organisational and administrative skills substantially improved and field operatives' capabilities enhanced through training in interactive skills for dealing with rural communities as well as in specialised technical skills. Ministry personnel have been both responsive and responsible in dealing with project organisation and administration and implementers have shown commendable enthusiasm and willingness to undertake their roles, often in difficult operating circumstances. These represent major achievements given the weaknesses that characterised public services in the communal areas in the period immediately following Independence and Government's continuing difficulty in maintaining staffing levels. NOLIDEP has been instrumental in encouraging the adoption of a more integrated approach to agricultural development planning at regional and national levels, to the benefit not only of the project but also to other rural development-based projects and programmes of MAWRD. Substantial efforts continue to be made to improve the project's poverty reduction focus, not least through further adjustment of policies and legislation affecting rural development in the communal areas. A number of these adjustments have been initiated as the result of actions taken under the project or have been influenced by project experience and performance.

22. The project has established a high profile in participating communities throughout the NCA. The most visible and widespread benefit has derived from investments in water supply installation

under the Sustainable Range Management component. In most cases, the community at large has benefited, although livestock owners may have gained particular advantage. Households benefiting from the more specifically targeted Small Stock Seed Capital Fund (SSSCF) and micro-enterprise investments (mainly poorer households and women) have established potential sources of economic empowerment previously unavailable to poorer communities. Under the animal health component, veterinary services and veterinary drugs have become more widely available and more readily accessible to livestock owners in rural areas. Of particular note are: the establishment of the Veterinary Rural Extension Centres; the operation of a revolving fund for the supply of veterinary drugs, the initiation of private sector involvement in veterinary drug supply and the training of Community Health Assistants as an additional, voluntary cadre of para-professionals identified from within the community to provide a primary tier of veterinary service in their locality.

23. Rural households in communities engaged under the project have been assisted to take a more pro-active role in the identification of priority areas for investment and have begun to contribute towards the costs of such investment. Some gains have been made in terms of communities being empowered to organise themselves, through various committee structures, to manage capital assets supplied under the project. In many cases, communities have shown that it is possible for them to take an active role as partners in the development process, organise themselves to access support, develop a sense of 'ownership' of facilities, contribute to the cost of investment in capital assets and begin to assume responsibility for the ongoing operation and maintenance of the facility. Again, this represents a substantial change from the earlier situation where, to the extent that goods and services were made available at all in rural areas, the communities' role remained an entirely passive one.

24. Despite the above gains, there can be doubts about the replicability of activities in a larger number of communities across a wider geographic area through operational procedures that place heavy reliance on MAWRD implementation capacity and budgetary resources. Likewise, the benefits secured over the short-term through several of the project's interventions call for complementary strengthening in order to ensure sustainability. For example, there are dangers of negative environmental effects in the vicinity of water points in the absence of parallel attention being given to systems of livestock management. Similarly, short-term gains from the expanded ownership of animals under the SSSCF may be in jeopardy as a result of inadequate attention to aspects of animal husbandry and health care, both prior to and after the introduction of animals, while a number of small businesses supported via the Community Development Fund have involved heavy risk-taking, having been established without prior close assessment of their financial viability.

25. Monitoring, evaluation and impact reporting has remained a weak aspect despite the concerns repeatedly raised and suggestions made by supervision missions. Secondary data on NOLIDEP collated by MAWRD in the regions generally do not permit the nature of induced changes to be quantified, other than in terms of physical progress monitoring. This gives cause for concern, not least for the Government, which needs to be in a position to assess the economic value of its investment in the project and the effectiveness of the procedures and principles it represents in accelerating a reduction in poverty. Notwithstanding the considerable efforts during the course of implementation, the regions have not yet been able to establish a consistent management information system for the project. A major contributory cause for inadequacies is linked to the inability to introduce implementation, monitoring and evaluation guidelines from the outset of the project and shortfalls in the level of technical and administrative guidance to the regions from MAWRD directorates. Closer attention to these aspects could have helped also to retain the focus of implementing agents on the underlying technical and development principles and objectives of the project as well as the inter-relationships and potential synergies between activities.

26. Suitable impact indicators would reflect and be measured in terms of the project's stated objectives and expected component/activity outputs. In the case of water supplies, valid questions to be asked in assessing impact would include: what effect has access to water in areas of previously under-utilised rangeland had on patterns of livestock herding, the time taken to water stock or the frequency with which stock can be watered in comparison to the pre-investment situation? In the case

of staff training, how has training influenced the content and effectiveness of work programmes? Unfortunately, collated information does not permit this type of assessment to be made for any of the project interventions. It should also be possible to link such benefits to the costs of interventions, thereby helping management to assess cost-effectiveness and adjust operations accordingly. Again, this type of assessment is difficult to derive from project information as presently recorded in the regions.

#### **IV. CONCLUSIONS**

27. Opportunities exist to build upon the experiences of NOLIDEP implementation and consolidate gains already made. However, the question remains of the extent to which the approach and interventions introduced to date can be replicated using existing operational procedures and through the continued heavy reliance on MAWRD implementation capacity, unless there are substantial increases in funding allocations and staff numbers. Neither of these is likely to occur so easily, suggesting that further adjustments to institutional arrangements and operational relationships between the public sector, private sector and civil society need to be made.

28. Regardless of the structure and content of any successor project, it will be essential for the future of livestock production in the NCA to place rural livelihood development in its environmental context if the fragile resource base is to generate sustainable economic growth and social well being. In this regard it will be important for staff at an implementation level to be fully aware of national and international principles on environmental management to which Government subscribes and of national policy directives - such as those embodied in the National Plan to Combat Desertification and forthcoming legislation under the Water Bill - and to conduct field programmes that are consistent with and supportive of those principles.

29. The design has proved over-ambitious with respect to: (i) the nature of changes in people's livestock production priorities and management patterns anticipated under the project; (ii) overcoming the challenges associated with development of a sustainable range management system in communally used lands; and (iii) the rate at which sustainable changes to production systems and livelihood patterns can be encouraged in rural communities with entrenched, traditional views given the realities of implementation capacity in the regions.

30. Key lessons to be drawn from the experience of NOLIDEP implementation include:

- a. the need to give adequate emphasis, time and resources to the community mobilisation process, which should not be compromised by aspirations to meet pre-set physical targets and/or to speed up project fund disbursement rates. A longer-term, programme perspective would be beneficial for future investments operating in a similar context;
- b. that poorer members of rural society can be reached through specifically designed and targeted measures and need not rely entirely on a 'trickle down' effect or gaining benefit along with the rest of their community in initiatives directed towards the community as a whole;
- c. that project objectives and anticipated outputs should be realistically set in relation to: the operational context; aspects that the project as designed (i.e. its components and activities) can be expected to influence; the resources available (human and financial); and the time allocated;
- d. the constraints, in terms of project performance and effectiveness, that can arise for want of adequate implementation guidelines as an aid to maintaining focus on project aims and directives and measuring project impact in relation to stated

outputs and objectives. In the case of NOLIDEP, the lack of formal guidelines caused insufficient attention to be given to achieving the intended complementarity and potential synergy between components;

- e. the benefits to be derived from operational collaboration between MAWRD and other development partners and the scope which exists to build on and expand such initiatives in the future; and
- f. the importance of fostering a common understanding and interpretation of underlying development themes and principles at policy and implementation levels among project/programme stakeholders if frustrations and false expectations during implementation are to be avoided.

## **Recommendations**

31. Given the short time remaining before project completion, the mission does not recommend attempting to make structural changes in operational procedures at this juncture. The recommended focus is to (a) consolidate efforts through follow-up support to those staff, communities, committees within communities, para-professionals and farmers already associated with NOLIDEP and (b) to the extent possible within the framework of the agreed Annual Work Programme and Budget for 2002/03, initiate selected actions that would facilitate the design and implementation of any successor project(s) in line with agreed approaches to stimulating more broadly based economic growth in the NCA. More specifically:

- a. the MAWRD could continue to provide leadership -but firmer than ever- as managers and to guide the regions in technical and administrative matters in the interests of maintaining the integrity of the project and ensuring the adoption of 'best practice' in implementing project-financed activities;
- b. directorate officers at national level to provide project implementers in the RMUs/DMU with further guidance on fitting their increasingly inter-disciplinary planning at the local level into an annual planning and budgeting framework that remains structurally linked at a ministry level to the programmes and priorities of the respective directorates and is considered to be distinct from the separately funded programmes of NOLIDEP;
- c. establish systems for local level monitoring and impact assessment;
- d. conduct a series of quantitative assessments of the utilisation and impact of physical and financial assets provided to date in relation to indicators that reflect the project's expected outputs and objectives;
- e. the Project Coordination Committee to provide guidelines to the regions on general principles and procedures to be followed, training standards and curricula requirements for specialist staff and para-professionals and the application of management information systems to be used in designing/implementing field activities;
- f. the MAWRD to become represented in the Namibia Association of Community Based Natural Resources Management Support Organisation (the Ministry of Environment and Tourism is already a member) as one means of broadening exposure to other ongoing initiatives in fields relevant to its operations in the NCA and other communal areas; and
- g. the Project Coordination Committee to encourage RMUs/DMU to become more pro-active in facilitating linkages between organisations/interest groups in



communities and available sources of information, advice and marketing opportunity in the private sector and civil society.

32. In looking to the post-project period and the design of a possible successor investment(s), it is recommended that debate should focus attention on:

- a. placing people and the sustainable use of resources at the centre of the development approach rather than the delivery of specific, pre-determined investment options;
- b. helping to secure access by the rural poor to natural resources, principally land, vegetation and water, as a fundamental pre-requisite to the introduction of sustainable resource management systems;
- c. supporting local level, representative organisations that can play a vital role in creating an environment conducive to economic growth and promoting equitable asset distribution;
- d. given the rate of human population increase prevalent in the NCA, aiming to reduce the proportion of the population reliant on primary agricultural production through stimulating an appropriate diversification in economic opportunity; an essential requirement to lowering the number of people living in poverty;
- e. contributing to mainstreaming recognition of gender concerns in all activities. A special focus on women would be justifiable given the high proportion of *de facto* or *de jure* rural female-headed households amongst whom poverty is often more prevalent;
- f. introducing specific actions and investments that will enable rural communities and households to mitigate the effects of HIV/AIDS; and
- g. considering the adoption of a longer-term, programmatic approach to planning and financing in order to cater to the needs of fully participatory approaches to poverty reduction and equitable economic development and for ensuring sustainable management of common property resources in an extremely fragile environment.



**REPUBLIC OF NAMIBIA**  
**NORTHERN REGIONS LIVESTOCK DEVELOPMENT PROJECT**

**MAIN REPORT**

**I. INTRODUCTION**

**Background to the Interim Evaluation**

1. Under the IFAD Loan Agreement (Loan No. 362-NA) for the Northern Regions Livestock Development Project (NOLIDEP) as amended on 14 December 2001, the project completion date is now scheduled for 30 June 2003, while the closure date for the IFAD Loan and the associated Belgian Survival Fund and Government of Luxembourg grant contributions is 31 December 2003. Contributions to NOLIDEP under two parallel financing agreements, between the Government of the Republic of Namibia and the governments of France and Luxembourg, have already been disbursed for completed inputs.



Photo 1: A settlement in the project area  
Source: SIAPAC

2. The Minister of Finance in Namibia has informed the International Fund for Agricultural Development (IFAD) of Government's interest in developing a follow-up phase for NOLIDEP and, using Government's own resources, the Ministry of Agriculture, Water and Rural Development (MAWRD) has initiated preparation of a project proposal. The proposal is to be based on recently completed internal evaluations of NOLIDEP performance and implementation experience to date, which have been made by each of the regions involved in the project. Regional proposals, developed in accordance with design guidelines drawn up by the Ministry's Project Support Services (PSS) unit, will be synthesised early in 2002 and refined and finalised after May 2002 following reviews of the report of the Interim Evaluation Mission.

3. The Interim Evaluation Mission fielded by IFAD represents a further contribution to the overall evaluation process.<sup>4</sup> The Terms of Reference for the mission are reproduced in Appendix 1. The Mission Report provides a perspective on NOLIDEP that is geared towards an operational future, rather than focusing only on physical achievements and an historical perspective of project performance in relation to contractual obligations. The report assesses the relevance and effectiveness of NOLIDEP in support of economic advancement among poor rural communities in the Northern Communal Areas (NCA) with a view to: (i) drawing lessons that may be reflected in adjustments to project operations, where feasible, during the short period remaining before project closure; and (ii) providing a contribution to the process of formulating future investments within the framework of national development priorities and IFAD's emerging investment strategy<sup>5</sup> for Namibia.

4. To provide complementary information to the Interim Evaluation exercise, IFAD recently commissioned two independent studies, namely: (i) a participatory rural appraisal (PRA) to assess beneficiaries' views on (a) the relevance of project design and project interventions to their needs and (b) the impact of the project in their communities; and (ii) a participatory impact analysis (PIA) to assess the effectiveness of two aspects of the project - the Community Development Fund (CDF) and the Small-Stock Seed Capital Fund (SSSCF) – which, in the post-reformulation period of the project, were specifically intended to support the interests of women and poorer households. The consultants carrying out the studies are to report separately upon these exercises. The Interim Evaluation Mission received a draft PRA report and the summary findings of the PIA report whilst in Namibia. Where appropriate, reference is made to the findings of these studies in the Interim Evaluation Report.

### **Approach and Methodology**

5. The Interim Evaluation is based on: examination of formal project documents - including design documents, loan and financing agreements, project Supervision Reports<sup>6</sup>, Project Progress Reports and Annual Work Programmes and Budgets (AWPB); examination of secondary information, including that derived by the project during the course of implementation; in-depth discussions with implementing partners and other stakeholders in rural development at local, regional and national levels; review of the draft outcomes of the PRA and PIA exercises; and field interviews, investigations and discussions with a broad range of stakeholders including men and women in a number of representative, project-supported communities throughout the project area. The preliminary findings, conclusions and recommendations of the evaluation mission were documented in an Aide Memoire and presented to a meeting of the Project Coordination Committee in Windhoek on 26 March 2002. The mission's Interim Evaluation Report elaborates on this presentation and has been prepared with reference to IFAD's Guiding Framework for Evaluations (see also Appendix 2).

6. Three aspects complicate the evaluation process. First, the project has a complex history of design and implementation through which successive changes have been introduced in programme content, implementation arrangements and operating procedures. Second, over the life of the project, there has been a considerable evolution in the theory and practise of rural development, which has taken different forms and led to varying interpretations among the project's several financiers and has had differing impacts on the field practitioners involved in project implementation. Third, changes in development philosophy within the project's financing institutions have created modified expectations of what the project may achieve and generated alternative views on how the project might function

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<sup>4</sup> The mission operated in Namibia from 4-27 March 2002. The mission comprised: Felix Bachmann (Livestock Production Specialist); Maria Kaundjua (Rural Sociologist); Bertus Kruger (Range Management Specialist); Sajal Lahiri (Economist & Policy Specialist); Sarath Mananwatte (Project Management, Monitoring and Evaluation Specialist); and Ian Walton (Agriculturist, Mission Leader). Ashwani Muthoo (Evaluation Officer, IFAD), Fumiko Nakai (Country Portfolio Manager, IFAD) and Ahmed Sidahmed (Livestock Adviser, IFAD) joined the mission during its final week in Namibia.

<sup>5</sup> IFAD is in the process of preparing a Country Strategic Opportunities Paper (COSOP) for Namibia. The COSOP, which is being developed through discussions with the Government, will provide IFAD management with points of reference against which to assess proposals for future investments in Namibia.

<sup>6</sup> The United Nations Office for Project Services (UNOPS) has carried out project supervision acting in the capacity of Cooperating Institution for IFAD.

more efficiently. Consequently, project implementers have been under varying pressures to accommodate the changes within the framework of the overall project design. An understanding of the influence of these changes on project operations and the context in which the project functions is critical to the evaluation process (Chapter II).

7. It must be emphasised that throughout the changes, and despite the scale of several of the adjustments involved (see below), project objectives have officially remained unchanged. Hence, the original loan and financing agreements must be considered as the binding documents in terms of the stated expectations from the project and, ultimately, form the basis for assessing project performance. At the same time, the evaluation must also judge the project in relation to its success in adjusting to new realities as they have arisen during the course of the project. The mission accepts that changes have been introduced with the intention of improving project performance and contributing to the achievement of the project's overall objective. However, it also notes that not all the current expectations of the parties involved can be considered as fully realistic in the absence of a formal adjustment to the stated project objectives and/or clear mutual agreement being reached on the interpretation of terms and procedures and the implications for potential output of introducing change. The mission report is an attempt to present a balanced view of project performance, taking into account the fact that project implementers have been required to make compromises whilst attempting to satisfy stakeholders holding divergent opinions, interpretations and perspectives on key matters such as rural poverty alleviation, community participation and investment ownership.

## **II. PROJECT BACKGROUND**

### **A. Project Development**

8. NOLIDEP had a protracted history of development. In April 1991, an IFAD Strategy-cum-General Identification Mission identified three possible projects for support in the recently independent Republic of Namibia.<sup>7</sup> Subsequently, investment priority was given to livestock development in the NCA. Project preparation was preceded in July/August 1992 by a Socio-Economic and Production Systems Study (SEPSS) designed to better understand the factors affecting rural households in the northern regions. The study recommended that, in addition to promoting cattle production and increased off-take, a future project should give attention to small stock in view of their being widely owned by smallholders and having potential as affordable investments. A Food and Agriculture Organisation (FAO) Investment Centre mission prepared the project in September/October 1992. IFAD appraised the proposal in April-July 1993 in close collaboration with staff of the MAWRD.

9. Project finalization was delayed due to difficulties in mobilizing adequate co-financing grants for a financing package acceptable to Government. The decision to proceed was taken following grant offers from Belgium, France and Luxembourg. Further design adjustments were then made to take account of investments taking place under other programmes and lessons in participatory development that were beginning to emerge from the Sustainable Animal and Range Management Programme (SARDEP). Accordingly, a post-appraisal review was conducted in May/June 1994. The review led to a scaling down of water supply elements of the project and an increase in institutional support to strengthen MAWRD field presence and contact with participating communities. The IFAD Board finally approved the project in September 1994<sup>8</sup> and the IFAD loan became effective on 9 May 1995. Technical assistance personnel were mobilised between October 1995 and March 1996, while work in most regions began with the preparation of the 1996/97 AWPB. A second Appraisal Report was issued on 25 April 1996 with minor cost revisions to take account of French co-financing.

### **B. Project Area and Target Group**

10. The gross project area comprises the communal lands to the north of the Veterinary Cordon Fence, collectively referred to as the NCA, i.e. all the country north of the cordon fence with the exception of national parks and game reserves (Map 1). Here the climate varies from arid in the west to sub-humid in the extreme east, with the major part being semi-arid. In the arid/semi-arid west (Kunene Region) rainfall typically ranges from less than 50 mm in the far west to 400 mm on the border with North Central Division (NCD). In the sub-humid east (eastern Caprivi Region) rainfall may be in excess of 600 mm. Rainfall is erratic and unreliable throughout the NCA. Even in the higher rainfall zones, drought is a recurrent phenomenon and peak rainfall months may differ substantially from year to year.

11. Pastoral and agro-pastoral systems provide the main source of livelihood to rural households across the NCA, with the relative importance of associated crop production broadly increasingly from west to east. Towards the east, soils are mainly deep Kalahari sands with poor fertility, little structure and high infiltration rates although there are small pockets of better soils along the Kavango River and in parts of east Caprivi. Vegetation characteristics (and hence the livestock carrying capacity of the rangeland) reflects rainfall and drainage patterns, the variations in soil type across the NCA and historical patterns of livestock grazing which follow several distinct local and inter-regional transhumance routes. In many areas of livestock concentration, natural grass cover is deteriorating, there is an expansion of less palatable and less nutritious species and bush encroachment is an increasing problem. Although there is riverine forest along the perennial rivers in the east, the

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<sup>7</sup> Namibia gained its independence in 1990.

<sup>8</sup> Republic of Namibia: Northern Region Livestock Development Project. Report and Recommendation of the President. IFAD, Rome 6-7 September 1994.

vegetation 'inland' is principally open woodland or tree savanna, giving way to thornbush, mopane woodland and scattered scrub vegetation in the more rocky and mountainous west and ultimately to very limited growth of desert species in the (uninhabitable) west of Kunene. In NCD vegetation growth is widely restricted by the numerous ephemerally flooded and often saline pans (*oshanas*)<sup>9</sup>.

12. Surface water is limited and perennial rivers are confined to the northern periphery. In the west, the Kunene River forms the border with Angola; elsewhere in the region water is available from natural springs in the highlands and boreholes in the east, although resources are widely dispersed. In the NCD there are no perennial rivers. Here, in the rainy season, ephemerally flooded pans provide adequate water in the centre and south although there are severe water supply problems elsewhere and throughout in the dry season. In Kavango Region the Kavango river forms the border with Angola before draining southeastwards into Botswana. The river has a marked influence on settlement and livestock grazing patterns in a region with otherwise limited sources of accessible water. Caprivi Region is most favoured with water resources being almost entirely bordered by perennial rivers (the Kavango and the Zambezi) and having a generally high water table. Considerable reliance is placed throughout the project area on underground water resources. However, these vary widely in terms of the depth and accessibility of the aquifers and their levels of yield and salinity. Hence, throughout the NCA, as elsewhere in Namibia, the scarcity of usable, accessible water exerts a fundamental influence on people's lives.

