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The World Bank

Report No: ICR00002045

IMPLEMENTATION COMPLETION AND RESULTS REPORT  
(TF-53247)

ON A

GRANT

IN THE AMOUNT OF US\$ 7.1 MILLION

TO THE

REPUBLIC OF NAMIBIA

FOR AN

INTEGRATED COMMUNITY-BASED ECOSYSTEM MANAGEMENT PROJECT

November 29, 2011

Environment and Natural Resources Management Unit - AFTEN

Sustainable Development Department

Southern Africa 1, Namibia, Botswana, Lesotho, South Africa, Swaziland – AFCS1  
Africa Region

## CURRENCY EQUIVALENTS

(Exchange Rate Effective October 13, 2011)

Currency Unit = N\$  
N\$ 1.00 = US\$ 0.121  
US\$ 1.00 = 8.24 N\$

FISCAL YEAR  
April 1 – March 31

## ABBREVIATIONS AND ACRONYMS

CBD	Convention on Biological Diversity
CBIEM	Community-based Integrated Ecosystem Management
CBNRM	Community-based Natural Resource Management
CBO	Community-based Organization
CBS	Central Bureau of Statistics
CCF	CBNRM Consultative Forum
CFF	Community Funding Facility
CPP	Country Pilot Programme
CPS	CBNRM Policy Specialist
CSD	CBNRM Support Division
CSP	Contracted Service Provider
DEA	Directorate of Environmental Affairs
DoF	Directorate of Forestry
DPWM	Directorate of Parks and Wildlife Management
DSS	Directorate of Scientific Services
EIA	Environmental Impact Assessments
ESA	Environmental and Social Assessment
ESMF	Environmental and Social Management Framework
EWERAP	Enhancing Wildlife-based Economy in Rural Areas Project
FFEM	Fonds Français pour l'Environnement Mondial (French GEF)
GEF	Global Environment Facility
GEO	Global Environment Objective
GRN	Government of the Republic of Namibia
HVAS	High Value Animal Species
HVPS	High Value Plant Species
HWC	Human Wildlife Conflict
ICEMA	Integrated Community-Based Ecosystem Management Project
IEM	Integrated Ecosystem Management
IFFM	Integrated Forest and Fire Management
IOI	Intermediate Outcome Indicator
IP	Implementation Progress
IPDP	Indigenous Peoples' Development Plan
IRDNC	Integrated Rural Development and Nature Conservation
KPI	Key Performance Indicator
LIFE Plus	Living In a Finite Environment
LLM	Local Level Monitoring
M&E	Monitoring and Evaluation

MAWF	Ministry of Agriculture, Water and Forestry
MCA	Millennium Challenge Account
MES	Monitoring and Evaluation Specialist
MET	Ministry of Environment and Tourism
MLR	Ministry of Lands and Resettlement
MNC	Mudumu North Complex
MOF	Ministry of Finances
MOMS	Management Oriented Monitoring System
MRLGHRD	Ministry of Local Government, Housing and Rural Development
MTR	Mid-term Review
NASCO	National Association of Conservancy Support Organizations
NATH	Namibian Academy for Tourism and Hospitality
NBRI	Namibian Botanical Research Institute
NDP	National Development Plan
NDT	Namibia Development Trust
NGO	Non-Governmental Organization
NIED	National Institute for Educational Development
NNDFN	Nyae Nyae Development Foundation of Namibia
NNF	Namibia Nature Foundation
NPCS	National Planning Commission Secretariat
NRM	Natural Resources Management
NRM-WG	Natural Resources Management Working Group
PA	Protected Area
PAD	Project Appraisal Document
PDO	Project Development Objective
PIM	Project Implementation Manual
PIP	Project Implementation Plan
PO	Project Office
QEA	Quality at Entry Assessment
RPF	Resettlement Policy Framework
SC	Steering Committee
TA	Technical Assistance / Advisor
TTL	Task Team Leader
ToR	Terms of Reference
TSAR	Technical and Scientific Advisory Roster
UNAM	University of Namibia
WB	World Bank
WDT	Welwitchia Development Trust
WIMSA	Working Group of Indigenous Minorities in Southern Africa
WWF	World Wide Fund

Vice President:	Obiageli Ezekwesili
Country Director:	Ruth Kagia
Sector Manager:	Idah Pswarayi-Riddihough
Project Team Leader:	Jean-Michel Pavy
ICR Team Leader	Claudia Sobrevila



**NAMIBIA**  
**Integrated Community-Based Ecosystem Management Project(ICEMA)**

**CONTENTS**

**Data Sheet**

- A. Basic Information
- B. Key Dates
- C. Ratings Summary
- D. Sector and Theme Codes
- E. Bank Staff
- F. Results Framework Analysis
- G. Ratings of Project Performance in ISRs
- H. Restructuring
- I. Disbursement Graph

1. Project Context, Global Environment Objectives and Design.....	1
2. Key Factors Affecting Implementation and Outcomes .....	5
3. Assessment of Outcomes .....	11
4. Assessment of Risk to Development Outcome.....	21
5. Assessment of Bank and Borrower Performance .....	22
6. Lessons Learned.....	24
7. Comments on Issues Raised by Borrower/Implementing Agencies/Partners.....	25
Annex 1. Project Costs and Financing .....	26
Annex 2. Outputs by Component.....	27
Annex 3. Economic and Financial Analysis .....	36
Annex 4. Bank Lending and Implementation Support/Supervision Processes.....	38
Annex 5. Beneficiary Survey Results .....	40
Annex 6. Stakeholder Workshop Report and Results.....	41
Annex 7. Summary of Borrower's ICR and/or Comments on Draft ICR.....	42
Annex 8. Comments of Cofinanciers and Other Partners/Stakeholders .....	44
Annex 9. List of Supporting Documents .....	45

MAP



A. Basic Information			
Country:	Namibia	Project Name:	Integrated Community-Based Ecosystem Management Project
Project ID:	P073135	L/C/TF Number(s):	TF-53247
ICR Date:	11/29/2011	ICR Type:	Core ICR
Lending Instrument:	SIL	Borrower:	REPUBLIC OF NAMIBIA
Original Total Commitment:	USD 7.10M	Disbursed Amount:	USD 7.04M
Revised Amount:	USD 7.10M		
<b>Environmental Category: B</b>		<b>Global Focal Area: M</b>	
<b>Implementing Agencies:</b> Ministry of Environment and Tourism (MET)			
<b>Cofinanciers and Other External Partners:</b>			

B. Key Dates				
Process	Date	Process	Original Date	Revised / Actual Date(s)
Concept Review:	01/17/2002	Effectiveness:	11/15/2004	11/15/2004
Appraisal:	02/11/2004	Restructuring(s):		
Approval:	06/01/2004	Mid-term Review:		11/19/2007
		Closing:	01/31/2010	03/30/2011

C. Ratings Summary	
<b>C.1 Performance Rating by ICR</b>	
Outcomes:	Satisfactory
Risk to Global Environment Outcome	Moderate
Bank Performance:	Moderately Satisfactory
Borrower Performance:	Satisfactory

C.2 Detailed Ratings of Bank and Borrower Performance			
Bank	Ratings	Borrower	Ratings
Quality at Entry:	Moderately Satisfactory	Government:	Satisfactory
Quality of Supervision:	Satisfactory	Implementing Agency/Agencies:	Satisfactory
<b>Overall Bank Performance:</b>	Moderately Satisfactory	<b>Overall Borrower Performance:</b>	Satisfactory



<b>C.3 Quality at Entry and Implementation Performance Indicators</b>			
<b>Implementation Performance</b>	<b>Indicators</b>	<b>QAG Assessments (if any)</b>	<b>Rating</b>
Potential Problem Project at any time (Yes/No):	No	Quality at Entry (QEA):	Moderately Satisfactory
Problem Project at any time (Yes/No):	Yes	Quality of Supervision (QSA):	None
GEO rating before Closing/Inactive status	Satisfactory		

<b>D. Sector and Theme Codes</b>		
	<b>Original</b>	<b>Actual</b>
<b>Sector Code (as % of total Bank financing)</b>		
Central government administration	45	25
General agriculture, fishing and forestry sector	35	30
Other social services	5	25
Sub-national government administration	15	20
<b>Theme Code (as % of total Bank financing)</b>		
Biodiversity	29	30
Environmental policies and institutions	29	25
Land administration and management	14	15
Participation and civic engagement	14	15
Rural non-farm income generation	14	15

<b>E. Bank Staff</b>		
<b>Positions</b>	<b>At ICR</b>	<b>At Approval</b>
Vice President:	Obiageli Katryn Ezekwesili	Callisto E. Madavo
Country Director:	Ruth Kagia	Fayez S. Omar
Sector Manager:	Idah Z. Pswarayi-Riddihough	Richard G. Scobey
Project Team Leader:	Jean Michel Pavy	Christophe Crepin
ICR Team Leader:	Claudia Sobrevila	
ICR Primary Author:	Claudia Sobrevila	

## F. Results Framework Analysis

### Global Environment Objectives (GEO) and Key Indicators(as approved)

The project development objective (PDO) is to support community-based integrated ecosystem management practices in targeted conservancies.

The global environmental objective (GEO) is to restore, secure and enhance key ecosystem processes in targeted conservancies with biodiversity and land conservation and sustainable use as a goal.

### Revised Global Environment Objectives (as approved by original approving authority) and Key Indicators and reasons/justifications

There were no revisions.

#### (a) GEO Indicator(s)

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
<b>Indicator 1 :</b>	Communal land under sustainable IEM as defined by the National Community-Based Natural Resource Management (CBNRM) (km <sup>2</sup> ) (KPI)			
Value (quantitative or qualitative)	2,500.00	25,000.00 km <sup>2</sup>		38,595.00 km <sup>2</sup>
Date achieved	06/01/2005	07/05/2004		03/30/2011
Comments (incl. % achievement)	M&E work plan adjusted the initial indicator target surface area figure (25,000 km <sup>2</sup> ) to 30,000 km <sup>2</sup> to include all 16 of the target sites (initially 15 target sites). By completion, the target had been exceeded.			
<b>Indicator 2 :</b>	Conservancy committees effectively managing, deploying efficiently and sustainably their natural, human, financial and other resources according to their conservancy plans (KPI)			
Value (quantitative or qualitative)	0.00	80.00		100.00
Date achieved	06/01/2004	07/05/2004		03/30/2011
Comments (incl. % achievement)	Target achieved			
<b>Indicator 3 :</b>	Ministry of Environment and Tourism (MET) effectively established partnerships with key stakeholder to enable achievement of Project objective (criteria) (KPI)			
Value (quantitative or qualitative)	0.00	5.00		5.00
Date achieved	06/01/2004	07/05/2004		03/30/2011
Comments	Target achieved			

(incl. % achievement)				
<b>Indicator 4 :</b>	Populations of key species remain at current levels and have increased (KPI)			
Value (quantitative or qualitative)	0.00	0.00		0.00
Date achieved	06/30/2004	07/05/2004		03/30/2011
Comments (incl. % achievement)	This indicator is measured by selected species reported below.			
<b>Indicator 5 :</b>	Lechwe (Species of Antilope)			
Value (quantitative or qualitative)	21.00	121.00		135.00
Date achieved	06/30/2004	07/05/2004		03/30/2011
Comments (incl. % achievement)	Target significantly exceeded			
<b>Indicator 6 :</b>	Black Face Impala			
Value (quantitative or qualitative)	150.00	190.00		203.00
Date achieved	06/30/2004	07/05/2004		03/30/2011
Comments (incl. % achievement)	Target exceeded			
<b>Indicator 7 :</b>	Black Rhino			
Value (quantitative or qualitative)	8.00	14.00		18.00
Date achieved	06/30/2004	07/05/2004		03/30/2011
Comments (incl. % achievement)	Target significantly exceeded			
<b>Indicator 8 :</b>	Elan			
Value (quantitative or qualitative)	7.00	275.00		461.00
Date achieved	06/30/2004	07/05/2004		03/30/2011
Comments (incl. % achievement)	Target very significantly exceeded			
<b>Indicator 9 :</b>	Common Impala			
Value (quantitative or qualitative)	0.00	100.00		266.00
Date achieved	06/30/2004	07/05/2004		03/30/2011
Comments	Target significantly exceeded			

(incl. % achievement)				
<b>Indicator 10 :</b>	Desert Elephant			
Value (quantitative or qualitative)	3.00	3.00		5.00
Date achieved	06/30/2004	07/05/2004		03/30/2011
Comments (incl. % achievement)	Target exceeded			
<b>Indicator 11 :</b>	Mountain Zebra			
Value (quantitative or qualitative)	23.00	2.00		30.00
Date achieved	06/30/2004	07/05/2004		03/30/2011
Comments (incl. % achievement)	This species is subject to rainfall patterns and the last monitoring could not find many individuals.			

**(b) Intermediate Outcome Indicator(s)**

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
<b>Indicator 1:</b>	MET's CBNRM M&E system is functional and links to other environmental information systems			
Value (quantitative or qualitative)	Rudimentary elements for CBNRM M&E system in MET available and development process underway	MET's CBNRM M&E system is functional and links to other environmental information systems		CBNRM M&E platform in place and functioning
Date achieved	06/01/2004	07/05/2004		03/30/2011
Comments (incl. % achievement)	Key elements for CBNRM M&E system were developed within MET and in NACSO. The overall system is called CONFIFO and is the most current knowledge management tool and interface available for monitoring conservancies. State of Conservancy reports have been published regularly.			
<b>Indicator 2:</b>	Community Funding Facility resources used according CFF manual criteria			
Value (quantitative or qualitative)	0.00	90.00		100.00
Date achieved	05/01/2004	07/05/2004		03/30/2011
Comments (incl. % achievement)	Target achieved.			

<b>Indicator 3:</b>	Conservancies built sufficient capacity to plan, develop and implement ecosystem based income generating activities with decreasing external support.			
Value (quantitative or qualitative)	0.00	12.00		16.00
Date achieved	06/01/2004	07/05/2004		03/30/2011
Comments (incl. % achievement)	Target exceeded. Measurement against 10 criteria (NRM management, Governance, and Financial sustainability, etc.)			
<b>Indicator 4:</b>	Conservancies implemented ecosystem management activities across thematic areas			
Value (quantitative or qualitative)	0.00	90.00		100.00
Date achieved	05/01/2004	07/05/2004		03/30/2011
Comments (incl. % achievement)	Target exceeded.			
<b>Indicator 5:</b>	Conservancies developed skills to design, up-date and implement local level monitoring and reporting			
Value (quantitative or Qualitative)	0.00	80.00		87.50
Date achieved	06/01/2004	07/05/2004		03/30/2011
Comments (incl. % achievement)	Target exceeded.			
<b>Indicator 6:</b>	Conservancy committees strengthened			
Value (quantitative or qualitative)	0.00	12.00		16.00
Date achieved	04/01/2006	07/05/2004		03/30/2011
Comments (incl. % achievement)	Target exceeded			
<b>Indicator 7:</b>	Environment Management Act enacted			
Value (quantitative or qualitative)	0	Environmental Management Act enacted		Enacted in 2007
Date achieved	06/01/2004	07/05/2004		03/30/2011
Comments (incl. % achievement)	Target achieved.			
<b>Indicator 8 :</b>	Parks and Wildlife Management Bill enacted			
Value (quantitative or qualitative)	0	Enactment of the Bill		Bill drafted and reviewed within MET. Awaiting Parliament approval

Date achieved	05/01/2004	07/05/2004		03/30/2011
Comments (incl. % achievement)	When the project was designed in 2004, promising an enacted Bill was highly ambitious. Despite the ambitious target, MET informed the WB that the enactment is expected early in 2012.			