13. Administratively the project area comprises seven regions<sup>10</sup> covering some 168 565 km<sup>2</sup> with an estimated population at the time of project design of 0.9 million (1991 census); equivalent then to about 60% of the national population. The area's population has now risen to almost 1.13 million<sup>11</sup>, representing a crude growth rate of 2.5% per annum, accounting for about 62% of the national total. Forty-three percent of the national population (69% of the NCA population) lives in the four regions comprising NCD. The average population density across the project area as a whole is 5 per km<sup>2</sup>. This figure appears low but is nonetheless three times the national average and masks substantial variations between and within regions, for example, there is little if any permanent habitation in the western parts of Kunene, whereas demographic studies show densities may reach 100 persons per km<sup>2</sup> in parts of NCD. About 90% of the population in NCA live in rural areas with an estimated 70% of the rural population living in poverty and being considered as food insecure. In contrast to the national per capita income, equivalent to USD 1 120 (1991), incomes in rural households in the NCA averaged some USD 85 per annum at the time of project inception (see also Annex 1).

14. Settlement patterns vary markedly across the NCA and are principally governed by the availability of water, grazing and to a lesser extent cultivable land. In the arid/semi-arid environment of Kunene, the population and population densities are very low and permanent settlements and the few small urban centres are widely dispersed. Although there is some intra-regional variation, a settlement group may often comprise a close kinship group or extended family, some of whom will temporarily relocate to cattle posts in the interior to sustain transhumance systems of seasonal use, resting and rotation of grazing. Some two-thirds of the project area population is in NCD and lives in numerous but scattered rural settlement groups (comprising widely varying numbers of villages with differing degrees of family affinity and social cohesion) or in the region's several, relatively large urban centres. In Kavango over 80% of the population is concentrated in riverine settlements (villages with multiple and not necessarily closely related families) with some temporary movement to 'inland' areas during the dry season. The settlement pattern is similar in Caprivi and is strongly influenced by the encompassing rivers.

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<sup>9</sup> Shallow depressions which form part of the Cuvelai drainage system into the Etosha pan and which accumulate water from flood flows during the rainy season.

<sup>10</sup> The seven administrative regions of the NCA are: Kunene; Ohangwena; Omusati; Oshana; Oshikoto; Kavango; and Caprivi. The four 'regions' of NOLIDEP are: Kunene (North); North Central Division (NCD) – being an operational delineation established by MAWRD for the provision of agricultural services to Ohangwena, Omusati, Oshana and Oshikoto; Kavango and Caprivi.

<sup>11</sup> 2001 Preliminary Census Report. Central Statistics Office, Namibia 2002

15. There are some 16 recognised tribal groupings in the NCA with the two groups in Kunene (Himba and Herero) exhibiting considerably different socio-cultural characteristics from the remainder. Together these characteristics and the settlement patterns that have evolved, affect the social structure of settlement groups or villages and hence influence the degree and form of social cohesion and organisation exhibited at that level. The unit of focus for NOLIDEP operations is the 'community', which may be defined as a group of people sharing a common set of resources, principally an area of rangeland. With the variation that exists across the project area in socio-cultural and socio-economic characteristics, the term community clearly can have very different connotations in different localities requiring that the design, implementation and evaluation of the effectiveness of project activities be viewed appropriately in context.



Photo 2: Kavango River  
Source: SIAPAC

16. The SEPSS (1992) examined poverty characteristics in the proposed project area and suggested that access to livestock and natural resources (land and water) were the main determinants of income differentiation and productivity. The loss of livestock through the effects of drought, disease and war was identified as a major cause of poverty. The SEPSS recognised five household types (Appendix 3). This was a useful categorisation for project design purposes and has clearly influenced subsequent implementation of activities associated with the project. However, the typology tends to obscure the complexity of traditional structures and customs, which are often linked to internal systems of social security and risk aversion among local clan and kinship groupings. These systems have evolved in response to both the harsh natural environment and external factors imposed both prior to and during the colonial period.

### **C. Project Design Features**

#### **Rationale and Strategy**

17. The NCA was identified by Government as a priority area for investment in view of the pervasive poverty among its population, the fragility of its already degraded natural resource base, which continued to be threatened by rising animal and human populations and the high proportion of the country's rural population resident in the area. At the same time, the Government's efforts to alleviate these problems were faced with technical, institutional, policy and financial constraints that NOLIDEP was expected to help in tackling. The strategy to be followed during project implementation was to promote an adjustment of livestock numbers to available feed resources over the long term, through (as originally conceived in the ear-mid 1990s) the establishment of some 200



community-based, semi-commercial range management schemes. Thirty of the schemes were to be in 'new' areas (i.e. in rangeland considered as being 'unused due to the lack of water') and 170 based in already established communities. The schemes were to be developed on the basis of the rationalised provision of water, thereby spreading livestock more evenly across the communal areas, promoting conservation and the prevention of environmental degradation and reducing the impact on livestock herds (especially those of poorer farmers) of recurring drought. In a parallel strategy, the project sought also to prevent further economic losses by improving animal health status. This was to be achieved through increased financing for infrastructure, facilities and outreach of services.

## **Goals, Objectives and Components**

18. As stated in the IFAD Loan Agreement the project objective is:

“To improve the economic and social well-being of the rural population in the NCA through the promotion of increased livestock production, greater productivity and off-take, while ensuring the development of a more sustainable range management system with a more equitable distribution of assets and resources in the Project Area.”

Although a number of substantial adjustments have been made to the project design during the course of implementation (Chapter IID), the overall objectives as stated above have remained unchanged.

19. As originally conceived, the project aimed to: (i) train farmers to adopt environmentally sound range management practices and to control stocking rates; (ii) promote community-based organisations which would develop the framework for providing essential services, notably extension and credit; and (iii) strengthen the institutional and policy framework for the sustainable development of the NCA. To help in achieving these objectives, project support under NOLIDEP was organized around four components, namely: (a) sustainable range development - based around water points managed by participating communities; (b) livestock support services; (c) animal health and veterinary services; and (d) institutional support to the Directorate of Extension and Engineering Services (DEES) and Directorate of Veterinary Services (DVS) in the MAWRD.

## **Financing Arrangements**

20. Following the 1996 re-appraisal, the total financing package made available for NOLIDEP was equivalent to USD 15.5 million comprising a combination of joint and parallel financing contributions. The financing plan, including host government and anticipated beneficiary contributions is reproduced below (Table 1). IFAD provided a loan on its intermediate terms in the amount of USD 6.02 million (Loan No. 362-NA). The Belgian Survival Fund grant (BEF 64.1 million; the equivalent of USD 2.0 million at the time of the financing agreement) and a portion of the Luxembourg Government grant (USD 0.75 million) were to be administered in association with the IFAD loan under the supervision of UNOPS and disbursed in accordance with financing proportions specified in the loan agreement (i.e., IFAD 66%, Belgian Survival Fund 23% and Luxembourg 11%, subject to adjustments through the course of implementation). Grants from the Government of France (USD 2.0 million) and the Government of Luxembourg (USD 2.0 million) were to be disbursed under parallel financing arrangements. French funds were principally to finance technical assistance, consultancies and associated equipment costs. The parallel grant from Luxembourg was to finance the first three years of major project activities in Kavango Region. Under a separate arrangement, the Government of Finland provided an additional grant of USD 0.135 million for selected start-up activities.

**Table 1: Detailed Financing Plan  
(USD million)**

	Government		Loan + 1/		Beneficiaries		Luxembourg		France		Total	
	Amount %		Amount %		Amount %		Amount %		Amount %		Amount %	
1.Sustainable Range Mgmt	0.5	10.0	3.1	60.8	0.7	14.0	0.5	10.4	0.2	4.8	5.2	33.3
2.Livestock Support Svcs	0.8	14.3	3.0	57.3	0.0	0.1	0.8	14.9	0.7	13.4	5.3	34.1
3.Animal Health/Vet Svcs	0.2	8.7	1.4	59.7	0.1	2.3	0.3	14.0	0.4	15.4	2.4	15.6
4.Institutional Support	0.2	8.6	1.2	46.1	-	-	0.5	20.1	0.7	25.2	2.6	17.0
<b>Total Disbursement</b>	<b>1.7</b>	<b>11.0</b>	<b>8.8</b>	<b>56.9</b>	<b>0.8</b>	<b>5.0</b>	<b>2.2</b>	<b>14.2</b>	<b>2.0</b>	<b>12.8</b>	<b>15.5</b>	<b>100</b>

Source: NOLIDEP Appraisal Report; April 1996 (errors due to rounding)

1/ Loan+ = IFAD, Luxembourg and Belgium joint funding

### Implementation Arrangements

21. The MAWRD was identified as the lead agency for implementation with project coordination effected through DEES. The Directorate would operate through a Project Management Unit at headquarters and four Regional/Divisional Management Units (RMUs/DMU) each headed by a Regional Coordinator and including senior technical officers of MAWRD assigned in the regions. Hence, the project is a sub-set of the overall activities of MAWRD and its implementation necessarily reflects the evolution of MAWRD and Government policy. The Director of DEES would be Project Coordinator and head the management unit. Under the chairmanship of the Permanent Secretary - MAWRD, a Project Coordinating Committee (PCC) would provide policy guidance, review and approve the AWPB and form the point of liaison with other Government institutions, international organizations and bilateral donors. Prior to clearance by the committee, the AWPB would be presented to the Inter-Ministerial Committee on Livestock for review and comment in order to ensure coordination and cooperation among related livestock projects and programmes.

22. Two phases of the project were envisaged<sup>12</sup>: a 3-year testing (pilot) phase, during which the approach and concept of semi-commercial range management would be tested on 30 communities to develop a better understanding of community participation; and a 4-year implementation phase, in which the proven approach would be expanded to cover the remainder of the 200 communities anticipated to become engaged under the project during its 7-year lifetime. Selected communities would be supported directly through location-specific interventions but were also to benefit, along with communities throughout the gross project area, from the project's broader programme of institutional support and service provision, principally involving MAWRD teams at regional level. The initial selection of communities to be engaged under the project would be made by regional agricultural staff based on a combination of the need for: (i) an equitable distribution of project support across the regions of the NCA; (ii) representation of the area's major socio-economic circumstances and agro-ecological zones; and (iii) communities' demonstration of a willingness to participate (later, a willingness to contribute to the cost of location-specific investments).

### D. Adjustments During Implementation

#### Policy and Institutional Changes

23. In the period since Independence, the Government has continued to refine its economic development policies in line with broad goals of reviving and sustaining economic growth, creating employment, reducing inequalities in income distribution and eradicating poverty (see Annex 2). To

<sup>12</sup> NOLIDEP. Appraisal Report. IFAD, Rome 25 April 1996.

help in achieving these goals, a substantial body of legislation and numerous policy adjustments have been introduced within the frameworks of successive National Development Plans.<sup>13</sup> The Second National Development Plan (NDP II) is currently being finalised and will be implemented within the emerging National Long-Term Vision 2030 (Vision 2030). NDP II and Vision 2030 will emphasise the importance of poverty reduction and reflect Namibia's being a signatory to the United Nations commitment to halving poverty by 2015. NDP II and Vision 2030 are expected to be more integrated planning products than their predecessors, with efforts made to include environmental and sustainable development aspects following the identification of cross-cutting issues and options. Sector plans will be coordinated within increasingly harmonised legislative frameworks. A listing of key policies and legal instruments affecting the natural resources and agricultural sectors during the course of the NOLIDEP period to date is given in Appendix 4.

24. MAWRD has remained as the principal implementation partner for the project. However, a number of internal, institutional changes have been introduced. These have partly resulted from the influence of NOLIDEP implementation experience on MAWRD policy, planning and coordination arrangements, and partly through adjustments imposed upon the project following evolutionary changes in the national approach to agricultural and economic development in the communal areas.<sup>14</sup>

25. More specifically, the introduction of RMUs/DMU for the project spearheaded a desire in MAWRD similarly to integrate other activities and projects. There are continuing efforts in MAWRD to: (i) strengthen the collaboration between and coordination of agricultural development projects at national level; (ii) promote enhanced inter-directorate planning and implementation, particularly at regional/divisional levels within the ministry; and (iii) reflect a more holistic approach in dealing with agricultural development issues at field implementation level. Associated policy and institutional adjustments have been reflected in successive modifications to the management and coordination procedures adopted for NOLIDEP both in the pre- and post-reformulation periods. Key changes have included: (i) the establishment of the sub-division of Project Support Services under DEES as a focal point for organising donor-supported projects (including NOLIDEP); (ii) the introduction of a Project Operational Committee (POC) reporting to the Project Co-ordinator and the PCC; (iii) an increasing tendency for MAWRD to coordinate all agricultural development at an operational level through the RMUs/DMU; and (iv) the introduction of the Farming Systems Research and Extension (FSRE) approach to field programme planning and implementation.<sup>15</sup> The outcome of the various adjustments in terms of overall NOLIDEP operations has generally been positive and new opportunities have been created that can be built upon further to enhance regional development performance in the future.

## Design Changes

26. The key strategy embodied in the original project design was to promote economic advancement through the development of semi-commercial range management schemes in some 200 communities. MAWRD and project technical assistance personnel questioned the practicality and appropriateness of this approach from the outset. The concerns eventually led to the project being reformulated (document dated July 1997), some two years after initiation of the project. Implementation in the interim had been slow and was complicated by difficulties in the recruitment of technical assistance personnel.<sup>16</sup> The main changes at reformulation were to introduce more participatory methodologies, increase the emphasis on farmer and staff training (with the addition of training as a fifth project component) and to respond to the development challenge in the NCA through two distinct phases of implementation. The First (Pilot) Phase, to be completed in early 1999,

<sup>13</sup> *Transitional National Development Plan* (three years); *First National Development Plan* (five years) 1995 to 2000; *Second National Development Plan* (2001 to 2005) in preparation.

<sup>14</sup> Further adjustments can be anticipated as the ministry begins the process of restructuring as part of the national approach towards decentralisation of public services to the regions.

<sup>15</sup> In the Namibian context, although the decision was taken not to change the name, FSRE is now understood to involve participatory learning and action methodologies and is not synonymous with earlier, largely outmoded interpretations of the farming systems approach to technology development and transfer.

<sup>16</sup> *NOLIDEP Supervision Mission Reports, UNOPS – October 1995; June 1996 and May/June 1997.*

aimed to: (i) develop and test participatory methodologies in about 20 communities that had already become associated with the project; and (ii) fully integrate the project within the line administration of MAWRD. The strategy for supporting sustainable rangeland development in the communal areas, which was expected to be developed during the pilot phase would focus on achieving a better balance between livestock numbers and the condition of grazing areas through an extension of access to grazing into under-utilised areas based on water point development and encouragement of community-based grazing management. If successful, the strategy would provide the basis for continuation of the project into the Second (Implementation) Phase and the replication of successful community-based initiatives in a further 40 communities. Proceeding to the Second Phase would be subject to positive conclusions from the project Mid-Term Review, which was scheduled for the period July-September 1998.

27. As part of the reformulation, major changes were made to the concept of the Community Development Fund (CDF). The initial intention had been to establish a common pool of resources in each of the 200 communities associated with the project to assist them to undertake economic and social development activities. The Fund was to be fed by a combination of: community savings; seed capital from the project; funds from labour inputs into infrastructure development; user fee charges and incentive payments for fire prevention; and project funds to match community fund-raising efforts. It was expected that the Fund would be used to provide credit for the purchase of livestock and equipment and to finance the operation and maintenance of other community infrastructure. The need for a major redesign of the CDF was recognised from as early as 1995<sup>17</sup> and was considered necessary in view of a combination of design flaws (particularly related to the mixing of systems to provide socially oriented grants and commercial farm credit from the same facility) and developments taking place in Namibia's rural finance market. The reformulation identified the need for a specialist to redesign the CDF (subsequently financed under a separate Finnish grant).

**Table 2: Detailed Financing Plan (Revised)**  
(USD million)

	Government		Loan + 1/		Beneficiaries		Luxembourg		France		Total	
	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%	Amount	%
.Sustainable Range Mgmt	0.92	22.2	1.16	28.0	1.36	32.7	0.71	17.2	-	-	4.15	21.8
.Livestock Support Svcs	2.21	31.2	3.35	47.3	0.03	0.4	0.87	12.2	0.62	8.8	7.09	37.1
.Animal Health/Vet Svcs	0.97	28.7	0.91	26.8	0.36	10.7	0.25	7.4	0.90	26.4	3.39	17.8
.Training	0.19	18.8	0.48	45.9	-	-	0.37	35.3	-	-	1.05	5.5
.Institutional Support	0.14	4.0	2.82	82.8	-	-	-	-	0.45	13.2	3.40	17.8
Total Disbursement	4.44	23.3	8.72	45.7	1.75	9.2	2.20	11.5	1.97	10.3	19.08	100

Source: NOLIDEP Reformulation Report; July 1997 (errors due to rounding)

1/ Loan + = IFAD Loan, Luxembourg and Belgium joint funding

28. At the same time, based on a part of the original CDF concept, the reformulation introduced a Small Stock Seed Capital Fund (SSSCF) as an adjunct to the Livestock Support Services component. The SSSCF would be the source of grants to enable poorer households to procure small stock through a combination of their own contributions (25%) and a grant from the project (75%). The same approach was subsequently adopted for investments in productive, income generating activities with grants from project allocations under CDF. CDF allocations were also later used to finance a wide range of socially beneficial activities including environmental sanitation, campaigns dealing with alcohol abuse and HIV/AIDS awareness, community road construction, as well as seed and crop production initiatives, although these were not specified at reformulation. As pointed out by UNOPS and acknowledged by MAWRD, the grant-based approach to CDF and SSSCF-supported initiatives is

<sup>17</sup> NOLIDEP October 1995 Supervision Mission, UNOPS, December 1995.

unsustainable without continued injections of capital, is likely to benefit only a relatively small number of people and is markedly at odds with the original revolving fund concept. UNOPS has been pressing for re-establishment of the revolving fund concept “as earlier proposed in the loan/grant documents”.<sup>18</sup>

29. The reformulated design introduced the concept of beneficiary contributions to the costs of capital investments in their community, in the form of labour or cash, to a level of 25% of the cost of the investment. Willingness to contribute thereafter became an important - in effect self-selection - criterion for communities wishing to become engaged under the project. Difficulties were experienced in extracting the contributions, the level of which was in some quarters viewed as being unrealistic. The May/June 1997 Supervision Mission<sup>19</sup> suggested a reduction of the required contribution to 10% “.... for the first low labour input interventions with new communities....” and an annual revision “.... towards the 25% target depending on results.” The change was expected to make investment more attractive and speed up disbursement to poorer households. Subsequently, the Mid Term Review Mission<sup>20</sup> recommended that contributions under the SSSCF also be reduced to 10%. These recommendations have not been universally applied and have thereby added to the inconsistencies in the delivery of capital investments both between and within regions.



Photo 3: A cattle enclosure

Source: Ms Fumiko Nakai, Country Portfolio Manager for Namibia, IFAD

<sup>18</sup> UNOPS Management Letter to MAWRD following the October 2001 Supervision Mission. The CDF as a revolving fund was conceived in relation to a discrete number of communities, ultimately functioning as semi-commercial units. Having fundamentally changed the underlying project concept, it may therefore be unrealistic to expect a reversion to the revolving fund arrangement at this juncture. The Interim Evaluation Mission thus supports the view of the Hon. Minister of Agriculture that the issue of the revolving fund is considered during the design of any successor project.

<sup>19</sup> *NOLIDEP May/June 1997 Supervision Mission, UNOPS, July 1997.*

<sup>20</sup> *NOLIDEP Mid Term Review, IFAD, July 1999.*

30. Despite such shortcomings, there is a wide consensus among project stakeholders that the reformulated project design represented a positive attempt to introduce a more pragmatic approach to tackling economic development concerns in the NCA, was more consistent with the socio-economic context in which the project operated and aimed at introducing a more participatory and incremental process of change. Nevertheless, in terms of its design, NOLIDEP remained essentially a livestock production rather than people-centered project. Livestock owners/producers were the main stakeholders at the local level and the majority of financial resources continued to be directed towards investments associated with improving livestock productivity. The changes in design did not lead to any adjustment in the objectives of the project, which remained as stated in the Loan Agreement.

31. The project reformulation resulted in an increased funding allocation from Government and an expectation of higher beneficiary contributions associated with an increase in the number of community-based interventions, bringing the total project cost to an estimated USD 19.2 million. The original Loan Agreement had been judged sufficient to accommodate the reformulated proposals. However, in practice these entailed a changed pattern of expenditure caused Government (in January 1998) to seek a reallocation of funding under Schedule 2 of the Loan Agreement. Accordingly, the allocations to Consultant Services and Civil Works categories were increased, the latter focusing on livestock watering points and handling facilities and the rehabilitation of training premises. Further reallocations to accommodate unanticipated cost increases and changes in the balance between activities were made at the Government's request (15 December 1999). At the same time, the Project Completion and Loan Closure dates were delayed by one year to 30 June 2003 and 31 December 2003 respectively. A further reallocation request is currently being processed (March 2002). No further adjustment to the completion and closure dates is anticipated. Funds available for NOLIDEP under parallel financing allocations remained unaffected by the changes.

32. Following the end of the pilot phase of the project (March 1999), a balance of funds, equivalent to some USD 800 000, remained from the French Government grant. At the request of MAWRD, the French Government agreed to allow the balance to be used to support three specific additions to the project, namely: the establishment of a revolving fund for the supply of veterinary drugs in rural areas in association with the operations of the Veterinary Rural Extension Centres (VRECs) that had been set up under the project; technical assistance support for the mapping of indigenous knowledge concerning land units in the NCA; and technical assistance support to operationalise the second phase of a national study of carrying capacity in both communal and commercial areas. The request was approved and the period of operation of the Financing Agreement between the two governments was extended accordingly.

33. In addition to these more formalised changes in design, the project has been subject to a number of other influences. Among the international development community, including IFAD, attitudes towards participatory approaches (in particular agencies' understanding of what is meant by and involved in 'community participation') have moved on with heightened emphasis, though in differing ways and emphases. It is being increasingly recognised that people and their assets (social, cultural, natural and economic) should form the focus of attention rather than assuming that technology delivery from a menu of options through a given project can by itself drive the development process. The financing partners in NOLIDEP have yet to establish fully convergent views on these matters, both in terms of principle and practices and in relation to operational implications.

34. Similarly, expectations from systems of programme monitoring and evaluation have also changed. In the case of IFAD, far greater emphasis is now given to the use of the Logical Framework (Logframe) as not only a tool for project design but also a measure against which project performance can be assessed. The Logframe was not an element of the original project design and first appeared in the NOLIDEP context at the time of project reformulation. Organisations involved in the project clearly have varying views on the relevance and use of the Logframe, although there has been much enthusiasm from IFAD and UNOPS to introduce its use.

35. A further change is that of Government's own approach to development in the various community areas. This also has continued to evolve in the post-independence period from the earlier position of assuming full technical and financial responsibility for service delivery and infrastructure development to one that increasingly involves 'partnerships in development'. The partnerships are not only with the communities that are being supported (e.g. through introduction of the principles of cost sharing and cost recovery; and benefit sharing through the establishment of conservancies for the management of natural resources), but also with potential service providers in the private sector and civil society. Again, the DMU/RMUs have had to make appropriate adjustments to their management and operational procedures. The shift in emphasis towards partnerships in development is a gradual one and there is considerable scope to expand it further.

### III. IMPLEMENTATION RESULTS

#### Sustainable Range Management

36. The component aims to relieve the pressure on dry season grazing by extending water availability in the so-called *water deficit areas* previously accessible for grazing only during the rainy season. In a parallel effort, the component also seeks to encourage the evolution of systems of community-based grazing management, both to control grazing pressures and to protect smaller communal farmers from the spread of private fencing.<sup>21</sup> For range management to be sustainable, herders need to be aware of and develop mechanisms to control the balance between livestock numbers and the finite grazing resource and in particular to strengthen their flexibility to respond to the vagaries of operating in a fragile environment.

37. **Water Development.** The water development sub-component began with the setting up of demonstration dams in Caprivi (1996/97) and elsewhere (1997/98). No contributions were expected from the communities involved. Water supply facilities constructed after this period required cost contributions from the recipient community (initially of 25%, later reduced to 10%), as a means of encouraging a sense of community ownership of the structure and to facilitate communities' taking over completed structures and assuming responsibility for their maintenance and management. Water point committees were trained to act on behalf of their respective communities. Following some initial scepticism, there appears to be a growing recognition among water point committees of the importance of cost sharing, a willingness among communities to raise the necessary funds and/or contribute labour for infrastructure installation and to pay for ongoing operation and maintenance. In view of the rapidly increasing demand for water and the inability of the Government budget to maintain free provisions, Government has itself recognised the need in rural development for cost sharing/cost recovery for capital items. Accordingly it is increasingly pursuing a community based management approach to water provision and the subsequent operation and maintenance of water facilities, although the approach is not yet being applied consistently across the regions. To avoid confusion among communities and other service organisations operating in this field, it will be important for the Directorate of Rural Water Supplies (DRWS) to standardise its application of the cost sharing principle as quickly as possible.

38. Water supply development is a high priority of the Government and is prominently reflected in both NDP II and Vision 2030. Under NOLIDEP, considerable success has been achieved in increasing the number and expanding the distribution of water points to provide for both human and livestock water consumption and in encouraging the formation of and providing initial training to water point committee members. It should be emphasised that few of the water supplies developed are likely to be used exclusively for livestock. Water development under NOLIDEP is rather viewed as supplementing the regional programmes of the DRWS in seeking to achieve national targets for people to be within a specified minimum distance (3 km) of potable water.

39. The water supply infrastructure installed under NOLIDEP is shown in Appendix 5a, Table 1 and the extent of associated training of water point committees in Appendix 5b. Supplies have been developed through a range of different technologies, the choice reflecting a combination of the influence of local circumstances, community preference, DRWS advice and funding availability. There are instances of dissatisfaction with facilities and the non-utilisation or failure of the installation through incorrect location, problems in construction through inadequate supervision of contractors (e.g. the location, form and size of mechanically constructed excavation dams) and inappropriate choice of technology (e.g. windmill installation in Kavango, where the majority of structures remain unused or damaged and/or have not yet been handed over to communities). While such difficulties can be anticipated, the problems experienced illustrate several key points, namely:

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<sup>21</sup> *NOLIDEP Reformulation Report. IFAD, Rome. July 1997.*



- the importance of more carefully matching technology selection with local circumstances, while recognising the aims and objectives of the project and taking greater advantage of expertise available at the national level in DWRS;
- the need to ensure adequate preparation of communities so that they fully appreciate the ongoing implications of infrastructure development, management/usage requirements and recurrent cost implications;
- the importance of avoiding undue pressures to disburse funds and meet installation ‘targets’ at the expense of adequate preparatory work with communities and technical consultation; and
- the need for rigorous and effective contract supervision and contract management during construction, with contractors held accountable for discrepancies.

40. **Range Management.** Pastoralists and agro-pastoralists in the NCA do not perceive rangeland condition and productivity levels as a major constraint. However, with an expected increase in both human and livestock numbers, together with so-called “illegal fencing” reducing the area available for communal grazing, livestock densities in remaining common lands and adverse effects on vegetation and range condition are likely to increase substantially. The anticipation and avoidance of potentially disastrous effects, in terms of declining rangeland capacity to support livestock-based livelihoods, lie at the heart of the NOLIDEP design.

41. Principally through the efforts of the range management and rural sociology specialists appointed to the project during the early stages of implementation and the subsequent efforts of FSRE personnel, there has been a substantial accumulation of knowledge of the current status of rangeland vegetation and the patterns of range use in the NCA. Pastoral systems in the area and their associated constraints are now better understood at an institutional level. The technical assistants prepared several potentially useful guideline documents and elucidated basic elements that could contribute to the development of sustainable range management strategies (Annex 4). However, studies have been largely extractive and so far been of little or no benefit at community level (c.f. PRA Report, Key Findings). Current technical staff in the regions, many of whom are only recently appointed, appear to have little familiarity with these earlier outputs of the project. With the exception of water supplies being developed in water deficit rangeland areas, there is little discernible evidence of the potentially useful knowledge derived from the studies being applied in structured programmes to help livestock herders/farmers manage available vegetation resources in a more efficient and sustainable way.

42. With a portion of the French Government grant for NOLIDEP, support has been given to finance technical assistance elements of the second phase of the ongoing national programme for the Estimation of Carrying Capacity by Satellite Imagery. The studies have not yet led to the development of extension messages for the NCA but are providing supportive information nationally as part of the early warning and monitoring systems regarding drought and related vagaries of the weather.

43. Good progress has been made in the development of a Geographic Information System (GIS) capability under the project. Facilities have been established in Tsumeb in view of its being relatively centrally placed in relation to the overall project area. The aim is to create a comprehensive database of indigenous knowledge, natural and physical resources to generate information in a form that can be used as a spatial, decision-making tool when dealing with communities on development issues. A start has been made by the two staff of the centre to train agricultural personnel in the regions (FSRE personnel) in the collection and inputting of information (including through the use of Global Positioning Systems (GPS) for precise location of e.g. water supply and veterinary infrastructure) as part of the resource mapping exercise. Training courses have been given on vegetation survey techniques, plant identification and the use of GPS equipment in the field. Accompanying manuals have been developed, programmes initiated to develop regional resource and infrastructure maps and

several maps produced, by the regions themselves, of NOLIDEP-sponsored activities and infrastructure.

44. Through continued training, staff can be expected to gain a new perspective on planning with communities and to develop improved understanding and appreciation of the relationships between communities, their economic activities (crop production, livestock and range management) and their environment, in particular the range vegetation and associated fodder availability. The pace of skill development and application of the skills at regional level is proving slow, mainly because of the small number of GIS-trained personnel in Tsumeb, the difficulties created by staff turnover in the regions and competing calls on the time of agricultural field staff. The use of GIS-based information as a field tool during interactions with communities and for wider planning purposes has not yet been established as a regular or required feature in regional work programming. However, provision is made in the project AWPB for 2002/03 to carry out further vegetation mapping, continue to build resource mapping capability at regional level through software installation and further staff training and to continue updating resource maps in collaboration with the regional FSRE units.

45. **Community Development Fund (CDF).** In its modified form (post-1997), the CDF aims: (i) to provide opportunities for the diversification of income sources and enhancement of the asset base of livestock-poor men and women; and (ii) to support a range of social initiatives identified by communities as potential contributions to the improvement of social well-being. Where feasible and appropriate, activities have been implemented in collaboration with relevant departments of government ministries and/or NGOs. Social initiatives include community road construction (Kunene in collaboration with the Ministry of Works, Transport and Communication); and alcohol abuse, HIV/AIDS and environmental health awareness campaigns (Kunene and NCD in collaboration with the Ministry of Health). Income generating activities have formed the main focus in NCD and Caprivi and have ranged from more market-oriented agricultural enterprises (small-scale irrigation developments, rabbit production and vegetable gardening) to the installation of grain hammer mills and the establishment of bakery and sewing groups. With the exception of livestock provision under SSSCF, Kavango Region has so far not become involved in wider use of the CDF and has no plan to do so in 2002/03. Activities supported to date via the CDF are given in Appendix 5a, Table 2).

### **Livestock Support Services**

46. **Adaptive Research.** The adaptive trials programme was initiated by the former Range Management Specialist and covered a wide range of topics in the broad areas of: testing improved forage species; range reinforcement; and supplementary feeding (Appendix 5a, Table 3). Research studies and trials have been located in only a small number of sites, partly due to the very limited regional research capacity for conducting a relatively formalised research programme such as that attempted to date under NOLIDEP. Throughout the project period, research agendas have varied widely, mainly in relation to the individual preferences of successive researchers. There is little indication of researchers receiving guidance on best practice in experimental techniques appropriate to the task at hand. Trials have frequently been adversely affected by poor plant establishment and growth failures and, given the environmental uncertainties, were often not run for long enough to generate meaningful results. A high rate of staff turnover, the short periods allocated for research investigations and the lack of consistent investigation of a problem over a period of years have contributed to the lack of information output in support of extension programmes with farmers. Few communities are aware of this aspect of NOLIDEP (Annex 5 and PRA report) although there are indications that, in the forage deficit areas of Caprivi, a number of farmers are beginning to show interest in the outcome of tests of species with potential for supplementary feeding of livestock. They are being supported with field day demonstrations, seed distribution and information on the use of crop stovers.

47. Researchers in the regions work independently from each other and have little difficulty in gaining approval for their programmes from the Directorate of Agricultural Research and Training (DART) provided investigations can be funded through NOLIDEP rather than under the general

research budget. The provision of technical guidance from the centre to researchers is weak. The introduction of the FSRE approach has the potential to help overcome some of these shortcomings, improve research-extension co-operation and ensure that adaptive research efforts are focused on issues of direct concern to farmers. Application of the FSRE concept seems to be most advanced in Caprivi. Elsewhere extension personnel are primarily crops oriented while project-sponsored research and the researchers themselves are largely livestock oriented.

48. **Livestock Extension.** Potential areas of project involvement in livestock extension activities lie in aspects of livestock-environment interaction, herd management and livestock marketing. Fodder balance aspects related to the interaction between livestock and the environment were to have been based on the outcome of the adaptive research programme. As noted above, there is little output from the programme that could be used in livestock extension programmes. Furthermore, there is a preliminary requirement, as yet unmet, to help farmers appreciate the importance of balancing fodder resources with livestock husbandry practices and herd management and to recognise that they may be in a position to influence the balance rather than only passively responding to the vagaries of uncertain rainfall patterns and the effects on grazing availability.

49. Herd management to improve animal productivity and potentially increase off-take levels includes herd improvement and reproductive management. Significant improvement takes time and the prevailing livestock production system and socio-cultural aspects heavily influence the rate at which it can be achieved as experience under NOLIDEP has shown. There must be a genuine will and interest on the part of the farmers to embark upon livestock breeding activities, and they must feel there is some incentive for doing so in terms of economic advantage to be gained. So far the project has found it difficult to create such an environment. Breeding bulls have been supplied to communities (often to be managed by the village headman on behalf of the community). In some cases subsequent offspring were identifiable but there is little evidence of controlled breeding. There is a view among livestock owners that controlled breeding is not possible in the context of their herding system. The fact that only bulls of the local Sanga/Nguni breed were introduced must be viewed as a positive move on the part of the project since improved or exotic breeds are unlikely to be well suited to present livestock production systems and the overall fodder balance in the NCA. Although the distribution of breeding bulls is viewed positively by most recipients in Caprivi and Kavango, there is little evidence of adequate follow-up with farmers to improve selective breeding in local herds geared to optimising herd performance in relation to the multi-purpose role of cattle in livelihood systems in the NCA.

50. Only limited progress has been made so far in livestock marketing, although the construction of auction pens represents a potentially positive contribution to boosting livestock marketing. Some 31 auction pens have been constructed (Appendix 5b), but their establishment has not been linked with basic awareness creation and training on livestock marketing. Infrastructure and training are only likely to pay off in terms of marketed production if the involved stakeholders succeed in introducing a marketing information system that would increase livestock owners incentive to produce for the market. It is evident that farmers in the NCA define the marketable surplus of animals in their herds in a way that is not always understood by outsiders, who then question and criticise the attitude of farmers to marketing. Despite differences in reasoning, farmers do expect fair and reasonable prices, are aware of some aspects of marketing information and are therefore likely to be susceptible to appropriately designed initiatives to help expand their understanding of how markets function and how they as livestock owners might take better advantage of the available opportunities. A detailed marketing study has been completed under project sponsorship (April 2000) that provides a number of useful pointers for future marketing-related investment and certainly raised important issues for debate in relation to future programme planning. However, its recommendations have not yet been reflected in adjustments to DMU/RMU work programmes.

51. It must be emphasised that a very real difficulty for the project in involving itself in livestock extension is the fact the technical staff operating at field level are principally crops oriented, relatively few in number, involved in a wide range of activities and who may have little time for focusing

specifically on NOLIDEP-related priorities. Technical staff with experience in livestock subjects are either researchers or staff of DVS, the latter having responsibility primarily for disease surveillance and scheduled disease control and not for the provision of advisory services on animal husbandry.

52. **The Small Stock Seed Capital Fund (SSSCF)** was specifically introduced as one means for the project to secure direct benefits for women and poorer households. An internal evaluation of this programme in NCD showed 65% of beneficiaries to be women.<sup>22</sup> Earlier Supervision Missions have estimated the proportion of women's involvement overall to be 70%. The extent of SSSCF disbursement in monetary terms is given in Appendix 5a, Table 4. There is a high degree of satisfaction with the SSSCF programme among the recipients of stock (principally goats and to a lesser extent donkeys). This attitude is confirmed both by the NCD evaluation and by the PIA study. However, the response gives an incomplete picture of overall scheme effectiveness and the complications that have arisen in the scheme, primarily as a result of an insufficient stipulation at the outset of the criteria to be used in administering the fund.

53. Given the high level of subsidy involved in the scheme (90%), the recipient continues to enjoy a net benefit provided her/his losses through stock mortality do not exceed 90%. With seemingly few exceptions, the total number of goats kept is currently lower than the number of goats received; hence there is no overall economic gain from the intervention. Nevertheless, the scheme has had the benefit of enabling some individuals to become livestock owners for the first time. In many cases, animals were procured from within the recipients' own community, thereby providing a welcome market opportunity for larger herd owners. The scheme has then the in-built risk that existing livestock owners will simply cash in the 90% subsidy and transfer stock to other (often closely related) members within the village. A point worth pondering for the project is that this system could be considered as simply representing the project subsidising a form of transaction that may have taken place anyway as part of traditionally practised social security systems.

54. Especially in cases where animals were purchased outside the recipients' locality, high rates of mortality were experienced, particularly if vegetation (browse) characteristics varied markedly between the source and receiving localities. The communities selected the scheme participants. However, decisions often appear to have been made by local headmen, perhaps contributing to the tendency for older people to benefit at the expense of younger members of the community (e.g. couples starting their own household, who may be considered among the more disadvantaged members of the community and therefore specifically eligible for support under the SSSCF as designed). The study in NCD also revealed that some two-thirds of scheme beneficiaries already owned livestock (albeit usually in small numbers) and therefore did not necessarily belong to the most vulnerable group in the community.

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<sup>22</sup> Mashare, B, Mavetera, H. M. and Mukulu, O. *The Small Stock Seed Capital Fund Programme. Evaluation Report for North Central Namibia (1997-2001)*. MAWRD, 2002.



Photo 4: A close view of the settlement housing  
Source: SIAPAC

### **Animal Health and Veterinary Services**

55. NOLIDEP implementers have made considerable progress in installing facilities, within communities, geared to improving animal health. Facilities include crush pens (see Appendix 5a, Table 5) and, in some localities, dip tanks for small stock. In some instances, farmers have expressed concern about the standardised design of crush pens (too small), the materials used in construction (brought from outside) and the current state of repair of the facilities. Their comments highlight the inadequacies of discussion/analysis with farmers of local circumstances before proceeding with installation and indicate shortcomings in relation to farmers' perceptions of ownership of the structures.

56. Access to veterinary services has been substantially improved. Farmers have seen immediate benefit from the project's double strategy of (i) establishing VRECs, each with a resident Animal Health Inspector (appendix 5a, Table 6) and (ii) training a para-professional cadre of Community Animal Health Assistants (CAHA) in order to bring basic animal health services even closer to the point of need. The positive perception is clearly reflected in the findings of the recent PRA (Chapter 3). The CAHAs effectively complement the formal services of the DVS whose primary role is in disease surveillance and the control of scheduled livestock diseases. As such, the CAHAs need official recognition by the DVS (currently in hand), which in turn suggests the need to set minimum education and qualification standards and to prepare a standard curriculum for the formation of the cadre. Currently the training is handled differently by each region served by the project. The mobility of CAHAs, whose potential client base is often widely scattered in dispersed settlements, remains problematic. The process of privatising the sale of veterinary drugs among licensed agents is ongoing and is likely to contribute further to improving animal health status, at least in less remote areas where human population densities are higher and retailers may have a greater expectation of profitable sales. Alternative approaches, such as the operation of regionally based revolving funds for drug supply may continue to be required as sources of supply to VRECs and CAHAs operating in more remote locations.

## Training

57. **Staff training.** Staff training has included in-service training of counterpart staff by contracted technical assistance personnel; provisions for overseas training and participation in study tours; and formalised, technically oriented courses (appendix 5a, Table 7). Courses have also been given in the use of selected participatory techniques and training to enhance gender awareness, with a view to improving extension staff skills in interacting with communities during the identification and planning of community-based investments. In the earlier (pre-reformulation) stages, extension staff (most of whom have a crop orientation) were trained in animal husbandry practices. A complication with respect to the training component has been the frequent turnover of staff and the difficulties experienced in the MAWRD of retaining and replacing trained and experienced personnel. Thus, while the training under NOLIDEP may never be lost to the individuals concerned, the regions have faced difficulty in maintaining consistency in terms of implementation skills and operating capacity.

58. Over the life of the project the paradigm shift in extension approach from the earlier top-down, package-based and pedagogic extension approach to a more participatory, demand-driven approach has continued. In Namibia this trend has led to the promotion of the participatory approach as a guiding principle for introducing FSRE on a national basis. Regionally based operations, including NOLIDEP, are not yet fully in step with the approach as interpreted at national level. There is a need to give further momentum to the approach and in particular to ensure that the field staff is adequately equipped with analytical, facilitation and community mobilisation skills.