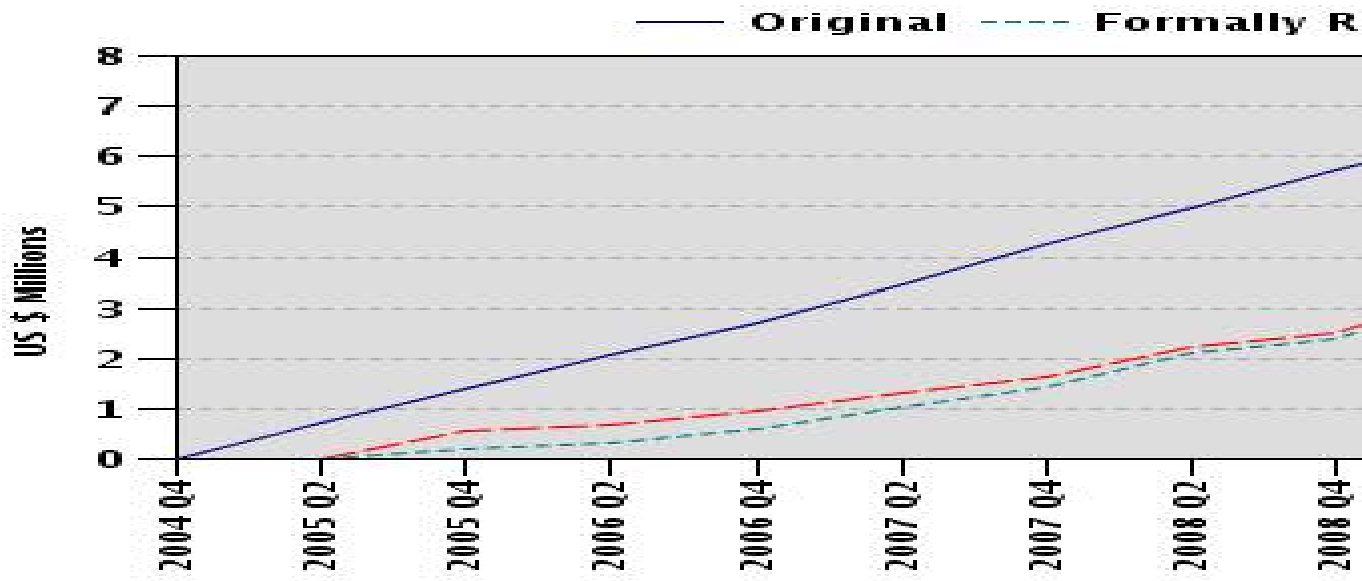
### G. Ratings of Project Performance in ISRs

No.	Date ISR Archived	GEO	IP	Actual Disbursements (USD millions)
1	06/30/2004	Satisfactory	Satisfactory	0.00
2	11/30/2004	Satisfactory	Satisfactory	0.00
3	05/12/2005	Satisfactory	Satisfactory	0.50
4	12/29/2005	Satisfactory	Satisfactory	0.65
5	06/14/2006	Satisfactory	Satisfactory	0.94
6	12/22/2006	Satisfactory	Satisfactory	1.31
7	06/26/2007	Satisfactory	Moderately Satisfactory	1.63
8	06/26/2007	Satisfactory	Moderately Satisfactory	1.63
9	12/21/2007	Satisfactory	Moderately Satisfactory	2.24
10	05/28/2008	Satisfactory	Moderately Satisfactory	2.52
11	11/30/2008	Satisfactory	Moderately Satisfactory	3.11
12	06/18/2009	Moderately Satisfactory	Moderately Satisfactory	3.37
13	11/28/2009	Satisfactory	Moderately Satisfactory	4.42
14	06/04/2010	Satisfactory	Moderately Unsatisfactory	5.13
15	02/14/2011	Satisfactory	Moderately Satisfactory	6.66
16	03/26/2011	Satisfactory	Moderately Satisfactory	6.92

### H. Restructuring (if any)

Not Applicable

## I. Disbursement Profile







# 1. Project Context, Global Environment Objectives and Design

## 1.1 Context at Appraisal

1. Namibia became independent from South Africa in 1990. It borders on the Atlantic Ocean to the west, Angola and the Democratic Republic of Congo to the north, Botswana to the east and South Africa to the east and south. Namibia is a middle-income country whose considerable successes rest on a strong multiparty parliamentary democracy that delivers sound economic management, good governance, basic civic freedoms, and respect for human rights. The greater part of Namibia consists of arid and semi-arid rangelands with little to no permanent surface water. Namibia is divided into five geographical regions: a) the Central Plateau where the majority of Namibia's population and economic activity is; b) the Namib desert; c) the Escarpment where vegetation ranges from dense woodlands to shrubby areas; d) the Bushveld with flat and sandy soils covered with savannah vegetation; and e) the Kalahari desert which is home to the Succulent Karoo, an area with high proportions of endemic species. These regions support diverse megafauna such as rhino, elephant, wildebeest, buffalo, giraffe, zebra, oryx, kudu, eland, hartebeest, springbock, etc. and their associated large predators, including lions, cheetahs and hyenas.

2. Before independence in 1990, wildlife populations in Namibia's communal areas were plummeting as a result of extensive poaching during prolonged military occupation. While 14 percent of Namibia has been set aside as state-controlled parks and reserves, the protected area network is heavily skewed towards the Namib biome, leaving savannas, woodlands and Karoo biome severely under-represented. Overexploitation of woodlands, shrublands and savannas and uncontrolled cutting of trees for cattle farming and shifting cultivation have resulted in significant land degradation that, if not stopped, could result in further desertification, economic loss and escalating poverty.

3. Since the early 1980's the Government of the Republic of Namibia (GRN) initiated the National Community-based Natural Resources Management (CBNRM) program, a joint venture between the Government, non-governmental organizations, communities, community-based organizations (CBOs) and donors. The CBNRM program aims to provide incentives to communities to manage and use wildlife and other natural resources in sustainable and productive ways to reduce deforestation, land degradation and biodiversity loss. The policy framework for CBNRM grants rights over wildlife and natural resources use and tourism management to communities on their lands once they are organized as "conservancies". Conservancies are multiple-zone areas with legal status, registered with the authorities (Ministry of Environment and Tourism) where residents farm more sustainably and collectively manage wildlife and tourism activities. USAID through the World Wildlife Fund (WWF) was a major co-financier under the CBNRM program of activities through the Living in a Finite Environment (LIFE) program which ended in 2008. The USAID/WWF funded LIFE program channelled its resources mainly through the non-governmental CBNRM service providers and their network organization, the National Association of Conservancy Support Organizations (NACSO).

4. Lessons from the CBNRM program started to emerge. As the linkages and interactions among natural systems as well as with people were often compromised within the CBNRM program, the GRN and its partners decided that a new project should attempt to introduce an integrated ecosystem management (IEM) concept to optimize the positive ecological, economic and social benefits of activities aimed at maintaining or restoring ecosystem structure and

function not just biodiversity conservation. A broader range of investment activities were needed to sustain the ecological and economic integrity of conservancies.

5. In 2004, the GRN requested a US\$ 7.1 million Global Environment Facility (GEF) grant from the World Bank (WB) to initiate a new operation that incorporated the CBNRM lessons. Within the overall CBNRM, the Integrated Community-Based Ecosystem Management project (ICEMA) was to build on the achievements of the on-going LIFE program (LIFE plus). When the interventions for ICEMA were designed, due cognizance was taken of a number of sector issues that needed to be addressed: a) conservation and sustainable use of Namibia's biodiversity and natural resource base; b) support for the shift from a wildlife-focused to an integrated ecosystem management (IEM) approach; c) strengthening of the Government's policy and legal framework to enable IEM in conservancies; d) reinforcement of capacity and institutional support for CBNRM at the central and decentralized levels; and e) provisions for increased livelihood options for rural communities.

6. At the time of appraisal, the GRN and the WB agreed to adopt this new approach in 15 registered conservancies with significant biodiversity values (16 conservancies were eventually supported). Specifically, the project was to foster the shift from traditional natural resource management (mainly of wildlife) to an integrated ecosystem management approach in the targeted conservancies, thereby enhancing globally significant biodiversity conservation and reducing land degradation while, at the same time, providing increased income-generating opportunities. More importantly, the project was to strengthen the governance aspects of the conservancies and private sector participation in economic activities. The project also aimed at providing institutional support to the Ministry of Environment and Tourism (MET), which is the lead government agency responsible for implementing the National CBNRM program, in its efforts to coordinate regional and local agencies and the GRN's decentralization process.

7. During preparation, the WB did not have a country assistance strategy for Namibia. The WB had had limited involvement in Namibia at that time, by providing technical assistance to support the GRN's efforts to reduce poverty and to support decentralization. The WB's involvement in ICEMA was the first operation in the country and was justified on the following grounds: a) the project was an opportunity for the WB to cooperate with the GRN for the first time in a project of unique national and global benefits; b) the project would contribute to two of the main development objectives of Namibia's National Development Plan; and c) the project would support improvements in living standards among the rural poor by creating employment opportunities and strengthening a natural resource management model that maximizes the socio-economic advantages of the conservancies without compromising the globally valuable biodiversity. Soon after the ICEMA project was approved, the GRN and the WB developed a second GEF operation "the Namibia Coast Conservation and Management Project" (NACOMA).

8. ICEMA was consistent with the priorities of the GEF operational programs for integrated ecosystem management (OP12) and for arid and semi-arid ecosystems (OP1). Also, the project was in line with GEF Strategic Priority 2 for Biodiversity, as conservation would be enhanced and mainstreamed into the various production landscapes (mainly wildlife, forestry and tourism).

## **1.2 Original Global Environment Objectives (GEO) and Key Indicators**

9. As stated in the Project Appraisal Document (PAD), the ICEMA **Project Development Objective** (PDO) stated that *community-based integrated ecosystem management practices are supported by the National CBNRM framework and used by targeted conservancies*. Its **Global Environment Objective** (GEO) was *to restore, secure and enhance key ecosystem processes in targeted conservancies with biodiversity and land conservation and sustainable use as a goal*.

10. The Grant Agreement stated the PDO differently “to assist the Recipient in promoting community-based integrated ecosystem management that generates socioeconomic benefits for conservancies”. Despite the difference in the way the PDO was stated, the key indicators were the same in the PAD and the Grant Agreement. For the purposes of the ICR, the PAD PDO and indicators are used.

11. The Key Indicators to measure overall project performance (KPIs) were:

For the PDO:

- Around 25,000 km<sup>2</sup> of communal land under integrated sustainable ecosystem management as defined by the National CBNRM Program.
- 80% of targeted conservancies committees are effectively managing and deploying efficiently and sustainably their natural, human, financial and other resources according to the objectives of their conservancy plans.
- MET as CBNRM lead agency has established effective partnerships with other agencies and institutions, including local governments, NGOs and the private sector to enable achievements of project objectives in an efficient and effective manner.

For the GEO:

- Populations of targeted threatened fauna and flora remain at current levels or have increased in targeted conservancies (5 species specified).
- Biological monitoring indicates that the integrity of the target sites remains secure with no significant changes in habitat.

### **1.3 Revised GEO and Key Indicators, and reasons/justification**

12. Key Indicators, GEO and KPIs were not formally revised during implementation.

### **1.4 Main Beneficiaries**

13. The primary target group of the project, as identified in the PAD, consisted of the communal conservancies and their community members including populations of the indigenous peoples “San” targeted by the project (initially 15 target sites, later 16 sites), non-governmental organizations, the Ministry of Environment and Tourism (MET), and the Ministry of Agriculture, Water and Forestry (MAWF) through its Directorate of Forestry (at the time of appraisal under MET).

14. The secondary beneficiaries, as described in the PAD, were the other line ministries involved in CBNRM such as the Ministry of Lands and Resettlement (MLR), the Ministry of Local Government, Housing and Rural Development (MRLGHRD), the Regional Councils, private enterprises engaged in joint ventures, tourism investments with conservancies and other NRM-based enterprises.

### **1.5 Original Components**

15. The project comprised three inter-related components and project administration.

16. **Component 1: Ecosystem-based Income-Generating Activities (US\$ 2.20 million):** This component was designed to provide resources to local communities in order to help them generate socio-economic benefits. The component supported a Community-Funding Facility (CFF) to finance sub-projects (micro-projects) using detailed selection criteria agreed with the WB and targeting wildlife, tourism, forestry, and multi-sector (e.g., non-timber forest products (NTFP)) activities. The component also provided support for the dissemination of information to eligible communities, so that they may access the CFF, technical support at the conservancy level

for strategic business planning and establishing a benefit sharing mechanism, and support to implement sub-projects.

17. **Component 2: Sustainable Ecosystem Management (US\$ 2.08 million):** This component aimed at strengthening conservancies to incorporate an integrated ecosystem management (IEM) approach to natural resources management. The component supported: a) the establishment of the methodology for planning and monitoring the use of an IEM approach at the community conservancies level; b) the development of management plans in 15 (later 16) conservancies using the IEM approach; c) the implementation of site-specific key prioritized activities in the 15 (later 16) conservancies for ecosystem restoration, wildlife translocation and other ecosystem management activities as outlined in the IEM plans; and d) the development and implementation of an IEM Monitoring and Evaluation system.

18. **Component 3: Targeted Institutional Support (US\$ 1.13 million):** This component was designed to strengthen the capacity of the Ministry of Environment and Tourism (MET) to carry out strategic planning, implementation, monitoring and replication of activities to strengthen the National CBNRM program and policies in Namibia. The component was also to strengthen the administrative capacity of individual conservancies. The component specifically supported: a) policy research (identifying and funding of targeted CBNRM research issues to be undertaken or guided by a technical and scientific roster of experts); b) an assessment of the current National CBNRM strategy and institutional set-up in order to identify and implement a training plan for MET's centralized and decentralized staff; c) formalization of a CBNRM consultative forum to discuss policy issues and progress within the National CBNRM Program; d) equipment and operating costs as well as limited training and workshop budget for conservancy management needs; and e) training and technical assistance to MET and conservancy staff to improve CBNRM scientific monitoring and evaluation activities and to further develop and adapt its central M&E system to the expanding needs of the CBNRM program.

19. **Component 4: Project Management Support (US\$ 1.69 million):** This component supported the management costs to supervise the ICEMA activities. It provided the necessary equipment and training for the Project Office (PO) staff to perform the administrative functions (technical planning, budgeting, procurement, financial management and auditing, monitoring progress and reporting).

### **1.6 Revised Components**

20. Project components remained unchanged during implementation.

### **1.7 Other significant changes**

21. The project had one formal amendment of the Grant Agreement, dated November 2009, to extend the closing date from January 31, 2010 to March 31, 2011. The extension was requested to complete sub-projects under component 1 that had experienced delays (see Section 2.2), due to the need to establish certain procedures before funds could be disbursed.

## **2. Key Factors Affecting Implementation and Outcomes**

### **2.1 Project Preparation, Design and Quality at Entry**

22. Project preparation started in January 2002 and two and a half years later, in November 2004, the grant was declared effective, five and a half months after approval. In July-August 2005, the WB's Quality Assurance Group carried out a Quality at Entry Assessment (QEA). The

QEA rated overall preparation as moderately satisfactory for Poverty, Gender and Social Aspects, Environmental Aspects, Institutional Arrangements, Risk Analysis, and WB Inputs and Processes. The remaining four dimensions: Strategic Relevance and Approach, Technical, Financial and Economic Aspects, Fiduciary Aspects and Policy and Institutional Aspects were rated satisfactory. The QEA recognized that the project design built on a strong country context for natural resources management that started in the 1990, with a rapidly growing base of communal conservancies, and strong donor support for the sector as well as GRN commitment. During preparation, the WB played a positive role in building donor collaboration in the sector, and had better defined its role in Namibia. The design of the project sought GEF support from the multiple focal area OP12, being one of the first GEF projects involving the relatively new OP12 on Integrated Ecosystem Management. The project adopted lessons from an early GEFSEC review of OP12 design experience.