59. NOLIDEP as a whole represents a concept for economic advancement and poverty reduction in which its constituent elements are closely inter-related and have the potential to generate synergistic effects. This implies the need for a commonality of approach and an understanding of underlying project principles among the development practitioners involved in project implementation in the regions. It need not imply any loss in autonomy of decision-making within the regions or the involved directorates with respect to developing interventions to tackle specific circumstances in their areas of operation. In fact, the mission considers that there is scope to do more from central directorates to provide guidance in general principles and procedures for the project, as well as the form/content of training necessary in order to enhance regional skills in relation to devising a more closely inter-linked programme of support consistent with the achievement of overall project objectives.

60. **Farmer Training.** Farmer training is the responsibility of extension staff. Training opportunities provided under NOLIDEP have principally been linked with the planning and introduction of physical infrastructure and activities financed under the SSSCF and CDF sub-components. Training recipients have included traditional leaders, committee members taking the lead in organising community members as a basis for the introduction of infrastructure-related and income generating enterprises. Community members have also been identified as suitable candidates to become CAHAs. The majority of more formalised training has been considered as a one-time activity. This may have contributed farmers' perception of the need for additional, continuing training (PRA Chapter 3). Training has mainly been provided 'in-house' by the MAWRD (including through its specialised colleges and institutes) although there are instances of training services being contracted-in from other sources (e.g. the involvement of Women's Action for Development in training recipients of SSSCF and CDF support in NCD in aspects related to economic and social empowerment). There is a clear argument for increasing the use of contracted training services (both for staff and farmer training) from local institutions, civil society or the private sector according to their comparative advantage.

## Institutional Support

61. Institutional support during the early stages of the project was characterised by a major provision of technical assistance personnel who were charged with responsibility for implementation and the in-service training of counterpart staff. In practice, the development of local capacity was not effectively done at the outset and the project became over-dependent on the technical assistants, partly

due to Government's inability to provide counterparts and partly due to attitudes among some of the technical assistance staff. Technical assistance and associated costs were supported principally through grant funding. Overall costs have been judged to be extremely high in comparison with specialists' effectiveness in the practical application of livestock production technologies and the expanded knowledge of rangeland characteristics in a community-oriented approach to project implementation. However, it must be recognised that prior to Independence, relatively little attention had been given to building administrative capacity in and for the communal areas. Institutions were very weak and there were few facilities serving rural development. In this context, the benefits derived from technical assistants' involvement in terms of contributing to building an institutional framework for development, introducing and/or strengthening management procedures and establishing a much-increased knowledge of livelihood systems in the NCA must be viewed as an important contribution and a foundation for making further gains.

62. Successive changes have been made to project management and co-ordination systems during the life of the project, each with a view to streamlining project operations and ensuring the consistency of field operations with design principles and objectives. Under present arrangements, the quarterly meetings of the POC, under the chairmanship of the head of the PSS, are to provide necessary guidance and drive to the regions. The POC provides a reporting, learning and discussion forum for project implementers. Any issues arising that cannot be solved at that level are to be taken to the overall Project Co-ordination Committee. While the mission recognises the considerable variations in agricultural production circumstances between regions, the disparities exhibited at regional level in implementation approach and programme content suggests that the POC has not always been able to take sufficient advantage of its position. As a guiding body for implementation and provider of project oversight, the POC should be in a position to ensure the consistent use and application of procedural and technically specialised guidelines (e.g. those developed by technical assistants for water point installation and range management). Nevertheless, institutional adjustments have been made with the best of intentions and overall have had a positive impact on project performance in the regions.

63. In terms of project management there have been two main areas warranting attention. Firstly, difficulties have been experienced with financial management procedures. The problem has been well documented in successive supervision missions. MAWRD has responded to the latest (October 2001) Supervision Mission requests and financial management problems are expected to be resolved with the introduction of new accounting software at ministerial level from the beginning of the new financial year (1 April 2002).

64. Secondly, there continues to be major discrepancy between the monitoring and evaluation procedures of the project and expectations in this regard. Regular, comprehensive progress reports have been produced which detail the physical achievements and financial status of the project. However, the reports give little emphasis to aspects of the qualitative and quantitative impact of project-sponsored interventions or of the implementation procedures adopted under the project, either from the perspective of project implementers or that of the beneficiaries.

65. The importance of being able adequately to illustrate project performance and effectiveness cannot be over-emphasised. The importance relates to: (i) improving information collection and analysis as part of an ongoing Management Information System to help the RMUs/DMU, the PSS and national directorates in their guidance of regional agricultural development and specifically NOLIDEP affairs; and (ii) providing a basis for financing partners to assess project performance on completion in relation to expected outputs, thereby providing an objective analysis on which to justify any continuation of support. As pointed out in the observations to this effect in successive Supervision Missions and the assistance provided by the latest mission, an impact monitoring system linked to the project design structure and anticipated project outputs merits to be put in place expeditiously.

#### IV. RURAL POVERTY IMPACT

66. Assessing impact implies the measurement of change, which in turn implies knowledge of the pre-change situation and the identification of an indicator(s) through which the change will be measured. In project terms, if the impact of project-sponsored interventions on rural poverty was to be quantified, selected indicators of impact should have been clearly identified prior to or early in the project period (see also Annex 6). They should thereafter have been monitored, either as part of a regular management information system and routine reporting or through a series of specifically focused case studies or small-scale surveys/assessments. Suitable indicators would reflect and be measured in terms of the project's stated objectives and expected component/activity outputs. For example, in the case of water supplies, valid questions would include: how many additional communities and households now meet Government's target of being within 3km of safe water as a result of project intervention (c.f. recording only the number of water points set up); if water has been made accessible in an area of previously under-utilised rangeland, what effect has this had on patterns of livestock herding, the time taken to water stock or the frequency with which stock can be watered in comparison to the pre-investment situation?

67. Secondary information on NOLIDEP collated by MAWRD in the regions, generally does not permit the nature of induced changes to be analysed in such a manner. The lack of structured monitoring of project operations in relation to expected outputs and detailed surveys/assessments designed to measure the impact of interventions, limits any attempt to quantify project impact on rural poverty. The regions have made their own evaluations of project performance, but these are more thorough in stating what has been done than analysing the effects of what has been done in relation to design expectations.

68. The varied nature of the project's interventions can be expected to have an impact on rural poverty - and the multiplicity of factors influencing rural poverty - at several different levels, from an individual household to a policy level in Government. In broad terms, the project is geared to influencing poverty status at a community and household level both directly, through location-specific and target group-specific activities and indirectly, through institution building and support for improving systems of service provision in rural areas as well via contributions to policy adjustment in the interests of the rural poor.

69. The experience of NOLIDEP implementation to date is considered in these terms below, in relation to various aspects of rural livelihoods.

##### **Physical and Financial Assets**

70. As described in Chapter III, support has been provided at a community level to install facilities to expand the availability of water (for animals and humans), improve the handling of livestock mainly for disease control purposes and to a lesser extent to facilitate the marketing of animals. Equipment has been installed in support of small, enterprise groups and capital assets have been provided, primarily to poorer households in the form of small stock. Support has also been given to improve and expand the facilities available to MAWRD in regional centres, agricultural training facilities and at an operational level through the construction of VRECs and the improvement of facilities at agricultural development centres in selected rural localities.

71. **Water Supply.** In emphasising the installation of water-related infrastructure, project implementers are responding to a major felt need of livestock owners and communities as a whole in a project area characterised by water scarcity and drought (see also PRA Report, 2002<sup>23</sup>). For the communities served, distances to water points have undoubtedly been shortened. This is likely to have resulted in the more efficient use of energy by livestock and may be expected to contribute to an improvement in animal condition and an increase in animal survival rates during future drought

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<sup>23</sup> *Participatory Rural Appraisal to Assist the Evaluation Team: NOLIDEP. SIAPAC, March 2002*



periods. The overall quantity of accessible water has substantially increased with the construction of excavation dams and tapping of previously inaccessible underground sources. In some cases the quality of water available for consumption (by humans and livestock) has also improved, being now supplied from secure, protected sources with consequent benefits to health status, although human health may also have been adversely affected locally by the increased risk of malaria associated with an increase in mosquito breeding sites. In principle, people in the localities served will have more time available to spend on other important livelihood activities and women and children may have particularly benefited in view of their primary role in water collection for domestic purposes. These types of associated effect have been neither formerly assessed nor quantified. In general, facilities are being used and appear to have been well received by communities.

72. In so-called under-utilised rangeland areas, where water was previously a limiting factor on livestock grazing, the installation of facilities and the organisation of an associated water point committee, has encouraged recognition of a need for the community to exercise a degree of control over rights of access of 'outsiders' to the water, particularly as the host community will have contributed a (small) proportion of the installation cost. This augurs well for the future in respect of the necessity for communities to organise themselves differently in relation to their neighbours if common property resources are to be sustainably managed over the long-term.

73. **Livestock Handling Facilities.** The DVS conducts regular vaccination campaigns to control major livestock diseases. The wider availability of crush pens resulting from project sponsored investment is widely held to have facilitated the vaccination process and permitted more comprehensive coverage of animals as a result of reduced trekking distances involved in bringing stock to the crushes. Given the importance of livestock in rural livelihoods and the rural economy, the increased survival rates and reduced morbidity rates from more effective vaccination campaigns is likely to have positive spin-off, primarily for livestock owners, but indirectly also for others, particularly since increased survival rates ultimately may encourage higher sales. Collated project information does not reveal the full extent to which vaccination rates may have improved in areas served by the new crushes. Facilities are certainly being used and there is broad satisfaction with them among communities. Support has also been available to construct small stock dip tanks. Again, to the extent that the facilities are being used efficiently, their availability may contribute to gains through reduced morbidity levels among small stock in the vicinity. Indicative trends in the use of VRECs, supply of veterinary drugs and the overall livestock population are summarised in Appendix 5a, Tables 9-11.

74. Livestock marketing strategies among rural households are influenced by wealth differences and by drought mitigation and survival strategies. Certainly there is evidence of a reliance on livestock sales as a means of acquiring grain in drought years and years of crop failure (e.g. Vigne 2001<sup>24</sup>). There is little evidence of regularity of animal sales among NCA farmers. The construction of auction pens and combined auction/crush pens under the project was expected to facilitate livestock marketing and hence contribute to increased off-take levels (being one key element in the development of sustainable range management systems). Project impact in this regard appears to be minimal. Auction pens are not being fully used and frequently appear to be viewed by communities as government facilities and MAWRD's responsibility to repair and maintain. There is no evidence of communities using them as part of an overall strategy for improved resource management and ensuring a better balance between livestock numbers and available feed resources through regular, controlled sales. For those facilities that are used, there appears to be no formal recording (by the project or communities) of livestock throughput or the effect of auction pen installation on the frequency of sales, regularity of contact with livestock traders or local off-take rates – appropriate measures of impact from the investment in auction pens. Analysis of MAWRD and Meatco aggregated data on livestock marketing and off-take in the NCA is more likely to reveal the larger effect of drought incidence – which continues to be the main determinant of livestock population, the

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<sup>24</sup> *Cattle Marketing in .... Kunene and Omusati Regions. Report on a Pre-Implementation Socio-Economic Survey for the Quarantine Enterprise Development Project.* P. Vigne, Vigne and Associates Consultants and Danea, Windhoek, June 2001.

changing role over time of Meatco and pricing relationships and cannot be readily linked back to any expansion under the project of marketing facilities at local level. Given the complexities of promoting increased livestock marketing among societies reliant on common property resources and in which livestock play a number of different roles, it is unrealistic to anticipate major impact from this intervention in the absence of substantial support for other initiatives to change long-held cultural practices and the education of livestock owners in relevant aspects marketing (e.g. improving access to marketing information, facilitating linkages with potential buyers, illustrating links between grade, price and animal husbandry and techniques that may be employed to manipulate herd management accordingly).

**75. Equipment and Capital Assets.** In qualitative terms, field observation and the outcomes of both the PRA and PIA exercises reveal a high degree of satisfaction with the interventions at the level of recipient households or interest groups. Enterprise groups (predominantly women) have benefited from training in relevant technical and management skills and been assisted to establish sources of supplementary income that reflect locally expressed need for commodities or services. For the women involved, their local standing and self-esteem have been raised not least through having direct responsibility, often for the first time, of an income generating activity and being seen by others to have the capacity to organise themselves in a business-oriented manner. The resultant local increase in the availability of goods or services (e.g. garments, bricks, bread, grain milling) also has benefited others in the community and in neighbouring communities in terms of the convenience of supply and quality of life improvements. The activities have clearly encouraged a degree of entrepreneurship and in a number of cases a desire to expand businesses and/or diversify them. However, there is a clear expectation of such expansion requiring further injections of (heavily subsidised) support from the project, an approach which in overall project and economic terms is clearly unsustainable and which does not encourage a prudent approach to business management. There is little evidence of enterprises being set up on the basis of an assessment of financial feasibility, or of the groups' receiving adequate follow-up advice on current operations or planning for the future in relation to consolidation, diversification or expansion while making adequate provision in the business for equipment maintenance, repair or ultimate replacement. Project support and the businesses established to date will continue to operate in something of a vacuum until formalised rural financial services become available (see also Chapter VIII).

**76.** The supply of small stock under the SSSCF has been well received and is widely considered to represent a major assistance to poorer households and particularly to women and female-headed households. For recipients who previously did not own livestock, ownership increased social standing, an opportunity to increase the security of their livelihood and the potential to better withstand both internal and external shocks. In some cases, recipients of goats have been able subsequently to purchase cattle, further strengthening their perceived position. Those receiving donkeys for draught purposes are better able to meet cultivation requirements and thereby potentially improve their household food security situation; this is likely to be particularly beneficial to households in which adult labour is a major constraint. For many women, the management of goats or poultry accessed through the SSSCF may represent their first opportunity to control and manage an independent source of income. As noted elsewhere (para.52 et seq. and Annex 5), there are serious shortcomings at an overall project and economic level with SSSCF operational procedures and the degree to which the initiative has created an economic gain at either the household or project area level is seriously questioned. Nevertheless, the initiative has shown that positive benefits can derive from attention to small stock and provides a number of useful pointers on how procedural improvements could be made in future in order to develop a replicable and sustainable methodology. At the scale of present operation, the stock are unlikely to have had a material effect on the balance of locally available fodder resources. However, should a similar concept become more widely available and animal numbers increase, or the raising of small stock become widely used as a means of graduating to cattle ownership, communities would need to appreciate the possible adverse consequences on the local fodder balance. From the project perspective, a more detailed assessment of the impact of the SSSCF would be valuable in order to establish a clearer picture of the financial and economic benefit of the scheme. Suitable assessments would include examination of the uses to which animals have been put;

their survival rates; the extent to which numbers have increased through reproduction and/or later purchases; the impact of animal ownership on time, financial and other resource allocations within the household; and the relative costs and benefits at household level of keeping small stock.

77. **MAWRD Infrastructure.** At the outset of the project, services in support of agricultural and rural development were only weakly developed. Investment under NOLIDEP has enabled the Government substantially to improve service delivery as an indirect means of furthering poverty alleviation. In a physical sense, this has been achieved in association with the improvement and expansion of administrative and training facilities and the network of Agricultural Development Centres and notably through the construction of VRECs, whereby sources of advice and veterinary drugs have been brought much closer to the point of need.

## **Human Capital**

78. Following the introduction at reformulation of a specific training component, human resource development has been a major focus of the project. Training has been geared to enhancing the technical performance and operational capacity in MAWRD regional directorates and to helping staff interact more effectively with rural communities, including those targeted under NOLIDEP. In addition, considerable investment has been made in direct training of farmer and interest groups, especially in association with investments in physical infrastructure and financial assets.

79. Through staff training, (in-service training, formal degree courses and study tours) the initially weak implementation capacity and knowledge base in the regions have undoubtedly received a substantial boost. Individual knowledge and skills have been increased and the overall organisation and management of rural development services improved. Unfortunately, not all these skills have remained directly available to the project in view of high rates of staff turnover, although the individuals concerned and any organisation they may have moved on to, will continue to reap the benefit. Increased familiarity with participatory rural development methodologies has seemingly been well received by staff and clear efforts are being made to apply newly acquired skills in the context of their overall responsibilities, including in activities supported under NOLIDEP. Field personnel operate in a difficult development environment but nevertheless exhibit considerable enthusiasm and dedication to their work as well as an impressive and growing knowledge of their client communities. Resources and opportunities made available under NOLIDEP have positively contributed to this situation. Further improvements in the regions' institutional capacity must come from continued skills improvement together with modification of roles and responsibilities and greater operational efficiency, since staff numbers in MAWRD are likely to remain small.

80. Training within communities has taken a number of forms, being partly an element of MAWRD's overall responsibility to deliver rural development services (principally agricultural extension services provided through the FSRE approach, veterinary services and water supply extension services) and partly a means of enhancing local capacity to access and manage the physical and financial assets made available through the project. Exposure and exchange visits arranged for farmers were beneficial in broadening farmers' perspective while accompanying field staff benefited from a recognition that farmers may view issues from a different (equally valid) perspective to their own – a valuable lesson for extension personnel to learn. There appears to be a growing recognition that *in-situ* training of farmers has proved more productive than formal, residential courses and, for socio-cultural reasons has been more accessible to women.

81. In the post-reformulation period, the extent to which communities have become convinced of the benefit of contributing to investment costs and have organised themselves in committee structures to manage investments, is testament to the operating skills of MAWRD field personnel and the training they have provided. Although implementation success varies widely, communities have generally shown a capacity to organise themselves in relation to activities they consider to be of high priority. Evidence suggests that project beneficiaries themselves recognise that training (i.e. advice and guidance) is a process and in many cases cannot be treated as only a short-term requirement.



Photo 5: A Panoramic view of Mahango field  
Source: SIAPAC

82. Tentative efforts have been made under NOLIDEP to assist in the retention of human capital in the rural population through investment in HIV/AIDS awareness campaigns. The level of impact of the campaigns is likely to have been minimal in the absence of other supportive measures for specific, follow-up actions to the campaigns to help affected communities and households to mitigate the effects of the disease.

### **Social Capital and People's Empowerment**

83. Following project reformulation, much of the investment under NOLIDEP for and within communities has been made with a view to community development. Social capital has been built up in participating communities and people empowered to take a more pro-active role. Tangible results have been achieved in the formation and training of investment-specific committees, charged with responsibility for organising cost contributions - from the community at large or interest group members as appropriate - and the ongoing operation and maintenance of the facility. For many communities, the real test is yet to come, once facilities (principally water supply and livestock handling structures) have been handed over to them. This raises a fundamental question regarding the underlying approach of an asset being created through public service system and then 'handed over' in completed form to the beneficiaries. This should better be considered as pilot demonstration and training input, for otherwise it is not the best approach to community development and empowerment. There are indeed examples in the NCA of communities either failing to accept their continuing responsibility for infrastructure, and/or living in expectation of further Government support.

84. In the case of the SSSCF, field technicians deliberately sought to give communities the responsibility of identifying potential recipients of small stock. This provides a further example of a positive effort being made to empower the communities. Although the selection process was not always transparent and may in some cases have led to various biases, the communities were able to establish their own basis for selecting households, including both economic and social criteria. The process undoubtedly increased awareness (in the communities and among staff) of the special needs of the resource poor and the feasibility of directing resources to them through specifically designed measures that need not be socially divisive even in a small community.

85. Both the SSSCF and the support for micro-enterprises have been particularly beneficial in terms of the social status, self-esteem and economic empowerment of women. Although the overall

effect of the project in these respects may be on a small scale, the impact on the women concerned will have been substantial.

### **Food Security**

86. In the absence of specifically designed assessments of household production and expenditure patterns, it is difficult to estimate the overall impact of NOLIDEP on food security. On *a priori* grounds, increased food security will come from increased levels of own production of food products for domestic consumption and/or sales of increased surpluses with which to procure foodstuffs. In the production systems prevailing in NCA, both livestock and crop production are important to food security, although as noted above the balance between the two varies considerably in mixed farms and poorer households may be especially reliant on crop production. For households dependent on agriculture as the main means of livelihood, livestock, if owned any, are often viewed as an important source of cash income in case of need, while crops tend to be grown primarily for direct domestic consumption. In times of drought and/or crop failure, livestock owners will sell animals to buy grain to meet household food needs. Interestingly, there is evidence to suggest that (in Kunene) owners of cattle and small stock tend to sell cattle to finance purchase of foodstuffs and smaller stock to meet other domestic costs and social responsibilities. Milk may play a key role in household nutrition but overall increases in own consumption of livestock products alone do not necessarily improve food security. In principle the project design is geared to increasing the off-take of animals for sale rather than to support direct home consumption; this could contribute to food security by better access with cash procurement.

87. There is insufficient evidence at this stage either to confirm that off-take rates have indeed increased or to illustrate any gains that may have been made in terms of own consumption. It is conceivable that at an individual level, households benefiting from the SSSCF and whose stock have survived may have gained more direct benefit from the project than cattle owners in terms of enhanced food security. Increasingly, with the advent of the FSRE approach, there is some involvement at the field level in generating crop production efficiencies, although this aspect does not figure prominently in NOLIDEP-supported activities. The impact of project investment on crop contributions to food security is therefore likely to be small, with the possible exception of households accessing draught power to facilitate cultivation. Households deriving supplementary income from the investments in small enterprises may well have increased food security, particularly as beneficiaries are predominantly women who may be expected to use such income for basic household needs including foodstuffs.

### **Environment and Resource Base**

88. The activities supported by the project have had little or no noteworthy effect on the environment at large. In some instances, the local pressure on vegetation and water resources may even have been exacerbated with the increased access to water-deficit rangelands following installation of water supplies and/or any increases in the density of livestock populations that may have arisen, for example in association with the SSSCF or as a result of better survival rates following veterinary improvements. Livestock extension services remain minimal and project-sponsored interactions with communities or farmers have not yet created due awareness to put livestock production and herd management in an environmental context. More specifically, attention needs to be given to help livestock owners appreciate fully the importance of balancing livestock numbers with available fodder resources and planning herd management to cope with anticipated drought situations.

89. In collaboration with Ministry of Health officials, small-scale efforts are being made to raise issues of environmental health in communities engaged under the project (Caprivi 10 villages; Kunene over 30 villages). Initiatives include simple instruction in aspects of hygiene and the installation of pit latrines in villages with a view to reducing levels of worm infestation and the incidence of diarrhoea. In addition in Kunene guidance has been given on mosquito control and the importance of minimising potential breeding sites in settlement areas. Overall impact in terms of

sustainable changes to habits is so far minimal although initiatives have reportedly been well received in principle, especially by women. There is no reported evidence to indicate whether communities have adopted better hygiene practices and/or begun to construct their own latrines or whether levels of incidence of sickness have been changed.

## V. PERFORMANCE OF THE PROJECT

### A. Relevance of Objectives and Design

90. **Objectives.** The overall project objective - “To improve the economic and social well-being of the rural population in the NCA....” - remains highly relevant to the circumstances of the area’s population, reflects a major aim of Government in seeking to reduce poverty and is consistent with the aims of IFAD strategies in targeting the poor.<sup>25</sup> However, it is questionable whether the same can be said of the project’s subsidiary objectives (para.18), i.e. the means through which the overall objective was to be achieved. There is a degree of inconsistency between the subsidiary objectives as stated and the outputs that may be expected from the project at this stage, given the present nature of its interventions, the implementation arrangements through which it is organised and the procedures under which it operates.

91. **Design.** The scope and approach of the original design has been substantially modified as reflected in the Reformulation Report and has been subject to less formalised adjustments during the course of implementation on the basis of experience and operational reviews. Throughout these changes, the project has remained essentially an institution building project oriented principally towards the livestock sub-sector. Certainly the subsidiary objectives are almost exclusively relevant to livestock owners who account for some 60-70% of rural households, but are of lesser direct importance to non-livestock owners who are likely to be poorer members of society. The most widespread community level benefits have accrued from the installation of water supplies and an improved access to veterinary services, while the majority of funds have been absorbed in civil works, technical services and institution building in MAWRD facilities in the regions. While the institutional benefits have provided a valuable and necessary foundation for supporting rural development, they have led to rather different forms of impact than those implied by the retained objectives.

92. The project design throughout has clearly recognised the important role played by livestock in minimising the risks involved in the rural livelihood strategies that have evolved across the diverse range of agro-ecological conditions prevailing in the NCA. The main components and activities financed are directly relevant to livestock owners and the circumstances of raising livestock under rangeland conditions in arid/semi-arid areas. However, as a livestock development project, the design was perhaps over-ambitious with respect to: (i) the nature of changes in people’s livestock production priorities and management patterns anticipated under the project; (ii) overcoming the challenges associated with development of a sustainable range management system in communally used lands; and (iii) the rate at which sustainable changes to production systems and livelihood patterns can be encouraged in rural communities with entrenched, traditional views.

93. Successive design adjustments were intended to make the project more consistent with the socio-economic context, more inclusive of different wealth categories among the rural population and more participatory in approach (Chapter IID). The shift in focus was justifiable in terms of seeking also to benefit the resource poor by implementing a more all-inclusive programme that can directly influence poorer people (who tend not to be livestock owners) while continuing to support those who are slightly better-off and more readily able to contribute in the short-term to overall economic growth. Although the desire has been to move towards a more all-encompassing, ‘community development’ type of project, commensurate changes have not been made in either the stated objectives and anticipated outputs, or the allocation of funds to reflect the different requirements anticipated in a programme oriented towards community development. The majority of funding continues to be allocated for activities geared to institutional aspects of livestock sub-sector support and to the improvement of (livestock and human) water supplies.

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<sup>25</sup> The first COSOP for Namibia is currently (April 2002) under preparation. Implementation experiences under NOLIDEP will therefore contribute to the development of a medium-term strategy rather than being guided by an existing COSOP.

94. There are then inherent conflicts within the project design and purpose reflecting broader national policy issues, e.g., the tension between sectoral versus livelihood approach, and the tension between production and poverty reduction goals. The RMUs/DMU have faced implementation difficulties and considerable frustrations in attempting to resolve the conflicts and to satisfy partially incompatible expectations and differing interpretations among the several co-financiers of what may be expected from the project. Thus, if an aim was to keep the livestock focus, then the design should have been adjusted to ensure that project investments could generate outputs that would contribute to achieving the stated objectives; giving (a) greater emphasis to the multiple aspects of marketing in order to attempt to affect livestock off-take rates and (b) greater recognition of the role of livestock in the mixed farming and agro-pastoral production systems typical of the NCA would be two cases in point. Livestock are undoubtedly of key importance to the economy of NCA and the livelihoods of a majority of its population. Given the weak institutional base for supporting rural development that existed at the time of design, there was a fully justifiable need to build a better institutional foundation for sub-sector support. Having reflected this need in the design, it may have led to less confusion if objectives and output expectations had then been stated in terms of institutional characteristics (e.g. organisational structure and efficiency; management and technical skill levels; level of access to improved veterinary services in rural areas; and development of an improved knowledge base of coping strategies in rural livelihoods and agricultural production systems).

95. Similarly, in the desire to move towards a community development type of investment, it may have been preferable to change the subsidiary objectives and express anticipated outputs in terms of things the project design could be expected to influence (e.g. community empowerment, women's economic empowerment, more equitable distribution of assets and improved environmental health) and to reallocate funding and adjust implementation arrangements and operating procedures accordingly.

96. As currently implemented, the activities supported do have relevance to the overall objective of the project, but it may have lost some focus by attempting to satisfy a diversity of expectations and interpretations of what is to be achieved.

## **B. Effectiveness**

97. The project has been instrumental in building a foundation for public services to continue to support rural development in the NCA through the strengthened operations of MAWRD's regional structures. This represents a major achievement given the weaknesses that characterised public services in the communal areas in the period immediately following Independence. At the same time, rural households in communities engaged under the project have been assisted to take a more proactive role in the identification of priority areas for investment and have begun to contribute towards the costs of such investment. Again, this represents a substantial change from the earlier situation where, to the extent that goods and services were made available at all in rural areas, the communities' role remained a passive one. Some gains have been made in terms of communities being empowered to organise themselves, through various committee structures, to manage capital assets supplied under the project. Those benefiting from the SSSCF and micro-enterprise investments (mainly women) have established potential sources of economic empowerment previously unavailable in poorer rural communities. Through the project, veterinary services and veterinary drugs have become more widely available and more readily accessible in rural areas. Of particular note are the establishment of the VRECs; the operation of a revolving fund for the supply of veterinary drugs, the initiation of private sector involvement in veterinary drug supply and the introduction of the CAHAs as a voluntary cadre of trained para-professionals providing a primary tier of veterinary services in a number of communities.

98. The assessment of the extent to which project expectations will be achieved by the end of the period is complicated by the internal inconsistencies of design and expectation and varying interpretations of what the project can be expected to achieve in the time available. The nature of institution building and rural development in the context of operations in the NCA requires intensive



efforts over a long period of time if anticipated outputs are to be achieved. The stated objectives were very ambitious in relation to the timeframe envisaged for the project, the activities being supported and modes of field operation that were required in relation to available implementation capacity. It cannot therefore be anticipated that the project will have a significant effect on off-take rates and sustainable systems of range management by the end of the project period, although some communities and households may realise some improvements in livestock production and productivity as a result of their improved access to veterinary services and drugs.

99. The objectives of the project and the (limited) formal documentation guiding its implementation imply that the activities to be supported would need to work together in a synergistic manner if expected outputs are to be achieved effectively and efficiently. This aspect appears not to have been given emphasis in directing support to participating communities. Activities included in AWPBs generally represent an aggregation of interventions, separately conceived by the respective directorates rather than a jointly planned response to unified action programmes for communities' socio-economic advancement and the efficient, equitable and sustainable management of their resources. The introduction of a 'package' of interventions in participating communities in Kavango represents a move in this direction, but reflects communities' willingness to accept an offer of a range of technical options rather than a response to a conscious strategy for the communities' economic and social advancement.

100. The installation of water supplies illustrates the point. The facilities installed act as a focus for livestock under traditional range management practices. Hence their installation can have a markedly adverse effect on grazing availability and range condition by increasing grazing intensity in the vicinity. There is as yet little evidence of technicians linking the siting and design of water installations to an analysis with communities of range status and the discussion of the implications for range management and herd management practices of developing additional water sources. In this connection, it is disappointing to find that the excellent advances made by the project in resource mapping and the mapping of indigenous knowledge of land units using GIS technology have not yet led to the structured use of the information in all regions as a tool in preparatory discussions with communities concerning the pros and cons of water supply developments and the implications for adjustment to livestock management practices. Some limited use has been made (e.g. in Kunene and Caprivi) to use the information, but there is no established approach to using new skills and methods in a consistent way across the regions as part of best practice in working with communities.

## **Community Coverage**

101. It is difficult to estimate the number of communities affected by the project on the basis of technical interventions, given the different types of influence being exerted through the project. Further complications arise from (i) the varying nature of what constitutes a community; and (ii) the differing degrees of accuracy in the information on community engagement as reported by the regions. The original design targeted 200 communities; the reformulated project anticipated that 60 communities would become associated with the project in two phases (para.26). Available information from the regions would suggest that the project is now operational in some manner in about 75 communities including Kunene (36), NCD (7), Kavango (17), and Caprivi (15).<sup>26</sup> It is important to note that in view of the wide variations in population density, the larger number of communities in Kunene will represent a far smaller population than the seven communities associated with the project in NCD. The number of households potentially influenced in these communities has not been accurately reported but may be in the order of 3 760 including Kunene (624), NCD (1 300), Kavango (357), and Caprivi (1 480).

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<sup>26</sup> In some communities a 'package' of interventions has been introduced, in others a single direct intervention has been made. The approach differs between regions and has varied over time as the technical scope of the project widened.

## Financial Status

102. Funds available under parallel co-financing arrangements have already been full expended in accordance with the respective Financing Agreements following the completion of Lux-Development involvement in Kavango and the reallocation in 1999 of a remaining balance of some NAD 0.8 million derived from the French grant. The status of funds available under the IFAD Loan and associated joint financing sources is summarised in Appendix 6. Some categories under all sources of funding, though to varying extent, have been overdrawn. The Government is processing (April 2002) a further request to reallocate the funds between categories of the IFAD loan and BSF and Luxembourg grants during the remainder of the project period.

## C. Efficiency

103. The economic analysis of NOLIDEP carried out as part of the reformulation process was based on “.... benefits from improvements in sustainable range management arising from water point and market development that would permit more livestock to be kept on the land in a sustainable fashion.”<sup>27</sup> Neither the elapsed implementation period nor the nature of the project as currently conceived permit a hard quantitative comparative analysis to be undertaken.

104. In qualitative terms, implementation efficiency clearly improved as implementation skills increased and implementers became more familiar with the demanding tasks involved. NOLIDEP was the first internationally funded programme to be undertaken by MAWRD. Inevitably there were start-up difficulties, which delayed activities and led to slow rates of disbursement, to the frustration of several of the agencies involved (Lux-Development, IFAD and UNOPS). However, the keenness to disburse was not entirely consistent with the nature of development issues being tackled, either before or after reformulation of the design. The time and effort involved in readjusting the design also delayed implementation. Following the reformulation exercise, more participatory approaches in dealing with communities were adopted with the mutual consent of the co-financiers. While these have the potential to improve future investment sustainability, they necessarily are slow to implement. Project investments reliant on the outcome of participatory approaches (e.g. installation of water supplies and livestock handling facilities) cannot be made until the participation process has reached a specified stage, despite administrative pressures to speed up fund disbursement. The rate of implementation considered to be achievable was a major reason for Government’s requesting a 1-year extension to the project period; loan closure is now scheduled for 31 December 2003. Parallel funds from the Luxembourg grant were disbursed in the expected period. By the end of the financing period for the French grant, approximately 10% of funds remained undisbursed; these were subsequently reallocated at the request of Government, fully utilised and the fund closed by June 2000.

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<sup>27</sup> NOLIDEP, *Reformulation Report*, IFAD, Rome. July 1997.

## VI. PERFORMANCE OF PARTNERS

### A. Performance of IFAD

105. As an early step in bringing substantial levels of investment to the NCA in the post-independence period, the implementation of NOLIDEP represented a major innovation for Government. The development principles and approaches involved were all entirely new to an area that had previously suffered from under-investment and economic neglect. The newly independent Republic of Namibia became a member of IFAD in 1992, enabling the Fund to begin a process of assistance to Government that culminated in approval being given for NOLIDEP to proceed (September 1994).

106. Although the project was to be IFAD's first involvement in Namibia, it was by no means the first livestock development project to receive support from IFAD or other donors in an African context. There was already considerable experience in working with very traditional pastoral and agro-pastoral societies, operating in areas under communal systems of land tenure and with common property rights. In addition, IFAD also had accumulated substantial experience in introducing participatory approaches and ensuring that project implementation arrangements and operating procedures enabled the poor to gain access to project benefits, where feasible through mechanisms that specifically targeted the poor. Hence it is perhaps surprising that the project was accepted as initially designed, involving support for communities to adopt sustainable systems of semi-commercial ranching through which, *inter alia*, livestock production and productivity and marketed off-take would be increased. At the time of NOLIDEP design there was a dearth of information on the production systems, agro-ecology and socio-cultural characteristics of the NCA. Nevertheless, IFAD and other donors would have been aware of basic, underlying principles to be followed in dealing with livestock issues under rangeland conditions, the types of difficulties likely to be faced in tackling aspects of improving livestock performance and marketed off-take and the implications of adopting participatory approaches (with their associated advantages and disadvantages in terms of the pace of implementation). Design shortcomings in each of these areas contributed to the slow project start-up compared with expectations and subsequently led to a major reformulation of the project.

107. It is instructive to note that, at the time of approving the Loan, the IFAD Executive Board stressed the need for close monitoring of (i) the project impact on the environment and overgrazing of rangelands and (ii) measures to ameliorate the effects of drought on livestock production. Despite the changes in project design, these aspects remain of concern. A degree of responsibility for the project's apparent loss of focus on achieving positive interactive effects (including in relation to environmental concerns) and synergy between investments in relation to the project's stated objectives and the well-known pitfalls of dealing with traditional systems of extensive livestock management, must lie with IFAD, its Cooperating Institution (UNOPS) and the co-financing partners.

108. During the course of implementation, IFAD and UNOPS have maintained close involvement in the project. Supervision missions (see below) have provided considerable follow-up guidance on administrative and technical matters and recommended successive adjustments at an operational level with a view to improving project performance. The Fund also fielded a Mid-Term Review mission in June 1999 to lead a joint team involving MAWRD staff and representatives of the co-financiers. The Fund has responded positively to requests from Government for reallocations within the terms of the Loan Agreement and to a request for an extension of the project period based on the recommendation of the Mid-Term Review mission for a subsequent 4-year plan of action to implement adjusted project activities. Although the Fund has maintained continuity of involvement, the responsibility for IFAD's Namibia operations at an institutional level has now changed four times. Together with now three changes in responsibility for Namibia operations within the UNOPS, this is likely to have resulted in variations in individual approach and views on programming priorities for improving project and loan performance.

## **B. Performance of the Cooperating Institution**

109. Since project inception and the Start-up Mission of April 1995, UNOPS has conducted six annual supervision missions and three follow up Missions on behalf of IFAD (Appendix 7). Missions were headed by the responsible UNOPS officer of the time and generally included one or more specialist consultants in fields relevant to the project. UNOPS was also represented at the workshop held to discuss the project Mid-Term Review in May 1999. Supervision reports have been comprehensive in coverage and structured in a manner that permits comparisons to be made between successive reports on implementation status and the responsiveness of the co-financing partners to issues of concern.

110. Supervision Missions have gone to considerable lengths to give continual, constructive guidance to project implementation. In many respects this has been successfully translated into operational improvements. However, project interventions within communities need to be made as part of cohesive action programmes to improve communities' economic and social well-being rather than continue them to be made as an aggregation of discrete activities; such technical matters should be given greater attention during supervision, also better-reflecting the co-financiers wealth of operational experience.

111. The perceived slow pace of project start-up caused early pressure to be placed on project implementers to speed up disbursements to the satisfaction of external co-financiers, as well as the consulting companies providing technical assistance personnel. Project records suggest that, although there was a degree of resistance to the pressure among regional officials, the pace of implementation did indeed increase as a result. However, field and documentary evidence indicate that it may have done so at the expense of the adoption of fully participatory principles and the development of a local sense of 'ownership' of investments; principles which the funding agencies purport to strongly uphold and promote. The experience is a reflection of the continuing dilemma of financiers' seeking to ensure rapid fund disbursement in an investment environment that necessarily requires activities to take place at a pace consistent with local implementation capacities and in projects that involve many activities that are inherently slow and difficult to implement.

112. In addition, it is not surprising in a country with its first experience ever of an international project of its kind that differences of opinion developed right at the beginning over what was seen as UNOPS' over-bureaucratic approach, the administrative complexities associated with the IFAD loan and the procedures for project monitoring and evaluation. This created some misgivings between the implementing agency (especially at an operational level in the regions) and the UNOPS representative who was involved for the majority of the implementation period to October 2000. There is however a wider issue here related to implementers' need to appreciate the different implications of loan and grant financing. IFAD, without administrative involvement in-country and acting through a cooperating institution (in this case UNOPS), necessarily has very different financial administration procedures from the parallel co-financiers, i.e., France and Luxembourg (Lux-Development portion) providing grant aid, managed directly by representatives in-country and in the project itself, respectively. Since NOLIDEP is the first IFAD-supported project in Namibia, implementers would, at least initially, be unfamiliar with IFAD's administrative procedures and in particular its manner of operating through UNOPS. Nonetheless, UNOPS and IFAD were duty-bound to ensure that procedures were strictly followed in accordance with the terms and conditions of the Loan Agreement and time was needed to assist and enable the MAWRD to fully appreciate and adjust to the requirements of loan-based financing. Under these circumstances, a Start-up Mission of more than five days, or alternative means for providing rather longer-term guidance in the installation of appropriate administrative systems would have been warranted.

113. The situation is different and better now. Following the resolution of early difficulties with the operation of the project Special Account, Loan and grants administration has proceeded relatively smoothly. UNOPS is perceived by the PSS to have responded satisfactorily to requests for reimbursement of the project Special Account and has been instrumental in assisting Government

with preparations for reallocation requests. It has also been diligent in examining accounting and audit procedures and has maintained continual pressure on MAWRD to improve the standard of accounting and timeliness of financial reporting.

114. UNOPS has made considerable efforts to improve procedures for project performance monitoring and the recording of information that would permit ongoing assessments of effectiveness and efficiency (as part of an overall management information system) and allow periodic quantitative evaluations of impact to be made. Concerns were raised during each Supervision Mission and a number of concrete suggestions included in mission reports. Nevertheless, the regions need assistance and guidance in order to shift from their continued focus on physical progress monitoring rather than efficiency and impact monitoring, and thereby contribute to the effectiveness of the supervision process.

### **C. Performance of Government**

115. Overall, the performance of the Government has been responsible and responsive. Existing policies and the strategic framework for development of the NCA have been conducive to supporting poverty reduction and continuing efforts are being made to refine and harmonise relevant policies that will further support rural development in communal areas. In a number of cases, the NOLIDEP experience has either contributed to or been instrumental in creating changes in national and internal MAWRD policies. Examples include contributions to the National Drought Policy, Water Bill and Vision 2030; changes in MAWRD policy for the management and coordination of development activities at regional and national levels; and the acceptance and wider adoption of participatory methods and cost sharing by beneficiaries in other ministry and government programmes.