23. The QEA identified two weaknesses: (i) the project would likely face some difficult institutional issues, such as the role of (foreign-financed) conservation NGOs and the appropriate role of government in setting parameters and guidelines for local resource use decisions. During the preparation phase, MET's ownership of the project increased substantially to the point that it assumed full responsibility for implementation with outsourcing to NGOs, conservancies and the private sector for MET's non-core activities. During implementation, this weakness was mitigated and the conservation NGOs worked positively with MET and the communities. (see paragraph 67); and (ii) weakness in the M&E design which was not uncommon for projects at that time. Due to the QEA findings, the team improved the M&E system throughout implementation (see section 2.3). It specifically included definitions and management criteria for "ecosystem restoration" or "integrated ecosystem management" in the target areas, and developed and applied a scorecard methodology that was used to measure progress against the PAD indicators. While the indicators were not revised, their measurement was improved.

24. The main reasons for the moderately satisfactory QEA rating did not materialize. However, the ICR team maintains the rating of moderately satisfactory to be consistent with the QEA. Also, the risk section did not adequately identify the risk of implementation delays of the sub-grants component. This component was delayed due to the need to have strong community ownership as well as clearly defined processes and tools. In the risk analysis and mitigation plan of the PAD some mitigation measures were missing for several of the risks identified, such as NGO opposition.

25. Overall, there were several positive features in the quality of preparation: (i) project intervention sites and/or conservancies were selected using a rigorous process with set criteria and through a participatory process. Annex 16 of the PAD (Conservancy Profiles and Prioritization Process) described this process in detail and identified the targeted registered communal conservancies that would be supported under the project. These were agreed with the GRN at appraisal and were finalized before negotiations of the Grant Agreement. This selection proved to be useful to test conservancies in different regions and with different levels of development; and (ii) the participatory nature of the project design. Annex 20 of the PAD describes in detail the consultative process with NGOs, communities and different government directorates. This process ensured that no conflicts came up during implementation.

## **2.2 Implementation**

26. The project was approved in June 2004 and became effective in November 2004. The first disbursement was made in February 2005. The Grant Agreement indicated a project completion date of July 31, 2009 and a closing date of January 31, 2010. However, one extension of the closing date was requested, until March 31, 2011, to be able to disburse the remaining

funds of the sub-projects under component 1 which had experienced delays (see explanation below). For the day-to-day operation, a Project Office (PO) was based within MET reporting directly to the Directorate of Environmental Affairs (DEA) and the Directorate of Parks and Wildlife Management (DPWM) ensuring project ownership by MET and included five staff, a coordinator, a procurement officer, an accounting officer, a monitoring and evaluation specialist and a secretary.. The project faced some staff turnover and delays in replacing them, but with the WB active supervision, implementation took its due course.

27. A mid-term review (MTR) took place in November 2007 and an independent external review was financed by the GRN in September 2007 providing inputs into the MTR. The MTR confirmed that the project design, scope and implementation arrangements were still fully relevant. Therefore, no restructuring was needed. During the MTR mission, the WB team recognized the slow disbursement of the Community Funding Facility (CFF) program (Component 1). The slow disbursement can be ascribed to a number of organizational requirements that had to be put in place such as: a) finalization of the MET Concession Policy; b) operation of MET's concession investments for conservancies; c) lease agreements to be obtained from land boards; d) social and environmental safeguards to be identified; e) head concession and operator contracts to be drafted and agreed; and f) preparation of business plans. During implementation, the Bank team rated the Implementation Progress (IP) in ISRs as moderately satisfactory mainly due to the slow disbursement of this component. Despite these delays, all the sub-project funds were disbursed by project closure. Activities funded included tourism joint ventures, a community-based camp site, a tourism information hub and curio outlet, as well as projects to supplement household income through aquaculture and beekeeping.

28. Physical, institutional and management arrangements had to be established and strengthened at each conservancy level, before the implementation of reasonable and replicable CBNRM/IEM-based sub-projects could take place. This included the provision of infrastructure (such as the administrative office of the conservancy) that would allow conservancies to manage their affairs. The required institutional arrangements that were put in place included assisting the process of conservancy management from the preparation of resource management plans and the drafting of work plans and policies to the establishment of enterprise management committees.

29. Another issue considered during the MTR was that the MET counterpart funding for ICEMA suffered delays. The financial arrangements for the project included a Special Account for GEF funds and a Counterpart Fund Account for GRN funds (Annex 6-b of the PAD). In most GEF projects the grant finances 100 percent of all expenditures as governments were often not able to provide cash as part of their co-financing requirements to pay for global public goods. In Namibia, the GRN agreed to provide cash which was not an easy negotiation for MET with the Ministry of Finances (MOF). Counterpart funding delays were due to the GRN's system of government budgeting. This matter was raised during the MTR and other supervision missions (also explaining the moderately satisfactory ratings for IP in the ISRs. Despite the delays, by project closure, the GRN honored their commitment and contributed US\$ 1.23 million in cash, more than stipulated in the PAD (around US\$ 0.83 million). In addition, the GRN funded the CBNRM activities through other state budget and off state budget mechanisms such as staff salary in the field offices and at headquarters. The total counterpart funding (US\$ 1.23 million in cash and US\$ 5.32 million in-kind) amounts to US\$ 6.55 million, slightly higher than the level agreed in the PAD (US\$ 6.11 million).

30. In 2005, the French GEF approved a grant worth 1.4 million Euros to support components 2 and 4 of ICEMA. The French GEF project closed in January 2011 with an overall positive final evaluation. ICEMA ran in parallel with the USAID/WWF funded LIFE Plus

program that supported the overall CBNRM program. In 2007, there was a reduction of financial resources in the LIFE Plus program which meant a reduction of financial resources for the contracted service providers (CSPs) and CBOs. The WB team observed that, although this reduction in financial resources could have put a strain on the CBNRM activities and ICEMA, it actually fostered cost-effective and more coordinated efforts by the various CBNRM funding sources, which also contributed to improved institutional relationships between MET and non-governmental partners. In 2009, the Millennium Challenge Account (MCA), funded by the US Government, had started operating in Namibia and provided support to the CBNRM activities related to ICEMA. Other donors (KfW, Finland and the European Commission) expected at the preparation stage continued their support throughout ICEMA's implementation (see Annex 1 of this ICR).

### **2.3 Monitoring and Evaluation (M&E) Design, Implementation and Utilization**

31. The M&E system for the project was designed taking into consideration existing capacity and monitoring efforts from involved stakeholders at the local and national levels and the results of the QEA review. The system was described in the PAD (Annex 18) and in the M&E Manual for ICEMA. It was developed on the basis of studies and consultations carried out during preparation and in close cooperation with the National Association of Conservancy Support Organizations (NACSO) led working groups on NRM, Business and Enterprise Development and Institutional Development to ensure buy-in and needed contributions from key CBNRM stakeholders.

32. Human and financial resources for M&E were defined and agreed upon at appraisal. The M&E functions were carried out initially by the LIFE Plus program. During the MTR, it was decided that an M&E specialist be employed by ICEMA as part of the PO as the LIFE Plus program was closing. The specialist was a highly qualified and experienced Namibian citizen who had been working on project M&E for several years.

33. The system was conceived as a bottom-up process of monitoring and feeding data at relevant levels for progress and performance measurement using the successfully introduced wildlife-based "Event Book system" in conservancies which was part of the Management Oriented Monitoring System (MOMS) under the LIFE Plus program. The MET, with support from the NRM group, promoted the use of the CBNRM Event Book for Local Level Monitoring and Evaluation.

34. The Event Book System is a highly successful management and monitoring tool that had been developed and introduced over the past nine years and was strengthened by ICEMA. This simple but rigorous monitoring system promotes conservancy involvement in the design, planning and implementation of natural resource monitoring. Each conservancy decides what resources it needs to monitor bearing in mind issues on which conservancies are obliged to report to MET. The resources or themes identified may include human wildlife conflict, poaching, rainfall, rangeland (veld) condition, predators and bush fires, and a variety of others. Conservancies monitor a larger suite of resources such as plant foods (melon seed, "mangetti" nuts in the Euphorbiaceae family, "marula" oil in the Anacardiaceae family), palms, fish, honey, rangeland, and even livestock. For each topic selected for monitoring, there is a complete system that begins with data collection, goes through monthly reporting, and includes long-term reporting.

35. Every year, an annual 'audit' of the system is conducted where all data are collated and compiled into a conservancy's Annual Natural Resource Report, which is sent to the MET and provided to NACSO to update their monitoring databases. Due to its almost universal

application, the system is now being ‘exported’ to state and private sector parks in Namibia, as well as to other countries in Africa and Asia. In addition to day-to-day monitoring through the Event Book, most conservancies conduct periodic game censuses. ICEMA supported the adaptation and implementation of the Event Book in all the targeted sites. In addition, ICEMA helped to mainstream the Event Book for local level IEM M&E in targeted sites and to support its adaptation for integrated monitoring. This level of monitoring worked very well and continues to be widely used by the conservancies.

36. In addition to this bottom-up monitoring system, the project made use of a number of Key Performance Indicators (KPIs) and Intermediate Outcome Indicators (IOIs) that were used to monitor and evaluate progress during the implementation of the various components of ICEMA. Linkages were established between the 12 IOIs identified in the PAD, the various activity and output levels and the 5 KPIs. The WB supervision missions spent many hours strengthening the M&E system and the rating of M&E was always moderately satisfactory due to the difficulties in reaching agreements on the robustness of the indicators and the methodology to measure them. After several missions, agreement was reached on the criteria to ensure responsiveness of the indicators to project interventions and which were designed to: (i) qualify progress for a particular indicator at a target site level; and (ii) establish linkages and feed data from IOIs to the KPI level. The M&E system included a methodology for all 5 KPI baseline assessments. In addition, the M&E system provided for monitoring of project risks, compliance with safeguard instruments (Environmental and Social Assessment - ESA, IPDP and Resettlement Policy Framework - RPF), financial management and disbursement as well as implementation performance. The performance of ICEMA was assessed regularly and reports were produced and sent to the WB every three months. The final indicators and their values are provided in Annex 2 (a).

37. An end monitoring report entitled: “Streamlining the Monitoring and Evaluation Systems of ICEMA and the CBNRM program of MET” was conducted in May 2010. The CBNRM Sub-Division performed an evaluation of a selected number of sites to assess if the IEM approach had been incorporated in the management and administration of the conservancies. Four teams conducted this evaluation. The first team tested the applicability of the open ended questionnaire that was designed to collect information for this purposes at the Khob Naub conservancy in the Karas region. The second team went to target conservancies in the North Central region. The third team went to the Otjozondjupa, Kavango and Caprivi regions and the last team went to the Kunene region. The evaluations ended in May 2011. Most of the evaluations were carried out at conservancy offices. The report concentrated on individual evaluations conducted in each target site (Annex 2 (b) describes some results of this evaluation).

38. ICEMA also contributed expertise and data to the CONINFO database developed by NACSO. CONINFO is a data management tool for storing and managing conservation related data. It comprises 4 main data types: 1) Databases and spread sheets; 2) GIS data; 3) Image data; and 4) Documentation. Each conservation area (e.g. conservancy, concession, national park) has its own folder under each data type within which all relevant data are stored. The project has contributed to state-of-the-art reporting, such as the Annual Conservancy Assessment Report, as well as a number of videos, reports and brochures (including one on the positive results of the project with the San population).

#### **2.4 Safeguard and Fiduciary Compliance**

39. **Environmental Safeguards.** The project was classified as environmental category B and triggered the following safeguard policies: OP 4.01, OP 4.04, OD 4.20, and OP 4.12. As ICEMA was expected to be environmentally beneficial by design, the entire project could be interpreted as an environmental management program. While the project was not expected to have any



significant negative impacts on the environment, the sub-projects in the conservancies supported by the Community Funding Facility (CFF), such as tourism campsites, handicraft center, office infrastructure and the meat drying facility, could have resulted in low-level impacts. To ensure that any potential impact of these activities was identified and mitigated, the ICEMA PO, MET personnel and the Contracted Service Providers (CSP) were responsible for implementation of the ESA. This ESA had been prepared in line with Namibia's National Environmental Assessment Policy, the emerging Environmental Management Bill (approved in 2007) and the applicable WB safeguard policy. During implementation, almost none of the investments required a full EIA, except for the joint venture community tourism projects (Etendeka and Khaudum), which were implemented in a satisfactory manner.

40. **Social Safeguards.** ICEMA triggered OP/BP 4.12 in the unlikely event of restricted access to natural resources as a result of project activities such as: (i) establishment of core wildlife areas or game camps; and/or (ii) establishment of tourism facilities such as camp sites or lodges in the conservancy. In all of these cases, such developments were planned to take place in areas of the conservancy where there is no permanent settlement and that measures are taken to provide adequate compensation for the potential loss of resources. No people had to be resettled due to activities of ICEMA. Whenever land was required (e.g., for the Kongola Information Hub or the Nudi Campsite of the Khob Naub conservancy), the obligatory permissions were obtained from the relevant land boards or the traditional authority.

41. ICEMA also triggered OD 4.20 due to the fact that San populations were located in some of the conservancies. The term San refers to a diverse group of indigenous peoples living in Southern Africa who share historical and linguistic connections. As part of the Environment and Social Management Framework for the project, an Indigenous Peoples Development Plan (IPDP) was developed during preparation under coordination of MET. The IPDP detailed a plan to manage the transition process of the San, who no longer live as hunter and gatherers but reside in permanent settlements, so that they can participate in national development by encouraging their roles in decision making and overall participation, especially in sub-project planning and implementation in their conservancy. During the MTR, a review of the IPDP was carried out by a WB Social Development specialist. The IPDP was considered comprehensive, although sometimes excessive in details. The IPDP had a detailed Action Plan and Guidelines for its implementation. It essentially sought to establish equal opportunities for the San in the organizational, cultural, technical and financial areas. It had a good approximation to the target population but was affected by the poor quality of data on the San of Namibia. Thus, the estimates of San population of the conservancies were revised during the mid-term review.

42. The IPDP was implemented by the WIMSA (Working Group of Indigenous Minorities in Southern Africa). Most of the planned activities until 2007 had been carried out, although with delays. They were largely focused on the Na Jaqna and Nyae Nyae conservancies and included: a) capacity building on governance (roles and responsibilities of the conservancy, financial management planning, harvesting and processing devil's claws, community game guard training, wildlife management and trophy hunting, event book training, and predator identification training); b) tourism development, supported by game introduction and game water development; and c) natural resources management activities (particularly improved harvesting, processing and marketing of devil's claws).

43. Compliance with OD 4.20 which was later changed to OP/BP 4.10 (Indigenous People) and OP/BP 4.12 (Involuntary resettlement/Loss of assets or restricted access to assets) were again evaluated by a WB Social Specialist in September 2010. The mission's aide memoire reported that overall, ICEMA supported capacity building and income generating sub-projects that ensured

compliance with both safeguard policies. The IPDP facilitated the further integration of the San people into the mainstream development of Namibia, however, there were differences in implementation of the different activities depending on the target sites: The Nyae Nyae conservancy in East Tsumkwe started with a well established CBO, the Nyae Nyae Development Foundation of Namibia (NNDNFN), which was supported by international development partners (WWF, USAID etc.). The conservancy still benefits from a number of NGO initiatives, coordinated predominantly by NNDNFN, and a successful commercial hunting operation (African Safari Hunting). The Nyae Nyae population (approximately 2000 people) is mainly Juhoansi and is relatively homogenous culturally, with a relatively stable social structure, and a strong sense of tradition and identity. In contrast, the population of the Na Jaqna conservancy in West Tsumkwe is a mixture of San people from different areas and sub-ethnic backgrounds (approximately 5000 people, mainly Kung, Vasekela, Juhoansi, Haiom and Mpungu ). In 1976 and 1978, the South African Defense Force relocated around 1,000 San from Kavango, Caprivi and Angola to West Tsumkwe. There are also a number of settlers of Kavango and Herero origin in the district. The San in West Tsumkwe have, until recently, been unable to access services provided by NGOs resulting in weaker community institutions and limited institutional capacity.