116. The Government is a signatory to the international Convention to Combat Desertification, which includes an obligation to formulate in participatory fashion a national action programme dealing with related policy, institutional and technical issues with an emphasis on community management of natural resources. Obligations under the Convention are to be fulfilled under the already operational Namibia's Programme to Combat Desertification (NAPCOD) in which a key objective is to work towards greater community control over the balance between livestock and rangeland resources. This issue lies at the heart of NOLIDEP, which continues to contribute to environmental debate and related policy development. Land reform and marketing development have formed a part of NAPCOD deliberations and will continue to be influenced by the NOLIDEP experience and conversely have major implications for future development approaches and opportunities in the NCA through NOLIDEP and/or other investment initiatives.

117. In most aspects, MAWRD has shown a willingness to respond to constructive suggestions for the improvement in performance of a project that has a high profile and is highly valued, not least at regional level, as a major investment in a previously under-supported area.<sup>28</sup> The Government's positive perception of the project is perhaps best reflected by the fact that counterpart funding contributions have been made available as required and in some cases in advance of expectations under contractual obligations. The Government also allocated substantial additional resources (equivalent to approximately USD 2.6 million) following reformulation. Given the weak state of public services in the NCA at the time of project inception, the achievements of the regions in the planning and management of field operations are impressive. Although scope remains for further improvement, MAWRD has recognised the value of the collaborative approach adopted in NOLIDEP to dealing with the practicalities of implementation and has made considerable adjustment to both organisational structures and operating procedures at regional and national levels.

118. Supervision Mission reports show satisfactory compliance with IFAD Loan covenants. Debt servicing of the IFAD Loan has recently begun (June 2000) and is so far proceeding satisfactorily. Difficulties have been experienced with accounting procedures and the timeliness of financial

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<sup>28</sup> Letter dated 24 January 2001 from the Minister of Finance addressed to the President of IFAD.

reporting, which successive supervision missions have sought to resolve with the Directorate of General Services in MAWRD. Adjustments have gradually been made as required. Completion of the ongoing reconstruction of accounting information lost through computer and software problems and the introduction of new accounting software from the start of the new financial year (1 April 2002), are expected finally to resolve outstanding difficulties. Through the project, a system for the authorisation of expenditures up to NAD 50 000 (approx. USD 4 500) has been introduced at regional level in MAWRD, with expenditures controlled via an AWPB and agreed financial management and accounting procedures. The system has been well received by Government and is viewed as a piloting of the decentralised management of Government funds. The Ministry of Finance has not yet issued national guidelines on regional management of funds, but experiences under NOLIDEP are likely to be helpful in the broader context of the ongoing decentralisation of public services.

119. At an operational (especially field) level, perceptions have arisen, as might be expected in such first-time initiatives, of NOLIDEP being viewed as an addition to responsibilities rather than an integral aspect of normal responsibilities. Roles and responsibilities within MAWRD are currently under review as part of a process of internal restructuring. Under present arrangements and with the difficulties of working in much of the NCA, MAWRD has experienced problems with ensuring staff continuity and maintaining staffing levels. This had an adverse effect earlier in the life of the project when the inability to provide adequate counterpart staff led to an over-reliance on internationally recruited technical assistants and precluded their transfer of skills to the nationals. Staffing continuity remains a problem, which MAWRD has eased through the appointment of qualified Namibians where possible and recruitment on long-term contracts of technical specialists from within the region. Stronger technical and administrative guidance would have benefited the regions more than MAWRD might have been able to muster through the project coordination structure.

120. The standard and *modus-operandi* of monitoring of project activities and performance requires to be refined and attuned to the project goals and objectives, as highlighted earlier. Despite considerable efforts on the part of UNOPS, the regions have not yet established a consistent management information system for the project. The major cause for inadequacies is linked to the lack of implementation, monitoring and evaluation guidelines from the outset of the project and shortfalls in the level of technical and administrative guidance to the regions, given the constraints of adequate staffing of MAWRD directorates. Closer attention to these aspects could have helped also to retain the focus of implementing agents on the underlying technical and development principles and objectives of the project. Although the PSS and regions may continue to view the application of manuals as an imposition and 'binding on the regions' their absence has permitted inappropriate variation in performance and effectiveness across the regions and inconsistency between regions in the reporting of key data. In carrying out the recent internal evaluations of project performance, as a precursor to the design of a "follow-up" project, regional managers have themselves begun to appreciate the inadequacy of available data. The PSS and the PCC are presently in the process of considering how best to use a standardised Logical Framework as a basis for future assessment of performance of all Directorates' activities including donor-assisted projects, including NOLIDEP. This should prove helpful, besides being an opportunity to better understand and interpret the role and functions of the Logframe, as universally recognized, including that by IFAD and UNOPS.

#### **D. Performance of Co-financiers**

121. Government would not have entertained the establishment of NOLIDEP without access to co-financing through grant aid. The parallel co-financiers (the French Government and Lux-Development) had the advantage of representation in Namibia (through embassy representation and contracted management respectively) and were thus able to maintain close involvement with the project, take part in Supervision Missions and project reformulation and attend the regular meetings of the PCC. Access to the grants from the Luxembourg Government and BSF proved important in enabling the project period to be extended. BSF involvement has perhaps also given extra encouragement for the project to become involved in support for socially-oriented activities in the interests of the poor. Parallel funds have been fully drawn down.

122. Despite criticisms levelled at the technical assistance personnel, internationally recruited under the French and Luxembourg financing agreements, their contributions towards building institutional knowledge of the NCA and establishing project operations has been substantial. The independence of action shown by some of the contracted consultants may have hindered the project from the point of view of their reported resistance to the introduction of implementation manuals and guidelines. It was also the cause of some friction (Kavango Region) between regional officials of MAWRD and the consultants as a result of the latter's tendency to function as a separate project entity.

123. On completion of scheduled technical assistance inputs, the Coopération Française responded positively to a Government request to allocate the balance of funds remaining to priority areas of relevance to the project. These included support for: the establishment of a revolving fund for veterinary drugs and furtherance of the process of privatising veterinary services; the ongoing national study of rangeland carrying capacity; and a study of indigenous knowledge relating to the classification of land units. The positive response and nature of interventions supported illustrates the French commitment to the Government's poverty reduction programme. Further evidence of this commitment is seen in the funding by the French Government of a subsequent investment in NCA (the Northern Regions Extension and Epidemiology Services Project), its major involvement in the ongoing Rural/Micro-Finance Programme and its support for emerging representative farmers' organisations.

#### **E. Performance of Non-Governmental and Community Based Organizations**

124. **NGOs.** Civil society organisations in Namibia are not well developed. However, principally in the post-reformulation period, regional managers of NOLIDEP have taken some advantage of available services. NGOs have been contracted to provide supplementary, specialised services to strengthen the implementation capacity of MAWRD; to train technical staff in participatory development methods for use in field operations; and to train community based organisations (CBOs) in skills related to their respective project-sponsored investments. Among others, the project contracted: Oxfam Canada to carry out site surveys of the initial 16 communities engaged under the project; ACCORD to train regional personnel in PRA techniques; Gizito Catholic College to provide special skills training to women's groups; Agrifutura to develop small business management skills; and Women's Action for Development to provide technical skills and associated training in the management/execution of micro-enterprises.

125. Available secondary information does not allow assessment of the cost-effectiveness of NGO involvement. However, the outcome of their association with technical personnel and CBOs in terms of skill transfer has been positive. Since most local and international NGOs are based in Windhoek and have limited financial and implementation capacity, it has proved difficult to maintain consistency in their involvement.

126. **CBOs.** To access capital investments (civil works and machinery/equipment) through the project, communities and specialised interest groups have been obliged to organise themselves for involvement in the identification (*inter alia* through PRA processes) and introduction of priority investments and gradual assumption of responsibility for subsequent operation and maintenance. The organisations are either committees acting on behalf of the whole community (e.g. for water supply facilities) or committees formed within specialised interest groups (e.g. to run an income generating enterprise). There is a clear willingness to develop such structures. Committees have been given relevant training through the project and are generally appreciative of the support. There are numerous instances, particularly among small enterprise groups (e.g., sewing groups, brick making businesses, small-scale flour making enterprises, bakeries and general purpose village shops) of requests from their respective management committees -set up through efforts of MAWRD field staff- for further training to strengthen their activities. CBOs established for the management of activities designed to serve the community at large (e.g., water point committees, crush/auction pen committees, community development committees acting as the link point during PRA and activity planning exercises) have proved to be at least partially successful in raising financial contributions from beneficiaries,

following the introduction of the cost-sharing principle into community based investment programmes under NOLIDEP. There is wide variation among CBOs in the apparent level of understanding of the implications of investment, the skills shown in managing the assets made available and the degree of expectation of continuing support from Government. Nevertheless, their existence represents a positive step in social and/or economic empowerment.



## VII. OVERALL ASSESSMENT, CONCLUSIONS AND INSIGHTS

127. **Overview.** Opportunities exist to build upon the experiences of NOLIDEP implementation and consolidate gains already made in an effort to alleviate poverty and stimulate economic growth. The project has a high profile in participating communities throughout the NCA and has been instrumental in encouraging the adoption of a more integrated approach to agricultural development planning at regional and national levels, to the benefit not only of the project itself but also of other rural development-based projects and programmes. Substantial efforts continue to be made to improve the project's poverty reduction focus. Staff capabilities have been enhanced through training in interactive skills in dealing with rural communities as well as in specialised technical skills. Communities and groups directly benefiting from project-supported interventions have generally appreciated the support and have shown that it is possible for them to take an active role as partners in the development process, organise themselves to access support, begin to develop a sense of 'ownership' of facilities and contribute to the cost of investment in capital assets. However, the question remains of the extent to which the approach and interventions can be replicated using existing operational procedures and through the continued reliance on MAWRD implementation capacity, unless there are substantial increases in funding and staff. If and as neither of these is likely to occur, and despite the experience and expertise acquired by MAWRD, need exists for further adjustments to institutional arrangements and operational relationships between the public sector, private sector and civil society.

128. Regardless of the structure and content of any successor project, it will be essential for the future of livestock production in the NCA to place rural livelihoods development in its environmental context. It will also be important for staff at an implementation level to carry out field programmes that are consistent with and supportive of national and international principles on environmental management to which Government subscribes and national policy directives, such as those embodied in the Namibia's Programme to Combat Desertification and forthcoming legislation under the Water Bill.

129. The project has already passed from its pilot phase into an implementation phase. The designed intention was to test initiatives and procedures in the pilot phase with a view to wider replication. Adherence to this principle has been variable. The pressures to increase fund disbursement rates may have contributed to premature expansions of operations and the replication of interventions on a wider scale without adequate attention being focused on aspects of community/interest group preparation. As a result, the sustainability of some interventions and the continued commitment among recipients to their operation and maintenance can not be assured unless further strengthened and supported in terms of participatory processes. The lack of an effective management information system and periodic impact assessments make it difficult to determine how activity expansion has been justified.

130. There is a growing acceptance among development practitioners in the NCA of the importance of: (i) improved targeting to ensure better resource access among the poor; (ii) the close involvement of the intended beneficiaries throughout the development process; and (iii) the adoption of more holistic approaches to responding to livelihood needs and circumstances. However, the practical application of relevant development methods, as well as interpretations of the meaning of 'participation', remain highly variable. Such variations can be clearly observed across the project area in the operational procedures adopted by the RMUs/DMU in their dealings with the targeted communities. Establishment of consistency in implementation approach would be beneficial in any future investment. This does not necessarily require uniformity in the form and content of support ultimately made available to programme beneficiaries, taking into account site specificities..

131. There is evidence throughout the project area of a growing emphasis on consultation with community representatives, in some cases using participatory rural appraisal techniques to establish a prioritised listing of community needs as a precursor to the introduction of project-financed activities. The adoption of a consultative approach is a welcome step forward, which in some communities, when coupled with the project's requirement for financial or in-kind contributions from the beneficiaries has gone some way towards developing a greater sense of local ownership of the investments. Location-specific, project-sponsored investments under NOLIDEP are undoubtedly

community based, although their nature and scope has often been heavily influenced by the pre-determined menu of options and standardised designs available through the project (e.g. water supply structures and auction pens). There is considerable scope for field operatives to interact more closely and intensively with rural communities to help them articulate their own programmes for advancement (see also Annex 4) and become increasingly self motivated. Field observation suggests that (especially infrastructure) investments have generally not been made on the basis of a sufficiently thorough analysis of the location-specific resource circumstances with the community concerned, nor has their introduction been based on adequate preparation of recipients during the design process to ensure consistency with the sustainable resource management principles underlying the project design and the demands for development imposed by the local resource base.

132. Under the main components of the project, the impression gained is that activities introduced into communities commonly represent an aggregation of discrete actions by implementing directorates albeit in response to needs identified with communities through processes of participatory rural appraisal. There is little evidence to suggest that activities form part of structured plans developed in response to constraints on and opportunities for inclusive socio-economic advancement in the locality. Communities and interest groups must be listened to and involved intimately to ensure ownership of project plans and programmes, even if it may not always be appropriate or feasible for the project to support specific demands identified through a consultative process or diffuse activities. There certainly has been evolution and the project has played a role, but the project has been able to develop only at the pace of institutions in which it is embedded.

133. The implementation experience of community based infrastructure developments, the SSSCF and micro-projects financed under the CDF illustrates the need to increase the skills of both field staff and beneficiary groups in the planning of investments and raising their awareness of the implications of installation for future operation and ongoing management. Considerably more preparatory work (such as exposure tours, discussion forums, activity-specific technical and managerial guidance) is needed before commitments are made to invest. Clearly this approach may result in a slower pace of implementation of individual investments. In the case of income generating activities, there is need to examine with the potential beneficiaries the financial viability of investments and help them to fully appreciate the likely costs, benefits and ongoing organisation and management implications of their investment prior to any commitment of funding from the project. There are a number of examples in each region of the problems that can result from beneficiaries being insufficiently prepared. This is reflected not only in uncertainties regarding the financial viability and sustainability of enterprises, but also in terms of the variations seen in the sense of ownership of investments and widely varying degrees of self-reliance exhibited by beneficiaries. In many cases, recipients continue to show a considerable dependence on the project (Government) as a potentially perpetual source of financial and material support.

134. **Insights.** Project implementation experience has demonstrated *inter alia* that:

- (a) communities can be encouraged to take an active role as partners in the development process, organise themselves to access support, develop a sense of 'ownership' of facilities in their community and contribute to the costs of investment in capital assets. The susceptibility of communities to participatory processes varies markedly and considerable time may be required to accomplish sustainable change, particularly since many people have continuing expectations of free support from the Government and other donors. The importance of giving adequate emphasis, time and resources to the mobilisation process should not be compromised by aspirations to meet pre-set physical targets and/or to speed up project fund disbursement rates;
- (b) poorer members of rural society can be reached through specifically designed measures, such as the SSSCF and income-generating enterprises and need not rely entirely on a 'trickle down' effect or gaining benefit along with the rest of their community in initiatives directed towards the community as a whole. Without specific

forms of targeting, there is a demonstrated risk of project benefits being biased towards better-off, larger farmers. While this may well create overall economic growth, it may not be fully compatible with the aim of furthering a more equitable distribution of assets in the shorter term and for poverty eradication;

- (c) project objectives and anticipated outputs need to be realistically set in relation to: the operational context; aspects that the project as designed (i.e. its components and activities) can be expected to influence; the resources available (human and financial); and the time allocated. This is especially true in the case of NOLIDEP, which deals with highly complex and intractable issues of sustainable range management and livestock production among rural communities - many of which have entrenched, traditional views - in areas where land is held under communal systems of tenure. For example, the stated aim of increasing livestock off-take remains unrealistic in this context, given the inadequacy of designed initiatives to facilitate market linkages. The recent livestock marketing study represents the first clear attempt to look at livestock marketing issues more thoroughly, but this was only conducted in year five of the 7-year project and could more usefully have been given higher priority earlier in the project life;
- (d) the institutional arrangements that have evolved for the project at both regional and national levels have demonstrated the value of closer collaboration in the planning and oversight of development activities to the extent that: (i) programme implementers in the regions are increasingly functioning as multidisciplinary teams in dealing with NOLIDEP activities; and (ii) several institutional changes have been introduced by MAWRD to its overall operational procedures both in the regions (in terms of the role of Divisional/Regional Management Units) and at headquarters (with the establishment of the Project Support Services sub-division);
- (e) despite the improving collaboration, NOLIDEP implementation experience highlights the importance of extending collaboration to include the annual planning and budgeting process if development initiatives are to be designed as complementary and, where appropriate, synergistic inputs in accordance with project procedures and in relation to achieving the overall purpose of the project. Under NOLIDEP, activities introduced into communities commonly represent a series of discrete actions by implementing directorates (albeit related to identified community needs) rather than being part of an explicit, strategic plan for the community's socio-economic advancement. The expansion of water supply facilities in the absence of clear understanding and agreement among involved communities of the implications for the management of stock in the surrounding rangeland illustrates the point. The aggregation of a series of discrete directorate plans into a work programme and budget to be submitted for project funding is unlikely to compare favourably with a jointly prepared, unified strategy and action plan. In the case of NOLIDEP the former approach is common and as a result the overall purpose and design integrity of the project have become obscured;
- (f) the project has illustrated the importance of having the flexibility to respond to rural development concerns in accordance with location-specific circumstances. However, the flexibility should not be interpreted at a regional level as the equivalent of complete autonomy of action to the detriment of the overall integrity of the project, nor should it preclude directorate staff in headquarters from providing technical and managerial guidance where appropriate in order to keep implementation fully on track, particularly given that operational guidelines were not prepared for NOLIDEP at the outset;

- (g) much more attention could have been given to the crucially important aspects of performance monitoring and the establishment of an effective management information system to provide dynamic feedback into the planning and implementation process. Allied to this issue are the difficulties experienced in assessing project impact and effectiveness in relation to expected outputs (e.g. economic advancement among rural households, livestock productivity gains, modifications to range management practices, etc.), given that indicators of performance in this regard have not been monitored. Monitoring of the physical progress of interventions has taken place, but it is difficult to also measure the overall success of the project in economic terms. This will be of some concern to Government, not least since the project is in part loan-based. Government's external borrowing is highly selective and limited and there will be expectations for NOLIDEP to be proved cost-effective in stimulating economic growth and thereby contributing to the means for ultimate repayment of the loan;
- (h) There is considerable scope for MAWRD to extend its collaboration with other development partners (NGOs, other ministries and the private sector) in working within communities. Collaboration to date has benefited rural households (e.g. through specialised training of community-based interest groups) and has supplemented the skills and implementation capacity of MAWRD in the regions. As part of the ongoing restructuring of the ministry, consideration could be given to broadening the scope and nature of collaboration. Where feasible, the ministry should act as a facilitator for the involvement of other actors rather than having to shoulder the onerous responsibility of implementation entirely on its own. It seems unlikely that MAWRD will have either the human or financial resources to assume such comprehensive responsibility when programme requirements expand and best practices in participatory approaches to working with communities are adopted. Field operatives of MAWRD are unlikely to be able to sustain the intensity and duration of interaction necessary to act as facilitators to mobilise and empower communities unless their roles and responsibilities are redefined and working relationships with other stakeholders in the rural economy are substantially rationalized. Problems that have arisen from DMU/RMUs' limited capacity for contracts supervision in civil works programmes, provide an illustrative example of the need to consider outsourcing necessary skills and devolving selected responsibilities rather than continually adding to the responsibilities of the overstretched ministry personnel; and
- (i) rural development philosophy has evolved both nationally and internationally during the course of NOLIDEP implementation. Project implementers have made considerable efforts to accommodate the changes and reflect them in their work programmes, but their experiences in doing so have highlighted the continuing differences in interpretation among the stakeholders of several key themes underlying the project such as: poverty alleviation/reduction; community participation and empowerment of the poor; sustainability; replicability; and holistic approaches to development. As a result, very different expectations of the project have arisen among the multiplicity of financing partners and the implementing directorates, seemingly without a clear consensus being reached subsequently on how best to proceed in order to maintain an appropriate focus for the project as a whole. In order to minimise future frustrations and to ensure that interested parties can (i) become familiar with trends in development philosophy, (ii) develop a mutual understanding of the implications of the trends, and (iii) translate these into effective improvements at an operational level, it would be important to provide continual opportunities for sharing rural development experiences at a policy making level.

## **VIII. RECOMMENDATIONS**

### **A. Recommendations for the Remainder of the Project Period**

135. Given the short time remaining before project completion, the mission does not recommend attempting to make structural changes in operational procedures at this juncture. The recommended focus is to (a) consolidate efforts through follow-up support to those staff, communities, committees within communities, para-professionals and farmers already associated with NOLIDEP and (b) to the extent possible within the framework of the agreed AWPB for 2002/03, initiate selected actions that would facilitate the design and implementation of any successor project(s) in line with agreed approaches to the future stimulation of more broadly based economic growth in the NCA.

136. More specific short-term recommendations of the mission, relating to overall operational aspects of the project are outlined below:

- (a) the MAWRD to be supported and strengthened in order to provide appropriately innovative and firmer leadership as managers and to guide the regions in technical and administrative matters in the interests of maintaining the integrity of the project and ensuring the adoption of 'best practice' in implementing project-financed activities;
- (b) directorate officers at national level to provide project implementers in the RMUs/DMU with further effective guidance in their increasingly interdisciplinary operations, and especially to planners at the regional level, on how their more integrated programme planning and budgeting framework can be reflected in budgets that retain directorate-specific characteristics and relate primarily to non-project (NOLIDEP) specific activities;
- (c) establish systems for local level monitoring and assessment in line with recommendations from the latest Supervision Mission and the outcome of deliberation between the regions and the PSS on the recording and management of project-generated information;
- (d) conduct a series of quantitative assessments of the utilisation and impact of physical and financial assets provided to date in relation to indicators that reflect the project's expected outputs and objectives;
- (e) the PCC to consider providing guidelines (perhaps in the form of a series of seminars and/or concise manuals) from the MAWRD headquarters to the regions on general principles and procedures to be followed, training standards and curricula requirements for specialist staff and para-professionals and the application of management information systems to be used in designing/implementing field activities;
- (f) the MAWRD to become represented (perhaps through the PSS) in the Namibia Association of Community Based Natural Resources Management Support Organisation (the Ministry of Environment and Tourism is already a member) as one means of broadening exposure to other ongoing initiatives in fields relevant to its operations in the NCA and other communal areas; and
- (g) the PCC to encourage RMUs/DMU to become more pro-active in facilitating linkages between organisations/interest groups in communities and available sources of information, advice and marketing opportunity (such as agro-processors; traders involved on both the supply and market sides of farming; marketing intermediaries (such as Meatco and the Mahangu Marketing Intelligence Unit); and, as an aid to improving herd performance, livestock breed associations south of the Veterinary

Cordon Fence (e.g. the Nguni Breeders Association). This need not exclusively entail the RMUs contracting in services and retaining overall responsibility for implementation, but rather their acting in partnership with communities and rural households to support them in establishing their own contracts and relationships with multiple service providers.

137. Marketing and economic development issues and recommendations are discussed in Annex 3. Recommendations on the Sustainable Range Management component are developed in Annex 4, while those for the Livestock Support Services and Animal Health and Veterinary Services components are presented in Annex 5.

## **B. Recommendations and Issues for the Future**

138. Although IFAD fielded the Interim Evaluation Mission, the recommendations below are given in relation to future development in the NCA and opportunities for strengthening Government's support to the area in the post-NOLIDEP period, regardless of whether a decision is taken for IFAD to continue its lending programme in Namibia. Whilst the recommendations as presented do not necessarily anticipate a future IFAD involvement in designing a successor investment to NOLIDEP, they do reflect (at least some of) the aspects that are likely to be focused on in the formulation of any future investment proposal submitted for consideration by IFAD management. Government may well take the view that some of the suggestions will be adequately covered under other ongoing or planned programmes, using other sources of financial support than IFAD. For example, in the case of the recommendation to promote rural micro-financial services, a national framework is already being put in place to guide future developments and it is not clear at this stage whether additional actions under a separate investment in the NCA would be necessary or appropriate. Nor would it necessarily be the case that any IFAD support to the NCA must include investment in micro-financial services unless this enables an otherwise unsatisfied financing niche to be filled. IFAD could nevertheless be considered to have a comparative advantage in developing micro-finance initiatives to serve the rural poor, given its abiding interest and accumulated experience in, and association, with the sub-sector.

139. Future investments in and for the NCA should continue to contribute to developing a policy and investment environment conducive to poverty eradication and economic growth. This may or may not necessarily or exclusively involve MAWRD and the agricultural sector and need not, perhaps preferably should not, risk over complication and difficulties of implementation by attempting to deal with the full gamut of rural development concerns within a single project framework. A unified approach to a series of compatible investments within the framework of a series of longer-term programmes may be more appropriate.

140. Given the pressures on the natural resource base and the anticipated increases in human and livestock populations, there is a medium to long-term need to diversify the economy and encourage people away from directly crop and livestock production-related activities as their major means of generating a livelihood, e.g. through their involvement in the service sector or economic activities that add value to agricultural or other products. Conceivably this may require: adjustments to the legal and regulatory framework for the establishment of small-scale enterprises; introduction of incentives for small-business development; improved access to financial and business planning services in line with emerging strategies under the Rural/Micro-Finance Programme; and the adoption of innovative approaches in partnership with the private sector aimed at increasing the responsiveness of farmers/livestock herders to market demands and opportunities.

141. While substantial progress has been made in various aspects of the project, there are several areas which would need to be focused in designing and operationalising subsequent investments to ensure the requisite impact. A key focus for the future would be on the empowerment of the rural poor and enabling them to use/apply their resources and assets (human, environmental, physical, socio-cultural and financial) in an efficient and sustainable manner. With this focus it would not be appropriate for an investment programme to pre-determine the types of intervention that would be

needed and arrange its financing allocations accordingly in advance. Alternative mechanisms for funding - perhaps an evolution of the CDF - would need to be developed that could be drawn upon in support of community-identified, priority activities. The approach suggests a need to consider very different mechanisms for fund management and draw down within the regions – possibly linked to the emerging and increasing role of the Regional Councils – and, by association, the modification to overall financial management and coordination procedures in the communal areas in line with moves towards a decentralisation of public services.

142. While building on the experience of NOLIDEP, it would be important to optimise the role of other potential stakeholders (including civil society and the private sector) and ensure the adoption of best practice in tackling rural development issues. An investment programme designed on such a basis would be expected to have very different characteristics to those of NOLIDEP but would nonetheless include measures to consolidate and capitalise on the gains the project has made. A simple continuation or expansion of ongoing operations and procedures would not be considered appropriate.

143. Accordingly, the Interim Evaluation Mission recommends that the following points would need to be debated and taken into consideration in the design of a successor investment(s):

- (a) the main principles of beneficiary participation and representation of the interests of the poor would be intensified and continuously pursued, with emphasis on fostering democratic and inclusive local institutions as vehicles for increased, equitable access to resources, services and opportunities for socio-economic advancement;
- (b) sustainable natural resource utilisation and management (in particular, but not exclusively, grazing and water) would continue to be a central theme, with attention to securing and protecting access rights among poorer resource users, especially where communal natural resources provide the basis for livelihoods of the poor. Closer dialogue and interaction with institutions and initiatives such as SARDEP and NAPCOD would be sought and working partnerships established with appropriate service providers according to locally identified requirements;
- (c) in continuing to improve efficiencies in the livestock sub-sector and support sustainable improvements in rural livelihoods as a whole, attention would also be paid to interventions that would be of direct relevance to the poor and women. This would include devising sustainable and replicable mechanisms for those having few assets to access resources (in cash or in kind) to embark on productive activities - including animal husbandry, crop diversification or off-farm income generating enterprises;
- (d) the NCA covers a vast area with diverse agro-ecological conditions and varying economic potential. The geographical coverage of future investments would be reviewed in the light of the expanded knowledge, derived from NOLIDEP and other sources, of agro-ecological conditions and socio-economic circumstances in the NCA. The design of operating procedures, components and activities should ensure a capacity among service providers to respond appropriately in accordance with local conditions and needs while maintaining adherence to best practice and the overall principles agreed for the investment;
- (e) target group(s) and the means to reach them would be clearly defined. There is a high level of heterogeneity in the poverty situation, the causes of poverty and the constraints and opportunities facing the rural poor across the NCA. A future programme of support to the area should recognise this heterogeneity while ensuring that targeting mechanisms do not risk becoming culturally divisive – a major consideration in the, often small, communities that are characteristic of much of the NCA;

- (f) as part of its restructuring programme the MAWRD would consider redefining the roles and responsibilities of field technicians to act as facilitators for broader-based development within communities and performing a liaison function between rural households and multiple potential sources of service provision and guidance, rather than acting as (principally) crop oriented extensionists. Government would also consider the consolidation/rationalisation of GIS facilities serving the NCA with a view to increased cost efficiency;
- (g) Government has adopted the Decentralisation Policy and the Regional Councils, mandated to spearhead planning and supervise the execution of development programmes, have been put in place. In line with the Policy, support would be directed to strengthening the capacity of local authorities and public service representatives (including personnel of MAWRD) to plan and manage the development process in broad consultation with constituencies, NGOs, community-based organisations, farmers associations and the private sector in accordance with participatory principles. Local-level institutions would also need to be supported and strengthened, with particular attention focused on institutions which are inclusive of the rural poor;
- (h) Government (including MAWRD) would adopt and strengthen management information and reporting systems in the regions to improve the coordination and effectiveness of local programmes and permit the cost-effectiveness of the investment to be assessed in economic terms. Given the fragile agro-ecological conditions, institutionalising a local-level environmental monitoring system as a guide to, and possible control over, continued planning and investment would be of critical importance;
- (i) support would be expanded for non-public institutions and other actors with potential to facilitate improved access by the poor to goods and services. Conceivably this could require examination/adjustment of the legal and regulatory framework for small businesses, farmers organisations and micro-financing institutions. The aim would be to create improved incentive and opportunity to invest among retailers or farmers associations procuring and supplying inputs; strengthen and regulate the involvement of farmers' associations or community workers for the provision of basic advisory services; encourage the establishment of locally-based contracting businesses to undertake infrastructure works; and facilitate farmers links with small-scale traders or farmers associations who could help to expand access to market opportunities;
- (j) gender mainstreaming would be taken into account at all stages of the programming cycle, starting from sound gender analysis to better understand the different roles, constraints and opportunities facing poor rural women (and men), based on which appropriate activities would be designed to address their needs and aspirations. The need to pay special attention to women, in the Namibian rural context, arises from: the high proportion of *de facto* or *de jure* rural female-headed households; the prominent role of women in small stock management, crop production (staple grains) and household nutrition; the increasing involvement of women in activities formerly in the male domain; labour constraints on female-headed households; and the level of participation by women in decision-making within households and communities;
- (k) awareness campaigns geared to the prevention of HIV/AIDS in rural communities have been supported under NOLIDEP in some regions within the framework of the CDF. In a future programme, HIV/AIDS concerns would be more strategically addressed from the initial development stage and specific actions incorporated into the design taking into account current and planned activities of Government, donors and NGOs and, should IFAD be involved in a future lending programme, the Fund's recently finalised HIV/AIDS strategy. Issues related to mitigating the effects of



HIV/AIDS would be taken fully into account in assisting communities to develop their location-specific action programmes and would thereby reflect the varying socio-cultural circumstances of NCA communities;

- (l) the overall co-ordination responsibility for the programme would be reviewed in relation to its eventual scope and content, taking into consideration the experience gained from the role of the Department of Extension and Engineering Services of MAWRD; and
- (m) a common understanding and interpretation of underlying development themes and principles would be fostered at policy and implementation levels among programme stakeholders prior to the investment and procedures put in place to permit continual dialogue thereafter in order to minimise frustrations and avoid false expectations during the course implementation.



Photo 6: Local Children  
Source: Ms Nakai, Country Portfolio Manager for Namibia  
IFAD



**Terms of Reference**

**Interim Evaluation**

**Northern Regions Livestock Development Project (NOLIDEP)  
Republic of Namibia**

**Team Leader**

With close reference to the evaluation's Approach Paper as well as the outputs of the pre-mission participatory exercises, the team leader will be responsible for co-ordinating and managing the mission's work. He will supervise and co-ordinate tasks performed by mission members and ensure the smooth and effective undertaking of the evaluation mission and reporting. Specifically, he will be responsible for the following activities:

- (a) liaise with the government authorities, other organisations (co-financiers, NGOs, CBOs and other donors as necessary), UNOPS and IFAD to ensure broad consultation for the evaluation exercise;
- (b) review the process of the project redesign and assess the appropriateness of the reorientation and changes made;
- (c) while assessing the relevance and impact of the project interventions, provide an overall review and analysis of prevailing livelihood system of the poor in the project area (in association with the Rural Sociologist);
- (d) in co-operation with other mission members, analyse and synthesise the mission's findings focusing on the key issues to be addressed and generate a series of lessons learned, recommendations for improving ongoing operations and
- (e) make recommendations for a general orientation for a proposed follow-up project to NOLIDEP as well as key considerations for IFAD's future strategic direction in Namibia;
- (f) prepare the mission's aide-memoire in collaboration with other mission members and organise an in-country wrap-up meeting at the end of the fieldwork;
- (g) be responsible for the preparation of the evaluation report, according to OE requirements and format; and
- (h) undertake any other duties requested by the lead evaluation officer (Mr. Ashwani Muthoo).

The team leader will provide a de-briefing in Rome after the fieldwork. He will provide guidance to other mission members on their contribution to the preparation of the evaluation report and ensure the timeliness and quality of such report. The consultant will provide a final draft of the evaluation report including working papers and annexes on or before the last day of his contract, in electronic e-mail to the evaluation officer.

**Range Management Specialist**

With close reference to the evaluation's Approach Paper, the consultant will be chiefly responsible for the following activities:

- (a) review the activities and progress in water development and management, assess their relations with range management, and in co-operation with the Rural Sociologist, assess the process of community participation/mobilisation;
- (b) review and assess project strategies and interventions developed for sustainable range management, with special attention to grazing and water resources relevant to the poor, and assess social and environmental impact/effects, including empowerment of communities to control and manage common property resources (in collaboration with the Rural Sociologist), making reference to experiences under the GTZ-supported project (SARDEP) to the extent possible;
- (c) in collaboration with the Rural Sociologist, assess the relevance of the interventions to different groups and strata within the rural population;
- (d) in collaboration with the Rural Sociologist, assess any implication of the Project interventions on the equity of resource utilisation by different segments of the communities;
- (e) review and analyse any government policy and strategies related to sustainable range and water management, such as land tenure and water policy, and assess their implications on the project implementation and performance;
- (f) review the progress/achievement made in the area of resource mapping using GIS and assess the appropriateness, level of application and sustainability of the technology adopted;
- (g) review and assess the adaptive research trials under the Livestock Support Services component relevant to range management, in terms of the relevance, extension, uptake and sustainability;
- (h) review and assess any effect other component activities might have had on range management (such as SSSCF);
- (i) identify and estimate sustainable improvements in assets and income as a result of the project interventions;
- (j) generate a series of lessons learned and recommendations for improving on-going and future design and operations; and
- (k) undertake any other duties requested by the mission leader or the lead evaluation officer (Mr. Ashwani Muthoo).

The consultant will provide written inputs towards the preparation of the mission's aide-memoire in the field and prepare a working paper according to a format to be discussed with the mission leader and evaluation officer. The consultant will provide his working paper on or before the last day of his contract, in electronic format by e-mail both to the mission leader and evaluation officer.

### **Livestock and Animal Health Specialist**

With close reference to the evaluation's Approach Paper, the consultant will be responsible for the following activities:

- (a) review the activities under the Improved Animal Health component and assess their relevance, effectiveness, and the effects of the project activities on improving access to and the quality of veterinary services by the Directorate Veterinary Services and other service providers;

- (b) review the adaptive research trials for improved livestock production under the Livestock Development Support Services component and assess their relevance, effectiveness, sustainability, extension and uptake;
- (c) review other interventions under the Livestock Development Support Services (except for those related to range management) and assess their relevance and effectiveness;
- (d) in collaboration with the Rural Sociologist, review the operational modality of the Small Stock Seed Capital Fund and problems encountered in relation to animal husbandry, and assess follow-up support and extension services provided;
- (e) in collaboration with the Rural Sociologist, assess the relevance of the livestock-related interventions to different groups and strata within the rural population;
- (f) review the training activities undertaken for farmers and MAWRD staff to improve animal health and production and assess their relevance, cost-effectiveness and effects;
- (g) assess an overall impact of the project interventions on increasing livestock productivity, off-take and marketing and identify constraints;
- (h) identify and estimate sustainable improvement in assets and income as a result of the livestock-related project interventions;
- (i) generate a series of lessons learned and recommendations for improving on-going and future design and operations; and
- (j) undertake any other duties requested by the mission leader or the lead evaluation officer (Mr. Ashwani Muthoo).

The consultant will provide written inputs towards the preparation of the mission's aide-memoire in the field and prepare a working paper according to a format to be discussed with the mission leader and evaluation officer. The consultant will provide his working paper on or before the last day of his contract, in electronic format by e-mail both to the mission leader and evaluation officer.

### **Rural Sociologist**

With close reference to the evaluation Approach Paper, the consultant will be responsible for the following activities:

- (a) review and assess the criteria and the selection process of the communities involved in the Project;
- (b) in collaboration with other mission members, assess the degree of participation by members of the project communities in different project interventions, the relevance of the interventions to the needs of different groups in the communities and their socio-economic impact;
- (c) examine the appropriateness of the poverty profile developed under NOLIDEP, the definition of target groups and the effectiveness of the target mechanism;
- (d) assess the social impact of the project interventions on local level institutions, in terms of their capacity to manage development process and common property resources (in collaboration with Range Management Specialist), gender and power relations within or outside communities, capacity to access to services and information, etc.;

- (e) closely review the findings from a Participatory Impact Assessment exercise undertaken by MAWRD and evaluate the process and overall social impact of the micro-projects under the Community Development Fund (CDF) and under the Small Stock Seed Development Fund (SSSCF);
- (f) generate a series of lessons learned and recommendations for improving on-going and future design and operations; and
- (g) undertake any other duties requested by the mission leader or the lead evaluation officer (Mr. Ashwani Muthoo).

The consultant will provide written inputs towards the preparation of the mission's aide-memoire in the field and prepare a working paper according to a format to be discussed with the mission leader and evaluation officer. The consultant will provide his working paper on or before the last day of his contract, in electronic format by e-mail both to the mission leader and evaluation officer.

### **Economist/Institutions/Policy**

With close reference to the evaluation's Approach Paper, the consultant will be responsible for the following activities:

- (a) in collaboration with the team leader, review the development strategies and policies of Namibia and assess the relevance of NOLIDEP in terms of its goals, objectives and the project performance;
- (b) in collaboration with the team leader and other members, review the relevant government policies and provide analysis on their implications on the project implementation and performance;
- (c) assess the extent to which the project activities and achievements had, if any, in influencing government policy and strategies;
- (d) review the organisational and co-ordination arrangement for policy guidance and implementation (different MAWRD directorates, central and regional level, other government agencies, co-financiers, etc.), assess the constraints encountered and make recommendations to improve the operation;
- (e) assess capacity of institutions involved in the project implementation, review institutional support provided to MAWRD (such as technical assistance and training) and assess their relevance, quality and effectiveness of such support activities;
- (f) generate a series of lessons learned and recommendations for improving on-going and future design and operations; and
- (g) undertake any other duties requested by the mission leader or the lead evaluation officer (Mr. Ashwani Muthoo).

The consultant will provide written inputs towards the preparation of the mission's aide-memoire in the field and prepare a working paper according to a format to be discussed with the mission leader and evaluation officer. The consultant will provide his working paper on or before the last day of his contract, in electronic format by e-mail both to the mission leader and evaluation officer.

### **Project Management/Supervision/M&E**

- (h) review planning documents and progress reports and evaluate the process, timeliness and quality of planning and budgeting and the design and implementation of the project's Monitoring and Evaluation;
- (i) review the financial management, procurement and disbursement status and evaluate the performance;
- (j) examine and assess the co-financing and implementation arrangement with other co-financiers (French, BSF and Luxembourg);
- (k) evaluate the quality and timeliness of project supervision and implementation follow-up, both by UNOPS and IFAD;
- (l) review income-generating activities financed by the Community Development Fund (CDF) and the Small Stock Seed Capital Fund, and (a) assess the appropriateness and efficiency of the operational modality, including technical support provided by the project; and (b) assess the cost-effectiveness and financial viability of income-generating activities;
- (m) review the redesigning of the CDF (including the introduction of the SSSCF), assess the operational modality of the CDF which has been used to finance both social/public goods and productive activities, and make recommendations to improve the implementation activities;
- (n) review the logical frameworks developed for the Project (at the appraisal stage, by MAWRD, and a modified version proposed by the 2001 Supervision Mission), assess their relevance and the extent to which the use of the logical framework approach is incorporated into project management;
- (o) generate a series of lessons learned and recommendations for improving on-going and future design and operations; and
- (p) undertake any other duties requested by the mission leader or the lead evaluation officer (Mr. Ashwani Muthoo).

The consultant will provide written inputs towards the preparation of the mission's aide-memoire in the field and prepare a working paper according to a format to be discussed with the mission leader and evaluation officer. The consultant will provide his working paper on or before the last day of his contract, in electronic format by e-mail both to the mission leader and evaluation officer.