44. Following the final evaluation, a series of actions were recommended to be conducted by WIMSA. In July 2011, WIMSA provided a final report responding to most of the requested actions. These included, among others: a) assistance with the formation of a long-term game water point plan provided to San people in the project site; b) support to negotiations and capacity building with Devils Claw buyers; c) grazing management support; and d) a pamphlet for MET/DoF staff to increase sensitivity to San. What was not concluded was the drafting of an exit strategy for the Na Jaqna conservancy. One interesting result of the IPDP is that despite differing views within the CBNRM network, the IPDP has been regarded as most helpful to make the differing needs of San-led conservancies visible and to report back to decision-makers on actions taken. WIMSA underwent a number of institutional changes which impacted its performance to some extent, but WIMSA concurred that the project helped to define priorities and to present broader program-wide priorities (not a one size fits all approach).

45. **Fiduciary Compliance.** The project used the WB's financial management and procurement system. Annual audits and the final audit took place as prescribed, and the findings were to the satisfaction of the MET and the WB. Initially, the WB supervision missions observed that staffing, internal controls, record keeping, budgeting systems, funds flow arrangements and audit arrangements were conducted satisfactorily; however, financial reporting and monitoring and information systems needed improvement and further guidance. With further guidance from the WB, this situation improved. The final mission reviewed the financial management arrangements of the project in terms of being capable of recording correctly all transactions and balances, supporting the preparation of regular and reliable financial statements, safeguarding the entity's assets, and auditing arrangements, and found them acceptable.

46. All procurement was satisfactorily handled in accordance with WB procedures. All goods procured under the project have been donated to the targeted conservancies and to the collaborating Directorates of MET. Treasury approval has been granted by the Ministry of Finance for MET to accept the project vehicles as a donation. The seven vehicles are fully equipped and well maintained.

## **2.5 Post-completion Operation/Next Phase**

47. Given the high demand to support existing and new conservancies, building on the successful implementation of the fourth CBNRM phase, the GRN and long-standing or new partners have demonstrated continued or new commitments to the CBNRM program for the

coming years, including: WWF in Namibia has successfully secured strong support from the WWF Network (Netherlands, Norway, Germany, US) for strategic elements of the CBNRM program, with anticipated annual investment levels of approximately US\$ 3 million/yr for the next five years; WWF-UK funding to Integrated Rural Development and Nature Conservation (IRDNC) (though on a declining level) is scheduled for conclusion in 2013, providing three more years of reliable funding assistance to the IRDNC in carrying out field-based support to conservancies in Kunene and Caprivi; and MCA funding, which is aiming to increase capacity-building and business assistance to 31 targeted conservancies. This large (US\$ 18 million) investment has commenced with an initial training needs assessment of the targeted conservancies and will run through 2014.

48. The next four years will provide an important window of opportunity for the CBNRM program, moving from its current development stage, to strategically establish funding mechanisms that can sustainably cover the costs of the critical, core long-term services required for the conservancies to permanently operate and prosper. In this regard, the permanent funding of national program support costs will need to be considered such as sectoral coordination, training of service providers (i.e. training of CBNRM trainers), CBNRM programmatic monitoring/documentation (i.e. Annual State of Conservancy Reports), and provision of specialist knowledge and assistance through the three CBNRM pillar working groups (the Natural Resource Management Working Group (NRM-WG), the Institutional Development and Governance Working Group (IDG-WG), and Business, Enterprise, and Livelihood Working Group (BEL-WG)).

49. The MET will continue to collaborate closely with the MCA compact implementation team on issues of common interest in natural resource management and tourism development. The following ICEMA target sites form part of MCA's priority conservancies: Anabeb, Doro Nawas, Ehirovipuka, Kasika, Khoadi-Hoas, George Mukoya, Muduva Nyangana, Na Jaqna, Omatendeka, Sheya Shuushona, Sorri Sorris, Uukolonkadhi Ruacana, and the Mudumu North Complex (MNC) conservancies of Kwando, Mayuni, Mashi and Sobbe. As more than 75 percent of the ICEMA sites are also MCA target sites (12 conservancies as well as the majority of the MNC sites), continuous exchange of information has taken place on these conservancies.

### **3. Assessment of Outcomes**

#### **3.1 Relevance of Objectives, Design and Implementation**

50. The Project Development Objective was, and continues to remain highly relevant for the GRN. Support of the development of communal conservancies remains a priority for the GRN and donors. The CBNRM program was widely recognized and supported in the National Development Plan II (NDP II) (2001) at the time the project was designed. For example, the NDP II presented the CBNRM development approaches and conservancies as cross-cutting strategies to further increase sustainable natural resources management and sustainable use, in ten of its 48 chapters. Since the ICEMA project, the MET developed a strategy where the CBNRM was given stronger recognition through staff increase and budget. In the last two years, the GRN has prepared the Namibia's Vision 2030 and the National Development Plan III and IV where sustainable natural resources management is mainstreamed in their development actions. Although this mainstreaming was facilitated by LIFE Plus and other actors in the sector, it is important to note that this could not have happened without the Namibian political will to improve the livelihoods of rural and historically disadvantaged populations and to recognize CBNRM as a suitable tool for this goal and not only as a "conservation" tool. Namibia's Vision 2030 specifically mentions the need to ensure the development of Namibia's natural capital and

its sustainable utilization, for the benefit of the country's social, economic and ecological well-being across all of their development activities". The GRN, who approved the MCA in Namibia, agreed to use a large portion of the funds to strengthen community-based tourism as a mean to safeguard biodiversity and at the same time generate jobs and livelihood opportunities for poor communities. The design of the project that included an integrated approach to managing the conservancies is even more relevant now with the need to diversify the sources of income by communities (i.e. tourism, game, handicraft and plant resources).

51. As mentioned earlier, ICEMA was the first investment operation of the WB in Namibia. At appraisal, the WB was only providing technical assistance to support the GRN's efforts to reduce poverty, to support decentralization and urban development, to analyze various sources of growth and to identify suitable options to strengthen the human capital development including knowledge management. The PDO and the project design remain relevant to the WB's engagement in Namibia. The current Interim Strategy Note (guiding the WB engagement with Namibia) coincides with the National Development Plan IV and includes technical assistance on natural resource management, water conservation, energy, and climate change, reflecting the centrality of environmental sustainability for Namibia's economic development. All major sources of economic growth and livelihood directly use the country's biodiversity, natural resources, and environmental services, and are vulnerable to climate change. The WB is also engaged in the GEF funded NACOMA project that seeks to receive additional funding from the GEF to implement a second phase. Namibia has also been selected by the WB as one of the countries that will benefit from the "Wealth and Accounting Valuation of Environmental Services program".

### **3.2 Achievement of Global Environmental Objectives**

52. The PDO stated that community-based integrated ecosystem management practices are supported by the National CBNRM framework and used by targeted conservancies. This was realistic and remained relevant throughout. The GEO was to restore, secure and enhance key ecosystem processes in targeted conservancies with biodiversity, land conservation and sustainable use as a goal. The Grant Agreement indicated that the PDO was to assist the Recipient in promoting community-based integrated ecosystem management that generates socioeconomic benefits for conservancies. This section analyzes the achievement of the PDO as stated in the PAD. In satisfactorily achieving this objective, the project: a) increased the number of conservancies that use an integrated ecosystem management (IEM) approach; b) improved the effective management of the conservancy committees; c) increased the effective partnerships of MET with other agencies and institutions, including local governments, NGOs and the private sector; d) maintained levels and/or increased populations of targeted threatened fauna and flora; and e) increased the integrity of the target sites with no significant habitat change. More specifically:

53. *Increase the number of conservancies that use an integrated ecosystem management (IEM) approach:* During preparation, the project underwent many discussions about the meaning of an integrated ecosystem management approach (IEM). In the PAD, the IEM approach referred to three pillars: (i) the capacity of the conservancies to sustainably use and manage their natural resources, and to encourage biodiversity conservation; (ii) improved access by rural communities to enterprise development and income generation; and (iii) strengthened capacity of the conservancies to enjoy strong and transparent governance structures and equitable sharing of benefits. During implementation, result was measured by an independent consultancy that further developed the tool to measure the IEM approach in the target conservancies and carried out a field evaluation. The tool used eight criteria to determine whether this indicator had been achieved: a) activities integrate the management of various resources (renewable); b) clear and

agreed conservancy objective articulated in IEM plan; c) IEM plan integrates ecological, social and economic aspects; d) government and NGO involved in IEM planning; e) spatial and temporal coverage in IEM plan; f) key actions are prioritized in Quarterly Activity Plans; g) ongoing evaluation and planning within conservancy; and h) ongoing TA support for activity implementation. For all 16 assessed conservancies all eight criteria were met. Therefore, the ICR concluded that, at the end of the project, the total area covered by the 16 conservancies that had adopted the IEM approach was 38,595 km<sup>2</sup>. The target value at appraisal was 25,000 km<sup>2</sup> and therefore this indicator was over achieved (129 percent).

54. *Increase the effective management of the conservancy committees:* ICEMA aimed at reaching this indicator when a minimum of thirteen targeted conservancy committees (or 80 percent) would be effectively managing and efficiently deploying their natural, human, financial and other resources according to the conservancy plan. This indicator was broadly defined at appraisal, and was further refined by applying a checklist to measure key actions, capacity improvements and investment results for each conservancy. In its annual monitoring reports the project measured this indicator against the following ten criteria:

*Natural Resource Management*

1. Integrated Ecosystem Management (IEM) plan in place
2. Natural Resource (NR) monitoring system in place to monitor resource use
3. Quota set by MET based on NR monitoring and evaluation respected
4. The zoning plan is being adhered to

*Governance*

5. Decision by committee members on use of conservancy funds (civil society participation and transparency)
6. Number of meetings held with conservancy committee members
7. Members have access to conservancy information

*Financial sustainability and economic development*

8. Conservancy takes over financing of staff (number of conservancy members employed)
9. Extent to which conservancy matches annual income to expenditure
10. Extent to which the conservancy plans for financial sustainability

55. Agreements had been reached between the WB and the GRN that in order to meet the broad indicator, 8 out of the 10 criteria would have to be met (80 percent) by project closure. The final monitoring report showed that all 16 conservancies had fulfilled at least 8 criteria, thus the project met this indicator. The extent to which a conservancy would match its annual income to its expenditure (criteria 9), however, was only reached by 11 conservancies and the extent to which a conservancy took over the financing of its own staff (criteria 8) was only reached by four conservancies (Kasika, Impalila, Khoadi Hoas, Doro Nawas).

56. *Increase the effective partnerships of MET with other agencies and institutions, including local governments, NGOs and the private sector:* The original target was that MET engages in five partnerships by the end of the project. During the annual monitoring supervision, the partnerships achieved by the project were numerous and significantly more than five. The effective partnerships included: (i) cooperation between MET with all the service providers (governmental and non-governmental); (ii) public consultation by MET to develop new CBNRM related policies and legislation; (iii) cooperation between MET and the Department of Forestry to integrate conservancy and community forestry initiatives; (iv) support by MET to develop the enabling framework for CBOs to access and develop business opportunities; (v) cooperation between MET and CBO and NGOs to establish the CBNRM M&E system and integrate it with other systems; (vi) collaboration between MET and the Country Partnership Pilot (CPP) on

income generating activities, integrated rangeland management and climate change in some of the conservancies targeted in the project; and (vii) collaboration between MET and the MCA program on tourism related activities in some of the conservancies targeted in the project.

57. *Maintain levels and/or increase populations of targeted threatened fauna and flora:* The project was able not just to maintain the levels of key species populations, but to increase several populations of targeted threatened fauna and flora. This was mainly accomplished through the game translocation program that ICEMA financed (see Table 1). During the ICR mission, game translocation investments were identified by communities as the most positive outcome of the project. They are considered to be a long term investments and are already beginning to have an impact. All these translocations serve to improve the tourism attraction of target sites while also offering direct benefits through increased animal harvests following strict quotas provided by MET.

**Table 1: Number of translocated individuals of each species under the ICEMA Project**

<b>Species</b>	<b># translocated</b>	<b>Species</b>	<b># translocated</b>
Blue Wildebeest	230	Burchell's zebra	193
Sable	37	Giraffe	107
Kudu	233	Common Impala	266
Eland	461	Hartmann's zebra	251
Hartebeest	351	Oryx	339
Black faced Impala	203	Springbok	350
Black Rhino	18		

58. The extension of the endemic black-face impala and the boosting of their populations in key areas (Uukolonkadhi Ruacana, Ehirovipuka, Khoadi-Hôas, Doro Nawas) has contributed significantly to the conservation status of the species, thereby supporting the national management plan. ICEMA has provided considerable assistance for the extension of the black rhino range to a number of conservancies and has supported the implementation of the custodian program in these areas. Besides the global environmental benefit of a less fragmented population, the involvement of rural people in species management has added to the security of the species, which had previously been decimated by the radically increasing poaching threat elsewhere in Africa and especially in southern Africa. Not only the extension of range and the boosting of existing non-viable populations have been significant, but also the management of the species has improved through additional training for its management. In the case of Khoadi-Hôas, the project also has been able to demonstrate that the management costs of the conservancy are adequately covered by the increased revenues from enhancement of the tourism product. Responsible and sustainable rhino-based tourism represents an additional global benefit.

59. Wild dogs are arguably the most threatened large predator on the continent with a shrinking range in Namibia and under considerable threat. The wildlife introductions to Na-Jaqna, coupled with support for a natural resource-based local economy, have contributed to the possibility of using an additional 800,000 hectares habitat. Similarly, the zoning of the southern areas of Muduvu Nyangana and George Mukoya conservancies as wildlife areas has created a buffer for the species in the Khaudum National Park. Elephants are the source of considerable human wildlife conflict (HWC) and threaten to undermine the success of the CBNRM program in some areas. ICEMA, by supporting the development of a national HWC policy and implementation plan, has promoted long-term mitigation against this potential conflict. This has been further supported at the site level through the provision of water point solutions in both,

southern Kunene and Caprivi. These steps have greatly contributed to reduced conflict between humans and elephants.

60. *Increase the integrity of the target sites with no significant habitat change:* ICEMA had set this indicator at appraisal and agreement was reached that it would be measured by the fixed point photography technique. The fixed point photography is one of the most effective and robust methods to monitor vegetation change. The results indicate that the integrity of the target sites had increased as indicated by the change in the percentage of tree cover between 2007 and 2010 (see Table 2) in the eight conservancies measured.

**Table 2: Tree cover measured in 2007 and 2010 in selected sites in 8 Conservancies**

Conservancies	Tree cover (%)	
	2007	2010
Huab	28.1	31.0
Khoadi Hoas	30.0	33.0
Anabeb	21.0	23.3
Doro Nawas	12.1	15.0
Ehrovipuka	19.0	27.0
Omatendeka	-	21.4
Sorri Sorris	20.1	23.0
Uukolonkadhi/Ruacana	26.2	22.0

### 3.3 Efficiency

61. At the time of appraisal there were no requirements to include calculations of economic and financial rates of returns. The project was a stand-alone GEF project with a GEF grant and counterpart funding from GRN. No benefit or cost-effectiveness parameters were calculated, and would be extremely difficult to calculate ex-post. Despite these hindrances, efficiency was assessed by: a) the inputs and returns in the CBNRM program available in an independent evaluation; b) the results at project closure of the incremental cost analysis presented in the PAD (Annex 4); and c) the efficiency achieved by the collaboration of different organizations to deliver technical assistance to the conservancies.

62. a) A report by Barnes (2008) measured the efficiency of the CBNRM program in Namibia based on inputs and returns of all conservancies between 1990 and 2005 (which included the 16 conservancies supported by ICEMA). The conclusions show on one hand that communities in these conservancies derive positive net returns to their investments in tourism-driven and that the overall government and donors spending in the CBNRM program has resulted in tangible economic benefits. The internal rate of return of the whole program investment over the 16 years period was close to 15 percent and the net present value of the investment over the period after discounting at 8 percent was US\$ 7.8 million. The fact that investment in the CBNRM program generated a higher return (15 percent) and a positive net present value, allows the conclusion that it was economically efficient and contributed positively to development. The report further concludes that community conservancy investments, in which tourism is the dominant land use, are economically efficient and contribute positively to national economic wellbeing. ICEMA funded tourism related activities in all 16 conservancies. For example, ICEMA supported MET to move black rhino to conservancy areas and to seek ways of allowing the species to enhance tourism values. Also, the Khoadi-Hôas pilot sub-project with the Grootberg Lodge is a prime example of how biodiversity management and tourism provide

additional revenue to conservancies. It is likely that this enterprise also provides additional security for rhinos in the face of increasing threats.

63. b) The GEF methodology of incremental cost analysis compares a baseline scenario (activities that will promote sustainable land use in the country without GEF support) with the cost of the GEF-supported scenario. At appraisal, incremental cost was estimated at US\$ 10.63 million (PAD, p.81). Of the incremental expenditures of US\$ 10.63 million, GEF was requested to fund US\$ 7.1 million; the balance would be funded by the French GEF and by the GRN. At closing, incremental cost was US\$ 10.15 million.

64. c) The collaboration in the CBNRM program and ICEMA has been exceptional, particularly in the way that the conservancies have received technical support, capacity-building, and facilitation which is highly efficient and collaborative and consists of a synergistic mix of government and NGO support. MET has provided the legal policy/legislative basis for the program and some training, technical support, and enforcement of regulations on a range of natural resource-related matters. MET has been strongly complemented by a number of field-based NGOs and the University of Namibia, which work under the umbrella of the National Association of Conservancy Support Organizations (NACSO). Through a joint endeavor, MET and NACSO members have provided on-the-ground training and technical guidance for a wide range of activities through three programmatic support pillars. These pillars include: (i) natural resource management (NRM); (ii) institutional development and governance (IDG); and (iii) community benefits through strengthened business, enterprise, and livelihood opportunities. In addition, NACSO has played a strong sectoral coordination role ensuring that the various NGOs are working in tandem with one another and promoting programmatic monitoring efforts through the collection of the monitoring data required to produce the Annual State of Conservancy Reports.

65. The various activities allowed the directorates to leverage resources to undertake activities which were captured in MET's annual work plan and which ensured that activities were aligned and not seen as an add-on. By this means, ICEMA supported "mainstreaming" key activities which, prior to the project, had been largely conducted by NGOs. However, rather than weakening partnerships between MET and NGOs, this served to strengthen MET and the partnerships. A few pertinent examples include:

- The annual Kunene Game Count which is now jointly organized and managed by MET. This is a key activity which supports quota-setting and hence is a pre-requisite for ensuring the most significant benefits for conservancies in the region.
- Game translocations - with support from ICEMA, MET has taken control of what is an annual activity in its work plan. Also with support from ICEMA, MET has sought alternative funding assistance beyond ICEMA (e.g., from the EU and MCA).
- Support for local-level monitoring which is now embossed in the MET work plan and provides the mechanism for long-term M&E.
- MET is playing an active role in the harmonization of conservancy and community forest approaches. To this end, a natural resources working group has been established and is chaired by the Director of Forestry.

### **3.4 Justification of Overall Outcome Rating**

#### **Rating: Satisfactory**

66. ICEMA was the first WB investment project in Namibia. The GRN and its various partners had decided that a new project with the WB was to attempt to introduce the integrated ecosystem management (IEM) concept to optimize the positive ecological, economic and social



benefits of activities aimed at maintaining or restoring ecosystem structure and functions in 16 conservancies. At the end of the project, the total area covered by the 16 conservancies that had adopted the IEM approach was 38,595 km<sup>2</sup>. The target value at appraisal was that 25,000 km<sup>2</sup>, which means that this indicator was over achieved (129%). ICEMA achieved its objectives and the overall impact and development of the conservancies are numerous, particularly in terms of the participatory management of the conservancies, the conservation and sustainable utilization of biodiversity (wildlife, useful plants and other resources) and on the improved livelihood of local communities. The PDO was satisfactorily achieved as discussed in section 3.2. In addition, the project put the legal framework in place and generated strong experience by incorporating IEM to the GRN's CBNRM program and creating the enabling conditions to link economic incentives with environmental management and wildlife conservation through strengthened ownership at the local level.

67. As a result of the support provided by ICEMA, a more conservancy-centered approach has been adopted to planning and implementation. MET and the PO worked closely with CSPs and target sites to identify investments which would either enhance the resource base or mitigate HWC (e.g. wildlife water points, wildlife translocations, etc.), provide a platform for improved integrated resource management (e.g. building offices), act as a catalyst for further investments and income generation (e.g. the Sorri Sorris office was the catalyst for the development of an enterprise centre and the Huab office for a firewood enterprise) or would improve the benefits to the membership (e.g. meat handling facilities which improves meat distribution BUT also paves the way for value addition through meat processing – biltong, smoked game - and better management of hides).

68. A recent study conducted by MCA (2010) carried out a conservancy needs assessment. The report ranked 28 conservancies based on their capacities to manage their financial, institutional, natural resource, wildlife, human wildlife conflict, business, tendering, and negotiating responsibilities and to identify and manage tourism enterprises and benefit distribution. The results are positive and indicate that mature conservancies have increased their capacities in moving towards sustainability. Their financial, institutional and natural resources management approaches have improved over the years. The report points out that future investment in CBNRM should focus on business development, management of tourism enterprises and joint venture tendering.

69. Although no socio-economic indicators were monitored under ICEMA, abundant data exists showing that ICEMA and the CBNRM program are succeeding in raising the living standards of people living in the target conservancies through the provision of operational funds, facilities, and training to conservancy staff and committees, as well as by funding game translocations and, income generating sub-projects such as camp sites or joint tourism ventures and through the provision of water infrastructure for game, to mention but a few. Between 2005 and 2009, the total revenues, including cash (salaries, jobs from the tourism sector and various payments) and proceeds from other sources (e.g. meat sold and consumed, plants utilized and sold), for all the conservancies increased substantially from US\$ 1.4 million in 2005 to US\$ 3.5 million in 2009 (NACSO, 2009). Also, the increase in the number of registered conservancies established since the start of ICEMA (from a baseline of 42 in 2005 to 59 in 2010) indicates that the CBNRM initiative has gained growing popularity over the years at both the national and international levels.

70. ICEMA went beyond what it was set to accomplish which was to deliver conservation and livelihood efficient-activities at each conservancy level, but it also supported larger scale impacts. Landscape-level management was one of the key approaches for management of a

range of resources that was tested by ICEMA. The Mudumu North Complex (MNC) consists of four conservancies, three community forests and three national parks. The inhabitants have pooled resources and expertise to manage those resources at the landscape level, including: (i) joint management; (ii) game monitoring; (iii) zoning and wildlife corridors; (iv) human wildlife conflicts; and (v) economic development through wildlife, tourism, agriculture and crafts. This complex has been supported by MET, INRDC, WWF, the French GEF and ICEMA. The mainstreaming of this approach and the associated positive biodiversity outcomes will have long-term global outcomes for ecological processes and species management. ICEMA and the French GEF have specifically supported joint management, translocations, tourism activities and training. It is likewise worth noting that conservancies to the south of Mudumu National Park formed a similar complex towards the end of 2010 and are using the MNC as a model upon which to base their approach.

### **3.5 Overarching Themes, Other Outcomes and Impacts**

#### **(a) Poverty Impacts, Gender Aspects, and Social Development**

71. The project was not designed as a targeted poverty alleviation project. However, it was designed to enable local communities to benefit from improved income generation activities, such as game hunting, tourism, sale of products and the Community Funding Facility (CFF) sub-projects. MET actively engaged with a number of stakeholder groups to support community development with a view towards increasing educational and training activities and support to sub-projects. ICEMA delivered some concrete outcomes to aid poverty alleviation and social development, including:

- Household income - as a measure of the growth of importance and value of communal conservancies, in 1998 cash income and non-cash income to CBNRM activities was N\$ 1.15 million. By 2008, benefits from the same had increased to N\$ 42 million (NACSO, 2008).
- Benefits through tourism activities created much needed employment, especially for young rural school leavers for whom opportunities are limited. Skills development and capacity building have greatly improved their chances in life.
- Access to markets for a range of natural products came under the umbrella of conservancy organizational support - e.g. Commiphora gum harvested for sale internationally.

72. In February 2011, the PO carried out an assessment of 18 CFF sub-projects. The assessment measured the benefit and business impact piloted by ICEMA measuring marketing NR products; environmental benefits; livelihoods improvement; diversification of IEM income; employment creation; income generation by the community; and outsourcing complementary enterprises.

73. The assessment was qualitative and did not provide the exact number or monetary values gained, but informed whether the sub-project had succeeded in one or more of these aspects. Overall, this assessment found that the activities that mostly benefitted the communities included: craft development and marketing (Khoadi Hoas and Otjituuo), renovation and operationalization of campsites (Anabeb), establishment of the community-based professional hunters camp (Ehirovipuka), refurbishment of the Omatoko Valley rest camp (N'Jaqna), sustainable harvesting and marketing of the medicinal plant, devil's claw, from the Pedialacea family (Nyae Nyae and N'Jaqna), improvement of community camp site workshop facility (Joseph Mbangandu), sustainable harvesting and marketing of Commiphora resin (Puros), construction and operation of beekeeping facilities (Nyae Nyae and the Mudum North complex), aquaculture (Khaudum North complex), tourism joint ventures (Khaudum North complex), outsourcing operation of Nudi Camp Site (Khob Naub), and construction of the Kongola Tourism Information Hub (Mudumu

North complex). As can be seen from this list of benefits, ICEMA has directly supported the welfare of communities living in the 16 conservancies supported by the project.

**(b) Institutional Change/Strengthening**

74. The project supported the first five-year MET Strategic Plan and the re-structuring process of MET, which has been completed and is being implemented in a phased approach. Besides direct contributions to this strategic process, the mere presence of ICEMA as a MET CBNRM project provided a positive re-enforcement to Strategic Theme 4 (Develop and Support CBNRM) of MET's strategic plan. The project was also able to strengthen, through specific activities, Strategic Theme 5 (Support to Rural Development) whereby a number of activities were supporting local economic development. It is important to note that the ICEMA and MET work plans were also integrated at coordination level with the CBNRM Support Division (CSD), as well as at the regional level, where the PO participated in work plans with the Kunene MET regional staff.

75. A positive aspect of implementation was the high level of cooperation and partnership, building on and further strengthening a long history of inter-agency collaboration to promote natural resources management in the community conservancies of Namibia. The PO was advised by a Steering Committee (SC).

76. The ICEMA SC operated throughout implementation and included the MET Permanent Secretary and all the MET directors (Directorate of Scientific Services (DSS), Directorate of Forestry (DOF), Directorate of Parks and Wildlife Management (DPWM), Directorate of Tourism (DOT) and Directorate of Environmental Affairs (DEA)). The SC would approve annual work plans while MET staff and the PO were engaged in activity implementation. MET staff across directorates were involved in local level monitoring (LLM), IEM planning and implementation, game introductions/translocations, Community-Funding Facility (CFF) appraisals, policy development and TA to conservancies. In addition, ICEMA and MET regional work plans were coordinated.

77. The PO was involved with different Directorates in developing the MET annual work plans, thus ensuring that project activities remained MET activities. ICEMA also blended very well with the existing consultative groups (e.g. the National Association of Conservancy Support Organizations (NACSO)). ICEMA's capacity building activities substantially improved the executing agency's managerial capacity and knowledge to lead the CBNRM program.

78. The project was well implemented thanks to the award of successful TA contracts to the Conservancy Service Providers (CSP), which included: the Namibia Development Trust (NDT), the Integrated Rural Development and Nature Conservation (IRDNC), the Mudumu North Complex (MNC), the Welwitchia Development Trust, the Namibia Nature Foundation, the Rössing Foundation and, the Voluntary Services Overseas (VSO). During the final year, funding was also provided directly to a few ICEMA conservancies to fund activities included in their annual work plans. This step was taken to assess the capacity of the management cadre to identify needs, calculate costs, implement activities, report on the outcomes achieved and carry out financial and auditing functions. This experience turned out to be successful and set out the stage for future operations such as that supported by the MCA. Some funding was also used to assist conservancies in the implementation of the micro-enterprise sub-projects. While this component initially disbursed slowly, a number of significant initiatives assured full disbursement

towards the end of the project<sup>1</sup>. The design and implementation of the Indigenous Peoples' Development Plan (IPDP) was contracted out to WIMSA (Working Group of Indigenous Minorities in Southern Africa). This activity is discussed in Section 2.4 below.

### **(c) Other Unintended Outcomes and Impacts**

79. ICEMA's impact went beyond the intended outcomes. The MCA adopted the IEM approach as the implementation approach to be mainstreamed at MCA program level, and the GEF NAM-PLACE initiative also builds on the achievements of ICEMA. The GEF NAM-PLACE initiative, which has recently been approved and commenced in mid 2011, includes the MNC and 4 or 5 other target sites that have enjoyed ICEMA's support and where "lessons learnt" from this experience were used in the project design. The approach of providing grants to conservancies based on focused activities and delivering outputs represents a departure from just providing funding for straight operational costs. This approach is further refined by the target sites requesting specific services from their service providers and paying directly for this support. This approach has been adopted by MCA and gives new direction to the way conservancies conduct business.

80. One legacy left by this component is the fact that the procedures to provide income-generating grants to conservancies were tested and adjusted and now these same procedures are being used in new donor funded government programs such as the MCA and the Country Pilot Program (CPP) that provide support to communal conservancies in Namibia.

### **3.6 Summary of Findings of Beneficiary Survey and/or Stakeholder Workshops**

81. Meetings with community members in five conservancies were convened by MET during the ICR mission to discuss the results of the ICEMA project. Valuable comments were provided that can be summarized as follows:

- The project had positive effects on biodiversity conservation and on territorial and land use management, in particular the introduction of game species, and the zoning plans were praised as a key contribution from the project and to increasing tourism revenues.
- The construction and refurbishing of the conservancies' management offices, the support of a few salaries to run the offices and training to conservancy committee members are having a long lasting benefit. Conservancies are now perceived internally and externally as legitimate entities. Resolution of land titling and other issues and decisions on outsourcing concessions and new projects has increased in most conservancies as they are able to negotiate with a single voice. The conservancies' governance structure and offices are seen as nodes for rural development.
- Some of the challenges that remain are the need for training and legal advice to avoid unfair deals and illegitimate operations with some dishonest trophy hunters and lodge concessionaries. Specific cases where, lamentably, the communities were cheated on were described during the meetings.