## Poverty Profile of Households in the NCA

<b>TRAITS</b>	<b>Model A: Very poor, female headed</b>	<b>Model B: Very poor, male headed</b>	<b>Model C: poor</b>	<b>Model D: Less/medium size cattle owner</b>	<b>Model E: Large cattle owner</b>
Economic mainstay	Crop production, gathering	Crop production, gathering	Crop production, regular off- farm income	Crop production and livestock	Livestock, small and medium scale off-farm enterprises
Cropland size	1-1.5 ha	1-1.5ha	2-3ha	3-6ha	0-20ha
Cattle ownership	None	None	0-10	11-100	100+
Goat Ownership	None	None	0-10	11-100	0-200
Land Preparation	Manual	Manual, in some cases Oxen	Manual and Oxen (hired)	Oxen, sometimes tractor	Tractor
Labour Supply	Lack of adult male labour. No hired labour or group exchange	Lack of adult male labour. No hired labour or group exchange	Limited, but more ample than Model A. Organizes group work	Ample. If not from household, hired or group work	Hired
Main Sources of Cash Income	Sale of gathered or processed products, sale of labour	Sale of gathered or processed products, sale of labour	Pensions, minor remittances, sale of gathered and processed products	Steady off-farm work for men, sale of cattle, cucac shops, pensions	Non-farming enterprises, livestock sales
Annual Cash Income	NAD 600	NAD 800	NAD 1200- 2 000	NAD 2 000- 5 000	NAD 5 000
Survival Strategy (apart from crop production)	Gathering, labour on cropland of others for cash or kind, reduced grain consumption	Gathering, labour on cropland of others for cash or kind, reduced grain consumption	Off-farm income (pensions), gathering, working on other farms, reduced grain consumption	Livestock is main security, also regular off- farm income, pensions	-

**Source:** Socio-Economic and Production Systems Diagnostic Survey. July/August 1992



### Key Policies and Legislation Introduced in the Post-Independence Era

Transitional National Development Plan (for the immediately post-Independence period )
National Development Plan (1995/1996 – 1999/2000)
National Agricultural Policy (1995)
Community Based Tourism Policy (1995)
Conservancy legislation governing specified communal areas (1995 & 1996)
National Drought Policy and Strategy (1997)
Regional Planning and Development Policy (1997)
National Land Policy (1998)
National Trade Policy (?)
Environmental Management Act (Draft)
Communal Land Reform Bill (under review)
National Water Policy White Paper (August 2000)
Water Bill (under review)
National Development Plan II (2001/2002 – 2005/2006 (in preparation)
Vision 2030 (long-term development strategy to the year 2030 – in preparation)



## IMPLEMENTATION STATUS

Unless otherwise stated, data shown is as collated in UNOPS Supervision Mission October 2001, supplemented from internal regional evaluations (June 2001) and AWPBs for 2001/02 and 2002/03. Data for 2001/02 is incompletely and inconsistently reported.

**Table 1: Water Point Development 1996-2002**

	1996/97	1997/98	1998/99	1999/00	2000/01	2001/02
Kunene Region						
Dam – labour intensive	-	1	-	-	-	-
Dam – contracted	-	5	-	-	2	-
Bore hole	-	-	-	-	4	-
Water reticulation	-	-	-	1	-	*2
Total Kunene	-	6	-	1	6	2
NCD						
Dam – labour intensive	-	2 6 000 m <sup>3</sup>	-	-	-	-
Dam – constructed	-	2 30 000 m <sup>3</sup>	1 10 000 m <sup>3</sup>	-	6 13 000 m <sup>3</sup>	*2
Borehole	-	-	-	-	1 150 m <sup>3</sup> /h	*2
Total NCD	-	4	1	-	7	4
Kavango Region						
Dam – labour intensive	-	-	-	-	-	-
Dam – contracted	-	-	-	-	-	-
Bore hole	-	-	10 85 m <sup>3</sup> /h	-	-	*2
Total Kavango	-	-	10	-	-	-
Caprivi Region						
Dam – labour intensive	-	-	-	-	-	-
Dam – contracted	4 21 850 m <sup>3</sup>	4 30 400 m <sup>3</sup>	-	-	-	-
Bore hole	-	-	-	-	-	-
Total Caprivi Region	4	4	-	-	-	*9
Project Total	(18) 4	(20) 14	(5) 11	(8) 1	(29) 13	(20)

Numbers in parenthesis as supplied by PSS, April 2002 (see Appendix 5b) \* site investigation or work in progress

**Table 2: Community Development Fund Activities 1996-2001**

	No. Groups	No. Male Members	No. Female Members	Households
Kunene Region				
Road rehabilitation	3	69	8	
Rest camps	2	15	20	
Latrines	-	-	-	29
NCD				n.a.
Irrigated crops	1	3	1	
Kitchen gardening	1	2	18	
Rabbit farming	1	4	16	
Threshing	2	7	44	
Sewing	2	1	15	
Kindergarten	1	7	8	
Latrines	-	-	-	
Kavango Region	-	-	-	-
Caprivi Region				

Maize grinding mills	10	5	93	
Sewing	6	3	62	
Bakery	5	1	44	
Wood carving	2	15	-	
Latrines	-	-	-	60
Project Total	36	132	329	89

**Table 3: Adaptive Trials – as Trial Years 1996-2002**

	1996/97	1997/98	1998/99	1999/00	2000/01	2001/02
Kunene Region						
Improved forage species	-	4	-	-	-	-
Range reinforcement	-	2	-	-	-	-
Supplementary feeding	-	1	3	-	-	-
Maize variety trials					1	1
Total Kunene	-	7	3	-	-	1
NCD						n.a.
Improved forage species	12	7	6	-	-	
Range reinforcement	5	5	5	5	5	
Supplementary feeding	2	8	7	3	2	
Total NCD	19	20	18	8	8	
Kavango Region						n.a.
Improved forage species	2	2	-	-	-	
Range reinforcement	-	-	-	-	-	
Supplementary feeding	-	-	-	-	-	
Total Kavango	2	2	-	-	-	
Caprivi Region						n.a.
Improved forage species	5	5	4	4	4	
Range reinforcement	2	2	2	2	2	
Supplementary feeding	-	-	-	1	1	
Total Caprivi Region	7	7	6	7	7	
Project Total	28	36	27	15	15	

**Table 4: Number of Households Benefiting from Small Stock Seed Capital Fund (SSSCF) 1996-2002 (No. of Animals in Parenthesis)**

	1996/97	1997/98	1998/99	1999/00	2000/01	2001/02
Kunene Region	-	-	-	-	-	n.a.
NCD	-	14 (134)	7 (52)	129 (873)	113 (809)	n.a.
Kavango Region	-	37 (65)	106 (180)	150 (408)	45 (99)	n.a.
Caprivi Region	-	55 (297)	27 (99)	27 (99)	68 (na)	n.a.
Project Total	-	106 (496)	140 (331)	140 (331)	226 (na)	n.a.

**Table 5: Crush Pens Constructed or Rehabilitated 1996-2002**

	1996/97	1997/98	1998/99	1999/00	2000/01	2001/02
Kunene Region	37	38	31	30	34	n.a.
NCD	-	60	108	65	128	n.a.
Kavango Region	30	26	21	113	32	n.a.
Caprivi Region	23	31	30	20	3	n.a.
Project Total	(32) 90	(201) 155	(127) 190	(39) 128	(139) 197	(120)

Numbers in parenthesis as supplied by PSS, April 2002 (see Appendix 5b)

**Table 6: Veterinary Rural Extension Centres**

	1996/97	1997/98	1998/99	1999/00	2000/01	2001/02	Total
Kunene Region	-	2	-	-	1	-	3
NCD	-	4	-	-	-	-	4
Kavango Region	2	-	-	-	-	-	2
Caprivi Region	-	2	-	-	-	-	2
Project Total	2	8	-	-	1	-	11

**Table 7: In-Service Staff Training 1996-2002**

	1996/97	1997/98	1998/99	1999/00	2000/01	2001/02
Kunene Region						n.a.
Planning and M&E	-	1	-	-	-	
GIS	-	1	-	1	1	
Range management	-	1	-	1	1	
Farming systems	-	2	-	1	-	
Animal health	-	-	-	-	-	
Financial control	-	-	-	-	1	
Management	-	-	-	-	-	
NCD						n.a.
Planning and M&E	1	1	-	-	-	
GIS	-	1	-	1	-	
Range management	1	-	-	-	-	
Farming systems	1	1	-	-	-	
Animal health	-	1	-	-	1	
Financial control	-	-	-	-	1	
Management	-	1	1	1	1	
Kavango Region						n.a.
Planning and M&E	-	-	-	1	-	
GIS	-	-	-	1	-	
Range management	-	-	-	-	-	
Farming systems	1	1	-	-	-	
Animal health	-	1	-	1	-	
Financial control	-	-	-	-	-	
Management	-	1	-	1	-	
Caprivi Region						n.a.
Planning and M&E	1	1	-	-	-	
GIS	-	1	-	-	-	
Range management	-	1	1	-	-	
Farming systems	2	-	2	2	1	
Animal health	1	2	-	-	-	
Financial control	-	-	1	1	1	
Management	-	1	-	1	-	
Total No. Courses	8	19	5	13	8	n.a.
Participants (NCD & Kavango only)						
Planning and M&E	8	18	-	6	-	
GIS	-	1	-	31	-	
Range management	19	-	-	-	-	
Farming systems	53	4	-	-	-	
Animal health	-	20	-	-	44	
Financial control	-	-	-	-	1	
Management	-	4	2	13	3	
Total No. Participants	80	47	2	51	48	n.a.

**Table 8: Beneficiary Training Courses/Participants 1996-2002**

	1996/97	1997/98	1998/99	1999/00	2000/01	2001/02
Kunene Region – Courses						n.a.
CBO leadership	1	1	-	-	2	
Range management	-	3	2	-	-	
Farming systems	-	-	1	-	-	
Animal husbandry	-	-	-	-	-	
Animal health	-	-	-	1	3	
CAHA training	-	1	-	2	-	
Small business mngt.	-	-	-	-	-	
Micro-enterprise skills	-	-	-	-	1	
NCD – Participants						
CBO leadership	19	42	22	331	202	(19)
Range management	-	19	-	-	-	
Farming systems	21	64	87	256	136	
Animal husbandry	-	-	43	9	-	
Animal health	27	200	225	298	90	
CAHA training	-	-	20	25	20	
Small business mngt.	-	-	-	-	-	
Micro-enterprise skills	-	-	-	-	25	
Kavango Region	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.
CBO leadership						
Range management						
Farming systems						
Animal husbandry						
Animal health						
CAHA training						
Small business mngt.						
Micro-enterprise skills						
Caprivi Region – Courses						
CBO leadership	-	1	-	-	-	-
Range management	-	-	-	-	-	-
Farming systems	-	1	1	1	-	-
Animal husbandry	-	1	1	1	-	-
Animal health	-	-	-	-	-	-
CAHA training	-	-	-	-	-	-
Small business mngt.	-	-	-	1	2	(2)
Micro-enterprise skills	-	-	-	1	3	(1)

**Table 9: Number of Livestock Owners Seeking Assistance from VRECs 1996-2002**

	1996/97	1997/98	1998/99	1999/00	2000/01	2001/02
Kunene Region	-	-	n.a.	n.a.	n.a.	n.a.
NCD	-	-	147	705	950	n.a.
Kavango Region	-	201	231	282	327	n.a.
Caprivi Region	-	n.a.	n.a.	n.a.	n.a.	n.a.



**Table 10: Value (NAD) of Veterinary Drugs Sold through VRECs 1996-2002**

	1996/97	1997/98	1998/99	1999/00	2000/01	2001/02
Kunene Region						n.a.
Etanga	-	-	n.a.	n.a.	n.a.	
Sesfontein	-	-	n.a.	n.a.	n.a.	
Okangwati	-	-	n.a.	n.a.	n.a.	
NCD						n.a.
Okongo	-	-	981	981	3 960	
Onesi	-	-	211	211	14 042	
Uusathima	-	-	n.a.	n.a.	641	
Okapya	-	-	631	631	994	
Kavango Region						n.a.
Mukwe	-	2 460	5 300	12 000	25 000	
Nkurenkura	-	920	4 600	8 400	28 000	
Caprivi Region						n.a.
Bukalo	-	8 428	614	3 630	810	
Cincimani	-	5 422	-	2 933	2 885	
Total for Project	-	17 230	12 337	28 786	76 332	n.a.

**Table 11: Livestock Numbers in Participating Communities 1996-2002**

	Livestock Numbers					
	1996/97	1997/98	1998/99	1999/00	2000/01	2001/02
Kunene Region						n.a.
Cattle					173 969	
Small stock						
Poultry						
Total (approx.)	635 000	649 000	654 000	653 000	679 000	
NCD						n.a.
Cattle				14 959		
Small stock				6 162		
Poultry				9 557		
Kavango Region						n.a.
Cattle	1 686			4 364		
Small stock	1 007			2 107		
Poultry	940			3 049		
Caprivi Region						n.a.
Cattle	8 628				16 370	
Small stock	1 417				4 184	
Poultry	3 925				4 450	



**Appendix 4b**  
(contd.)

INTERIM EVALUATION :

NORHTERN REGIONS LIVESTOCK DEVELOPMENT PROJECT

Country : Namibia

PROJECT PERFORMANCE INDICATORS

IFAD Loan: 362-NA

PHYSICAL PROGRESS

IFAD Grant: BG- SUP - 005-NA

STATUS AS AT 31/03/2002

STATUS AS AT 31/03/2002																		
		Targets							Achievements								Total Project	Remarks
		Total	AWPB															
	Unit	Project	95/96	96/97	97/98	98/99	99/00	00/01	01/02	95/96	96/97	97/98	98/99	99/00	00/01	01/02		
Project Components/ Activities/inputs																		
Technical Assistance																		
Deputy Project Coordinator	each			1						1	1	1	1				J. Petorin	
Financial Controller	each			1						1	1	1	1				A. Evans	
Project Management/ Comm. Mobilization Advisor	each													1	1	1	G. Negussie	
Range management specialist	each			1						1	1	1	1				J. Sweet	
Rural Sociologist	each			1							1	1					R. Bhenke	
RC Kunene	each			1						1	1	1	1				A.Hovey	
RC North Central	each			1						1	1	1	1				F. Blanc	
RC Kavango	each			1						1	1	1	1	1			T. Tolmey	
RC Caprivi	each			1						1	1	1	1				G. Negussie	
Training specialist	each											1	1				R. Tembo	
Water engineering specialist	each											1	1	1	1	1	C. Sharp/G.Madec	
Project Components/ Activities /Inputs																		
Studies consultancies (..cont..)																		
Extension methodology/strategy (consultant)	no											1					1 P. Viene	
Livestock systems study (consultant)	no				2							2	2 <sup>1</sup>				2 P. Sikana, Kamwe	
Livestock systems study(student)	no				1							1					1	

Livestock marketing study	no				1									1			1	
Estimation of carrying capacity study	no																1	N. Ganzin, F. Masafiri <sup>3</sup>
Resource mapping using indigenous knowledge	no													1			1	Dayot
Study on worm infestation (student)	no				1								1				1	
Study on helminthiasis on cattle and goats	no			1										1			1	
Study on New Castle Disease <sup>2</sup>	no			1														

<sup>1</sup> Two of the studies were conducted by students

<sup>2</sup> Study to find out efficacy of dry vaccine using indogenous grain as a filler (carrier) against New Castle Disease

<sup>3</sup> Each time for a period of 2 to 3 weeks

## Appendix 5

### Disbursement Status of Joint Financing Sources (As at 7 March 2002)

**Table 1: IFAD Loan Funds (Amounts expressed in SDR)**

	Category Description	% Fin		Allocated	Disbursed	% Disbr s	Committe d	Available Balance
		<i>Fx</i>	<i>Lx</i>					
1	Civil Works	66	66	836 000.00	676 486.76	80.92	0.00	159 513.24
2	Vehicles & Equipment	66	66	621 300.00	545 606.68	87.82	0.00	75 693.32
3	Consultants Services	66	53	997 500.00	1 036 015.92	103.86	0.00	-38 515.92
4	Training	53	53	286 800.00	204 587.45	71.33	0.00	82 212.55
5	Community Develop. Fund	66	66	430 000.00	139 863.87	32.53	0.00	290 136.13
6A	Incremental Operating Costs	26	26	375 400.00	261 863.39	69.76	0.00	113 536.61
6B	Incremental Salaries	43	43	152 700.00	1043 231.17	67.60	0.00	49 468.83
7	Recovery of Project Preparation Advance	0	0	130 301.36	130 301.36	100.00	0.00	0.00
99	Unallocated	0	0	369 998.64	0.00	0.00	0.00	369 998.64
99Z	Authorised Alloc. Sp. Act.			0.00	257 138.82	100.00	0.00	-257 138.82
	<b>Total in SDR</b>			<b>4 200 000</b>	<b>3 355 095.42</b>	<b>79.88</b>	<b>0.00</b>	<b>844 904.58</b>

Source: IFAD, Rome, March 2002

**Table 2: Belgian Survival Fund Grant (Amounts Expressed in BEF)**

	Category Description	% Fin		Allocated	Disbursed	% Disbrs	Committed	Available Balance
		<i>Fx</i>	<i>Lx</i>					
1	Civil Works	23	23	13 839 190.00	11 718 307.47	84.67	0.00	2 120 882.53
2	Vehicles & Equipment	23	23	9 454 750.00	8 968 865.05	94.86	-0.00	485 884.95
3	Consultants Services	23	18	15 223 750.00	17 444 953.34	114.59	0.00	-2 221 203.34
4	Training	18	18	1 923 000.00	2 702 659.68	140.54	0.00	-779 659.68
5	Community Developpt. Fund	23	23	6 730 500.00	1 675 184.03	24.89	-0.00	5 055 315.97
6A	Incremental Operating Costs	9	9	6 858 700.00	4 072 271.25	59.37	0.00	2 786 428.75
6B	Incremental Salaries	15	15	2 506 310.00	1 517 726.65	60.56	0.00	988 583.35
99	Unallocated	0	0	7 563 800.00	0.00	0.00	0.00	7 563 800.00
99Z	Initial Deposit Sp Act 1			0.00	3 999 800.00	100.00	0.00	-3 999 800.00
	<b>Total in BEF</b>			<b>64 100 000.00</b>	<b>52 099 767.47</b>	<b>81.28</b>	<b>-0.00</b>	<b>12 000 232.53</b>

Source: IFAD, Rome, March 2002

**Table 3: Luxembourg Government Grant Funds (Amount Expressed in USD)**

	Category Description	% Fin		Allocated	Disbursed	% Disbrs	Committed	Available Balance
		<i>Fx</i>	<i>Lx</i>					
1	Civil Works	100	100	182 600.00	141 064.49	77.25	0.00	41 535.51
2	Vehicles & Equipment	100	100	110 000.00	125 019.59	113.65	0.00	-15 019.59
3	Consultants Services	100	80	195 000.00	239 572.85	122.86	0.00	-44 572.85
4	Training	80	80	28 500.00	42 741.03	149.97	0.00	-14 241.03
5	Community Developpt. Fund	100	100	70 000.00	25 991.67	37.13	0.00	44 008.33
6A	Incremental Operating Costs	40	40	88 000.00	56 191.08	63.85	0.00	31 808.92
6B	Incremental Salaries	65	65	17 400.00	22 472.07	129.15	0.00	-5 072.07
99	Unallocated	0	0	58 500.00	0.00	0.00	0.00	58 500.00
	<b>Total in USD</b>			<b>750 000.00</b>	<b>653 052.78</b>	<b>87.07</b>	<b>0.00</b>	<b>96 947.22</b>

Source: IFAD, Rome, March 2002

## Appendix 6

### UNOPS Supervision Missions

Date	Purpose/Composition
April 24-29, 1995	Start-up Mission
October 1-11, 1995	A. Robertson – UNOPS Portfolio Manager; J. Ruotsi – Community Organisation Consultant; C. Dickerson – Project Controller, IFAD; H. Bonnen – Belgian Embassy
June 17-26, 1996	A. Robertson handing over to A. Awale
October 20-31, 1996	Follow-up Mission. A. Awale – UNOPS Portfolio Manager; C. Dickerson – Project Controller to assist reformulation team; K. Nicholson – Economist; C. Tapscott – Sociologist
May 25 – June 11, 1997	A. Awale – UNOPS Portfolio Manager ; C. Dickerson – Project Controller; J. Williams – Livestock Specialist & Management; G. Aertssen – BSF Coordinator
April 19 – May 5, 1998	Joint UNOPS/IFAD Mission. A. Awale – UNOPS Portfolio Manager; Dr. J. Getu – Range Management/Institutions; O. Damen – Planning, M&E Specialist; F. Muncat – Veterinarian CIRAD; S. De Keijser – Belgian Embassy, Harare
October 25-31, 1998	Follow-up Mission. A. Awale – UNOPS Portfolio Manager; N. Harris – Consultant
April 21 – May 16, 1999	Mid Term Review
November 16-30, 1999	Joint UNOPS/IFAD Mission. A. Awale – UNOPS Portfolio Manager; R. Williams – Country Portfolio Manager, IFAD; N. Harris – Consultant. Finalised MTR.
October 1-14, 2000	A. Awale handing over to D. Ilebani; N. Harris – Consultant
October 7-20, 2001	D. Ilebani - UNOPS Portfolio Manager; N. Harris – Consultant; F. Nakai – Associate Country Portfolio Manager, IFAD