## **4. Assessment of Risk to Development Outcome**

### **Rating: Moderate**

82. For this project, the Risk to Development Outcome is assessed in terms of the global objectives, which comprise the long-term beneficial impacts from an IEM approach to manage

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<sup>1</sup> A list of all the sub-projects and their accomplishments is provided in Annex 2-b.

the conservancies and enhanced local community and intermediary NGOs capacities to generate incomes. The overall assessment is based on the following elements:

- *Technical*: Negligible to Low. The interventions were designed with the best available knowledge and experience to achieve the project outcomes.
- *Financial*: High. The CBNRN initiatives are expensive and require long-term financial support to increase the capacity of communities to become self-sustaining. More conservancies are being established, which will require continuous donor and GRN support. Under ICEMA, three joint ventures were established with the potential for replication under the MCA; however, additional financial resources will be required to replicate this experience.
- *Economic*: High. Economic benefits from an integrated ecosystem management approach to the conservancies are documented in general terms in the NACSO report (2010). The Community Funding Facility under ICEMA supported economic activities but the benefits of these activities have not been quantified in economic terms. Also, to sustain these economic benefits will require continued technical assistance and funding.
- *Social*: Moderate. The conservancy movement in Namibia has strong social roots and the GRN, the CSP through NACSO and the donors have been providing constant support, thereby increasing the social benefits and ensuring the equitable sharing of benefits.
- *GRN ownership/commitment*: Moderate. The Ministry of Environment and Tourism is committed to supporting the management of the conservancies to ensure ecological and economic sustainability. New GRN programs such as the Environment Fund capitalized at US\$ 30 million suggests that GRN commitment to the CBNRM program remains firm.
- *Other stakeholder ownership*: Low. The CSP, private sector and local governments have increased their interactions and partnerships with conservancies over time. This trend is likely to continue given the economic return from tourism activities in Namibia which is a fast growing sector and the fact that so much land where wildlife is located is titled to communities.
- *Institutional support*: Low. The close collaboration among the different government programs to support conservancies has been growing. The committees and advisory boards have made a difference in preparing joint work programs and avoiding duplication of efforts.
- *Governance*: Moderate. While the conservancies that have been supported under ICEMA have adopted more transparent governance structures, these structures require continuous technical assistance and training, especially when members rotate. In addition, new conservancies will require training and infrastructure support to set up their governance structures.
- *Natural disasters exposure*: High. Namibia has been subject in recent years to serious floods that have affected some of the conservancies' territories. These events are likely to increase over time due to global and regional climate change patterns.

## **5. Assessment of Bank and Borrower Performance**

### **5.1 Bank**

#### **(a) Bank Performance in Ensuring Quality at Entry**

##### **Rating: Moderately Satisfactory**

83. The Quality at Entry review rated performance as moderately satisfactory. The main reasons for the moderately satisfactory rating of the project design and quality at entry in the QEA did not materialize (see section 2.2 Implementation). However, the ICR team maintains the moderately satisfactory rating to be consistent with the QEA. Also, the risk section did not

adequately identified the risk of delays in the implementation of the sub-grants component. This component was delayed due to the need to develop strong community ownership as well as clearly defined processes and tools. The risk analysis and mitigation plan in the PAD lacked some of the mitigation measures for several of the risks identified, such as the mitigation for the risk of NGO opposition.

#### **(b) Quality of Supervision**

##### **Rating: Satisfactory**

84. Supervision has been unusually proactive and diligent. The skill mix of the supervision team has been appropriate and staff continuity very good. The Task Team leader that prepared the project supervised it until 2009, one year before project closure. WB staff provided regular (twice a year) supervision mission during implementation. Mission findings and recommendations are documented in detailed aide memoires, which are available for all years. The project benefitted from constructive criticism from the independent mid-term evaluation. The MTR in November 2007 was comprehensive and resulted in an action plan with recommendations that were later implemented. Efforts may have been hampered by the slow disbursement of the community sub-projects, but this is not unusual for activities targeting communities which often require some time for investments to materialize. The important point is that at the end, the subprojects were operating and had disbursed the funds. The social and environmental safeguards were well monitored, with appropriate actions taken. The team rated the project in an appropriate way with most ISRs having ranked the likelihood that the project would achieve its GEO as satisfactory while Implementation Performance (IP) was rated moderately satisfactory. This lower rating of the IP was a constant reminder to conclude the project successfully.

#### **(c) Justification of Rating for Overall Bank Performance**

##### **Rating: Moderately Satisfactory**

85. The overall WB performance is rated Moderately Satisfactory based on performance at entry.

### **5.2 Borrower**

#### **(a) Government Performance**

##### **Rating: Satisfactory**

86. The GRN has maintained continuous commitment to ICEMA since its establishment. The GRN agreed at time of appraisal to provide direct cash contributions to a Counterpart Fund Account. Annex 6-b of the PAD includes the percentage of government cash to be contributed by the government which amounted to approximately US\$ 0.83 million. Despite delays in the disbursement of these funds due to budgetary transfer issues, by project closure, the GRN had honored its commitment and contributed US\$ 1.23 million in cash, more than stipulated in the PAD. As mentioned earlier, this was unusual for GEF projects to contribute cash because most of the government counterparts are in kind. In addition, the GRN funded the CBNRM activities at a steady pace through other state budget and off state budget mechanisms such as staff salary in the field offices and at headquarters (US\$ 5.32 million). This funding was critical to ensure the implementation of ICEMA.

87. During implementation, the GRN showed its priority to safeguard Namibia's environment and natural resources by issuing the Promulgation of the Environmental Management Act, 2007 (Act No. 7 of 2007) by the Parliament. Passing this law was included in the results framework of the PAD. ICEMA had included two additional bills in the PAD as output indicators for the project - namely the Parks and Wildlife Management Bill and the Access to Biological Resources and Associated Traditional Knowledge Bill. Including the passing of

laws as performance indicators was ambitious and currently, most WB projects include the drafting of bills as the performance indicators, because it is beyond the project's performance control to have it approved by the Parliament. In the case of the Parks and Wildlife Management Bill, it has been drafted and has undergone all the internal reviews within MET. It is now awaiting the enactment. Regarding the other bill, MET was awaiting the final approval of the Access and Benefit Sharing (ABS) protocol that was only approved in Nagoya in 2010 during the COP 10 of Convention on Biological Diversity (CBD). There was no point for MET to draft its own law until the international protocol was in place.

#### **(b) Implementing Agency or Agencies Performance**

##### **Rating: Satisfactory**

88. The Directorate of Environmental Affairs (DEA) within MET provided strong leadership during the implementation of ICEMA by ensuring the participation of four directorates within MET, although there was a dedicated unit, the CBNRM Sub-Division (CSD), which resides in the Directorate of Parks and Wildlife Management (DPWM) that played a critical role. The ICEMA activities were well coordinated across these Directorates at planning, project, and local level, even with the Directorate of Forests that was moved during implementation to another ministry (Ministry of Agriculture, Water and Forestry) with the result of aligned community-forest and conservancy legislation and practices. The various activities allowed the Directorates to leverage resources to undertake activities which were captured in the MET's annual work plan which ensured that activities were aligned and not seen as an add-on.

89. Considering that this project was the first WB investment in Namibia, the ICR team considers that despite some of the delays in budgeting the government's contribution and the staff turnover, the PO office functioned well, particularly in the financial and procurement activities that did not encounter any major issues. The initial weakness of the M&E system was discussed earlier, but it was not due to a lack of MET performance, but due to the complexity of the indicators agreed and was addressed through the employment of a highly qualified M&E specialist and further detailing and agreement on data collection for the key indicators. ICEMA supported the adaptation and implementation of the Event Book in all the targeted sites as part of the M&E system. The Event Book was strengthened by ICEMA and MET has expanded the use of this excellent system for community forests and national parks (supported by MET UNDP PA SPAN project).

90. MET's regional (and to lesser extent national) staff performance at local level increased significantly during implementation. MET upgraded the regional CBNRM functions with additional staff and defined more clearly the role of the regional offices. MET played a fundamental role in defining the roles and functions of all the key players of the CBNRM program. A few key examples include: (i) the annual Kunene Game Count which is now jointly organized and managed by MET. This is a key activity which supports quota-setting and hence a pre-requisite for ensuring the most significant benefits for conservancies in the region; (ii) game translocations - with support from ICEMA, MET has taken control of what is now an annual activity in the MET work plan. Also with support from ICEMA, MET has sought alternative funding assistance beyond ICEMA (EU, MCA); (iii) support for local-level monitoring which is now embossed in the MET work plan and provides the mechanism for long-term M&E; (iv) MET played an active role in the harmonization of conservancy and community forest approaches. To this end, a natural resources working group has been established and chaired by the Director of Forestry; and (v) support to the development of the Concessions Unit and its functioning as a key sub-division holds great potential for conservancies adjoining national parks.

### **(c) Justification of Rating for Overall Borrower Performance**

#### **Rating: Satisfactory**

91. This was the first GEF project to be implemented in Namibia and the GRN and its line ministries responded positively to working with the WB in a complex and ambitious project. MET's Directorate of Environmental Affairs assisted ICEMA throughout its implementation with financial and institutional resources while the Directorate of Parks and Wildlife Management, through its CBNRM Sub-Division, assisted with the implementation, monitoring and evaluation of project activities in the targeted conservancies. One positive aspect of the ICEMA PO is that it assisted the second WB NACOMA project particularly with setting up its financial management and procurement procedures which strengthened NACOMA's efficiency and performance during the first year. Other experiences and lessons from ICEMA were used during the preparation of the NACOMA project. MET has provided an endorsement for a NACOMA II (GEF-5) project which clearly demonstrate that MET sees the WB as a strong development partner with whom the GRN would like to continue its policy and operational dialogue.

## **6. Lessons Learned**

92. Some key lessons learned from the project include:

93. Conservancies operate in large, open systems with highly variable climatic conditions. Rainfall is extremely sporadic. Ungulates move over vast areas in accordance with their availability for grazing and browsing; predators roam in search of prey and; elephants follow ancient migration routes. The effects of climate change are likely to increase this variability. Adaptive management that takes changing circumstances into account is vital in such systems. Landscape-level management was one of the key approaches for management of a range of resources that was tested by the ICEMA project. The Mudumu North Complex consisted of four conservancies and a community forest in which inhabitants pooled their resources and expertise to manage those resources at a landscape level. This positive experience is worth sharing and replicating in similar parks and surrounding conservancies not just in Namibia, but throughout Africa and around the world.

94. ICEMA has filled important gaps in natural resource management (as acknowledged by all stakeholders during the ICR mission) thanks to the adoption of the Integrated-Ecosystem Management (IEM) approach by the CBNRM program. To succeed with IEM, it is important to: (i) introduce standardized business development approaches based on a vision of sustainability using a categorization of conservancies and an integrated planning and implementation approach; (ii) strengthen governance through compliance systems, local level monitoring and financial management; and (iii) strengthen the concept and capacity to carry and implement ecological and economic zoning within each conservancy including monitoring of the zoning rules by internal and external conservancy users. Community-based integrated ecosystem management is now an accepted and adopted strategic approach and the development of IEM guidelines is leading to an innovative, integrated CBNRM framework that will involve several line Ministries (MLR, MAWF, MFMR) in Namibia in addition to MET in the future.

95. Community sub-projects faced challenges during implementation as indicated in earlier sections. The main lessons learned for future activities involving income-generation sub-projects with communities include: (i) focus the resources geographically; (ii) earlier definition of the thematic focus related to sub-projects; (iii) ensure that the capacity of service providers is in place before sub-projects are selected; (iv) disseminate the CFF information earlier on through



stakeholder meetings with targeted conservancies and service providers (SPs); and (v) strengthen the conservancy-level business planning. Retrospectively, the main stakeholders involved - from CBOs to Government and the WB - underestimated the time and resources needed for sound business development in conservancies, but also within the Contract Service Provider network.

96. Large scale translocations of fauna to conservancies within differing biomes and with different biodiversity, income-generating and development needs were, until the inception of ICEMA, largely untried and untested. The project was able to develop an implementation approach which showed good results and attracted significant funding from Enhancing Wildlife-based Economy in Rural Area Projects (EWERAP) and the MCA to scale up MET/ICEMA achievements. Key lessons are to ensure that: (i) leadership and strong oversight by one entity such as the Ministry of Environment manages the entire process and provides technical oversight and quality control; (ii) this entity provides a quota of animals on an annual basis which may be moved to conservancies from protected areas; (iii) regular meetings are held with a range of partners, including field staff, NGO partners and regional experts to agree upon recipients for different species, taking due cognizance of institutional, ecological, economic and management issues; (iv) translocations are discussed and agreed with the conservancies, and release sites agreed upon with field staff participating and contributing to the process; (v) an agreed joint action plan for the release of the animals is agreed on; (vi) post-release monitoring takes place, which involves a suite of approaches; (vii) intensified local level monitoring takes place to ensure the long term success and compensate for any technical failures; and (viii) a satellite and animal tracking system is used.

97. Planning, monitoring and evaluation are core aspects of conservancy activities, as they allow for adaptive management through the strategic use of gathered information. A number of M&E systems were put in place by MET and its development partners. However, many of these M&E efforts were either *ad hoc* interventions required by external funding agencies to determine the impact of their programs, or they are of a specialized nature that can be linked to the environmental mandate of MET as regards desertification, bio-diversity, climate change, etc. What is required, in addition to the above-mentioned efforts, is an M&E system that is: (i) recurring at fixed intervals; (ii) conducted nation-wide; (iii) institutionalized as an official/legitimate data gathering exercise; and (iv) standardized, with an enumeration methodology that allows impact assessment over time.

## **7. Comments on Issues Raised by Borrower/Implementing Agencies/Partners**

### **(a) Borrower/implementing agencies**

The client raised some issues about the low overall rating of the draft ICR (see Annex 7 for details).

### **(b) Cofinanciers**

### **(c) Other partners and stakeholders**

(e.g. NGOs/private sector/civil society)

## Annex 1. Project Costs and Financing

### (a) GEF Project Cost by Component (in US\$ Million equivalent)

Components	Appraisal Estimate (US\$ million)	Actual/Latest Estimate (US\$ million)	Percentage of Appraisal (%)
Component 1	2.20	1.82	83
Component 2	2.08	1.85	89
Component 3	1.13	1.36	120
Component 4	1.69	2.01	118
<b>Total Project Cost</b>	<b>7.10</b>	<b>7.04</b>	

### (b) Financing by Financier

Source of Funds	Appraisal Estimate (US\$ million)	Actual/Latest Estimate (US\$ million)	Percentage of Appraisal (%)
<b>USAID</b>	<b>10.29</b>	<b>8.23</b>	<b>90</b>
<b>Borrower</b>	<b>6.11</b>	<b>6.55</b>	<b>106</b>
<b>Local Communities</b>	<b>0.18</b>	<b>0.19</b>	<b>107</b>
<b>EC: European Commission</b>	<b>3.00</b>	<b>3.22</b>	<b>107</b>
<b>FINLAND: Ministry for Foreign Affairs</b>	<b>1.00</b>	<b>1.07</b>	<b>107</b>
<b>FRANCE: French Agency for Development</b>	<b>1.75</b>	<b>1.88</b>	<b>107</b>
<b>Global Environment Facility</b>	<b>7.10</b>	<b>7.04</b>	<b>107</b>
<b>Germany: Kreditanstalt fuer Wiederaufbau(KFW)</b>	<b>3.00</b>	<b>3.22</b>	<b>107</b>
<b>TOTAL</b>	<b>32.43</b>	<b>31.39</b>	<b>97</b>

## Annex 2. Outputs by Component

### (a) Indicators Performance at the End of the Project

Outcome Indicators	Base line 2005	Target EOP	Achieved EOP	Score <sup>2</sup>
<b><i>PDO – Community based integrated ecosystem management supported by national CBNRM framework + used by conservancies</i></b>				
KPI 1. Km <sup>2</sup> of communal land under sustainable integrated ecosystem management (IEM) as defined by the National CBNRM program	0	25,000	38,595	2
KPI 2. % of targeted conservancies committees are effectively managing and deploying efficiently and sustainably their natural, human, financial and other resources according to the objectives of their conservancy plans.	0	80	100	2
KPI 3. # Criteria met showing that MET, as CBNRM lead agency, established effective partnerships with other agencies and institutions, including local governments, NGOs and private sector to enable achievements of project objective in an efficient and effective manner.	0	5	5	1
Score PDO				5/3 or 160%
<b><i>GEO – To restore, secure and enhance key ecosystem process in targeted conservancies with biodiversity and land conservation and sustainable use as a goal</i></b>				
KPI 4. Populations of targeted threatened fauna and flora remain at current levels or have increased in targeted conservancies (5 species specified)				12/7 or 1.7
<i>Black faced impala (baseline 2007)</i>	150	190	203	2
<i>Elan (baseline 2007)</i>	7	275	461	2
<i>Black rhino (baseline 2007)</i>	8	14	18	2
<i>Impala (baseline 2005)</i>	0	100	266	2
<i>Desert elephant (baseline 2005)</i>	3	3	5	2
<i>Red lechwe (baseline 2005)</i>	21	135	121	1
<i>Mountain Zebra (baseline 2007)</i>	23	30	2	0
KPI 5. Biological monitoring indicates that the integrity of the target sites remain secure with no significant change in habitat				1
GEO Score				2.7/2 or 135%
<b>Total Score</b>				<b>7.7/5 or (154%)</b>

<sup>2</sup> This scoring system was designed to rate objectively project outcomes. When an indicator reaches plus or minus 10% of its target value, it receives a score of 1. Less than 10% is zero and more than 10% is two. The scores are then added and divided by the number of indicators. This leads to an overall score which is then rated: less than 40% Unsatisfactory, 40-60% Moderately, Unsatisfactory; 60-80% Moderately Satisfactory; 80 to 120% Satisfactory; more than 120% Highly Satisfactory.

Intermediary Outcome		Baseline 2005	EOP Actual	EOP Target	Variance	Score: <10% target 1 w/in 10% target 2> 10% target
<b>Component 1 – Ecosystem-based income generating activities</b>						
1	% of Community Funding Facility resources are used/committed according to CFF manual criteria	0	100	90	10	2
2	# of conservancies that have built sufficient capacity to plan, develop and implement ecosystem based income-generating activities with decreasing external support.	0	16	16	0	1
<b>Total Component 1</b>						<b>3/2 or 150%</b>
<b>Component 2 – Sustainable ecosystem management</b>						
3	Community-based integrated management plans (CBIEM) are in place	0	16 7 detailed 9 basic	12 6 detailed 6 basic	4	2
4	# conservancies with baseline data and TA expertise required to prepare, implement and monitor CBIEM plans are provided by MET and other stakeholders to the ICEMA target sites	0	16	16	0	1
5	% of (16) targeted conservancies under this component are implementing ecosystem management activities across identified thematic areas	0	100	90	10	2
6	% of (16) targeted conservancies developed skills to implement local level monitoring and reporting.		87.5	80	7.5	1
<b>Total Component 2</b>						<b>6/4 or 150%</b>
<b>Component 3 – Targeted institutional support</b>						
7	Environmental Management Act	0	Enacted	Enacted		1
8	Parks and Wildlife Management Bill	0	Not Enacted	Enacted		0
9	Access to Biological Resources and Associated Traditional Knowledge Bill	0	Not Enacted	To be enacted (2011)		0
10	# targeted conservancy committees that have been strengthened	0	16	12	4	2

11	MET's CBNRM knowledge management and replication strategy	To be designed	Completed	Under implementation		1
12	MET's CBNRM M&E system	Elements for CBNRM M&E system available & dev. progress under way	90%	Functional & linked to other environmental information systems		1
<b>Total Component 3</b>						<b>5/6 or 83%</b>
<b>Component 4 – Project management support</b>						
13	% of project activities identified in annual work plans has been satisfactorily completed	0	80	90	10	0
<b>Total Component 4</b>						<b>0/1 or 0%</b>
<b>Overall Total</b>						<b>14/13 or 107%</b>

## Annex 2 (b): Assistance per Conservancy

### ICEMA's Contribution towards the Development of Targeted Conservancies

Category		Sub-Projects	Services	Training	Works	Goods	Translocations
<b>Conservancy</b>	<b>1.Anabeb</b>	Community Counterpart Contribution (CCC) to assist with building of a lodge in the Etendeka Concession	appointment and financing of Contracted Service Providers (CSP)	JV contract training to conservancy members	5,000 l water tank, stand and PVC pipeline for office	meat handling equipment	2008: 66 Kudu
		meat handling facility and evaporative cooler	High Value Plant Species (HVPS): long-term survey on Mopane fruit	training in maintenance for vehicles and buildings	ablution facility	tents, water cans, jerry cans, axes for game guards	2010: 50 Eland
			baseline data on water infrastructure with support from IRDNC	financial training		outside, weather proof information boards on NR and institutional issues	
			wildlife management plans and zoning (with WWF, NNF)	training of one professional hunting guide			
				training in hunting and meat handling			
	<b>2.Doro Nawas</b>	meat handling facility and evaporative cooler; ICEMA project but funds leveraged from WWF and NNF	compilation of a water management plan; baseline data on water infrastructure	training in maintenance for vehicles and buildings	repair conservancy office roof structure and staff housing	tents and torches for game guards	2008: 66 Red Hartebeest
			feasibility study and business plan for rhino tracking tourism enterprise using Granietkop as base	financial training	installation of mobile solar water pump for office	cell phone signal booster and 3G internet access	2009: 49 black-faced Impala
			HVPS: ornamental plant household nurseries trial	training in hunting and meat handling	rehabilitation of Draaihoek Well (well digging, recharge measurement, solar pump, tank, water point for game)	outside, weather proof information boards on NR and institutional issues	2009: 119 Red Hartebeest
			wildlife management plans and zoning (with WWF, NNF)	disciplinary code development	establishment of game outpost	laptop computer, with software, virus protection and back-up facilities	2009: 3 Black Rhinoceros

				specialist training in monitoring translocated game	Granietkop campsite upgraded and engine for water pump repaired	shelving for storage	
					Staff accommodation		
					nursery for ornamental plants		
<b>Conservancy</b>	<b>3.Ehrovipuka</b>	CCC support towards the development of water infrastructure for the Hobatere Roadside Concession	appointment and financing of CSP	holistic rangeland management pilot project (implemented by IRDNC)	fencing of office and hunting camp infrastructure and related facilities	cell phone signal booster and 3G internet access	2005: 36 Eland
		meat handling facility and evaporative cooler	compilation of a water management plan; baseline data on water infrastructure with support from IRDNC	JV contract training to conservancy members		tents, water cans, jerry cans, axes for game guards	2007: 24 Black-faced Impala; 50 Burchell's Zebra
			HVPS: long-term survey on Mopane fruit	training in maintenance for vehicles and building		outside, weather proof information boards on NR and institutional issues	2008: 18 Giraffe
			holistic rangeland management pilot project implemented by IRDNC	financial training		meat handling equipment	
				training in hunting and meat handling		upgrade solar system and provide mobile light	
			wildlife management plans and zoning (with WWF, NNF)	training of one hunting guide		cell phone signal booster (can handle Internet at a later stage)	
	<b>4.George Mukoya</b>	CCC for the Khaudum Concession tourism joint venture	appointment and financing of CSP	Ximenia harvesting and monitoring through the HVPS Programme of FFEM	installation of a radio communication network	tents, camping chairs, water containers, axes, rain suits, heavy duty basins, steel dinner plates	2009: 198 Common Impala; 99 Kudu; 41 Eland; 43 Burchell's Zebra
		bee keeping and honey production (pilot project)	HVPS: study to develop potential of Ximenia Caffra and Americana	Integrated Fire Management through the HVPS Programme of FFEM			
			HVPS: Kalahari Melon	training of local resource monitors in plant-related local level monitoring			Translocation was done jointly with Muduva Nyangana
			HVPS: Devil's Claw	JV contract training to conservancy members			

			HVAS: monitoring of game with camera traps	training in maintenance of vehicles and buildings			
			sustainable harvesting of Devil's Claw	financial training			
			specialist training in monitoring translocated game				
<b>Conservancy</b>	<b>5.Huab</b>	evaporative cooler	appointment and financing of CSP	training in maintenance of vehicles and buildings	construction of conservancy office	tents and torches for game guards	2006: 98 Hartmann's Zebras
		firewood project	compilation of a water management plan; baseline data on water infrastructure	financial training	fencing of office infrastructure and related facilities	meat handling equipment	2008: 44 Eland
			feasibility study on the harvesting and marketing of firewood	training in hunting and meat handling	water point for game, equipped with solar pump	3G internet access	2009: 6 Black Rhinoceros
			HVPS: ornamental plant household nurseries trial		upgrading of solar system		
			wildlife management plans and zoning (with WWF, NNF)		Welkom well rehabilitation and Bergville Pos repair and elephant safety		
					nursery for ornamental plants		
	<b>6.Impalila</b>	aquaculture project	appointment and financing of CSP	training of local resource monitors in plant-related local level monitoring			
				training in maintenance of vehicles and buildings			
				financial training			
	<b>7.Kasika</b>	aquaculture project	appointment and financing of CSP	training of local resource monitors in plant-related local level monitoring			
				training in maintenance of vehicles and buildings			
				financial training			
	<b>8.Khoadi-Hôas</b>	support for the development of concession rights in Hobatere North	compilation of a water management plan; baseline data on water infrastructure	training in maintenance of vehicles and buildings	establishment of community game guard outpost	5 donkey carts for game guards	2006: 2 Black Rhinoceros



		evaporative cooler	HVPS: long-term survey on Mopane fruit	financial training	renovation of garages to serve as conservancy offices	tents and torches for game guards	2007: 64 Black-faced Impala; 1 Black Rhinoceros
			HVPS: ornamental plant household nurseries trial	training in hunting and meat handling	solar panels for conservancy office	weather proof info boards on NR and institutional issues	2008: 83 Eland, 16 Black-faced Impala
			HVAS: telemetry equipment		solar powered water installation at Klip River	meat handling equipment	
						office equipment	
						laptop computer, with software, virus protection and back-up facilities	2009: 50 Black-faced Impala
<b>Conservancy</b>	<b>9.Khob Naub</b>	contribution towards the #Nudi Campsite development financed by EU's RPRP	appointment and financing of CSP	training in maintenance of vehicles and buildings		boots, water bottles, hats, torches, binoculars and tents for game guards	2008: 85 Oryx; 350 Springbok
		meat handling facility and evaporative cooler		financial training		meat saw	
				training in hunting and meat handling			
	<b>10.Muduva Nyangana</b>	CCC for the Khaudum Concession tourism joint venture (infrastructure)	appointment and financing of CSP	training of local resource monitors in plant-related local level monitoring	installation of a radio communication network	tents, camping chairs, water containers, axes, rain suits, heavy duty basins, steel dinner plates	Translocation was done jointly with George Mukoya (see above)
		bee keeping and honey production (pilot project)	HVPS: study to develop potential of Ximenia Caffra and Americana	training in fire management			
			HVPS: Devil's Claw and sustainable harvesting	training in maintenance of vehicles and buildings			
			HVPS: Kalahari Melon	financial training			
			HVAS: monitoring of game with camera traps	specialist training in monitoring translocated game			
	<b>11.Na Jaqna</b>	renovation and upgrading of Omatako Camp Site	planning for developing wildlife water points at Piering, Danger and Forestry Station	sustainable harvesting of the Devils Claw through the HVPS Programme of FFEM	solar water pump for game water points	laptop computer and computer with software, virus protection and back-up facilities	2007: 64 Blue Wildebeest

			WIMSA: support to the conservancy (San community) through the Indigenous Peoples Development Programme (planned for last quarter of Year 5)	training of local resource monitors in plant-related local level monitoring		office equipment	2010: 50 Blue Wildebeest
			HVAS: monitoring of game with camera traps	training in maintenance of vehicles and buildings		office combo (tel, fax, printer, scanner)	2010: 50 Eland
			certification of Devil's Claw to increase value	financial training		tents and sleeping bags for game guards	2010: 30 Giraffe
<b>Conservancy</b>	<b>12.Omatendeka</b>	Community Counterpart Contribution (CCC) to assist with the revamping of the Etendeka Concession	appointment and financing of CSP	JV contract training to conservancy members	fencing of office infrastructure and related facilities	meat handling equipment	2007: 6 Black Rhinoceros
		meat handling facility and evaporative cooler	compilation of a water management plan	training in maintenance of vehicles and buildings	installation of a solar system		2008: 48 Kudu
				training of one hunting guide			
			wildlife management plans and zonation (with WWF, NNF)	financial training	5,000 l water tank and stand		
				training in hunting and meat handling			
	<b>13.Sheya Shuushona</b>	CCC support for the development of a hunting camp	appointment and financing of CSP	training in craft making	assistance with office construction considered	tents, axes and water containers for game guards	
			tourism development study	training in maintenance of vehicles and buildings		laptop computer, with software, virus protection and back-up facilities	
				financial training			
	<b>14.Sorri Sorris</b>	meat handling facility and evaporative cooler	appointment and financing of CSP	training in maintenance of vehicles and buildings	conservancy office and ablution facilities (including septic tank)	3G internet access	2006: 99 Hartmann's Zebra
			compilation of a water management plan; baseline data on water infrastructure	financial training	fencing of office infrastructure and related facilities	outside, weather proof information boards on NR and institutional issues	2008: 68 Red Hartebeest

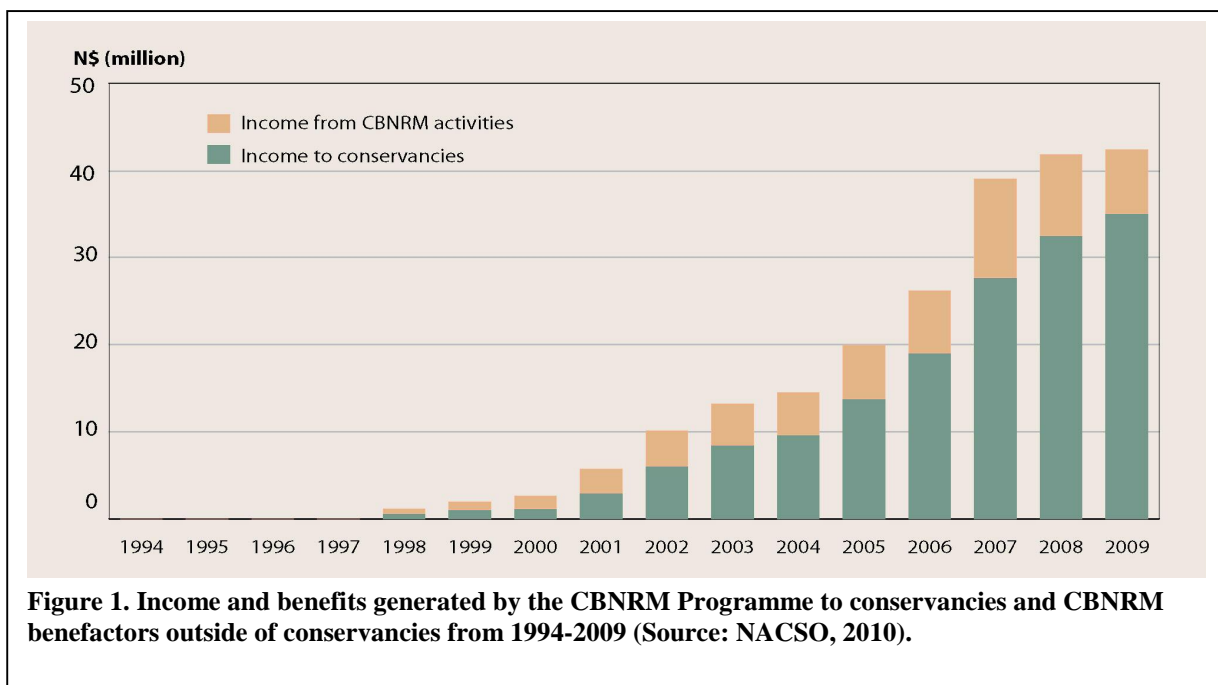
			HVPS: ornamental plant household nurseries trial	training in hunting and meat handling	Goedgenoeg water point (10,000 l tank, solar panels, etc.)	laptop computer, with software, virus protection and back-up facilities	2009: 98 Red Hartebeest
			HVAS: aerial monitoring of released game		installation of a solar system for office	meat handling equipment	
			wildlife management plans and zoning (with WWF, NNF)		5,000 l water tank and stand	shelving for storage	
					nursery for ornamental plants		
	<b>15.Uukolonkadhi Ruacana</b>		appointment and financing of CSP	training in craft making	assistance with office construction considered	laptop computer, with software, virus protection and back-up facilities	2008: 52 Kudu; 58 Oryx; 54 Hartmann's Zebra
			HVPS: long-term survey on Mopane fruit	training in maintenance of vehicles and buildings		3G internet access	2009: 196 Oryx
			tourism development study	financial training			2010: 100 Burchell's Zebra
<b>Conservancy</b>	<b>16.Mudumu North Complex (Kwandu Mashi Mayuni)</b>	bee keeping, honey production and honey bee centre at Kongola	appointment and financing of CSP	training of local resource monitors in plant-related local level monitoring	installation (Sobbe) and upgrading of radio communication network (other)		2005: 26 Kudu; 2006: 116 Blue Wildebeest; 11 Giraffe
		Mashi Craft Market and Tourism Information Hub	planning for water installations at 2 sites	training in maintenance of vehicles and buildings	HVAS: build new water infrastructure (with IRDNC/NNF)		2007: 113 Eland; 26 Giraffe; 68 Common Impala; 37 Sable
			HVPS: Kalahari Melon	financial training	conservancy signpost		2009: 42 Eland; 22 Giraffe
			HVPS: integrated fire management		installation of a solar system		
			HVPS: sustainable Terminalia root bark harvesting techniques survey				

### **Annex 3. Economic and Financial Analysis**

The project was a stand-alone GEF project with a GEF grant and counterpart funding from the GRN. At the time the project was designed, neither financial nor economic analyses were prepared. No standard cost-benefit or cost-effectiveness parameters were calculated; these would be very difficult to calculate ex-post. However, a comprehensive analysis of the economic benefits of investment in conservancies is available in NACSO (2010). All 16 conservancies supported by ICEMA are included in their analysis as well as other conservancies not supported by ICEMA. The analysis is useful to illustrate the value of investing in conservancies. The following summary is provided.

The formation of communal conservancies is unlocking massive income/benefit generation opportunities, and in the process, providing legal focal institutions through which private sector partners are contracted for lucrative trophy hunting and joint venture lodge tourism opportunities. At the closure of 2010, a total of 24 joint venture lodges and 36 trophy hunting concessions were operating in communal conservancies. These high paying ventures are complemented by a range of smaller enterprises, including community campsites, community guide services, handicraft production, sell of natural plant products, community forest enterprises, and various forms of sustainable wildlife use (i.e., premium hunting, shoot-and-sale, and own-use of game). Over the past 15 years the CBNRM program has generated impressive annual escalations of incomes and benefits to conservancies and CBNRM stakeholders (Figure 1), growing from no benefits in 1994 to N\$ 42,481,015 during 2009 (NACSO, 2010). A breakdown of these funds (Table 1) shows N\$ 35,021,859 directly flowed to conservancies and their members, while N\$ 7,459,156 went to community benefactors not affiliated with conservancies (community forests, communities at large in communal areas supported by the CBNRM program and enterprises in conservancies which have no affiliation with the host conservancy). A direct benefit of the increased numbers of enterprises in these remote locations is the growing employment opportunities for local community members. At the end of 2009, a total of 1,366 full-time and approximately 9,000 part-time jobs were attributed to CBNRM enterprises or the collective incomes returned to conservancies through these enterprises.

Livelihoods of conservancy members are receiving boosts through a number of means. The meat from trophy hunted game and animals harvested for own-use is substantial. During 2009, more than 330,000 kg of meat, valued at N\$ 4,944,075 were distributed to residents of conservancies.



Similarly, each job created provides valuable livelihood benefits to direct family members (i.e., an average of 5-6 people) and indirect benefits to extended family members (sometimes up to 10-12 people or more).

**Table 1. Source and Value of Benefits Generated By Communal Conservancies in 2009**

SOURCE OF INCOME	VALUE IN N\$	PERCENT OF BENEFITS
<i>Conservancy Income &amp; Benefits</i>		
Joint Venture Tourism	19,979,916	57.0
Trophy Hunting Concessions	5,724,911	16.3
Own-Use-Game	3,153,750	9.0
Game Meat Distribution	1,790,325	5.1
Shoot-And-Sell	1,367,986	3.9
Crafts Production	1,233,047	3.5
Campsites / Community-Based Tourism Enterprises	915,827	2.6
Natural Plant Products	587,081	1.7
Live Game Sales	263,760	0.8
Premium Hunting	5,256	0.0
<b>Total Conservancies:</b>	<b>35,021,859</b>	<b>100.0</b>

## Annex 4. Bank Lending and Implementation Support/Supervision Processes

### (a) Task Team members

Names	Title	Unit	Responsibility/ Specialty
<b>Lending</b>			
Christophe Crepin	Senior Environmental Specialist	EASER	Task Manager
Chris James Warner	Environmental Specialist	ENVCF	
Gabriele Rechbauer	Consultant	AFTEN	
Nina Doetinchem	Biodiversity Specialist	AFTEN	
Slaheddine Ben-Halima	Senior Procurement Specialist	AFTPC	
Steve Gaginis	Senior Disbursement Specialist	CTRDM	
Iraj Talai	Senior Financial Management	AFTFM	
Aberra Zerrabruk	Legal Counsel	LEGAF	
Jack Ruitenbeek	Consultant	AFTEN	
John MacGann	Consultant	AFTEN	
Francois Odendall	Consultant	AFTEN	
Lucie Tran	Operations Analyst	AFTEN	
Dan Aronson	Social Safeguards	ASPEN	
Arne Dalfelt	Environmental Safeguards	ASPEN	
Beula Selvadurai	Program Assistant	AFTEN	
John A. Boyle	Environmental Safeguards	ASPEN	
Reiner Woytek	Indigenous Knowledge	ASPEN	
Harri Seppanen	Consultant	ASPEN	
Jonathan Nyamukapa	Financial Management Specialist	CTRDM	
Pauline McPherson	Resource Management Officer	AFTEN	
Hisham A. Abdo Kahin	Legal Advisor	LEGAF	
Kirk Hamilton	Lead Environmental Economist	ENV	
William Sutton	Agricultural Economist	ARD	
<b>Supervision/ICR</b>			
Christophe Crepin	Senior Environmental Specialist	EASER	Task Manager
Hisham A. Abdo Kahin	Senior Counsel	LEGES	
Sushenjit Bandyopadhyay	Consultant	DECPI	
Mohamed Arbi Ben-Achour	Consultant	AFTUW	
Slaheddine Ben-Halima	Consultant	MNAPR	
John A. Boyle	Consultant	AFTWR	
Antonio L. Chamuco	Senior Procurement Specialist	AFTPC	
Karsten Feuerriegel	E T Consultant	AFTEN	
Steve J. Gaginis	Senior Finance Officer	CTRDM	
Simon Ochieng Lang'o	Finance Officer	CTRDM	
Melanie Eltz McIntosh	Consultant	ENV	
Rajat Narula	Sr. Financial Management Specialist	EAPFM	
Tandile Gugu Ngetu	E T Consultant	AFTFM	

Jonathan Nyamukapa	Sr. Financial Management Specialist	AFTFM	
Sophia Elizabetha Frederi Odendaal	Program Assistant	AFCS1	
Africa Eshogba Olojoba	Sr. Environmental Specialist	AFTEN	
Jonathan David Pavluk	Sr. Counsel	LEGAF	
Jean-Michel G. Pavy	Sr. Environmental Specialist	AFTEN	
Ayala Peled Ben Ari	Consultant	MNSEN	
Gabriele Rechbauer	Consultant	AFTEN	
Herman Jack Ruitenbeek	Consultant	SASDI	
Beula Selvadurai	Program Assistant	AFTEN	
Pascal Tegwa	Senior Procurement Specialist	AFTPC	
Joao Tinga	Financial Management Analyst	AFTFM	
Patrick Piker Umah Tete	Sr. Financial Management Specialist	AFTFM	
Jorge E. Uquillas Rodas	Consultant	OPCQC	
Aberra Zerabruk	Consultant	LEGAF	

**(b) Staff Time and Cost**

Stage of Project Cycle	Staff Time and Cost (Bank Budget Only)	
	No. of staff weeks	US\$ (including travel and consultant costs)
<b>Lending</b>		
2001	3.1	33,247
2002	8.47	71,587
2003	1.86	46,848
2004	16.71	88,915
<b>Total (LEN):</b>	<b>30.14</b>	<b>240,597</b>
<b>Supervision/ICR</b>		
2005	26.96	97,915
2006	20.35	69,673
2007	17.87	59,453
2008	8.39	70,124
2009	10.03	73,468
2010	8.25	28,876
2011	11.26	52,990
2012	3.88	34,840
<b>Total (SPN):</b>	<b>106.99</b>	<b>487,339</b>
<b>GRAND TOTAL</b>	<b>137.13</b>	<b>727,936</b>

## **Annex 5. Beneficiary Survey Results**

(N/A)



## **Annex 6. Stakeholder Workshop Report and Results**

(N/A)

## **Annex 7. Summary of Borrower's ICR and/or Comments on Draft ICR**

The Borrower's comments on the draft ICR are presented below as sent to the Bank.

### Project objectives:

The project had two key objectives, one a development objective and the other a global environmental objective.

The ICEMA Project Development Objective (PDO) stated that community-based integrated ecosystem management practices are supported by the National CBNRM framework and used by targeted conservancies. Its Global Environment Objective (GEO) was to restore, secure and enhance key ecosystem processes in targeted conservancies with biodiversity and land conservation and sustainable use as a goal.

All the above two objectives have been satisfactorily achieved with key performance indicators in many instances exceedingly achieved.

The project focused its support to 16 selected conservancies, ranging from providing capacity building and technical and infrastructural/facilities development. The project has four components: Ecosystem-based Income-Generating Activities, Sustainable Ecosystem Management, Targeted Institutional Support, and Project Management Support.

### Factors that affected implementation

The project has experienced smooth staffing of the project office with experienced personnel. Even though there has been some staff turn-over, it did not really impact negatively the performance of the project. The support of the implementing Ministry, MET, has been outstanding in ensuring that all necessary required wares and assistance are in place. The project was advised by a functional steering committee, which also approved the annual work plans. The monitoring and evaluation would have been on board from day one; this would have improved this aspect of the project. But upon recommendation of the MTR an evaluation specialist was hired.

The Government has honored its co-financing contribution albeit delays sometimes due to government system of budgeting. This matter has been raised during supervision missions, and has been accordingly attended. At the end of the project, the GRN has all its co-financing contribution complied with.

With respect to component 1: ecosystem based income generation activity – there was some delays due to the establishment of procedures and some outstanding policies like the Concession Policy which needed to be in place before major activities were carried out. Further, some legislation like the Environmental Management Act, became in place only in 2007, the Parks and Wildlife Management Bill still awaiting approval by the MET. This delayed some activities especially in view the ecosystem approach at landscape level. However, the environment Management Act was approved in 2007.

A positive aspect of implementation was the high level of cooperation and partnership, building on and further strengthening a long history of inter-agency collaboration to promote natural resources management in the community conservancies of Namibia.

### Overall outcome

The ICEMA project has achieved its objectives. The ICEMA project increased the number of conservancies that used the IEM approach. At the end of the project, the total area covered by the 16 conservancies that had adopted the IEM approach was 38,595 km<sup>2</sup>. The target value at appraisal was that 25,000 km<sup>2</sup>, which means that this indicator was over achieved (129%). The project laid a strong foundation for integrated ecosystem approach. It also supported a broad rural development with focus on income generating activities, value-additions to natural resources and empowerment of local communities in matter related to management of their natural resources. Facilities established under ICEMA project have now become established nodes for community consultations and vehicles for rural development initiative diffusions. In particular the capacity for conservancies has been built, governance structures, administration, monitoring skills, translocation of wildlife to conservancies and office facilities are now in place.

Even though, the overall ratings for the project is moderately satisfactory, the GRN believes that ICEMA achieved most of its objectives and only component one that deals with targeted community investments through community funding facility, of which most of the activities, the conditions was beyond the project realms. We would nevertheless, like to see the overall rating of satisfactory, given that most key performance indicators have been exceedingly achieved.

The Government of the Republic of Namibia (GRN) is very much appreciative of the financial support from the GEF and a good technical support provided by the WB team assigned to this project as the Implementing Agency. The GRN is grateful for the competent Project Coordinator, Mr. Jo Tagg and his team who really steered the implementation of this first WB GEF funded project in Namibia.

## **Annex 8. Comments of Cofinanciers and Other Partners/Stakeholders**

(Not received)

## **Annex 9. List of Supporting Documents**

Diez, L. 2007. *Review of Key Components of the Integrated Community-Based Ecosystem Management Project (ICEMA)*. ICEMA Report.

Barnes, J.I. 2008. *Community-based Tourism and Natural Resources Management in Namibia: Local and National Economic Impacts*. Chapter 16. In: *Responsible Tourism – Critical Issues for Conservation and Development*, edited by Anna Spenceley. Earth Scan. London.

Boudreaux, K and Nelson, F. 2011 *Community Conservation in Namibia: Empowering the Poor with Property Rights*. Economic Affairs, Institute of Economic Affairs. Published by Blackwell Publishing, Oxford

MET. 2010. *Streamlining the Monitoring and Evaluation Systems ICEMA and the CBNRM Programme of MET*. ICEMA Report.

MET. 2011. The National CBNRM Sustainability Task Force: *The Namibia National CBNRM Program Sustainability Strategy*. MET, Windhoek.

NACSO, 2008. *Namibia's communal conservancies: a review of progress and challenges in 2007*. NACSO, Windhoek

NACSO. 2010. *Namibia's communal conservancies – a review of progress and challenges in 2009*. NACSO, Windhoek.

USAID, 2008. *USAID Support to the Community-Based Natural Resource Management Program in Namibia: LIFE Program Review*.

WIMSA. 2011. *Indigenous Peoples*

World Bank. 2004. *Project Appraisal Document on a Proposed Grant from the Global Environmental Facility Trust Fund in the Amount of US\$7.1 Million to the Republic of Namibia for the Integrated Community-based Ecosystem Management project*. The World Bank. Washington.

*Aide Memoires, ISRs and Midterm Review Report, M&E and CFF Manual.*

**MAP**